

REDUCTION OF ARMY OFFICERS' PAY, REORGANIZATION OF THE ARMY, AND TRANSFER OF THE INDIAN BUREAU.

MARCH 9, 1876.—Ordered to be printed.

Mr. BANNING, from the Committee on Military Affairs, submitted the following

REPORT:

[To accompany bills H. R. 2817, 2935, and 2592.]

In order to obtain certain information relative to the military establishment and the management of Indian affairs as a basis for such legislation as might be deemed necessary, the committee caused to be sent to a number of officers a circular-letter, with a request for an expression of opinion in regard to the following :

I. What reduction, if any, can be made in pay and allowances of the officers of the Army, without detriment to the efficiency of the service ?

II. What reduction in strength or expense can be made in either arm of the military service—cavalry, artillery, or infantry ?

III. What reductions can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, or either of them ?

IV. Would a reduction of pay to \$1,300 to second lieutenants mounted, and \$1,200 to second lieutenants not mounted, be excessive ?

V. Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby ?

VI. If the forage-ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals ?

VII. What is your opinion regarding appropriations necessary for forts or other fortifications, of which you have knowledge ?

VIII. Would it not be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps ?

IX. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department ?

X. Might not the Bureau of Military Justice be dispensed with, without injury to the service ?

The answers from the officers in connection with evidence taken before the committee are herewith submitted to the House, and particular attention is invited to them.

I.—PAY AND ALLOWANCES.

Relative to the subject of pay and allowances, a bill, (H. R. 2817,) embracing the conclusion reached, has passed the House.

It is based on the considerations that the salaries reduced by it are what might be termed war-salaries—salaries fixed during and since the war, when the currency of the country was not so valuable as now; when the products of the farm and shop were more expensive, and when increased compensation was necessary to the support of an officer.

The bill, in its details, makes changes as follows :

First. It reduces the pay and allowances of the General of the Army from \$18,081.91 to \$10,000, thus saving to the Government \$8,081.91. It is not thought necessary to stop to argue the propriety of this reduction or the sufficiency of the remaining salary of \$10,000. It is double that of a Senator, 25 per cent. more than that of a Cabinet officer or a supreme judge, and is as much as a proper performance of our duties will admit of our giving the distinguished commander of our armies.

Second. The bill reduces the pay and allowances of the Lieutenant-General from \$13,593.86 to \$8,000 a year, saving \$5,593.86; leaving the Lieutenant-General a salary which is 60 per cent. more than the salary of a Senator, being a salary for life, equal to that of a Cabinet officer. The bill reduces the pay and allowances of a major-general from \$10,093 to \$6,000, saving on the pay of three major-generals \$12,281.56; leaving the annual pay of the major-generals \$1,000 more than the pay of a Senator, which is an ample compensation for these officers.

Third. This bill reduces the pay of the brigadier-general from \$7,613 to \$5,000 per annum, saving on the pay of thirteen brigadier-generals \$33,169.13; leaving the pay of each the same as the pay of a Senator; making a saving on the general officers' pay of \$60,000.46 annually.

Fourth. The pay proper of the colonel, lieutenant-colonel, major, captain, and first lieutenants is not changed. These are the hard-working officers of the Army, many of them having been general officers in the war; men who led their commands in action, whose long and faithful service entitles them to the highest consideration, whose pay proper is not too large, and, in the opinion of the committee, should not be reduced.

Fifth. The bill reduces the pay and allowances of all second lieutenants \$200 per annum for the first four years of their service, fixing the salary at \$1,200, not mounted, and \$1,300, mounted. This amount is, in the opinion of the committee, a fair compensation for young, inexperienced officers of this grade. The amount is sufficient for their support, and the testimony of experienced soldiers is that small salaries are best for young officers, who know but little of the real value of money. It teaches them to avoid extravagance and practice economy. This pay is more than the average earnings of young men just starting in civil life. It is estimated that this reduction will make a saving of \$25,000 per annum.

Sixth. The chaplain's pay is reduced from \$1,500 per annum to \$1,200 per annum. This will make a saving of \$10,200.

Seventh. The repeal of the statute authorizing regimental adjutants and quartermasters to be extra lieutenants is recommended by many experienced officers of the Army and by the Secretary of War. It is a reduction of eighty officers, who, as extra adjutants and quartermasters, are not needed, and is a saving of \$121,700 annually.

Eighth. The reduction of the rent of officers' quarters from \$18 per room per month to \$12 per month, it is estimated by the Quartermaster's Department, will save \$107,839.30 annually, and leave allowances to officers for quarters as follows: To a colonel, \$60 per month when on detail; to a lieutenant-colonel, \$48 per month; to a captain, \$36; and to a lieutenant, \$24.

Ninth. The estimated saving in fuel is \$5,996.16 per annum. The reduction of the number of horses allowed officers, and preventing officers drawing forage for any horses except such as are actually owned, kept, and used in the service, it is estimated will make a saving in forage of \$140,000. Add to these items the savings made in reduction in amount of transportation, pay, and allowances of extra lieutenants as adjutants

and quartermasters of staff-officers, and it will be found that the passage of the bill will save more than \$500,000 annually. This is a saving which, in the opinion of the committee, should be made. After all the reductions named are made, the officers whose salaries are reduced will be amply, well, and generously provided for; their longevity allowances remaining as now provided for in section 1262 of the Revised Statutes.

II. ARMY REDUCTION AND RE-ORGANIZATION.

As to the reduction and re-organization of the Army, involving both staff and line, the committee has endeavored to proceed on the basis that legislation should not be parsimonious, thus to avoid a temporary economy of an injurious character.

Our Army is viewed as a nucleus wherein is to be acquired and preserved military knowledge, and from which should radiate the elements of instruction and discipline, thus to form, in time of war, a competent force endowed with talent to direct it as a whole, and provided with agencies capable of grasping the responsibility, organization, and distribution of numerous supplies necessary to the conduct of successful military operations.

The principles of organization in peace must be such that there will be no departure from them in time of war, so that the country's strength may be readily developed when the Government shall be called to make known its force.

The accompanying bill (H. R. 2264) "to promote the efficiency of the Army, to provide for its gradual reduction, and to consolidate certain of its staff departments, and for other purposes," is submitted for consideration, as embodying the conclusions developed through the labors of the committee.

The reduction of the Army to its present enlisted strength of 25,000, without a reduction in the number of regiments, necessarily led to a light strength of regiments and companies.

The bill does not further reduce the enlisted force, but reduces the number of regiments. Thus the strength of the retained organizations will be increased and their efficiency promoted.

The reduction does not muster out or discharge a single worthy or efficient officer, unless the officer may so desire, and, in that event, he will receive a stated amount of pay.

The change to a corps organization for the artillery does not reduce the enlisted force, save as to the non-commissioned staff of regiments.

The main reduction is in the number of field-officers.

Beyond doubt the corps organization will be more in keeping with the requirements of the service than the present regimental organization, and will conduce to increased efficiency.

The educational feature, so necessary to secure efficient officers, has been considered, and there can be no doubt as to the good results that will flow from the contemplated cavalry and infantry schools; the examination for promotion in the artillery, and its more thorough instruction and inspection; and the fixing of one door, aside from the Military Academy, through which the future commissioned officers must enter from the non-commissioned class.

In this last connection the increase of the first sergeant's pay to \$40 per month will secure for that important non-commissioned position a class of excellent men, and through them the elevation of the character of the entire enlisted force.

There is much evidence against continuing the Bureau of Military

Justice and the corps of judge-advocates, and provision is made to stop further promotions or appointments in this Bureau.

The question of consolidation in the staff has been a vexed one, and the results reached are embraced in the section of the bill looking to a Department of Supplies.

The Pay Department has not, as recommended by some officers, been consolidated with the Quartermaster's and Subsistence Departments, but it has been reduced in number by twenty majors, one-third, and a provision made that the lieutenant-colonels and majors of the Department of Supplies shall be paymasters *ex officio*.

Thus there will be a reduction of about one-seventh of the present number of officers in the three departments, and an opportunity will be afforded to test the practicability of officers of the Department of Supplies performing the duties of paymasters.

The conclusions reached as to removing from the service officers deemed unfit from cause other than injuries or wounds incurred, or disease contracted in the line of duty, are based on the public interest, and the necessity is self-evident.

The same remarks hold as to officers on the retired-list, who, through impropriety of conduct, fail to appreciate the kind care of the Government and what is due from them to an honorable profession.

It is eminently proper that officers who have received brevet commissions for distinguished or meritorious services be not deprived entirely of an outward sign of recognition, and to that end, while the wearing of the brevet uniform on duty is prohibited, insignia to indicate the brevet are authorized, subject to approval by the President.

The authority for officers to employ soldiers as servants will be a saving to the Government, and of great advantage to the officers on the frontier.

The change as to the mode of appointing post-traders, and the report of inspections for Congress, from the Inspector-General of the Army, in order to the correction of defects, abuses, or irregularities, and the introduction of improvements, requires no extended remarks to demonstrate the necessity for the changes.

Great benefit will result to the Army by the requirement that all orders and instructions relative to military operations, or affecting the military control and discipline of the Army, shall be promulgated through the General of the Army. But, in so providing, a line of demarkation has been indicated, so that the proper and legal functions of the Secretary of War shall not be interfered with.

A complete analysis of the bill, as to its changes in grades of officers and the reduction in expense, will be submitted in connection with the special orders as fixed for the bill on the 19th of April.

III.—TRANSFER OF THE INDIAN BUREAU.

A thorough investigation of the subject has been made, by taking the testimony and obtaining the written opinions of prominent Army officers, whose extended experience in Indian affairs and knowledge of the Indian character have afforded them more facilities for arriving at correct conclusions upon the subject than any other class of men have had.

This evidence is all embodied in the printed document herewith submitted, and contains the views of the General, Lieutenant-General, the major-generals, all the brigadier-generals but one, thirty-one colonels and twenty-nine lieutenant-colonels, majors, and captains.

Of these sixty officers, every one but two unite in urgently recommend-

ing the transfer of the Indian Bureau, as a measure of expediency, wisdom, and economy. General Sherman believes this to be the only policy by which the remnants of the prairie tribes can be saved from speedy annihilation, and the only way they can be made to abandon their nomadic habits and taught the rudiments of agriculture and civilization; and in this view he is sustained by General J. B. Sanborn of Minnesota, and other intelligent citizens who are familiar with the Indian character.

The chief argument used by the advocates of the existing system is that its working tends to educate, civilize, and Christianize the savages, and is rapidly eradicating their marauding proclivities, and instructing them in the rudiments of husbandry, so that they will shortly become self-sustaining; whereas the War Department management will not, they assert, conduce to such happy results.

If these plausible averments were correct, their reasoning would be cogent, but in the report of the commission recently sent out to negotiate with the Sioux for the purchase of the Black Hills country, on page 12, we find the following:

For reasons just stated, and for others equally obvious to any one who will visit this country, no progress whatever has been made toward civilization or self-support at either of these agencies (those of Red Cloud and Spotted Tail containing 20,000 Indians,) are among the tribes receiving rations and annuities during the last six years.

During those six years, whatever of food or of shelter they have had has been provided by appropriations from the National Treasury, (over \$2,000,000 per annum,) and the Indians have done absolutely nothing but eat, drink, smoke, and sleep.

It occurs to the commission that so large an expenditure with such feeble results is expensive and unremunerative to the United States and to the Indians, and so long as the present methods continue, very large annual expenditure will be required, unless better methods for issuing supplies should be adopted.

Nearly seven years have passed away and these Indians are no nearer a condition of self-support than they were before, and in the mean time the Government has expended \$13,000,000 for their support.

The opinion of this commission as to the relative merits of the two policies under consideration is given on page 18 of their report, as follows:

The commission recommend:

4th. That all supplies be issued under the direct supervision of Army officers, and that detailed reports of quantity, quality, and cost be published annually.

In this recommendation the Secretary of the Interior, in his Annual Report, (page 6,) says he cannot refrain from concurring; and in the same connection he adds:

The thanks of this Department are due the War Department and the officers of the Army for the prompt and efficient aid they have rendered during the year in the management of Indian affairs throughout the country, and their hearty co-operation and advice whenever called upon to render assistance in carrying out the details of the Indian policy.

The commission also recommend:

5th. Abolish all the present agencies, and re-organize the whole system of officers and agencies for the Sioux Nation.

Such are the conclusions reached by a commission of disinterested and intelligent gentlemen, after careful investigation into the management and condition of the most powerful tribe of Indians on this continent.

The estimate placed upon the integrity of his own subordinates, and the manner in which they have performed their duties, may be inferred

from the following extract, taken from the Commissioner of Indian Affairs' annual report for this year. He says:

That there are many bad men connected with the service (Indian) cannot be denied.

The records are abundant to show that agents have pocketed the funds appropriated by the Government and driven the Indians to starvation.

It cannot be doubted that Indian wars have originated from this cause.

We do not doubt that some such men may be in the Bureau now.

Previous to the transfer of the Indian Bureau from the War to the Interior Department in 1849, the disbursements to Indians were generally made by Army officers, under the direction of commanding officers of posts, who were acting Indian agents.

And as the disbursing-officers' commissions, their reputation, and the means of support for themselves and families were at stake, this was sufficient to prevent any attempt at fraud or dishonesty; and the result of this system was what might have been anticipated. It is doubted if the Army officers were ever accused of defrauding the Indians.

In view of all the evidence adduced, we are of the opinion that the conduct of Indian affairs under civil administration, after a practical working of twenty-seven years, has proved fraudulent, expensive, and unsatisfactory to the Indians, provoking them to hostilities that have cost the Government many millions, besides the lives of thousands of citizens and the destruction of their property, whereas the affairs of this branch of the public service, while under the control of the War Department, were honestly, economically, and firmly administered and executed.

The committee therefore recommend that the Indian Bureau be transferred back to the War Department.

H. B. BANNING.

J. M. GLOVER.

A. S. WILLIAMS.

WM. TERRY.

JOHN REILLY.

A. A. HARDENBERGH.

PHIL. COOK.

APPENDIX.

Letter from General William T. Sherman.

HEADQUARTERS OF THE ARMY,
Saint Louis, Mo., February 4, 1876.

SIR: I have the honor to acknowledge receipt of your communication of January 24 1876, proposing certain questions, to which you invite answers; and I inter that you will prefer short, categorical replies rather than a discussion of subjects on which the preceding committees have already taken voluminous testimony.

1. "What reduction, if any, can be made in pay and allowances of the officers of the Army without detriment to the efficiency of the service?"

Answer. I think the present salary-bill for the Army is just and liberal; was supposed to be of lasting duration, and should not be materially altered till the currency of the country comes to the gold standard, when all salaries could be reduced 15 or 20 per cent.

2. "What reduction in strength and expense can be made in either arm of the military service—cavalry, artillery, or infantry?"

Answer. I do not believe economy will result from a reduction of the present number or strength of the existing regiments of artillery, cavalry, and infantry, because of the necessity, sure to result, of transporting the remaining regiments for great distances to meet contingencies. Even as now, transportation is the great cause of expense, resulting from the size of our country.

3. "What reductions can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, or either of them?"

Answer. These staff-corps and departments are out of all proportion to the Army for which they are designed to provide; but on them devolve other duties, purely civil in their nature, of the necessity for which I do not profess to know or judge; so that I beg to be excused from further answer.

4. "Would a reduction of pay to \$1,300 to second lieutenants, mounted, and \$1,200 to second lieutenants not mounted, be excessive?"

Answer. This seems to me a small matter. The expenses of a second lieutenant, especially if allowed to marry, are as great as if he were a first lieutenant.

5. "Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby?"

Answer. At posts laundresses are supposed to wash the clothes of soldiers, for which they are paid by the soldiers, but each receives a ration and quarters. In the field they are out of place; and in moving from one post to another, they are the cause of expense in transportation. Soldiers can do their own washing; therefore laundresses could be dispensed with, and there would be a saving; but to what extent, I can form no estimate.

6. "If the forage-ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals?"

Answer. The grain and forage ration has resulted from long experience, and is not too much for *work-horses*, as the livery-stable men know from experience. Commanding officers of posts and quartermasters, when there is grazing, always take full advantage of it, or should; and the forage thus saved is credited to the United States. The horses generally are the property of the United States, and it is to the interest of the owner that his horses should be kept in good flesh.

7. "What is your opinion regarding appropriations necessary for forts or other fortifications, of which you have knowledge?"

Answer. All danger of an invasion of the United States by any European power has passed; therefore the fortification of minor harbors is a waste of money. Cities like Boston, New York, Philadelphia, New Orleans, and San Francisco, that would tempt a naval raid by a foreign fleet, should be prepared in advance; that is, fortified and armed; and all minor points neglected, only providing in the arsenals, guns, carriages, and platforms, ready to be carried promptly to threatened points, to be covered by earth-works, such as we improvised during the civil war.

8. "Would it not be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps?"

Answer. Yes.

9. "What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?"

Answer. The transfer of the Indian Bureau would result in economy and efficiency. Not so certain as to the Pension Bureau, as it might require too many officers to be detached throughout the country as pension-agents. The Army occupies the Indian country, but does not the populated part where reside most of the pensioners; unless these pensions could be paid by checks from the principal commercial centers. (See inclosed copy of letter.)

10. "Might not the Bureau of Military Justice be dispensed with without injury to the service?"

Answer. This Bureau grew up out of the war. In my opinion, it is better to detail an officer of the line as judge-advocate for each court-martial, as it encourages the study of martial and military law by the younger officers, usually detailed as judge-advocates. Lawyers introduced into the Army have not improved discipline or increased the measure of "substantial justice," which is the object of courts-martial, rather than the technical judgments of courts of record.

11. "Might not the office of military store-keeper be abolished without detriment to the service?"

Answer. Yes.

12. "Could not the expenses of military division headquarters and departmental headquarters be materially reduced without detriment to the service?"

Answer. Yes; by requiring them to select a military post within their command as their headquarters.

13. "What reforms or reduction in expenses, if any, in Army matters would you recommend?"

Answer. I believe the Army is willing to submit to any reforms or reduction that the general state of the country demands. In war, they freely offer their lives; in peace, their comfort; but they are simply men, and must conform to the habits, customs, and manners of the people where their duties call them. An officer must go where he is ordered; must dress, eat, and live in a hotel which has established rates of charge, or hire a house, (if he has a family,) paying extra rates, because he must contract with a knowledge that his lease may be determined by an order any day. An officer in camp and barracks can live as cheap almost as a soldier, if the necessity demands it; but if he has a wife and children, the whole problem changes. Their necessities bring on him expenses much greater than to a citizen with a fixed domicile. Does Congress wish to prohibit marriage in the Army? If so, why not meet the question? In foreign service, marriage is forbidden to the lower grades of officers, unless some assurance be given that the family shall not become a charge to the state. Young officers thrown with beautiful young women cannot be expected to evince the caution and prudence of old men. The consequence is that marriage results, and from that moment begins a life-struggle for pay and allowances. Every member of the military committee knows from his own personal experience that an officer in a city can live by himself on a thousand dollars a year better than with an average family on five thousand dollars.

I do not recommend any legislation on this point, because it is not my business; but simply refer to it as an *unspoken* cause of the opposition to the reduction of pay at this particular time, when a depreciated currency necessarily causes increased expense of living, of clothing, and of all the necessaries of life, besides education, hotel-bills, and every other manner of expense. Officers serving with troops are subjected to less contingencies than when detached, or as staff-officers. But no one can control his *orders*. These come from the War Department or some superior, and the officer has to obey regardless of cost, and as "three moves are equal to a fire," an officer may be said to lose all his furniture and household effects on an average of every five years. This is not the case with the citizen who has his domicile.

Certain that your committee will elicit much valuable information by the means of this circular-letter.

I have the honor to be, your obedient servant,

W. T. SHERMAN, *General.*

Hon. H. B. BANNING,
Chairman Military Committee,
House of Representatives, Washington, D. C.

HEADQUARTERS ARMY OF THE UNITED STATES,
Saint Louis, Mo., January 19, 1876.

SIR: I have the honor to acknowledge receipt of your letter of January 14, notifying me that your committee is charged with the inquiry as to the "practicability and utility of the present management of the Indian tribes by the Interior Department," and of "re-investing the War Department with the control and management thereof," asking my opinion with reference to such statistical information as may occur to me.

In the annual reports of the Commissioners of Indian Affairs and of the several military commanders, on file in the War Department, will be found a vast mass of details to which cannot well refer from this quarter; but these are accessible to your committee, and therefore I beg you will permit me to express my own opinion on the subject, with a reference only to such examples as occur to me, of recent date.

The great mass of the Indians of our country are now located on reservations, and are entitled to receive annuities, goods, and food, according to treaties made long ago, and for the faithful execution of which treaties the faith of the Government is pledged. These Indians vary widely in their habits, and should be dealt with accordingly. The present Army is now stationed in small detachments at military posts, chiefly at or near these reservations, to keep the peace between these Indians and their white neighbors, between whom there has always existed a conflict of interest and natural hostility. Now, as the military authorities are already charged with the duty of keeping the peace, I am sure they will be the better able to accomplish this end if intrusted with the issue of the annuities, whether of money, food, or clothing. Each military post has its quartermaster and commissary, who can, without additional cost, make the issues directly to the Indians, and account for them; and the commanding officer can exercise all the supervision now required of the civil agent, in a better manner, because he has soldiers to support his authority, and can easily anticipate and prevent the minor causes which have so often resulted in Indian wars. In like manner, our country is divided into military departments and divisions, commanded by experienced general officers named by the President, who can fulfill all the functions now committed to Indian superintendents; and these, too, have near them inspectors who can promptly investigate and prevent the incipient steps that are so apt to result in conflict and war.

Therefore, I firmly believe that the Army now occupies the positions and relations to the great mass of the Indian tribes that will better enable the Government to execute any line of policy it may deem wise and proper, than by any possible system that can be devised with civil agents. The Indians, more especially those who occupy the vast region west of the Mississippi, from the Rio Grande to the British line, are natural warriors, and have always looked to the military rather than to the civil agents of Government for protection or punishment; and, were the troops to be withdrawn, instant war would result. If it be the policy of the Government, as I believe it is, to save the remnant of these tribes, it can only be accomplished by and through military authority. These will obey orders, and enforce any line of policy that may be prescribed for them by law or regulation. Sooner or later these Indians, say the Sioux, Cheyennes, Arapahoes, Kioways, and Comanches, must be made self-supporting. Farming and the mechanic arts are so obnoxious to their nature and traditions, that any hope of their becoming an agricultural people can hardly be expected in our day, though there are many individual exceptions; but the Indians themselves see that the buffalo, elk, antelope, deer, and large game are rapidly disappearing, and that they must raise cattle and sheep, or starve. This, in my judgment, is the proper direction in which to turn their attention, and an excellent beginning has been made with the tribes in New Mexico, and more recently with the Kioways and Comanches, near Fort Sill. This has been done by the influence of the Army stationed in their midst, who are, in my opinion, now and have always been, the best friends the Indians have had. The idea which prevails with some, that the Army wants war with the Indians, is not true. Such wars bring exposure, toil, risk, and privations, with no honor. Therefore, it (the Army) naturally wants peace, and very often has prevented wars by its mere presence; and if intrusted with the exclusive management and control of the annuities and supplies, as well as force, I think Indian wars will cease, and the habits of the Indians will be gradually molded into a most necessary and useful branch of industry—the rearing of sheep, cattle, horses, &c. In some localities they may possibly be made farmers.

The present laws bearing on this Indian problem were wise in their day, but the extension of States and Territories, with their governments, over the whole domain of the United States, has entirely changed the condition of facts; and I think you will find that these will need revision and change.

I do not profess to know anything of the practical workings of the Indian Bureau as now organized; but if transferred to the War Department, I suppose it will be made subject to such changes as the Secretary of War may recommend.

If, as I conceive, the present military machinery already in existence be used, viz, the commanding generals of departments be made supervisors of Indian affairs in their commands, and commanding officers of posts be constituted "agents," the Bureau will need a military head, resident in the War Department.

I have the honor to be, your obedient servant,

W. T. SHERMAN, *General.*

Hon. W. A. J. SPARKS,
*Chairman Subcommittee Indian Affairs,
 House of Representatives, Washington, D. C.*

Testimony of General Sheridan.

WASHINGTON, D. C., February 17, 1876.

Lieut. Gen. P. H. SHERIDAN appeared before the committee and made the following statement :

Mr. THORNBURGH. In the absence of the chairman of the committee, I will ask you to give your opinion as to the propriety of changing the conduct of Indian affairs from the Interior Department to the War Department. In your answer to the question you may give fully your views connected with that subject.

General SHERIDAN. I have always been in favor of the transfer of the Indian Bureau to the War Department. It would relieve the military establishment of great expense and much annoyance. We could diminish the number of posts and be enabled to establish new agencies, when required, at posts already established, instead of being required as we now are to establish a new post for every new agency. This transfer would put an end to the conflict of authority occurring constantly between Indian agents and Army officers; and would also relieve the Government of very much of the expenses of the Indian Bureau, such as pay of agents, &c.

Question. Please state in detail how the building of a post accumulates expense.

Answer. The first expense is the money necessary to construct the buildings; then the transportation of troops, and all kinds of supplies which are required at these remote points.

Question. You think that the expense to the Government in looking after its Indian affairs would be much less by reason of the transfer?

Answer. To come squarely at the subject, should the Indian Bureau be transferred to the military, I have not the least doubt but that the Secretary of War would modify his estimates for the coming fiscal year to the amount of \$3,500,000, and this will only be a commencement. I have the assurance of the Secretary for this reduction.

By Mr. COOK :

Question. In addition to getting rid of the expense of Indian commissioners, &c.?

Answer. Yes, sir; I am speaking of reduction in our own expenses, not what may be saved in Indian affairs. The reduction above referred to, I wish it to be understood, does not embrace the reduction which can be made in the Ordnance, Engineer, Subsistence Departments, &c.; it means the saving we can make in the disbursements through the Quartermaster's Department; and I repeat the sum, \$3,500,000.

By Mr. THORNBURGH :

Question. And that amount could be saved?

Answer. The Secretary could strike off that amount from the estimates of Army expenses proper, such as regular supplies, transportation, purchase of horses, incidental expenses, &c.

Question. Please state how you think the Indians would be benefited.

Answer. It is my belief that if the Indians had been in the hands of the military, there never would have been any Indian wars of any consequence. There would be a power over them which would make them respect persons and property, and they would respect that power. The attempt is now being made to govern these Indians without exercising any power over them at all, by simple suasion, while at the same time we acknowledge the necessity of having the severest laws for the government of intelligent white people.

Question. Have you, within the last few years, had frequent meetings and conversations with the Indians?

Answer. Yes, sir.

Question. Then state whether you think they would be better satisfied with such a change.

Answer. I am convinced the Indians would be better satisfied. Where the military is stationed with them, we see a constant respect for it. The treatment of the Indians by the officers and men, in their intercourse, is always gentle. Sometimes, of course, when we are obliged to make war, we have to be rough; and in order to make war successfully, we are obliged to resort, to some extent, to the rules of warfare which they adopt.

By Mr. STRAIT :

Question. They seem to trust the officers of the Army more implicitly than they do civilians, do they?

Answer. Yes, sir. The military will never make a promise without fulfilling it; while, at present, there are almost nothing but broken promises, arising much from the fact that the Indian Bureau has not the necessary organization or machinery to fulfill its promises.

By Mr. REILLY :

Question. One of the objections we hear urged against the proposed transfer is, that the Indians when placed on reservations need to be taught to take care of themselves, to be trained in agriculture and the industrial arts, and that the Army cannot give such instruction. Why cannot the Army, employing men who have knowledge of the business, give such instruction just as well as it is given under the present management?

Answer. They can do it a great deal better, because the military could, to some extent, com-

pel the Indians to labor on individual tracts of land. I have had considerable experience in this reservation system for Indians, and it works well. I even obliged them to send their children to school.

By Mr. THORNBURGH:

Question. Through the Quartermaster's Department you could employ such mechanics and farmers and mill-wrights as would be necessary to teach the Indians, and their necessary wants could be relieved just as cheaply as under the present system?

Answer. Yes; the military could employ all the necessary farmers and mechanics better and more economically than the present agents; and then, as I have already said, it could exercise an influence over the Indians which would make them more readily obey.

By Mr. COOK:

Question. In other words, the great principle to be acted upon is their fear of the military power; when they fear a man, they will respect him, and so they recognize the military as a power to be regarded and respected. Is that your idea?

Answer. Yes, sir.

Question. Remove all sense of force, and they are Indians still, and will be all the time?

Answer. Yes, sir.

By Mr. TERRY:

Question. When it becomes necessary, they submit to the commands of the military sooner than to anybody else?

Answer. Yes, sir.

Question. Is not that influence greater when dealing with an ignorant person or a savage than with a person of more intelligence?

Answer. Yes, sir. I had control over Indians for over three years, and I found it so. They finally would not trust any one else so readily as they did me. I used my power over them, and their respect for it, to influence them to work; and I afterward bought the grain they raised, made contracts with them which were fulfilled, made the children go to school, and had the gratification of seeing extensive improvement among them.

Question. Under the present system, you have one set of disbursing officers for the Army, issuing rations, &c., and another set under the Indian Bureau?

Answer. Yes, sir.

Question. Could not those functions be concentrated in the Army officers without any additional expense?

Answer. Yes, sir; there would be no additional expense except from the transportation of additional supplies, and we could transport cheaper than the Indian Bureau, because we have a much better machinery.

Question. You have the Army wagons and teams?

Answer. Yes, sir.

Question. Transportation for the Indian Bureau has to be done by contract with civilians?

Answer. Yes, sir.

Question. Is not that often a very profitable business to civilians who get the contracts for transportation?

Answer. Yes, sir; for instance, the Spotted Tail band had its agency on the Missouri River at the Whetstone, agency where all supplies could be landed from steamboats, and it was thought best to move it out on White River, (a distance of about two hundred and fifty miles,) for no other purpose, in my belief, than to employ wagons. Certainly the new is not half so good as the old agency; and we have been forced to the expense of constructing a new post to protect the agent and Indian supplies.

By Mr. WILLIAMS:

Question. How long since was that done?

Answer. I think it will be three years the coming summer. This agency (also the Red Cloud agency, forty miles west of it) might have been established at Fort Laramie, one hundred miles still farther west, and the expense of the Red-Cloud post and Spotted-Tail post saved; and the Indians would have been better off than they are now. The new posts had to be established in midwinter—the troops marching when the thermometer showed 34° below zero—in order to relieve the Indian agents who were besieged by hostile Indians. These troops have had to serve there ever since.

By Mr. THORNBURGH:

Question. And build barracks?

Answer. Yes, sir.

Question. That is what establishing a post means?

Answer. Yes, sir.

By Mr. WILLIAMS:

Question. The expense of transportation must be almost equal to the original cost of supplies?

Answer. Yes, sir. We are constantly requested by the Interior Department to establish posts for the protection of agents and supplies, and have the same demands from citizens and governors of Territories. At present there are before me four demands of this kind.

Question. It has been suggested that the Indians would not come down to the Missouri River for their supplies. Is there any force in that suggestion?

Answer. Spotted Tail might go down to the Missouri; but I doubt if any other of the wild tribes would go without the use of force.

Question. If the supplies were down there, and they could not get them anywhere else, would they not be apt to go where the food was?

Answer. They might go and get supplies, but would not stay there. It is possible that the old men and squaws might do so, but buffalo and game are yet too abundant for the young men to be starved to such an extent as to oblige them to go to the Missouri River for food.

By Mr. GLOVER:

Question. Do they stay at the agencies as now established?

Answer. The old men, women, and sick stay, and the young men come in and get rations and go off. It used to be a regular business at the agency at Fort Sill, Indian Territory, for the Indians to get their supplies from the agency for the raids made into Texas. Since the subjugation of these Indians in the last campaign, this convenient depot of supplies for warlike objects has ceased.

Question. Is there in the Indian Department any general system of consulting the military about the propriety of establishing posts?

Answer. No, sir; they establish the agency, and then ask protection for the agent and the supplies. That leads to the establishment of a post there.

By Mr. WILLIAMS:

Question. They do not consult the military as to where the posts shall be established?

Answer. No, sir; not at all. Take, for instance, Standing Rock agency. We established a post at the mouth of the Cheyenne River, for the protection of the Indian agent and Government property there. It was three or four companies strong. The agent did not like the place, and moved up to Standing Rock, only sixty or seventy miles above, and established a new agency there, and applied for troops. For a long time General Terry and myself would not send any troops there. We could not stand this thing of building a post every time an agent chose to take his Indians off and establish a new agency. But, finally, we had to submit, and go up there and build another post, of a capacity for three companies the garrison required.

By Mr. GLOVER:

Question. What does such a post cost?

Answer. They cost variously; from \$20,000 to \$40,000.

Question. You mean the improvements?

Answer. Yes, sir; simply the improvements; not taking into account transportation and other expenses of that kind.

By Mr. REILLY:

Question. You speak simply of the expense necessary for the accommodation of the troops?

Answer. Yes, sir; it is from \$20,000 to \$40,000.

By Mr. COOK:

Question. All that is valueless to the Government when a post is broken up or changed?

Answer. Yes, sir; and there is much expense in other things. I am speaking only of the buildings.

By Mr. THORNBURGH:

Question. In consequence of the inclement climate it is necessary for the troops to be sheltered?

Answer. Yes, sir.

Question. It would not be possible for them to live in tents in the winter-time?

Answer. No, sir.

Question. It is necessary to have permanent buildings for shelter?

Answer. Yes, sir.

By Mr. STRAIT:

Question. Do you not often have requests for protection when you find it is not really necessary?

Answer. I do not establish any post without examination and without being satisfied.

Question. I mean, do not the parties in charge of the Indians frequently call upon you for assistance when there is really no necessity for it?

Answer. I am not able to say that they do. I think they believe there is a necessity. They get frightened.

By Mr. COOK:

Question. Do these Indian agents establish their agencies at their own will, unrestrained by any power of the Government?

Answer. They are not restrained by the military,

Question. Only by the order of the Interior Department?

Answer. Yes, sir.

By Mr. BANNING:

Question. They do it on their own responsibility, without any order of the Interior Department?

Answer. I presume that they consult the Commissioner of Indian Affairs.

Question. They move the agencies as they please, and then require troops to protect them at the new location?

Answer. Yes, sir.

Question. No matter what may be your opinion of the impropriety of that location you must go there and protect them?

Answer. Yes, sir. We usually get an order from the War Department on the request of the Secretary of the Interior and Commissioner of Indian Affairs.

Question. Is that done without your recommendation?

Answer. Generally I am consulted about them by the Secretary of War and the General of the Army.

By Mr. COOK:

Question. You are never asked to advise as to the propriety of establishing an agency?

Answer. No, sir; that is their own business.

Question. When that is done they call on you for protection?

Answer. Yes, sir. For instance, as to the two posts I was speaking of, Red Cloud and Spotted Tail, one post should have answered for both agencies, if there had been a concert of action, and it would have been much more economical.

By Mr. THORNBURGH:

Question. Are they two different tribes?

Answer. They belong to the Sioux Nation, but they are different bands.

Question. Suppose you should furnish supplies to both bands at the same post, would that be calculated to produce collision which should be avoided between the two bands?

Answer. Not, I think, when we could exercise any control over them. As they are now, I think there would be collisions. I am not speaking particularly of those two bands. There are, of course, many different bands of Comanches and Apaches; there are different bands of the Kiowas and the Cheyennes, all in the Cheyenne Nation. Then there are the Brulé Sioux and the Ogallalla Sioux, all of them Sioux, but so different that I do not think it would work well to bring them together, unless there was some power to control them.

Question. Unless the Army had control of them?

Answer. Yes, sir.

By Mr. REILLY:

Question. I presume that any trouble of that kind might be avoided by having the different bands come for their supplies at different times?

Answer. When different tribes come in that way it would be pretty hard to tell one set of Indians from another, so that the Red Cloud Indians might go and draw supplies at the Brulé issue, and then the Brulé Indians might go and draw from the Red Cloud issue, so that they could get double rations. That has been done, and has been one cause of trouble. They are very sharp.

By Mr. BANNING:

Question. I understand, general, that you stated before I came in that the Secretary of War could reduce his estimates \$3,500,000 if this transfer of Indian affairs from the Interior Department to the War Department should be made.

Answer. I venture to say that the Secretary of War will reduce his estimates \$3,500,000 in case the Indian Bureau is turned over to the military. I can see the way clear for a saving of that amount by the reduction of posts and the change in the management.

Question. That, I suppose, would result from the consolidation of posts and the reduction in expense of transportation, which is now very great.

Answer. Yes, sir. I can say that a reduction of \$3,500,000 can be made in the appropriation for Army expenses the coming year by the transfer of the Indian Bureau; and this would only be to commence with.

Question. Is it your opinion that the transfer would result also in the better government of the Indians, for them and for ourselves?

Answer. Yes, sir; without doubt.

By Mr. TERRY:

Question. Are the supplies for the Indians purchased by a separate department altogether from those purchased for the Army?

Answer. Yes, sir; we have nothing to do with the purchase of supplies for the Indians.

Question. Then there would be economy in the Quartermaster's Department?

Answer. Yes, sir; we make better contracts than the Indian Department. Our machinery is better. The Indian Department has no machinery. It cannot fulfill its promises to the Indians, and therefore it is constantly breaking them. The military have a hundred times, within the last five or six years, come to the relief of the Indian Department when they have utterly failed. They have called on us to subsist the Indians, and we have done it, and they always agreed to pay us back; but I am of the opinion that they have never done so. I do not remember any case where it has been done.

By Mr. BANNING:

Question. If an enumeration or census of the Indians should be required, had it not better be conducted by officers of the Army?

Answer. Yes; I think it would be very much more satisfactory to the Government.

By Mr. REILLY:

Question. If an enumeration were attempted by anybody else, an escort from the Army would be necessary?

Answer. Yes, sir.

By Mr. BANNING:

Question. Would this transfer, in your opinion, result in any necessity for increasing the number of officers of the Army?

Answer. No, sir. If the transfer is made, I suggest that the Indians shall be under the general management of the Army; that the transfer shall not be made to a bureau in the War Department, because that might result in the same difficulties which now exist in the Interior Department. We would be liable to all kinds of cliques and rings. But if the Indians were under the general management of the Army, there would be no chance for any ring to come in—there are too many people to supervise. Everything would be done exactly the same way as for the Army, and there would be very little chance for corruption. I think it would be unfortunate to make a bureau of Indian affairs in the War Department. The officer in charge of that bureau would probably appoint officers to take care of the Indians at the posts, and there would be a clashing of authority. The different officers would not coincide in their ideas, and there would be trouble. But if the Indians were under the general management of the Army, each department commander would manage the Indians within his department; then there would be no clashing at all. There could be no corruption; and it would be economical in every way, as well as satisfactory to the Government and to the Indians.

Question. You mean there should be no separate officers to transact the business in the Indian country; that it should be under the control of the department commanders?

Answer. Yes, sir; so that the administration for the Indians would be just the same as the administration for the troops.

Question. This bill contemplates an officer to be detailed by the Secretary of War to have charge of all these reports and accounts in the war-office.

Answer. I would not have such an officer named in the bill. The Secretary of War can detail an officer for that purpose. I would not have anybody named in the law as a bureau officer, because you cannot tell how such a thing may work.

By Mr. COOK:

Question. This bill leaves it under the management of the War Department.

Answer. But there is to be a kind of bureau in the War Department. I object to that part of your bill. I have seen the bill. It may be all right; but I am afraid it would lead to what I have stated.

By Mr. TERRY:

Question. I do not understand the bill as creating a bureau. It transfers Indian affairs from the Interior Department to the War Department, and gives to the Secretary of War all the powers over the Indian Bureau that the Secretary of the Interior now has.

Answer. That is right. The bill is all very fair, but to mention an officer for this purpose in your bill might be considered as authorizing a bureau. There is no necessity for an officer being named in the law, because the Secretary of War can detail an officer for the purpose, as well as all the necessary clerks. He can put in anybody he chooses for the management of the accounts. I had a conversation with the Secretary on this subject several months ago, when the Senate committee required him to collect information, and he seemed to coincide with the view I have expressed. He may have changed his mind since. If the bill simply provides for the transfer of the Indian Bureau to the War Department, the Secretary of War can make his own detail for the management of the papers.

Mr. BANNING. I will read the provision of the bill:

"SEC. 2. That on and after the date aforesaid, there is hereby established an office in the War Department to be known as the office of Indian affairs; and the Secretary of War

shall detail an officer of the Army, not below the rank of colonel, to take charge of said office, and administer the affairs of the Indian branch of the War Department under such regulations as the Secretary of War may provide."

General SHERIDAN. I object to the detail of an officer. It will grow into a bureau in spite of fate; and that, in my opinion, would be unfortunate. I would suggest that the language, "office of Indian affairs," be stricken out. Let the Indian Bureau be simply transferred to the War Department, and let the Secretary of War manage it under the general conditions of your bill.

By Mr. TERRY:

Question. Under your plan, the Indians would be turned over to you, for instance, at one particular agency. Your supplies for that agency would be procured through the regular machinery of the Army, the quartermasters and commissaries, and you would hold those officers responsible for the disbursement of the supplies and the management of that station?

Answer. Yes, sir; I would hold myself responsible to the Secretary of War, and I would hold every man under me responsible. There would be no bureau. There could be no clashing. If you had a bureau which appointed the different officers to act as Indian agents, there would be conflict between those officers and the commanding officer. They would differ in their ideas. There would be chaos in management. The result would be as bad as the present condition of things.

By Mr. WILLIAMS:

Question. According to your idea, under this bill the appointment of officers to superintend would come from that bureau?

Answer. Yes, sir; it might. It is best that the commander be responsible for the condition of Indian affairs in his Department. Let there be as many inspectors as the Secretary of War may choose, and let the department commander be held responsible for the proper management and correct disbursement of money.

By Mr. TERRY:

Question. And when an enumeration of the Indians was made, you would have the commander select the particular officer in the command to perform that duty?

Answer. Yes, sir. Let him, as department commander, perform all the duties of Indian superintendent in his department. Then he would select the best men. There would be no conflict of authority, because he would be the head of the whole system in his command, and would report to the Secretary of War through the regular military channels. He would have the general management; he would indorse all items of expense; he would sign all contracts.

By Mr. THORNBURGH:

Question. And he would be near enough to change any officer when he found it necessary or proper?

Answer. When a man did not behave well he would change him.

Mr. BANNING. Let me read the next section of the bill, which, I think, will explain its purpose:

"SEC. 3. That under the direction of the Secretary of War, commanding officers of the military geographical departments of the Army in which Indian tribes are located or living, shall be ex officio in charge of Indian affairs in their respective departments as superintendents thereof,"—

General SHERIDAN. That is right.

Mr. BANNING. "And shall make, upon the approval of the Secretary of War, such details of officers of the Army serving in their commands as may be necessary, from time to time, to administer the affairs of the Indian service, and to act as agents, subagents, and inspectors for the various tribes."

The bill then puts the Paymaster's and Quartermaster's Department in charge, just as they are now. The intention was merely to make the Army, in reference to Indians, what the Adjutant-General's or the Quartermaster-General's or the Commissary-General's Department is now—the agency through which these reports should go.

General SHERIDAN. Let the papers go through the regular channel; otherwise the officer in charge of this office may undertake to manage the whole system of Indian affairs through the Secretary of War, and he may not know anything about it. Generally, he would not know as much as the department commander.

Question. The Indian accounts and the Army accounts would be kept separate?

Answer. Yes, sir. The Secretary of War could detail men to take charge of the Indian accounts; but let them come through the regular channel.

By Mr. THORNBURGH:

Question. Clerks would answer just as well as anybody else to keep those accounts?

Answer. Yes, sir.

By Mr. WILLIAMS :

Question. You would manage the Indians just as the Army is managed?

Answer. Yes, sir; and then there can be no clashing and no corruption, and the expense would be much less.

By Mr. BANNING :

Question. Without some provision of this kind, could the Secretary of War use an Army officer for this purpose?

Answer. Yes; he could use any one he might choose to detail for the place. You gentlemen can probably tell better than I can how much would be saved on Indian appropriations by this transfer and substitution of officers for agents. Much will be saved to the military, and I have already promised \$3,500,000 to commence with.

By Mr. COOK :

Question. Without any detriment to the service?

Answer. Yes, sir.

By Mr. GLOVER :

Question. Do you not think that the transportation for the Army would have to be increased somewhat by this service?

Answer. We do not feel very much like increasing transportation beyond the wants of posts. We prefer to contract. Where we make our contracts now the competition is so great on account of the promptness of the Government in paying ready money that we can transport very cheaply indeed. Take, for instance, the contracts for supplies at some places on the Missouri River. The Government is offered transportation on steamboats going up that river for probably less than the actual cost, simply because the boats have a trade, and the obtaining of this cash transaction from the Government pays a certain amount of their expenses. I am satisfied that the transportation of Government freight on the Missouri River is done for less than the actual cost.

By Mr. WILLIAMS :

Question. By breaking up posts and bringing the Indians nearer to the source of supplies, of course, transportation would be reduced?

Answer. Yes, sir; my own opinion about the Sioux Nation is, that they should all be located on the Missouri River. There are two or three agencies there now; they should all be there. Boats can then go up to the landings with the supplies. The portion of that country which can be best cultivated is along the Missouri River; and it is the best place to protect the Indians. We now protect the whites; but after a while we will have to protect the Indians.

Question. The land is not so good at the Spotted-Tail and Red-Cloud agencies as on the river?

Answer. No, sir; it is possible that some land about the Spotted-Tail agency can be cultivated; but about the Red-Cloud agency it cannot be cultivated at all. Besides, neither of those agencies is on the Indian reservation. They are in Nebraska.

By Mr. TERRY :

Question. It is perfectly idle to undertake to teach those Indians the arts of civilization in the country where they are?

Answer. Yes, sir; the soil cannot be cultivated.

By Mr. REILLY :

Question. They go to a post of that kind merely to get supplies and then go off?

Answer. Yes, sir.

By Mr. WILLIAMS :

Question. Something has been said heretofore about the demoralizing effect upon the Army to be feared from this transfer of Indian affairs. Do you apprehend anything of that kind?

Answer. No, sir; there have been a great many stories as to the demoralizing effect upon the Army and upon the Indians. If there was ever any cause for originating such reports, it was long years ago, when there were thousands of Indians and when the posts were thousands of miles from where anybody else lived; but there is no trouble of that kind now.

By Mr. TERRY :

Question. Which would have the best influence over the Indians in a moral point of view, these hangers-on of Indian agencies or the Army?

Answer. Well, the hangers-on would have the worst effect. Then, there is no objection to the religious denominations having entire charge of the morals of the Indians. We always protect and assist them as much as we can.

By Mr. THORNBURGH :

Question. Might not occasional cases of peculation or maladministration in officers of the Army bring some reproach upon the Army in general?

Answer. We are prepared to take charge of those cases at once and correct them by speedy punishment.

Question. But in the mean time might not the general estimation of the Army in the view of the public be lowered by those individual cases of speculation and maladministration? Might not the whole Army be thus laid open to charges of corruption?

Answer. The only objection to the transfer of the Indian Department is touched upon by your remark; that is, we may for some time be subjected to all kinds of annoyance by reason of false reports originating with the rings and people who have been profiting by the present Indian system for so long. I have no doubt that if the transfer be made, for the first eight or ten months we will be assailed in the newspapers by malicious reports and charges. There is no doubt about that; but we must stand them. I remember when our commissaries were required to purchase supplies for the Indians on the Missouri River, I took extraordinary steps to save a young officer there. The Indians went out one day and wantonly killed seventy-five head of cattle, for which he was responsible on his papers. They killed the cattle and ate them. He charged them with that amount of beef as issued to them. That was the only way he could cover the loss; and it was proper and just. He was charged with having issued rotten beef to the Indians, the object being to break down the system of having Army officers purchase rations. I was obliged to send up and have a thorough investigation made there in order to save this officer.

By Mr. TERRY :

Question. One of the witnesses who have been examined before the committee spoke of white men who would hang around the agencies during the winter and draw rations—men who had squaw wives and lived with them. Do you know anything of that class staying around the agencies and drawing rations and supplies?

Answer. Yes, sir; there are such men.

By Mr. REILLY :

Question. Should such a man have Government rations at all?

Answer. Things are pretty loose about the agencies. As to squaw-men, some of them are very bad and some pretty good; some of them act as interpreters, &c.

By Mr. TERRY :

Question. There would be a better chance of stopping impositions of that kind through the action of the Army than by the Indian agents?

Answer. Yes, sir.

Question. You think you could repress them almost altogether by the Army?

Answer. Yes, sir.

By Mr. REILLY :

Question. When Indians are put on a reservation, how long does it usually take to make them self-sustaining—capable of taking care of themselves?

Answer. The best instance I know by which to form an opinion is that of Yamhill reservation, where wild Indians became, in the course of three and a half or four years, nearly self-sustaining. They are now self-sustaining. I visited the reservation a short time ago. They have their farms and houses, their horses, cows, and wagons, and everything to make them comfortable.

By Mr. STRAIT :

Question. Of what nation were those Indians?

Answer. They were principally the Rogue River Indians. They came from Southern Oregon.

Question. Do you consider them a more intelligent class of Indians than others?

Answer. I have never been able to observe much difference in Indians except in the case of the Digger Indians in California. I have seen all kinds of Indians; I have seen them in the Northwest as far as British Columbia on the Pacific Coast, and east of the mountains, on the plains, and I do not think there is much difference between them in point of intelligence.

Question. How do you regard the Digger Indians compared with others intellectually?

Answer. They are a lower grade of Indians. They live on grasshoppers, grass, &c.

By Mr. BANNING :

Question. If no gentleman of the committee has any further question to ask in regard to Indian affairs, I wish to ask you what reduction or reforms or consolidations you would recommend in Army matters generally.

Answer. I have nothing to recommend in the way of consolidation. The present system has worked very satisfactorily, I think. It has carried us through a long war, and I believe that, properly managed, it is about as good as anything we can get. As other nations have different systems, some officers want to make changes; but they forget that other nations are subjected to different conditions, so that what might be good for Germany or France in the staff organization would not be suitable for the United States.

Question. Do you think there is any necessity for a larger Army now than we had in 1860?

Answer. Yes, sir. We have now ten times the amount of frontier that we had in 1860. We have opened up a great interior country, extending from British America to the Gulf of Mexico, all being now covered with mining or agricultural settlements. We have the lines of communication across these great interior plains. We have Montana, Dakota, Wyoming, Nebraska, Colorado, Western Kansas, Indian Territory, Arizona, and a hundred other points requiring protection. We have longer lines in Texas than we had in 1860. The frontier is increased enormously.

Question. Do you think the reduction from 30,000 to 25,000, when General Coburn was chairman of this committee was too large?

Answer. Yes, sir.

By Mr. BANNING:

Question. Although Army officers at that time thought the reduction too great, I find on examination that we have really a larger Army now than we had then, and that with an authorized force of 25,000 men it costs more to pay the Army, by reason of its being recruited up to the maximum, than it did when the law recognized an Army of 30,000.

General SHERIDAN. If you increase the size of the companies you diminish the expense. One great item of expense at present arises from the fact that the companies are so small as to be non-effective. In order to get an effective body of men for any purpose, it is necessary to take three or four companies from different places. That kind of management is, of course, expensive; and that is what we are obliged to resort to at present.

Question. That increases the transportation?

Answer. It increases the transportation to an amount which I believe would be more than equivalent to the expense of the extra number of men required in the companies. I can understand that the expense of paying the troops is greater, because there have been many new posts established, and there is the additional expense of sending paymasters to them.

By Mr. WILLIAMS:

Question. And we have increased the number of paymasters?

Answer. Yes, sir; they have been increased eight or ten.

By Mr. BANNING:

Question. In 1873, when General Coburn's bill was under consideration, the Paymaster-General wrote a letter stating \$4,087,000 as the cost of paying the Army officers, and \$4,077,000 as the cost of paying the men, making a little over nine million dollars. That was prior to the reduction. Now, the Secretary of War and the Paymaster-General ask for about \$11,000,000 for the pay of the Army, so that the question is whether we had better not avoid all reductions if the reduction of 5,000 men made by General Coburn's bill has increased the pay by about \$2,000,000?

Answer. Well, I do not see it.

Question. I suppose at that time the Army was actually below 25,000 troops?

Answer. It may have been.

Question. The opinion of all the Army officers at that time was that an Army of 30,000 men was small enough, while the facts show that they did not have 25,000 men.

Answer. That is a variable thing, any way.

Question. Well, if they did not actually have 30,000 men those officers were all mistaken in saying that number was required for the service.

Answer. But if they do not have a given number to-day they may have to-morrow; that matter depends upon the recruiting and the desertions. It is possible that the number of men just before the reduction made by General Coburn's bill was less than 25,000. We never can keep the Army filled up to the standard allowed by law, and it is possible that it may be more nearly up to 25,000 men to-day than it was at the time of General Coburn's reduction.

By Mr. WILLIAMS:

Question. The organization of the Army remained large?

Answer. The organization remained large. We might count the Army to-day at 23,000 and to-morrow there might be 24,000, because, in the mean time, recruits have been received. It is possible that at the time this estimate was made the Army was less than 20,000, but it does not follow it would continue so.

Question. But the aggregate pay for a year shows less than 25,000 men. Now, taking these circumstances together, the fact that, according to the testimony of all the Army officers at that time, 30,000 men were required, and the further fact that we have at present only a little over 23,000 men, is it necessary for the purposes of this Government to keep up the Army at 25,000?

Answer. I presumed the Army officers meant the number of men which the standard of 30,000 would give us. You do not consider how imperfectly we do the work devolving upon

us and demanded of us. We do not give the protection required, because we have not the means of doing so.

General BANNING. We think you are doing pretty well.

General SHERIDAN. The people in Texas have some doubts about this; and also the people of Montana, Dakota, Wyoming, Nebraska Colorado, and Arizona. They say that if they had more troops, it would be better; and I think so too, but cannot give them, so that the work is not done as well as I should like to have it; and this is true in reference to other places. I am glad you are satisfied with the way we are doing our work. I am glad you are better satisfied than I am.

By Mr. STRAIT:

Question. In your opinion, it would be better to have more troops on the Rio Grande?

Answer. Yes, sir.

Mr. BANNING. The truth is, you could have, under the present Army standard, almost 2,000 more than you have.

General SHERIDAN. But it is almost impossible for us to keep up to the standard all the time. We may work up to it once a year. But when you take into consideration the great distances over which troops have to be transported, the variation in the expirations of terms of enlistment, the uncertain number obtained from recruiting, and everything of that kind, you will understand why the Army cannot be kept up exactly to the maximum. It must always be a little less; and if our standard be fixed at 30,000, we will rarely, if ever, number 26,000 or 27,000.

Question. And you do not dare to go above it at any time?

Answer. No, sir; we must wait until the actual vacancies exist and then fill them, so that we can never keep up to the number allowed by law.

By Mr. STRAIT:

Question. As a matter of fact, with an authorized force of 25,000 men, would it not be impossible to keep it above 22,000 or 23,000?

Answer. Yes, sir; it would be scarcely possible to keep it above that.

By Mr. BANNING:

Question. In reference to the consolidation of the Quartermaster, Commissary and Pay Departments, or the consolidation of the Quartermaster and Commissary Departments, do you think it would be practicable?

Answer. Of course they can be consolidated; but I doubt whether you will get as good a result as you have now. I do not believe in tearing things down, especially when they have done well. They have certainly done well as they are, and I do not know that any great saving is to be made by consolidation. I am not prepared to recommend anything of the kind. As I said a while ago, what is good for Germany, France, and Austria may not answer for our country. In those countries there are wide macadamized roads on which five or six wagons can go abreast. All military operations are different. The troops live in the villages. The villages are within short distances of each other. Corps can be quartered in each village, and all be within sight of each other. In our country our roads are bad; sometimes we have even to corduroy. Then, with us, every officer must have a mess. In Germany, France, or Austria officers have no messes; they live in the houses of the people. The conditions of the service are so entirely different that the organization of other armies is no criterion for us. Therefore we had better take for our standard that which has done well.

Question. Have you any recommendation to make with reference to the Bureau of Military Justice?

Answer. The only remark I care to make about the Bureau of Military Justice is, that at one time it did not exist, and we got along very well.

Question. We have taken testimony in reference to laundresses in the military service. What is your opinion?

Answer. Well, they are a kind of necessary evil. I do not see how we are to get rid of them. There are only four laundresses to each company.

By Mr. WILLIAMS:

Question. Could you keep the troops clean without them?

Answer. No, sir; I do not think we could. They are pretty expensive and a good deal of annoyance; but I do not see how we can get along without them.

By Mr. BANNING:

Question. We have before us a bill proposing some reduction in the pay of second lieutenants. What is your opinion in regard to that?

Answer. I do not think that the pay of second lieutenants ought to be reduced. I think that their integrity, intelligence, and the service they perform in the Army warrant as much as they get.

Question. If the necessities of the country are such as to demand reduction all around, would that be one of the fair reductions to make?

Answer. You cannot run your Government for nothing. You cannot have integrity and talent without paying for them.

Question. That is not the question. If reductions are rendered necessary by the financial condition of the country, would that be one of the fair reductions to make?

Answer. I do not think it would. I think that the present pay of a second lieutenant is well earned, and reductions should come from other sources.

Question. If reductions are rendered necessary, and that is not one which it would be well to make, what reductions would, in your opinion, be proper?

Answer. You are supposing a case which I do not believe can possibly exist. I think this Government is certainly able to pay a little money for the expense of running it; to pay people who perform their duties well, and to pay them enough for their services when well done, is an expense the country will always be willing to meet.

Question. The Committee on Appropriations are requiring reductions; they find them necessary owing to the condition of the Treasury, and it is with that view I put my question.

Answer. I think it would be injurious to the public service to reduce the pay of second lieutenants. I believe that all officers of this grade who are still young enough to take a new start in life and make a living outside of the Army, would be run out of the service by your action, and they are worth keeping.

By Mr. THORNBURGH:

Question. The best ones would be?

Answer. Yes, sir. If I were in that position I certainly would go myself. If I were young enough to make a start in the world evenly with other people, I would not allow myself to be harassed and humiliated by this constant violation of contract by the Government.

By Mr. WILLIAMS:

Question. These young officers are put to the expense of moving very often?

Answer. Yes, sir. Changing stations is a constant expense. On going to a new station they must buy furniture, and when they leave it they must sell it; and old furniture, you know, never brings anything.

By Mr. REILLY:

Question. It has been suggested that the Government should supply furniture; that it be issued by the Quartermaster's Department, and that it remain at the posts for the use of the officers.

Answer. Well, sir, new furniture would be required all the time.

By Mr. THORNBURGH:

Question. And the cost would be three or four times as much as at present?

Answer. Yes, sir. Under the present system each officer buys his own furniture. Under the plan proposed, officers changing to a new post would often not be satisfied with that issued them by the Quartermaster's Department, and would annoy everybody around them for new furniture. Thus there would arise all kinds of troubles.

Question. The consequence would be that in some places there would be first-class furniture and in others very poor?

Answer. Yes, sir; and mechanics would have to be hired to make furniture.

By Mr. REILLY:

Question. Another proposed reduction is in regard to chaplains. What is your opinion?

Answer. I think we ought to have chaplains.

Question. I mean as to the reduction of salaries?

Answer. I do not think that I can speak knowingly about that. I think chaplains are necessary. As to their pay, I do not think it too great at present.

By Mr. WILLIAMS:

Question. There are only certain posts where chaplains are appointed?

Answer. Only certain posts. The matter is within the discretion of the Secretary of War.

By Mr. THORNBURGH:

Question. Do you think it expedient to abolish regimental adjutants, quartermasters, and commissaries, to reduce the number of lieutenants, three in each regiment, and detail officers from the line?

Answer. That is the way we used to do it.

Question. Do you think it can be done again and leave a sufficient number of officers?

Answer. If the adjutant is detailed, there is a vacancy in his company; and then the detail of a quartermaster and a commissary would leave three officers in each regiment absent from their companies permanently.

Question. With the number of posts you have to occupy, and the other duties necessary to be attended to, will you have a sufficient number of officers below the rank of captain to get along if those three offices be abolished?

Answer. Yes, sir.

Question. Does the change from mileage to an allowance of actual expenses to officers traveling under orders benefit the Government or the officers of the Army?

Answer. It is my impression that the Government saves nothing by the present system. It creates a great deal of confusion, and it is somewhat demoralizing in its effects.

Question. Would you advise a return to the mileage system?

Answer. Yes, sir; even if the mileage was reduced, it would be better than the present system, which allows latitude for officers to put in their bills to suit their own consciences. You can ascertain from the Pay Department exactly what they pay out, which is about half what used to be paid out for all by the Quartermaster's Department. Then, if you can ascertain what the Quartermaster's Department pays out for procuring transportation of officers, you can probably tell whether the present system saves anything. If it does, then I say reduce the mileage to correspond with the present expense.

Question. And you would have to take into consideration the clerks necessary to keep the accounts, who would not be necessary if we should return to the mileage system.

Answer. It is rather my belief that nothing is saved to the Government; but, if anything is saved, I would recommend that a mileage based on the expense be substituted. I do not like the present law at all. I do not care what may be the mileage allowed—three, four, five, six, or seven cents—anything is better than the present system, which gives rise to a great deal of confusion and does not work well.

By Mr. BANNING :

Question. The mileage was ten cents before.

Answer. Yes, sir; at that rate it did not do much more than fair justice to the officers, because every time an officer is ordered to travel, expense is brought upon him in obeying that order which he would not otherwise incur. For instance, when I come to Washington I incur an expense outside of what would have been my expense if I had remained at home. Of course, that is not taken into consideration; but I would rather see the present law changed and mileage substituted on the basis of the present actual expense, whatever you may determine it to be.

By Mr. REILLY :

Question. In regard to majors of cavalry and artillery, can any reduction be made?

Answer. No, sir; not very well. In the cavalry and artillery the regiments are of twelve companies; that is, three battalions, four companies making a battalion, and for this a major is required. When you get four companies together it is always best to have an officer in command who is not a company officer.

By Mr. BANNING :

Question. On the frontier the business of the Commissary and Quartermaster's Departments is transacted by one officer.

Answer. Very often it is, at small posts. I have performed the duties of quartermaster and commissary at the same time; but that was at a small post.

Question. That has always been the case to a greater or less extent in the Army?

Answer. Yes, sir.

Question. If reductions are necessary for the purpose of saving expense, do you think it would be practicable to put the Commissary and Quartermaster's Departments together, leaving the Pay Department as it is?

Answer. I think it is practicable, but I do not recommend it.

Question. If reductions are found necessary, is that one of the reforms you would advise?

Answer. Well, I would have to examine the whole subject before I would be willing to give an answer. I think probably I might select something else on which to economize. I would stop the fortifications.

Question. We have stopped them to the amount of \$700,000.

Answer. If you are pinched for money you might save a great deal on your ordnance, &c. When I spoke of a reduction of \$3,500,000, I did not refer to any expense in the Ordnance Department, or Engineer's Department, or Commissary. I did not speak of any reduction in artillery or fortifications. I spoke simply of the line of the Army—disbursements made through the Quartermaster's Department.

By Mr. THORNBURGH :

Question. In regard to the consolidation of the Quartermaster and Commissary Corps, would it not require in a consolidated force the same number of officers to do the duty as it does now?

Answer. Nearly so, I should judge. I think there would not be much gained by it.

By Mr. REILLY :

Question. Are not supplies often sold at a loss?

Answer. Yes, sir; when they accumulate. We have been gradually changing from the system of depots. In the old times, when they were required there were great losses from accumulations at the depots. Now, we are breaking up that system and having supplies furnished at the posts.

Question. Would there be any reduction in expense by having the Army in the warm climate of the South supplied with lighter clothing ?

Answer. No, sir ; they are all right in that respect.

HOUSE OF REPRESENTATIVES,
Washington, D. C., February 18, 1876.

DEAR SIR: I requested the Hon. Chairman of the Committee on Military Affairs to solicit you to detail at length the reasons existing for the establishment of the posts recommended in your annual report, and provided for in the inclosed bill. In the press of business while you were here, this was overlooked. It would greatly aid in carrying out the recommendations of your report if such a statement could be laid before the committee, as also *your estimate* of the lowest sum that would be required to carry out your plans in the establishment of these posts.

The threatening news from the Northern Sioux gives additional force to your recommendations, and to the belief so long entertained that the only way to control them is in the establishment of depots for troops and supplies in these positions which threaten their haunts and hiding-places, and from which they can be reached in the winter time without the necessity of such long and dangerous marches as must be made from any of the posts at present occupied.

With high regard, your obedient servant,

MARTIN MAGINNIS.

Lieut. Gen. P. H. SHERIDAN,
Chicago, Ill.

[Indorsement.]

HOUSE MILITARY COMMITTEE.

I hope General Sheridan will answer the within inquiry in his corrected report.

Respectfully, &c.,

H. B. BANNING,
Chairman Military Committee.

A BILL to provide for the construction of military posts on the Yellowstone and Muscleshell Rivers.

Whereas Lieutenant-General Philip H. Sheridan and Brigadier-General Alfred H. Terry have, in their reports to the Secretary of War for the year eighteen hundred and seventy-five, set forth the great importance and immediate necessity of the construction of military posts at certain points on the Yellowstone River, in the Territory of Montana, and in the military department of Dakota, and such recommendations have been transmitted to Congress with the approval of the Secretary of War: Therefore,

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the sum of two hundred thousand dollars, or so much thereof as may be necessary, is hereby appropriated for the construction of such military posts or depots, at such points as may be selected by the Secretary of War.

Lieutenant-General Sheridan's reply to the foregoing communication from the Military Committee House of Representatives.

CHICAGO, February —, 1876.

The necessity for two military posts on the Yellowstone has been apparent to me for two years past, and I have recommended their establishment in my annual reports. So strongly have I been convinced of this necessity, that I have, without any expense to the Government, made an examination of the Yellowstone River, and selected the points at which they should be built.

The Indian question in the Black Hills must now be settled by the establishment of the Indians on the Missouri River, and in the accomplishment of this purpose the two points mentioned will have to be located, one at or near the mouth of the Big Horn River, the other at or near the mouth of Tongue River. These posts can be supplied by steamboat up the Yellowstone, and can be constructed of material found in the vicinity of the points selected. I think I can have them built for \$100,000 each ; or, in other words, I will try to build both for \$200,000, instead of the \$300,000 mentioned in the bill.

The Black Hills country will probably be covered with towns and villages during the next five or six years. Its value will cause the extension of the Northern Pacific Railroad on the south side of the Yellowstone, as far as the Gallatin Valley in Montana, and will also build another railroad from North Platte Station, on the Union Pacific Railroad, to the hills.

I am of the belief that the largest deposits of gold are farther west than where the miners are now working. The headwaters of Wind River are gold-bearing; the Owl Creek Mountains are gold-bearing; the Big Horn Valley is gold-bearing; Powder River is gold-bearing; also Clark's Fork of the Yellowstone. Besides this, the Black Hills have abundance of good timber for the treeless country south of them and west of the Missouri River.

The success of all these interests depends on the establishment of the two posts named. Military operations have now been commenced against the hostile bands of Sioux Indians by request of the Interior Department; and I consider this appropriation so necessary that I especially request immediate action on it.

P. H. SHERIDAN.
Lieutenant-General.

Letter from Major-General Hancock.

HEADQUARTERS MILITARY DIVISION OF THE ATLANTIC,
New York, February 4, 1876.

SIR: I have the honor to acknowledge receipt of your letter of the 24th ultimo, saying that the Committee on Military Affairs of the House of Representatives would be pleased to have an expression of my opinion in regard to certain questions which I give below with my answers to each.

Question 1. "What reduction, if any, can be made in pay and allowances of officers of the Army, without detriment to the efficiency of the service?"

Answer. In answering the first question I think I may assume it as an undoubted truth that one of the things which most contributes to the efficiency of military organization is the permanency of the officer's tenure of office. It is a truth well recognized by the legislation of this country, which admits of no forced loss of commission, except by action of Congress in discontinuing the office, by sentence of court-martial, or by the independent action of the President in the single case of desertion. The existence of the Military Academy, by which we undertake to educate young men for the profession of arms, is a further admission of that truth. And while this is the theory upon which the Government proceeds, it is also the understanding with which the officer enters the service. It is, indeed, this consideration which induces him to abandon all other prospects and local ties, and to devote himself to the military profession alone. It is this consideration which reconciles him to the relinquishment of all ambitions outside of his profession—which teaches him to look within it for the satisfaction of every aspiration. Cut off from all share in other pursuits, his interests are necessarily thus circumscribed.

He has entered into a contract for life; and with what does he part? By virtue of the contract, every moment of his time, from its commencement to its end, is at the disposal of his employer—the Government. During his entire existence this employer exacts an absolute monopoly of his time, his talent, and his industry; and requires, at a moment's notice, the exposure of his life in pestilence and in war; and, with our Gulf stations and savage foes, both pestilence and war are nearly always prevailing. The particular services required of him—whether in peace or in war—are totally independent of his pecuniary interests, his comforts, or his wishes. No matter how great the personal and pecuniary sacrifices, he must go instantly when and whithersoever he may be ordered.

From the foundation of the Government to the present day, there has never been a time when the *personnel* of the Army did not, by its record of dead, wounded, and diseased, furnish abundant proof of the rigidity with which the Government exacts the heaviest sacrifices from its Army officers. In time of war we do not hear any mention of the excessiveness of the officers' pay; yet there is no reason for making any distinction in this respect between times of war and peace. Practically speaking, it costs the officer as much to live at one time as the other. Moreover, he is still under the same life-long contract; still liable to be, and in point of fact frequently is, ordered from station to station; still precluded from adding to his income by other occupation, and if his pay seems large for his services in *peace*, it should be remembered that it is not increased for his more dangerous and arduous services in *war*, and is small enough when applied, as it must be in a fair consideration of the subject, to the *average* of his *peace* and *war* services in a whole life-time. It should be borne in mind, too, that in the Army there is no increase of pay for the many extra duties and the great increase over their ordinary work and responsibility which, from time to time, fall to all officers in peace as well as in war.

But there is another consideration necessarily incident to the idea of permanency of the contract. I allude to the question of remuneration. Remuneration is based upon the

hypothesis that officers of the Army are intelligent men, men of education, who, by devoting their abilities to the service, will increase its efficiency. In order to obtain officers of this class the Government holds forth certain hopes, if it does not absolutely make promises, of a fixed sufficient pay; certainly it undertakes, in execution of its part of the contract, to maintain the officer with that degree of respectability becoming a gentleman and the military officer of a great nation. More than this cannot be required of it; more than this it, in my opinion, unquestionably does not do. On the contrary, the pay of most officers of the Army is barely sufficient, under the exactions of the service hereinbefore enumerated, to meet the requirements of a very modest style of living, and leave nothing for his family when he is dead.

Again, (and this also is an incident of the permanency of tenure,) when the officer entered into this life-long contract, the Government held forth another hope or promise, that of promotion and increased pay. It would, I think, be manifestly unjust to recede from this equitable obligation, for it was one of the most active causes in inducing the officer to relinquish all other interests and to dedicate himself, body and mind, to the military profession. But besides the injustice and hardship to him from any failure in the increase of pay promised him with increase of rank, and length of service, the experience of all countries has demonstrated the great importance to the service of encouraging hopes of preferment and reward. Elsewhere this principle is more fully recognized than with us. In England, for instance, service in the higher grades is limited to a short term of years. In France, service in the colonies is rewarded by shortening the number of years required for promotion. We have in our own country military posts no less unhealthy than the colonies of France, yet the officers stationed at them are not preferred; they are simply carrying out their part of the contract. I think it would be unjust and highly impolitic to deprive the officer of the rewards which he entered the service with the hope of attaining, and which he has earned by long and faithful service.

In adopting the military profession, the officer relinquishes some of the dearest rights and privileges of the citizen; he subjects himself to a new and stringent code of laws; he submits to constant and irksome restriction upon his freedom of speech and liberty of person; his movements are entirely dependent on the will of others. These are no trifling sacrifices, yet the officer makes them willingly in the interests of the service with which he has identified himself. What he asks in return is security of place and pay so long as he is worthy, and that he may not after all his sacrifices, his years of faithful service, his increased experience, be told that he is overpaid now, because the proportion between his pay and his services to-day is not the same as it was when he was last exposing his life for the nation. And while he has a right to demand this security, it is also, in my opinion, to the great interest of the Government to confirm him in the possession of it, for whatever tends to impair it has a directly injurious and ultimately ruinous effect upon the efficiency of the Army. For these reasons, I think that no reduction can be made in pay and allowances of officers of the Army without serious detriment to the efficiency of the service.

Question 2. "What reduction in strength or expense can be made in either arm of the military service—cavalry, artillery, or infantry?"

Answer. I do not think it would be wise at this time to make any reduction in the strength of the cavalry, artillery, or infantry, nor do I see that any other reduction in the expense of the artillery and infantry, than that which should be made by careful administration from day to day, can be effected. It takes a long time to overcome the tendencies to extravagance created by such a war as our last one. Certainly the military service has been overthrowing these tendencies as rapidly, at least, as the civil service, or the people generally.

Question 3. "What reductions can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, or either of them?"

Answer. The Engineer Corps performs a great deal of valuable service which has no direct relation to the Army. It seems to be a part, not of the military system, but of our general governmental system to require this, and I have no reason to doubt the wisdom of the arrangement. But, as the regular military duties of Engineer officers, as well as the special duties referred to, are beyond my control or supervision, I have no means of judging whether or not the corps could wisely be reduced.

A somewhat similar state of things obtains in the Ordnance Department. That branch of the service does not labor for the Army alone. It provides arms, not only for our little regular force, but for the general national defense. I have no control over armories, arsenals, or ordnance officers, and I have no means of judging of the number of officers and men necessary in that corps. I am satisfied, however, in view of the present rapid means of communication by railways, telegraph, and otherwise, of modern origin, that many of our inferior arsenals might be disposed of as a means of reducing unnecessary expenses. The remaining arsenals should be few, should be judiciously located, and complete in all their details for the service designed.

Mr. Poinsett, while Secretary of War, decided that any duty to which an officer of the Army was assigned by competent authority was military duty; but this decision should not confuse us as to the fact that many of the duties, important though they be, which the engineers and ordnance perform, are not duties belonging solely to our Regular Army.

I do not know that any reduction could properly be made in the Subsistence Department, the Pay Department, the Adjutant-General's Department, the Inspector-General's Department, which last is already undergoing reduction by law, act of June 23, 1874, section 1.) In my answer to question 10, further on, I speak of the Bureau of Military Justice. As the Quartermaster's Department, the largest, and, in some respects, the most important of all, and the Signal Corps are omitted from your inquiry, I presume my opinion concerning them is not especially required.

I understand that in our Regular Army (limited by law to an aggregate of 25,000) any number of men may be enlisted, at the sole discretion of the Surgeon-General, as hospital-stewards, and assigned to such duties as the Surgeon-General may deem proper, and that there are now several hundred such men under pay as stewards. If I am correctly informed in this particular, I think the Medical Department could be reduced so far as to limit the number of hospital-stewards to about the number of military posts, and for the service for which the remainder of those now classed as hospital-stewards are used, such as clerks, janitors, messengers, &c., I would recommend that a specific appropriation should be made in order that the expenses for purposes not strictly relating to the military establishment should not be charged thereto. I mention in this connection, as examples, the Medical Museum, compilation of surgical history of the late war, &c. These I think to be important matters and, no doubt, well treated; but they should not be charged to the Army proper.

Question 4. "Would a reduction of pay to \$1,300 to second lieutenants mounted, and \$1,200 to second lieutenants not mounted, be excessive?"

Answer. I think I speak without bias from personal interest when I say that the difference of pay between different grades should be very strongly marked, and that increase of pay should follow length of service. The views concerning past services that I have expressed in response to question 1, bear upon this point. I do not think that \$1,300 per annum, mounted, and \$1,200 not mounted, for second lieutenants, would be an excessive reduction. I would apply this reduction, however, to new appointments only. I find that the average number of years during which second lieutenants of the line in our service at this time, remain in that grade, taking, as examples, the senior second lieutenant in each regiment, is about as follows: cavalry, 6½ years; artillery, 6¾ years; infantry, 8¼ years. In view, therefore, of these facts in regard to the average length of service in that grade, I do not think it would be judicious to reduce the pay of the second lieutenants now in service, who entered it upon another basis of pay.

Question 5. "Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby?"

Answer. It would not, in my opinion, be advisable to dispense with laundresses at frontier posts remote from civilization, where their presence has a harmonizing and beneficial effect upon the men; but I think it would be advantageous to forbid their appointment at posts in the thickly-settled portions of the country or in times of war. Under existing orders, one laundress is allowed to each nineteen men and a fraction thereof, and the rations issued to each of these, and their fuel allowance, which is the same as for soldiers, would be saved, of course, in all cases where they were dispensed with; and there would be no building of quarters for laundresses, which, in some instances, has been entered into, but not in an expensive manner.

Question 6. "If the forage-ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals?"

Answer. The forage-ration so reduced would sometimes be sufficient and sometimes insufficient. As the ration can be, and is now, reduced by order when the circumstances seem to require it, I think it would be best to leave the matter as it stands; it has been established after many years of experience, and whenever it has been reduced it has been found necessary to return to the old standard.

Question 7. "What is your opinion regarding appropriations necessary for forts or other fortifications, of which you have knowledge?"

Answer. I have not sufficient information on the subject to express a critical opinion. Neither the building nor repairing of permanent forts comes under my supervision. If, however, reductions must be made now, in the Army appropriations, I should think the items for building forts, permanent and otherwise, could be better omitted for the time being than those for the current wants of any other part of the present service. A sufficient amount should be provided, however, to prevent deterioration in useful structures of the kind. What, in my opinion, we particularly require is suitable guns for the permanent forts we already have, or for earthen batteries which we may have to construct to meet an emergency, rather than the erection of new works without suitable guns to mount in them.

Question 8. "Would it not be practicable to consolidate the Quartermaster's, Commissary and Pay Departments into one corps?"

Answer. It would be "practicable" to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps, but the operation would be difficult and attended with no great advantage or economy. All or most of the persons who now constitute the separate corps would appear in the consolidated corps, and they certainly would not act any more efficiently or economically on account of the consolidation. If there is any wastefulness in

the disbursing branches of the service it is not due to the form of organization, and cannot be removed by changing that form. The present organization of these departments answered their purposes admirably during the late war, as they had done in peace before the war. A reduction of any department which may be deemed too large would be preferable to a consolidation of two or more departments, and would afford an equally good opportunity of getting rid of unworthy officers, if there be any. From the recent experience of our great war we have an assurance that those departments can be relied upon under the present system to perform their respective duties in the most successful manner under all circumstances. It would, therefore, in my opinion, be unwise to make such a change, unless we can be assured that the consolidation had been tried and had given greater satisfaction in other services, as shown by experience in recent great wars; and of this I am not advised.

Question 9. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?

Answer. I believe it would be a decided advantage to the country, to the Indian, and the pensioners, to transfer those bureaus to the War Department, and in regard to Indian matter especially, I may say that I believe there is no motive save the interests of the Indians and those of the country, which would lead Army officers to advocate or advise such a transfer, for it could but add to their labors and responsibilities, and would invite hostile criticism, injurious to the Army at large, should cases of maladministration by individuals occur.

Question 10. Might not the Bureau of Military Justice be dispensed with without injury to the service?

Answer. The Bureau of Military Justice contains only one person, the judge-advocate-general. There is, however, a corps of judge-advocates who do not belong to the Bureau of Military Justice, although they are under the control of the judge-advocate-general. Existing laws limit the corps of judge-advocates to four (4) officers with the rank of major. The duties of judge-advocates are exceedingly important, and I do not think these officers could be dispensed with without very serious detriment to the service. I am not sufficiently well acquainted with the Bureau of Military Justice which resides in Washington as part of the War Department to speak concerning it. I consider it essential to the proper performance of the duties of a judge-advocate that he should thoroughly understand the discipline of the Army, and this he can only do by having, himself, served with troops, and I would therefore suggest that all future appointments to that corps should be made from suitable captains or first lieutenants of the line who have knowledge and experience of the discipline of the Army from actual service.

Question 11. Might not the office of military store-keeper be abolished without detriment to the service?

Answer. With few exceptions the military store-keepers do not come under my control, and therefore I refrain from speaking positively in regard to them, but my impression is that a prohibition against any more appointments to that office would not be detrimental to the service.

Question 12. Could not the expenses of military division headquarters and departmental headquarters be materially reduced without detriment to the service?

Answer. As long as military division headquarters and department headquarters are in cities, as at present, the expense of them cannot be materially reduced. Their removal to military posts or abandoned arsenals, where there are already enough public buildings, would effect a material reduction of expense, but this, I understand, can be done without legislation.

Question 13. What reforms, or reductions in expenses, if any, in Army matters, would you recommend?

Answer. In response to this general question I would say that most of the reforms in Army matters which occur to me could be effected by orders and regulations under existing laws. My views concerning them are merely opinions, which may not agree with those entertained by my superior officers. For these reasons, and because they do not involve the necessity for legislation, I do not state them. I may say, however, in this connection, that the more rigidly the expenditures of public money for the service of the Army come under the supervision of division and department commanders, the more certain it will be that wastefulness, improper or injudicious outlays, will be prevented.

In conclusion, I desire to state that, in my opinion, and comparing the strength of the Army in 1860 and at this date, and also comparing the present number of field-officers in the staff-departments and those in the line, there are more in certain of the staff-corps than are necessary. But if any reduction should be deemed desirable, I would not advise any legislation which would cause the violent discharge of any valuable officer.

I have the honor to be, sir, your very obedient servant.

WINFIELD S. HANCOCK,
Major-General U. S. Army.

Hon. H. B. BANNING,
Chairman Military Committee

United States House of Representatives, Washington, D. C.

Letter from Major-General Schofield.

HEADQUARTERS MILITARY DIVISION OF THE PACIFIC,
San Francisco, Cal., February 15, 1876.

SIR: In compliance with the wish conveyed in your letter of January 24, I take pleasure in submitting to the Committee on Military Affairs of the House of Representatives my opinion upon the several questions proposed in that letter.

I will answer the interrogatories in the order in which they are proposed.

Question 1. What reduction, if any, can be made in pay and allowances of the officers of the Army, without detriment to the efficiency of the service?

In my opinion no reduction should be made in the pay and allowances of officers, with the possible exception of the allowance of forage for private horses. In the cases of officers not serving with troops, in time of peace, the cost of this allowance seems out of proportion to the benefit derived either by the Government or by the officers. The duties of such officers do not generally require them to be mounted, yet they must be prepared with a mount when required, and they cannot afford to buy and sell horses to suit the varying conditions of their service, nor even to forage them at their own expense, when they have them in service. After full consideration of the subject I have arrived at the conclusion that it would be less expensive to the Government to furnish all officers with the horses actually required, and only when actually required, by the duty they have to perform, in lieu of the forage allowance. With few exceptions this change would doubtless be satisfactory to the officers concerned. I do not hesitate to recommend it, although I am one of the few to whom it would be a disadvantage. I make this suggestion solely for the reason stated, viz, that the present system is not an economical one, not the most advantageous either for the Government or for the large majority of Army officers. I speak more particularly of officers serving on the Pacific coast, with whose circumstances I am familiar, when I say any reduction in their pay would be a great hardship. With few exceptions it is all they have to live upon, and it barely affords them a respectable living, even with the most rigid economy.

2. What reduction in strength or expense can be made in either arm of the military service, cavalry, artillery, or infantry?

Neither the artillery, infantry, nor cavalry can be diminished. The number of regiments is now, perhaps, sufficient, though barely so, while the number of enlisted men allowed to each is much too small. The companies effective for field-service are mere skeletons, so that several companies are required to do the service that one full company might do; and, as most of the troops are on active service nearly all the time, the organization is very expensive in proportion to its effective strength. I think it would be wise economy to authorize the President to fill the infantry and cavalry regiments serving on the frontier to the full strength formerly authorized by law. The increased expense for pay of enlisted men would be saved in transportation and other expenses now attendant upon the concentration of numerous small detachments whenever any serious trouble occurs.

3. What reductions can be made in the Corps of Engineers, Ordnance Department, Subsidence Department, Quartermaster's Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, or either of them?

In my opinion no considerable reduction can be made in either of the staff corps, departments, or bureaus, as now organized, unless it may be in the Ordnance Department, and I have not sufficient knowledge of the duties actually performed by the officers of that Department to enable me to judge whether the corps is larger than necessary or not.

4. Would a reduction of pay to \$1,300 to second lieutenants mounted, and \$1,200 to second lieutenants not mounted, be excessive?

The proposed reduction in pay of second lieutenants would not seem excessive for the first four or five years of service of young unmarried men. But since a period of eight or ten years sometimes elapses before promotion to a first lieutenancy, and since many of the present second lieutenants are veterans who served in higher grades during the war and have families to support, the present pay does not seem, on the average, too large. Authority to employ a soldier as servant would render such a reduction much less oppressive. Now in many places it costs more than half the proposed pay to hire a servant.

5. Would it be detrimental to the service to dispense with laundresses, and what amount would be served thereby?

I believe the number of laundresses might be reduced one-half without detriment to the service, and with a corresponding saving of expense. But I could not advise that they be entirely dispensed with.

6. If the forage-ration should be reduced two pounds each on hay and grain, would it not be still sufficient for public animals?

The forage-ration might be reduced two pounds each on hay and grain when the animals are not at hard work, when grazing can be had, and when the weather is mild, probably half the year, on the average. This has sometimes been done in my command, and the reduced ration has proved sufficient. But when the animals have to work every day, or when the weather is severe, they should have the full ration now allowed.

7. What is your opinion regarding appropriations necessary for forts or other fortifications of which you have knowledge?

In my opinion the fortifications projected by the Engineer Corps on the Pacific Coast should be steadily carried forward to completion by the annual appropriation of such moderate sums as have been estimated for. I have examined the estimates for the next year for the works in San Francisco Harbor, San Diego, and the mouth of the Columbia River, and regard these estimates as quite moderate in amount. It is my opinion that the best interests of that branch of the public service require the expenditure of the whole amount asked for by the Chief Engineer, for the works above referred to. I have not sufficient personal knowledge of the present condition of fortifications in other parts of the country to justify the expression of more than a very general opinion in regard to them. That opinion is that the necessities of defense of our coast in general are a sufficient number of heavy rifled guns in position, and a perfect torpedo system to be kept at all times in condition for immediate use. These I understand the Ordnance and Engineer Departments are now prepared to supply as rapidly as the necessary funds can be obtained. And I believe there can be no doubt of the wisdom of making the necessary appropriations for heavy rifled ordnance, torpedo apparatus and material, and for the proper modifications of the old fortifications to fit them for the heavy guns, and completion of the new and comparatively inexpensive works now projected. By these means our coasts can be made reasonably secure against the attack of any possible iron-clad fleet, and that at only a small fraction of the relative cost of the means of defense deemed necessary by the leading nations of Europe.

8. Would it not be practicable to consolidate the Quartermaster, Commissary, and Pay Departments into one corps?

As an original proposition, it is my opinion that the duties now performed by our Quartermaster, Subsistence, and Pay Departments could be better and more economically performed under one organization. But the remodeling of an old system is by no means the same thing as the organization of a new one. The immediate effect of such re-organization and consolidation of the three departments named would be considerable confusion and disorder, without corresponding economical or other benefit. The ultimate result, after some years of experience, would, in my opinion, be increased efficiency, and some, though not great economy. What is really needed, in my opinion, to perfect our military system is a re-union of all the staff-corps under one chief of staff, who should be an officer second in rank and importance only to the General-in-Chief. This staff-department would be subdivided under subordinate heads into the several bureaus corresponding to the different branches of supply and other staff-service. I do not think it would be worth while to make any partial consolidation, anything in fact short of the general re-organization needed, and in my opinion no one thing is more needed in our military service than the harmony of action which unity of organization alone can give. But the difficulties to be overcome in making such re-organization are very considerable, and it should not be lightly undertaken. Our present system works well in time of peace, and proved remarkably effective in war, though I believe nearly all Army commanders found defects which they were compelled to remedy by their own assumed authority. Any attempt at re-organization should be made only upon a well-digested plan devised by a board of officers representing all branches of the service. Any less-maturely considered change might result in a system far less perfect than the present.

9. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?

The transfer of the Indian and Pension Bureaus to the War Department would undoubtedly result in economy and honest administration, and would be wholly beneficial to the public service, *provided* too much of the labor of those bureaus be not imposed upon the Army proper. The Army should not be burdened with duties not strictly military to such extent as to cripple its efficiency, or in the event of war to render necessary the sudden transfer of an important branch of the public service to untried civilians, in order that the Army officers might go to the field. The legitimate benefit that would be conferred upon those bureaus by the transfer would arise mainly from the introduction into them of the fundamental principle upon which the military department is organized, and the civil departments also, of all well-administered governments; that is, the tenure of office dependent upon good behavior, instead of upon the ever-varying phases of political controversy, with the necessary machinery for the certain detection and punishment of official crimes. The difficulty of adopting this principle in the civil departments of our Government is doubtless very great, and the experiment, if anybody regards it in the light of an experiment, could not be more fairly made than by a transfer of the Indian and Pension Bureaus to the War Department. If this transfer is made the commissioner and inspectors of such bureau should be Army officers of proved character, and the special agents appointed from civil life should hold their office during good conduct and be subject to trial by courts-martial under the Army regulations.

10. Might not the Bureau of Military Justice be dispensed with without injury to the service?

Officers commanding troops have not unfrequently felt embarrassed in their efforts to enforce discipline by the (as appears to them) unnecessary technicalities of civil practice introduced by the Bureau of Military Justice into the practice of courts-martial, or in the overruling of the decisions of such courts. On the other hand the influence of the bureau has been to improve in no small degree the knowledge of officers generally of the principles of law which should govern their action, and hence also the practice of courts-martial. At the same

me the strictly military ideas of justice which are more or less indispensable to the discipline of an army, have gradually become engrafted upon the civil theories of the bureau, the result of which is a greater degree of harmony in the judicial opinions of the military lawyers and laymen. In my opinion the bureau could not be dispensed with without considerable injury to the service.

11. Might not the office of military store-keeper be abolished without detriment to the service?

So far as I am able to see, to abolish the office of the military store-keeper would be equivalent to reducing that much the number of officers of the Quartermaster's Department, since their places would have to be supplied by other officers of that department.

I am not aware of any important reason for the separate grade of military store-keeper, but do not think the whole number of officers in that department too large. It appears to me that the military store-keeper ought to be placed upon the same footing as other captains of their department and in the line of promotion.

12. Could not the expenses of military division headquarters and department headquarters be materially reduced without detriment to the service?

In reply to this question I will not presume to speak of any division or department headquarters but my own. Within the last five years the expenses for rents of offices and store-houses for the headquarters in San Francisco have been reduced about 50 per cent. This has been accomplished by uniting the offices and store-houses in a single building, in an inexpensive part of the city. Some reduction has also been made by devolving upon a single officer the command of both division and department. This latter might perhaps be carried still further, if necessary, by also imposing double duty upon the staff-officers and clerks; that is, by discontinuing the department of California and placing the troops in that department in direct communication with the division headquarters. The services of three staff-officers and four or five clerks and messengers might then be dispensed with.

In my opinion this change might be made without any serious injury to the public service. I have reconsidered this subject very carefully during the past few months, and have come to the conclusion that no considerable further reduction, with the exception above referred to, is possible, without very great injury to the public service. Economy has already been carried to the verge of extremity.

13. What reforms or reductions in expenses, if any, in Army matters would you recommend?

Very considerable unnecessary expense and sometimes great inconvenience to the military service result from the law which confines expenditures rigidly to the specific object for which the appropriations were made. The law is doubtless right in principle, but it is carried into too minute details in respect to those items for which only approximate estimates can be made, and which belong to the same branch of the service. Take, for example, the items of forage and transportation. The estimates are based upon the assumption that forage will be purchased under contract at the lowest price, and hence at the most favorable season of the year. A supply for several months in advance must be purchased and stored where it is most likely to be needed. Then an emergency arises which takes the troops to some other point, where there is no forage stored and there is no money to purchase more. There is no alternative but to transport the forage, even at enormous expense, to the place where it is required, because the transportation-money cannot be used to purchase, although the same amount would purchase twice as much as it will transport. To avoid this we are compelled, in many cases, to forego the advantage of purchasing forage at the favorable season of the year and lowest price. As another example to illustrate the working of the law, may be cited the case of fortifications or other public works. One year a certain sum is appropriated to commence a work projected by the Engineer Corps. A large outlay is made for the necessary materials, tools, draught-animals, &c., and the work is commenced. The next year Congress sees fit not to make the expected appropriation for that year. The work is stopped, and the accumulated materials, &c., must be left to decay or be sold at a great sacrifice, for *it cannot be used on any other work* for which the money to purchase it was not appropriated. Again, the law prohibiting the expenditure of any portion of an appropriation after the expiration of the year for which it was made, works to the injury rather than to the benefit of the Treasury. It produces in the administrative mind not a desire to save money that it may be turned into the Treasury at the end of the year, but, on the contrary, the desire to find some legitimate way of spending it before the end of the year, in order to "save it." The apprehension always is that the appropriations for the next year will prove too small. Hence purchases are made or movements of troops ordered near the end of the fiscal year, which might be better and cheaper made at a later time, or, possibly, not at all, and that because of the necessity of "saving" the money from going back into the Treasury and being thus "lost" to the service.

Under a reasonable discretionary power in the Executive, the appropriations might all be expended no less than they are now, but they could be expended when and where most needed as the exigencies of the public service arise, instead of according to a rigid pre-arranged schedule, which it is not in the power of man to make conform to facts a year in advance. Too great legal restrictions upon executive discretion not only embarrass the public

service, but defeat their own object and become a source of increased expense instead of economy.

I will mention another change which I believe would be greatly beneficial to the Army; that is, to require all officers below a certain grade—say that of major—to pass a satisfactory examination before promotion to a higher grade, as now required by law of officers of the Corps of Engineers and Ordnance.

I desire also to urgently recommend the repeal of the law prohibiting officers from employing soldiers as servants in any case whatever. This law works extreme hardship to many officers at frontier posts and in the field, where no other servants can possibly be obtained, and it is of no manner of benefit to the Government. Every officer serving with troops should be allowed one soldier as servant, deducting from his own pay the pay and allowances of a soldier. The officer's servant being thus a soldier, would be available as such in an emergency, so that the arrangement would be an actual benefit to the Government.

I take the liberty of inclosing herewith the independent opinions of two of my principal staff-officers, Lieutenant-Colonel J. C. Kelton and Major Samuel Breck, of the Adjutant-General's Department.

I have the honor to be, very respectfully, your obedient servant,

J. M. SCHOFIELD,
Major-General, U. S. A.

Hon. H. B. BANNING, M. C.,

Chairman of Committee on Military Affairs, House of Representatives, Washington, D. C.

Letter from Major-General Irvin McDowell.

HEADQUARTERS DIVISION OF THE SOUTH,
Louisville, Ky., February 12, 1876.

SIR: I have to reply as follows to the questions asked in your letter of the 24th of January:

1. "What reduction, if any, can be made in pay and allowances of officers of the Army, without detriment to the service?"

Answer. As long as there is no restriction—and I do not recommend any—on officers marrying, none.

2. "What reduction in strength or expense can be made in either arm of the military service, cavalry, artillery, or infantry?"

Answer. There are not, in my judgment, more battalions of infantry, or more batteries of artillery, or more squadrons of cavalry than is needed; and they are weaker than the good of the service requires. I have thought, and still think, that a more economical organization of these arms is possible, and I had my views carried out in the decree of the President of May 3, 1861, and subsequently enacted by Congress July 29, 1861; but the plan was abandoned without having been really tried, and, while still thinking well of it, I am satisfied it is useless to attempt to revive it.

3. "What reductions can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, or either of them?"

Answer. If it should continue to be the policy of the United States—and I think it should—to use the officers of the Corps of Engineers to improve the rivers and harbors of the United States; make surveys in its Territories; build its light-houses and keep them in repair; build and modify the fortifications of its ports; prepare the auxiliary defense thereto of torpedos, and command the battalion of engineers, I do not think the number of officers in the corps too large. But it is plain the number of field-officers is out of all proportion to that of any other branch of the service, or is necessary from the nature of the duties of the corps. January 23, 1869, when I was before your committee, I pointed out this wrong—as I conceived it to be—and then showed that out of 113 officers of engineers, 42 were field-officers, being about five times as many as were allowed in the artillery or infantry. The disproportion is now still greater, being 42 out of 109. There has been an addition of eight field-officers to this corps since the war.

As to the Ordnance Department: This corps has, also, a great disproportion of field-officers, and has one colonel, one lieutenant-colonel, and four majors more than it had during the war, when it had the heaviest duty it is likely to have for a long time to come.

It is understood to be the policy of the War Department to reduce the number of arsenals. Many have been sold and discontinued, and more are to be, and, in place of many arsenals, one grand one is to be built somewhere in the vicinity of New York. This concentration will undoubtedly make less need for officers, and I am, therefore, obliged to conclude the corps to be in excess of the present or the prospective needs of the service, and I think it should be prospectively reduced. That is, the number of each grade should be fixed now, and no promotions be made to it till the number is reached by the casualties of the service.

I think the number of ordnance-men much too great. As they are not used as workmen

to any great extent, I think their number may be materially reduced, perhaps to one hundred. Ordinary watchmen can watch arsenals as well as quartermaster depots, and if *guards* are wanted it should be the duty of the infantry or artillery to furnish them.

As to the Subsistence Department: This, like the Quartermaster's Department, has had an increase in its field-officers since the war, having had an additional lieutenant-colonel added in 1875, at the time the number of captains—the lowest grade in it—was reduced to twelve.

The Quartermaster's Department had allowed it, by the act of March 3, 1875, one colonel, four lieutenant-colonels, and five majors more, and eighteen captains less, than it had during the war.

I think both these Departments are in excess of the present or prospective wants of the service, both as to the number as well as the rank of their officers, and should be prospectively reduced in the way suggested for the Ordnance Department. This decrease can be still greater if these two Departments shall be merged together.

I submit the views of the Deputy Quartermaster-General on duty at the headquarters of the Department of the South, as given in his letter herewith, of February 3, 1876, as to what should be the prospective number of officers, and their rank, in his Department. Of course, in such a Department these numbers must, necessarily, be arbitrary.

As to the Medical Department: I know nothing respecting the Medical Department requiring the action of Congress to reduce its expenses. They have been represented, in the public journals, as being excessive for the number of troops maintained; but, if this is so, it is a matter of administration, and can be remedied by the proper officers. It is thought a good deal is required that is not, apparently, directly connected with the service; but it will be claimed, and, perhaps, justly so, that it is for its indirect benefit and ultimate good.

As to the Pay Department: I have no suggestions to offer in this connection.

As to the Adjutant-General's, Inspector-General's, and Bureau of Military Justice: I beg to refer you to my examination before your committee January 27 and 28, 1869, in which this whole question has been fully answered. March 3, 1869, Congress prohibited appointments and promotion in the Adjutant-General's and Inspector-General's Departments, Pay, Quartermaster's, Commissary, Medical, and in the Engineer and Ordnance. This, it was understood, was done with the view of reducing the number of staff-officers, and of doing it in a way to give the least shock to the military service. But, unfortunately, not having fixed then what the reduced state of these corps should be, subsequent Congresses were induced, little by little, to relieve this prohibition and even increase the rank of some of the officers in some of the Departments, so the proposed reduction was but partially carried out.

4. "Would a reduction of pay to \$1,300 to second lieutenants mounted, and \$1,200 to second lieutenants not mounted, be excessive?"

Answer. I cannot say how excessive it might be. It is a long time, now, since I was a second lieutenant. When I was we were allowed as pay, in one way and another, what amounted to about \$770 a year, which was then equal to over \$1,500 of the present purchasing-value of money. Then we paid less than half for board and clothes than now. I was without any expensive habits, was economical and plain in my life, and went home but twice in seven years, and it took me several years to extricate myself from the debt I incurred for a simple and meager outfit on entering the Army.

I think it should be borne in mind, in considering this question, that an officer of the Army is so little his own master that he never knows how soon he may have to change his station; that he never has the chance to do anything toward increasing his pay, and that he is constantly broken up and has expenses entailed on him by the wandering life he is obliged to lead.

5. "Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby?"

Answer. The United States prohibits marriage to cadets, recognizes but four married soldiers in companies of ordinary size, and places no restriction on the marriage of officers.

The presence of women in an army is, in most European countries, discouraged, and in many prohibited, except to a few officers, and to these only on their showing their ability to meet the increased expense and provide against their widows coming on the state for support, or being left destitute, to the reproach of the service.

The indirect cost to the Army in various ways on account of the families of officers is, I think, greater than that on account of soldiers' wives, and they are often a great hindrance to the officer and a drawback to his efficiency. But notwithstanding all this, I think the Hon. Lewis Cass, who, as governor of the Northwest Territory, had much opportunity of forming a good judgment, was right in his views of the good done, in indirect ways, to our Army by the presence of the wives of its officers, especially at our frontier posts; and what may be urged for them may, also, within their sphere, be claimed for those of the soldiers; and conceding fully all that may be urged against their presence, I am not in favor of cutting off the laundresses, who do return some *direct* good to the service. I know they cost for their quarters, for it is repugnant to the feelings of any man of any grade in the Army to restrict them to the allowance fixed by the regulations, which is the same for a woman as a

man— $37\frac{1}{2}$ square feet of room. And they have, in fact, always each one room, and usually two. They have no pay, and are allowed, besides the $37\frac{1}{2}$ square feet of room for quarters, one-half of a cord of wood per month in winter and one-twelfth of a cord in summer, and one ration from the Subsistence Department. I am unable to state what this amounts to. Of course these women cost money—most women do! But I think it will be found that they, like the generality of their sex, are worth all they cost.

6. "If the forage ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals?"

Answer. Grain and hay vary, and public animals—horses and mules—also vary; nor do they always serve under the same or similar circumstances. Oat-hay, such as is sold in California, made from the oats cut while the grain is in the milky state, is very different from the dry, coarse bunch-grass, grubbed up with a hoe, which, many times, is all that can be had in the way of hay in some parts of the country where troops are serving. Horses at hard work need more than when they are at rest in their stables. Therefore it is thought the present ration is a full one under certain circumstances, and an insufficient one under others. If the issue of the forage is honestly made, and I think it generally is, the matter regulates itself, as the surplus, if any, is put to the credit of the United States.

7. "What is your opinion regarding appropriations necessary for forts or other fortifications of which you have knowledge?"

Answer. In reply I beg to quote from my statement made to your committee January 24, 1874:

"I do not think that any nation will ever be ignorant or rash enough to send any army to invade the United States. I do not think there is any need to make provision by fortifications for any such contingency, so long as we remain true to ourselves and united as a nation. Undoubtedly, when our system of fortifications was planned, different views were reasonable and necessary, and different measures had to be provided for them than would be necessary now. The improvements in artillery have also sensibly changed the whole system of fortifications. Fort Sumter was built when there was no gun which could reach it from the main-land. It was not considered possible to make a breach in Fort Pulaski at the distance from which one was actually made in the course of the last war. It was expected that troops might be landed and be able to establish themselves for such a length of time as to enable them to reduce the work by regular approaches from the land-side, and provision had to be made for that.

"All these considerations, and others which do not at this moment occur to me, have caused a very radical change to be made in the whole character of our sea-coast fortifications, and I believe that such a change is fully recognized, fully appreciated, and will be fully met by the officers of the Engineer Corps. I think that most likely the principle that masonry should be protected from the fire of artillery at a distance will come to be applied to sea-coast fortifications, as it has those intended to resist the approaches of troops and artillery by land. This will, of course, to a large extent answer your question, because the fortifications of masonry which may hereafter be built will most likely be protected by glacis of earth or sand thrown up in front of them. Another reason for a change will be in the long range for artillery, which renders it unnecessary to occupy *only* a very restricted site to command the narrowest part of the channel."

"I think that wherever we have a harbor which an enemy would be apt to make use of, either for the purpose of destroying our commerce or breaking up a naval establishment, it would be desirable that some permanent works, of such a kind as the conditions which I before mentioned have made necessary, should be erected, for the reason that these works free our force afloat to be used against the enemy offensively, and that earth-works and heavy guns are a cheaper defense than anything which can be put afloat, and cost less to keep them up after they are once made."

8. "Would it not be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps?"

Answer. This subject was taken up by the Military Committee in January, 1869, and on the 27th and 28th of that month I was fully examined by it, and beg to refer the present committee to the record for the statements I then made, which are too extended to be conveniently reproduced in this letter. The subject, since that time, has been a good deal discussed, and much opposed by many of our best officers, and, in fact, I know of but few who are favorably impressed with the idea of a single department of supply. But I still adhere to the views given to the Military Committee in 1869, and I do so not from anything drawn from other services, as much as from the experience of many years in our own.

As reference has been made to the changes in the British army in this matter—which I did not know of until I had been before the committee—I will state that since that time I visited Halifax and saw something of the new system adopted in the British service of having all the departments of supply consolidated into a single corps, which they call the "Control" Department.

It had been said by some of our writers that the new system was a failure, and this failure was pointed to as a warning to us.

I found that, since the consolidation, modifications had been made from time to time; also

that their consolidation had gone much further than I had recommended for our service, and further than some of their most distinguished officers had recommended for theirs.

I found, on inquiry, that there was some dissatisfaction with the new department, but when asked how it compared with their former system, the officers said it was an improvement on the old one, and I found their objections were rather as to the details and management of their new system than against the principle of it.

I ought to add that the change in the British system of supplying their army was only adopted after a most exhaustive examination of the subject in all its branches, and from the statements of a large number of the most prominent commanders and officers, of all corps and grades, as to their experience at home and abroad, in the wars of the Crimea, in India, and New Zealand. Still, it is no such thorough consolidation as they have attempted, with more or less success, that I wish to be understood as recommending. And though there are certain general principles which will apply to all armies, I have only been guided by what I have seen at home, in suggesting, as I have done, the merging of two of our departments—that of the Quartermaster's and Commissary—into one.

I do not propose, as is done abroad, to include in this consolidation the supply branch of the Medical Department, nor that of the Ordnance Department. For these each require a special knowledge, and to mingle them with the others would not be simplification, but undue accumulation, and of things having no relation to each other.

Why it should require one department to select medicines, hospital-stores, and surgical instruments, and another to prepare the ammunition, arms, and armament, I can well see; but why we have one department (the Quartermaster's) to supply coal, and another (the Commissary) to supply candles; one to issue clothes, the other to issue food; one to buy grain, and another to buy beans, I do not see.

It may be urged that the consolidation suggested would overload a department now sufficiently burdened; that perfection and excellence is to be had by a subdivision of labor, each having the branch best suited to him, and acquiring skill by being confined to one subject, as is the case in the medical profession, and in trade generally. To this it is to be said that in the Army, when you get to the point of consumption, where the supplies leave the hands of the agents of the Government to go into those of the consumer, the work is now, from the necessity of the case, in our service, so far as the two departments are concerned, mostly done by one and the same officer; the supplies being frequently in the same building, and sometimes in the same room.

For any further details on this subject I beg to refer you to the records of my examination of 1869, before referred to.

I do not recommend the consolidation of the Pay Department with the ordinary supply-departments. On the contrary, I would increase it and keep it utterly distinct from them, and favor the plan of extending its payments to include that of all money due on contracts for either material or services, in all branches of the service; making it the military chest, the cashier of the Army, having nothing whatever to do with the creating of obligations, but confined to the duty of discharging them, as is now done in the case of the muster and pay rolls of the troops and officers' accounts for pay, and, recently, for traveling-expenses, where the account, or demand, is made by one set of officers and discharged by another. I think this division, when once under way, would tend to afford additional guarantees to the Treasury, and much simplify the business of the Army.

This would, in fact, be but the system now adopted in the best-organized business establishments in civil life, both large and small, where the sale, or contract, or account, is made by one person and the money is paid or received by another; this, whether for a plate of soup at a restaurant, a pair of gloves at a dry-goods store, or for payment of hundreds of thousands of dollars interest on the debt at the United States Treasury.

9. "What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?"

Answer. I am too ignorant of the workings of the Pension Bureau to be warranted in giving an opinion as to its transfer.

If the Indian Bureau is merely to be transferred, and not re-organized, I cannot see that it will make any difference whether it is under the Secretary of War or the Secretary of the Interior. It was formerly under the War Department, and to put it back again, allowing it to continue as it is, would produce no good results. Things would remain as they now are, being only affected by the personal character of the Cabinet officer who might be in charge. It was formerly under the Secretary of War, and there were as many charges, and as grave ones, against it then as now.

If, however, with the transfer of the Indian affairs, you will re-organize the Bureau by substituting commanding officers of posts for Indian agents, and military district and department commanders for superintendents of Indian affairs; by having the officers of the Quartermaster's, Commissary, and Medical Departments of the Army make all contracts for Indian supplies, transport, care for, issue, and account for them; by having all payments to, or on account of, Indians made by the Pay Department of the Army, and by having an officer detailed by the War Department to act as Commissioner of Indian Affairs, I am of opinion it would be a good thing for the Indians, the Treasury, and the country, and a very disagreeable and thankless one for the Army.

However, the machinery which would accomplish this is already in existence for the needs

of the Army, and would require but slight modification to put it in working order to perform this additional duty.

One of the great advantages of such a system would be to take this Indian question—the administrative part of it—out of politics, and correct the frauds on the Indians, either in the original contracts for supplies or in the distribution of them, which has been for generations a reproach to every administration of our national affairs.

Another advantage would be its great economy.

10. "Might not the Bureau of Military Justice be dispensed with without injury to the military service?"

Answer. I beg again to refer the committee to my statement at length on this matter, on their files of January 28, 1869.

11. "Might not the office of military store-keeper be abolished without detriment to the service?"

Answer. The acts of June 23, 1874, and March 3, 1875, have already prospectively abolished this office, and military store-keepers will soon disappear by the casualties of the service.

12. "Could not the expenses of military division headquarters and department headquarters be materially reduced without detriment to the service?"

Answer. I beg to be permitted to speak only for my own commands, or those which I have had. My present command is now the least of its kind in the service. I have the two commands of the Division and Department of the South, having for the division only one officer not also on the staff of the department.

I have in advance of any order reduced my staff and establishment as fast and far as the service would admit, and have not three-fourths of the men here the orders allow. I have made one of my aids-de-camp act as judge-advocate and the other as engineer officer to my command. I have no inspector-general, or any officer at my headquarters acting as such. When I do not inspect in person, I have an officer of the command specially detailed for the occasion.

I think there is some misapprehension in this matter of expenses at the headquarters of generals in command, and have thought it might have, at least in part, arisen from a report of the Quartermaster's Department as to the sums paid by it for rent for offices, &c., at their headquarters. I see they report a large sum as paid out for rents for the headquarters in New York. This sum was as great before as it was after the headquarters were established there. The buildings being for depots for the quartermaster and commissary, for the store house for the medical purveyor for the bulk of the Army east of the Mississippi, containing several million dollars of property; for offices for the superintendent of the recruiting service; the ordnance-depot for arms and supplies sent to New York for sale; the offices for the engineers and their clerks for the civil works in the harbor of New York, the works at Hell-Gate, the Hudson River, the New Jersey rivers and harbors, the fortification board, and the officers of engineers engaged on the several fortifications in the harbors, and on the sea-coast at the South. The addition of the offices for the department commander did not make it necessary to hire an additional building, and if the headquarters were to be taken from there to-morrow I do not think any less rent would be paid for office-room on that account.

If the headquarters were removed from Louisville there would still remain here, or be sent to Cincinnati, the depot and purchasing commissary, the depot quartermaster and paymasters. There would also remain here the engineer officer in charge of the United States steamboat-canal around the falls of the Ohio, the recruiting-officer, the signal-service detachment, and the officer paying colored bounties. The amount of rent saved would be but for the rent of three rooms.

It should be borne in mind that these general officers' headquarters are not only centers of military command and discipline, but of supply and administration as well.

13. "What reforms or reduction in expenses, if any, in Army matters would you recommend?"

Answer. In addition to what has been said above I would suggest it be enacted that hereafter all officers and soldiers of the Army, of whatever corps or arm, shall be furnished by the Quartermaster's Department with such quarters in kind as may be allowed, and that all quarters or barracks for officers or soldiers, whether Government property or hired, shall be under the exclusive charge of the Quartermaster's Department, and the Quartermaster's Department shall have the charge of building all barracks or quarters, including those in an arsenal or for a fortification.

Any one who has been at one of our arsenals, and compared the quarters there with those furnished for our officers and soldiers at our military posts, will see the need of such a provision.

I have the honor to be, very respectfully, your obedient servant,

IRVIN McDOWELL,

Major-General Commanding Division and Department of the South.

Hon. H. B. BANNING,

Chairman of Committee on Military Affairs, House of Representatives, Washington, D. C.

Letter from Brig. Gen. A. H. Terry.

1. I think that a reduction of pay and allowances would impair the efficiency of the Army in three ways, viz: 1st. It would probably drive some officers from the service, leaving their places to be filled by men of inferior ability or smaller experience; 2d. It would diminish the zeal, energy, and activity of those who would remain; 3. It would deter young men of the better class from entering the Army.

That there are officers who would leave the service, in case their pay and allowances should be materially reduced, I believe. Their present compensation is no greater than that which men of equal intelligence and education obtain in civil life; it is less, even, in the higher grades, than the income of men who are successful in the professions, or in mercantile pursuits; and yet officers of the Army are subject to many expenses which men in civil life are not obliged to meet. They have no fixed places of abode; their stations are frequently changed, and almost every change of station involves the sacrifice, in a greater or less degree, of their household goods; the expense of refurnishing quarters, and the cost of transporting their families over long and expensive routes of travel.

Officers are often ordered away from their stations for duty in the field or upon detached service. While away they are subjected to the double expense of supporting their families in one place and themselves in another. At the frontier posts, at which the majority of regimental officers are stationed, there are no schools suitable for the instruction of their children, and when children reach a proper age they must be sent within the bounds of civilization for education.

Again, the great majority of officers, when on duty, are widely separated from their homes; and, unless they consent to the severance of the ties of kindred and home associations, they must occasionally visit their friends. The law recognizes this necessity by providing that leaves of absence may be given to the extent of one month in each year without loss of pay; but the expenses of journeys made for this purpose are not provided for—of course they could not be provided for—and these may, and often do, consume the savings of years. To counterbalance these disadvantages, officers of the Army formerly had a sense of security for the future which men in most of the occupations of civil life cannot feel. They believed that their commissions, unless forfeited by misconduct, would be held during life, and that their pay would never be reduced. I think that they were justified in holding this latter belief; for, although the pay of the Army has from time to time been changed, has been increased to correspond with the general advances in prices to the diminished purchasing power of money, it has never yet been reduced.

This confidence in the stability of their positions has been rudely shaken by the discharge of officers under the act of July 22, 1870, and by repeated propositions to still further reduce the military force. Should the pay be now reduced this confidence would be not only shaken but destroyed; one of the greatest inducements to the adoption of the military profession would be taken away, and many men would seek, in other spheres of action, equal or greater rewards coupled with fewer disadvantages. The great majority of officers of course would be compelled to remain in the Army, but the effect of the change upon them would be that which the disappointment of hopes and expectations, apparently well founded, produces on all men. To the many officers of all grades who received their commissions as rewards for service rendered to the country, this disappointment would be especially bitter.

2. I think that the reductions already made by the acts of Congress of March 3, 1869, July 15, 1870, and June 16, 1874, have brought the strength of each of the three arms of the service below the wants of the country. Considered as preparation for those emergencies which sooner or later come to every nation, the present force seems to me to be almost absurdly small. I know that the idea is very commonly entertained that the country is full of trained men; that it needs but a proclamation to bring disciplined armies into the field; but those who entertain it forget that eleven years have passed away since the close of the civil war; that every man who at that time was twenty years old is now over thirty; and that the great military strength of every nation lies in those of its citizens who are between twenty and thirty years of age.

Under the stimulus of such exceptional circumstances as those of our civil war, men of all ages will cheerfully render military service, but most men who are over thirty years have formed ties and have acquired habits which they find it difficult to break; no ordinary circumstances will induce them to break them. The great mass of those upon whom the country must to-day depend for service in case of war has never heard a shot fired; it is as untrained as the raw levies which fought the first battles of the war.

It seems to be forgotten, too, that knowledge of the military art is like the knowledge of any other trade or art; it may be lost by disuse.

I think that there is now a pressing need of more cavalry in the Indian country, and that the last reduction of the strength of the companies of infantry has seriously impaired their efficiency.

The five regiments of artillery comprise sixty companies. By the last report of the Chief of Engineers it appears that there are upon the Atlantic and Pacific coasts and on the borders of the lakes more than ninety forts and batteries. Our present force of artillery would,

therefore, in time of war, give to each of these fortifications a garrison of only about two-thirds of a company, even if no companies were devoted to the service of field-batteries. Many of these works would require a regiment of artillery for each. I need not remark that artilleryists cannot be trained in a day, nor that the present fashion of making war is to strike quickly, to leave an unprepared enemy no time to organize armies.

3. If the strength of the staff departments were to be determined solely by the needs of the Army in time of peace, some of them could submit to very considerable reductions without injury to the service. Considered simply as the staff of the Regular Army, the number of officers in some of them is unquestionably excessive. But if they are considered as the staff, not only of the Regular Army, but of the whole military force of the nation, the strength of no one of them is too great, excepting, perhaps, that of the corps of quartermasters.

The Corps of Engineers, for instance, has little to do with the line of the Army in time of peace. A few of its officers are on duty at the headquarters of divisions and departments, a few are engaged in making surveys in unexplored parts of the country, and the maps which are furnished by them are, of course, very useful to the troops in the field; but the great body of engineer officers are engaged upon the construction of fortifications and upon civil work, such as light-house duty, the survey of the great lakes, the survey of rivers and harbors, and the construction of works for the improvement of rivers and harbors. Of course, this latter class of duties has no relation whatever to the military service. Neither does the construction of works of defense upon the coast affect the efficiency of the Army in time of peace.

If, therefore, the strength of the Corps of Engineers were to depend on the needs of the existing Army a very large reduction of it should be made. But with the outbreak of war, the duties of the engineers undergo a radical change. An Army in the field cannot dispense with engineers; they are absolutely essential to the success of many military operations; and a corps of officers possessing the technical, the professional knowledge which engineers must possess—which our engineers do possess—cannot be improvised: it is the slow growth of years. For the needs of the country in time of war the present strength of the corps is too little rather than too great.

So, too, of the Ordnance Department. A very much smaller number of officers than that of which it now consists could furnish all the arms, ammunition, and ordnance stores which are required by the present Army. But this is emphatically a staff corps for the military forces of the nation; it is charged with the duty of supplying not the existing Army alone, but that far greater army of citizens which would be called into service should the country become involved in war. Like the engineers, the officers of ordnance should and do possess great professional knowledge, skill, and experience. A corps such as we possess cannot be created in an emergency, and I think that prudence requires that it should be maintained at its present strength.

The strength necessary to the other corps of officers named in the question to which this is an answer does not depend so much upon the size of the Army as upon the number of fractions into which it is broken and the extent of country over which these fractions are dispersed.

Two surgeons would be sufficient for a regiment if all its companies were at one and the same station; but if each company were occupying a separate post ten surgeons would be required.

One paymaster could, without effort, pay the troops of two, or even three brigades concentrated in one place; but the payment of the men of a single regiment, of which the companies were distributed to several frontier stations, each remote from all the others, might be all that a single officer could accomplish. That some of the staff departments must be large in proportion to the strength of the Army is due to the fact that the whole Army is broken up into little detachments and scattered over an enormous extent of territory, scattered as the troops of no other nation are.

The Medical Department is not large enough for the actual wants of the service, and physicians from civil life are now employed at many of the posts.

Prior to the passage of the act of March 2, 1875, there was not a sufficient number of paymasters to insure the prompt payment of the troops. Even if the whole Army were concentrated and formed into brigades and divisions, seventeen commissaries of subsistence would be required for service with it, and as there are but twenty-six officers in the Subsistence Department, there would remain but nine for duty in the office of the Commissary General and at purchasing-depots.

The number of officers in the Adjutant-General's Department is barely sufficient to furnish one at the headquarters of each division and department, and the number necessary for the Adjutant-General's office.

The act of June 23, 1874, provides that no new appointment shall be made in the Inspector-General's Department until the number of inspectors-general is reduced to five.

I think that the Quartermaster's Department is unnecessarily large. Officers of this Department are not needed at posts; ordinarily the duties of a post quartermaster can be performed perfectly well by a lieutenant detailed from the garrison.

4. Were the second lieutenants of the Army all young unmarried men, the reduction

which is suggested in the question to which this is an answer might be made; but such is very far from being the case. Many of them are not only married but they have children.

What I have said in reply to the first question propounded by the committee, therefore, applies with full force to the pay of these officers, and I may add that I cannot understand how a married second lieutenant can support himself and his family upon his present pay—how he can avoid running into debt.

5. I think that laundresses can be dispensed with without injury to the service. I think that not less than \$200,000 yearly would be saved by dispensing with them.

6. I think that the ration of grain for horses can be reduced to ten pounds without injury to the animals; but that the ration for mules should remain as it now is fixed, at nine pounds. When hay, cut from the cultivated grasses, is furnished twelve pounds are sufficient for both horses and mules. If it is cut from prairie or wild grass the present allowance of fourteen pounds is necessary. At posts where there is good grazing, the ration of hay can be still further reduced; and then again there are posts at which, and there are circumstances under which, it would be desirable to issue the full amount of the present ration both of hay and grain—as, for instance, during the extreme cold of winter at stations in the far north, or when animals have been reduced in strength by hard service in campaigns against the Indians. It would, therefore, be an improvement upon our present system if post or department commanders should be empowered to reduce the ration at suitable times below whatever standard may be established, and to increase it beyond the standard at other times; so limiting their powers, however, that the standard allowance for the year should not be exceeded.

7. I know little of the condition and character of our sea-coast fortifications, save what is known to all the world, that many of them were built to meet the attacks of wooden ships, armed with guns of small caliber; and that they need extensive modifications to enable them to contend successfully with armored vessels and modern artillery.

Whether it is necessary for the safety of the coast that appropriations should be made now to place these works in better condition seems to me to depend on the possibilities of war between ourselves and any of the great naval powers, and this seems to be a question for statesmen rather than for soldiers.

8. I think that to consolidate the Quartermaster's, the Subsistence, and the Pay Departments into one corps would be to disregard a principle which underlies all modern progress—the principle that the best results are obtained by the division of labor; that the best work is done by specialists—a principle that is of quite as much importance in military organizations as it is in civil life. The Quartermaster's Department is already loaded down by the multiplicity of subjects over which it has control; to add to its duties would, I think, impair its efficiency.

That the Pay Department should not be consolidated with the other two, or with either of them, seems to me to be shown by the fact that paymasters must travel from post to post, paying troops, while the duties of quartermasters and commissaries require them to remain stationary. Should a legal union of these departments be effected it would not be a union in practice. The officers of the new organization would, of necessity, be assigned to special duties, some to the duty now performed by quartermasters, some to that which is now performed by paymasters, &c., &c. I think that the change suggested would be merely nominal; that it would lead to no economy.

9. I have so little acquaintance with the business of the Bureau of Pensions that I am not able to express an opinion upon that part of this question which relates to it; but I am decidedly of opinion that the Bureau of Indian Affairs should be transferred to the War Department.

10. This question, in its terms, refers, solely, to the Judge-Advocate-General of the Army, who is now the only officer of the Bureau of Military Justice. I suppose, however, that it is intended to include the corps of judge-advocates in the inquiry, and I shall answer it on that supposition.

When it is considered that the military code is a part of the law of the land, it seems difficult to discover any distinction between it and other portions of the law in respect to the precision with which it should be administered, in respect to the necessity of observing established principles in its administration. Indeed, in view of the despotic character of all military institutions, of the powers necessarily given to the superior over the inferior in rank, it would seem that a precise and definite construction of the law, an exact and systematic administration of it, would be even the more necessary.

In civil life, legal learning on the bench is considered indispensable; and not only on the bench, but at the bar, also. Without it, the law would fall into such confusion that no man would know his rights, and no man would be able to enforce them. The law of one court would not be the law of another; the law of to-day would not be the law of to-morrow.

Courts-martial are composed of officers who, as a rule, are not versed in the law, who have had no legal training. It is true that the military code is not a complex one. It is not a difficult branch of the law to comprehend; but the rules and principles of evidence govern in the trial of cases before courts-martial as well as in cases before civil courts of criminal jurisdiction, and a person accused of a military offense is entitled to all the safe guards which those rules throw around him. Besides, in time of war, nearly every crim-

known to the common law is brought within the jurisdiction of military courts. The representatives of the Government before these courts, in the majority of cases, are alike unlearned in the law. And yet these courts have very extensive powers. They may impose sentences which touch the liberty of men for terms of years, which even touch men's lives.

It may be said that a sentence imposed by a military court is of no force until revised and approved by the officer by whom the court is constituted, and that this power of revision remedies the evils which may result from the want of legal knowledge in the court; but, as a rule, the officers who are empowered to convene courts are no more versed in the law than the officers who compose them. The highest military education does not necessarily confer legal knowledge.

It would seem, therefore, that unless there is some broad distinction to be made between military offenses and other crimes; between those who transgress the military code and those who violate the statutes made for all; that unless it is just as well that there should be no exact and systematic administration of the military law; that unless it is just as well that that law should vary in practice with the peculiarities of opinion of a hundred different courts and a dozen different reviewing authorities, there should be provision made that, before final action is taken, the record of the proceedings in each case should be submitted to the scrutiny of some one possessed of competent legal knowledge, in order that errors may be corrected by means of the well-established rules of procedure in such cases; in order, on the one hand, that there may be no failure of justice, and, on the other, that the rights of persons accused may not be infringed.

It is to the officers of the corps of judge-advocates that the duty of making this scrutiny is committed; it is on their professional advice that the commanders of departments act. Were their office abolished there would remain no provision whatever whereby legal knowledge could be brought to the examination of cases before the action of the reviewing authority is taken, and I cannot but think the result of its abolition would be prejudicial to the discipline of the service.

It is to be remarked that, in addition to the duty of which I have spoken, the judge-advocates are commonly detailed as prosecutors of the more important cases, such as the trials of officers for serious offenses. Officers accused of the graver crimes are generally defended by professional counsel. Unless the Government be also represented by men of legal training there is great danger of a failure of justice. Certainly, in no other courts would the Government consent to be represented by laymen.

11. I think that the office of military storekeeper is unnecessary. I understand that existing laws provide for its abolition.

12. I suppose that this question refers, primarily, to the proposed transfer of the headquarters of divisions and departments, from the towns and cities in which they are now established, to military posts.

If, in any of the departments, there are posts which afford suitable accommodations for the department headquarters, a considerable saving of rent would result from the adoption of this plan, so far as those departments are concerned. In those departments where no such posts exist, the adoption of the plan would involve the erection of new buildings and a consequent increase of *present* expense.

Aside from rents, the great expenditure at the headquarters of a department is for clerical labor. I do not think that this expenditure can be diminished unless changes be made in the existing system of army administration.

The present system of accountability for money and property seems to be nearly perfect. It is difficult to conceive of one which would be better adapted to saving the Government from loss through either the incapacity, the negligence, or dishonesty of its officers; but it requires a vast amount of clerical labor. If it were simplified so as to require fewer returns, reports, &c., and if greater powers were committed to the commanders of departments and of posts, especially to the latter, much of this labor might be dispensed with. But I feel by no means sure that the result of such a change would be a decrease of expenditure. I am inclined to think that what would be saved in one direction would be lost in another.

13. The reductions of expense which I would recommend are indicated in the preceding answers.

Letter from General O. O. Howard.

HEADQUARTERS DEPARTMENT OF THE COLUMBIA,
Portland, Oregon, February 25, 1876.

The Hon. H. B. BANNING,
Chairman Committee on Military Affairs:

SIR: Your communication of the 24th January, 1876, has only just come to hand.

The committee request me to give an expression of my opinion in answer to a series of thirteen questions. I will not repeat the questions, as your circular-letter must be easy of reference.

The number of my answers will correspond with those of the questions in your circular.

1. Confining my answer to the officers within the limits of this department with whose circumstances I am familiar, I do not advise any reduction in pay and allowances except the proposed reduction of horses to two for a brigadier-general, and one for each of the other mounted officers, with the privilege of increasing to the present allowance in case of active campaigning. The officers are generally married, and scarcely any of them have any means beyond their pay and allowances. They live simply and yet are not able to lay up much of their pay. There is a constant loss by the transfer of their pay in greenbacks to coin. The average reduction is from 12 to 15 per cent. The savings of years are often lost by the transfer of officers and their families from one station to another.

The mileage system relieved the officer in a measure in some parts of the country, but the present system of actual cost of transportation renders it necessary for him to raise means to move the members of his household.

Several officers within my knowledge have been obliged to borrow money to effect the journey from the East to this department, which it has taken months of care and economy to make good.

The remark often made that "an Army officer should not be married" never alters the fact that a majority are married and have families, and I believe the conviction of our most thoughtful and most experienced officers is that it is far better for the service that so many ladies of pure character and gentle manners have been found willing to leave the comforts and luxuries of city life, and accept the discomforts and privations of frontier posts.

The cheerfulness and efficiency of our officers, far removed from the friendships and society to which their own education and refinement would entitle them, are due to the fact that they have a high-toned social life at hand. Therefore to render it impossible for any commissioned officer to marry, or to remove his family in change of station, would, in my judgment, very materially injure the *morale* of the service. The officers pride themselves in honorable conduct, and I should be very sorry to have unusual temptations pressed against them by shortening their pay and crippling their allowances. It would not be wise economy to force them to resort to every sort of expedient to eke out their living as men are often obliged to do in the beginnings of a business life. It is better, in my judgment, to give a fair compensation, and expect in return a high sense of responsibility.

2. Answering again for this department, no reduction can well be effected in the expense of either arm of the service. In fact, the garrison at Sitka ought to be doubled to-day. The commander there never fails to recommend an increase of force. For should the Indians, who have an effective organization, become hostile, from any cause, 90 men would have a very hard battle to fight against a force of two thousand warriors, and help is, of course, remote.

Precisely the same thing may be said of Fort Lapwai, Fort Colville, and other remote Army stations in this department.

There are scarcely one thousand enlisted men occupying twelve forts or posts necessarily far removed from one another.

The Lapwai Indians alone combining the treaty, and non-treaty Indians with modern arms in their hands, should they become hostile as has been threatened once or twice during the past year, would immediately require a much larger force to meet them than all our men combined. For these and other like reasons that will occur to you in a department where there are thousands of Indians, certainly not yet civilized, it would be bad economy indeed to reduce below the present force. We need all our companies, and I think it exceedingly unwise and unsafe for them to be at any time less than fifty men. It is true there is not immediate need of four companies at Fort Vancouver and three at Walla Walla, yet there is need to have them located as they are, to be prepared to go in any direction that a sudden emergency may require, on the principle that each outlying post will simply hold its own until help shall arrive.

3. The Ordnance Department has but one depot, with one commissioned officer and fourteen enlisted men. It could not be reduced without material injury to the service. The engineer and light-house division is really separate from the military department, and I could not give any well-grounded opinion. I have no engineer officer on duty in the department. I think the Subsistence and Pay and Quartermaster's Departments could be combined, if great care were exercised in the work of organization; and I say this not to reflect in any way upon the great diligence and efficiency of the quartermaster, commissary, and pay officers on duty here. If it were so arranged that the paymaster was not obliged to visit remote posts, involving much toil, danger, and expense, but could pay as quartermasters do by drafts and checks and cash, and by their representatives who are always on hand at the posts, surely but one paymaster, instead of four, would be necessary in this department. Of course there are advantages to the men in the present system, yet as an economic business arrangement the three divisions of the service that I have named could certainly be combined so as to reduce at least one-half of the officers employed. I mean the officers outside of the line-officers, who are merely "acting" in connection with other duty.

The Inspector-General's Department has, I think, a good influence on the discipline of the troops, and the care of the public buildings and works. I would not recommend its reduction. I was very sorry to lose my own inspector, because I was of this opinion.

The Bureau of Military Justice could, in my judgment, be easily taken care of by the Adjutant-General's Department. The latter is not too large.

4. I would not advise the reduction of second lieutenants' pay.

5. Laundresses had better be dispensed with.

The adjutant-general can give the amount saved for the entire Army.

6. The forage-ration cannot be reduced two pounds each on hay and grain in this department. It was tried for a short time, but the attempt was abandoned on account of the resulting condition of the public animals.

7. I would make the appropriation for the keeping up of those forts that are occupied by troops in the Department of the Columbia. I do not think the appropriations have been large enough at some of the ports and fortifications to keep the buildings and works in respectable repair. I speak only of this department.

8. I answer yes, for reasons suggested under heading 3.

9. I would not advise the transfer of the Indian Bureau to the War Department for two reasons: First. It turns the attention of the Army from its legitimate work. Second. It will subject the Army to the usual public denunciation directed toward Indian Bureau agents, and be constantly detrimental to the reputation, and finally injurious to the *morale* of the Army. I do think that officers can be selected from the Army who would do the duty with zeal, efficiency, and probably with more general satisfaction to the public than the Indian agents, who are less well paid and further removed from co-equal associates.

The Pension Bureau might be transferred to the War Department, it seems to me, and promote both economy to the Government and justice to the disabled soldiers and their heirs, but my judgment is based on a narrow field of observation.

10. I answer yes, provided a division of the Adjutant-General's Office be set apart to arrange and keep the court records of the Army.

11. The military store-keepers may be abolished.

12. The *military division* is doubtless a convenient arrangement. Certainly it can be dispensed with, each department commander reporting to the general-in-chief; but on this coast General Schofield commands his own central department, so that no considerable economy would be effected here. My own headquarters' expenses would be reduced by preceding consolidations, suggested, and probably a less expensive building might be rented in that case; but at present the quarters and store-houses are not excessive.

The removal to Fort Vancouver has been thought of; but there are not sufficient quarters there, and there would be no economy in transporting the purchases from Portland to a Vancouver depot. In brief, it is just as economical, all things considered, for Portland to remain the depot of supplies for the department. This being the case, it is just the place for department headquarters.

13. I would recommend that nothing that did not distinctively belong to the Army should be devolved upon it. On account of the high attainments of officers of the scientific corps, it is very natural to set them at work at anything like the improvement of rivers, harbors, coast surveys, land surveys, and thousands of things, readily suggested by our past experience for the common interests of our country. This is well enough, but it is not fair; because the officers are set to perform civil duties and functions; to charge up the expenses of their work to the Army appropriations. It gives an entirely wrong impression to the great majority of our people of the actual cost of our Army proper. So I would say, put all appropriations for coast and internal improvements to the civil list proper. This will relieve the Army of thousands of "jobs" that *some* of our Representatives may favor for the benefit of their locality, but with which the Army can have no proper connection.

Very respectfully your obedient servant,

O. O. HOWARD,
Brigadier-General.

Statement of General E. O. C. Ord.

COMMITTEE ON MILITARY AFFAIRS,
HOUSE OF REPRESENTATIVES,
Monday, February 14, 1876.

Maj. Gen. E. O. C. ORD, U. S. A., stated as follows:

By Mr. WILLIAMS:

Question. What is your opinion about the transfer of the Indian Bureau to the War Department as a measure of policy or economy?

Answer. I think it would be an advantage to the Indians, and tend to maintain peaceable relations with the Indians.

Question. Do you think the transfer should be such as to put the entire control of the whole Indian matter into the possession of the War Department?

Answer. I think to have it mixed it would be worse than at present. Each Department would be able to accuse the other of short-comings. It ought to be entirely transferred, and, as far as practicable, under the control of permanent officers of the Army. It was formerly

under control of the War Department, and officers were sometimes assigned to temporary duty in the Indian Bureau as *ex-officio* agents. My father was Indian agent for fifteen or sixteen years; under the War Department nearly all the time.

Question. Tell us briefly what some of the advantages would be over the present system by the transfer of the control of the Indians entirely to the War Department.

Answer. Promptness in the delivery of rations and supplies. We have to deliver them now to troops in the immediate vicinity of the agents, and the same machinery, in a measure, could do both.

The reduction of the number of employes. A very large reduction would occur. The clerical duties here at Washington and at department headquarters performed by general-service men would be very materially reduced.

Another advantage would be maintaining peaceable relations, because, if we had to fight the Indians, we should want to do it as rapidly as possible. If we want to maintain peaceable relations, we ought to know the Indians thoroughly in time of peace and put the best men in as agents, men who would do their whole duty. The Indians as a rule respect force. They respect men who can successfully enforce the orders they have given. I have found wherever I have been that the military were successful with the Indians, in California and Arizona, and the Indians were very well satisfied. When General Crook took charge in Arizona he had no trouble. I myself have gone right amid the wild Indians at war. I directed the establishment of the two posts spoken of in the testimony, and know what they cost. I had some fourteen companies together up there to move the Indians, just as winter was coming on; it begins there in October. I could not get the Department to tell me when they were going to move the agencies until the last minute. It cost the Government between \$50,000 and \$60,000 to move the troops and establish the posts.

By the CHAIRMAN:

Question. There was an agency there?

Answer. Two agencies, the Red Cloud and Spotted Tail. I came on here to Washington and got an appropriation to build up the post; and I had some conference with the Indian Committee, in order to satisfy them that the Indians could not be taken care of without the military. The agent had come to me and applied for a guard, and insisted upon it, saying that his agents had been murdered, and that he could not get anybody to live with the Indians unless they had the military right alongside of them.

By Mr. WILLIAMS:

Question. Do you not think there would be less liability of war if the War Department had entire control?

Answer. Yes, sir; there would be scarcely any liability. I have some little knowledge of the Modoc war, Florida wars, Rogue River war, and other wars. I have been in some half dozen of them. They nearly all originated from mismanagement of the Indians. I believe the Modoc war originated because certain parties wanted to get possession of the Indian lands, and wanted to move the Indians down to where the Klamaths were. The Klamaths were a large tribe on the lower river, and outnumbered the Modocs, probably twenty to one. The Modocs refused to go; they were a little band, and they had a place where they had some game, and it just suited them. They did not want to go to such a remote distance. The agent asked for a military guard to take the Indians down. The guard furnished was entirely insufficient, being but a handful of men. They had already had two or three engagements with the troops, which the Indian agent did not probably know. If the agent had been a military man he would have known that it would not do to undertake to move them with a handful of men. The Modocs did not want to go the Klamaths, because the Klamaths, being a very large and overbearing tribe, would not let them have any show in the distribution of supplies. The Indians made some representations in regard to it, but they all seemed to be ignored by the Indian Department. The Department seemed to take it for granted that all that was needed to force them to go was a military guard. The handful of men were attacked and driven back. The agent asked for a little larger force, which was still insufficient, and found difficulty—the Modocs taking the war-path, as they say. Whereas, the difficulty could have been avoided if there had been a military man in control, and he would probably have had a sufficient military force immediately at hand.

Question. As a general thing, do the Indians generally not have less confidence in the civil than the military?

Answer. They have more confidence in the military than the civil authorities. They say, "Here these men tell us this, that, and the other, that we don't get our rations because the roads are bad. But the soldiers get their rations." They come in to get supplies and tell their story. Red Cloud came into the commanding officer's quarters and stated this through him to me "because," he said, "you will tell the President what I will say. We haven't got what we were promised, and haven't been treated properly." Spotted Tail came down to see General Sheridan when on his hunt, and told him in my hearing what his troubles were, and asked him to tell the Great Father. General Sheridan told him he would do so, and he did tell him directly. And so it is, time and again; they come to us and appeal to us for assistance, but we have to tell them we are powerless and cannot do anything for them.

Question. The principal influence that is exerted on the mind of the Indian is military power?

Answer. Yes, sir; they have respect for force, first, last, and all the time; and have very little respect for anything else.

Question. If you heard Lieutenant Johnson's testimony this morning with regard to moving these agencies to the river, what is your opinion in regard to that? They are now two hundred and fifty miles in the interior.

Answer. They ought never to have been put there. They have been removed from the Missouri River to the North Platte, and then moved again to where they are now, away in the hills. It is just about as far as possible from river navigation. Supplies were carried there by rail and wagons when I commanded that department.

Question. What was the object in putting them where they are now?

Answer. I am sure I do not know.

Question. It must be a very great saving to have the agency where they could have transportation by river or by rail?

Answer. An immense saving.

Question. You believe the Indians would follow the rations if they were put down there?

Answer. They generally do. But Red Cloud said he had been moved around from place to place until he was very tired of it. He says he does not intend to move any more.

By Mr. STRAIT:

Question. You would not leave it to their option to move?

Answer. No, sir; but you have to treat them just like children.

By Mr. WILLIAMS:

Question. At what point on the river do these supplies leave the river to go up to these agencies?

Answer. They go up by rail to Cheyenne or Sidney, and are taken across the country by land, passing the North Platte thirty miles below Laramie. I was in command of that department three years until transferred to Texas.

Question. Did you visit most of these agencies?

Answer. Most of them. I did not visit the Red Cloud and Spotted-Tail agencies, because not long after they were established I was relieved from the command of the department. I sent special inspecting officers up there, and assigned the post commanders and directed the building of posts.

Question. In regard to the expense of establishing these agencies, does that include the expense of barracks?

Answer. Yes, sir. I think the whole cost would exceed the sum I mentioned, because there was the Sioux expedition, and I think that was about \$60,000. That was caused by the removal of this agency. The Indians asserted that the southern border was a sort of dead-line, that the troops could not and should not cross. I corresponded with the Indian agent about the force necessary, and he said it required at least a regiment of cavalry to move into the Indian country and guard the transfer of agencies, as well as a sufficient number of infantry. I had to reduce the number because I had not the force. We had to organize the expedition, send for blankets and supplies, and organize a train of over one hundred teams, and employ drivers at a season of the year when such things are expensive and difficult to get. I think I had about one hundred and twenty-five teams, divided into two parties, one to move to one agency, and the other to the other. To get these troops from the posts scattered all over the country, and then to move them by wagon transportation for about two hundred or two hundred and fifty miles—I have forgotten the exact distance—and pay all the additional employes that were required, I am satisfied cost fully the amount I have stated. Before that time I came to Congress and asked an appropriation. There was some difficulty between the War and Interior Departments as to who should pay the expense of building these posts. I think General Sherman and the Secretary of War insisted that they should be paid for by the Indian Department. I knew that they were about to move the Indian agencies, as the contract had been made to carry supplies to these new points. The Indian agent and authorities here told me the Indians would certainly be mad and that the agencies could not be moved without the troops. But I did not want the troops to be camped there in winter and exposed to a very severe climate like that of Sitka. So I had some consultation with the Indian Committee, and they agreed to recommend an appropriation of \$30,000 to supply the material for these two posts, the troops to do the work. They were built and cost all of that money, and probably considerable besides. We had to transport the wood that was at the other posts across the country; we had to make new contracts for hay; we had to transport all the forage for this additional cavalry, and for the whole command. All this was additional expense, which must have been from six to ten thousand dollars a month over and above what it was where they had been.

Question. We have, so far, in talking about this matter, looked to the interest of the Indians and the Government in the transfer of the Indian Bureau to the management of the Army. Now we would like to have your opinion as to what effect it will have upon the

Army; and in that connection I want to ask your opinion whether or not individual cases of mismanagement and peculation by officers of the Army will not, to some extent, bring reproach upon the whole Army?

Answer. I think it would. I dislike to see the transfer made; still I believe it would be good for the Indians. This management of a certain character that has been going on, and which has been to the disadvantage of the Indians, has, of course, obtained a hold that will be very difficult to loosen. If it was possible, officers would be picked out who would probably be in the interests of some Indian ring; that is the name they generally go by, though I don't know why. They would hunt for such officers and be very likely to find them.

Question. And these individual cases of either inefficiency or dishonesty would to some extent bring reproach upon the entire Army?

Answer. I think so; and for that reason, personally, I would dislike to see the transfer made.

Question. What has been your experience about the demoralizing effect of the soldiers of the Regular Army with the Indians and Indian women on the frontier?

The WITNESS. The demoralizing effect upon the Army or upon the Indians?

Question. Upon both.

Answer. It has been asserted that it would have a very bad effect. The troops have just about as much intercourse with the Indians now, I think, as if the transfer were made.

Question. I am not speaking of the transfer. I am speaking with a view to your experience in the past?

Answer. There is a difference among Indians; for instance, we have had posts on the Gila River, among the Pimas and Maricopas, and I do not think any bad effect has been produced on either side. The Pimas are very careful with their women, and punish them very severely for any intercourse with any white men, and I do not think there has been any demoralization. Then in New Mexico, the Pueblo Indians are very careful and exacting, and their women behave themselves. They are very quiet and civilized, as much so as the Chinese or Japanese, that we see and hear of. They cultivate the soil, have nice houses, keep themselves clean, make their own clothes, are good cooks and wash-women, and behave themselves very well in their towns. The Cheyennes are supposed to be more or less loose; and their women are reputed to be more or less diseased, while the Sioux are free from disease. They have both had intercourse with the troops, more or less. They often come into the posts and stay around; but our rule has been to prohibit the Indians remaining around the post, and thus preventing intercourse between them and the troops as much as possible.

Question. My object in asking the question was to draw out your experience in the matter. Major Powell came before our committee last Congress and represented an utter state of demoralization between soldiers and Indians, as well among officers as soldiers. His testimony was very damaging indeed.

Answer. The Pi-Utes and tribes of which Powell speaks along the Colorado River in Nevada and in Utah whom I have met are pretty degraded. Their women are, as a rule, loose. They stay around the villages and towns. They went there as soon as the mines began to be opened. But there was no danger of their women suffering on account of the troops, because the men sell their women. They have the same idea about the propriety of selling the women as existed among the Tahiti and Sandwich Islanders. They did not look upon such things as improper. A man would even sell his wife or daughter. But other tribes, again, are very careful with their women. There is as much difference in the morality and good conduct of Indians in that respect as there is among the different nations of Europe.

Question. Do you concur in the opinion that the Red Cloud and Spotted-Tail agencies can be brought down to the Missouri River, and thus avoid the expensive railroad and wagon transportation necessary to get supplies to them where they now are?

Answer. Yes, sir. I am quite sure that I recommended that they be removed to the Missouri River. They ought never to have been taken out to where they are.

By Mr. THORNBURGH:

Question. I will ask you this question: What do you think of the law passed by the last Congress giving officers traveling expenses instead of paying them mileage? How is it operating?

Answer. It takes considerable money out of the officers' pockets occasionally. It does not work either to the advantage or disadvantage of those on the frontier, because we did not get mileage anyhow. We had to travel with the troops generally, and had to pay our own expenses. We did not get mileage, or any return for expenses on the frontier, when we traveled on duty. For instance, if I start on a trip in the department I have to pay my own expenses, because I generally have to take an escort. But in the East here they get their expenses paid, their hotel-bills, &c.

Question. Which do you think the better way, to pay mileage, or expenses?

Answer. So far as I am concerned, it is a matter of indifference to me.

Question. Is it beneficial to the Government to keep that character of accounts that are necessary to be kept, with the different ideas that exist as to what are proper expenses, having the accounts certified by officers and overhauled by clerks? Would it, or not, be

cheaper to establish the mileage as it was formerly, and let the officers settle with the paymaster wherever found?

Answer. I really do not know, as I am not familiar with the manner of keeping accounts in the War Department. But I am satisfied it is less expensive to the Government by the present system than by the other. The other mode encouraged too much travel. There was probably a disposition here in the East to travel around and make a little sometimes.

By Mr. WILLIAMS:

Question. Do you not think there is a sense of official security and pride of profession, a sort of surveillance of military officers over one another, that would give much greater security of honesty and integrity among officers than among civilians who go out there and return in a little while?

Answer. The officers have to go there anyhow. Then the surveillance is much closer and the responsibility much greater, and punishment would follow much more closely. But after all it would depend very much on the system of accountability that was adopted. A good department commander should be placed in charge of all the Indians in his department, and be made responsible for a proper administration of affairs; and in doing that he should be allowed to select his own subagents and employes, not imposed upon him by somebody else, with another interest entirely—that of a contractor, perhaps. Then he should be held responsible for the results afterward, and be called upon to give a strict account of his stewardship. He should be required to indorse checks before they are paid. He should *visé* all the accounts passing through the hands of the clerks and civil officers at his headquarters before they are paid, and to *visé* all contracts before they go into force, and to make such checks upon the delivery of goods in the country as would insure a close inspection and rigid economy.

Question. Would not the system now used in fitting camps and garrisons by contract be a sufficient check?

Answer. No, sir; there might be greater danger under such a system than now. There would be more money in it. The system now does not place the control of this matter in the department commander at all. There are frequent abuses and occasional frauds which the department commander might prevent, but which they cannot. For instance, when I was in California a contractor in whom I had no confidence, and whom I had refused permission to go to any post at all in the department, received a contract in the State by political influence or some other means. Where the officer in charge of the quartermaster's department was not competent to attend to his duty on account of being dissipated, this contractor offered the soldier temporarily in charge as quartermaster's clerk a pretty heavy bonus if he would receipt for certain undelivered amounts of wood, grain, and hay, and supplies. The commander of the post came back after the delivery of these goods, ascertained what had been going on, and confined the soldier, who confessed and showed a promissory note or something of the sort. In the mean time the contractor had had his checks signed for the payment of the money for the delivery of these supplies. The soldier had made an over-receipt on every article I mentioned to the extent of I do not remember how many hundred or thousand dollars' worth in the course of two or three weeks, while the officer who had made this delivery was entirely unconscious of the fact. When the post commander discovered these facts he telegraphed down that this man had been engaged in defrauding the Government. The division commander, to whom the matter had been turned over, then sent immediately over to the subtreasurer to see if the accounts had been paid. Fortunately they had not been paid, and he then requested the subtreasurer to stop payment. Now, if the department commander had had the supervision I speak of over this man's accounts, and had had to countersign those checks before they could have been paid, he could, by a system of checks with the post commander, have prevented this fraud. But as it is, the accounts are made out by the commissary or quartermaster who has money on deposit to his order. He alone controls the whole matter. He sends his accounts directly to Washington, and the supervision of the post and department commanders is, to a certain extent, ignored. I would recommend that that supervision be exercised in case the Indian Bureau is transferred.

This was a good while ago, when I was in that department. I mention this instance that occurred as being a case in point that would cover similar cases in the Indian Bureau if there was temptation, as there probably would be, on account of the Indians' inability to make complaint and understanding how they could be cheated.

WASHINGTON, D. C., February 17, 1876.

Continuation of statement of Maj. Gen. E. O. C. ORD.

By Mr. THORNBURGH:

Question. Give us, if you please, your opinion as to the propriety of abolishing the lieutenancies, regimental quartermasters, commissaries, and adjutants, as extra lieutenants, and whether a sufficient number of officers would remain in the line to be detailed to fill their places.

Answer. I do not think a sufficient number of officers of the line would be available, with proper regard to the interests of the service, and under present circumstances. Quite a number of companies have but one or two officers for duty, and in some instances companies of cavalry have to be commanded by officers of other companies. In regard to these special reductions, my opinion is that the present system has stood the test of experience under very trying circumstances, and has been proved to be a good one; and I should feel very reluctant, if the matter were entirely in my control, to cut away at any one branch, especially if I wished to preserve it fit for use in case of great emergencies. But if it is absolutely necessary to make a reduction, I think it could be made without injury to the service, by authorizing a system of boards of examiners to hold sessions in the districts and departments for the line, and at Washington for the staff, to examine such officers as might be reported or considered unfit to perform their duties; and when this unfitness was caused by the officer himself, muster him out. I think, by that means, the service could be reduced fully 10 per cent. of officers, of grades from colonel down.

Question. But leaving the law as it is, the vacancies would be filled again.

Answer. If one-tenth of the officers were examined, out of a regiment, in this manner, you could then consolidate one company out and let the remaining officers perform the duties for the remaining nine companies. That could be done in almost every regiment and department with very little trouble; in the staff departments they have no companies. If you reduce the regiments by one or two companies, the remainder, being larger, could better carry on the duties than now. The companies would have their complement of both officers and enlisted men. It would bring back a great many officers to their commands, who are now absent for various reasons, and we would have a more efficient service after a reduction than now.

By Mr. WILLIAMS:

Question. Under the old system they (the staff) were taken from the line?

Answer. Yes, sir.

Question. The consolidation of the ordnance and the artillery would be very natural?

Answer. Yes; and in some armies the artillery is consolidated with the engineers also. In the Navy the line performs all those staff duties by selection. We have a system of selection commencing at West Point.

By Mr. THORNBURGH:

Question. Please give us your opinion upon the question of the reduction of the pay of first and second lieutenants, as to its propriety, expediency, and justice.

Answer. The reduction would bear specially hard upon the officers who are married and have large families. They married because the pay was sufficient to support a family as they supposed. If you reduce their pay and not their families, it would bear pretty roughly upon them. Their demands would, of course, be just as heavy as before; but they would have to make a shift to get along. Where the officers are not married it would not bear so heavily.

Question. Taking into consideration the character of the men, their education, their fitness for any business in life, is the pay now too much?

Answer. I do not think it is. They have to perform at our military posts very important and responsible staff as well as line duties, such as disbursements, &c. The acting quartermasters do not give bonds at posts where they are temporarily assigned to duty; their responsibilities being heavy, they certainly ought to be compensated sufficiently to secure honesty and competence.

By Mr. WILLIAMS:

Question. They have certain kinds of hospitality, entertainments, and an expensive dress?

Answer. The expenses of a lieutenant, in the style of life he is compelled to lead at our western posts, are but little less than those of captains, if they have families as large. Since I have been absent from my department there has been a demand for an officer to act as the depot quartermaster, who is probably the most responsible officer of his rank in the department. This quartermaster has been away for some time, so the chief quartermaster has asked me to detail a certain lieutenant of the line, as being one of the most competent. This lieutenant has just been performing such duties for nine or ten companies in the field all summer. It involves heavy responsibilities, as I said, and certainly his pay should be in proportion.

By Mr. THORNBURGH:

Question. What do you think about abolishing the chaplains, or reducing their pay?

Answer. If we could get good chaplains they would be useful; as far as my experience goes there is not more than one in ten who is really useful.

Question. Do you think the pay of \$1,200 would be sufficient for chaplains?

Answer. Good ones should be paid well. The present pay I think is none too much for such. In connection with this matter of chaplains I think the system of examinations for promotion, which is pursued in the Navy, could be pursued in the Army with the same good

effects. There is no reason why an officer in the Navy should be examined as to his competence and fitness for entry into service and for promotion, and no such examinations required in this branch of the Army.

By the CHAIRMAN:

Question. Would you recommend any reduction of the force of the Army?

Answer. I would not recommend any reduction of the rank and file. We have only small companies now. I am very much pushed for troops with which to perform the duties of my department now, and some of them have to be sent from the north to the south; they are kept moving at heavy expense to meet calls at various points. Excluding white troops from certain regiments and requiring black ones only, bears very heavily against the officers of colored regiments, especially as they have been serving continuously for ten years in the same department, on a remote and rather arid frontier. It is very difficult to keep their regiments filled. Some companies are reduced to only a few men for duty. The Adjutant-General reported to me that recruiting for the colored regiments went on very slowly, and we get, as a rule, only the lowest class of colored men. Colored men are local in their attachments and like to stay at home, and don't settle, when discharged from the Army, in the country to which they are sent in the West, like white soldiers, but hurry back home as soon as they can. There being more or less prejudice against them, on the Mexican frontier especially, it places them in a very awkward position, and it is advisable, as soon as possible, to change the wording of the law, so that any colored man enlisted could be assigned to any regiment and company. The arduous duties, now imposed upon officers in charge of them, could be divided. It is very difficult for officers serving in colored regiments to get a transfer to others. There are no other officers who will exchange with them.

By Mr. THORNBURGH:

Q. Do you think it practicable to consolidate any of the staff corps of the Army, the Quartermaster, Commissary, and Pay Departments, for instance?

Answer. It would be practicable. In time of peace we might get along, for the same officer frequently does both quartermaster and commissary duties now, but if we keep the Army upon the basis of having it ready for war, and the staff to serve the purpose of a large Army of from one to two hundred thousand troops, I think the present system is as good a one as we could have. I know no better. It has stood the test of experience very well.

Question. Would it not require, even to a consolidated corps, nearly as many officers as it does now?

Answer. I do not know that it would. Sometimes two or three officers are stationed at one place, each making purchases of a specific character; but you might consolidate these purchases in the hands of one officer, with one system of clerks and employes, and it might answer the purpose. As I say, however, in time of war or on sudden emergencies it is better to have the division of labor as it now exists. At least, I should think so.

By the CHAIRMAN:

Question. What is your opinion as to getting along in the service without laundresses?

Answer. We cannot get along conveniently without them; that is, we could get along, but it would be a great deprivation. They are not only useful, but I think they tend to make the men more cheerful, honest, and comfortable. At our frontier posts they have little family-firesides where, in the laundresses' quarters, the men can visit socially. Their influence is very civilizing. I would recommend in some cases to double their present number, especially with the colored troops, who are domestic in their attachments and miss the society of their women. Laundresses receive no pay from the Government, but receive one ration each and transportation. If you did not give them transportation they would manage to smuggle themselves along any how, and find places for their pots, kettles, wash-tubs, &c. They are honest, married women, and their husbands apt to be our best soldiers. What are you going to do with their wives? Some of our best non-commissioned officers are also married to laundresses, and the discharge of the laundresses would necessitate the discharge from service of all their husbands, whom we could not easily replace.

In this matter of reduction there is one important principle which, I think, is apt to be overlooked. It is that in the line, the service on the frontier is of such a character as to debar the officer who performs his duty from engaging in any business that will enable him to make or save money; that they are often exposed to tempting offers to resign, which a feeling of security in the permanency of his position, as long as he performs his duty, makes him refuse. If he has to expect to be turned out of service on the first demand for greater economy, one consequence will be less care for the interests of the Government and more for his own; and in time of war or public danger, a general commanding in the field, whose train and staff should be always ready on a moment's notice, would not like to feel that it was possible his quartermaster or other staff officer had his teams away on some private venture when a sudden call for them might come.

I can instance the good effect of this feeling of security I refer to. During the early days of gold-placers in California, from 1846 to 1850, I was serving there, and when it was known that in a day a man could dig out his \$50 or \$75, there was a rush for the mines.

Captains and crews deserted their ships in the bay and left them at anchor; the bench of the judge, the bar, the plow, anvil, and counting-house were deserted. I was offered \$500 the month to drive team; \$1,200 the month to go into a counting-house; and other officers had similar offers: but we felt secure as long as we performed our duties and stood by the Government; so that officers of the Army, a few soldiers, the old men, the women and children, were about all that remained in the garrisoned towus. The officers of the Army were then carrying on the civil government and organizing the State government to take charge and relieve us.

Letter from Brig. Gen. C. C. Augur.

HEADQUARTERS DEPARTMENT OF THE GULF,
New Orleans, La., February 16, 1876.

SIR: On my return to this city, after an absence of some days, I found your letter of the 24th ultimo, propounding certain interrogatories in relation to a proposed reduction of the Army, and of the pay of its officers, and upon which I am desired to express an opinion.

I must premise what I have to say upon the subject by stating that, in my opinion, the views of individual officers upon the general organization of the Army should be received with great caution. No officer, however long he may have served, knows the necessities and workings of the Army, except from his own particular stand-point, which is necessarily limited to the narrow range of his own experience and observation. Within this range his views may be eminently sound; but still, if adopted generally, as all changes must be, they might work a grave injury in a quarter beyond his vision, and in a matter of which he was totally ignorant. The only exceptions to this are the cases of the General and the Lieutenant-General of the Army. They are supposed to know, and I believe they do, the condition of the Army in all its bearings, and are competent to advise generally as to its requirements.

While I am in entire sympathy with the efforts made to reduce the expenses of the Government, and cannot doubt the purity of the motives of those who extend them yearly in the direction of the Army, I am quite sure that it has a most discouraging and disheartening effect upon officers, and necessarily impairs the efficiency of the service. I have served in the Army for nearly thirty-three years, mostly on the frontier, and have filled every grade in it from a brevet second lieutenant to my present rank of brigadier-general. Since January, 1867, I have been continuously in the Indian country until less than a year ago, when I was transferred to this department, and I am thoroughly familiar with the manner of life of troops on the frontier. I know all about the hardships and the privations they are subjected to; the thousand expenses attending frequent removals, and of which no one outside knows anything; the scrupulous avoidance of debt, and the struggles and devices to escape it, and, worse than all—more wearing and trying—is the *annual apprehension*, inevitable as fate, which comes upon all, that the meager provisions they have barely been able to make for the comfort of their families and the education of their children may all be broken up by a reduction of their pay; or else, by some reduction of the Army, they be thrown altogether out of service. The Army in our country must always be small, but I think it should be of the very best; (good Lord deliver us from the perils and dangers of a cheap army;) and the advantages attending its service should be such as to induce our brightest young men to engage therein. For it is to be the repository of the military customs and traditions of the country; it is to preserve and extend the military science, every day improving; and is to be the great fountain from which our volunteers are to draw the skill, knowledge, and *morale* which soon converts them into great and formidable armies.

I proceed now to answer your interrogatories:

1. None in my opinion, except perhaps a partial reduction of forage in cases of officers not in the field.
2. None in strength, and none in expense, that I am aware of.
3. I am not sufficiently familiar with the general necessities of the service in connection with these corps to give my opinion much value.
4. The pay of the Army, as at present established, is barely sufficient to enable officers to live; and it is, in my opinion, unwise to reduce that of any grade. Promotion is so slow in our service, that frequently the expenses of families fall upon officers in the lowest grades.
5. In my opinion it is not advisable to dispense with them. The saving effected would be their rations, fuel, quarters, and occasional transportation.
6. The forage-ration as established is the result of over fifty years' experience. It can be, and frequently is, reduced by department commanders to meet emergencies, and during seasons of no operations. The forage allowance should not be fixed low. I think it well arranged as it is.
7. The question of keeping up forts is one for the Government to determine. Having determined which ones are necessary, they should, in my opinion, be garrisoned continually by troops and kept in repair by them.

8. Practicable, undoubtedly, but, in my opinion, not advisable; experience has shown that our staff organization is efficient for field-service on the largest scale. It should be preserved, but reduced, or extended to meet the requirements of service.

9. I know nothing of the Pension Bureau or the probable effect of its transfer. The Indian Bureau could be transferred, in my opinion, with great benefit to the Indians and to the public service.

10. Not absolutely. A judge-advocate-general is necessary to preserve uniformity in decisions and proceedings.

11. In my opinion, yes.

12. Not materially, until our complicated and elaborate system of accountability, with its myriads of duplicated and triplicated papers and accounts, is simplified. The General-in-Chief and the War Department can correct any abuses found to exist.

13. I am not aware of any that cannot be reached and regulated by the General-in-Chief and the Secretary of War.

I observe in conclusion that the comparison frequently made between the pay of officers and those of the civil service is hardly a fair one. Officers are subject to very many expenses unknown to civil life, and the losses attending their frequent changes of station, transportation for their families and furniture and incidentals, frequently plunge them in debt, from which they are years in extricating themselves. Everything, too, on the frontier, where most of the troops are on duty, from a shoe-string to a coat, is from 30 to 50 per cent. dearer than at the East.

I am, sir, very respectfully, your obedient servant,

C. C. AUGUR,
Brigadier-General.

Hon. H. B. BANNING,
Chairman Military Committee, House of Representatives, Washington, D. C.

Letter from Brig. Gen. George Crook.

HEADQUARTERS DEPARTMENT OF THE PLATTE,
Omaha, Neb., February 8, 1876.

DEAR SIR: Replying to your communication of the 24th ultimo, in which you submit interrogations in regard to Army affairs, I have the honor to say that many of the questions propounded are upon points with which I am not familiar, as all of my service, except during the late war, has been upon the frontier, and not in situations enabling me to answer them intelligently. I shall therefore confine my views to points coming within my personal knowledge as based upon connection with troops serving on the frontier.

1. "What reduction, if any, can be made in pay and allowances of the officers of the Army, without detriment to the efficiency of the service?"

Officers are placed in positions where they are not only expected, but obliged, to do a great deal of entertaining; and when traveling, they frequently have to keep up two establishments, and although the law provides for re-imbursing an officer when traveling under orders, it is well known that such re-imbusement does not cover the expense incurred. I cite one case of hardship which is apparent: of officers who are ordered to change stations. They break up, sell their furniture and housekeeping utensils at, generally, a dead loss, and, going to their new stations, purchase complete outfits, commencing over again, to do the same thing within a year, two, or three at the most. In my opinion, they can barely live upon the pay and allowances as now established by law.

2. "What reduction in strength or expense can be made in either arm of the military service, cavalry, artillery, or infantry?"

There are frequently times when the services of some of the troops might be temporarily dispensed with; but sudden emergencies are likely to arise when the services, not only of those we have, but of more than we have, are required. At present I am unable to meet all the demands made upon me for troops to protect settlements on the frontier.

3. "What reductions can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, or either of them?"

I am unable to state what reduction, if any, can be made in either of these Departments.

4. "Would a reduction of pay to \$1,300 to second lieutenants mounted, and \$1,200 to second lieutenants not mounted, be excessive?"

Many of the second lieutenants of the Army held high rank in the volunteers, and others have, within a few years, been promoted from the ranks. They have large families, and such reduction would be a great hardship. Applying it to young men more recently appointed from the Military Academy and civil life, I think it would operate to force out many of the more able ones. Such a reduction would be decidedly disadvantageous to the service.

5. "Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby?"

This is a mooted question. If any expense were saved it would be insignificant. It is doubtful if dispensing with them would be economical.

6. "If the forage-ration should be reduced two pound each on hay and grain, would it not still be sufficient for public animals?"

Decidedly not. There are many times when the forage-ration is insufficient; and when it is more than is needed, it is within the province of the commanding officers to reduce or wholly dispense with it, as is frequently done when grass is good and little work performed.

7. "What is your opinion regarding appropriations necessary for forts or other fortifications, of which you have knowledge?"

I have no knowledge of forts or fortifications on the frontier.

8. "Would it not be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps?"

I think it would.

9. "What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?"

I think it would be economical to the Government and promote efficiency.

10. "Might not the Bureau of Military Justice be dispensed with without injury to the service?"

Having had little experience with this corps, I am not qualified to speak intelligently on this point.

11. "Might not the office of military storekeeper be abolished without detriment to the service?"

My impression is that this office expires with the present incumbents in the Ordnance Department. The same might be done with those in the Quartermaster's and Medical Departments.

12. "Could not the expenses of military division headquarters and departmental headquarters be materially reduced without detriment to the service?"

Speaking for this department, I have to say that reductions are being made as fast as possible, and every effort to bring them within the lowest possible limit, existing laws and orders being ample on this point.

13. "What reforms or reductions in expenses, if any, in Army matters would you recommend?"

So far as my observation goes, reforms and reductions of expenses are being made as rapidly as possible. I have no others to recommend than those now in progress.

I have the honor to be, very respectfully, your obedient servant,

GEORGE CROOK,

Brigadier-General, Commanding the Department of the Platte.

The Hon. the CHAIRMAN OF THE COMMITTEE ON MILITARY AFFAIRS,
House of Representatives, Washington, D. C.

Letter from General C. Crover.

OMAHA, NEBR., February 21, 1876.

SIR: To the circular letter of your committee, dated January 24, 1876, I have the honor to reply as follows:

1. I do not think much reduction can be made in the pay and allowances of the officers of the Army, without detriment to the efficiency of the service. I think the House bill, No. 1806, (now before the House,) so far as it affects my grade and those below it, is a very fair one, if, as I understand it, it does not cut off the 10 per cent. increase for each five years' service up to 40 per cent. If it cuts off that increase, I think it reduces the pay too much.

2. I do not think any reduction can be made, without detriment, in the strength of the cavalry or infantry. But the expense of maintaining those arms of the service can, I think, be very considerably reduced, as indicated in answer to question 13.

4. I do not think a reduction of pay to \$1,300, to second lieutenants mounted, and \$1,200 to second lieutenants not mounted, would be excessive.

5. I do not think it would be detrimental to the service to dispense with laundresses; but, on the contrary, beneficial to dispense with them, as they are now allowed; or, at least, to limit their number to one per company or regimental band. It would be impossible to estimate the amount of saving thereby, as it varies so with circumstances.

There are at present many military posts so remote that it is, as a rule, impossible to get women servants there at wages which an officer can pay; at such posts the washing for officers' families is done by laundresses. There they are a necessity. But I would limit them to such places, and permit commanding officers to give the present allowances for laundresses to women, not to exceed one to each company and regimental band at the post. No Government transportation to be allowed them to or from posts.

6. The forage-ration might be reduced two pounds each on hay and grain when the public

animals are not worked, but not when they are constantly used. I think it should be left as it is, and care enjoined in taking up surplus when it accrues.

8. I do not think it would be advisable to consolidate the Quartermaster's, Commissary's, and Pay Departments in one.

9. I think the Indian Bureau should be transferred to the War Department, both as a matter of economy and of efficiency.

10. I think the Bureau of Military Justice could be dispensed with, without injury to the service.

11. I think the office of military storekeeper in the Quartermaster's Department can be abolished without detriment to the service. The duties of that office are naturally a part of the quartermasters.

13. I think the offices of regimental and post chaplains can be abolished without detriment to the service. The most important duty of those officers, that of teaching post-schools, can be quite as well, and I believe is, generally, done by enlisted men or others.

In my opinion, the appropriations for the Army could be greatly reduced, the efficiency of the service increased, and the Indians better cared for, if the Indian Bureau was turned over to the War Department, where it naturally belongs, and the number of military posts greatly reduced, and the posts and the Indian reservations were drawn in nearer to railroad and steamboat transportation. I believe this to be practicable in every department.

The cost of transportation of Army supplies, as posts are now located, is enormous. The frequent changes of the location of Indian reservations and the consequent necessity of building new military posts, has been a great expense to the Government in the last few years. A small post costs more and requires more supplies in proportion to its size than a large one.

The matter of supplying the Army with stores, as it is now done, is a very expensive one, and unnecessarily so. If the recommendations of the board of officers which was convened here last summer to report upon that subject were carried into effect, it would save to the Government a good many thousand dollars a year.

Very respectfully, your obedient servant,

C. GROVER,
Colonel First Cavalry.

Hon. H. B. BANNING,
Chairman Military Committee, House of Representatives.

Letter from General I. N. Palmer.

FORT SANDERS, WYO., *February 8, 1876.*

SIR: I have the honor to acknowledge the receipt of your circular letter of the 24th ultimo, propounding certain questions in relation to increasing the efficiency of our military service.

To some of the questions I feel that it would be presumptuous in me to offer an opinion. Upon other interrogatories, however, I have opinions, which are formed after thirty years of service in the line of the Army, and after being, as I think I have been, a tolerably close observer. I will give them plainly, and perhaps a little bluntly, [for which I hope you will excuse me.

1. With regard to any reduction that might be made in the pay and allowances of officers, I will say, that from the first time that I drew a month's pay in the Army, I have thought that the scale of pay was not judiciously arranged in this: that the junior officers were paid too much and the older officers too little; that there was not sufficient difference in the pay of the different grades. There is no reason why a second lieutenant, who has just entered the service, should receive enough pay to enable him to get married and set up an establishment. The pay of this class of officers is so liberal that a great many of them join their companies for the first time with their wives, and they consider it a hardship if they cannot immediately have a captain's allowance of quarters. If they do not marry immediately, they soon get into the way of very extravagant living if they do not fall into gross and excessive vices. In any portion of our country at this time, if the younger officers would practice the most ordinary economy, and mess together, the mess-bill should not exceed \$30 per month. All of the commissary supplies are furnished at exceedingly moderate rates, and there is no reason why the total expenses of a second lieutenant should ever exceed \$75 per month, even in these times. And a second lieutenant should be prohibited from marrying, at least until he had been five years in service; and if he did thus marry, he should be considered as having handed in his resignation.

Second lieutenants should not be promoted in the line of the Army until they could pass an examination, in which their professional advancement, their general usefulness, and their moral characters had been thoroughly investigated, and so likewise with the first lieutenants; and if such examinations were extended to the captains, it would be still better. An officer failing to pass a satisfactory examination, should lose his promotion; and if he fails again

at the next examination, which he should have one year after the first one, he should be dropped from the Army entirely. Were we to adopt this system, a young gentleman would not remain long as second lieutenant, and when he rises one grade, his pay should be largely increased, and so on for each higher grade. We would weed out the idle and dissipated fellows, and we would have a class of men which we could afford to pay well. There would be a great incentive to officers to rise, for each grade would give a large increase to their salaries. Generally, I can only say, that in regard to the first interrogatory, I think the second lieutenants of the line of the Army receive more than is sufficient for a respectable support.

The captains and first lieutenants I consider as well paid, while the field officers of the regiments, who are generally men who have been in service from twenty to forty years, receive barely sufficient to support their families, provided they remain constantly on duty on the frontier, and do not indulge in the luxury of leaves of absence, which would bring them down to half-pay.

With regard to the second interrogatory, I will state that the combined strength of the three arms of the line of the Army is very small for the enormous territory we have and for the work we are called upon to perform.

As to the reductions which might be made in the staff corps of the Army, I would not like to give an opinion except as to one branch, and that is the so-called "Bureau of Military Justice." Our staff corps, with the exception of this "bureau," is composed of a class of educated and scientific gentlemen of whom we feel justly proud. It has occurred to me at times that the staff of the Army was rather large for the fighting-force we keep up; but it must be remembered that our Engineer Department has charge of an enormous amount of civil constructions, explorations, and scientific duties which are not really military duties, but which are of very great benefit to the country.

Then it has occurred to me that there might be no particular use for a Pay Department. Why could not the officers be paid by the quartermaster and the enlisted men by the captains of companies? The soldiers, if they were paid once a month, or what would be still better, once a week, the scenes of riot and drunkenness on the pay-day, which now comes once in two months, would not occur. On the other hand, we can point with pride to the enormous amounts disbursed by our paymasters without the loss to the Government of a dollar. Perhaps, if the money for the payment of officers and enlisted men were intrusted to the officers I have mentioned, the disbursements would be made with equal integrity. It is a matter of great doubt with me whether it would not therefore be for the best interest of the service to consolidate the Quartermaster's, Commissary, and Pay Departments.

But for the so-called "Bureau of Military Justice," I think there is but one opinion outside of that "bureau." Even were the members of it profound lawyers and gentlemen, there would be no use for it, as the judges-advocate selected for the military trials from the officers of the Army, as a general rule, do the duty better than do those who are appointed to a military grade from the ranks of the legal profession. It is even justice that we wish at a military trial, and the tricks and subterfuges resorted to by small lawyers who wish to display their legal lore are entirely out of place in the trials of either officers or enlisted men.

My opinion is, and I give it here for the reason that I have been requested to do so, that from the memorable trial of that poor woman, Mrs. Surratt, down to the present time, those connected with the so-called "Bureau of Military Justice" have presented a sorry spectacle, and that they have brought discredit upon the Army and the country; and I do not believe there are any officers outside of the said Bureau that will not agree that it should be abolished. At the same time, I think that all will agree that there should be one judge-advocate of the Army, with the rank of colonel, who should be stationed at Washington, who should be a profound lawyer, and who should be the law-adviser of the Secretary of War in the review of all military trials. For years it has been a struggle to keep up this Bureau; and the officers connected with it, in their desire to keep their places, which are sinecures, seek only to convict every person who may be tried, (unless they have some particular interest to the contrary,) and thus show how much their department has done. Or else they may make use of their technicalities and their "Tomb-lawyer" tricks to screen a man who is generally believed guilty. The melancholy spectacle has been presented to me of seeing one of the Bureau madly intent on convicting a poor fellow who had incurred the displeasure of a friend of the Judge-Advocate. In a few days thereafter the same Judge-Advocate was exercising all his low cunning to screen a miserable fellow who had the sympathy of another friend. No, sir; those who desire to see justice administered in the Army will all agree that the old system of choosing the judges-advocate from the officers of the Army was the best. Nowadays an officer will wait for months to hear the result of a trial, and a soldier will remain for the same time in a guard-house awaiting the leisure of some one of these law-officers to review his case.

On the subject of laundresses, I wish to give it as my opinion that there are only two classes of persons so useless as these. These two classes are the judges-advocate and the post-chaplains. By the present ruling, the authorized number of laundresses in the whole Army is something like 1,800; rather in excess of this, I think; for allowing four to each company in service we would have about 1,740, and then in the different bands (and I have seen eight in one band) there would be enough to bring the number up to 1,800; and I

have not the least doubt that we are providing for that number to-day at a cost of not less than \$250,000 per annum, although Inspector-General Marcy does not make the number or the cost so great.

Now, one laundress to a company and one to each band is all that should ever be allowed, (except, perhaps, to the engineer companies, the ordnance detachment, the West Point detachment, and the band at West Point,) and it would be still better if they could be dispensed with altogether, for they are a useless expense to the Government and a most intolerable nuisance when troops are obliged to move. The careful captain, who wishes to keep his company always effective, abhors the sight of a laundress in his company; and, moreover, he will not have one if he can avoid it.

One laundress to each company and one to each band in the service would reduce the number to less than 500, and a saving of at least \$200,000 per annum would be made, besides increasing vastly the efficiency of the companies and saving the wear and tear on the minds of captains and post-commanders; for the "old-soldier" laundress is a terror to the camp, wherever she finds herself.

With regard to the question of forage for public animals, I beg to state that it is only when horses and mules are worked regularly and well worked, they require the full ration of grain and hay. I have made a practice of reducing the grain to 10 pounds as soon as the horses have recovered their flesh after the summer campaign. Work-animals require the full allowance, in my opinion; mules in the corral should not be fed more than 8 pounds of grain and 12 pounds of hay per diem.

With regard to the transferring of the Indian and Pension Bureaus to the War Department, I will give it as my opinion that the pensioners of the Army could be paid by the disbursing officers of the Army without any great increase of the expense; and, if the money appropriated for the Indians were placed in the hands of Army officers, it would all be disbursed fairly and honestly; but then what would become of the noble army of Indian agents who think it very hard if they cannot make a fortune in a very few years on a salary of \$1,500 per annum?

With regard to the military storekeepers, I will simply state that I have never yet seen any one who could tell me what might be the necessity for that class of commissioned officers. At any post where there is a quartermaster, the military storekeeper appears to be of no earthly use, and he is always stationed where there is also a quartermaster.

The twelfth interrogatory asks my opinion concerning the expenses of a division and department headquarters. I can only say that it has often occurred to me that there might be no necessity for the having of so many buildings and for the keeping up such an army of clerks and retainers around these headquarters; but I would not presume to call in question the propriety of these matters, for the reason that, as a general thing, the commanding officers of divisions and departments are men of known integrity, and I presume they practice all the economy possible.

I cannot leave this subject, however, without bringing to your attention what almost every intelligent officer considers the greatest incubus in the Army—that is, the post-chaplains. A more useless and worthless set of drones and idlers were never fastened upon any body of men. The men who have been appointed to these positions are generally characterless men, who are no example to either the officers or men, and they bring the Christian religion into contempt wherever they go. These are hard words to say, but when I say that the Army chaplain is a by-word and a reproach to the Army, I merely state what nearly every intelligent officer knows to be a fact. There are a few honorable exceptions. But unless we can procure refined and cultivated gentlemen to administer to the religious wants of a man, we had better have none at all.

I beg leave to call your attention to a little matter in the hope that you will consider it carefully and try to furnish us a little relief.

Section 1265 of the Revised Statutes of the United States prescribes that any officer absent on leave for more than thirty days shall receive only half-pay. This was made law at the time when we had an immense Army in the field, and it was found necessary to adopt some plan to keep officers who were inclined to shirk their duties with their commands, and I do not think it fair or just to keep such a law in force now. I will take my own case for example. I have devoted my whole life to the service. I find myself with a family of children to educate. I cannot have them with me, and I am obliged to separate myself entirely from my family, when I am at a station like the one I now command, and it is probable that I will never have a much better one; it will cost me at least \$100 to go to my family at the East and as much to return, and about half of my thirty days' leave would be spent in traveling to and fro; at the expiration of thirty days, should I desire to stay a little longer, my pay is reduced one-half. This makes it simply impossible for me to take any leave at all, for it takes my whole pay to furnish a respectable support to my family. We do not care how rigid the rules are drawn concerning the *granting* of leaves of absence; but is it fair to officers, who have grown old in the service, to deprive them of one-half their pay if they remain on leave more than thirty days? A portion of my regiment is stationed in Montana, and it will take an officer at least two weeks to get from there to New York. Thus the whole of his thirty days would be occupied in traveling. This makes it impossible for officers there to take leaves, and some of them have remained at their post for nearly eight years, without ever feeling able to get away from it.

I do not see how any injury to the service could arise by the repeal of that portion of the section to which I have referred; and you will do the old officers of the Army a great kindness if will advocate such repeal.

I feel certain that you and all the honorable gentlemen of the Military Committee wish to obtain all the information possible to guide you in legislating on Army matters, and if I offer suggestions as to the pay of the Army and as to the best means of getting rid of the laundress question, I know that suggestions will only go for the opinion of one officer, but I hope you will not consider it impertinent in me to offer them.

At present the yearly pay of all the officers of a cavalry regiment is as follows :

1 colonel	\$3,500 00
1 lieutenant-colonel	3,000 00
3 majors, each \$2,500.....	7,500 00
12 captains, each \$2,000.....	24,000 00
12 first lieutenants, each \$1,600.....	19,200 00
2 first lieutenants, (adjutant and regimental quartermaster,) each \$1,800.....	3,600 00
12 second lieutenants, each \$1,500	18,000 00
Total	78,800 00

Now, in time of war, I consider that the three majors are necessary in a regiment of cavalry of twelve companies, and so, also, are the two extra lieutenants, who are the adjutant and the regimental quartermaster. But in time of peace, I think that at least one of the majors could be dispensed with. The honorable Secretary of War has recommended that the number of first lieutenants in each regiment be reduced by two, and that lieutenants be selected from the companies to perform the duties of adjutant and quartermaster.

I think the recommendation was a wise one, for in addition to reducing the expenses, I think that more of the lieutenants would be able to have an opportunity to learn the duties of these staff offices. This would obtain, particularly if the regimental staff officers were changed every two years, as they should be.

Leaving out the one major and the extra lieutenants, who could be soon absorbed, and then regulating a pay-table, as I will suggest, there would be considerable saving without interfering at all with the efficiency of a regiment, viz :

Taking the cavalry regiment as before, we would have—

1 colonel	\$3,500 00
1 lieutenant-colonel	3,000 00
2 majors, \$2,500 each.....	5,000 00
12 captains, \$2,000 each.....	24,000 00
12 first lieutenants, \$1,600 each.....	19,200 00
12 second lieutenants, \$1,200 each.....	14,400 00
Total	69,100 00

a saving of \$9,700 in each regiment of cavalry, or \$97,000 in that arm of the service.

Section 1267 prescribes that in no case shall the pay of a colonel exceed \$4,500, or the pay of a lieutenant-colonel exceed \$4,000.

Now, would it not be fair and just to permit officers of these grades, who are serving with their regiments, to draw the 10 per centum additional for every five years' service provided they should never draw more than 40 per cent. of such additional pay? I do not think that the colonels and lieutenant-colonels who are serving in cities, and who are drawing at least \$1,500 per annum for commutation for quarters and fuel, could expect anything more liberal than they now have. But it appears to me to be fair that the officers, who do not draw any allowances for quarters and fuel, should be permitted to draw the per centum up to 40 per cent. and no more. This would make a slight increase in the pay of the officers of those two grades, and they are generally men who have spent their whole lives, and who will require their pay but few years more.

As to the question of the laundresses, it is my opinion that the law, if we try to get rid of them by legislation, should be sweeping. It will not do to temporize in the matter.

Again apologizing for suggesting, I am of the opinion that the law in the case should read thus: "On and after the 1st day of July, 1876, no more than two laundresses shall be allowed in any company of artillery, cavalry, or infantry, or to any regimental band, or any detachment of troops: *Provided*, That the companies of engineers, the detachment of ordnance, the detachment at West Point, the West Point band, and the permanent parties at the recruiting-depots at Governor's Island and Saint Louis shall be entitled to the number of laundresses now allowed by law in these organizations: *And provided further*, That on and after the 1st day of July, 1877, only one laundress shall be allowed in any company of artillery, cavalry, or infantry, or in any regimental band: *And provided further*, That any enlisted married man who had authority for enlisting as such, may, if he so elect, be honorably discharged at once; and that, if he be at any post or garrison, living with his lawful wife, he shall receive transportation for himself and wife to the place of his enlistment: *And provided*

further, That each ordnance-sergeant and each commissary-sergeant shall receive one ration in addition to the ration he now receives."

I think the engineer companies, the ordnance detachments, the West Point detachment, the West Point band, and the permanent companies at our two recruiting-depots, all being permanent and not liable to orders to duty in the field, could retain the laundresses as now authorized without detriment to the service.

Our commissary-sergeants and our ordnance-sergeants are generally married men with families, and they are selected on account of being old and reliable soldiers. For this reason I think they might with propriety receive an additional ration. The ordnance-sergeant at this post has a wife and seven children, and the commissary-sergeant has also a large family. They each draw but one ration, and the monthly pay for each of these old men will scarcely purchase shoes for their children; and I presume there are many similar cases in the Army.

I have written these replies rather hurriedly, as I presume you would wish to receive them at the earliest possible moment.

In my remarks concerning the Bureau of Military Justice I do not wish to be understood as considering all of the judges-advocate of the same class. Some of them I believe to be honorable gentlemen; but it is my opinion that they are all a most useless expense to the Government.

I am, sir, very respectfully, your obedient servant,

I. N. PALMER,

Colonel Second Cavalry, Brevet Brigadier-General, &c.

Hon. H. B. BANNING,

Chairman Committee on Military Affairs, Washington, D. C.

NOTE.—An example concerning laundresses:

Fort Sanders has a garrison of three companies and one band. There are sixteen authorized laundresses at the fort, each one occupying quarters, drawing a ration, and each one using a lieutenant's allowance of wood or coal, at least.

About the 15th of March, when the cavalry will take the field for the next seven or eight months, there will be left at the post *one* company, but the number of laundresses will continue the same at the post, as the women will not go into the field.

At least *ten* of these laundresses are of no possible use to the service generally. If the troops at the post were required to change their station, the transportation required by the laundresses and their families would equal the transportation required by the men and the *matériel* of a full company. While there are honorable exceptions, laundresses generally are intent on one thing, *i. e.*, making money for themselves. They will neither work for the officers or families or for the men at reasonable rates. While occupying quarters, drawing rations, and being cared for at a military post, the laundress will charge one dollar and a half per dozen for her washing, and even then she prefers to make leather pies to stuff the men with at the next pay-day.

My long experience as a company officer proved to me conclusively that *one* good, industrious woman could do all the washing for a company; and those women always prefer to have all the washing for the company. At a half a dollar per month from each man for washing the flannel shirts, drawers, and stockings, the laundress makes herself comfortable.

I. N. P.

Letter from General J. J. Reynolds.

HEADQUARTERS THIRD CAVALRY,

Fort D. A. Russell, Wyo., February 12, 1876.

SIR: I have the honor to submit herewith replies to most of the questions proposed in your circular letter of January 24.

Very respectfully, your obedient servant,

J. J. REYNOLDS,

Colonel Third Cavalry, Commanding.

Hon. H. B. BANNING,

Chairman Military Committee, House of Representatives.

1. Officers on service which detaches them from duty with their regular organizations as set forth in the Army Register, shall not receive any increase of pay or allowances by virtue of such detachment.

2. Dispense with saddler-sergeant in cavalry regiments.

4. Would recommend no reduction in pay of these grades.

5. Laundresses should be dispensed with *gradually* by discontinuing all allowance to them as the present terms of enlistment of their husbands expire. Discontinue all unmarried laundresses at once.

6. I would not recommend this change, though at times the proposed allowance would be enough. The system of accountability, however, prevents heavy loss on temporary surplus.

8. Yes; I think it practicable.

9. I would recommend the transfers.

10. Would not dispense with this bureau.

11. Yes.

12.

13. Discontinue the *exchange* of whole regiments of troops from one part of the country to another. The permanent part of a regiment consists of the officers and a small proportion of non-commissioned officers and enlisted men. In *exchanging* regiments, therefore, move only the permanent part, say the officers and an average of *three selected re-enlisted* non-commissioned officers. When good men re-enlist, transport them, as far as practicable, to whatever regiment they may choose. This will give them change of climate and cost no more than to transport recruits from depot.

To show the economy of this suggestion, let the Quartermaster's Department lay before the committee the expense of exchanging the Second and Fourth Artillery between the Atlantic and Pacific coasts; the Third and Fifth Cavalry, and the Eighth and Twenty-Third Infantry, between the departments of the Platte and Arizona.

The details can be arranged by regulations.

J. J. REYNOLDS,
Colonel Third Cavalry.

Letter from Col. R. S. Mackenzie.

HEADQUARTERS FOURTH CAVALRY,
Fort Sill, I. T., February 26, 1876.

SIR: I have the honor to express to you my regret that an absence from my post of a month has delayed my answers to the questions proposed to me by the honorable committee of which you are chairman, under date of January 24, and which have been only received by me on my return to this place a few days ago.

1. In answer to question 1, I have to say that the scale of pay of enlisted men, as now adjusted by law, is an admirable arrangement and should in no way be altered. It is not, in my opinion, advisable that any reduction in the pay and allowances of any grade of officers be made; but should such be determined on, that which is contemplated in the fourth interrogatory would be the least injurious to the Army. The most injudicious plan which could be adopted would be the reduction of the pay of the General, Lieutenant-General, and major-generals, which, I judge from discussions which I have seen in the papers, may have been contemplated. The aggregate of the sums thus saved would be insignificant, and it would be generally regarded by the Army, and by very many sensible people outside of the Army, as a direct attack on a very few officers of very great distinction. I myself believe that it would be less injurious to the Army, less unpopular among the best people in the United States, and far more judicious on the part of Congress to reduce the pay of every officer from the grade of brigadier-general down than to touch that of the five eminent men who stand at the head of our service. Such reduction would be a very grave departure from the custom of other nations, which, while careful in the payment of the lower grades in their armies, surround with honors and material rewards their very successful soldiers; and the reason for this is no fanciful one; it is, that the many who compose an army may be incited to their best exertions by the hope that they, too, may some day be among the fortunate few.

It is probable few Americans occupy a more enviable position than the five senior officers of the Army; but certainly their pay cannot be considered very exorbitant, when compared with that of the leaders of other great professions, or of the successful men in any great commercial undertaking. As a matter of government it would be, in my opinion, a very great mistake, for how can any one among us, the mass, fail to be borne down by the idea that the House of Representatives dislikes our Army, if they do not wish to treat with every honor our leading men? What officer in the service of the United States will not feel hurt, or who can in the future hope by any service, however splendid, to gain and to hold the kindly feeling of his nation, if it be not accorded by the representatives of the present generation of Americans to Sherman, to Sheridan, and to Hancock?

2. The present strength of the line of the Army is not sufficient for the needs of this country. The United States is now and will be for many years in a position where it may at almost any moment become involved in one of two foreign wars, either with Spain or with Mexico, not for any purpose of extending her territory, but for the protection of her own people. We certainly have a country broad enough, and the addition of a terribly ignorant, excitable population would be, with our form of Government, a very grave injury.

With reference to the prospect of a war with Spain, I have not the least special knowledge; but of the probability of a war with Mexico, from long service in the State of Texas, I am able to express an opinion. For many years, both by Indians and Mexicans, a very exten-

sive system of horse and cattlè stealing has been carried on; the thieves, gathering herds in Texas, driving them across the Rio Grande, and finding a ready market; it has been no small matter of a few cattle, but herd after herd, numbering hundreds of head, have been stolen and crossed near the same points to the Mexican side of the river. This was done with very little concealment, and frequently the local and State authorities were involved in these offenses.

This state of affairs was in existence nearly nine years ago, when I first was stationed on the Mexican frontier, and, varying at times in gravity, has continued ever since. When the regiment to which I belong left Texas about a year ago, the Texas side of the river opposite the State of Coahuila, in Mexico, was comparatively quiet, for the reason that the Mexican authorities had then recently taken tolerably vigorous action with cattle-thieves. Now, there is no doubt that the general government of Mexico is utterly opposed to this plundering; there is quite as little that many of the State and local authorities are deeply involved. We cannot put up with this forever, and have now, perhaps, borne more than it was right we should, but undoubtedly induced to forbear by what I believe has been the honest intentions of the general government of Mexico, coupled with our knowledge of the weakness of its power on its remote borders. The only way in which it seems possible to check this robbery and to prevent a war into which, for several years, it has seemed that the two nations were drifting, is by the hearty co-operation of the two governments and the presence of considerable bodies of troops on both sides of the river, vigorously acting to the same end. The effort which would accomplish this must start in earnest in Washington and the city of Mexico. Certainly, not less than two regiments of cavalry and two of infantry for our side of the river, and a much larger number of Mexican troops on the other, are needed, with thorough co-operation, to secure quiet, and for years after an apparent settlement.

Should troops be withdrawn, the same condition of affairs would very soon again arise. This calls, in this particular section, for the proper employment permanently of four regiments; and I doubt much the ability of the higher authorities to furnish them at the present time. Nothing substantial can be accomplished without the real co-operation of the Mexican authorities, and it is a very great question, giving them the credit for the desire, if they have the power. The only ultimate alternative will be found in war with that country, and it will now, in my belief, require a much larger army to march to the city of Mexico than that which followed General Scott, and another war with that country will probably lead in its end to a very considerable augmentation of the strength of our Army. It is my desire to speak plainly and be understood. I believe a war with Mexico would be a misfortune, if it can be honorably avoided, but it is my belief that unless a very different state of affairs can be brought about than that which now exists, we will be forced to war before many years, and that though it is now possible, provided the Mexican government can and will act vigorously, to prevent it, that without such earnest, vigorous action on the part of that government, it is beyond the power of any officer of our Army to close the present troubles.

With reference to Indian affairs as connected with the decrease of the Army, there is still in the dealings with many tribes a manifest necessity for troops. East of the Rocky Mountains, some of the tribes which still need, and for many years will need, troops in their vicinity, that there be quiet, are, 1st, the Sioux, with the Northern Cheyennes and Arapahoes; 2d, the tribes of New Mexico; 3d, the bands of the Southern plains—Arapahoes and Cheyennes, Kiowas and Comanches; 4th, Indians, Kickapoes, Lepans, and Mescalero Apaches living in Mexico, but whose depredations are committed in Texas; but this subject elsewhere in this paper has been more fully considered. Of the first two subdivisions I have no special knowledge, but believe that the necessity of troops in dealing with those tribes is very manifest, and, at any rate, it will be the duty of other officers to speak who have the fullest information. Of the affairs of the Indians of the Southern plains I have, however, knowledge, having at various times been engaged on frontier work in Texas, made necessary by their lawlessness during past years, and having, for the most of the past year, commanded the troops stationed at the two principal Southern agencies.

Not quite a year ago, the troubles with these tribes, which, to the best of my belief, had existed, in some form or other, without cessation, since the admission of Texas as a State, were for the time ended by a good deal of very hard work, though not much fighting, which was performed, under the orders of the Lieutenant-General, by troops from the Department of the Missouri, commanded by General Pope, and by troops from the Department of Texas, at that time commanded by General Angur. These tribes, now for the time at peace, number about as follows: The Cheyennes and Arapahoes, between three and four thousand; the Comanches, sixteen hundred and ninety; the Kiowas, ten hundred and seventy; the Apaches, four hundred; the affiliated bands, Wichitas, &c., fifteen hundred. Ever since they returned to their agencies, these Indians have seemed inclined, with rare exceptions, to behave very well; and, as far as I can see, there is just now no particular cause to apprehend, if they can get enough to eat, any general war with these bands, provided, too, that they have kept before their eyes troops in sufficiently large bodies to have manifest power. The gist is this: These people—not because of their being of any particular race, but that they are savages—recognize no authority but manifest power; power dormant will do, provided they fully understand that the will to use it exists, if the necessity should come.

There are six companies of cavalry at Fort Sill, where is the agency for the Kiowas and

Comanches; two of cavalry and two of infantry at the Cheyenne and Arapahoe agency, some seventy miles distant, of which the most that could be taken from the garrisons in case of any trouble would be, from Sill, four companies of cavalry, about two hundred men, and the Cheyenne agency, two companies, about one hundred men; and that, with two more companies which will be here—in all, ten companies—something about four hundred men would be the force, which, by stripping the posts, could be at once available. It is not, certainly, too much, in the case of an emergency. Indeed, in my judgment, at a time when the Indians are peaceable, there should be stationed at the two posts of Fort Sill and the station near the Cheyenne agency not less than one regiment of cavalry and one regiment of infantry, provided their services can be spared from other duties. There is, also, in this connection, need for considerable garrisons on the frontiers of Kansas and Texas, to be at once on hand to prevent raids. There is a small band of Apaches, with a very few Comanches, who have never been into their agencies since my arrival, and who were, when I last heard of them, in the southern part of the Staked Plains. They were hunted all last summer, and made very uncomfortable, by troops from the Department of Texas, and, probably, will eventually give themselves up, either here or at the Apache agency at Fort Stanton, if they do not go to Mexico. It must be considered, too, that if these Indians were not controlled by troops, very soon other bands—the Osages and others—would, probably, commence committing very serious depredations, and I feel very sure that the Kiowas and Comanches would commence to behave very badly in a short time after troops were withdrawn. It must be borne in mind, too, that what I say of the necessity of the use of troops in connection with Indian affairs applies to only a small division of the field east of the Rocky Mountains, and of their need with reference to foreign affairs, to our existing and possible complications with only one neighboring nation.

3. I believe that there should be no reduction in the Corps of Engineers or of Ordnance. They are both composed of excellent officers. The Corps of Engineers, it is true, is now in a great measure employed on works which have no direct bearing on the Army, but which are principally important to the commerce of the country. If the United States proposes prosecuting these internal improvements, I do not believe that if they were removed from the Corps of Engineers they would fall in anything like as good hands; and I believe that this body, though their officers are brought but little in contact with the line of the Army, is one in which we have very just cause for pride. The Ordnance Department, though its officers are also thrown very little with the line, seems, of late years, to use considerable exertions to act in its place for the best interests of the line. Of the consolidation of the artillery and ordnance, I have no very special opinion. It would, probably, be a benefit to the artillery, and not good for either the cavalry or infantry, also armed by the ordnance.

The Medical Department should be increased. There are now a large number of civilians employed as acting assistant surgeons. This corps should be sufficiently enlarged to be competent to furnish within itself all the educated medical service required by the Army. With reference to any foreign army, the proportion of our Medical Corps to the troops would, from the nature of our service, be very large, for, while other nations usually keep their troops in large bodies, rarely having less than a regiment together, from the small strength of the line of our Army, the great extent of our frontier, and unsettled territory, together with the varied duties of our troops, we are obliged to scatter squads of men to make what we have go as far as we can, and with every such detachment it is evident that there should be a skillful medical officer. The Medical Corps, through its officers, comes more directly in contact with officers of the line of the Army than any other of the staff corps. They are generally an excellent body, and I believe are much respected by every one.

For Subsistence, Quartermaster, and Pay Departments, see answer to question 8. For Bureau of Military Justice, see answer to question 10.

I do not believe that either the Adjutant-General's or the Inspector-General's Departments should be decreased. I believe that they should be consolidated, and that there should be a careful revision and alteration of the laws regulating and governing these departments. They are the most important organization in the Army for the maintenance of its discipline, its efficiency, and its integrity; they are at the present time, I believe, composed of a very excellent body of gentlemen; but I do not believe that they are at all in sympathy with the line of the Army, or that the officers of the Adjutant-General's Department have, from observation, that knowledge of the duties and of the needs of the Army which is desirable; that its consolidation with the Inspector-General's Department would be a step to that end; that it would be better were no positions made permanent in the joined department, at least in the lower grades, and that, in the higher, transfers for very considerable periods of time to service with troops would be a benefit. It is my belief that no officer should be appointed to the department without the strong recommendation of his department commander and every higher military authority.

4. Answered with the first question.

5. If it is determined to do away with laundresses, the gradual plan recommended by the Inspector-General of the Army should be adopted, to avoid great hardships and injustice. In garrison, the laundresses are an advantage; on the march, they are in the way. However, some very good soldiers of long service and now unfit to commence a new life, ought certainly to be re-enlisted, and their wives continued as laundresses.

6. I do not believe that the forage-ration should be decreased.

7. I do not know anything of the present condition of our fortifications, or of their needs. I have a general belief that if we were to have a foreign war, it would be found that there was much work to be done.

8. I believe that it would be practicable to consolidate the Quartermaster's, Subsistence, and Pay Departments, and to largely decrease the total number of officers, to improve their administration, and to lessen expenses, both in *personnel*, and more yet by improved administration.

9. Should the Government propose to conduct its Indian affairs without reference to political party, its transfer to the War Department would be very advantageous to the Indians, and no particular disadvantage to the Army. If the question of party politics is to be kept in view in its management, with which the affairs of Indians have no rational connection, its transfer will be a very great disadvantage to the Army, and of no special benefit to anybody else.

As a sensible matter of government, this transfer is an apparent necessity. The dual system, as applied to the tribes which need the continual presence of troops, is probably as great an absurdity as has ever been conceived; while the affairs of the tribes which are uncivilized can just as readily be administered by the War Department, and, indeed, there are certain advantages which, from having an established system of supply, are enjoyed by the War Department, and which have with difficulty to be duplicated by the Interior Department. To explain what I mean: It is necessary to purchase flour for the use of troops; it is just about as easy to purchase a much larger amount and include the Indian supply. To purchase for the Army, the War Department is obliged to keep in the large markets officers selected for that very purpose, and the Indian supplies may as well be procured by them.

This, of course, applies to all tribes who receive anything whatever from the Government, peaceable or hostile, and is entirely independent of any question of the employment of the force needed to sustain authority.

The wilder tribes, to the government of which allusion has been made in a former part of this paper, and with whom the presence of troops is so thoroughly understood that the mere mention of the fact is considered necessary, can only rationally be ruled by the War Department. The troops must be near their agencies; they must be a visible power. Now, it appears to be the desire of the best people of the United States that these Indians should be kindly, though resolutely, governed, and for that purpose the very best capacity which the Government can employ should be used.

The success of an officer from the day he enters the line of the Army till the day he ceases to belong thereto, is mainly a question of the kindly government of other men, and would seem the very best preparation for the firm, kindly control of these bands. It is a question, too, of integrity of administration, and to an officer's success a strong suspicion of a dishonest act (though it may not be proved, or drive him at once from the service) is fatal. Taking one instance where I am well informed: serving east of New Mexico, and under the orders of the same department commander as the regiment to which I belong, are the Fifth Regiment of Cavalry and the Fifth and Nineteenth Infantry; the colonels of these regiments are, Emory, Miles, and Smith. Colonel Emory is an officer of very long service, of great experience and very high standing, while Miles and Smith both belong to the class of fine volunteer soldiers who, at the end of the war, were rising very high in military distinction, simply by their merit, to the same high class to which belonged Governor Hartranft of Pennsylvania, Governor Chamberlain of Maine, Generals Potter and Barlow of New York. Now, it is perfectly easy, should this matter be transferred to the War Department, and the government of these bands be left, as of course it would, to General Pope, for him to select any one of these three officers to take immediate control of these people, and I deem it little likely that any Secretary of the Interior would find it easy to procure for such a position any man of so much experience and so much natural and proved fitness. Such men undoubtedly exist, but they would not take the places. Indeed, to my mind there is, as regards the transfer, no question whatever; but as to its good or bad effects on the Army I am not so sure. If it is resolutely determined that there is to be no interference of party politics in the affairs of the Indians, and that Congress proposes to appropriate ample means for their support, I cannot see that it would result badly, though imposing additional work. The supply system of the Interior Department in this section of the country at certain times has been very poor, and their arrangements for transportation defective. Quite frequently the agents have not had on hand stores which they needed; but they tell me that the appropriations of Congress have not sometimes been sufficiently liberal. Now, it would be a very great misfortune for the Army to have this Bureau transferred, and then not have sufficient funds granted to feed people whom we must compel to stay where they cannot support themselves in their old fashion, and who have not yet learned, and will not for several years learn, a new manner of life. Again, should it be decided to expend all the needed money, but to introduce the party question into its management by the Army, it would be very unpleasant. If we are going to have to employ school-teachers or clerks, or have officers detailed at various agencies on account of their being republicans or democrats, I do not believe the transfer will do the Indians any particular good, and it will be very bad for us.

I do not know anything about the Pension Bureau, but I think, from its nature, it might be transferred with advantage.

10. I believe that the Bureau of Military Justice might be dispensed with, without injury to the service, but the officers should be justly provided for.

11. I believe that the office of military store-keeper might be abolished without injury. The officers should be retired or absorbed in the Quartermaster's Department.

12. I do not know anything about the expenses of the various division and department headquarters, and have not the least idea of that of any one of them.

13. It appears to me that the expense of the Army might be reduced and its efficiency increased by the consolidation of the Commissary, Quartermaster's, and Pay Departments, or of, certainly, the Commissary and Quartermaster's Departments; that there are not a very large number of officers needed; that there should be only enough retained to manage the business of the Army at Washington, at the various division and department headquarters, and to act as purchasing agents in the principal markets; that there should be a proper provision made for all worthy officers rendered surplus, and that there should be a similar plan to that adopted with the line of the Army in 1870, viz, by the appointment of a board of two or three general officers with a couple of officers of high rank belonging to the corps affected, to decide the case of any man whose services it was thought had not entitled him to great consideration.

The pay of the officers of this department should be very high, and none but men of great capacity allowed to remain therein. It should be high for this reason, that they would have charge of immense purchases and disbursements, and should be men very much above the average in business capacity as well as of strict integrity. Now, no government can get first-class work unless it is willing to pay for it in some form or other, and particularly in this case in administrative matters. There is no particular necessity for quartermasters and commissaries having very high military rank, except that they have it, like it, and it cannot be taken away, and without this they could not probably, as matters exist, have very high pay, and the class of men needed could not be got to come to the corps or to stay in it. All the minor matters of this department could be carried on as is now the business of the Quartermaster's and Commissary Departments at most military posts, by lieutenants selected from the line.

I believe that the Adjutant-General's and Inspector-General's Departments should be united, probably with about the same number of officers as at present exists, and that the efficiency of the Army would thereby be increased, in this, that the Adjutant-General's Department, the branch of correspondence and orders, would be enabled to gain a far better idea, from the personal observation now belonging to the Inspector-General's Department, of the necessities of the troops for whose guidance its orders and instructions are framed.

I think, too, that with great advantage, officers might, for purely military reasons, be transferred at times from the single corps thus formed to the line of the Army, and from the line of the Army to such a staff corps; that there is a lack of interest in the necessities and the wishes of the line of the Army in the Adjutant-General's Department at the present time, and to that Department we look as our highest staff corps; and that a very intimate knowledge which can only be obtained by personal and not remote service with troops, would be very beneficial in every way. The gist is this: I regard the principal staff office at Washington, as conducted in an oppressive manner, calculated to dishearten the line for whose benefit the various special corps exist.

Any frequent transfers, or any transfers on political grounds, or personal other than for merit, would, however, be of the very greatest injury. Indeed there is much to be said on both sides of the question, though I do not regard the present relations of the Adjutant-General's Office at Washington with the line as being very satisfactory.

The best possible guide for legislation on both points, which are very delicate, would be the opinion of the senior officers of the Army—of Generals Sherman, Sheridan, Hancock, Schofield, McDowell, and other general officers.

There is also a recommendation which I wish to add, that the retired-list be increased. There are quite a large class of officers certainly in the cavalry growing too old for the hard service of the junior grades which they occupy, and at the same time worthy of consideration, and others, who, from various causes, are unfit for active service; as it is, there is not room for them on the retired-list.

To my statement on the subject of Indian affairs I wish to add, in explanation, that the character of the supplies issued recently has been generally good, so far as I am informed; that I have seen nothing since I have been here to lead me to think that the agents at either this, the Wichita, or the Cheyenne agencies, were to blame when supplies were not on hand, but that the fault was of bad administration and laid with some superior; whom, I do not know.

I have the honor to be, sir, very respectfully, your obedient servant,
 RANALD S. MACKENZIE,
Colonel Fourth United States Cavalry.

Hon. H. B. BANNING,
*Chairman Committee on Military Affairs,
 House of Representatives, Washington, D. C.*

Letter from Col. James Oakes.

CAMP LOWELL, ARIZ., March 8, 1876.

SIR: Your circular-note of January 24, requesting an expression of my opinion in regard to certain questions touching the Army, was received a few days since, and I have the honor to submit the following hurried reply:

1. I do not think any reduction of pay and allowances of the officers of the Army could be made without detriment to the efficiency of the service. The pay, while it is liberal, is not more than ample to enable officers, especially those of the line, who are constantly being changed and moved from one station to another, frequently to remote parts, where the necessities of life, to say nothing of comforts and luxuries, are difficult to be had at any price, to support and maintain themselves and families in a manner commensurate with their official and social positions. It is not an uncommon thing, after the death of an officer, for his brother officers to contribute and raise funds to enable the family of the deceased to reach their old home and friends.

2. I cannot recommend any reduction in strength in either arm of the military service—cavalry, artillery, or infantry. The cavalry is, from the nature of the duty required of it, the great extent of frontier-line to be protected, and the necessity of mounted troops throughout almost all if not every Territory, kept constantly occupied in a hard and, many times, thankless duty. With the artillery and infantry I am not so familiar, but believe they are profitably employed, and, with their present organization, reduced to about the lowest possible limit. A further reduction, either in number or strength of regiments, would, I think, be unadvisable. Could the present system of having a great number of small posts, scattered all over the country, be dispensed with, and the several regiments be more consolidated, say at one or two, or, at most, three stations, I believe the efficiency of the service would be greatly increased, the expense would be much reduced, and the settlements be as well if not better protected.

3. I think the staff of the Army, both in rank and numbers, large and out of proportion to the strength of the line. This high rank gives them large pay for services performed, and more or less unfit them for some of the minor duties pertaining to our small Army. What reduction can be made in the different departments I am not prepared to say, but think, with the exception of the Medical Department, they could be gradually reduced by not filling vacancies when they occur, and, in this manner, do no injustice to present incumbents who are faithful, efficient, and deserving of their country. The officers of the Corps of Engineers, many of them, I believe, are employed on duties not pertaining strictly to the Army, and it would seem but just that the salaries and expenses incident to the duties of those thus employed should not come from the appropriation for the Army, but from that for the work on which they are employed, such as light-house duty, improvement of lakes, harbors, rivers, &c. The Medical Department is necessarily large, and must continue so by reason of the large number of small posts distributed all over the country.

4. I think a reduction of pay to \$1,300 to second lieutenants mounted and \$1,200 to second lieutenants not mounted would be excessive. It would work hard on a class of officers many of whom, having families to support and having served faithfully through the war, gave up their business pursuits and adopted the profession of arms, as they believed, for life. Officers in this grade held commissions during the war from colonel down to second lieutenant, many are advanced in years for the rank they hold, and nearly all are on active duty with their companies at distant and remote posts. Promotion, too, in this grade is not as rapid as is generally supposed, many of them serving nine years and longer before gaining the grade of first lieutenant.

5. I think it would not be detrimental to the service to dispense with laundresses. A man might be detailed, or, probably, better, enlisted for that duty, who, with an ordinary washing-machine, could do the washing for the company at less cost to the Government. What the actual saving would be I am not prepared to say, but the items in saving of rations, quarters, fuel, transportation, and the incumbrance when moving would be considerable.

6. I think the forage-ration for public animals should not be reduced. It is false economy to underfeed animals constantly worked or held in readiness for hard work. I am informed freighters in this Territory feed their animals more grain than is allowed our public animals when doing the same kind of work, and this they would not do if it were not to their interest. There are times, doubtless, when public animals may not require their full allowance of forage; as, for instance, when the stock is in good condition, but little or no work required, and good grazing available. But it would be difficult to fix a general rule applicable in all cases when the allowance of forage should be reduced. It should be left to the judgment and discretion of the officer in command. On the other hand, there are times when sound economy would dictate the increase of the ration of grain, as at times and places when the roads are heavy and sandy and long distances between water, making the work necessarily severe and trying.

7. In regard to appropriations necessary for forts and fortifications, I am unable to give an opinion, having served almost entirely on the frontier, with mounted troops and infantry, at places where fortifications were not required, or, if so, only temporary ones. With the

great improvement in fire-arms and artillery of all kinds, estimates for permanent works should be carefully scrutinized before appropriations are made.

8. I think it would be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps. As stated under third heading, I think we have too much staff for the size of the Army, too many and too much rank to administer for the line and fighting portion of the Army. As it is now, the duties of quartermaster and commissary at the various posts are almost invariably performed by lieutenants of the line, and can continue to be so performed, and it is the exception to find an officer of either of these departments on duty at frontier posts serving with and subject to the orders of the line officer in command. In my opinion, the interests of the staff and line have become too distinct; they should be one and the same, and all under control of the General of the Army.

9. I think the Indian and Pension Bureaus, especially the former, might with great propriety be transferred to the War Department, and the entire control and management of the Indians be conducted through Army officers, at much less expense to the Government. I think the transfer would prove equally beneficial to the Indians. In the event of a reduction of the Army, the transfer would give employment to the surplus officers until vacancies occur, and thus avoid the necessity of mustering out and turning adrift officers who have served their country honestly and faithfully, and who on entering the service gave up all business prospects in civil life.

10. I think the Bureau of Military Justice might be dispensed with without injury to the service; that it might be gradually done away with by not filling vacancies as they occur or by assigning the officers to other duties and positions in the Army.

11. I think the office of military storekeeper might be abolished without detriment to the service, and their duties be performed by the officers of the departments to which they pertain; that their grades might cease to exist as soon as the same become vacant by death, resignation, or otherwise, of the present incumbents.

12. I don't know that the expenses of military division headquarters and departmental headquarters could be materially reduced without detriment to the service, except by placing these headquarters, when practicable, at military posts within their commands, thereby saving the hire of large buildings for offices, rendered necessary by the large and numerous staff, clerks, &c. Hire of quarters would also be saved. This rule might be applied to all staff-officers when practicable.

13. In regard to reforms or reductions in expenses, if any, in Army matters, reference is respectfully made to remarks under previous headings. In addition, I would recommend the conversion of the Ninth and Tenth Regiments of Cavalry and the Twenty-fourth and Twenty-fifth Regiments of Infantry into white regiments, believing that white troops are more efficient than colored. This could be done gradually, and not lose the services of the colored men already enlisted. I would recommend the establishment of a cavalry and infantry school, to be located at some central point in the West, to be commanded by a general or other high officer. If located at a central point on some of the lines of communication, the troops thus employed would always be available for any emergency that might arise. The artillery school works well, and I believe a school for the cavalry and infantry would be productive of like good results, and the additional expense, if any, arising from its establishment would, in my opinion, be more than compensated for by the increased efficiency of these two arms of the service.

Very respectfully, your obedient servant,

JAMES OAKES,
Colonel Sixth Cavalry.

To Hon. H. B. BANNING, M. C.,
Chairman Committee Military Affairs, Washington, D. C.

Letter from Col. S. D. Sturgis.

HEADQUARTERS SAINT LOUIS BARRACKS,
February 6, 1876.

SIR: I have the honor to acknowledge the receipt of your circular letter of the 24th January, and to say that bodily indisposition has prevented my earlier response.

I would respectfully submit the following answers to the questions contained in your letter, and in the order in which they occur:

1. I do not think a reduction can be made in the present pay and allowances of officers of the Army without serious detriment to the service.

2. No reduction in the strength of the cavalry or infantry arms can, in my opinion, be made in the present condition of our frontier; but I am well satisfied that the expense of maintaining them might be greatly reduced and their efficiency largely increased at the same time by abandoning the system of small posts and concentrating the troops at fewer and larger posts. Touching the artillery, I am not prepared to speak.

3. Except in the Engineers, Ordnance, and Medical Departments, I believe the chief alone to be necessary—all the other officers of those departments could be taken from the line of the Army by "detail" and the duties be as well performed. As to the Medical Department, it is altogether too large for times of peace. As surgeons, there is little for them to do, (except in war,) and as physicians their places could be better and more economically filled by contract with citizen physicians from time to time as the wants of the service might require.

4. Yes, it would be excessive. It requires the utmost exercise of economy on the part of these officers to make ends meet as their pay now stands, particularly where they have families.

5. Yes; laundresses are of great service to troops on a distant frontier, especially in various ways, and I believe their services could not be dispensed with without great detriment to the service. They are no expense to the Government beyond their rations.

6. Officers commanding posts are authorized to reduce the ration of forage when in their judgment it can safely be done; this I think all that is necessary, as the ration is not too large for animals that work hard.

7. No opinion.

8. Yes; not only practicable, but advisable.

9. I think the Indian Department would be better and much more honestly administered if turned over to the Army, and therefore I should advise its transfer. In regard to the Pension Bureau, I am not prepared to give an opinion.

10. Yes.

11. Yes.

12. I have no hesitation in saying I think they could. These headquarters could just as well be located at military posts as they were (as a general thing) before the war. There is scarcely a headquarters of department which is not at this time located in a city near a military post having ample quarters for all the officers connected with it, and it is a mere matter of figures to show the large saving that would accrue to the Government by having the public quarters thus occupied.

13. I do not feel prepared to answer this question at present.

I have the honor to be, sir, very respectfully, your obedient servant,

S. D. STURGIS,

Colonel Seventh Cavalry, Brevet Major-General.

Hon. H. B. BANNING,

Chairman Military Committee,

House of Representatives, Washington, D. C.

Letter from Col. Edward Hatch.

HEADQUARTERS NINTH UNITED STATES CAVALRY,
Santa Fé, N. M., March 8, 1876.

SIR: I have the honor to acknowledge receipt of your communication requesting expression of opinion relative to changes in the Army, and in answer to interrogations as follows:

Question. What reduction, if any, can be made in pay and allowances of the officers of the Army without detriment to the efficiency of the service?

Answer. None; as long as transportation of servants and families must be paid by the officer in changing station, added to living at remote stations where subsistence is expensive, no reduction can be made without working great hardship to the officer.

Question. What reduction in strength or expense can be made in either arm of the military service—cavalry, artillery, or infantry?

Answer. No reduction can be made in cavalry, artillery, or infantry; on the contrary, cavalry should be so organized, each company could be increased to two hundred men; infantry, two hundred and fifty men; artillery, two hundred men to a company, with an additional lieutenant to a company, whenever the emergency arose to require an army. By an arrangement of this nature an army of 120,000 men could be furnished immediately, thoroughly supplied, and ready for the field, no great expense attending its creation, and for active operations in the field superior to the ordinary volunteer regimental organization of double the number.

Question. What reductions can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, or either of them?

Answer. The Corps of Engineers might remain as they are. They have very little connection with the Army, as they are charged with all improvements of rivers and harbors. The appropriations for this corps, creation and repair of defenses, should have no attachment to

the Army appropriation, should be distinctly allotted to the corps, and the purpose for which it is used.

The Ordnance Corps is larger than necessary; no necessity of ordnance storekeepers. There are too many small arsenals; all except principal arsenals should be disposed of. They but entail great expense.

The Subsistence Department has a full supply of officers, greater than necessary for the present Army. The reduction that could be spared is too slight to be taken into consideration.

Medical Department is too small. This is quite evident from the number of contract surgeons in the Army. It should be largely increased, with an increase of pay.

Pay Department can be greatly reduced, if quartermasters at posts were instructed to pay troops. Under the present system of payment it is not too large.

Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice are all inexpensive. If it is policy to abandon them, which it is not, the work they now do must be done by other officers.

Quartermaster's Department can be reduced.

Question. Would a reduction of pay to \$1,300 to second lieutenant, mounted, and \$1,200 to second lieutenant, not mounted, be excessive?

Answer. Yes; the pay is small enough now. A great proportion of second lieutenants are married.

Question. Would it be detrimental to the service to dispense with laundresses; and what amount would be saved thereby?

Answer. It would not be detrimental to the service to do without laundresses. Probably \$250,000 would be saved annually. It would result in great hardship to the old married soldiers in the Army.

Question. If the forage ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals?

Answer. No. Whenever the animals do not require the full forage, it is withheld by order. This district is now feeding but $\frac{3}{4}$ forage to all animals not in the field and worked hard.

Question. What is your opinion regarding appropriations necessary for forts, or other fortifications of which you have knowledge?

Answer. My opinion of appropriations for fortifications is that the money appropriated for this purpose better be turned over to the Ordnance Department to furnish heavy ordnance of the most approved pattern. Earth fortifications can be thrown up at any time when the emergency arises.

Question. Would it not be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps?

Answer. It would.

Question. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?

Answer. I have no doubt it would be great economy to transfer the Indian Bureau to the War Department; so far as the management of the Indian is concerned, and control of expenditures, the Government would gain largely. The Army would, however, gain nothing but additional labor, no credit, and much abuse. The Pension Bureau belongs properly to the Army administration.

Question. Might not the Bureau of Military Justice be dispensed with, without injury to the service?

Answer. No.

Question. Might not the office of military storekeeper be abolished without detriment to the service?

Answer. Yes; all their work can be performed by the Quartermaster's Department.

Question. Could not the expenses of military division headquarters and department headquarters be materially reduced without detriment to the service?

Answer. Cannot be reduced materially, as long as the present system of administering the Army, requiring an immense paper routine through many hands, continues; at present there are too many papers required, and of course much clerical labor, requiring good and commodious buildings at headquarters of division and department.

Question. What reforms or reduction in expenses, if any, in Army matters would you recommend?

Answer. I would recommend, in changing of stations of regiment, that the officers belonging to regiments change stations, that the men remain to be transferred from one regiment to the other; no expense attached to this transfer.

The officers constitute the regiment, not the enlisted men who enlist for five years. The changes are usually made to give officers their share of good and healthy stations, or to obtain commanding officers for certain localities; in this way at least two millions a year will be saved.

Soldiers who serve at all southern sea-coasts forts, and the Lower Rio Grande, should be colored men, and therefore should be enlisted as all men are. It is presumed the prejudice to color can have nothing to do with the question. When the Government arrive at the fact that this is a wise and economical measure, and that the colored recruit makes a superior artillerist and excellent garrison soldier it will enlist them for these places.

The papers appertaining to the Army can be greatly reduced, fewer forms, and less of them; at least one-half now used can be dispensed with.

If it's wise to look for an emergency requiring an army of two hundred thousand men, then it is wise to retain the Army as it is, or as it is now improved by the passage of the bill H. R., 2264 known in the Army as the Banning bill. This will furnish all the men required for the present, and provide all the staff and machinery for a large army.

For an army of twenty thousand men the regimental organizations should not exceed twenty regiments.

The entire staff department should be reduced to one-half the present strength.

Major and brigadier generals should not be in greater proportion than two to two thousand men; an army reduced to these proportions would incur an annual expenditure of twenty millions. If, however, there is any wisdom in being prepared for hostilities, it is false economy to reduce staff departments out of proportion, as they now are, to the enlisted portion of the Army.

Respectfully submitted.

Hon. H. B. BANNING,
Chairman Committee Military Affairs.

EDWARD HATCH,
Colonel Ninth Cavalry.

Letter from Col. B. H. Grierson.

FORT CONCHO, TEXAS,
February 12, 1876.

SIR: Yours of the 24th ultimo is received, and I have the honor to submit the following answers to your interrogatories:

1. It would not be judicious to make any general reduction in the pay and allowances of the officers of the Army.

2. The present strength of the cavalry, artillery, and infantry arms of the service is not too great, but a less number of regiments than now authorized by law, if filled to the maximum, would answer the same purpose, and be maintained at less expense.

3. The staff departments are too large for so small an Army, and they can be reduced without detriment to the service. The staff departments, except the Engineer Corps and Medical Department, should be filled by officers from the line of the Army, and no officer should be permitted to remain therein, or be transferred thereto, who has not had an experience of at least ten years' service on the frontier.

4. Taking into consideration the amount now paid captains and first lieutenants, the pay of second lieutenants would be in fairer proportion if reduced \$100 per year.

5. Company laundresses can be reduced to two to a company without detriment to the service.

6. A reduction of one pound each in hay and grain from the present forage ration can be made without injury to the public animals.

7. In regard to sea-coast forts and fortifications, I am not prepared to give a positive opinion. I think, however, that the number might be diminished, and a portion of the money which is expended yearly in keeping them in repair used to a better purpose. There are too many military posts on the frontier, and a number of them should be abandoned, sold, or otherwise disposed of, and the capacity of those to be retained increased.

8. The Quartermaster's, Subsistence, Ordnance, and Pay Departments should be consolidated into one corps or supply-department, and such consolidation would facilitate business and greatly reduce expenses.

9. The Pension Bureau might properly be transferred to the War Department, and also the supply branch of the Indian Bureau.

10. The Bureau of Military Justice might be dispensed with or consolidated with the Adjutant and Inspector General's Departments.

11. Yes.

12. Yes. The military divisions can be advantageously dispensed with, and the official business transacted at the headquarters of the Army and departments; for although they give large commands to deserving officers of high rank, they also serve to retard official business, require an accumulation of unnecessary records, and cause a needless expenditure of time, material, and money. The headquarters of divisions (if continued) and departments should be located at military posts, with a reduced number of staff officers. At present those establishments, many of them located in cities, are far too extensive, and needlessly expensive.

13. The allowance of horses to field-officers of cavalry should be increased to three. The General of the Army should command the Army at all times, and have control of the staff departments, and receive his orders only from the commander-in-chief or from the Secretary of War, by direction of the President. The duties of the Secretary of War should be re-

stricted to a general supervision of Army expenses and accountability for money and property, and such other Army matters as pertain to or are connected with the civil affairs of the Government. With the headquarters of the Army at Jefferson Barracks, Missouri, or Fort Leavenworth, Kansas, with the General of the Army in command and in control of the consolidated staff departments, with military divisions abolished, and the headquarters of departments located at military posts, an immense reduction in the expenses of the Government for Army purposes would be effected, and the result prove highly beneficial to the Army.

Very respectfully, your obedient servant,

B. H. GRIERSON,
Colonel Tenth Cavalry.

Hon. H. B. BANNING,
Chairman Military Committee, House of Representatives.

Letter from Col. I. Vogdes.

HEADQUARTERS FIRST ARTILLERY,
Fort Adams, R. I., February 11, 1876.

SIR: In reply to circular-letter from your committee of January 24, 1876, I have the honor to submit the following:

1. "What reduction, if any, can be made in pay and allowances of the officers of the Army, without detriment to the efficiency of the service?" The pay was after careful study fixed at its existing rates; many of the field-officers and captains of the line served in their present or lower grades during the last war. At that time the expense of living, as is well known, was very great; the pay was not adequate, even with the greatest economy, to support them and their families. The consequence was that most of them came out of the war considerably involved. It should be remembered that when an officer is ordered to the field, his allowances for quarters and fuel cease. Those officers having families have to hire quarters and buy fuel. This acts disadvantageously to the line of the Army and the Medical Corps, for upon them the active service principally falls. There is too much difference between the pay of general and field officers. If the percentage for services is discontinued, the pay of the field officers and captains should be increased; I would change the whole system of allowance for forage, allowing to general and staff officers and others in the field public horses, to enable them to be mounted to perform their duties, the animals to be foraged at the Government expense. During time of peace horses are not generally necessary to the proper discharge of duty. Forage should either be regarded as an allowance to enable the officer to purchase and support the necessary number of horses, or he should be furnished by the Government with horses and forage in kind. I think the last plan the least objectionable and least expensive, both to the Government and the officers that have to use horses in the field.

2. "What reduction in strength or expense can be made in either arm of the military service—cavalry, artillery, or infantry?" I deem the present number of enlisted men too small for efficiency. At present, the regimental quartermaster and adjutant are "extra" lieutenants. These might without detriment to the service be placed on the same footing as before the war; justice, however, would indicate that the officers holding these ranks should continue to do so until such time as vacancies occur.

3. "What reductions can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, or either of them?" Little or no reduction has taken place in these corps since the war, nearly all the reduction having fallen upon the line of the Army. The Medical Department is harder worked and less rewarded than any other of the staff corps. I deem it that, as a general rule, the number of field-officers in those corps is out of proportion to the strength. In the line the rule is generally one field-officer to ten captains or lieutenants. I see no reason for having general officers at the head of these corps, with, perhaps, exception in the Engineer's and Quartermaster's Departments. I recommend the repeal of so much of the act of March 3, 1853, giving promotion in the Engineer Corps after fourteen years' service in the grade of second lieutenants.

4. "Would a reduction of pay to \$1,300 to second lieutenants mounted, and \$1,200 to second lieutenants not mounted, be excessive?" I think not. Greater difference should exist between the grade of first and second lieutenants than at present.

5. "Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby?" No advantages. Cannot say how much would be saved.

6. "If the forage ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals?" Yes, at certain posts in time of peace. I would leave it discretionary with the General of the Army and commanders of departments.

7. "What is your opinion regarding appropriations necessary for forts or other fortifications, of which you have knowledge?" All the strategical points having reference to the Army and Navy, should be strongly fortified. We must have defenses for our principal sea-ports, not only to protect the place, but afford shelter to the military and marine. Boston, Newport, (on account of its harbor,) New York, Hampton Roads, Port Royal, Key West, Pensacola, and San Francisco, are the principal points requiring attention. No expense should be spared in fortifying New York. The capture of that place by an enemy would probably compel us to sign a disadvantageous peace; it would be a blow at the heart. Torpedoes and earth-works are good auxiliaries, but not sufficient in themselves. New York should be covered by works of the same class as the Russians have at Wlodin, near Warsaw, and the Austrians at Lintz, on the Danube. We can, it is true, assemble large numbers of men at any given point in a short period of time, but all wars demonstrate that numbers alone do not constitute strength; discipline, knowledge, and training are necessary to make an army. In all wars success always depends upon the superior training and actual resources of the combatants.

8. "Would it not be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps?" Yes, I think all the administrative departments should be united under one head with the rank of brigadier general.

9. "What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?" I can only say that these Bureaus once were under the management of the War Department, and, I believe, were satisfactorily administered. I think that at least honesty can be so secured.

10. "Might not the Bureau of Military Justice be dispensed with without injury to the service?" The number of officers may be in excess, but a knowledge of military law and a careful revision of the administration of military justice is indispensable to military discipline.

11. "Might not the office of military storekeeper be abolished without detriment to the service?" Yes.

12. "Could not the expenses of military division headquarters and departmental headquarters be materially reduced without detriment to the service?" I am not acquainted with the amount of expense incurred at these headquarters; therefore cannot give an independent opinion. A careful inspection might indicate points at which a greater economy might be exercised without impairing the efficiency of the departments.

13. "What reforms or reductions in expenses, if any, in Army matters, would you recommend?" This is a very difficult, intricate question. In general terms all expenses that do not add to the efficiency of the Army should be stricken off. Both rank and numbers in the several staff corps should be in a certain ratio to the size of the Army and the duties to be performed. I would not in time of peace promote above the rank of colonel, except in the proposed department of supplies and the Engineer Corps. I think it much better to let the peace administration and command of departments be given to colonels when there are not enough general officers to perform the duty. I would make no appointments to the grade of major and brigadier-general until the number is reduced to one major and two brigadier generals. Make only appropriations for fortifications, or at least large ones, for the points of strategic importance. We cannot protect all of our coast-line from depredations, but we can prevent our enemies inflicting any great national injury upon us. Aid-de-camps, except two to major and one to brigadier general, can be dispensed with. Build or hire quarters at the department headquarters, and for staff officers wherever their duties require them to be, placing them in this respect as nearly as possible on the same footing as officers of the line at military stations. Require at least an annual inspection by the colonels of the several regiments of all the companies, whether they be stationed with him or at different posts. The colonel is the natural and legal head of the regiment, as is the captain of the company. He takes more interest in it, and will perform the duty more effectually than staff officers. Should any reduction, either in the line or staff, take place, introduce into the body of the law a proviso that each chief of staff and colonel be required to report and certify on honor his opinion of each and all officers under his command, as to their knowledge, capacity, general habits and attention; if there are any not fit to retain their positions, they will thus be reached, and previous to discharging them they can be brought before a board of officers. It is not sufficient to do as was done in last reduction, require the colonel to report such as should in his opinion be discharged. Appointments in the staff corps should be made only after a competitive examination by a board of not less than three officers superior in rank to the officer, one of whom should be a member of the corps in which the appointment is made.

Very respectfully, your obedient servant,

I. VOGDES, *Colonel First Artillery,*

Hon. H. B. BANNING,
*Chairman Committee on Military Affairs,
House of Representatives, Washington, D. C.*

Letter from Col. George W. Getty.

FORT HAMILTON, NEW YORK HARBOR,
March 10, 1876.

SIR: I have the honor to submit the following answers in reply to the questions contained in your letter of January 24, 1876, viz:

1. What reduction, if any, can be made in pay and allowances of the officers of the Army without detriment to the efficiency of the service?

Answer. Officers of the Army are not paid in excess of their absolute wants. Officers are subjected to very heavy expenses in consequence of the frequent changes of stations; such changes involving in almost all cases a total sacrifice of furniture and effects.

2. What reductions in strength or expense can be made in either arm of the military service—cavalry, artillery, or infantry?

Answer. I do not think the strength of the Army should be reduced. If considered necessary, however, I should think it could be done with least disturbance to the military organizations by dispensing with, say, two companies to each regiment of cavalry, artillery, and infantry. The officers of those companies could be placed on duty with their respective regiments and assigned to vacancies, as they occur, in the arm of the service to which they belong.

3. What reductions can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant General's Department, Inspector General's Department, Bureau of Military Justice, or either of them?

Answer. With few exceptions, I have no knowledge of how the officers of the staff departments are employed, and therefore cannot say what reductions, if any, can be made.

4. Would a reduction in pay to \$1,300 to second lieutenants mounted, and \$1,200 to second lieutenants not mounted, be excessive?

Answer. In the large majority of cases, I think it would be excessive.

5. Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby?

Answer. I do not think the services of laundresses could be dispensed with very well. The saving would amount to about \$200,000.

6. If the forage-ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals?

Answer. In my judgment, based upon actual experience, I should say that it would not be sufficient.

7. What is your opinion regarding appropriations necessary for forts or other fortifications of which you have knowledge?

Answer. My personal knowledge is limited to the forts covering the entrances to New York Harbor, all of which are in an unfinished state. I think they should be completed at the earliest practicable day, and an armament provided of first-class heavy rifled guns.

8. Would it not be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps?

Answer. It would be practicable; but to consolidate the three corps into one would not, in my opinion, be for the best interests of the service.

9. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?

Answer. I am not sufficiently informed in regard to this matter to express an opinion.

10. Might not the Bureau of Military Justice be dispensed with without injury to the service?

Answer. I think it could be. The Army got along without it before the war of the rebellion, and I suppose it could get along without it now.

11. Might not the office of military storekeeper be abolished without detriment to the service?

Answer. Yes.

12. Could not the expenses of military division headquarters and departmental headquarters be materially reduced without detriment to the service?

Answer. I am not familiar with this subject, and therefore express no opinion.

13. What reforms or reductions in expenses, if any, in Army matters would you recommend?

Answer. I have no control of the disbursements of money for the Army, and have no knowledge of the system of disbursements as practiced now, except as it relates to the pay of officers and enlisted men. I do not, therefore, feel competent to suggest or recommend reforms or reductions in expenses other than those referred to in the answers to the foregoing questions.

Respectfully submitted.

GEO. W. GETTY,
Colonel Third Artillery, U. S. A.

Hon. H. B. BANNING,
Chairman, &c.

Letter from Col. Horace Brooks.

ROOM OF COMMITTEE ON MILITARY AFFAIRS,
HOUSE OF REPRESENTATIVES, *January 24, 1876.*

SIR: The Committee on Military Affairs of the House of Representatives would be pleased to have an expression of your opinion in regard to the following:

1. What reduction, if any, can be made in pay and allowances of the officers of the Army without detriment to the efficiency of the service?
 2. What reduction in strength or expense can be made in either arm of the military service, cavalry, artillery, or infantry?
 3. What reduction can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, or either of them?
 4. Would a reduction of pay to \$1,300 to second lieutenants mounted, and \$1,200 to second lieutenants not mounted, be excessive?
 5. Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby?
 6. If the forage ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals?
 7. What is your opinion regarding appropriations necessary for forts or other fortifications, of which you have knowledge?
 8. Would it not be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps?
 9. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?
 10. Might not the Bureau of Military Justice to be dispensed with without injury to the service?
 11. Might not the office of military storekeeper be abolished without detriment to the service?
 12. Could not the expenses of military division headquarters and departmental headquarters be materially reduced without detriment to the service?
 13. What reforms or reductions in expenses, if any, in Army matters would you recommend?
- Very respectfully, your obedient servant,

H. B. BANNING,
Chairman.

Col. HORACE BROOKS,
Fourth Artillery, United States Army.

ANSWERS.

1. None, unless it be the staff departments in their allowances.
 2. None.
 3. Not having served in the staff, I am not able to say.
 4. I served for eleven years for \$65.50; the pay now ought to be more.
 5. Laundresses could be hired at posts when they are needed without greater expense than now accrues to the soldier.
 6. Yes. In the field they want more grain and less hay; in garrison, more hay and less grain.
 7. Cannot answer it; it is too comprehensive.
 8. Yes.
 9. My personal experience among the Indians is such that I would have derived great advantage from the possession of more power to do good.
 10. I am unable to say what further reduction would be advantageous.
 11. I think it might.
 12. I think it could.
 13. Reform in the staff departments might be made in various ways.
- Respectfully submitted.

H. BROOKS,
Colonel Fourth Artillery, Commanding.

HEADQUARTERS, PRESIDIO, CAL.,
San Francisco, Cal., February 12, 1876.

Letter from Col. H. J. Hunt.

CHARLESTON, S. C., February, 1876.

Sir: I have the honor to acknowledge the receipt of your letter of the 24th ultimo, asking my opinions on certain subjects therein enumerated relating to the efficiency of the Army, and reductions in its cost and numbers.

In 1873, in answer to a series of questions from the Military Committee of the House, I addressed a letter to the chairman, General Coburn, which will be found printed in Report No. 74, H. of R., 42d Congress, 3d session, page 280. I would respectfully refer you to that letter for answers to many of your questions. I have seen no reason to change my views as therein expressed, but many to confirm them. I think I have shown in that letter how a clear reduction might be effected of 113 officers not only without injury, but with great benefit to the service. I will add answers to certain of your questions not answered in that letter, and strengthen some of the statements I have already made by additional proofs or illustrations.

Question 1. What reduction can be made in the pay of officers, without detriment to the service?

Answer. None, I think, in the total amount. Increased facilities for intercourse and transportation have added largely to the charges to which officers' salaries are subjected. The telegraph and railway now enable one regiment to perform the service for which formerly two would have been required, by the readiness with which it can be transferred from one point to another. This greatly increases to the Government, in the items of transportation and quarters, the cost of a given number of men. These movements impose on officers, as well as on the Government, increased charges, which must be defrayed from their salaries, and, besides this, officers are often called upon to discharge the duties of higher grades without the compensation formerly provided. Throughout the civil war I served in the field, and thus lost the allowances for fuel and quarters which I was still compelled to furnish to my family, and my expenses exceeded my pay and allowances by from \$1,500 to \$2,000 per annum. I held commands all the time, and was subjected to the expenses of grades above that for which I drew pay. For six years of the ten since the war, my expenses exceeded my pay by \$1,000 a year. My post was an exceptionally expensive one, and I was much of the time on detached duties, not regimental, which added seriously to my expenditures. I am now in receipt of more pay than I need for actual current expenses, but it will take years of rigid economy to make good past deficiencies of income. I do not think that the pay of field officers for an average of years is now greater than is necessary.

As to company officers, there should be a re-adjustment of the pay. I think the reduction proposed by you for a second lieutenant, \$200 per annum, would not be excessive, provided the amount be added to that of the captain. This would make a proper and needed discrimination in the pay of the three grades, captain, first lieutenant, and second lieutenant, according to their relative importance, and would, I believe, increase the efficiency of the service.

The average time required to reach the grade of major by regular promotion is nearly twenty-seven years. The expectation of life for a person of twenty years is by the mortality-tables forty years; the average of life of Army officers who enter at that age is a little over twenty-six years. These calculations were made from accurate data, and before the civil war. It follows that an officer cannot expect to rise by regular promotion above the grade of captain. The pay of that grade is therefore the highest he can reasonably expect to receive, and from this he must make provision for his family. It is now too small *absolutely*, and much too small compared with that of the inferior grades. The transfer of \$200 from the second lieutenant to the captain would be a proper adjustment. The lieutenant who loses it in that grade will receive it at the time he most needs it, provided he remains in the service. It is in the interests of the permanent officers of the Army, those who give their whole lives to the service, that the rates of pay should be determined, rather than of those who serve for a comparatively short period, and many of them for their own convenience, and only until they find something better.

Question 2. What reduction in strength or cost can be made in either "arm"—cavalry, artillery, infantry, or engineers?

Answer. I include the Corps of Engineers in this question, because, like the artillery, it is a special *arm* of service, not a staff corps—an "arm of preparation," which requires long and thorough training in peace to be effective in war, and whose number cannot be restricted to the absolute military needs of peace without instant and apparent injury when war occurs.

However large such a corps may be in peace, there is ample and useful employment at all times for all its officers. Its troops should be carried up to a minimum strength of that of a regiment of artillery—twelve companies. I do not include it in any remark I may make respecting the "staff," or what are called "staff corps." It is strictly a part of the "Army proper," which, by a strange perversion of terms, we call "the line."

As to the permanent strength of the Army, I am not prepared to say at what number its minimum should be established; but, in the interests of both economy and efficiency, that minimum should be clearly ascertained and fixed. I do not think that a country of our power and extent should have less than 25,000 men at any time; and as the force must be widely dispersed, provision should be made in its organization for its greatest possible ex-

pansion without loss to its own efficiency. Beyond that, it could only serve as the model for the organization of State troops, and the leaven to give them the greatest practicable efficiency in war and in the shortest period. On the subject of numbers, and of the military defenses, General Blair, of the Senate, made in 1861-'62 a report, which I cannot more particularly describe. I would respectfully refer you to it, as it gives the views prevailing at a time when the great cost, as well as impolicy, of starved peace armaments were admitted on all sides. Whatever number of men may be adopted as a minimum for the Army, a more modern and flexible organization could be given to the regiments and the staff in the interests both of efficiency and economy, but this must depend, again, on the system of administration and command adopted.

Question 3. What reduction can be made in the Ordnance, Subsistence, Medical, Pay, Adjutant-General's, and Inspector-General's Departments, or either of them?

Answer. It depends on the system of command and administration. If it is the intention of Congress to organize the Army into regiments with a full complement of officers in each for its command and administration, and then to appoint large staff corps to perform the duties of these officers, as appears now to be the practice, then no reduction can probably be effected in any of these departments. On the contrary, there will be needed, and, as our past experience warrants us in believing, there will be asked and granted, whenever a sudden emergency offers the opportunity, augmentations of many or of all of them. If two classes of officers or two corps are established and paid to perform the duties which can better be performed by one, an expensive army must necessarily be the result. I believe, as stated in my former letter, that large reductions can, with great benefit to the service, be effected in some of these departments, provided army administration be brought back to sound principles.

Ordnance Department.—In all other armies the duties of this department are, and for many good reasons ought to be devolved on the artillery, which is provided with its special staff for the purpose. Our former separate Ordnance Department was merged in the artillery in 1821, and with the best results to the service. Under this new organization, and within two or three years, an artillery-school was formed for the first time. Artillery officers were sent abroad to acquire knowledge which could not be acquired at home, and which did not exist among the officers of the former separate department. On their return they found a movement on foot for the re-establishment of a separate ordnance establishment; the fruit of their labors was withheld until the separation was effected, and was then put forward and claimed to be the result of that separation. The special evil then complained of—the shortness of the term for which artillery officers were detailed for ordnance duties—was probably well-founded; the remedy proposed was unnecessary, and, as the result has shown, disastrous to the artillery, and of doubtful utility in any respect. The reason advanced for this particular remedy, the incompatibility of *ordnance* duties, which are essentially civil, with *artillery* duties, which are essentially military, has been proved in our own Army, as in all others, to be without foundation. In the Mexican war artillery duties were assigned to detachments of ordnance officers and men, for the alleged reason that their experience as *ordnance officers* made them the best artillerymen in our service. Their duties have since been construed to extend far beyond their proper functions, which are strictly defined by law, and they now perform many others properly belonging to the artillery. The "artillery department" at West Point has been abolished, and a new one, the "department of ordnance and gunnery," created, with an ordnance officer at its head, and "chief ordnance officers" are assigned to the headquarters of military departments to perform duties which, if necessary at all, should be performed by "chiefs of artillery." These duties are not embraced within those defined by law as belonging to the Ordnance Department, and their assumption by it is injurious to the artillery as such. As commander of its artillery reserve in the first year, and as chief of artillery of the Army of the Potomac in the three last years of the war, I experienced the evils due to the separation of these two branches of what properly constitutes a single service, as it gave us a minimum of efficiency at a maximum of expense. Two "ordnance" organizations, *e. g.*, existed for the Army, one for the infantry and cavalry, another for the artillery, for it was impossible for that of the artillery to be properly managed except by its own officers, while with a very small augmentation of the latter it would have sufficed also for the infantry and cavalry, and, I believe, have been more efficient. Indeed, an express law of 1862 provided for and contemplated this, but such a law has little force in the Army if it conflicts with a powerful interest, and was in this case almost a dead letter.

Nor has its separation given us, as is often claimed, an Ordnance Department in advance of the artillery of other armies. It has almost always followed, not led them, in practical usefulness. The new system of field-artillery, brought to us by artillery officers before the department was separated, was partly spoiled before being put in service, and had to be brought back to its French model. In the civil war our rifled field-guns were the feeblest in the world—inferior to the boat-gun of the Navy—and were almost driven out by the Napoleon smooth-bores. In 1840, British troops, in the war in China, demonstrated the great superiority of the percussion over the flint-lock musket. After trial in this country, the principle was adopted; yet the Army, in anticipation of a war with Mexico, was for many months assembled in Texas, and although a few companies, perhaps regiments, which came into the field after hostilities commenced, were armed with percussions, yet as a whole the war was

fought out with flintlocks, and this against large odds in every battle, in which the new arms would have been of priceless value. In 1848, the Prussian army, in the war with Denmark, exhibited the superiority of the breech-loading over the muzzle-loading musket. Before that time American inventors had offered us breech-loaders free from the special objections which had prevented the other armies of Europe from adopting the Prussian needle-gun. Yet we went into and fought out the civil war, which commenced in 1861, with the muzzle-loader. We had indeed adopted the rifle principle for our muskets, but even in this improvement, although the rifle is peculiarly our national arm, we simply followed the lead of the French artillery.

If all this does not, on the whole, prove that our "ordnance" has lagged in their specialty behind the "artillery" of other armies, it at least proves that it does not *lead* them; and the heavy armaments for our fortifications are, and always have been, for practical service, inferior to those of the ships of our Navy, which has no separate ordnance department, and depends for these duties on its sea-officers.

In these facts—I do not think they can be controverted—we have the proof that a separate Ordnance Department gives us no advantages commensurate with its costs to the country, and when we take into account the positive evils its simple existence entails on other branches of the services, in diminished efficiency, we may well feel justified in condemning its establishment as an error.

Adjutant General's Department.—It is doubtful if there should be such a "department." The functions of its officers are, like those of inspector-generals, essentially of a personal character, and their true and proper heads are the generals to whose staffs they belong. Their functions, in comparison with those of "general staff" officers, properly so called, are, in a military sense, extremely limited, and their real places in the military system are those of "aids" for special purposes. They are the proper officers to put in form and distribute the military orders of the generals under whom they serve, to receive, examine, consolidate and preserve the reports, and stated returns of his command, and to prepare for his signature those he himself renders. This does not require a "department," an organized corporation, with special interests as such, to be watched over, magnified, and enlarged in all possible directions; by absorbing the functions of the commanders of troops; or by assuming the powers of those whom they are appointed to serve. The law of 1821 required that the duties of Adjutant-General should be performed by one of the aids of the general, and this indicates very clearly the nature of their proper status. In my former letter I stated that the Department assumes to be the "general staff" corps of the Army, and its Bureau attempts as such to regulate and control the affairs of the Army by absorbing the functions of the commanders of troops, (this to an extent unprecedented in other armies,) and that so far as my own branch of the service is concerned, such interference has been mischievous. I now add that the whole system of the absorption of the powers of the immediate commanders of troops, by higher headquarters and by this Bureau, which system finds its main support in this Department, is not only unnecessary, costly, and injurious to the efficiency of the routine of the service, but that it tends to the destruction of discipline; is incompatible with the established organization of the Army and the laws passed for its government, and for the protection of the rights of officers and soldiers. The evil is rapidly growing, and when law, regulations, or the customs of service interfere, they are unceremoniously brushed away or ignored.

In order to convey my meaning more clearly, I will present a few illustrations of the manner in which duties have been transferred from the immediate commanders of troops to higher headquarters, or to the Bureaus of the War Department, and these, some of them, of so late a date and character as to indicate that a total subversion of military usages is not only contemplated but to a great extent accomplished and avowed.

The regulations of the Army provide for filling its ranks by "regimental," and to supplement this by general, recruiting. The latter is conducted by the Bureau of the Adjutant-General's Department exclusively, which has also a supervision over that of regiments. Regimental recruiting has long been trammelled and obstructed, reduced to its minimum of efficiency, and the means provided by law for its encouragement withheld. In June, 1874, in consequence of the reduction of the Army by Congress, recruiting, except by re-enlistment of old soldiers at posts, was stopped. In November it was resumed, subject to the then existing restriction at military posts; but, with this exception, all recruiting was confined to officers on the "general service" or to cases at posts for which special authority should be granted on application; and it was announced that by this time the Army "under late orders for its reduction should be well purged of its worthless element." The mode of "general-service recruiting" is maintained; the regimental system is virtually suppressed. It has since and frequently been claimed that the results are admirable as exhibited in the diminished number of desertions.

Desertion mostly takes place among new soldiers, in the first year or eighteen months of service. With an army "well purged of its worthless element," and in which, by cessation of recruiting, the raw material of desertion is greatly reduced, it is scarcely necessary to attribute to the suppression of regimental recruiting the smaller proportion of desertion in the last year or two, especially when it is so difficult for men to obtain labor as it has been during this period. I will venture to say that unless effectual steps are taken to pur-

ish fraudulent re-entrance into service of unfit men, desertion will re-appear in proportion as the raw material for it is supplied and a restored demand for labor with high wages offers the inducement. The implied charge of inefficiency of regimental recruiting should have been withheld until sufficient time had elapsed to test the results of its suppression. In the mean time the regiments which might do much to keep their ranks full and at less expense than by the general system are deprived of the power of doing so. A properly conducted regimental recruiting service would be the best from every point of view, would cost less at least for the regiments in settled districts, and be more efficient. I refer to this subject here, however, with the special intent of showing how the administrative duties for which regiments are specially organized are transferred to other hands and made to swell the necessity for large staff-corps.

Under the regulations, rations for the troops are, with the exception of flour, issued to companies in bulk, and are cooked by them under the supervision of their captains. In order to economize and afford a variety to their diet, such component parts of the ration as can be spared are sold, and with the proceeds purchases are made of vegetables or other food, table-furniture, or articles for the exclusive use of the men. Detailed accounts are kept in a book in each company, which is at all times open to commanding officers and all other inspectors. The flour-ration is issued in bulk for the whole command to an officer in charge of the bakery, and is baked by soldiers detailed for the purpose. The profits, after deducting expenses of baking, constitute the "post" and "regimental" funds, which are administered under the direction of the commanding officers by "councils of administration," the expenditures being confined to expenses of the post-garden, library, reading-room, and school, and in aid of the band. The issue of the rations closes the Government accounts which are settled by the Subsistence Department; they then become the property of the men.

It would seem that this system is sufficient to provide for the proper care and expenditure of these petty sums—and it is—for it *did* suffice until within a few years. These funds are not public; they belong to the soldiers, and the attempt on the part of this Bureau to manage them is not only unnecessary but has produced mischief, and is dangerous. I inclose an order of last March, No. 42, marked "A," by which it will appear that from this petty source a large amount of administrative control is created for the Adjutant-General's Bureau over affairs with which it has no legitimate right to meddle, and which, on its way up, is now made to drop its toll for the subordinate at department headquarters. The number of these petty accounts and returns rendered annually rises into the thousands, and must require a very respectable staff of clerks and no trifling sum for stationery and postage, besides adding greatly to the labors of the clerks at regimental and post headquarters, who are detailed for their extra labor, are entitled, by law, to extra pay, and are deprived of it by *order*.

The council of administration was formerly charged with another duty. It elected the sutler, or post-trader, (who was then appointed by the Secretary of War,) examined his invoices and goods, fixed his prices, and thus protected the garrison from imposition and extortion. These duties and their supervision were performed under the control of the commanding officer on the spot; and this, too, has been transferred to the War Department, to the great injury of the soldier, whose immediate commander is powerless for his protection.

I also send a copy of General Order No. 67, of last June, marked "B," and call attention to Paragraph III. Formerly when officers were appointed to regiments they reported to their colonels, who distributed them according to the wants of the companies, as he alone could do intelligently. Homage is paid in the form of the order to the former custom, but the amount of real power or influence left the colonel is seen in the provision that he is to assign to companies "those who have not been so assigned in this order," which, on examination, shows that *every regimental officer named has been so assigned!*

Such interferences with the duties of the colonel, the evils resulting from which he is forbidden to remedy, are well adapted to ruin the efficiency of regiments, for no one man, especially if the head of a staff bureau, can properly manage the internal affairs of forty regiments; and in attempting to do it the functions of the colonel are discredited and his authority brought into contempt. It widens, however, the field of operations of the Bureau and magnifies its power, patronage, and influence.

Since writing the foregoing I have received another order, (No. 4, Headquarters Department of the South,) marked "C," which I also inclose. It is apparently of small moment in itself, relating simply to a matter of "true military style" in drawing up orders, but it is very important as an announcement of the abolition of district and post headquarters, or their absorption into those of the military department. This "true military style" is wholly a new invention, and is contrary not only to the "customs of service," (the *common law* of the Army,) but to positive regulations. The letter on which the order is based has no valid authority whatever, neither that of the President, of the Secretary of War, nor of the General-in-Chief. The Adjutant-General has no inherent powers in such matters, and it is not the "true military style," inasmuch as every order should, in its heading, show its origin and indicate the source of its authority. By this letter, a reply to one from a subordinate in his own department, a military principle is overthrown, on the mere opinion of the Adjutant-General as to propriety of "style;" and commanding officers subordinate to depart-

ment commanders virtually stripped of the insignia of command, and reduced in form to what they have almost sunk in fact, the mere clerks or agents of the Bureau in Washington, the higher commanders (whose legitimate supervision had been already changed to direct control, through the nominal commanding officers of troops) and the heads of their staffs.

I have given all these illustrations to show how administrative practices have been and are being increased and multiplied at the expense of the efficiency of the service, to the destruction of the just authority and usefulness of the officers in immediate contact with the troops, the subversion of the military system as established by law, and the customs of armies, and, which has a direct bearing on your questions, the consequent necessity for maintaining large staffs at great expense to do work for which there is no necessity, and which can only be done by injuring the discipline and subordination of the service.

The source of much of this evil is found, I believe, (for the work is done in the dark, and we must grope and guess,) in the Adjutant-General's Department. Not content with being the center and channel of orders, its Bureau interferes with, endeavors to control, and often obstructs other branches of service, a work for which its position gives it great facilities, and it is thus rapidly throwing the whole Army into confusion. When any department does this, it becomes a nuisance which ought to be abated. If this can be effected by confining it to its proper functions, well and good; if not, it ought to be abolished. By the system of 1821 generals appointed their own aids, and devolved upon one of them the duties of adjutant-general, and appointed such other staff officers as they required from the line. To return to this system would be cheaper, fully as effective as the present one, and tend to decentralize an administration that has become burdensome and injurious to a degree that outweighs all the benefits it confers. I am perfectly aware that I have made "strong statements." I hold myself responsible for them. They are not made lightly.

Question 5. "Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby?"

Answer. Opinions differ. I believe it would be detrimental. Our service is a voluntary one, and every element of dissatisfaction and disgust should be avoided. Soldiers do not like to be employed in such work. They would rather pay others to do it for them, and to grant appointments with quarters and rations to a few respectable women, the wives of soldiers, is the readiest means of supplying this want. The necessary details of soldiers for all sorts of non-military labor are already so onerous as to materially impair military efficiency. It would be a serious evil to add to them. I do not know what the direct saving would amount to if laundresses were abolished. It would probably be counterbalanced by losses in another direction. Soldiers (and officers, also, for that matter) in the field do their own necessary washing in a rude way, rather than go dirty; but in garrison it would subject them to being bullied, or punished, for want of skill as clothes-washers, and they would not like it. The men, so far as I have been able to ascertain, have, without exception, expressed their dislike to the proposition.

Question 6. "Is the reduction of the forage-ration by two pounds each of hay and grain for public animals practicable?"

Answer. Not if the animals are worked. When not worked a reduction might be made. But as all forage not consumed reverts to the Quartermaster's Department for re-issue, no practical advantage would be obtained by reducing the maximum allowance.

Question. "What is your opinion regarding appropriations necessary for forts or other fortifications?"

Answer. I am not sure that I understand the object of the question; it is not sufficiently definite. I think such appropriations will be necessary, and when made that it would be better, more economical, to apply the whole amount granted in any one year to fewer forts, that they may be carried to completion, rather than to distribute it to many and so postpone the completion of all.

Question 8. "Would it be practicable to consolidate the Quartermaster's, Subsistence, and Pay Departments into one corps?"

Answer. Practicable, but perhaps not advisable. They might better be placed as separate bureaus, with a colonel at the head of each, under an "intendant-general" to be selected for limited periods from the generals of the Army. The duties could then be re-adjusted and simplified. (See my letter to General Coburn already referred to.)

Question 9. "What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?"

Answer. That it would be an excellent thing in every way, especially for the Indian Bureau. There are, doubtless, officers on the retired-list of business habits who would be willing to take charge of agencies and make issues, whose former services in the supply departments of the Army and whose knowledge of Indian character would enable them to do excellent service and in such manner as to greatly reduce expenditures or make them more valuable to the Indian. As permanent officers of the Government, amenable to military justice, they would act under a responsibility which cannot be imposed on other classes of men not so situated.

Question 10. "Might not the Bureau of Military Justice be dispensed with, without injury to the service?"

Answer. Yes; and with great benefit to the service. The functions of judge-advocate

are not such as to require their organization as a "bureau," and there are very strong reasons why they should not be so organized. It is hardly consistent with justice or equity that, for example, the head of such a bureau should, as special judge-advocate, prosecute in a capital case, and then, as chief of the bureau, review his own work and prepare a summary of the trial and of the evidence on both sides, for the action of the President. It is not only necessary that justice should be done, but that it should be done in such manner as to be recognized as justice. The *esprit de corps*, even, of such a bureau might not always be consistent with a proper administration of justice. The teachings of the bureau as set forth in the published opinions of its head are not such as to always inspire confidence in their wisdom or correctness, and some of them are neither sound nor safe as guides to officers who act under the sanction of an oath.

Question 11. "Might not the office of military storekeeper be abolished without detriment to the service?"

Answer. I am not sufficiently acquainted with all the duties devolving on military storekeepers in the different departments to answer the question without some reserve. Those who have other duties than are indicated by their titles, such as paymasters at armories, should have special provision made for them. But if the duties in general are such as are indicated by the title, it seems clear to me that the rank and pay of such as are necessary (captain mounted) are excessive. There are lieutenants in the artillery who entered the service, (some of them in 1861,) fought through the civil war, often in command of their batteries, whose battles and actions are counted by dozens or by scores, with no very good prospects of early promotion to captain, who will never after promotion rise above that grade, and whose pay will be that of captain *dismounted* although subjected to all the expenses for themselves and families of frequent moves. The character of the duties indicated by the title of military storekeeper is such that the position, when needed, should, for the future, be reserved for good, steady, intelligent non-commissioned officers, of not less than twelve or fifteen years' service as such, to be selected from the non-commissioned staff of posts and regiments, with a pay of \$1,000 or \$1,200 a year, with quarters and fuel, or with the rank and pay of second lieutenant, *not mounted*. The position would thus prove a stimulus and reward for faithful old soldiers, perfectly competent for the duties, but whose years and education unfit them for the junior active commissions. It would be a stimulus to the whole class from which the selections are made, and make those appointments more valuable without adding to their cost. The most of these appointments would be much more valuable to the recipient and less costly to the Government, if they were *fixed* as to their location. The appointments, for instance, of superintendents of cemeteries, which otherwise would be very valuable to the class of men who receive them, may be, sometimes are, rendered almost worthless by their frequent transfers, at much expense to the Government and themselves, from one post of duty to another. There is little or no necessity for these transfers. When a vacancy occurs at any desirable post, the most deserving of them already appointed who have a worse one, might, on application and at their own expense, be so transferred.

Question 12. "Could not the expenses of military division and department headquarters be materially reduced without detriment to the service?"

Answer. Yes. Until late years military departments were more numerous than at present and for a much smaller extent of territory. They were commanded mostly by colonels of regiment as contemplated and provided for by the articles of war. The colonels performed these duties in addition to commanding their posts and regiments, and their regimental staff officers performed the staff duties of department headquarters. Their duties were more limited; they "commanded" their departments, and from time to time inspected the posts or districts in all their details, military and administrative, applying necessary remedies, on the spot, but leaving post commanders supreme within their proper spheres, and subject to responsibility for their acts or omissions. When departments were large and commanded by generals, an assistant adjutant-general, (a captain,) and one or two aids, or a couple of aids, one of whom acted as his adjutant-general, sufficed for all the necessary duties. They reviewed personally the proceedings of their own courts and confined themselves to the appropriate duties of their high "commands." The administration was left where it belonged, to the commanders of regiments and posts, and their staff officers. Purchases, contracts, &c., were made on the spot or supplies furnished in accordance with the regulations of the respective bureaus, and when necessary, under their special instructions, the commanding officer present on the ground having the direct supervision and control, and being responsible himself for his orders. The department commander so far *supervised* this as to satisfy himself that the wants of his command were fully and properly supplied, and the troops kept in efficient condition for service. Under this system the performance of all needed duties was comparatively simple, prompt, effective, I believe less expensive, and I know, far less onerous, than at present. This is all changed. Posts are now administered and almost commanded from higher headquarters. Instead of supervision, a direct control in all the trifling details of administration is now exercised at department headquarters through the nominal commanding officer, who becomes in effect a clerk or agent of the commanding general and of his staff officers. This multiplies greatly the work required at post, regimental, and department headquarters; discredits the immediate commanders of troops in the eyes of their subordinates, and sometimes subjects them to duties unbecoming

their positions. The result must be in the end to impair discipline and respect for law, (for some of these things are done, and attempted to be done in violation of law and regulations,) to degrade rank, and substitute "caste" for it. This is the greatest evil, but it is accomplished at large additional expense by making necessary great staffs of officers of all departments of administration, and clerks, messengers, &c., of all descriptions at superior headquarters, each of which becomes a miniature War Department, and this without the power to decide on really important matters which are reserved for the larger establishment in Washington. The withdrawal of all independence and control from subordinate commanders is rapidly depriving them of the first and much-needed lessons in military administration, and the independent exercise of responsible authority, while the assumption of the petty details of post and regimental duties by higher commanders is just as surely bringing their stations into contempt in the eyes of their own inferiors. It will be a fortunate thing for the Army and greatly diminish expenses when superior headquarters are so reduced that the exercise of their "military" functions proper will require all the force allowed them, and thus enable Army government and administration to be brought back to the simple and more effective condition which existed prior to and during the Mexican war. With the increased machinery in the shape of staff functionaries introduced during that war, the new and complicated system of administration commenced. It has grown in proportion with the amount of "machinery" furnished and will keep pace with every increase that may be given it. The *extreme* remedy is obvious, and should be applied if milder measures will not suffice.

Question 13. "What reforms or reductions in expenses, if any, in Army matters would you recommend?"

Answer 1. The union of the artillery and ordnance to a certain extent, as indicated in my letter to General Coburn, already referred to. The passage of the bill No. 2371, H. R., present session, would, so far as this subject is concerned, be of excellent effect. It would create a corps of artillery, with a center of administration. If the duties of the chief are properly defined, so as to secure the efficiency of the artillery, it will lead, sooner or later, to the absorption of the Ordnance Department, and this fear has heretofore defeated previous attempts to get just such an organization for the artillery, and which is indispensable to its efficiency. If such a chief is appointed without clearly defined powers, there will be a risk of the corps being broken down at its outset; for to make such a corps efficient, means that it must not be subject to the illegitimate control of other departments whose functions will be surely curtailed or divided.

The results of the war, so far as the experience of artillery officers could be made useful to the artillery, have been lost. There is no place in the whole military system where they can be collected and utilized; the attempt to do it in the Adjutant-General's Department is idle and absurd. The knowledge obtained in the school of experience remains the personal possession of the survivors, and will die with them unless some reform is inaugurated. The efforts made by different Generals-in-Chief, by orders and regulations, have been thwarted by threatened interests, and will continue to be so so long as affairs remain as they are.

2. The mode of payment to troops should be changed, so that they may be paid oftener, and that when soldiers are discharged their accounts may be settled and paid off without subjecting them to plunder by usurers. Captains who settle the accounts of their men should also pay them. Of all the fallacies by which an evil is perpetrated in our service, this one, that captains cannot pay their men, is the greatest. When lieutenants these same captains could act as quartermasters and commissaries, receive and disburse larger sums to soldiers and others than they would have to handle as captains, and this with little or no difficulty. The men should receive a portion of their pay weekly, or, as they receive their rations, every ten days. The captains can be supplied by a *regimental* paymaster monthly, and the adjutant might act as paymaster, in time of peace at least. It would permit of a large reduction in the pay department. In war, regiments are assembled, and there would be still less difficulty. Half the disorganization, discontent, and, I may add, desertion of the Army finds its source in our mode of payment.

3. Enlistments should be for three years; re-enlistment, always to take place in the same regiment, and within one month of discharge, should be for five years. For an enlistment the pay should be for foot-troops \$12, for mounted troops \$13 per month. During the first re-enlistment the pay should be \$17 and \$18, that is, \$5 more per month; during the second, \$20 and \$21, (another increase of \$3,) with \$1 additional for every subsequent re-enlistment. A soldier failing to re-enlist within his regiment and within a month from date of discharge, to lose his past service. Desertion mostly takes place among new soldiers; shortening the term of service for such men will tend to reduce it. It is not so much the *absolute* as the *comparative* amount of pay that attracts attention and marks the esteem in which the old soldier is held by the Government. The pay of all sergeants should be markedly increased; the proposition to pay first sergeants \$40 is excellent, that of sergeants, say \$30; and non-commissioned staff should be also increased to correspond. It would be well to do this even if \$11 and \$12 were, as a consequence, made the enlistment pay, with the same amount of increase, \$5, \$3, \$1, for the subsequent re-enlistments.

4. Regimental recruiting should be restored and means for its encouragement provided. As early as 1813, a premium was allowed to every soldier who brought an accepted recruit for enlistment. This has been in late years discontinued, and regimental recruiting other-

wise discouraged. By act approved August 3, 1861, section 9, Congress repealed the law authorizing the payment of the premium, but this repeal was soon, by joint resolution of June 21, 1862, itself repealed, and it was provided that "hereafter a premium of two dollars shall be paid to any citizen, non-commissioned officer, or soldier for each accepted recruit for the Regular Army he may bring to the rendezvous." There is not on the statute books a more positive provision of law, and it is re-enacted in the Revised Statutes, section 1120. Yet this payment was suspended by circular from the Adjutant-General's Office of February 11, 1868, and remains suspended on this day, notwithstanding the peremptory provision of law.

When the law was obeyed every soldier was interested in securing recruits for his regiment, and every recruit so obtained reduced the expenses of the general recruiting service. It does seem absurd to establish recruiting rendezvous in large towns, near which are military posts, to enlist men whom it is forbidden to enlist at the posts themselves; to pay for their support and transfer to a recruiting-depot, and, after keeping them there for a time, to transport them back to the posts at which their offers to enlist were refused. It further tends to check recruiting, by preventing men from selecting the regiments and service they prefer, and forcing them to "take the chances" for the regiment or arm to which they may be assigned. But this is by no means the worst of it. When soldiers were interested in procuring recruits, they were accustomed to repeat and to dwell upon the advantages of the service, its certainty of pay, clothing, and rations, medical treatment free of expense, full pay even when sick, pensions in case of wounds, disability, or disease contracted in service, &c. It had a wholesome effect on the tone of the service. Since its abolition, all this has ceased; the grumblers and blackguards have the whole field to themselves; all the evils of the service—and there are many of them—are made the most of, and the effect is bad. The premium should be restored and increased to \$5, a nearly proportionate amount to the monthly pay when it was fixed at \$2, and regiments not only permitted, but encouraged, to fill their own ranks at no greater expense than this to the Treasury. The expensive general recruiting service could be reduced in proportion.

5. Another reform connected with this subject is greatly needed. Means should be taken to keep out of the service a class of "bummers" who form the worst element in the Army. The guard-house reports show that the habitually disorderly element consists of comparatively few individuals—a worthless, drunken lot; shiftless, useless, incorrigible. There should be greater facility in getting rid of them, and their re-enlistment should be severely punished. These fellows often desert and re-enlist over and over again under other names; or, if discharged by sentence of court-martial or expiration of service "without character," re-enlist by some fraudulent practice. Every recruit should be examined as to former service and discharge, and if afterward found to have imposed himself upon the service by false statements, severely punished. A law would be required to carry this into effect, but it would soon rid the service of the greatest evil that the *personnel* of the Army is now exposed to, and make the condition of the good soldier more respectable and agreeable, by freeing him from contact with the reprobates who are now the disgrace of the service, the torment of the barrack-room, and the corruptors of young soldiers. There is no good reason why, with the pay and advantages of the Army, the service should not be honorable and respected in any community; but it cannot be made so until it is recognized that the soldier has the same feelings as other men, that he is governed by the same influences, must be treated with fairness and consideration, and until his own officers have the power which the articles of war contemplate—in addition to the disposition—to protect him in all his relations. Discipline requires that he should be the most patient and submissive of men. And for this very reason, if for no other, he should be jealously secured in every right and guarded against every wrong to which his condition exposes him. The usurpations of the functions of regimental officers by higher authorities prevents this.

6. The ration should be increased; it is now a meager one, inferior to that of almost every civilized army. I have been impressed with this fact for over twenty years, ever since I became a captain, and I have given the subject much study and reflection. The Medical Department has, I understand, taken up this subject. I cannot too strongly urge favorable consideration should it be presented. I know it is alleged that "the soldier does not complain." This is true; but the soldier is, as a rule, a very reasonable man; he knows he gets all the law allows him, and finds no reasonable ground for complaining to his officers who he also knows cannot help the matter. The *fact*, however, enters as a factor into the general sum of discontent which leads him to desert, or not to re-enlist, and this is the form his "complaints" take.

Much more might be said in regard to various reforms in the Army, but it would be almost useless in the actual condition of its affairs. In broad terms, this may be described as one in which the prevailing and decisive influence is possessed by certain bodies, separated from the mass of the Army, with special interests and chiefs of their own, but banded together by community of feeling for mutual support. These chiefs are the only officers of the Government with permanent tenure of office and residence in Washington, (the chiefs of Navy Bureaus hold their positions for limited periods, and the Judges of the Supreme Court have their circuits.) They communicate directly with the Secretary of War, and are the official channels through whom alone the rest of the Army can reach him. They issue their orders and decisions in his name, and by his authority sometimes, and no one can tell when or in

what cases without consulting him. They thus from the very nature of their position constitute a powerful and almost irresponsible oligarchy, which subjects the Army to a bureaucratic rule inconsistent with the articles of war established by Congress. Their subordinates are selected in most cases from young officers, taken from the regiments without any reference to the colonels under whom they served as to character and qualifications, and before their judgments are matured, and so grow up to be directors of the troops, believing, no doubt honestly and sincerely, that they are and ought to be the legitimate representatives and rulers of the whole Army as its governing "staff," and, what is worse, are enabled to impress this idea to a greater or less extent on others.

Under these circumstances it is of more than ordinary importance that the authority of those who are in immediate command of the troops, who must instruct, care for, and lead them in battle and do the real work for which armies are maintained, should be strengthened, and that in all things relating to the efficiency of their commands they should be consulted, and their views, so far as possible, carried out. On the contrary, they are almost wholly ignored, their views opposed—it is almost considered an impertinence in them to have views even as to their own branches of the service—and they are officially forbidden to bring them to the notice of those whose constitutional duty it is to "raise and support armies," and to make the "rules and regulations for their government," and this is bringing the service itself to a dead-lock or throwing it into confusion. One illustration of this, as it is very significant of the whole evil, I will simply refer to. The last ten years have been spent by Congress and the Army in vain efforts to get a system of general regulations for its government. The causes of the failure to accomplish this much-needed work, if they could be exposed, would probably confirm and explain what I have endeavored to convey, and prove the necessity for a more thorough and systematic reform than can be obtained by following the suggestions of occasional papers like this.

Respectfully submitted.

HENRY J. HUNT,

Colonel Fifth United States Artillery, Brevet Major-General.

A.

[General Orders No. 42.]

WAR DEPARTMENT, ADJUTANT-GENERAL'S OFFICE,
Washington, March 25, 1875.

I. At posts where fresh vegetables cannot be raised, the ration of bread will be increased, at the discretion of the department commander, from 18 ounces to 22 ounces. Savings on flour will continue to be applied as heretofore.

II. Regimental, post, and company fund accounts will hereafter be transmitted through department headquarters, with a view to the exercise by department commanders of a proper administrative control over the officers charged with their care and disbursement. They will then, as heretofore, be sent to the Adjutant-General for settlement and record.

By order of the Secretary of War:

E. D. TOWNSEND,
Adjutant-General.

B.

[General Orders No. 67.]

WAR DEPARTMENT, ADJUTANT-GENERAL'S OFFICE,
Washington, June 26, 1875.

I. The following-named cadets, graduates of the Military Academy, are hereby appointed in the Army of the United States, with the rank indicated below, to date from June 16, 1875:

Corps of Engineers.

1. Cadet Smith S. Leach, to be second lieutenant, *vice* Tillman, promoted.
2. Cadet Dan C. Kingman, to be second lieutenant, *vice* Holden, resigned.
3. Cadet Eugene Griffin, to be second lieutenant, *vice* Price, promoted.
4. Cadet Willard Young, to be second lieutenant, *vice* Greene, promoted.

First Regiment of Cavalry.

22. Cadet George B. Backus, to be second lieutenant, *vice* Rockwell, appointed first lieutenant in the Ordnance Department, (Company M)

24. Cadet Robert P. P. Wainwright, to be second lieutenant, *vice* Bacon, promoted, (Company K.)

Second Regiment of Cavalry.

26. Cadet Henry D. Huntington, to be second lieutenant, *vice* Dinwiddie, promoted, (Company D.)

Fourth Regiment of Cavalry.

23. Cadet Stanton A. Mason, to be second lieutenant, *vice* Miller, promoted, (Company D.)
 30. Cadet Alexander Rodgers, to be second lieutenant, *vice* Carter, promoted, (Company A.)

Fifth Regiment of Cavalry.

20. Edwin P. Andrus, to be second lieutenant, *vice* Barnard, promoted, (Company H.)

Sixth Regiment of Cavalry.

27. Cadet Timothy A. Toney, to be second lieutenant, *vice* Anderson, promoted, (Company C.)
 28. Cadet William Baird, to be second lieutenant, *vice* Morrison, promoted, (Company A.)
 33. Cadet George L. Scott, to be second lieutenant, *vice* Kingsbury, promoted, (Company F.)

Seventh Regiment of Cavalry.

29. Cadet James G. Sturgis, to be second lieutenant, *vice* Alexander, deceased, (Company M.)

First Regiment of Artillery.

8. Cadet Tasker H. Bliss, to be second lieutenant, *vice* Van Ness, promoted, (Company D.)
 9. Cadet Charles H. Clark, to be second lieutenant, *vice* Patterson, promoted, (Company I.)
 13. Cadet Elbert Wheeler, to be second lieutenant, *vice* Taylor, appointed first lieutenant in the Ordnance Department, (Company E.)

• *Second Regiment of Artillery.*

6. Cadet Lotus Niles, to be second lieutenant, *vice* Campbell, promoted, (Battery A.)
 6. Cadet William A. Simpson, to be second lieutenant, *vice* Gifford, promoted, (Company E.)
 7. Cadet Charles A. Tingle, to be second lieutenant, *vice* Lyle, appointed first lieutenant in the Ordnance Department, (Company I.)
 11. Cadet Victor H. Bridgman, to be second lieutenant, *vice* Stanton, promoted (Company D.)
 14. Cadet Erasmus M. Weaver, jr., to be second lieutenant, *vice* Fechèt, resigned, (Company G.)
 18. Cadet Eli D. Hoyle, to be second lieutenant, *vice* Howard, promoted, (Company L.)

Fourth Regiment of Artillery.

15. Cadet Myron W. Howe, to be second lieutenant, *vice* Totten, promoted, (Company M.)
 17. Cadet James M. Jones, to be second lieutenant, *vice* Bloom, promoted. (Company C.)

Fifth Regiment of Artillery.

10. Cadet John P. Jefferson, to be second lieutenant, *vice* Whistler, promoted, (Company A.)
 12. Cadet John N. Baldwin, to be second lieutenant, *vice* Weir, appointed first lieutenant in the Ordnance Department, (Company H.)
 16. Cadet James R. McAuliffe, to be second lieutenant, *vice* Sawyer, promoted, (Company G.)
 19. Cadet James C. Bush, to be second lieutenant, *vice* Johnson, promoted, (Company H.)

Sixth Regiment of Infantry.

40. Cadet Arthus L. Wagner, to be second lieutenant, *vice* Groesbeck, promoted, (Company G.)

Ninth Regiment of Infantry.

41. Cadet Thomas S. McCaleb, to be second lieutenant, *vice* Craig, transferred to the Sixth Cavalry, (Company H.)

Twelfth Regiment of Infantry.

31. Cadet John R. Smith, to be second lieutenant, *vice* Kingsbury, promoted, (Company E.)
 42. Cadet Robert K. Evans, to be second lieutenant, *vice* Howard, resigned, (Company F.)

Thirteenth Regiment of Infantry.

37. Cadet James^oB. Goe, to be second lieutenant, *vice* Baker, promoted, (Company G.)

Fourteenth Regiment of Infantry.

32. Cadet Joseph H. Gustin, to be second lieutenant, *vice* Austin promoted, (Company K.)

Fifteenth Regiment of Infantry.

36. Cadet Thomas F. Davis, to be second lieutenant, *vice* Burnham, promoted, (Company A.)

Sixteenth Regiment of Infantry.

28. Cadet John C. Ballance, to be second lieutenant, *vice* Love, promoted, (Company A.)

Seventeenth Regiment of Infantry.

25. Cadet William A. Mann, to be second lieutenant, *vice* Metcalfe, resigned, (Company B.)

Eighteenth Regiment of Infantry.

43. Cadet Charles W. Williams, to be second lieutenant, *vice* Hoyt, promoted, (Company E.)

Twenty-first Regiment of Infantry.

34. Cadet Francis E. Eltonhead, to be second lieutenant, *vice* Hoag, deceased, (Company I.)

Twenty-second Regiment of Infantry.

24. Cadet William H. Dykman, to be second lieutenant, *vice* Campbell, promoted, (Company G.)

Twenty-third Regiment of Infantry.

35. Cadet Samuel A. Cherry, to be second lieutenant, *vice* Smith, deceased, (Company F.)

39. Cadet Edwin B. Bolton, to be second lieutenant, *vice* Miller, deceased, (Company E.)

II. The General Regulations (paragraph 181) allow three months' leave of absence to the graduates of the Military Academy on entering service. In accordance with this regulation all the graduates above named will report in person at their proper stations on the 30th of September next.

III. The graduates will, on receipt of this order, immediately report by letter to the commanding officer of their respective regiments, who will assign to companies those who have not been so assigned by this order. If the station of the regimental commander be not known, their reports will be forwarded, under cover, to the Adjutant-General for transmittal.

IV. In advance of the performance of the journeys under the foregoing orders, each graduate will be paid two months' pay.

By order of the Secretary of War.

THOMAS M. VINCENT,
Assistant Adjutant-General.

C.

[General Orders No. 4.]

HEADQUARTERS DEPARTMENT OF THE SOUTH,
Louisville, Kentucky, February 11, 1876.

The following letter from the Adjutant-General of the Army is published for the information and guidance of officers serving in this department:

WAR DEPARTMENT, ADJUTANT-GENERAL'S OFFICE,
Washington, January 5, 1870.

Major J. P. MARTIN,

Assistant Adjutant-General, Headquarters Department of Arizona:

SIR: In reply to your communication of December 13th, 1875, upon the subject, you are respectfully informed that the true military style in case of orders from posts and other commands subordinate to a department commander, is to issue "orders" with the name of the post, &c., but not the word "headquarters."

Such orders should be signed, "By order of," and be in one series, as there is no need of "Special Orders" at a post.

Very respectfully, your obedient servant,

E. D. TOWNSEND,
Assistant Adjutant-General.

By command of Major-General McDowell

CHAUNCEY MCKEEVER,
Assistant Adjutant-General.

Letter from Colonel F. F. Flint.

HEADQUARTERS FOURTH UNITED STATES INFANTRY.

Fort Bridger, Wyo., February 7, 1876.

SIR: I have the honor to acknowledge the receipt of your communication of the 24th ultimo, and, in reply to the interrogatories therein, to respectfully submit the following brief answers, viz:

1. I do not deem it advisable to make any reduction in the pay and allowances of officers of the Army.

2. I do not see how any reduction in the strength or expense can be made in either arm of the military service without impairing its efficiency.

3. I do not think that any reduction can be made in either without detriment to the service.

4. I think that such reduction would not be excessive, but, at the same time, I believe it would greatly inconvenience very many officers of this class, some of them with families to support, who are serving at remote stations, where the necessary expenses of living, &c., are unavoidably heavy.

5. I am not fully satisfied in my own mind upon this matter, although I have thought much about it, and carefully considered the views pro and con, of many officers, and therefore am not prepared to say that laundresses can be dispensed with without detriment to the service. If dispensed with, a considerable sum—how much I have not the data to determine—would be saved, as they are furnished with rations, fuel and quarters, and transportation when moving with troops. The expense of these items to the Government, as is well known, varies greatly, according to time, place, and circumstances, and the facilities for transporting the needed supplies to designated points for distribution and issue, whether by land or water, or by rail or wagon-trains.

6. I think it would.

7. I have not sufficient personal knowledge of the condition of forts and other fortifications to justify an expression of opinion on this subject.

8. I think not, having a due regard for the true interests of the service.

9. I am strongly in favor of transferring the Indian Bureau to the War Department, believing that it would be productive of much good to the Indians and our country generally. I do not feel qualified to express an opinion as to the propriety of transferring the Pension Bureau.

10. I am not prepared to express a decided opinion on this subject. The duties devolved upon this bureau are deemed necessary and important, and should therefore be performed by some competent persons.

11. I think not, as the duties now discharged by the storekeeper are necessary and important, and must be performed by some reliable, competent person.

12. I have not sufficient personal knowledge of the facts in the case to enable me to properly answer this question.

13. Under this head, I would respectfully recommend a change in the commencement of the fiscal year, or else that the appropriation for Army purposes be made available by the proper authorities much earlier than the first of July of each year. I believe that a very material saving in expenses could be effected by such a change, in the purchase of supplies, their transportation to remote—and, at certain seasons, almost inaccessible—stations, and in repairing and constructing public buildings in certain sections of our country.

I am, sir, very respectfully, your obedient servant,

F. F. FLINT,

Colonel Fourth United States Infantry, Commanding the Regiment.

Hon. H. B. BANNING,

Chairman of the Committee on Military Affairs

of the House of Representatives, Washington City, D. C.

Letter from General N. A. Miles, Colonel Fifth Infantry.

FORT LEAVENWORTH, KANS., *February 8, 1876.*

GENERAL: In reply to your inquiries of the 24th ultimo, I have the honor to submit the following, premising that, though I am of opinion, as stated below, that certain officers are in excess of the requirements of efficiency, yet I believe that after an officer has been duly appointed and commissioned, depriving him of his commission, without crime or fault on his part is, if not a breach of contract, at least a breach of faith on the part of the Government, and I would recommend reduction in that direction only as casualties occur.

"1. What reduction, if any, can be made in pay and allowances of the officers of the Army, without detriment to the efficiency of the service?"

The pay of officers serving with troops should not, in my judgment, be reduced. Serving at remote and inconvenient stations, and frequently changing, their expenses are necessarily

fully equal to their pay. Officers with their families have to, and do, practice the *utmost economy* to live within their means.

"2. What reduction in strength or expense can be made in either arm of the military service—cavalry, artillery, or infantry?"

The different arms have been so thoroughly depleted that further reduction would be unwise and tend to lessen the efficiency of the service.

"3. What reductions can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, or either of them?"

The Ordnance Department could, in my judgment, be reduced one-half and be quite as efficient as, and far less expensive than, at present. When the Army is placed in a smaller number of posts, all the contract-surgeons could be discharged. One adjutant-general for the Secy of War, one in charge of the official records at Washington, and one for each of the generals of the Army is all that is required. The work of the inspector-generals could be as effectively and far more economically performed by the generals and colonels of the Army. As the Army is in strength only equal to one corps during the late war, one thorough military lawyer, stationed at the headquarters of the Army, is all that is required for the discipline of the service; the work of judge-advocate is now principally performed by line-officers.

"4. Would a reduction of pay to \$1,300 to second lieutenants, mounted, and \$1,200 to second lieutenants not mounted, be excessive?"

For the first *five years* it would seem reasonable, but after five years' service as a second lieutenant they should receive the same pay and allowances that they now receive.

"5. Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby?"

Laundresses are not absolutely essential, though their work is a convenience and often a necessity to officers and soldiers, particularly at remote posts; they are usually the wives of veteran soldiers. If they were entirely dispensed with, the amount saved would amount to about \$137,600 annually.

"6. If the forage-ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals?"

It would, except when on marches or campaign duty.

"7. What is your opinion regarding appropriations necessary for forts or other fortifications of which you have knowledge?"

If, as at present demonstrated, earthworks are the most invulnerable means of fortification, it would seem useless to expend millions of money to build new and repair old works. Most of the works during the late war along the Atlantic coast, south of Chesapeake Bay, were of the above character, built by troops, yet they resisted the strongest navy of the world, as well as the direct attack of strong armies. The best means of resisting the power of our improved artillery is yet a problem, and until that is fully demonstrated the large expenditures on fortifications might reasonably be postponed, at least until times of greater prosperity.

"8. Would it not be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps?"

They could be.

"9. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?"

If the *General of the Army* were made *Commissioner of Indian Affairs*, and the department commanders *assistant commissioners*, and made responsible for the government of the same, in my judgment the Indians would be better cared for, and *millions* of money would be saved in Indian and Army expenses. If the transfer should be made in any other way, I should have *very little* hope of any beneficial results. It would, in my judgment, be advisable, practicable, and economical to transfer the Pension Bureau to the War Department.

"10. Might not the Bureau of Military Justice be dispensed with without injury to the service?"

With the exception of one thorough military lawyer to have charge of court-martial records, it could without injury to the service.

"11. Might not the office of military storekeeper be abolished without detriment to the service?"

It could; other officers could do the duty.

"12. Could not the expenses of military division headquarters and department headquarters be materially reduced without detriment to the service?"

They could.

"13. What reforms or reductions in expenses, if any, in Army matters would you recommend?"

In regard to reform and reduction of expense, the former is easily accomplished, and when done the latter will surely follow. I believe the Army is defective in organization and administration; instead of being a unit, the division commences at its head. It is not known by what provision of the Constitution or act of Congress the honorable Secretary of War exercises military functions only conferred upon the President and the generals of the Army,

yet such power is exercised in an eminent degree to the extent of trials by court-martial, resulting in the deprivation of liberty and property and the prohibition of even the right of communication and appeal to the Congress, except in certain forms. From this division of authority arises the division of the Army into various bureaus and departments, creating a conflict of authority and multiplicity of channels of communication, resulting in the impossibility of fixing responsibility, laxity of discipline, and indifference in administration.

Instances like the following may occur: The General of the Army is held responsible for the efficiency of the military power of the nation, and the commander of the Atlantic coast for that of our sea-coast defenses; yet they could not at once tell, from any reports received by them, the power of our defenses, the strength of our fortifications, or the number and amount of our heavy ordnance and ammunition, as these are being constantly changed by officers not under their commands.

Again, the department commanders in the West are responsible for the administration of military affairs and the preservation of peace with the powerful Indian tribes; yet none of these high officers can control the resources and supplies of their commands. They may have a company or detachment of troops without arms and ammunition, which the necessities of the service may require for immediate action, yet they are powerless to equip those troops until requisitions are sent to Washington and approved by the Chief of Ordnance.

No army can be effective when its forces are controlled by various heads. A division of authority, with every staff corps magnified into a bureau or department, irresponsible and independent of the commanding generals, must result injuriously.

Our Army is one of the smallest in the world—less than a corps of fighting men—yet we have a magnified staff of more generals and field-officers than are in the entire line of the Army, largely quartered in comfortable stations east of the Mississippi, while the Army is chiefly employed west of that line. The separation of officers from the men has resulted in great injury to the English and French services, and must to ours. Any system that makes service *out* of the field more desirable and profitable than at the front, is a great evil that should be corrected. For instance, a lieutenant may receive more pay in instructing a company of boys at West Point than he would in command of a company of men fighting Indians on the plains. Again, a system that will admit of ordnance officers spending upward of a hundred thousand dollars on a residence for a captain or major, (more than double the cost of an entire military post in the heart of the Indian country for the accommodation of officers, troops, public animals, and stores,) must be susceptible of some improvement. By ascertaining the amount of money spent in the East away from troops, you will notice some of the evils of the present system. These evils, I believe, result chiefly from an unnecessary assumption of power and from special acts of legislation. The greatest benefit Congress can confer upon the Army is to make it a unit in strength, sympathy, and action. This can be easily done by defining the position of the Secretary of War. If that position is purely a ministerial one, confined to important political duties and the custody of the public funds, it would be as well to have that fact understood.

Upon the General of the Army, and those under him, should devolve the command, the government, and the discipline of the *entire* military establishment; and they should be held to the most rigid accountability for an economical administration of the same. When this is accomplished, the Army becomes a unit, in which responsibility and authority are, as they should be, co-extensive.

A *very* large amount of money can be saved by Congress authorizing a board of officers of high rank to select important or strategic points to be occupied for permanent forts, posts, arsenals, and depots; the proceeds from the sale of useless and abandoned ones to be expended in the repair of the permanent works. This would result in a *great saving in appropriations and expense*, as well as promote the efficiency of the service.

In a word, military efficiency, as well as public economy, demands that the Army, which is created by law, should be so organized under the law that military men should administer military affairs, and military questions be settled on military principles.

Under the head of "reforms" the following subjects would seem to demand some attention:

At nearly every military post there is established, under authority of law, a trader's drinking-saloon, for both officers and men. The injurious influence of this is apparent.

The records of the military courts will show that the greater number of offenses in the Army can be traced directly to those establishments. It is, therefore, recommended that the selling of alcoholic liquors be prohibited on all military reservations and at every military post, as has been done on ships in the Navy with most advantageous results.

Under the present law a small tax is levied upon the pay of every enlisted man in the Army for the support of the Soldiers' Home, in Washington; the stoppages resulting from the sentences of courts-martial are also applied to its support. As well might the officers be taxed to support the retired-list. Now it is believed that the Government is fully able to make an annual appropriation for the maintenance of its charitable institutions. It is well known that that institution is one of the richest in the country; its grounds have been extended to embrace wide parks.

Would it not be well to give the soldier his full pay, (little enough at present,) and with the stoppages by sentences of courts-martial make a fund for providing the post-libraries with books, the regiments and companies with all books, magazines, &c., of a military

character, and for prizes to be awarded to meritorious soldiers for skill in marksmanship, gallantry in action, superior efficiency and ability, tending to promote the standing of those faithful soldiers upon whom the duties of the worthless and disorderly must fall?

In order to improve the knowledge and efficiency of the officers, it is believed that they should be trained with a view to their being able to exercise large command; hence a thorough or practical knowledge of the duties of different corps of the Army must be of great value. It is, therefore, recommended that a system of rotation in service be adopted, thereby giving officers below a certain rank experience in the different branches of the service. A system similar to the above is followed with most desirable results in the Prussian army.

The effect of making promotions by seniority up to the grade of colonel has a tendency to make a large majority of officers consider their military education complete when they receive an appointment in the Army. In order to encourage more strict attention to the study of their profession, and a constant improvement in their abilities, it is recommended that periodical examinations be made, (this rule has been found advantageous to the Medical Corps,) and that a certain percentage of the promotions to be made on the recommendation of such a board of examination. These boards to be organized by the President, composed of the ablest military officers in the country, and efficiency in their duties, gallantry in action, superior ability and knowledge of the profession, be made the test upon which to recommend the advancement of worthy officers.

The terrible experience of the late war should convince every American of the danger of allowing our national forces to descend to a state of weakness and inefficiency; and in order that the Army may keep pace with our civilization, it should be so organized as to be in a state of continual improvement.

In organization and administration it is indispensable that the first place be given to the system and method that will make the Army most efficient as a body of fighting men, that the essential functions of supply, equipment, and administration, that require the commercial virtues, honesty, and industry, but not great military capacity, should take their proper place as subordinate members, not usurp those of the directing head of the body, the Army; that the ability to organize, care for, discipline, command, and fight troops be sought for, cultivated, and rewarded.

Very respectfully, your obedient servant,

NELSON A. MILES,

Colonel Fifth Infantry, Brevet-Major-General, United States Army.

Hon. H. B. BANNING,

Chairman Military Committee, House of Representatives.

Letter from General W. B. Hazen.

CINCINNATI, OHIO, February 6, 1876.

I respectfully submit the following answers to the several questions propounded in your circular-letter of January 24.

"1. What reduction, if any, can be made in pay and allowances of the officers of the Army, without detriment to the efficiency of the service?"

Not any.

"2. What reduction in strength or expense can be made in either arm of the military service—cavalry, artillery, or infantry?"

Dismount a portion of the cavalry; reasons already furnished.

"3. What reductions can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, or either of them?"

Corps of Engineers, none, but replace citizen assistants by lieutenants of artillery and citizen clerks by enlisted clerks. Ordnance Department, one-half reduced, to be replaced by details from the artillery. Quartermaster's, Subsistence, and Pay Departments could be consolidated in a corps of one-third the present number of officers, and a sufficient detail of lieutenants from the cavalry and infantry. The Medical Department could dispense with one-fourth its officers, by a more suitable distribution of the remainder; reasons already sent. The Adjutant's, Inspector's and Judge-Advocate's Departments, should be consolidated and re-organized, to be known as the general staff, and their duties should be largely military, not office. Lieutenants of the line should act as routine office-men, and a portion of the officers of the present organizations should be left out of the new organization.

"4. Would a reduction of pay to \$1,300 to second lieutenants mounted and \$1,200 to second lieutenants not mounted be excessive?"

It would not be advisable to reduce any salaries. Positions in the Army being for life, reductions of pay seem to the officer a belittling of his position in all future time, which has an unwholesome effect upon the tone of the Army. Abstractly, No.

"5. Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby?"

It would not to dispense with them so far as to incur no expense for the transportation of laundresses and their baggage. Reasons already given. The saving would be large, depending upon the amount of change of stations of troops.

"6. If the forage ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals?"

In my opinion, the forage ration could be considerably reduced without detriment to the service. Reasons already given.

"7. What is your opinion regarding appropriations necessary for forts or other fortifications of which you have knowledge?"

My service in the Army has not given me means of judging the need of permanent forts and fortifications.

"8. Would it not be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps?"

Already answered.

"9. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?"

In my opinion, the Indian and Pension Bureaus properly belong to the War Department. Papers upon the subject already sent.

"10. Might not the Bureau of Military Justice be dispensed with without injury to the service?"

I think it could.

"11. Might not the office of military store-keeper be abolished without detriment to the service?"

The duties of military store-keepers could be performed by second lieutenants of the line.

"12. Could not the expenses of military division headquarters and departmental headquarters be materially reduced without detriment to the service?"

In my opinion these expenses could be greatly reduced; first by moving them to military posts nearer their work, saving the cost of hire of quarters and offices, and by reducing the number of officers on duty with high rank. This fault is largely due to the excessive rank of the officers of the various so-called staff-corps.

Thus the Military Division of Missouri could go to Fort Leavenworth, while the headquarters of the department of that name, now at Leavenworth, could go to a post in the interior. That of Dakota, now at Saint Paul, to Fort Abraham Lincoln. This, by proximity with the work in hand, would give department commanders greater familiarity with details, enabling them to act more intelligently, and probably more economically.

There are too many officers doing duty as United States quartermasters and commissaries. At the post of Fort Leavenworth there are four of the former and three of the latter; at Saint Paul, two commissaries of the regular establishment. One of each at each post is believed to be ample. Officers of these supply departments are not inclined to rely upon information given in the estimates of post-commanders, but set up a claimed superior knowledge while in an office a thousand miles away. Thus the department commissary at Saint Paul has for the past three years insisted upon wintering at my post, Fort Buford, about twice the number of beef-cattle needed, against my protest, and at a cost of about ten thousand dollars annually. As I learn, he has done the same at other posts in that department. The waste in the aggregate is a very large sum.

In doing this, he has shown the apparent need of this extra expense by a showing of office calculations, that were to his department commander entirely satisfactory, but which did not at all tally with the facts as they existed at the post. This is one of the extreme weak points of our present system.

"13. What reforms or reductions in expenses, if any, in Army matters, would you recommend?"

This involves many subjects, to be considered separately. Most of the matters referred to here do not require legislation for their correction, but do require a general staff, with a commander-in-chief at their head, who is a practical, active soldier. By controlling or administering the Army through a special staff, by a civilian, there can be no general co-ordination, which is essential to economy and efficiency. It is doubtful if even a general staff, under a civil head, would lead to any better results.

In this following, as well as in what has gone before, I do not address the committee as advisory, but simply stating how, in my opinion, the Army expenses can be reduced without impairing its efficiency:

1. By dismounting a large proportion of the cavalry, believing the proportion of usefulness of mounted and foot troops not at all comparable with the difference in their cost. Reasons already given.

2. Sell one-half of the Government works now owned by the Government—the other half being ample for routine wants—and hire transportation for expeditions. Reasons already given.

3. Reduce the grain-ration to eight pounds a day, and the hay-ration to six pounds a day, when animals do not work. The hay-ration to be discontinued from May to November, when animals can be grazed, for all not actually at work. Reasons already given. This would require stable-care at all garrisons, with better and more certain care of animals.

4. Stop the transportation of troops on cars and transports, when they can equally well march. The argument that it is quite as cheap on transports, as time is saved by troops under pay, is fallacious. This whole subject of the transport of troops is the great source of expense in the Army, and calls for radical reform. Troops are often put on expensive transports when there is no object to be gained by haste, and when they could quite as well march. When the northern boundary commission escort was returning down the Missouri River in 1874, with a very large empty mule-train, when every man could ride, they were nevertheless put on steamboats and conveyed down the river, while their proper, and very costly, transportation, the train, came down empty. These examples are constantly occurring. When, in 1872, the Northern Pacific Railroad surveying expedition returned to Glendine, a point on the Yellowstone about seventy miles from its mouth, where my post is situated, a steamer chartered at three hundred dollars per day was sent to bring down the foot-troops. They could march to my post in three days, but were seven days on the boat. Those going below my post could have gone in the empty mule-train, that went overland to Lincoln. The ability of troops to march, and the propriety of their doing so, seems to be almost forgotten.

When six companies of the Seventh Cavalry were sent to Louisiana from Fort Abraham Lincoln, in 1874, forty cars were used, a large portion of their loads being baggage that could have been sent by river for a much less rate. In them was sent, as there nearly always is when troops move, a large quantity of old boxes, irons, mess-chests, chicken-coops, and trash of all imaginable kinds, with, in many cases, many varieties of domestic animals, making the gross amount of baggage many times greater than ought to be, or would be if transported by a private corporation. A large sum could be saved, and the great objection to frequent changes of regiments obviated, by exchanging enlisted men where regiments exchange stations. This would be no hardship, since men enlist for only five years. This whole matter of transportation is the vulnerable portion of Army expense.

5. Place the disbursement of special funds for the building or repair of posts in the hands of commanding officers of posts, or in the hands only of quartermasters distinguished for economy and the practical application of labor. There are a large number of assistant quartermasters often put in charge of such work who possess this faculty in a very limited degree, yet they are kept on duty, and never brought under investigation for their wastefulness.

Since the war, I was sent to inspect the work of an assistant quartermaster stationed at Fort Gibson, Ind. T. He had expended \$350,000 there, mostly for building the post, yet \$30,000 properly applied would have produced all he could show for the money. The only action ever taken in his case was a letter of thanks from the Quartermaster-General for the efficient manner in which he had performed his duties. He at one time had sixteen young men as clerks, agents, &c., under pay. The next season another assistant quartermaster was sent to Fort Sill to build that post. He was allowed twenty mechanics. He organized these into a party of clerks, agents, overseers, and head-men, till he had no men to do any work. After hiring them a year, and putting up one store-house, that had to be taken down by his successor, he was relieved by a competent man. He is still kept in service. I have given but two examples of a dozen I could name. These men all get about them a great and costly establishment of aids and helps that goes for to consume any funds put in their hands. Their head clerks become private secretary, who are held under pay whether their chiefs are on duty or not. These officers, or at least many of them, have become more costly than useful, and I know of no remedy but one purely radical.

There is no efficient supervision of the acts of these disbursing officers. The quartermaster referred to as sent to Fort Sill reached there with an establishment, which he traveled with from Fort Harker to that post, of floored hospital-tents, cooking-stoves, and teams for his own use, that a major-general would never have thought of, and he a captain.

6. A more rigid supervision of estimates for special supplies for posts is necessary, and these supplies should be made fixed or regular as far as possible. It is so easy to get these irregular supplies, that large amounts of property are furnished every year to take the place of property condemned, that should have been still kept in service, that great waste occurs in this way.

7. A more economic use of canvas and transportation should be required. It is not uncommon to see officers on expeditions and in camp, with several times their allowance. A great saving could be made here.

8. Require that the purchase of Army supplies shall at all times be made in person by the officer who is assigned to that duty. It has been the custom to give these orders into second hands, who take for their trouble the per cent. customarily given for bringing custom. This should go to the benefit of the Government.

9. In the purchase of cavalry-horses, require that each horse shall have his price fixed separately, and not averaged or bought in groups. By the plan of averages, officers are enabled to buy from the Government extra valuable horses at the average price, while the troopers' horses are thus made to cost more than their value.

10. Prohibit the use of public horses by officers in active service who have forage furnished them by the Government for their private mounts.

11. Simplify and reduce the forms used for public accountability. Regulate the printing

in the various bureaus, where now expensive books are published each year. Specify the grades of stationery used by staff-officers. Many styles of expensive fancy stationery can be found upon the desks of most of the Army officers.

12. Reduce the chances of enlisting professional deserters and thieves. Large sums of money are expended annually in enlisting men, who desert before they have rendered much service. By a system of cross-questioning that could be easily arranged, the true character of a man, his true name, and place of residence could be determined, and only exceptionally good men should be enlisted. Most men who now desert enlist under aliases, and give fictitious places of residence, so they cannot be traced.

13. The Government has wisely provided a large list of articles of subsistence and other necessary stores for sale to officers and men at *cost*. For convenience, or some other reason unknown, the term "cost" is made to mean *purchasing-cost*, the expense of transportation, which is a true part of the cost, not being considered. As the system is of very great value to the Army, it seems but just that this cost of transportation be paid by the purchaser as the letter and spirit of the law seem to imply.

14. The law of Congress which makes eight hours a legal day's work, a natural day's work the world over being about ten, has deprived our money paid for labor of one-fifth of its natural purchasing-power, or makes all our work one-fifth more expensive than it need be. This often causes much embarrassment when allowances for special works are closely made.

I have now gone over a part of the ground where retrenchment purely in the sense of just economy ought to be practiced in the Army. It is mostly of a character requiring no direct legislation, as it comes more under the head of efficient administration. But in order that administration may be efficient, legislation is needed, as already pointed out, in order to create a general staff under an active military head that shall be so comprehensive as to intelligently embrace the entire field, bringing careful study to bear upon all these questions. This is impossible under the present system, when each branch is specialized, when the members of the staff do not serve with troops, and they are themselves controlled by a civilian. Millions could be saved, and ought to be, now wasted in the ways pointed out in this paper. But the two subjects most prolific of waste are transportation and irregular or special supplies.

From the want of a regular or general staff, composed of the best heads in the Army, we are rapidly losing the valuable and worthy lessons of our own great war. They should be purely soldiers whose lives are not cramped by a perpetual office-life, so completely destructive to military character, whose duty it should be to gather in and preserve all military knowledge. In their place we see the spectacle of a staff whose members are not soldiers, established upon the precise basis it stood upon when borrowed from France a hundred years ago; that all other nations have long since discarded, and that France itself since, owing to its late military downfall, has at last also discarded.

Very respectfully,

W. B. HAZEN.

Hon. H. B. BANNING,
Chairman House Military Committee.

CINCINNATI, OHIO, *February 8, 1876.*

MY DEAR GENERAL BANNING :

I inclose answers to the questions propounded in the printed circular of the 24th January. Since writing them I have read a letter in the New York Herald of January 29, or about that date, headed "Army Matters," which discusses the questions I have noticed in a much more complete manner than I could do. If your notice has not already been called to it, I most urgently request that you get the letter for the use of the military committee. It contains more of useful matter than a committee could elicit in months.

Most respectfully,

W. B. HAZEN.

Letter from Colonel W. B. Hazen.

Hon. H. B. BANNING,
Chairman of the House Military Committee :

In reply to your inquiry, "Could the Indian Bureau be advantageously transferred to the War Department?" I would respectfully say, it could; for the following reasons :

1. It would secure honest administration, and, hence, an immense annual saving of money to the United States. From twenty years' service in the Indian country and its vicinity, and a very extended observation of Indian administration, I am entirely convinced that Indian appropriations are not, as a rule, honestly disbursed, nor do I believe, owing to the entire centralization of this administration in Washington, so far from the Indian country, that it is possible to administer honestly, except by the well-trying and positive means of military control, because the difficulties in the way of civil management are so many and

strong. At present, owing to the causes before mentioned, it is impracticable and almost impossible to get evidences of these frauds, such as courts would require to convict. In this connection, and to more thoroughly elucidate, I call special attention to what I have personally known and witnessed, in a paper accompanying, marked "A." The facts there given are in every case accurately stated, but would, at the same time, be difficult to substantiate before a court. The cases there narrated are but a few examples of similar ones that come often to the notice of the Army when near Indian reservations.

I do not claim that officers of the Army differ from other people, only in this, that in their positions they cannot afford to be dishonest. Their administration of Indian affairs would be more economical. Food would be issued only when needed, while it is now issued frequently when not needed, particularly the flour-ration, which is then sold to the Indian trader for a mere trifle, and again turned over on the Indian contract.

2. It would insure the constant attention of the officers of the Bureau to their duties, while now the agents spend much of their time away from their posts.

3. The Indian service would then be susceptible of being organized with a continuous plan, which would, at last, be understood by the Indians, and be followed by success; while now all plans and systems are changed, and pledges violated, with each change of administration, thereby destroying the Indian's confidence in the Government, while the Government is led to enact the farce (*vide* the case of the Comanches and Kiowas) of sending commissioners and treating a half-dozen times for the same terms, each treaty to be violated by the Indians as soon as made.

4. It would furnish the Indian service with a class of men acquainted with Indians and their affairs, in place of men who, from want of experience, are incapable of dealing with them, as is often the case under the present system.

5. By placing the entire control of Indian affairs with the military arm, Indian troubles could often be checked in their incipency, where now it is only called in when it can do nothing but fight.

6. The Indians would be controlled, instead of controlling their agents, as they now usually do.

In fact, it will place them with the only branch of the Government which can at all times keep control of them. Whenever the desire of Indians to be separated from soldiers is manifest, it invariably arises from their wish to govern their agents. The great peril and absence of glory of Indian wars, would always be a great incentive with the Army to prevent them.

7. The great tendency of agents to become possessed of choice Indian lands would also be prevented. This was the main cause of the Modoc war; and at the present writing Agent Pease, formerly with the Crows, is located in a stockade at the mouth of the Big Horn River, calling for a military post, and protection against Indians, he having become interested there while Indian agent.

8. It would save the cost to the United States of the present civil servants of the Indian service.

9. By being under the continuous control and direction of a permanent body of intelligent men, the instruction of the Indians in agriculture, stock-raising, and all the civilizing arts, would become a strong and active sentiment with the Army; and not, as now, subject to the caprice of a stranger every four years, who has spent much of his term of office before he comprehends the real needs of his wards.

Their control would become in a measure patriarchal, which is the natural government of all barbarous people. The main cause of the little progress now made in Indian affairs is that, from the rotating system of civil office in our highly-civilized republican Government, everything is frittered away in beginning, and nothing is ever completed.

Respectfully submitted.

W. B. HAZEN,

Colonel Sixth Infantry, Brevet Major-General.

The invariable argument of the civil department, that, to civilize and Christianize the Indians the example of peace, and not men in uniform, should be gathered about them, sounds well in theory, but in actual practice has no bearing, for, with a people in their condition, control is the fundamental consideration.

Letter from Colonel John Gibbon.

HEADQUARTERS SEVENTH INFANTRY,
Fort Shaw, M. T., February 17, 1876.

SIR: I have the honor to acknowledge the receipt of your communication of the 24th of January, and beg leave to submit the following answers to your questions, in their order:

1. I know of none.

2. I know of none. I am not prepared to state the military requirements of the whole country, and can only say that in this section the number of troops is inadequate to properly protect the white settlements from Indian hostilities.

3. I am not prepared to suggest explicitly what reduction can be made in these several

departments and corps. At this distance from the seat of government my information is chiefly derived from the public papers, and the impression left on my mind from their perusal is that all, or nearly all, the bills introduced into Congress, proposing to reduce and fix the number of officers in the several staff departments, result in reducing the lower grades, and increasing the number and rank of the higher ones, and this has gone on until the organization of the staff corps presents a top-heavy appearance, in which the higher grades are out of proportion to the lower ones.

This is in part, I presume, the result of the war, and a desire to reward the older officers for services during the rebellion. Of the 13 brigadier-generals authorized, the line has only 6; of the 75 colonels, the line has 44, (40 in command of regiments and 4 aids-de-camp;) of the 80 lieutenant-colonels, the line has 43, (40 belonging to regiments and 3 as staff-officers;) and of 242 majors the line has 70, while of 445 second lieutenants the staff has only 10, and of 590 first lieutenants it has but 100, the majority of whom are medical officers who become captains after five years' service.

4. Yes. The pay now of the grade of second lieutenant is not too great. If Congress should decide to reduce it, it should also make a law that no second lieutenant should be permitted to marry, which would be a good law, no matter what the rate of pay.

5. Decidedly detrimental. Staff-officers in Washington, and that small portion of the Army stationed near great cities, or in comparatively civilized regions, might easily dispense with the services of laundresses; but on the frontier, officers as well as men are frequently entirely dependent upon the laundresses for services as washerwomen and laborers. This is more especially the case since the enforcement of section 1232 Revised Statutes, which should be rescinded, at least so far as regards extreme frontier posts. To dispense with laundresses would not, I think, result in any saving; and would be detrimental to the service, by detracting from personal cleanliness in the men.

6. In some localities, yes; in others, no. As the matter now stands, the rate of issue is governed by the department commanders.

7. I am not prepared to answer in regard to what are known as permanent fortifications. Liberal appropriations should always be allowed for establishing new posts on the Indian frontier, the necessities for which are constantly arising, in order properly to protect the rapidly-increasing white settlements.

8. I do not think that consolidation of these departments would add to their efficiency, or to the best interests of the service. It is, of course, practicable, but by no means advisable.

9. I know nothing in regard to the Pension Bureau.

The question in regard to the transfer of the Indian Bureau to the War Department is one of long standing; and from my experience under both systems, the present one and the one when the War Department had charge of the Indian matters, I do not hesitate to express the opinion that if it is desirable that the Indians should receive the supplies set apart for them by the Government, and the bounty of the Government be made use of to keep the various tribes in order, the matter should be placed in the hands of that Department which is able to hold rewards for good conduct in one hand and the means of punishing crimes in the other. The War Department possesses the requisite organization, which extends in all its branches to the extreme frontiers, and directly in contact with the Indian tribes. By means of this organization the supplies voted by Congress can be distributed through responsible officers, in the same way that Army supplies are, and the receipt of them be made to depend upon the good conduct of the tribes, and in this way nearly the whole of the additional expenses of the Indian Department can be saved, to leave out of question entirely the increased security both to the Indians and the Government. It is popular error to suppose that the Army officers, as a class, desire this increased responsibility; and if they get it, that the Indians will be treated worse than they are now. If there is any question susceptible of demonstration, it is that the Army desires peace with the Indians. In war with them there is but little glory, and no reward except the receipt of empty brevets, which carry with them neither pay nor increased consideration, since the recipient is not even permitted to make use of his honorary title.

10. Yes, except so far as concerns a single officer to preserve the records of courts-martial, correct errors, and act as the judicial adviser of the War Department.

11. I see no reason why it might not be abolished.

12. Having had no personal experience in the matter, I am not in a position to express an opinion.

13. Let the same or even greater economy be enforced at all posts in the Army, as is required at those on the extreme frontier, where economy the most rigid is exercised. If curtailment in the military establishment is an absolute necessity, and efficiency must be sacrificed to economic ideas, then I would recommend that the number of regiments remain as now fixed, and that in both line and staff the pruning process be commenced at the top instead of the bottom, and the higher grades cut off; for majors and captains can command regiments and act as chiefs of the several staff departments, and their age and want of experience are matters which will be constantly improving. Of course I would not recommend such a measure on the score of efficiency. So far as efficiency in time of peace is concerned, there is no reason why a cavalry or artillery regiment should have more majors

than an infantry regiment, and those might be reduced provided you felt certain that you would never need their professional services in war. The most expensive arm of the service, of course, is the cavalry. To reduce expenses in that, I believe, it would be economical to establish at suitable points in the West, where forage is cheap and grazing plentiful, large depots, for collecting, breeding, and breaking-in horses for the military service. This plan, although it would cost heavily at first, would in the end be economical, and furnish a more suitable and better class of horses for the service than can now be had by the usual method of supplying them. As there appears to be no prospect that, for a number of years to come, any of our cavalry can well be dispensed with, this plan of furnishing it with horses is earnestly recommended.

In considering the question of reducing the *personnel* of the Army, it might be well to recollect that the Army, as it now stands, is what may be called the remnant of a great war, in which more than a million of men were employed.

Ever since the close of the war the country has been striving, in a financial way, to return to a specie basis, or, as they express it in the mining regions of the West, "to strike bed-rock." Our reduction of the military establishment has been conducted upon a similar principle.

As soon as the war closed our issues of military commissioners were called in. Men who had commanded armies, corps, divisions, brigades, regiments, &c., were remanded to the positions of colonels, majors, captains, lieutenants, and to no positions at all, and the history of the world does not furnish another example of the peaceful reduction of an army of a million of men, in so short a time, to one of 25,000, and, probably, in no other country but our free and independent one could such a thing have been effected. A day has been fixed, by act of Congress, for the resumption of specie payments; but in the matter of military contraction, I am of the opinion that we have already struck "bed-rock," and that to go any lower, as long as the work for a military establishment remains what it is at present in the country, cannot but result in loss. It is a matter of very great importance to the service that some system of exchange between the subordinate grades of the Adjutant-General's, Quartermaster's, Subsistence, Inspector-General's, and Pay Departments, and the similar grades in the line, should be instituted. As the matter now stands, an incompetent or unsuitable officer once saddled upon one of these staff-corps, remains an incubus upon the Department, and is practically unserviceable. The objects of such a system of exchange are to place in the staff corps the most competent officers, and to keep up that spirit of fellowship which the staff, under the present system, is so rapidly losing, from its organization, being so entirely separated from the rest of the Army. The best staff-officer is the one who, with the highest intelligence, has the best idea, from personal experience, of the needs and necessities of the whole military establishment. Such a system, if properly inaugurated and gradually carried out, will not interfere with that permanency in the staff departments by which efficiency is gained in specialties, since the officers of the higher grades would be changed only in case of marked unfitness.

I am, sir, very respectfully, your obedient servant,

JOHN GIBBON,
Colonel Seventh Infantry.

Gen. H. B. BANNING,
*Chairman Military Committee,
House of Representatives, Washington, D. C.*

Letter from Colonel August V. Kautz.

HEADQUARTERS DEPARTMENT OF ARIZONA,
Prescott, March 11, 1876.

SIR: I have the honor to submit the following answers to the inquiries made in your communication of the 24th of January. Should the replies be considered either too long or too short, I can only say that it is not possible to do justice to the subject of military re-organization in so limited a space:

1. What reduction, if any, can be made in pay and allowances of the officers of the Army, without detriment to the efficiency of the service?

No reduction of pay and allowances can be made without detriment to the service, for the same reasons that the wages of no class of employes can be reduced without dissatisfaction and often serious disturbances. The pay of Army officers may seem too liberal to a civilian who has a permanent home and who lives in a settled district where the living-rates are fixed and known. But Army officers, particularly those of the infantry and cavalry arms, are far removed from sources of supply, and the great majority have to pay very high rates for the necessaries of life, and the luxuries are not to be had. The average price in Arizona for butter is one dollar per pound, and for eggs one dollar per dozen, notwithstanding that those who choose can produce these things for themselves. Other necessary articles command proportionate or greater prices. Three to four dollars per day for laborers, and five to seven for mechanics, are the prevailing prices. However, the most serious expense to officers is

the necessity of frequent change of station. All that an officer may be able to save at one station must expended to reach the next. Whatever the great majority of officers have over and above their salaries, has come to them by inheritance, and by far the greatest number have not the means to pay their debts. They are proverbially poor. Any material reduction of pay will drive the ablest and most energetic of the young officers out of the service; for the prospect of promotion at present is at the rate of fifteen to twenty years to become a captain, and those who have any prospects out of the Army will leave it. Those above the grade of captain must remain and take whatever pay Congress sees fit to give them, for the best portions of their lives have been spent in the Army, and they are unfit for any other occupation. Many have large families to support, and none of those who have had to depend on their pay exclusively have anything more.

2. What reduction in strength or expense can be made in either arm of the military service—cavalry, artillery, or infantry?

If it is expected to satisfy the public demand for troops, it would be necessary to increase the three arms, at least the rank and file, if not the number of regiments. There is in every military department a demand for troops, which the commander cannot supply. The rank and file of a company are now so reduced as to materially impair the efficiency of the Army. I should consider it very expensive in the end to reduce the Army further. A hundred thousand men would have saved the expenses of the late war, and what that war cost the country would have maintained such an army for more than a hundred years; in fact one-half the interest the country now pays on the national debt would support such an army throughout.

Our Army is all on duty. Not a soldier of the cavalry and infantry but is what practically standing guard over from fifty to one hundred savages, while the two thousand five hundred artillerymen are taking care of the armament and fortifications for the protection of seven thousand miles of coast. No political economist will maintain that an army of twenty-five thousand men is too large for a nation of forty millions, occupying half the territory of a continent.

3. What reduction can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, or either of them?

Our staff is apparently large, but when the extent of country occupied by our Army is considered and the consequent work it has to do, I do not see how the staff can be reduced without detriment to the country as well as the service. It is true, it would do for a hundred thousand men as well as for the present force, because it is the extent of the country occupied that fixes the number of staff officers necessary. The staff is the most important part of a skeleton army; in it is preserved the military knowledge and experience necessary for carrying on war in the most scientific and economical manner. Could we have had a staff sufficient to have fully controlled the late war, the expenses of the same would not have been one-half what they were.

Very few of the officers of the Engineer Corps are employed on military duty, and the amount of work imposed upon them would be more than sufficient for twice the number of officers employed. If the work is necessary and must be done, it would be done better and cheaper if the corps were increased, for the same class of men cannot be secured from civil life for the same amount of money. It is a great thing to be able to say of a class of men like the Corps of Engineers that in nearly thirty years' service in the Army, I have never known one to be arraigned for dishonesty. I know of no other class of men of equal number who are not required to give bond, and who disburse from fifteen to twenty millions annually, of whom this can be said.

The Ordnance Department has charge of the public arms, and perhaps officers of artillery could be detailed to perform the duties of this corps, but they would be separated from their regiments and companies, and in time of war would weaken that arm of the service very seriously. The care of the public arms is a matter of the first importance, and is a specialty, and a special corps should have charge of it, limited only by the number necessary to do the duty.

The Subsistence Department is small and not in excess of the number of officers necessary to purchase the stores for the subsistence of the Army and to direct the supply. This is due to the necessity of buying in many different markets for our widely-scattered Army. It is true, they could buy for a hundred thousand men as well. The stores are issued to the troops by the line officers. In the Department of Arizona there is not an officer of the Subsistence Department.

The Medical Corps is too small at present, for it is found necessary to employ a great many civilians in each military department, at a price entirely inadequate to secure the best service.

The Pay Department has all the work it can do, as the duty is now done. I think the Pay, Subsistence, and Quartermaster's Departments could be advantageously united in one corps, but it remains to be seen whether the number of officers could be reduced by such consolidation. The united corps would number 138 officers. One would be needed for each post, and the number of posts far exceeds this number of officers.

The adjutant-generals are not too many; all are employed, and the number is barely sufficient to furnish one adjutant-general to each of the department, division, and Army headquarters.

The Inspector-General's Department I consider one of the most important in the War Department, and entirely inadequate, particularly when the present eight are reduced to five, as provided by law.

The Bureau of Military Justice cannot be dispensed with. One, or at most, two officers would be sufficient to conduct the business of the bureau, and take charge of the records of the office. The law now requires that no appointments of judge-advocates shall be made until the number is reduced to one brigadier-general and four majors. It is necessary to have an officer to act at each department headquarters as judge-advocate for the revision of court-martial proceedings, and for directing military courts. These places are at present filled, in part, by line officers.

4. Would a reduction of pay to \$1,300 to second lieutenants mounted, and \$1,200 to second lieutenants not mounted, be excessive?

I should say that a second lieutenant's pay was a very moderate salary, and to reduce it \$200 per annum would be excessive, and would distress this class of officers, for many are married and some have families to support and children to educate.

5. Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby?

I do not think that laundresses should be dispensed with; if they are, soldiers will be obliged to do their own washing or pay much more for it than they do now. There are 430 companies; each company is entitled to four laundresses, making 1,720, and each laundress is entitled to a ration, which would make, at twenty cents per ration, \$354 per day, or \$129,210 per year, supposing all the companies to be fully supplied, which is not the case. There is a further expense of transportation, fuel, and quarters, that cannot be easily estimated.

6. If the forage-ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals?

The forage-ration is generally reduced where it can be. Where the animals are required to work, they are fed the full ration, and the ration is reduced to unemployed animals. Animals are grazed wherever there is grazing, and as much forage is saved as can be. The amount turned into the Treasury from this department last fiscal year on account of forage not used, was about \$80,000.

7. What is your opinion regarding appropriations necessary for forts or other fortifications, of which you have knowledge?

I have no knowledge on which to judge of the necessity or amount of money that should be appropriated for fortifications.

8. Would it not be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps?

I believe it would add to the efficiency of the military service if the Pay, Quartermaster, and Subsistence Departments were all united into one corps, for supplying the Army, but I have already given the opinion that there is a doubt whether such consolidation would cause any saving in the number of officers.

9. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?

There should be no division of responsibility in the care of the Indians. By the existing system, whenever Indian troubles occur, the agents of the Indian Bureau endeavor to throw the responsibility on the military authorities, and the military authorities try to fix the same on the Indian Department. The Indian Bureau cannot possibly control Indians without military aid. By far the greatest number of military posts that we have, are established for the protection of white settlements and Indian agencies. The officers could perform the duties of the agents and save much wear and tear of the troops, the salaries of the agents, and much expense in the building of agencies, and would secure an honest application of the Indian appropriations, because the system of accountability in the Army is subject to such supervision and control by superior officers on the ground, that there is nearly everywhere the greatest possible check against the misapplication of public funds. No rapid progress can ever be made in civilizing the Indians, except through the compulsory training and education of the youth and children in the ways of the white men. The mature Indian can never be reclaimed from the state in which he was brought up; the young can, but only by compulsion. An agent must therefore have power to control and intimidate, and the appointment of officers of the Army to the care and management of Indians, would secure men experienced in knowledge of Indian character, with force to sustain him in the discharge of his duty, and military force is the most tangible means to secure respect and subordination from the Indian.

I cannot answer confidently in regard to the Pension Bureau. As far as I comprehend it, I should say that the majority of pensions are allowed on information on file in the War Department, and to place it in that office would, it seems to me, facilitate the work and protect the Government against the many frauds practiced to obtain pensions.

10. Might not the Bureau of Military Justice be dispensed with, without injury to the service?

I have virtually answered this question under No. 3.

11. Might not the office of military store-keeper be abolished without detriment to the service?

The office of military store-keeper expires under existing laws with the present incumbents.

12. Could not the expense of military division headquarters and departmental headquarters be materially reduced without detriment to the service?

I cannot answer this question, except so far as it relates to these headquarters. The headquarters Department of Arizona is at present as inexpensive as it can be made. The quarters and offices are all of a temporary character, owned by the Government, and I do not see any way to reduce the expenses.

13. What reforms or reductions in expenses, if any, in Army matters would you recommend?

There are certain minor matters on which it will be found that officers of the Army will differ in opinion, some of which are given above, while others, such as whether it is best to dispense with extra lieutenants now filling the place of adjutants and regimental quartermasters, whether chaplains may not be dispensed with, whether it would not be best to replace the colored regiments still in service by white, which might be acted on by Congress to the detriment of a few individuals and the saving of a few dollars in expense to the country, all of which I consider trivial and unimportant compared to the great question as to whether the country shall have a military system. With all that the late war has cost the country in life and property, it has taught us nothing for the future, and the nation is as destitute of a military system to-day as when that war began. Should such a disaster come upon us again to-morrow, I would expect to see again the distressing spectacle of the youth of the land called out for sixty or ninety days, and returning at the end of that time with ranks depleted and constitutions broken, not by the foe, but simply because there was not a soldier of experience in the regiment to tell them how to take care of themselves. I should expect to see a cavalry regiment, after six months' training and organizing at the cost of half a million to the country, march to the field twelve hundred strong fully and completely equipped, and at the end of six months rendered totally unserviceable, without having encountered the enemy, requiring to be remounted and refurnished, because the officers in charge had no military knowledge or experience. Regiments of cavalry will require three sets of horses in a single year, and armies in the field will be delayed in their movements waiting for recruits that never arrive, at a cost of millions per day, because they are at the rear making from one thousand to fifteen hundred dollars each every time they can jump the bounty, and the war that should end in a few months will extend to years, and the cost that should be millions will amount to billions. I shall expect to see gallant men marched like sheep to the slaughter, the victims of military ignorance, and every other possible profession than the military contending for martial honor at the expense of national life and treasure. With the Austro-Prussian war of 1866, and the Franco-Prussian war of 1870, to contrast with our war of the rebellion, the merits of a perfect military system should be understood and appreciated by every one whose duty it is to look after the nation's safety. It is difficult to understand how the late Secretary, Mr. Stanton, with all his knowledge of the subject, should state, in his final report on the subject, that the experience of our war showed that armies could be swiftly raised and hurled into the field against an invading foe. It showed quite the reverse, so far as any successful results were concerned. It did show, however, so far as the energy, will, and patriotism of the people were concerned, that it might have been the case had there been any one to tell them where to go and what to do.

The Army has already experienced three reductions since its re-organization in 1866. This may be continued until the minimum on which it can exist is ascertained; but, like the farmer's experiment with his horse, just about that time the Army may die. If we are to have an Army, in order that it may be efficient, it should be fixed upon a permanent basis as to organization, pay, and subsistence, and officers and soldiers should feel that there is a career before them, in which they may hope to advance, and that, after spending the first and best years of life in the service, when debility or age comes upon them, they will be provided for.

Respectfully submitted.

AUGUST V. KAUTZ,
Colonel Eighth Infantry,

Brevet Major-General, U. S. A., Commanding Department.

Hon. H. B. BANNING,
Chairman Military Committee, House of Representatives, Washington, D. C.

Letter from General John H. King.

NEW YORK, February 8, 1876.

SIR: In reply to the various interrogatories submitted by you on January 24 ultimo, I have, very respectfully, to answer as follows:

1. What reduction, if any, can be made in pay and allowances of officers of the Army, without detriment to the efficiency of the service?

Answer. Not any.

2. What reduction in strength or expense can be made in either arm of the military service—cavalry, artillery, or infantry?

Answer. Not any. Colored regiments should be made white, as white men make better soldiers and are more readily enlisted.

3. What reduction can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector General's Department, Bureau of Military Justice, or either of them?

Answer. Engineers: I am unable to give an opinion as to this corps.

Ordnance Department: No more appointments of lieutenants should be made; they should be assigned from artillery regiments, and boards of officers should be appointed to examine applicants from all arms of the service to fill vacancies in the grade of captain.

Subsistence Department: No reduction recommended.

Medical Department: Chief medical purveyors with rank of colonel, and assistant medical purveyors with rank of lieutenant-colonel, should expire with death of present incumbents, and their duties hereafter be performed by details from the surgeons of the corps.

Pay Department: No change recommended.

Adjutant-General's Department: No change recommended.

Inspector-General's Department. Five inspectors with rank of colonel are sufficient, and I recommend that vacancies in the corps be filled from the line of the Army, either by transfer or appointment.

Bureau of Military Justice: I recommend that this bureau be dispensed with, and details made from the line of the Army to perform such duties as may be necessary. It would be better for the service.

4. Would a reduction of pay to \$1,300 to second lieutenants mounted and \$1,200 to second lieutenants not mounted, be excessive?

Answer. No.

5. Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby?

Answer. To first part of question, yes. Government would save about \$75,000.

6. If the forage-ration should be reduced two pounds each in hay and grain, would it not still be sufficient for public animals?

Answer. Yes, if the animals get their full allowance of both at the same time; but when deprived of hay, they should have the fullest allowance of short forage.

7. What is your opinion regarding appropriations necessary for forts or other fortifications of which you have knowledge?

Answer. I am not familiar with any of the forts; have always served on the frontier, where quarters are very simple.

8. Would it be practicable to consolidate the Quartermaster's, Subsistence, and Pay Departments into one corps?

Answer. I think not.

9. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?

Answer. I am strongly in favor of transferring the Indian Department to the War Department. I know nothing about the other.

10. Might not the Bureau of Military Justice be dispensed with without injury to the service?

For answer, see reply to interrogatory No. 3.

11. Might not the office of military store-keeper be abolished?

Answer. Yes.

12. Could not the expenses of military division headquarters and departmental headquarters be materially reduced without detriment to the service?

Answer. I think that the headquarters of several of the general officers could be put at military posts.

13. What reforms or reductions in expenses, if any, in Army matters would you recommend?

Answer. Not any in addition to what I have already said.

I am sir, very respectfully, your obedient servant,

JOHN H. KING,
Colonel Ninth Infantry.

H. H. B. BANNING,
Chairman Military Committee, House of Representatives.

Letter from Colonel H. B. Clitz.

HEADQUARTERS TENTH INFANTRY,
Fort McKavett, Texas, February 11, 1876.

SIR: I have the honor to send the following answers to the questions contained in your letter of January 24th, viz:

Answer 1. None.

Answer 2. None. The Army is now too small to do all the duty required of it and do it well. The colored regiments are not as efficient as the white regiments, and if it is correctly estimated that the former cost at least one-third more than the latter in the same arm of service, I think it would be well to transfer all the colored enlisted men of infantry into one regiment, and let the officers of the other fill up with white men, and the same for the two colored cavalry regiments. They break down more horses, use up and lose more equipments, and wear out more clothing than white soldiers. Besides, they are not as self-sustaining as white regiments, as there are very few clerks and scarcely any mechanics or tradesmen among them, so that at posts garrisoned by them only, citizens have to be employed to do those duties.

Answer 3. I think the Bureau of Military Justice might be dispensed with, and the number of acting assistant surgeons might be somewhat reduced without detriment to the service.

Answer 4. Yes; unless it should affect only those second lieutenants who may hereafter enter the service, but at the same time a law should be made to prohibit second lieutenants from getting married. It is, perhaps, just and proper to remark that I am a bachelor.

Answer 5. I think it would, unless laundrymen were substituted.

Answer 6. I think the grain-ration might be reduced two pounds, but not the hay-ration.

Answer 7. While it is my individual opinion that our sea-coast fortifications will have to undergo a radical change to enable them to resist modern heavy artillery, yet I prefer that this question should be answered by those able officers of engineers who, from long study and experience, have come to be experts in such matters.

Answer 8. I think not. These departments as organized have worked admirably and satisfactorily through two long wars, and I do not think any change would be for the better, or would save expense.

Answer 9. To transfer back the Indian Bureau to the War Department, I believe, has become a necessity in order to prevent in the near future a big Indian war. I believe that if commanding officers of military posts in the Indian country are made Indian agents ex officio, with their subordinate officers as subagents, the bureau will be more economically administered, the Indians would be better fed and cared for, would become better acquainted with the officers of the Army, and the officers with them. I believe officers in authority over them would use their power mildly but firmly, and not make them any promises that they did not know they could carry out. I believe the Indians would be contented, and therefore peaceable, and at any rate would have a wholesome dread of the officer who had it in his power to punish as well as reward.

I also think if the officers of the Pay Department can do the duties of pension-agents as well as their own, it would be well to transfer that bureau to the War Department; but the Paymaster-General, I think, can answer that part of the question better than I can.

Answer 10. I think so.

Answer 11. Yes, if captain-quartermasters can be assigned to that duty.

Answer 12. Generals commanding divisions and departments are much better able to answer this question than I can.

Answer 13. I think the number of captain-quartermasters might be reduced to twenty, except in time of war.

Very, respectfully, your obedient servant,

H. B. CLITZ,
Colonel Tenth Infantry.

The Hon. H. B. BANNING,
Chairman Military Committee, House of Representatives, Washington, D. C.

Note to answer 2.—I make this recommendation because I have learned that it is very difficult to keep the colored regiments up to their full quota as well as for the other reasons stated.

Letter from Colonel W. H. Wood.

HEADQUARTERS ELEVENTH UNITED STATES INFANTRY,
Fort Richardson, Texas, February 13, 1876.

SIR: In reply to the questions propounded by the Committee on Military Affairs of the House of Representatives, contained in your printed letter to me of the 24th ultimo, I have the honor to submit the following:

1. No reduction can be made in the pay and allowances of the officers of the Army, without detriment to the efficiency of the service. The cost of living has increased so much that the officers, particularly those on the frontier, find it difficult to meet current expenses on the present pay.

2. Considering the work imposed upon them, neither the cavalry, artillery, nor infantry

should be further reduced in strength. Reductions to the lowest point consistent with the public welfare have already been made in those arms of the service.

3. Reductions could, perhaps, be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, and Bureau of Military Justice, or in some of them, but to point out which particular corps, department, or bureau could be reduced without detriment to the service, or any particular mode of reduction, would require a more perfect knowledge of all the duties performed by each one of those branches of the service than I am possessed of.

4. No reduction in the pay of second lieutenants should be made. As a general thing it is only by the exercise of rigid economy they are enabled to get along on their present pay.

5. Laundresses cannot be dispensed with without detriment to the service. Four were formerly allowed to each company. One is now allowed to every nineteen men, or fraction thereof. The number might be further reduced, say one to every thirty men, or fraction thereof. They receive one ration per day each, but no pay. What amount would be saved by reducing the number, or dispensing with them altogether, cannot well be determined, as it would depend on the quarters, fuel, and transportation provided them.

6. A reduction in the forage-ration would seem to be unnecessary, as the Army regulations now require that all forage issued to public animals, and not consumed by them, shall be taken up by the officers in charge, at the end of each month, and accounted for as public property.

7. Serving on the frontier where there are no forts or other fortifications, except in name, I have not sufficient knowledge regarding the appropriations necessary for them to enable me to express an opinion on the subject.

8. It would not only be practicable to consolidate the Quartermaster's, Subsistence, and Pay Departments, but, in my opinion, the Government would be better served by so doing. At almost every military post the duties of quartermaster and commissary of subsistence are now both performed by an officer of the line, detailed for that purpose. In addition to these duties the troops could just as well be paid by him, as he is now a disburser of public funds.

9. True policy, as well as good faith, in my opinion, demands a change of the governmental relations with the Indian tribes. Treat them justly and there will be no occasion to spend millions of dollars fighting them. Their welfare would undoubtedly be enhanced by a transfer of the Indian Bureau to the War Department, and a great saving of money effected thereby. Officers of the Army, stationed in the Indian country, could execute the duties of superintendents and agents without interfering with their legitimate duties and without any expense to the Government other than their present pay. Should it, however, be found indispensably necessary to continue civil agents in office for the conduct of Indian affairs, their powers should be circumscribed, accurately defined, and they themselves rigidly punished for any infraction of them.

The Pension Bureau ought not, in my opinion, to be transferred to the War Department, but it might with propriety be transferred to the Post-Office Department and a great saving effected thereby.

10. The Bureau of Military Justice could not, in my opinion, be dispensed with, without injury to the service. It might, however, be reduced to one Judge-Advocate-General and one assistant.

11. In my opinion the office of military store-keeper might be abolished without detriment to the service.

12. Having no knowledge of the present expenses of military division and departmental headquarters, I can offer no opinion on this subject.

13. In the matter of reductions in expenses, my answer is embraced in the answers to the previous questions. In the matter of reforms, I have respectfully to recommend the following:

1. That the General of the Army have command of the entire Army, under the President.
2. That officers of the Army be allowed mileage, instead of actual expenses, for the transportation of themselves and their baggage, when traveling on duty without troops, escorts, or supplies.
3. That post-trading establishments be abolished, and the old method of selecting sutlers by post-councils of administration, approved by post-commanders, be restored.
4. That each company officer, serving with his company, be allowed to take from it one soldier as waiter, with his consent and the consent of his captain.
5. That the pay of non-commissioned staff officers and non-commissioned officers be increased.

I am, sir, very respectfully, your obedient servant,

W. H. WOOD,
Colonel Eleventh United States Infantry.

Hon. H. B. BANNING,
Chairman Committee on Military Affairs,
United States House of Representatives.

Letter from General O. B. Wilcox.

HEADQUARTERS TWELFTH INFANTRY,
Angel Island, Cal., February 14, 1876.

SIR: In reply to your circular letter of the 24th ultimo, I have the honor to submit the following:

1. I do not know of any reduction that can be made in pay and allowances of the officers of the Army, generally, without detriment to the service. They have been fairly fixed after long experience, as near as practicable, upon a salary-basis at the lowest living rates; and even to agitate the question, while it does not affect the honesty of the best officers, tempts them to look elsewhere for employment, and excites the apprehension and cupidity of those whose moral qualities are not so high.

As to allowances, I think the forage and stall-hire of officers' horses might be cut off entirely at the headquarters in the cities, and horses or other transportation furnished these officers by the Government for official needs, under the usual certificates of actual and necessary use. Perhaps it might be well to furnish all mounted officers in the service with horses, and not let forage be considered a perquisite in any sense.

2. I do not think that the number of regiments of artillery, cavalry, or infantry is too great—not one whit beyond the true economic basis, or that which should provide for ordinary and palpable emergencies. Anything below this basis is false economy, and only leads to larger expenditures, and invites attack. The force is already too small, and the skeleton is stretched over so many petty posts, that the cost of keeping it is greater than mere troops and fewer posts.

I would respectfully recommend that the President be authorized to fill up companies in any threatened district to 100 men, the whole number thus authorized to be limited by Congress, and the necessary money appropriated beforehand, and not left to be covered by deficiency bills. These latter are always distasteful to the country, and above all to the officers of the Army, who are obliged to pay high prices, in the hurry of the hour, to meet the crisis, but whose figures are coldly scanned after the excitement and danger are over.

3. As for reduction in the staff-corps, I do not see how there can be fewer officers in these corps than those provided for in the act of March 3, 1875. I think there is too much rank accumulated in the Adjutant-General, Quartermaster, and Commissary Departments. These corps should be constantly replenished with young officers, to be selected from the line, for peculiar fitness; and, if not found fit, to be returned to their regiments. With this object in view, I would urge the re-adoption of the plan of appointing captains in each of these corps from first lieutenants of the line, to serve until promoted to their own regiments, and then either returned or retained. This to be done as fast as vacancies are created by the casualties of service.

4. I do not think the proposed reduction of second lieutenants' pay advisable, for the twofold reason that many of the second lieutenants have been a long time in the service, and that it costs them, particularly those who are married, as much to live as it does first lieutenants. If there be any reduction in the pay of this grade let it take effect on future appointees who will know what they have to expect, and postpone matrimony to a more convenient season.

5. I think it would be detrimental to the service in a social point of view to dispense with laundresses altogether, but I would reduce the number to two per company; this reduction to be made by the casualties of service. The saving in transportation, rations, fuel, quarters, and medicines would be about \$200,000 per year.

6. The forage-ration at present is not too large for horses or mules doing full work; animals on light work do not eat the full allowance, but the remainder is not lost, but taken up at this post and others where I have served and re-issued. How it is in the cavalry and light batteries I do not know. But at the very times when it is most needed and the consequences would be most vital, the forage ration could not be "reduced by two pounds each on hay and grain" and be sufficient for public animals.

7. So far as my knowledge of forts and fortifications extends, appropriations are as necessary as ever; less for masonry than formerly, and more for earth-works and heavy guns.

8. I do not think it would be practicable to consolidate the Quartermaster, Commissary, and Pay Departments. It would require a chief of staff at the head of the whole whose importance might interfere with that of the Secretary of War, in whom the control is practically centered already; in which case there would result either a divided responsibility, for one thing, or the chief of the supply staff would become a cipher. Besides, although the present staff system has some defects, yet it has proved to be a great improvement on the consolidated system in vogue during and previous to the war of 1812. There must be a distribution of the duties and separation of accounts even if united under one head management, and we should soon fall back into the present division substantially, either under officers of a different name, or irresponsible clerks. An opinion prevails among some officers of the Army that the Paymaster's Department as such could be totally done away with, and the troops be paid by quartermasters or company commanders. But the system of pay accounts and allowances is one of considerable intricacy, and covers many old claims arising constantly and requires a separate bureau of accounts, files, and records, and experienced experts. Railroads and other large business companies have their paymasters as such, and for us to drop them

would only lead to confusion, suspicion, and opportunities for rascality. Better one independent department responsible for the whole money and pay question.

9. As to the propriety of transferring the Indian and Pension Bureaus to the War Department. The Pension Bureau would seem to be necessarily a branch of military administration, but I am not familiar enough with the workings of the present Pension-Office, its organization and its defects, to judge whether the transfer would be an improvement; and to transfer the Indian Bureau as at present organized would seem to be of doubtful utility. But the transfer of this bureau with the power of complete military re-organization and control would, in my opinion, work well, not only for the Government, but for the Indian himself.

10. I do not think that the Bureau of Military Justice is altogether a success; it has trained up a number of civilians into *quasi* judge-advocates, while it has extinguished that ambition for legal practice in the Army which under the former system gave us such men as De Hart, Bliss, and Chase Ridgely, and partially educated our older officers for the prompt decision of nice questions at critical periods in the country's history. But the judge-advocates of the bureau are useful as legal advisers to the commanding generals, and the law of March 3, 1875, sufficiently reduces their number for this object.

11. I do not see any necessity for military store-keeper. The duties belong to assistant quartermasters. The office becomes extinct with the present incumbents by the law of March 3, 1875.

12. I am not in a position to know practically how the expenses of military division and department headquarters could be materially reduced.

13. As to reforms and reductions in Army matters not touched upon above, I have no opinions formed that would require further legislation, except that the pay of first sergeants of companies, sergeant-majors and quartermaster-sergeants of regiments ought to be raised to at least an equality with that of commissary-sergeants in order to secure a better class of men for these important and responsible positions. Forty-five dollars a month for first sergeants, and fifty for sergeant-majors and quartermaster-sergeants would not be too much. The gap between this grade and that of second lieutenant is too great, and if approximated we should have better material for promotion, and better care of public property.

Very respectfully, your obedient servant,

O. B. WILCOX,

Colonel Twelfth Infantry, Brevet Major-General, United States Army.

Hon. H. B. BANNING,

Chairman Military Committee, House of Representatives, Washington, D. C.

Letter from Colonel R. De Trobriand.

HEADQUARTERS THIRTEENTH INFANTRY,
New Orleans, La., February 12, 1876.

SIR: I have the honor to acknowledge the receipt of your communication of January 24 last, notifying me that the Committee on Military Affairs of the House of Representatives would be pleased to have an expression of my opinion in regard to thirteen questions, written in said communication, and, in answer, I respectfully submit the following:

Question. 1. What reduction, if any, can be made in pay and allowances of the officers of the Army, without detriment to the efficiency of the service?

Answer. None that I know of. The pay of the officers, as it is now, is sufficient to allow them to live comfortably enough in their garrisons, but nothing more. Since the war, the price of everything has increased so much that it has become next to impossible for them to put aside any part of their pay for future contingencies. I speak of the single ones. As for those who are married, the most strict economy is required to face the necessary expenses of housekeeping without running into debt. All they can do is to join the two ends, if they have nothing but their pay, which is the case of ninety-nine out of a hundred, as far as my experience goes. But, besides the usual necessary expenses of living, the officers are subject from time to time to changes of stations, which are invariably very onerous to them. It should be remembered that the Government does not supply the officers' quarters with any sort of furniture, and that every officer has therefore to find for himself, even such necessary articles as bed, table, chairs, most of which he must buy very dear when he arrives at his station, and sell very cheap when he leaves, to save expenses of transportation, which, in some cases, may become too heavy for his limited means. There are still other causes of extra expenses forced upon him, among which I will only mention the present law in regard to servants. The officers serving at far-away posts, in the Territories or Indian country, even in parts of some States where servants cannot be procured, may find themselves in this deplorable condition, either to do themselves the work of a servant, which can scarcely be expected from them, or to violate the law, in availing themselves of the services of soldiers willing to wait upon them. To avoid this necessity, great pecuniary sacrifices are often made to send for servants at an exorbitant price, and to bring them to remote posts, and without success, as nearly all of them become soon dissatisfied and leave after a short time.

Any of us, who have lived in frontier posts, could state many instances where officers and their wives have actually been obliged to be their own servants, after expensive and unsuccessful endeavors to secure some attendance outside of the enlisted men. These difficulties and privations and other cases of forced expenses in military service are scarcely compensated by the present pay of the officers, who, still, are contented with what they receive, and cheerfully devote their energies to the service of the country, among the hardships and dangers of their adventurous life. To reduce their pay would be to impose upon them more severe privations, and thereby to discourage their hearts and inspire them with a disgust of the military service. The aspirations of many would then turn toward some other avocation, and the country would lose probably the services of a number of efficient officers, while the high moral level of the Army would be certainly lowered by the inferior quality of those called to fill the vacant places, even without speaking of the chance to impair its proverbial honesty, by temptations which want of money may give rise to. As a general rule, a poor pay commands but a poor work. There is no reason to expect that it would be otherwise in the military service. My positive opinion is, that any reduction in the pay and allowances of the officers would prove very detrimental to the efficiency of the Army.

Question 2. What reduction in strength or expense can be made in either arm of the military service, cavalry, artillery, or infantry?

Answer. The Army has been already reduced to the minimum of its necessary strength. Any further reduction would bring deplorable consequences, not only to its organization and efficiency, but to the best interests of the country. It would be an expensive experiment, soon resulting in reactionary measures to restore the strength of the military forces to a proper proportion with the exigencies of the service required from them, and most probably to an increase of its present effective. In its present condition, the activity and energy of the Army is taxed to the utmost to do a work its power is scarcely adequate to. The immense area of country which requires military protection, when compared with the small forces which are kept for that purpose, can give an approximate idea of the magnitude of the task devolved upon us. The occupation of posts on the sea-coasts or northern boundaries is the least of our task. It is expected that the Army will protect the whole line of our southern frontier against the organized inroads of a Mexican population which lives only by depredations and marauding on our territory. In the interior three hundred thousand wild Indians, always ready for plunder or murder where there is any chance of impunity, are to be kept in a state of subjection, punished, if they yield to their brutal and bloody instincts against white settlers, and, *per contra*, protected if any of their doubtful rights are infringed by the natural advance of the hardy pioneers of civilization on the gameless deserts which can feed the red man no more. And, without speaking of the contingencies which may arise from the obligation to enforce the laws of the United States and protect the Federal officers in the performance of their duties in any part of the country, such is the arduous labor exacted from twenty-five thousand men! They do all that can be done. The wonder is that they do as much; but I am not prepared to say that the country has no right to claim more. I am confident that, before long, the people will come to the conclusion that the Army is deficient in cavalry, and that it is necessary to increase this arm of the service, either by recruiting new regiments or by increasing the strength of the companies. This, in consequence of the nature of the service on the plains and along the Mexican frontier, a service for which the infantry cannot be of any efficient use, other than to garrison posts, to occupy certain positions, and to escort supplies. But I must limit my remarks to the question proposed to me, and I conclude that no reduction in strength can be made in either arm of the military service, cavalry, artillery, or infantry.

Question 3. What reductions can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, or either of them?

Answer. Since the re-organization of the Army after the war my services have always been in active command of troops in Dakota, Montana, Utah, Wyoming, and Louisiana. Having never served in the Corps of Engineers, or in any of the departments of the general staff, my personal knowledge of their organizations and operations is not sufficient to form an opinion of any weight on the reduction in their expenses or *personnel*, which may be possible or advisable. I therefore beg respectfully to be excused from expressing any in the matter.

Question 4. Would a reduction of pay to thirteen hundred dollars (\$1,300) to second lieutenants mounted, and twelve hundred (\$1,200) dollars to second lieutenants not mounted, be excessive?

Answer. It would be so. No reduction should be made on their present pay, for reasons already expressed in my answer to the first question.

Question 5. Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby?

Answer. The laundresses are an incumbrance at the posts where their companies are stationed, and a nuisance when the troops are moving. In the first case the question of laundresses quarters is an incessant cause of difficulties and annoyances. The buildings to be

assigned to them are very seldom sufficient to accommodate the exaggerated number of four allowed to each of our small companies; and to this number must be added the quantity of children by which their prolific aptitudes increase steadily the garrison. All these little tribes have to be provided with shelter, cooking-stoves, &c. In northern climates, not to let them stand the hard winter under tents, efforts are constantly made out of mere humanity to obtain for them more substantial quarters, the building of which absorbs sums of money which could have been spent in some other way more directly useful to the service, out of the limited appropriation for barracks and quarters. In the second case, (when the troops are moving,) the transportation of all the laundresses' paraphernalia, children, dogs, beds, cribs, tables, tubs, buckets, boards, and Lord knows what not, amounts to a tremendous item of labor and expense, and if the troops are ordered to some place where new quarters are to be built or where buildings are to be hired by the Government to be used as barracks, it is a fact that the accommodations for laundresses give more trouble than those for the companies. Now, does the work done by laundresses compensate in any way so much of trouble and expense? Not at all. Such a work could be done easily, either by the men themselves attending to their washing, or by small details taken from among them for that purpose. It happened that some years ago, in Northern Dakota, I had to resort for a time to this last system, and it worked so satisfactorily that I would not hesitate to recommend it as an advantageous substitute for the present one. On this subject I beg to refer the honorable committee to the remarks of the Inspector-General of the Army in his report to the Secretary of War for the year 1875. I agree with him in every point, and consider that to dispense with laundresses would be of no detriment, but of positive advantage to the service. It is supposed that from two to three hundred thousand dollars would be saved thereby. The abolition should be made gradually so as to conciliate justice with economy. Hospital matrons should be the only women allowed at posts, and if some laundresses were still to be kept in the Army, for special considerations, their number could, any how, be reduced to one for each company, and one for each regimental band. But the final abolition of this superfetation would be preferable, I think, to the Army.

Question 6. If the forage-ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals?

Answer. Yes, I think it would be sufficient.

Question 7. What is your opinion regarding appropriations necessary for forts or other fortifications of which you have knowledge?

Answer. I have no sufficient data to express an opinion on the subject. In the Indian territories, as a general rule, I am opposed to any fortification in the way of walls, stockades, &c., to protect the troops. Such material protection makes the men less confident in themselves. It is preferable to trust their safety to their vigilance, their courage, and their guns. But, of course, this has nothing to do with regular fortifications on the sea-coasts and frontier lines, which, I suppose, are the only ones especially contemplated in the above question.

Question 8. Would it not be practicable to consolidate the Quartermaster, Commissary, and Pay Departments into one corps?

Answer. Such a measure may have some objections to contend with and some partial difficulties to overcome, but I consider it altogether as not only practicable, but also desirable for the Army. Our system of pay is decidedly bad, and would have been abandoned long ago, would it not be for personal interests and traditional prejudices favorable to its perpetuation. So much has been said already on the subject, that it seems to me scarcely necessary to point out how hurtful to the habits and *morale* of the men, how pernicious to the general discipline of the Army, it is to pay the troops only once every two months, and to put at the same time in the hands of every private the sum of twenty-six dollars. This is nothing less than a premium offered to drunkenness and vicious habits, through the temptations which the possession of such an amount of money carries with it for soldiers. These remarks apply to the garrisons or posts with which communication is open the whole year. But the case is much worse for those which, during the winter, remain out of the reach of the many paymasters kept at great expense and no practical advantage, traveling almost incessantly all over the country. I have had companies, under my command, left six and even eight months without pay, and then receiving all at once from *seventy-eight up to one hundred and four dollars* per man. No wonder then if, under such circumstances, men become unruly, discipline is relaxed, offenses are more frequent and aggravated, and desertions encouraged. In all cases, under the present régime, pay-day means generally a week of bacchanals, followed by a shower of punishments and a correspondent slackening of things for one or two weeks more. This could be easily avoided by the adoption of the system of pay at very short intervals, universally adopted in European armies. There the troops are paid every week, every five days, and even every day in England. Such a great improvement would be naturally the consequence of the consolidation of the Pay and Quartermaster's Departments. Quartermasters would become post-treasurers, intrusted with the pay of the garrisons, which could take place every Saturday, to the great benefit of the Government, of the enlisted men, and of the service. The consolidation of the Commissary with the Quartermaster's Department would still be much easier to accomplish. Any simplification is a progress as well as an economy in administrative matters. The proposed consolidation of the Quartermaster's, Commissary, and Pay Departments into one corps would, in my opinion, realize these advantages.

Question 9. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?

Answer. I have no doubt that such a measure would be both eminently proper and beneficial. The present Bureau of Indian Affairs is a Pandora's box, whence endless evils issued and are still issuing. The greater part, by far, of our difficulties with Indians arise from the shameless way in which they are cheated out of the most of the annuities of all kinds which they are supposed to receive from the Government, and for which the people pay in full. It would be a great error to believe that, because they don't know how to read and write, those Indians are unable to keep good accounts and to figure exactly to what extent they are cheated. I have heard Indian chiefs, who could tell me how many sacks of flour, how many flannel shirts, how many blankets, how many knives, &c., had been taken away from the agency where they had been stored for them; on what nights these goods had been loaded on wagons, the number of which they stated; to what distant posts the stolen articles had been sent, there to be sold in retail by traders to some other tribes. Many times they asked me why I could not take control of the distribution of their goods among them, unable to understand how their Great Father in Washington, who kept so many warriors, could not secure them their rights, and save them from being plundered year after year by those very people who were sent especially for their aid and protection. The general corruption which prevails in Indian affairs is a matter of public notoriety, and has been, in some cases, demonstrated by irrefutable evidence. The above is therefore stated, not to criminate anybody in particular, but only to show that I speak of my personal knowledge, not from hearsay. As all efforts have been unavailing to remedy those evils with the present organization of the Bureau of Indian Affairs, it has become necessary to try some different system, to realize the reforms so much needed, and it does not appear that there is any other which could attain that end, but the transfer of the Indian Bureau to the War Department. The administration of Indian affairs could not be trusted to better hands. The officers of the Army do not desire it. They understand well that such a transfer will bring to those who will be concerned in it, much more trouble and labor than credit or compensation. But their devotion and their patriotism would make them accept their new responsibilities and perform these new duties in the same spirit and with the same efficiency, which have maintained so high the integrity and the honor of the United States Army. Without being so positive about the Pension Bureau, I believe that its transfer to the War Department would be both proper and advantageous.

Question 10. Might not the Bureau of Military Justice be dispensed with, without injury to the service?

Answer. I think not. What authority would take its place to decide upon the interpretation of military laws and their operation in doubtful cases which not unfrequently present themselves in the administration of military justice? This cannot be left to department commanders, who may, and probably would, disagree on some point or other. There must be a higher and uniformly decisive authority, as is now the opinion of the Judge Advocate-General, when concurred in and promulgated by the Secretary of War.

Question 11. Might not the office of military storekeeper be abolished without detriment to the service?

Answer. Perfectly so. The office of military storekeeper is the most useless that I know of in the Army; any depot or post quartermaster, according to the case, can attend to its duties without the slightest inconvenience.

Question 12. Could not the expenses of military division headquarters and department headquarters be materially reduced without detriment to the service?

Answer. I do not know, and have no sufficient means to know, my service being entirely outside of these questions.

Question 13. What reforms or reductions in expenses, if any, in Army matters, would you recommend?

Answer. None, unless it may be that the budget of the War Department be relieved from the burden of certain public services which do not belong to it properly, such as the "harbor and river improvements," the "Signal service," &c. This would not realize any economy for the Government, but, at least, it would contribute to enlighten public opinion about the real expenses of our military establishment, would dissipate some accredited errors, and finally, would assist in putting an end to the periodical cry for a reduction of the Army, which, in its present condition, has no practical reason to be.

All of which is respectfully submitted.

R. DE TROBRIAND,

Colonel Thirteenth Infantry, Brevet Brigadier-General, United States Army.

HON H. B. BANNING,

*Chairman of Committee on Military Affairs,
House of Representatives Washington, D. C.*

Letter from General John E. Smith.

HEADQUARTERS FOURTEENTH UNITED STATES INFANTRY,
Camp Douglas, U. T., February 16, 1876.

SIR: I have the honor to acknowledge the receipt of your request for an expression of my opinion in regard to Army matters, dated House of Representatives, January 24, 1876. Your interrogatories have been considered, and I beg leave to submit briefly the following replies:

1. What reduction, if any, can be made in pay and allowances of officers of the Army without detriment to the efficiency of the service?

Answer. None. For the reason that most of the officers are stationed at posts where they cannot obtain necessaries for themselves and families as reasonably as persons living in civil life. It being expected that Army officers shall always maintain a respectable appearance, he cannot live as economically; and when required to change station, it is always at the sacrifice of his personal effects—furniture, &c.—more or less. If the pay of officers is reduced it will subject them to humiliation, which would impair their efficiency for the service.

2. What reduction in strength or expense can be made in either arm of the military service—cavalry, artillery, or infantry?

Answer. Is difficult to answer. Our Army is necessarily spread over a very large territory; the personnel and material have to be transported at heavy expense. The vicinity of the majority of military posts does not produce anything.

3. What reductions can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, or any of them?

Answer. The Engineer and Ordnance Departments being scientific, require officers constantly practiced in the study, practically and theoretically, of their departments respectively; it would be doubtful economy to consolidate them, and if dispensed with we will find ourselves outstripped and at the mercy of foreign nations by the rapid improvements developing in scientific research.

Of the Medical Department, a great number of civilians are now required as acting assistant-surgeons, many of whom accept their positions because they cannot make a living in civil life.

Of the Quartermaster's and Subsistence Departments, for the reasons given in reply to the second interrogatory, (the extent of territory, &c.,) none.

Of the Adjutant-General's Department, so largely increased by voluminous records, the result of the late war, none.

Inspectors are necessary for the information of the Government, and the Bureau of Military Justice for the protection of all in the Army. In my opinion, the staff departments should not be reduced.

4. Would a reduction of pay to \$1,300 to second lieutenants mounted, and \$1,200 to second lieutenants not mounted, be excessive?

Answer. The present pay of second lieutenants is as little as they can live on becomingly. It must not be overlooked that some of our second lieutenants have been longer in service than some of our captains, owing to the present system of promotion. A reduction of pay would in the majority of instances be very unjust.

5. Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby?

Answer. I do not think that it would be detrimental to the service to abolish laundresses in the Army. And in this connection I inclose extract, marked "A," from my letter to the Hon. Secretary of War, pertinent to your interrogatory.

6. If the forage-ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals?

Answer. The present forage ration, hay and grain, is not too much at posts where there are no facilities for grazing, or where animals are so employed (which is frequently the case) as to give no opportunity for doing so.

7. What is your opinion regarding appropriations necessary for forts or other fortifications of which you have knowledge?

Answer. I have had no experience at permanent fortifications, but should think that, having so extended a sea-coast, it would be good economy to maintain the forts we have. The system of fortification, however, is rapidly changing, and I presume expensive permanent works will no longer be required.

8. Would it be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps?

Answer. I do not think that it would be wise to consolidate the Pay Department with the Quartermaster's and Commissary Departments. The Pay Department has a large responsibility, which I presume will be very much increased if the Pension Bureau is transferred to the War Department.

9. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?

Answer. It seems to me that it would be proper to transfer the Indian and Pension Bureaus.

As now conducted the War Department must furnish all the information on which to ground an application for pension. The Medical Department could make the examinations with less partiality than local physicians will do, for they (local physicians) will not risk losing their clients and incurring their ill will by advising adversely to claimants' applications.

The Indian Bureau can be managed by the War Department more satisfactorily than it is now. Troops must be stationed on or near all Indian reservations, and there is always more or less conflict of authority between the civil agents and the military, resulting from instructions by two separate Departments, detrimental alike to the welfare of the Indians and the interests of the Government.

10. Might not the Bureau of Military Justice be dispensed with without injury to the service?

Answer. I do not think that the Bureau of Military Justice can be dispensed with without injury to the service; many trials require careful review by competent authority, and the records carefully kept for future reference.

11. Might not the office of military storekeeper be abolished without detriment to the service?

Answer. Military storekeeper is but another name for assistant quartermaster.

12. Could not the expenses of military division headquarters and departmental headquarters be materially reduced without detriment to the service?

Answer. I have never served at military division or departmental headquarters, and have never seen a detailed statement of their expenses, and am not therefore competent to judge of their expenses. The most rigid economy has been practiced at all posts where I have been stationed.

13. What reforms or reductions in expenses, if any, in Army matters would you recommend?

Answer. My experience since the war having been limited to a very small command, I hesitate to make recommendations for any reduction in Army expenses; scattered as the Army is, over a large territory, the detachments are necessarily small and widely separated. These posts are in some of the richest territory of the United States, and should be maintained for the protection and facility afforded the pioneers of our country to develop them, which will, in my opinion, amply repay the country the cost of the Army.

Very respectfully, your obedient servant,

JNO. E. SMITH,

Colonel Fourteenth Infantry, Commanding Regiment.

Hon. H. B. BANNING,

Chairman of Military Committee, House of Representatives, Washington, D. C.

A.

[Extract.]

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Referring to the subject of soldiers' wives and laundresses:

There is much annoyance occasioned by men marrying after they have enlisted. The fact once accomplished cannot be remedied, nor does it appear clear that it can be punished at present as conduct prejudicial, &c. It is true that the woman can be kept without the garrison, but this not only renders the soldier worthless, but in many instances would be attended with great hardship to the wife, which public opinion would regard as inhuman. To discharge the soldier when it becomes known that he has married without permission, would serve to induce many to take that action with a view of obtaining their discharge from the service. It is believed for the good of the service that in time of peace it should be stipulated, and made part of the agreement in enlistment, that the man is not married, and that he will not marry during his enlistment, providing a severe penalty, equivalent to that for desertion, if he marries without permission from competent authority, say regimental commander, or higher authority. Authority should be given to all post commanders to give publicity through local papers in their vicinity, so that persons not in the Army could not plead ignorance to the prohibition, and thus save many innocent women who are beguiled into matrimony by unthinking or unscrupulous soldiers.

It is believed that laundresses as now in service could be dispensed with, and none but hospital stewards, ordnance sergeants, quartermaster-sergeants, and commissary-sergeants, permanently stationed at post, should be permitted to marry. Although laundresses are recognized, owing to the limited appropriations there are very few posts where they are properly provided for; in their stead post laundries could be established, under the supervision of the post council of administration, same as post bakeries now are, involving an expense at each post for one suitable building. The price now paid by soldiers, \$1 per month, and for each adult member of an officer's family, \$3, children in proportion, would be ample to secure the washing done in a more satisfactory manner than now, and a greater saving to the Government than under the present system, when so many women and children must be provided for in rations, fuel, quarters, and transportation, to say nothing of the incumbrance when changing stations.

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Letter from General G. Pennypacker.

HEADQUARTERS SIXTEENTH INFANTRY,
Nashville, Tenn., February 17, 1876.

GENERAL: In reply to your letter of the 24th ultimo, propounding questions, &c., I have the honor to make the following answers:

1. What reduction, if any, can be made in pay and allowances of the officers of the Army, without detriment to the efficiency of the service?

Answer. None in their salary proper; as to their allowances, I am not prepared to state.

2. What reduction in strength or expense can be made in either arm of the military service—cavalry, artillery, or infantry?

Answer. If the Army is to be kept at 25,000, I think the number of organizations might be reduced in cavalry, artillery, and infantry.

3. What reductions can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, or either of them?

Answer. I am not prepared to state.

4. Would a reduction of pay to \$1,300 to second lieutenants mounted, and \$1,200 to second lieutenants not mounted, be excessive?

Answer. This reduction would be excessive. My opinion is, that their salary is now small enough. The majority of the second lieutenants in my regiment are married, and it costs them as much to live as first lieutenants or captains.

5. Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby?

Answer. I am of the opinion that laundresses should be dispensed with, and that soldiers' washing be done by details from companies the same as their cooking is now done. This would make a very considerable saving in expense.

6. If the forage-ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals?

Answer. I think the forage-ration might be reduced as suggested, except when public or private animals are engaged in scouts or other campaign duty, when the present allowance is small enough.

7. What is your opinion regarding appropriations necessary for forts or other fortifications, of which you have knowledge?

Answer. I am not prepared to state.

8. Would it not be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps?

Answer. I think it would.

9. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?

Answer. Eminently proper for various reasons. As the Army now is, there are plenty of officers who could be spared to do the duty; these are all intelligent, active men. The Army is the only element by which the Indian is kept in a state of peace, and if they only had to do with representatives of the Army, they would be much more apt to remain peaceable. The duty could be all done by Army officers—well done—thus saving the expense of the Indian Bureau, and at the same time keeping the essential element of an Army intact. There is no doubt in my mind that all of the pensions might also be paid, and pension business generally done, by the Army. Yet the transfer of both these Bureaus would keep all of the officers of the Army very busy.

10. Might not the Bureau of Military Justice be dispensed with without injury to the service?

Answer. I am not prepared to state.

11. Might not the office of military storekeeper be abolished without detriment to the service?

Answer. I think it could.

12. Could not the expenses of military division headquarters and departmental headquarters be materially reduced without detriment to the service?

Answer. I am not prepared to state.

13. What reforms or reductions in expenses, if any, in Army matters would you recommend?

Answer. This is an extensive subject, and would require much study and reflection. My opinion is that the supply departments of the Army should be conducted on the same principle, as near as possible, that successful business men conduct their own affairs; that in making allowances and appropriations, necessities should be consulted.

I especially recommend the return to the system of mileage instead of that of paying or reimbursing for actual expenses. If the rate of ten cents is too much, reduce it, but have a fixed allowance. It would also seem to be just, that officers detailed on duties, such as courts-martial, which take them away from their posts for a short time, necessitating to them large increased expenses, should be allowed a per diem while so absent; this, too I recommend to be some fixed rate.

The present law as to regimental fund, its source of supply, is defective. It is generally understood in the Army that the Soldiers' Home at Washington has now a larger fund than they know how to expend. I recommend strongly that the fines imposed in regiments by garrison courts-martial be made to form the regimental fund, and that the present system be abolished altogether, so as to give the men their entire bread-ration, which is but just. If these fines by garrison courts-martial make a fund larger than it is thought proper to have in a regimental fund, then fix the amount that may be so transferred, and direct that the regimental treasurer, in making his return to the War Department of the fund, transfer at the same time any surplus, which surplus may be devoted to the Soldiers' Home, if necessary.

Very respectfully, your obedient servant,

G. PENNYPACKER,

Colonel Sixteenth Infantry, Brevet Major-General U. S. Army.

Hon. H. B. BANNING,

Chairman Committee of Military Affairs,

House of Representatives, Washington, D. C.

Letter from Colonel T. L. Crittenden.

HEADQUARTERS SEVENTEENTH INFANTRY,

Fort Abercrombie, D. T., February 11, 1876.

SIR: In reply to your communication of the 24th ultimo, I have the honor to submit herewith answers to the questions propounded.

Answer to question 1. I do not think that any permanent reduction in the pay of the officers of the Army can be made without ultimate injury to the service, and so far as I am acquainted with the allowances to officers, which is up to the rank of colonel, I hold the same opinion.

Answer to question 2. In my judgment, no reduction in strength or expense can be made in either the infantry, artillery, or cavalry of our Army. In time of peace the artillery renders little of any service except to take care of the forts and accouterments which they occupy and use. But I consider it a corps unsurpassed in any service, and to discharge it in time of peace would be to deprive the Government, probably, of its services when most needed. The artillery corps is not too large, in my opinion.

The Corps of Engineers is not much connected with the Army in time of peace. Even during the War, as I understand, the Corps of Engineers must first be assigned to duty by the Secretary of War before it is subject to the orders even of the General of the Army. Considering its ability, I do not think the pay can be reduced without injury to the service. As I do not know the extent of the services rendered by the Corps of Engineers, these services for the most part being remotely, if at all, connected with the Army in time of peace, I am unable to form an opinion as to whether the corps could be reduced in strength or not. In time of war I am confident the services of the whole corps would be needed.

Ordnance: I look upon the Ordnance Department of our Army as almost perfect, and think it cannot be reduced in any way without detriment to the service. Of the Subsistence Department, I can only say that since I have known anything about it, that is, since the Mexican war, it has been conducted with eminent efficiency. I do not think the pay too much, and am not able to form an opinion as to whether or not the same efficient service could be rendered by a reduced subsistence corps.

The Medical Department, I think, ought not to be reduced in pay or strength. I speak only of that portion on duty at posts and garrisons on the frontier.

Of the Pay Department, the Adjutant-General's Department, and the Inspector General's Department, I have not thought sufficiently to be willing to give an opinion as to whether either of these departments could be reduced in strength without detriment to the service.

I doubt if the Bureau of Military Justice does any good; it has, I think, done some harm to the service in making some valuable young officers indifferent lawyers.

Answer to question 4. I think the reduction of pay mentioned in the question would not be excessive, but I do not think the present pay too much.

Answer to question 5. Laundresses, I fear, are a necessary nuisance. I do not see how anything could be saved by dispensing with them. Their work must be done, and I think they do it as cheaply as it could be done.

Answer to question 6. Where grazing is good, yes; otherwise, no.

Answer to question 7. A sufficient amount to keep them in good repair, which amount can only be ascertained by inspections, and requisitions should be made specifying everything needed.

Answer to question 8. After witnessing the extraordinary ability and efficiency of the Quartermaster's and Commissary Departments during the Mexican and our late war, and considering their present efficiency, I think any change would be detrimental to the service. I have no opinion as to whether the same efficient service could be rendered if the two corps were reduced in strength. It is possible that the Pay Department might be consolidated with the Quartermaster's Department and save some expense.

Answer to question 9. It would be good for the country; bad for the Army.

Answer to question 10. I am inclined to think so.

Answer to question 11. I do not know.

Answer to question 12. I do not know.

Answer to question 13. If the condition of the country requires retrenchment to such an extent as to reduce the pay of its employés, I recommend that a uniform percentage be taken from every officer by a law to expire after a certain period, and then the present pay to be restored.

Very respectfully, your obedient servant,

T. L. CRITTENDEN,
Colonel Seventeenth Infantry.

Hon. H. B. BANNING,

Chairman Military Committee, House of Representatives, Washington, D. C.

Letter from General C. H. Smith.

HEADQUARTERS NINETEENTH INFANTRY,
Fort Lyon, Colo., February 11, 1876.

SIR: I have the honor to answer your interrogatories of January 24 last, seriatim.

1. I do not think the pay proper of colonels and officers of lower grades should be reduced.
2. I do not think that there should be any reduction in the strength of either cavalry, artillery, or infantry. If any reduction in expense can be effected, it will probably have to be done by more economical management rather than by legislation.
3. I believe that there are too many officers in the Ordnance, Subsistence, Quartermaster's, Medical, (including contract,) and Pay Departments, because I frequently observe that officers of those departments are stationed in groups where a less number would do as well, and sometimes where none are needed. I also believe that the Bureau of Military Justice and the Inspector-General's Department should be consolidated with the Adjutant-General's Department, which should consist of just officers enough, with a brigadier-general for chief, to perform the duties in the Adjutant-General's Office at Washington, and that lieutenant-colonels and majors of the line (lieutenant-colonels for inspectors, and majors for adjutant-generals) should be detailed to perform all duties pertaining to those departments, except in Washington.
4. There are many second lieutenants that have been in the service ten years or more, and have large families. In such cases the proposed reduction would certainly be excessive.
5. I do not think that it would be very detrimental to the service to dispense with all laundresses. If any are to be retained, however, I do not think that there should be more than two for each company. The cost of the rations and fuel issued to them is the principal item that would be saved by abolition or reduction.
6. Under some circumstances the forage-ration could be reduced as proposed. At the present time, the animals at this post, two hundred and forty-five in number, get only, mules six, and horses eight, pounds of grain per day. In most cases, however, the present regulation allowance is not too much, and by reduction there would probably be a greater loss in the value and service of the animals than would be saved in forage. The better way to save forage is to reduce the number of animals to be fed, public and private, wherever a reduction can be made.
7. My knowledge of the subject is very limited.
8. I believe it is practicable to consolidate the Quartermaster's and Commissary Departments. And I think the present regimental quartermasters should be paymasters also. When regiments are broken up as they are now, those officers have no duties to perform as regimental quartermasters, and could devote all their time to paying the troops. At other times, when the parts of the regiments are serving together in one body, the regimental quartermasters are necessary, and they could perform both duties. No staff-paymasters would be necessary, except the Paymaster-General and his necessary assistants in Washington.
9. I believe that the public interests would be subserved by transferring the Indian Bureau to the War Department, but fear that would be unfortunate for the latter.
10. I do not believe that the Bureau of Military Justice is any advantage to the Army. Court-martial records, and all duties pertaining to courts-martial, should constitute a division of the Adjutant-General's Office, under the charge of very able assistants.
11. I believe that the office of military storekeeper can be abolished without detriment to the service.
12. I do not think there ought to be any military divisions in our present Army. My convictions are that the expenses of the several department headquarters can be materially reduced without detriment to the service.
13. I recommend that the law providing for re-imburements of actual expenses when traveling under orders be so modified as to require all officers to obtain transportation from the Quartermaster's Department, and also provide for a fixed sum per mile (say three cents) to cover all other expenses, and make the law apply to all officers without distinction. The present law excludes officers traveling with troops from its benefit. If there is to be any

unjust discrimination, it should be in favor of officers with troops. I could give reasons at length for this recommendation, many of which may present themselves to you. I do not think well of returning to the system of mileage, except in the above modified manner. I also recommend that all captains detached from their companies be returned to duty with them, and that hereafter no captain shall be detailed or detached from duty with his company. I would be glad to give my reasons in full for this recommendation, because I know that they are convincing and unanswerable. No other simple measure can be proposed that would do so much to promote the efficiency and welfare of the Army. Lieutenant-colonels, majors, first lieutenants, and second lieutenants that have served at least three years with their companies, are the only grades from which details should be made.

The above answers have been prepared hastily, and are submitted without being supported by arguments or expressed reasons. I have endeavored to be concise.

Very respectfully, your obedient servant,

C. H. SMITH,

Colonel Nineteenth U. S. Infantry, Brevet-Major General U. S. Army.

Hon. H. B. BANNING,

Chairman Military Committee, House of Representatives.

Letter from General George Sykes.

HEADQUARTERS TWENTIETH INFANTRY,

Fort Snelling, Minn., February 10, 1876.

SIR: I have the honor to acknowledge the receipt of your letter of the 24th ultimo, requesting my opinion on various subjects relating to the Army, and proceed to answer the questions asked in their numerical order.

Question 1. None. Although this is a subject which appeals directly to myself, I conscientiously believe that a reduction of pay would dishearten many officers, old and young:

2. None. On the frontiers the strength of companies should be increased to one hundred men to make them effective.

3. The Engineer, Subsistence, Medical, Pay, and Adjutant-General's Departments are not too strong for the actual wants of the service. Laws now in force bearing upon the Inspector-General's Department will, in time, reduce it to proper limits. If the number of arsenals is to be diminished, and three or four of construction and repair maintained, as should be, the present number of officers in the Ordnance Department is unnecessary, and that corps could be materially reduced. I think the opinion is general in the line of the Army, and possibly elsewhere, that the Quartermaster's Department is overburdened with rank and unnecessarily large. Such is my opinion. I have been in command of a regiment almost continuously since the fall of 1866, and I have never, in that time, had an officer of the Quartermaster's Department serve under my command. At most of the posts the duty of assistant quartermaster is performed by lieutenants of regiments, and, so far as my own knowledge goes, well and effectively performed.

4. It would not be excessive; but to apply a reduction of pay to one grade and not to others would seem partial legislation, and, considering the increased cost of living all over the country, and the unquestioned fact that officers have to pay the same prices now for military clothes and equipments that they did during and following the war, I could not advise a decrease in the pay of these officers.

5. In general it would not be detrimental, and a great drag would be removed from the service. At military posts beyond civilization the presence of a few women as laundresses has a good influence upon soldiers. They like to see and talk to them occasionally. It makes them more contented. If legislation on this subject is intended, the wives of soldiers now in service and rated as laundresses should be subject to present Army regulations until the term of their husbands' enlistment expires. Exceptional cases in favor of old soldiers or meritorious non-commissioned officers might then be permitted. Doing away with laundresses would save about \$150,000 a year.

6. The forage-ration absolutely required depends greatly upon latitude, climate, and the grazing facilities afforded near military posts. In summer and fall, with fair grazing, animals will not consume the allowance authorized. In winter it is not greater than required, especially in departments like those of Dakota and the Platte. If quartermasters throughout the service were compelled, under penalty, to take up on their returns all surplus forage accruing at their posts, there would be no occasion to decrease the forage-ration.

Annual estimates of forage are based upon the number of public animals authorized at a post, and the amount of forage on hand at the end of one fiscal year at any one post goes to make up the quantity required for the next fiscal year at that post.

7. My service in the Army has given me no opportunity to form other than a general opinion on this question. I should feel safe in accepting the views of distinguished engineer officers who have made the subject of forts a study—men like Generals Barnard, Alexander, and Humphreys.

8. It would not. Division of labor, if performed by faithful and competent officers, their number not in excess of the positive wants of the service, is advantageous in every respect. Most officers of the Pay Department are traveling over great stretches of country every two

months. If they were charged with duties in the Quartermaster's and Subsistence Departments, they could exercise no supervision of those duties while absent; they could not in equity be held responsible for the funds and property for which they were accountable to the Government, and they would be at the mercy of any dishonest employé who might be borne on their rolls.

9. The War Department should have exclusive control of both. It seems superfluous to repeat that the Indian respects only the power of hunger and the power of the sword; and it is notorious, outside of the "Indian ring," that the word of an officer of the Army will be trusted by an Indian beyond that of any other white man. It arises from two causes: the one, that an officer rarely makes a promise to them that he cannot perform; the other, that he represents the force, which, to an Indian, appeals more than any other to the instincts of his own existence. I have had considerable experience with a large tribe of Indians on a military reservation in New Mexico, (Navajos,) and had very little trouble with them. I carried out the promises of the Government in their behalf, and rarely called upon them to do an act of justice which they were not prompt to recognize and enforce. Most of our trouble with the Indians would cease were their annuities honestly distributed, and treaties with them faithfully carried out. Everybody knows this who know anything on the subject.

10. I have long thought the Bureau of Military Justice has injured the discipline of the Army. Few of its officers are familiar with the "customs of service;" and so far as I have observed their tendency is to graft the forms, usages, and technicalities of civil law upon the military code. That is something an Army does not need and does not want. The majority of offenses committed by soldiers, especially during peace, are simple and easily reached by the Articles of War and regulations for the Army. Prior to 1861, I think, one judge-advocate, with the rank of major, stationed in Washington, was considered sufficient for the needs of the service. Officers of the Army were detailed as judge-advocates when the necessity for courts arose. They are still so detailed; and if it is deemed essential to have an officer at division or department headquarters to overlook the proceedings of courts-martial, aids-de-camp can very well perform that duty. From 1815 to 1861, the Army did without the Bureau of Military Justice; it was not required in the war with Mexico, and being an outgrowth of the war of the rebellion, its usefulness, in my opinion, ceased at its close. Section 2 of the act of Congress approved June 23, 1874, specifies the future strength of this bureau.

11. It might. The grade is not necessary, and Congress has provided for its extinction, by section 2 of the act approved March 3, 1875, in relation to the Quartermaster's Department, and section 5 of the act approved June 23, 1874, in relation to the Ordnance Department.

12. I cannot answer this question positively. It turns a good deal on whether their present expense is much greater than would be necessary to provide quarters and offices for the various commanders and their staff at military posts. I do not know of a single post in the West that could furnish quarters beyond the allowance authorized to the garrisons now occupying them; and I suppose the same thing holds in the East and on the Pacific coast. It is an undoubted advantage for the chiefs of the supply departments to be near the markets. They must be with their military commanders; and as the latter by means of the telegraph are placed in easy communication with the integral parts of their command, unless permanent headquarters were established for them, not subject to change, and the necessary buildings erected on Government lands, I question whether economy would be promoted by departure from the present system.

13. I would recommend that any officer of the Army dismissed by court-martial for "conduct unbecoming an officer and a gentleman," "proceedings approved and confirmed," shall not be a subject of Executive clemency, and shall be forever ineligible to re-instatement or reappointment in the military service.

2. I would recommend that every four years heads of departments and colonels of regiments be required to report the names of officers in their departments and regiments believed to be unfit for the duties of their position, giving reasons therefor, and furnishing evidence in each case; that said officers be then brought before a board of officers to be constituted by the War Department, a hearing offered them, and if found disqualified for their positions that they be dropped from the Army upon the approval of the action of the board by the President of the United States.

3. That the pay of "all non-commissioned officers" of the artillery, infantry, and cavalry be increased at least 25 per cent. above their present rates of pay. These men give tone and character to their companies, a much better class would enlist if the pay were greater, and increased efficiency in the ranks would result, because soldiers are more satisfied when controlled by character and intelligence than by ignorance and force.

4. That all fines adjudged by court-martial against officers and soldiers in the line of the Army revert to the regimental fund of their respective regiments, to be used for the purpose to which that fund is now devoted by Army regulations. The "Soldiers' Home" has received the benefit of these stoppages since 1851, and it is believed that its present financial strength, added to by the monthly tax imposed by law on each soldier, is ample to accomplish the purposes for which it was designed.

5. I would recommend the repeal of section 1232 Revised Statutes of the United States.

Officers are not unfrequently placed in situations where money will not procure the labor of servants. An officer cannot maintain the dignity of his commission if he has to perform the indispensable menial services requisite in all households. Under proper restrictions no evil will result to the service by the use of enlisted men as servants where others cannot be had.

6. The existing system of transportation-orders, sleeping-car fare, portorage, &c., and for officers traveling under orders, should be annulled, and mileage re-established. No economy has been gained by adopting it. The annual report of the Paymaster-General presents this matter in its true light.

I am, sir, yours, very respectfully,

GEO. SYKES,

Colonel Twentieth Infantry, R. M. G., United States Army.

Hon. H. B. BANNING, M. C.,

Chairman of Military Committee.

Letter from Colonel Alfred Sully.

FORT VANCOUVER, W. T., February 24, 1876.

SIR: In compliance with your request in letter dated January 24, which I received yesterday, I have the honor to transmit the following answers to your questions:

1. What reduction, if any, can be made in pay and allowances of the officers of the Army without detriment to the efficiency of the service?

Most of the officers of the Army think the present pay sufficient. Officers, however, stationed on this coast, generally complain of the large amount of their pay they have to part with to convert it into gold, which is the only circulating medium out here. For instance: In my case, since I have been stationed on this coast, I have been obliged to lose about six hundred (\$600) dollars of my pay a year in converting the currency in which I am paid into coin. I think a reduction in the present pay would cause many of the younger and the more intelligent officers, who could make a better living out of the service, to leave it.

2. What reduction in strength or expense can be made in either arm of the military service—cavalry, artillery, or infantry?

I do not think any reduction in the strength of either arm advisable. On the contrary, I think a larger number of enlisted men should be allowed to the companies of infantry. The regiments hardly ever have the full number of men they are allowed. When a large number of vacancies occur in a regiment a detachment of recruits from the recruiting depot in New York or Columbus, Ohio, are sent to fill it up as soon as a sufficient number can be got together for this purpose. There is always a considerable delay in effecting this; so that if a regiment were allowed 500 men, all the regiments would never average over 400. My regiment, for instance, is allowed 40 men to a company, but the companies do not average over 25 or 30 men, and they will be considerably smaller before recruits can be sent to fill them up. The expense of maintaining a post is not by any means increased in the same ratio with the increase of the number of men. I have no suggestions to make in regard to the expense of maintaining the troops. I think there might be a saving in the expense of forage, if the cavalry regiments serving in sections of the country where grain is scarce, were mounted on a class of horses that can be procured in Canada and in the north of our country, which can do a great deal of hard service on little forage. The experiment has been tried with the Mustangs, Kyuse, and Broncho horses, and they did not do. They are too wild and full of vicious tricks; and if they are not worked hard every day the best horsemen in the regiment cannot ride some of them. In my campaign against the Sioux in 1864 and 1865, at my request, my troops were mounted on large-sized Canadian horses. I think I was furnished with near two thousand; they proved a perfect success in every respect.

3. What reduction can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector's Department, and Bureau of Military Justice, or either of them?

Comparing the number of staff-officers in our Army to the strength of the Army, it is out of all proportion. No army in any other country is like it in this respect; but, at the same time, no army like ours is scattered over so large a country in small detachments. As regards the Engineers and Ordnance, I can give no opinion in regard to their reduction. My duties have been such that I have not been thrown much in contact with them, and as regards the other staff departments, there must necessarily be a very large number of staff-officers, on account of our Army occupying so many posts in such an extended area of country. This large section of country occupied by our troops is divided into divisions which are subdivided by departments, and of course each headquarters of a division or department require at least one officer of each of the staff corps to attend to their proper duties. In the same way the large number of posts, although some of them may not contain over a fraction of a company, require the services of the Medical Department and of the Pay Department.

4. Would a reduction of the pay to thirteen hundred (\$1,300) dollars for second lieutenants mounted, twelve hundred (\$1,200) dollars not mounted, be excessive?

If second lieutenants were as a general rule promoted after five years' service, and if they could be prevented from getting married until they were so promoted, it would not be. But such is not the case. Promotion is by no means so rapid, and a very large number of second lieutenants are remarried, some have families to support, and some are quite advanced in years.

5. Would it be detrimental to the service to dispense with laundresses, and what would be saved thereby?

I have always been in favor of doing away with laundresses in a company for many reasons, and in favor of adopting a system similar to that in use in the French army in regard to the washing of soldiers' clothing. As regards the saving of expense, I cannot give any definite answer, as you have to take into consideration not only their rations and fuel but their buildings furnished and repaired, their transportation, together with the transportation of their children and baggage. It would be a great hardship in some cases to discharge soldiers already married, but I would not allow any more to be married.

6. If the forage-ration should be reduced two pounds each on hay and grain, would it not be sufficient for public animals?

Not the hay, as there is so much wastage. Nine pounds of grain is not too much for large-sized American mules when they work hard, but the Mexican mules can get along very well on seven pounds. Ten pounds of grain ought to be enough for any cavalry-horse. If he requires more than that he ought to be disposed of. Horses that require a large amount of grain to keep them in order break down very soon in the field, where it is impossible to furnish them with their full rations, and sometimes impracticable to furnish them any grain whatever.

7. What is your opinion regarding appropriations for forts or other fortifications of which you have knowledge?

I have never been stationed near forts or fortifications. I therefore do not think I can properly answer this question.

8. Would it not be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments in one corps?

I think in time of peace, with additional clerks, one officer could in many cases attend to all three of these duties, but in case of war, I do not think it would work well.

9. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?

I cannot answer in regard to the Pension Bureau, but I think it would be better if the Indian Bureau was transferred to the War Department. I do not, however, think it advisable to place officers of the Army on duty as agents. Good citizens should be selected on account of their fitness for the position only, with the understanding that they should hold their position during good behavior. The commander of the department or commanding officer of the post nearest to the agency, or some other officer, should have a general supervision over the agency.

10. Might not the Bureau of Military Justice be dispensed with, without injury to the service?

I think the Adjutant-General's Department could attend to this duty.

11. Might not the office of military store-keeper be abolished without detriment to the service?

I do not know positively, but I should think so.

12. Could not the expenses of military division headquarters and department headquarters be materially reduced without detriment to the service?

I have never been stationed at one of these headquarters; so I do not know, therefore, what the expenses are. They are located in large cities. Officers stationed in cities are necessarily obliged to spend more money in order to live respectably than those stationed at posts; therefore if stationed there they should be allowed commutation of quarters and fuel to enable them to bear this extra expense.

13. What reform or reduction in expenses, if any, in army matters would you recommend?

I have no suggestions to make in regard to this, except to state there would be a considerable reduction of expenses in the Army if something could be done to stop desertions.

I am of the opinion if men were enlisted for three years instead of five years, and allowed to re-enlist for one or two years at a time with a slight increase of pay for every re-enlistment, better men would be obtained and there would be very few desertions. Men should, if possible, be paid once a week, at least those stationed in the settlements, and regiments should change stations more frequently. At present some regiments have been stationed in the same section of country for near nine years. This also causes many desertions.

With much respect, your obedient servant,

ALF. SULLY,

Colonel Twenty-first Infantry.

Hon. H. B. BANNING,

Chairman Military Committee, House of Representatives,

(Through Adjutant-General United States Army.)

Letter from General D. S. Stanley.

HEADQUARTERS FORT WAYNE, MICHIGAN,
February 7, 1876.

SIR: I have the honor to acknowledge the receipt of your communication of the 24th ultimo, and I will try to answer the questions submitted by your honorable committee, briefly.

1. In view of the general depression of business in the country, I believe officers of the Army ought to cheerfully submit to a reduction of 10 per cent. on their pay throughout.

I will add that I have never known an officer, in all my experience, to lay by a competence for his family by savings from his pay. I have raised a family in the Army, and have lived in the strictest economy; yet the only provision I have been able to make for my family is by life-insurance.

2. I cannot see how any reduction can be made, in strength or expense, of cavalry, artillery, or infantry, without injury to the Army and the interests of the United States.

3. I have an opinion that the Ordnance and Quartermaster's Departments, as also the Pay Department and Bureau of Military Justice, might be reduced, but do not profess to know enough about their duties to speak positively on the subject.

4. The reduction of pay for second lieutenants for first three years' service would not be excessive. After three years' service they should have present pay and allowances.

5. The number of laundresses might be limited to two to a company. To dispense with laundresses would be inconvenient on the frontier, and would drive from the Army a large number of the best soldiers of long service and experience.

6. The forage-ration may be reduced two pounds on grain and hay; but one pound and a half of prairie-hay should be given as equivalent for one pound of timothy hay.

7. I have no knowledge of any fortifications in the United States excepting the one (Fort Wayne) at which I am stationed. This one needs only guns. It could be made complete in case of emergency in ten days by soldier-labor.

8. It would be practicable, but hardly advisable, and especially not advisable in the case of paymasters, who have the heaviest responsibilities, and should be decidedly "picked men." I believe payment to troops can be made by commanding officers, under proper instructions, but still paymasters are necessary as the bankers for the Army.

9. The transfer would be advisable as a matter of economy and higher security against dishonesty, but it would raise such a storm against the Army as would injure it in the end.

10. I think one single officer, with an office at Washington, can transact all the useful business of this bureau.

11. I believe there is a law prohibiting further promotions or appointments; but many of the officers are of old age, and I could not conscientiously recommend abolishing them.

12. Expenses could be reduced by sending these headquarters to military posts and restricting the amount (which would certainly be estimated for) to improve such posts.

13. This question opens up a wide field. The "staff" of the Army has overshadowed the "line." I naturally fight for the "line," and believe the greater waste is by the "staff." I would instance the great number of staff-officers who draw forage for horses, who never owned a horse—probably never will own one. Their forage should only be allowed when actually serving in the field. The system of "district quartermasters" is utterly useless.

Turning to the "line," soldiers can be and should be used more in procuring hay and wood on the frontier. My experience is, that it promotes their efficiency and keeps them more content.

These are only few instances where savings can be made; I could give many, and in each one tread on somebody's toes.

Very respectfully, your obedient servant,

D. S. STANLEY,
Colonel Twenty-second United States Infantry.
Brevet Major-General, United States Army.

General H. B. BANNING,
Chairman Military Committee, House of Representatives.

Letter from General Jeff. C. Davis.

Answer 1. I do not think a reduction of pay can be made in the salaries of officers of the Army, at present, without detriment to the service. A bill for the reduction of the pay of Army officers, if proposed at all, should be accompanied by a similar reduction in the Navy and all other departments of the Government. Of the necessity of this, Congress is the best judge. If retrenchment of this sweeping character is deemed necessary, I, for one, say, do it; but let the reduction be made "all along the line" of Government salaried officers.

Answer 2. No reduction can safely be made in either the cavalry or infantry arm of the service. I believe one regiment of artillery could be made exceedingly useful by converting it into cavalry or infantry. Our artillery corps is very efficient, and we should be proud of it; but we do not need so much artillery. One regiment of it, I think, might, with perfect propriety and safety in the future, be transferred to one or the other of the more active arms of the service; or, if preferred, take two companies from each artillery regiment—there are now twelve—and form a regiment of cavalry or infantry out of them.

Answer 3. *Engineers.*—Reduce the Engineer Corps to the simple requirements of the Army and there will be little left of it. As a body of Army officers they can hardly be said to belong to the Army. The Army Register and the Paymaster's Department would, probably, establish the fact that they do; but the river and harbor improvement appropriations &c., &c., the way it is expended, and their places of abode, would indicate otherwise. Turn the river and harbor improvement business over to some other department—say the Coast Survey—and the Army appropriations will be several millions less annually, as the Army can get along just as well and be just as effective without all this engineering in the interest of river and harbor improvements—good things of themselves, but not strictly Army matters.

The *Ordnance Corps* is too large. We need only three large arsenals, one in the East, the one at Rock Island, and one on the Pacific coast. Establish these and support them all. Make them such workshops as will be a credit to the wealth and mechanical skill of the nation; and make them such schools for the development of mechanical skill and invention that even a graduate of the Military Academy might, possibly, learn something in them after he has left the Point. Close out and sell off all our little abortions of the kind. I mean little establishments all over the country called arsenals, which remind one more of convents than busy workshops. They are expensive and useless. Reduce the number of officers in the corps to the requirements of the three large arsenals suggested, and then unite the corps with the artillery, to the extent of placing one of the colonels of artillery, to be selected by the Secretary of War, subject to the approval of the President, over both, as a bureau of ordnance and artillery. They who have to use our munitions of war in battle ought to be at least partners in the business of manufacturing them. Facilitate the transfer of officers of artillery into the Ordnance Corps, and, *vice versa*, out of it. Both efficiency and economy will be insured by this reduction and union, in my judgment.

The *Pay and Subsistence Departments* can and should be united. Their duties are perfectly homogeneous. They should be under one head, that of "pay and subsistence." After consolidation the number of officers should be reduced, say one-half at least. Post-commissaries should be required to distribute the pay to the enlisted men the same as they now do the rations at permanent stations, say once a week, or three times a month. Except when in the field, the payment of wages should be regulated by the commander of the troops in the field, or department commander. It is no more difficult a matter to issue money to troops than subsistence. So sacred, however, has the money heretofore appropriated by the Government for the payment of the Army been treated by our past usage, that no officer with less rank than that of major has ever been permitted to handle it, not even to hand it over in presence of his captain to a hard-fisted soldier to whom it has been due for months perhaps.

The first lieutenants of the Army, with a little instruction and experience, can do this duty—they do it in the other disbursing departments in the military service—and at the same time do away with nearly the whole expense of the present paymaster's corps. The troops would be oftener and more regularly paid, and in receiving smaller amounts at a time, temptation to and facilities for desertion would be less. Long-delayed payments, frequently months at a time, put amounts of money suddenly in the pockets of the men sufficiently large as to superinduce extravagance in drinking—in fact, debaucheries of all kinds. Half the desertions from the Army, in my opinion, may be justly attributed to our present system of paying the enlisted men at long intervals. Every post and company commander, however glad he and his command may be to see the paymaster, after his long delay in coming, dreads the week following his departure. The guard-house is filled to overflowing, the court-martial is organized and has plenty of work. The paymaster is not at fault—it is the system. Shorter payments would obviate many of these evils; and more, it would do away with the necessity for "credit" at the post-trader's. This is and has always been a monster evil, an irrepressible conflict between the soldier and the trader—the one wanting to get all he can, the other trying to pay as little as possible. The officers, assisted as they are by the laws of Congress, are not always equal to the task of regulating this trade so as to insure justice and fair dealings between the parties. Yet on our frontier both soldiers and post-traders are necessary. Pay the soldier his money often and forbid credit at the post-trader's; give us our money promptly, and enable us to do business on true business principles; pay as we go, the soldier and his creditor will get along better and like each other more.

Medical Department.—The general organization and working of this department is good; it cannot be consolidated with any other; but to plain, blunt soldiers, who "have seen some service" in the campaigns and on the battle-fields of our country—there are many of them in the list of line-officers of our present Army—the title of surgeon-general and brigadier-general is somewhat confusing. "Surgeon-General" or "chief medical officer of the Army"

is easily understood and respected, but the appropriateness of the title brigadier-general, to the minds of men who have professionally aspired to these high grades from the drill-ground and on the battle-fields of the country, from the grade of second lieutenant, is very mixed. In other words, general officers in our or any other Army are not properly made except from the line of the Army; it is the only school that can be relied upon to produce general officers in the true definition of the term. A general officer should know not only how to organize, discipline, and command an army of troops; but also how to organize, teach, and discipline a staff for it. A brigadier-general of the staff is to me a misnomer, and I hope it will be abolished. Let our permanent staff-officers be rewarded with high salaries, ease, and comforts, if they insist on it, according to length of service, merit, responsibility, &c., but don't inflict on them titles that don't fit them and don't elicit much admiration from others. The stars that adorn the general officers' shoulders of our present Army should be recognized as having come from the battle-fields of the past; no place else.

The Adjutant-General's and Inspector-General's Departments can and should be united and reduced in rank; their duties are homogeneous and should be performed by the same officers; unite and reduce the number, and such duties as the diminished number, after consolidation, cannot perform, can and will be done by the aids-de-camp to the general officers. This will give the aids-de-camp something useful to do, and besides be a fine schooling to them for future usefulness. Our general officers and their adjutant-generals should be *ex officio* the inspectors of their commands; when necessary to have special inspections made, an officer can always be detailed for the duty by the authority wanting it done.

Bureau of Military Justice.—It ought to be reduced; in fact, if its ideas and workings cannot be brought more in harmony with the ideas and views of our old and experienced officers and the practice of our military courts, long established and well tested, its entire abolition would not be a great grievance to the Army. It is sometimes difficult to tell what some of our judge-advocates of the bureau consider themselves while trying a case, or reviewing the proceedings of courts-martial, whether judge, jury, or prosecutor, or all combined. They seldom, however, quit their offices to try cases before courts, but leave that seeming drudgery to other officers detailed for the special purpose. It is, however, in reviewing the proceedings of courts that our judge-advocates show their appreciation of and respect for courts. One of these oracles spoke to, or rather tried and convicted, a court, from his office-bureau, in the Department of California, not long since. (See inclosed slip from the Army and Navy Journal, February 12, 1876.)* It will be seen that the court gets an awful castigation in this case. Among other things the court was found guilty of "having studied the *British army regulations and mutiny act*; and a few writers on the *general rules of military practice*." Awful! but worse still, it "prefers its own opinion to that of anybody else." Certainly no lawyer would be allowed to use such language to or of any civil court of justice in our country. This is not an isolated case of the display of professional bigotry of some of the officers of our Bureau of Military Justice. Few of them are or have been closely enough associated in service with the mass of the Army as to become familiar with the usages and customs of war, without which knowledge they cannot be competent advisers. The usages and customs of the service form the common law of the Army, and by it the Army is, and always has been, to a great extent governed. Therefore, to be useful in the administration of justice in the Army, judge-advocates must not only be posted in these usages, but should be required to respect them, and to respect courts sworn to do justice according to them. Taking everything into consideration, however, I should prefer to see the number of officers in the bureau reduced, and the remainder put more squarely inside of the Army, where they can, and doubtless will, learn good old Army wisdom and practice in the administration of justice.

Laundresses.—Reduce the number to two to each company, and one for regimental bands each; this would result in a large saving, and give us a better class of women; their pay and positions would be better.

Forage.—The forage-ration can be reduced two pounds, I think, throughout the whole

*This time the judge-advocate of the department sent the case up, with the following sharp indorsement:

"Respectfully returned. The court stands in a curious attitude. It has committed an error in the trial of a case which results in great injustice to the party on trial; and yet, though the mistake is distinctly pointed out, and it is informed officially that it has a perfect right, and that it is its duty, to correct it, and this information comes not only from the department commander who convened the court, but from the highest authority on military law, to wit, the Judge-Advocate General, in an opinion approved and made public by the Secretary of War himself; still the court, having studied the *British army regulations and the mutiny act*, and a few writers on the *general rules of military practice*, prefers its own opinion to that of everybody else, and persists in adhering to its original error. * * * I respectfully submit that it would be well to invite the attention of the Secretary of War to the case. If courts are to be left to enforce their own views of the law without any deference for higher authority, I know of no way in which the practice of courts-martial can ever be modified for the better. The rule adopted in the present case would, upon questions of law, make every court-martial a rule unto itself, to the confusion of all settled practice."

Army, and in the aggregate it will suffice; but department commanders should have the power, at discretion, to regulate it in their commands to such emergencies. In some localities grazing is better than in others, and less forage is needed from the Government stores.

Quartermaster, Commissary, and Pay Departments—I would, as before recommended, unite the Commissary and Pay Departments, but the status of the Quartermaster's Department I would not change except to reduce it in number, and turn over none of its duties to the line-officers; it disburses now, I understand, about \$12,000,000 annually; besides, it has large property responsibilities. Disbursements required to be made by the Quartermaster's Department are very varied in kind and sometimes complicated; it is on this account the most difficult department to manage; extravagance in it is more difficult to correct.

Indian and Pension Bureaus.—The management of the Indians is better done by the War Department. It was formerly a part of the duties of this department to keep peace with the Indian tribes on our frontier; it is a difficult job, and requires the presence of soldiers at all times, often the vigorous use of them; the Indians respect and will obey no authority of the Government not enforced by the military; this is seen every day on our frontier. The management of the Indians by the Interior Department has been a failure.

The Indian Bureau has of recent years become a synonym for rascality and corruption. I do not think, however, the officers of the Army, as a general thing, covet the responsibility this change would place upon them, but they can and will, with proper encouragement, perform the task with more efficiency, honesty, and with less hypocritical cant about christianizing and civilizing the Indians, than is now done. The military can teach the Indians how to lay down the rifle and take up agricultural implements and use them; this done, and our honest and sincere Christian workers will see to it that civilization and christianization follow right along as the savage is prepared for these blessings.

I do not think the Pension Bureau should be transferred to the War Department. We have no organization of officers now in the Army, certainly not on the active-list, especially adapted, or that could be spared, to do this duty. I think some other department of the Government can do these duties better. There are many officers on our retired-list well qualified for this service, also ex-officers of the Mexican and late war. They would be suitable persons to distribute pensions in either of the departments.

Military store-keepers can and should be abolished.

Military, division, and department expenses can, I think, be curtailed; but to what extent I would respectfully refer the committee to the commanders of them for better information on the subject.

13. Reforms in general. Make the consolidations and reductions in rank of the staff I have suggested, place it in a more subordinate position to the line of the Army, and then make the study and practice of economy a merit and sure road to preferment and promotion among post, department, and other commanders, and a saving of expenses will soon follow. Efficiency need not be endangered by wise and judicious economy.

I believe our Army expenses can and should be greatly reduced without mustering out a single regiment or company, or impairing its efficiency in the least.

The honorable committee is aware that the thirteen questions propounded by them are such as would require a large volume to answer in detail; but the circumstances under which they are asked make it evident that views only are desired, not lengthy explanations of views. Hoping those that I have hastily presented above may be of service to the honorable committee in their efforts to work out the problem of Army reform, I am, very respectfully, your obedient servant,

JEF. C. DAVIS,

Colonel Twenty-third Infantry, Commanding Post.

Letter from Col. J. H. Potter.

HEADQUARTERS TWENTY-FOURTH UNITED STATES INFANTRY,

Fort Brown, Texas, March 1, 1876.

SIR: I have the honor to acknowledge the receipt of a letter from the Committee on Military Affairs of the House of Representatives, in relation to reductions in the strength, expenses, &c., in the Army of the United States, and requesting my opinion in relation thereto.

I have given my opinion by answering the interrogations, as far as I am able, in the order stated in that letter.

1. I think that no reduction in the pay and allowances of officers of the Army can be made without detriment to the service. The present pay is no more than sufficient for the proper support of officers of the Army.

2. No reduction in strength should be made in the cavalry, artillery, and infantry except, perhaps, in the number of officers.

I can see no good reason for having more than one major to each regiment, and one first-lieutenant to each company in either arm mentioned.

I think, however, that each company of cavalry, artillery, and infantry should be increased to one hundred men.

H. Rep. 354—8.

3. I cannot give an opinion as to any reduction or otherwise in the Engineer Corps, as they have not come under my observation.

I think the ordnance and artillery might be consolidated without detriment to the service; that the Medical Corps should be increased rather than reduced; that the Pay, Quartermaster's, and Commissary Departments should be consolidated into one department; that the Adjutant-General's and Inspector General's Department should remain as now constituted, not being in excess of the requirements of the service, and that the Bureau of Military Justice should be abolished or very materially reduced.

4. The pay of second lieutenants should not be reduced. As it now stands they can do no more than pay their mess, tailors' and other necessary clothing-bills.

5. Laundresses should be dispensed with. Soldiers may be detailed to do the necessary laundry-work, and do it quite as well and at less expense. Chinamen (two per company, enlisted) would do it better than either.

6. The forage-ration should not be reduced; this ration is not in excess as a rule. In the field, on the plains, and west of the Mississippi, generally, the hay and grass are not of the best quality, and the short forage now authorized is necessary to compensate for the bad quality or the total want of long forage.

7. I cannot well answer this question further than that, as a rule, I prefer earth-works as a means of defense when they can be constructed.

8. I am of the opinion that the Pay, Commissary, and Quartermaster's Departments should be consolidated into one corps; that it is practicable, and that it would be for the best interests of the service.

9. I think that the Indian Bureau should be transferred to the War Department. I have no knowledge of the workings of the Pension Bureau, and, therefore, am unable to answer that part of the interrogatory.

10. I think that the Bureau of Military Justice may be abolished, or materially reduced, without injury to the service.

11. I have met but very few military store-keepers, but think the office might be abolished without injury to the service.

12. I am not informed as to the expenses of division and departmental headquarters, but think that it would be less expensive in the end, perhaps, to build quarters, offices, &c., for such purposes than to rent them.

13. I have no recommendations to make not included in my answers to the preceding questions.

I am, sir, very respectfully, your obedient servant,

J. H. POTTER,

Colonel Twenty-fourth Infantry, Brevet Brigadier-General, U. S. A.

Gen. H. B. BANNING,

Chairman Committee on Military Affairs,

House of Representatives, Washington, D. C.

Letter from Colonel Geo. L. Andrews.

HEADQUARTERS TWENTY-FIFTH INFANTRY,
Fort Davis, Texas, February 25, 1876.

SIR: I have the honor to acknowledge the receipt of your circular-letter of January 24, 1876, requiring an expression of my opinion in regard to certain matters enumerated therein pertaining to the Army, and in reply to submit the following:

1. In regard to pay and allowances, with the exceptions hereinafter specified, I think the present rates are just and equitable.

An officer's isolated situation, and the consequent enhanced cost of everything he requires, should not be forgotten. Neither should the fact be overlooked that in Montana, Texas, Arizona, the "Pacific Slope" generally, and many other localities, an officer must submit to a discount of 15 to 20 per cent. on his money; coin alone being the recognized circulating medium in those places. Articles of prime necessity for which he has to send to "the States" are enhanced in cost very materially by transportation to his station. To illustrate: I have purchased articles in San Antonio costing \$9 coin, and the freight charged by stage was \$13.50. A pair of boots costing in Boston, Mass., \$14, or in San Antonio \$14 coin, can be placed here cheapest by mail, the postage (registered) being \$2.56. A package costing by express from New York to San Antonio \$2.50, costs from San Antonio to this post \$6.75. I pay in Boston for a pair of miss's boots, which cannot be obtained here at any price, \$5.75, and postage \$1.18. There are at this moment in this garrison, officers' daughters, from four to seven years of age, who are actually barefooted because shoes cannot be obtained here. My losses by the mails during the past seventeen months cannot be made good for \$150 for wearing-apparel only.

How far the allowance of horses for paymasters is necessary, is perhaps a subject for consideration.

2. Regarding the reduction of the Army, I would invite attention to the following resumé of the labors of this garrison for the sixteen months ending December 1, 1875, as being not only an incontrovertible argument against reduction, but a cogent reason why the strength should be augmented :

Average number of companies stationed at post, infantry, $3\frac{1}{2}$; cavalry, 1; total.....	4 $\frac{1}{2}$
Average strength of the garrison, present and absent, exclusive of non-commissioned staff and band, enlisted men of infantry, 142; of cavalry, 48; total.....	190
Average strength of companies, present and absent, enlisted men of infantry, $37\frac{1}{2}$; of cavalry, 48	47
Average number of privates present for duty, infantry, 28; cavalry, 19; total.....	47
Average number of enlisted men absent on detached service, infantry, 51; cavalry, 9; total	60

A guard of twelve privates taxed the available men of the garrison to such an extent that for more than seven consecutive months the men as a rule were on guard every other night. In addition to the usual garrison duty, all the heavy work and some of the skilled labor necessary to the erection of a hospital building and a store-house, quarrying stone, burning lime, many scouts and marches by small detachments, the troops have marched, at a very low estimate, not less than 8,000 miles, or an average of 104 miles per company for each month; these marches vary in length from 225 miles to 1,150 miles. Over 1,500 miles of country have been mapped.

In connection with the question of expense, it may be well to consider how far a regimental organization is necessary or desirable for the artillery.

I am of opinion the infantry organization is defective, and can be made more effective and less expensive. My reasons for this opinion will be found in answer to inquiry 13.

3. What reduction can be made in the Engineer Corps? None in its numbers.

Ordnance Corps. This is an open question, upon which the proposition to consolidate it with the artillery has an important bearing. I can only say that, excellent as our small-arms are now, there is in the country at large talent which, if encouraged, would eventually produce those vastly superior.

Subsistence Department, Medical Department, Pay Department, and Adjutant-General's Department, I propose to remark upon under inquiry 13.

Inspector-General's Department. This is one of the most important corps in the Army. The frequent visits of a competent, just, thorough, and considerate officer belonging to this Department is one of the most effective remedies for abuses, extravagancies, and inefficiencies; it tends to uniformity in practices, to establish the customs of the service, and to maintain a proper tone throughout the Army. But the officer should be in his own person an example of all the service requires.

I think the corps should be increased, at least doubled. Bureau of Military Justice will be remarked upon under inquiry 10.

4. A careful investigation of the subject convinces me that but few second lieutenants can get through the year upon a less sum than \$900 for mess, washing, and uniform clothing; leaving him, at the present rates of pay, but \$500 and \$600 with which to supply himself with arms, horses, horse-equipments, under-clothing, furniture, &c., &c. Many a clerk in the employ of the Government, surrounded by all the comforts of civilized life, receives more pay than the second lieutenant. A glance at the Army Register will show at once that the probabilities are that promotion will not reach him under ten years. I therefore without hesitation express the opinion that *any* reduction in the pay of second lieutenants would be *excessive*.

5. If I were a company commander, I would not have a laundress in my company. Many soldiers prefer to do their own washing. An authorized detail of one man to fifty men, or fraction thereof, not to exceed two men for a company filled to its maximum, the soldier so detailed to furnish his own soap, and prohibited from washing anything but Government clothing, and one bed-sack per month, and to receive therefor fifty cents per month from each soldier for whom he washes, would save much trouble and expense, and give the soldier cleaner clothing.

Estimating the laundresses, as now authorized, at 4 for each company of cavalry, and 3 for each company of artillery and infantry, and the cost of the ration at 25 cents, we have about 1,410 laundresses, at \$91.25 per annum, or \$128,662.50 as the cost of feeding them, but I think 5 per cent. more would be nearer correct. What it costs to transport them I have no means of ascertaining.

A certain limited number of married men allowed to each company, whose wives must act as servants to officers and their families, would materially improve the situation of many, perhaps most officers. When stationed in Montana in 1868-'69, I offered \$50 coin per month for a female servant without success; my family consisting of two persons only.

6. The present allowance of hay for all animals and of grain for mules is necessary. Under ordinary circumstances ten (10) pounds of grain per day is sufficient for horses, but there should be a similar provision, for an increase, to that now existing.

7. If "forts" is intended to include frontier posts, I am of opinion a more liberal policy

in regard to appropriations will be found to be true economy. Timely and judicious repairs, at a small cost, will many times obviate the necessity for large expenditures.

In this connection attention is invited to an extract from my letter hereto appended and marked "A," as demonstrating one phase of this subject.

8. The result of a consolidation will be very apt to be the same thing under a new name. The Subsistence Department gives general satisfaction. In regard to the Quartermaster's Department, it is a difficult subject to handle. I think, however, the general opinion is it is not perfect. The Pay Department can be merged in the Quartermaster's Department without detriment to the service.

9. My experience, as an Army officer and superintendent of Indian affairs, convinces me that the Indian Bureau should be transferred to the War Department at once. Of the Pension Bureau I have no information.

10. I think the Bureau of Military Justice, as it has been conducted since its organization, a positive injury to the discipline of the service. A grading of crimes and punishments, with some other changes in the articles of war, will admit of its being dispensed with without injury to the service.

11. The office of military storekeeper in the Quartermaster's Department was abrogated by section, 2 act of March 3, 1875, and in the Ordnance Corps, by section 5, act of June 23, 1874.

Without any positive knowledge on the subject, I can think of no reason why medical storekeepers should be retained.

12. The opinion of the generals commanding must be of greater value than that of their subordinates.

13. I consider the present mode of making appropriations, particularly for the Quartermaster's Department, objectionable in the extreme, and that when Congress passed the law prohibiting the use of funds appropriated for a specific purpose in a supply department from being used for any other purpose in the same department, it materially enhanced the expenses of the Army. I think inquiries of the Quartermaster's or Inspector-General's Departments will demonstrate the correctness of my opinion beyond a cavil.

One great evil has existed in the Army for years, and should have been corrected in 1866, when the Army was increased; there was also another favorable opportunity when the Army was reduced, in 1869. It should, however, be no longer delayed.

The evil is, that lieutenants are promoted regimentally, and not according to lineal rank, in the manner provided for field officers and captains. The effect of the present system upon the Army is, that a cadet, graduating at the foot of his class, may, by a lucky assignment to a regiment, eventually rank all his classmates. To illustrate: First Lieut. C. A. Steadman, Ninth Cavalry, graduated June 15, 1870, received his promotion to his present grade April 19, 1875. First Lieut. T. S. Mumford, Thirteenth Infantry, graduated one year later, viz, June 12, 1871, was assigned to the same regiment, but effecting a transfer to the Thirteenth Infantry, he became a first lieutenant January 8, 1873, or two years and three months before the officer who entered the service one year before him. The Register is full of similar cases. I have known a first lieutenant to enlist a man; that man obtained a commission, and in a little over two years became a captain. Both left the service on or before January 1, 1871; the first lieutenant still a first lieutenant, and the man he enlisted a captain. That this injustice has existed for years, will be shown by a comparison of the records in the Army Register of Col. I. V. D. Reeve and Lieut.-Col. Henry W. Wessells. The general opinion is that section 1204 Revised Statutes of the United States would meet the case, if enforced.

A marked injustice now exists by the operation of the act of May 8, 1874, entitled "An act to amend the thirty-first section of an act entitled 'An act for enrolling and calling out the national militia, &c.,' approved March 3, 1863." As the law now stands, officers who are stationed within 150 miles of a railroad receive the benefits of the act, while those who must travel from 500 to 700 miles before they reach a railroad are deprived of it. If the words "and north of a line drawn east and west upon the southern boundary of Arizona" were repealed, it would be but an act of simple justice. My own opinion is that a liberal system of leaves of absence, by liberalizing the habits of thought and expanding the mind, more than compensates for the temporary loss of an officer's services. Having required and received but one leave of absence in over thirteen years, I speak advisedly in expressing this opinion.

Among the things which came from the British service, and still clings to ours, is the grade of brigadier-general. Even in that service it "is temporary, and only conferred on the occasion of the assemblage of large forces for field or other service. The selection is made from the senior colonels or lieutenant-colonels present with the forces." The grade did not appear in the British army list from 1815 to 1854, and in the Queen's regulations, established by royal warrant, October 6, 1854, the grade is not named. (See Military Forces and Institutions of Great Britain and Ireland, by H. Byerly Thompson, London, 1855, pages 22, 63, and 363.)

Attention is invited to Exhibit B, hereto attached.

The present organization of our infantry regiments has long since gone out of date among the great military powers; the battalion organization being that used by Austria, France, Prussia, Russia, Sardinia, and generally by Great Britain.

We have adopted it for our cavalry and artillery; and its adoption for the infantry would do away with one of the greatest incongruities in our service.

A careful study of the subject for years convinces me it has, among other advantages, the following: economy, efficiency, can be increased or diminished with the least detriment to the service, and in time of war furnishes the necessary reserves. A change in the apportionment and rates of pay is also recommended. I submit the necessary figures, &c., in an exhibit hereto appended and marked C.

In regard to the Subsistence, Quartermaster's, Adjutant-General's, and Medical Departments, as now constituted and controlled, the general opinion among line officers appears to be that the staff officers entertain the idea that the line belongs to them, and is to be used in any way best calculated to subserve staff interests. If I am not mistaken, several of our general officers expressed themselves on this subject very emphatically before the Military Committee of Congress within the last five years.

I think, with the exception of the Medical Department, that details from the line, under proper restrictions as to length of detail and service with their proper commands before being eligible for a new detail, will supply the necessary number of officers of all grades for the administrative and supply departments, and will alone preserve that harmony and unity of interests so essential to effective service. Taking this idea in connection with the fact that 60 per cent. of the field officers of the Army are in the staff corps, one road to reduction of expenses is opened.

By the assistance of the present mode of payment by checks, a regimental quartermaster can pay the troops as well as a paymaster, and oftener than is now done. The extra responsibility, however, should entitle him to the pay of a captain mounted; also, a pay clerk, at a salary of \$1,000 per annum, with fuel and quarters. He should also be a bonded officer; in fact, a regimental quartermaster should give bonds in any case.

The present system of post-traders is objectionable in the extreme, demoralizing to the enlisted man, and materially affecting his pay, as well as that of the officer. I am of opinion that a repeal of section 25, act of July 23, 1866, and a re-establishment of the sutler system as it existed prior to the passage of that act, would meet with the unanimous approval of both officers and enlisted men.

In regard to chaplains, I have the honor to express the opinion that if they are to be retained in the Army, their pay and allowance should be that of a captain mounted. Their status should be such, both by law and their own conduct, that both officers and men must respect their commissions. No man fit for the position can afford to take the office for a less compensation.

I cannot urge upon the committee too strongly the favorable consideration of the Senate bill 1335, Forty-second Congress, third session. It contains the solution of every problem connected with the subject of colored troops. Its heading, "A bill to repeal so much of the laws relating to the organization of the Army of the United States as establishes distinctions to the prejudice of one class of American citizens," is too suggestive to be overlooked, and if properly brought before the two Houses of Congress, few men will dare place themselves on record against it.

Limits to the number of officers on the retired-list should be removed, and all officers, upon reaching sixty-two years of age, should be retired by action of law peremptorily.

Section 1232, Revised Statutes of the United States, should be repealed, and an officer allowed to employ not to exceed one soldier as a servant, by refunding to the United States thirty-five cents per day for every day the soldier is so employed.

I find this communication has reached an unexpected length, but the subject is so prolific that, while I have confined myself almost entirely to unexplained hints or statements at the risk of being misunderstood, I am still unable to curtail its proportions.

Respectfully submitted.

GEO. L. ANDREWS,
Colonel, Twenty-fifth Infantry, Commanding.

Hon. H. B. BANNING,
*Chairman Committee on Military Affairs,
House of Representatives, Washington, D. C.*

A.

HEADQUARTERS FORT DAVIS, TEXAS,
October 4, 1875.

SIR: I have the honor to transmit herewith estimates for material required for the erection of a building in which to quarter the non-commissioned staff and band serving at this post.

In so doing, I respectfully and urgently invite attention to the following brief statement of facts as demonstrating that both necessity and justice require the erection of suitable quarters for this purpose.

The Twenty-fifth Infantry has now been in this department nearly six years ; during the entire time its non-commissioned staff and band has not for one day been properly sheltered.

Arriving at Fort Clark in July, 1870, they were put into tents, and such was their shelter, summer and winter, until May, 1872. Taking station at this post in May, 1872, it was necessary to quarter them in all parts of the garrison as space could be found. They have been drowned out by almost every heavy rain, now in one building, now in another, at some times in tents, at others quartered with the companies wherever room for a bunk could be found, and the band is so quartered at this moment, not knowing in the morning where night will find them. The chief musician occupies a room in an adobe building, with a dirt roof, erected by the Overland Stage Company, in 1852 or 1853; the dirt floor is eight or ten inches below the surface of the parade, and as three of the rooms have fallen in, (one of them within the past ten days,) it is impossible to say how long the remainder of the building may be habitable.

Other members of the non-commissioned staff, both of the post and regiment, are quartered in similar structures, which old lumber and old canvas cannot much longer render tenatable.

I have visited the band quarters several times during the past summer to find everything saturated with rain, the dirt floor full four inches deep of mud, and the men sitting at meals with their feet in more than an inch of water, while their backs and heads were being defiled with ooze from the dripping dirt roof.

* * * The want of proper quarters is constantly given as a reason for not re-enlisting, to say nothing about its being a never-failing excuse for damage to clothing, instruments, and other equipments.

Very respectfully, your obedient servant,

GEO. L. ANDREWS,

Colonel Twenty-fifth Infantry, Commanding.

ASSISTANT ADJUTANT-GENERAL,

Department of Texas, San Antonio, Texas.

RESULT.

WAR DEPARTMENT, ADJUTANT-GENERAL'S OFFICE,

Washington, February 1, 1876.

* * * The Secretary has also directed that no further action need to be taken in reference to building quarters for non-commissioned staff and band at Fort Davis, as the appropriations for the current year will not justify it.

E. D. TOWNSEND,

Adjutant-General.

B.—Exhibit of possible changes in general officers, and consequent reduction in expenses, changes in organization of commands, &c.

Under existing laws.		What can be done.	
1 General	\$13,500	1 General.....	\$13,500
1 Lieutenant-General	11,000	1 Lieutenant-General	11,000
3 major-generals, at \$7,500	22,500	1 Lieutenant-General	10,000
6 brigadier-generals, at \$5,500	33,000	4 major-generals, at \$8,000	32,000
	80,000		66,500

Peace organization.

General commands the Army in all military matters, under the President.

Lieutenant-generals command military divisions.

Major-generals command military departments.

Colonels command military districts, with most of the authority now pertaining to department commanders. Formerly "districts" corresponded to the commands now designated as "departments."

War organization—infantry.

General, commanding an army of 32 regiments of infantry, 88,864 enlisted men.

Lieutenant-general, commanding a corps of 16 regiments of infantry, 44,432 enlisted men.

Major-general, commanding a division of 4 regiments of infantry, 11,108 enlisted men.

Colonel, commanding (6 batteries or 24 companies) 1 regiment of infantry, 2,777 enlisted men.

NOTE.—The division in all armies is the administrative unit. Add artillery and cavalry, and the army is at least 100,000 enlisted men.

C.—Exhibit showing comparative cost for one year of an infantry regiment, as now organized, and as proposed. Rates of pay as now established. Also the comparative cost of the proposed organization, at the proposed rates of pay. All at maximum strength.

PRESENT ORGANIZATION AND PAY.

Grade.	No.	Monthly pay.	Annual pay.	Total.
Colonel	1	.....	\$3,500 00	\$3,500 00
Lieutenant-Colonel	1	.....	3,000 00	3,000 00
Major	1	.....	2,500 00	2,500 00
Adjutant	1	.....	1,800 00	1,800 00
Quartermaster	1	.....	1,800 00	1,800 00
Captains	10	.....	1,800 00	18,000 00
First lieutenants	10	.....	1,500 00	15,000 00
Second lieutenants	10	.....	1,400 00	14,000 00
Sergeant-major	1	\$23 00	276 00	276 00
Quartermaster-sergeant	1	23 00	276 00	276 00
Chief musician	1	60 00	720 00	720 00
Principal musicians	2	22 00	264 00	528 00
First sergeants	10	22 00	264 00	2,640 00
Company quartermaster-sergeants	10	17 00	204 00	2,040 00
Sergeants	40	17 00	204 00	8,160 00
Corporals	40	15 00	180 00	7,200 00
Artificers	20	15 00	180 00	3,600 00
Musicians	20	13 00	156 00	3,120 00
Wagoners	10	14 00	168 00	1,680 00
Privates	1,000	13 00	156 00	156,000 00
Enlisted men, at \$212.85 per head per annum	1,155	.....	.....	245,840 00

PROPOSED ORGANIZATION AND PRESENT PAY.

Colonel	1	.....	\$3,500 00	\$3,500 00
Lieutenant-colonel	1	.....	3,000 00	3,000 00
Majors	6	.....	2,500 00	15,000 00
Adjutant	1	.....	1,800 00	1,800 00
Quartermaster	1	.....	1,800 00	1,800 00
Captains	24	.....	1,800 00	43,200 00
First lieutenants	24	.....	1,500 00	36,000 00
Second lieutenants	24	.....	1,400 00	33,600 00
Sergeant-majors	7	\$23 00	276 00	1,932 00
Quartermaster-sergeants	7	23 00	276 00	1,932 00
Chief musician	1	60 00	720 00	720 00
Principal musicians	2	22 00	264 00	528 00
First sergeants	24	22 00	264 00	6,336 00
Company quartermaster-sergeants	24	17 00	204 00	4,896 00
Sergeants	96	17 00	204 00	19,584 00
Corporals	96	15 00	180 00	17,280 00
Artificers* .....	.....	.....	.....	.....
Musicians	48	13 00	156 00	7,488 00
Wagoners* .....	.....	.....	.....	.....
Privates	2,472	13 00	156 00	385,632 00
Enlisted men, at \$210.38 per head per annum	2,777	.....	.....	584,228 00

* Not required and added to privates.

PROPOSED ORGANIZATION AND PROPOSED PAY FOR ENLISTED MEN.

Grade.	No.	Monthly pay.	Annual pay.	Total.
Colonel	1		\$3,500 00	\$3,500 00
Lieutenant-colonel	1		3,000 00	3,000 00
Majors	6		2,500 00	15,000 00
Adjutants*	1		1,800 00	1,800 00
Quartermaster*	1		1,800 00	1,800 00
Captains	24		1,800 00	43,200 00
First lieutenants	24		1,500 00	36,000 00
Second lieutenants	24		1,400 00	33,600 00
Sergeant-majors	7	\$40 00	480 00	3,360 00
Quartermaster-sergeants	7	40 00	480 00	3,360 00
Chief-musician	1	80 00	960 00	960 00
Principal musician	1	40 00	480 00	480 00
Principal musician	1	30 00	360 00	360 00
First sergeants	24	40 00	480 00	11,520 00
Company quartermaster-sergeants	24	30 00	360 00	8,640 00
Sergeants	96	30 00	360 00	34,560 00
Corporals	96	20 00	240 00	23,040 00
Musicians	48	11 00	132 00	6,336 00
Privates	2,472	11 00	132 00	326,304 00
Enlisted men, at \$200.51 per head per annum	2,777			556,820 00

* Battalion adjutants and quartermasters to be taken from the subalterns of each battalion, appointed by the colonel upon the recommendation of the major. While acting as battalion staff officers to be allowed forage for one horse and no other extra compensation.

RECAPITULATION.

Present organization and pay: Cost per enlisted man per annum	\$212 85
Proposed organization and present pay: Cost per enlisted man per annum	210 38
Proposed organization and pay: Cost per enlisted man per annum	200 51

Letter from Lieut. Col. R. I. Dodge.

NEW YORK, 29 WEST THIRTY-SECOND STREET,
February 10, 1876.

GENERAL: I have the honor to acknowledge the receipt of the communication of January 24, 1876, of the Committee on Military Affairs of the House of Representatives, asking an expression of my opinion on matters involved in thirteen questions, all referring to a re-organization of the Army. It affords me great pleasure to comply with the request of the committee.

1. No reduction can be made in the pay of officers without detriment to the efficiency of the service.

Officers of the Army are citizens of the United States, taken from and representing every class of society, from the highest to the lowest. Graduates of the Military Academy, appointments from civil life, promotions from the ranks, representing almost every grade of social and intellectual life, are blended into one homogeneous whole, excelled by no body of men in the world for efficiency, honesty, and faithful performance of duty. There is no inherent difference between these and other citizens. Why, then, should they have an exceptional and well-earned reputation for honesty and faithfulness? Simply because they have an honorable position, an assured and constant reward which they can only forfeit by bad behavior.

The mass of mankind is naturally honest and ambitious to be faithful. A man with a salary on which he can live decently and comfortably, and which he is to have for life, is above the temptations which beset every man of position or responsibility.

To maintain their reputation for incorruptible honesty and faithfulness, the officers of the Army must feel that their positions are for life, and that their salaries are not to be constantly changed and tampered with. The frequent effort to reduce the Army or to cut down the pay produces uncertainty and uneasiness, and is more productive of demoralization than any other single cause. The salaries now paid are very fair, fair to the officer, and not below the dignity of a powerful and wealthy Government. Any change, either to a higher or to a lower salary, will have a bad effect, by convincing the officers that they cannot rely on a fixed means of support.

Once having made up their minds to this, the ordinary weaknesses of human nature step in to persuade them to make the most of any opportunities for making or appropriating money which their position may give them. I believe that any change of pay will be prejudicial to the morale of the Army.

Neither can any reduction be made in the "allowances" of officers on duty in the field or at frontier stations.

In time of peace, I can see no reason for a general having more than two horses, nor can I see the necessity of "allowing" each staff officer stationed in a city one or two horses. The officers of the Engineers and Ordnance Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, Quartermaster's, Subsistence, Pay, and Medical Departments, and the Signal Service, can, while stationed in cities, have no need for horses, and the allowance is only a gratuity.

2. No reduction in strength of cavalry, artillery, or infantry can be made without detriment. A material reduction in the expense of these arms may be made by making the stations of companies more permanent, and by changes in the present awkward and cumbersome method of supplying the troops with clothing.

Each spring many cavalry companies are ordered from winter quarters to field service. Being of necessity, under present management, uncertain where their next winter quarters may be, and having no rights at the post from which they are detached, each captain starts into the field with all his men and material. Sick men, worthless horses, probably a whole year's supply of clothing, tools, laundresses, and impediments of all kinds are carried with him at great expense. He could start to the field with an effective, unhampered force, leaving all impediments behind him, were there only an assurance that he would return the next winter to the same post from which he started, and the cost of transportation be reduced one-half.

This is, however, a matter of Army administration, and can scarcely be reached by legislation.

3. In the military branches of the staff, the Adjutant-General's and Inspector-General's Departments, there can be no reduction nor any change for the better, except that the Inspector-General, being the most important member of the general staff, should, *ex officio*, have a higher rank than the head of any other staff department. It is his duty and province to investigate the affairs of other departments, and to report upon them, and it is a subversion of the proper military order when a junior reports upon the conduct of his senior in rank.

Engineer Department.—It would be a work of supererogation to comment upon a body of men whose genius and whose labors have identified them with almost every important work of the country, and to whose ability as engineers the shipping and commercial interests of the world are indebted.

It is, however, but justice to the Army to say that it should not be saddled with the cost of men, however able, or works, however admirable, which do not in any way belong to it.

▲ The construction of a superb bridge or the opening of a difficult and dangerous channel are worthy the highest praise, but why the engineer should be a colonel of the United States Army, and the Army appropriation be made to support him, is a non sequitur not easily seen.

Signal Corps.—The same remarks apply to this admirable, well-managed, and most important corps. The administrative branches of the staff are disproportionately overloaded with rank, greatly and unnecessarily increasing the cost.

Ordnance Department.—The numbers of this department are greatly in excess of the needs of the service, and there is a most absurd preponderance of rank. I think this department can be consolidated with the artillery with advantage and economy to the service.

Subsistence Department.—No reduction or alteration can be made in this department with beneficial effect.

Medical Department.—No reduction in the number of officers of this department can be made advantageously. A more judicious distribution of them would, however, prevent the necessity of employing many contract surgeons. A very material reduction can be made in the number of hospital stewards without injury to the service.

Pay Department.—Officers of this department have more rank and therefore more pay than is warranted by the nature and amount of duty.

An officer of the line wins his captaincy by many years of hard service. An officer of the Pay Department steps at once into an easy place, with the rank and pay of a major. The department might be re-organized, with the present number of colonels and lieutenant-colonels, with six majors, and all below to have the rank and pay of captain, with advantage and economy to the service.

Bureau of Military Justice —(See 10.)

Quartermaster's Department.—Question 3 does not mention this department, the most expensive, ill-organized, and over-ranked of all. One-half of the organization can be dispensed with to the advantage and great economy of the service.

4. I think any reduction of pay of lieutenants ill-advised and to the injury of the service.

5. Laundresses can and should be dispensed with. It is an absurd continuation of a custom which grew out of other wants of the men of a company than washing the clothing. No such need is found in the Navy. They are unnecessary, and add much to the expense of the Army, particularly in transportation. How much will be saved I am unable to say.

6. The forage ration can be reduced two pounds on grain and hay for horses at a military post, and doing no other than garrison duty. It should not be reduced for horses which are frequently scouting or for mules working daily.

7. Each commander of a post should be required to make a yearly estimate of the funds necessary to keep his post in repair for the year. These estimates should be revised and con-

solidated at department headquarters; these again revised and consolidated at Army headquarters. When Congress shall have made the appropriation, the money so appropriated (or pro-rata portions in case the estimates should have been cut down) should be sent to the department commanders, who should be held accountable that the money is expended in accordance with the estimates and appropriation.

Posts are now suffered to go to ruin from lack of repairs, not because money enough is not appropriated, but because some one has the power to divert it to other channels.

I know nothing of the necessity of appropriation for regular fortifications, harbor defenses, &c.

8. I think it will be a very great mistake to consolidate the Quartermaster's, Commissary, and Pay Departments.

The duties of these three departments are very dissimilar, and one officer cannot possibly attend to the details of all. Each such head in each important position will have under him three officers or confidential clerks, each directly charged with the duties pertaining to a particular branch. The result will be an extra expense—four officers doing the work now performed by three, one of whom is only a grand "figure-head," with nothing to do but study how to increase his own importance and the number of his clerks and retainers.

The Commissary and Pay Departments are most efficiently and perfectly managed. There is in the whole Army nothing but respect and admiration for the officers of those departments.

The Quartermaster's Department, on the contrary, whether justly or not, has the reputation of being the only corrupt branch of the service. Its officers are generally higher in rank than those of the other two departments, and a consolidation will simply merge two honest and efficient departments into one inefficient and of doubtful reputation.

This scheme has been in agitation several years. It is the effort of a few officers to gain for themselves a higher rank and greater power. In my opinion no more injurious thing could be done for the service than this consolidation.

If a reduction is to be made in the numbers of these departments, it would be far better to take officers from the departments themselves, leaving the organizations as they now are. Half the quartermasters could be spared without being missed even. There are now so many that unnecessary districts have to be specially created for their accommodation.

9. There is no doubt of the propriety, even the necessity, of transferring the Indian Bureau to the War Department. Most of the complications with Indians arise from there being no controlling powers and influences, the relative duties of which the Indians cannot understand.

10. The Bureau of Military Justice ought to be dispensed with. It has done more to ruin the discipline of the Army than all the whisky-sellers of the land. It has added nothing to the dispensation of justice, and but little to knowledge of law.

11. I have always stated it to be my opinion that half the quartermasters may be dispensed with without their loss being felt by the Army. Even after such reduction there will still be captains enough to take care of all stores on hand. There is no reason why a captain and quartermaster cannot be responsible for stores, but must have under him another captain and storekeeper. They are not considered necessary by any other branch of the service. I am of opinion that they may be dispensed with without injury to the service.

12. The expenses of the military headquarters can only be reduced by requiring the generals to take post at military posts. The enormous expense of commutation of fuel and quarters would thus be saved.

13. There is one reform so absolutely necessary that, without it, all attempts at other reforms will be comparatively without result. This is, that the commanding officers shall command. At the present time, the different departments of the administrative branch of the service have, by constant aggregation to their own power and influence, almost entirely emancipated themselves from any military control whatever. A general in command has nothing to say in the selection of his general staff. These officers are placed in their positions by or through the influence of the heads of the staff-departments, and the general is obliged to be satisfied, whether suited or not. Each head of a staff-department maintains a control through his whole department more direct and more powerful than the generals can exercise. The general is held responsible for the proper management and control of his command, yet his agents are selected by other persons without consulting him. Each chief of a staff-department has the entire control of all the officers of that department in all matters relating to accounts, papers, and the general management of affairs. The general commanding has only special control in isolated cases. He orders certain things, which he believes for the benefit of the service, and is met by his staff-officer with the information that the orders of the chief of his department prescribe otherwise. There is now no head, but many heads are accumulating and complicating orders until it is almost impossible for any officer to know his duty. Each chief of a staff-department is naturally desirous of making his department independent of all control except his own. Each has personal access to the Secretary of War and members of Congress. Each wields a certain influence which is used in advancing power and independence in his own department. This is not said in derogation. The fact proves that these officers are zealous, but the result is, that the Army is now controlled and managed by the staff-departments, and not by the generals. The constant efforts at aggrandizement by the staff-departments result in extraordinary complica-

tion of papers, in the perfection of routine, in the employment of an army of clerk and officials, and in great unnecessary expense. If the staff-departments can by legislation be put under some sort of subordination to the General of the Army, and the staff to the generals in command, it will result in a better, more efficient, and more economical Army.

I would also suggest some legislative control of the expenses of the Ordnance Department. Hundreds of thousands of dollars are now expended in building palatial residences, laying out grounds, planting trees, &c., while the soldier is limited to ten cartridges a month for practice in target-firing. The result is necessarily poor marksmanship, and ignorance of the use and power of his weapon.

I would also recommend an increase in the retired-list, and a change in the mode of retiring officers. Now, to be retired is a matter of favoritism or otherwise. Some officers are retired who are capable of efficient service, while others, permanently unfit for duty, are permitted to remain for several years absent on sick-leave, and, under the law, drawing full pay. The active efficiency of the Army is thus greatly impaired. Only the old or undoubtedly permanently-disabled should be retired. When there is a doubt of the permanency of the disability of a young officer, he should be allowed a reasonable time and opportunity for recovery.

There are now on the retired-list some officers in perfect health, and entirely able to do duty. They were disabled when retired, but have recovered.

I recommend that the Subsistence Department be charged with clothing the Army, and the clothing bureau transferred to it.

I am, sir, very respectfully, your obedient servant,

RICH'D I. DODGE,

Lieutenant-Colonel Twenty-third Infantry, United States Army.

General H. B. BANNING,

Chairman Military Committee, House of Representatives.

Letter from Sergeant-Major John Burke.

FORT LYON, COLORADO,

February 17, 1876.

SIR: I beg to apologize for the liberty taken in addressing you. Having, however, seen your circular letter to colonels of regiments upon Army matters, I have ventured to do so.

I have no doubt but that your committee is equally inclined to take into consideration the claims and welfare of enlisted men, as well as those of officers, in forthcoming Army legislation, and upon those grounds desire, very respectfully, to ask your attention to the following.

There are many non-commissioned officers of the highest grades now in service, who have been recommended by their colonels or general officers for examination by a board for appointment to a commission as second lieutenants in the Army, but who have never been ordered before said board, for reasons unknown, as so many appointments from civil life have been made during the same time. These non-commissioned officers, more or less, have also on file in the War Department applications for appointment as non-commissioned general staff officers.

Now, as these non-commissioned officers have been recommended by officers empowered by law to do so, to the highest positions an enlisted man can aspire to, (a commission,) and are supposed to be perfectly able to pass the required examination therefor, whose moral character and ability are certified to by those who have known them so well and long, and whose service in most cases dates from the commencement of the civil war, it seems but justice that they should have the first choice for such vacancies as may occur in the appointment of ordnance and commissary sergeants, United States Army.

As the matter stands now, a non-commissioned officer is recommended for appointment to a commission, (by his colonel in most cases,) and forwards, with said recommendation, all the valuable papers of commendation he can procure. If not nominated, no answer is in general sent to the applicant, and he generally sees other men, junior to him in service and inferior in ability, obtaining appointments in the general non-commissioned staff, which would have been his had not he been waiting for years in hope of being allowed to stand an examination for a position he feels able, by long service and ability, to do credit to.

During my service in the United States, nearly fourteen years past, (if I may be allowed to say so without a reprimand even,) I have found among my associates a very general opinion upon this subject, and surely common justice demands that those who do deserve and get such recommendations should in all fairness be entitled to the best appointments as non-commissioned officers, if the exigencies of the service demand that they may not be allowed an examination for the position they originally sought.

Very respectfully, your obedient servant,

JOHN BURKE,

Sergeant-Major Nineteenth Infantry.

Hon. H. B. BANNING, M. C.

*Chairman of the Committee on Military Affairs,
House of Representatives, United States.*

Letter from Hon. Alphonso Taft, Secretary of War.

WAR DEPARTMENT, *Washington, D. C., March 17, 1876.*

SIR: It is with diffidence that I attempt to answer your call for my opinion upon the propriety of transferring the Indian Bureau to the War Department. My experience in the War Department has been so brief that I have had no opportunity to form an opinion entitled to any considerable weight. Referring, however, to the letter from the War Department of November 18, 1875, addressed to the Committee on the Re-organization of the Executive Departments, I venture to express the opinion that the transfer would promote economy and efficiency in the service, and would probably protect the Indians from imposition.

How far the present plan, if continued, may, by its civilizing influences on the Indians, ultimately compensate for the increased cost of conducting our relations with them, I must be excused from expressing an opinion. It would undoubtedly depend very much upon the manner in which it should be administered.

If the committee should determine to make the transfer, I would recommend to their consideration the accompanying bill, (House bill 987, 44th Congress, 1st session,) draughted from data prepared by the Adjutant-General, with a view to carrying the transfer into practical and successful operation.

A copy of the letter of November 18, 1875, above referred to, is also inclosed.

Very respectfully, your obedient servant,

ALPHONSO TAFT,
Secretary of War.

To the CHAIRMAN OF THE COMMITTEE ON APPROPRIATIONS,
House of Representatives.

Letter from E. D. Townsend, Adjutant General.

WAR DEPARTMENT, ADJUTANT-GENERAL'S OFFICE,
Washington, February 26, 1876.

SIR: In reply to your circular of the 24th January, propounding certain questions on which my opinion is asked, I have respectfully to say:

1. I do not think the present rates of pay and allowances of Army officers could be reduced without detriment to the efficiency of the service. Officers should be placed beyond the necessity of seeking other sources of income than their pay from the Government. The reputation and efficiency of the Army suffers greatly when private debts incurred by its members remain unsettled; and it is my candid belief that the present rates—which were carefully considered and graded—are no more than sufficient to enable the officers to meet their reasonable liabilities and perform their military duty.

2. I think the cavalry, artillery, and infantry arms are already reduced too low in numbers. There is not a company in either arm which I do not consider necessary in its present position. The smallness of company organizations is, indeed, often a cause of some expense which might be avoided. Thus, when an emergency requires increase of force at a given point, company organizations, with officers, &c., move to the required point. Had the President power in his discretion to increase a company organization, a hundred enlisted men could be commanded by the same officers as fifty, to the saving of quarters, supplies, &c. It would be economy in the end to allow a number of recruits to be always in depot under instruction, that regiments might be re-enforced by trained soldiers, instead of the raw material which furnishes so many deserters.

The reduced appropriations for Army transportation, &c., very much interfere with the changes of station which are really necessary to avoid injurious climatic influences. We have many very unhealthy stations at best, and the regiments which are too long confined to them not only lose enlisted men, discharged on certificates of disability and pension, but furnish too many commissioned officers for the retired-list. I believe much of this loss could be obviated by interchange of regiments at proper times.

3. I am not prepared to speak concerning reductions in any of the staff-departments except my own, the Adjutant-General's. With regard to that department, there was a reduction of three officers made by the last legislation affecting it. There is now not an officer of the department who is off duty, and not one doing other than the appropriate duties of his office. If there were a further reduction made, details would have to be made of line officers to do the duties. Such details have long since been adjudged inexpedient.

4. I cannot recommend a reduction in the pay of second lieutenants, being of the opinion that they are not now overpaid for the valuable and often very responsible services they render. Second lieutenants are frequently called upon to fill positions much in advance of their rank, for which they receive no additional compensation.

5. The subject of camp-women gives much trouble in the Army. Many officers have asked that legislation be procured to enable a court-martial to try a soldier for marrying without leave. To make the act of marrying cause for discharge would be to present an easy mode of procuring discharges. There is much variety of opinion in the Army as to dispensing altogether with laundresses, but company-commanders are not obliged to have them. To

reduce the number allowed to two per company—it is now four—has been estimated as saving near a hundred thousand dollars a year in transportation, rations, &c. It is doubtful whether all the evils complained of would be remedied by such reduction.

6. The forage ration for usual service is not too large. If not all needed, the surplus reverts to the Government and is saved.

7. I think it no economy to entirely suspend appropriations for forts. Material and implements are impaired or wasted during such suspension. There are some works which might be needed on an emergency and should be completed as soon as possible. I should have confidence in the estimates submitted by the Chief of Engineers, who is thoroughly master of the subject.

8. I decidedly think it would be impracticable to consolidate any of the staff departments. The opinions I had the honor to express in a report of March 5, 1872, of which I take the liberty to inclose a copy, have been confirmed by additional experience since that time.

9. I have no doubt as to the propriety of transferring the Indian Bureau to the War Department, in the interest of economy and efficiency, and the welfare of the Indians, upon the principle that one head is more effective than two in administering affairs. It must be said, however, that the Army is by no means desirous of having duties added to it which, in any aspect, must be exceedingly responsible and distasteful.

Not being very familiar with the working of the Pension Bureau, I cannot speak so confidently of the benefit that would arise from its transfer. It is probable that some saving of expense might ensue; but I do not believe these additional duties could all be done without some increase of officers.

10. It would be a matter of great delicacy to express an opinion as to abolishing a co-ordinate bureau. Of this I should esteem the Secretary of War the proper judge.

11. The office of military store-keeper is rather an anomaly in the service. Part of the duties can be done by the other officers of the departments to which they belong and part by enlisted men.

12. Much of the expense of clerical labor at division and department headquarters arises from the aid given at those central points in gathering evidence on which claims are examined and other business transacted by the bureaus in Washington. This saves the expense of sending out agents for that purpose. The great pains taken by division and department commanders to administer their affairs efficiently should not be abridged by any material reduction in the means which they aver to be necessary. The Secretary of War so constantly scans all the operations of the military establishment that he is generally able to enforce a proper economy wherever it is needed.

13. A very close contact with the affairs of the Army, with the experience of many years, leads me to the conclusion that many schemes of supposed reform are conceived which would simply be change and not reform. The present Army organization is the product of gradual experience. It has stood the test of war and peace, and, though it may not be perfect, is probably as nearly so as it is possible to make it. The great trouble is that time is scarcely allowed to bring any well-conceived plan for the efficiency of the Army to maturity before it is apt to be all marred by the fear of some proposed reduction or change. It is not easy to disturb a system long in operation without weakening its healthy action; and it requires years of actual experience so to alter or abridge as not actually to complicate and enlarge. The late substitution of actual traveling expenses for mileage may be cited as one instance. Under the old system, plain rules governed the practice, and there was no door open to imposition. Since the substitution of actual expenses, there is no end of questions, each of which is urged with the force of injured prerogative, and each of which arises under varied circumstances. All this involves labor of clerks, a multitude of reports from heads of departments, and much valuable time and attention from the Secretary of War.

Under the Revised Statutes new questions of interpretation are daily arising, because of a change in language of the old statutes. New claims as to promotion, as well as to discipline, are advanced, which tend to an entire change in the military system. It is believed that the intention of the codifiers was merely to present, in a more simple and condensed form, the already existing laws; but with their best intentions to secure this end they have greatly complicated the military jurisprudence. As one single instance, article 24, page 231, would, under certain circumstances, permit a non-commissioned officer to place in arrest the General of the Army, which, of course, was never intended.

I advert to these matters merely to illustrate the danger of changing old systems, which are working harmoniously and efficiently. Yet it is hard to give an adequate idea of them without a patient examination of the mass of papers involved.

I have endeavored to give the committee, sir, as briefly as possible, my candid and confirmed convictions, which I believe are justified by a daily experience in the Adjutant-General's office.

I have the honor to be, sir, very respectfully, your obedient servant,

E. D. TOWNSEND,
Adjutant-General.

Hon. H. B. BANNING,
Chairman of the Military Committee, House of Representatives.

WAR DEPARTMENT, ADJUTANT-GENERAL'S OFFICE,
Washington, March 5, 1872.

SIR: I have the honor to acknowledge receipt of your letter of 21st February, propounding certain questions on the subject of staff organization, to which I submit the following replies:

1. My name is Edward D. Townsend, Adjutant-General of the Army, with rank of brigadier-general; graduated at Military Academy, West Point, July 1, 1837; served as second lieutenant, first lieutenant, and regimental adjutant Second Regiment of Artillery, until August 8, 1846, when I was appointed Assistant Adjutant-General, and have served since that date continuously in the Adjutant-General's Department. I was on duty with my regiment in Florida and the Cherokee country, and accompanied it on a long march from Florida, inland, to Buffalo, New York. Since being in the Adjutant-General's Department, I have served a tour of four years on the Pacific coast.

2. In my opinion *no* departments of the staff of the Army can, advantageously to the service and the country, be consolidated, for reasons to be given under their appropriate heads.

3. To consolidate the three departments—Quartermaster, Subsistence, and Pay—in one supply department, would practically work as follows: The head of the supply department could not possibly attend personally to the entire business. He would therefore assign a junior to the charge of each of the three branches in his own office, and would become acquainted with operations of his entire Department through the medium of the head of each branch. While, therefore, the present system would actually not be changed, there would be a loss of responsibility. The common head, not being able to attend to all the business, nor even to keep himself as minutely informed of it as he ought, would be obliged to trust to another, who, after all, would not be the person officially accountable. Thus the responsibility would be constantly shifted from one party to the other, and materially weakened, while there would be no gain of efficiency in any respect.

4. Such consolidation would not reduce the number of officers engaged in those duties. It may be that a less number of officers, and less rank, are required in some of the staff departments for peace establishment than they have now. But of this each chief can best decide. In the Adjutant-General's Department there are not officers enough by four to supply present wants. But this opinion does not bear on the question at issue. The officers of the staff departments have to become experts in their business. A commissary knows practically how to cure, pack, and prepare provisions of all kinds, and how to adapt his selection of stores for different climates. He is personally as competent a judge as any merchant. So with other departments. Now, suppose the supply department (consolidated) sends an officer to New York, for instance, to provide transportation, purchase fuel and other quartermaster's stores, to purchase provisions and to pay troops. One officer cannot do all this. Payments have to be made from three different appropriations; accounts must be kept separate for each appropriation; and while one officer imperfectly superintends all this, he must have other officers or agents of some kind to help him. These other agents, then, are the experts, and the officer of the supply department does none of the actual responsible work, simply because he cannot. The same number of books and accounts would have to be kept, requiring the same number of clerks; and instead of the responsibility being directly upon the agent who actually does the business, it is indirectly upon the one who oversees it. If there should not be officers enough of the regular supply departments to assist those assigned to the chief duties, officers of the line would have to be detailed, or citizen agents hired. At smaller stations where issues are limited and purchases rarely made, the duties of quartermaster and commissary are often done by one officer under the present system. In this case, therefore, nothing would be gained by consolidation.

5. The question of paying the troops is a very difficult one. It does not so nearly affect the number of desertions as is generally supposed. Steady discipline and good treatment of soldiers by the officers is the best remedy for that crime, together with an adequate punishment and proper places of confinement. Payment by company-commanders would involve the frequent changing of funds from hand to hand; great multiplication of accounts, and corresponding increase in clerical force of the Treasury to settle them; and more than all, frequent and serious losses to the Government, from want of secure places of deposit at most of the military stations. Large supplies of funds must be sent to the officers in the fall, before communication is cut off with many posts. Agents, whose expenses must be paid, must carry them, for there are no banking facilities at hand. At the posts, a safe, a trunk, or a chest will be the well-known deposit, inviting to frequent robberies. The officers would not be under bonds, and might often be defaulters; or from want of capacity for keeping such intricate accounts, might often make serious mispayments. Suppose the remedy be applied of requiring bonds. Not many officers could get bondsmen without leaving their post, if they could at all. Moreover, where a man is required to give bonds for any duty, he should have the liberty of accepting or declining the duty rather than give the bond. Another objection would be a removal of check against paying wrong accounts, for the officer who made up the soldier's statements would likewise pay him. Now, the paymaster first examines and corrects the accounts before he pays them, and he is charged with mistakes, if the soldier cannot be reached to rectify them. Then, after all, provision must be made for payments of soldiers discharged away from their commands, and of officers at

posts. The opinion is deliberately entertained that any other mode of payment than the present must necessarily be more complicated, and subject the Government to immensely greater risk of loss.

6. The only argument to my knowledge yet advanced in favor of consolidating the ordnance and artillery is, that men who use the arms and ammunition should have something to do with their selection and manufacture. This certainly applies equally to the cavalry and infantry. Why not then include them in the consolidation? Prior to the organization of the Ordnance Department, officers of artillery were detailed on ordnance duties for two years, and then relieved by others. Those were the days of flint-locks and smooth-bores. To pursue that plan now would result in one of two things, either there would be an utter loss of progressive knowledge and discovery in the science of arms and projectiles, because the officers charged with their preparation, &c., would be changed so often that no one would have time or feel interest enough to make that science a special study, or else the officers most adapted to that service would be constantly kept upon it. This last would then bring the matter practically back to its present status, with the great disadvantage that no officer could be sure of a permanent detail on his favorite duty, and there is no more discouraging element in human nature than suspense. The interchange of duties would have also, as experience abundantly shows, the effect to make officers dissatisfied with either one or the other of their different duties. If they prefer company duty, they go reluctantly to ordnance duty when their turn comes; if they prefer ordnance duty, they return with distaste to their companies. Under the present system, as great certainty of having only competent officers, and those having a talent for that line of duty, is secured, as in the nature of things is possible. A certain number of the highest graduates of each class at the Military Academy is recommended by the academic board, after four years of close observation, as suitable for assignment to the ordnance; and those recommended are at liberty to choose the ordnance if they like, or some other corps, or a regiment, if they prefer. There may be occasionally men who have not graduated high enough to secure the recommendation, who would yet have proved good ordnance officers; but what human rule is without defect?

7. The duties of officers of the Adjutant-General's Department and of Inspector-General's are entirely different, and nothing could be gained by consolidating them. There is no need whatever of a head to the Inspector's Department. The proper theory of inspections is this: A division or department commander should have inspections made within his command to inform him of matters needing correction. Reports of such inspections should not go beyond the commander for whom they are made, for he does not wish unnecessarily to expose to higher authority defects in his own jurisdiction which he can remedy. The ranking inspectors should be sent by the President, Secretary of War, or Commanding General of the Army, to make confidential inspections of staff, or other operations, quite independent of the division or department commanders who may be affected by such inspection. With all this the Adjutant-General's Department has nothing to do. Nor could a blending of the two duties work otherwise than as follows: Two officers of the Adjutant and Inspector General's Departments are stationed at a headquarters to do indifferently the duties of adjutant-general or inspector-general. Both duties cannot be done at one time by the same officer, because inspecting involves traveling away from the headquarters, where adjutant-general's duties must be done. If the two officers take turn about in their two separate lines, responsibility is most apt to be weakened and interest relaxed in one or both. Mercantile life will illustrate this position. A judicious merchant will not confide his books one month to one clerk and the next to another, lest if mistakes occur the responsibility drop *between* the two instead of falling *upon* the right one. Nor is the responsibility of officers of the Adjutant-General's Department imaginary. They have charge of and are accountable to the Secretary of War for records of the highest importance, which will eventually be brought to Washington as part of the nation's archives; and not even the department commander himself can interfere with that accountability.

8. The direction and control of the staff departments and corps must, to a certain extent, be shared by the Secretary of War and the General of the Army. Their several provinces can be clearly defined. The President, of course, has control of both those officers, who are his assistants, each in his own sphere, in administering military laws and regulations. Yet the Secretary of War, as a Cabinet minister, must control the General of the Army, for it is a well-established principle, decided by the Supreme Court of the United States, that the order of the Secretary of War on military matters must be taken as that of the President. The ordinary course of administration is this: Estimates made for all supplies used by the Army, and for all its operations, prepared under the direction of the department commanders, are scanned by the General of the Army, assisted by the heads of the staff bureaus, and submitted to the Secretary for revision and transmittal to Congress. Further estimates for engineer and other operations, *not* to be used in conjunction with the troops, are submitted directly to the Secretary by the heads of bureaus. The Secretary can of course consult the General about these. The appropriations having been made, requisitions upon them can only be drawn by the Secretary. The heads of bureaus cause supplies of all kinds to be prepared and collected in depot under instructions from the Secretary, who properly controls the expenditure of appropriations. These supplies are placed at disposal of the troops as needed, upon requisitions transmitted by department commanders, approved by the Gen-

eral, and finally ordered by the Secretary. The disposition of them thenceforward passes from the immediate supervision of the Secretary to the General and his subordinate commanders, and the money accountability to the Treasury further falls upon the staff officers, who receipt for and issue them. There are some matters of staff administration which the Secretary alone can conduct; for instance, many temporary supplies for Indians, &c., which are decided generally by consultation between the President and the Cabinet ministers directly concerned.

9. As at present organized the staff is, for all needful purposes, sufficiently under control of division or department commanders. The latter should not control depots of supply intended for the whole Army, or for parts of it not within their command. By requisition made in season, they can always secure all the assistance necessary for the use of their own commands. In emergency the telegraph can be used, as, under certain circumstances, well understood by military men, they may assume the control of everything within their reach, if justified by real necessity. Officers of every branch of the staff are always assigned to commanders, and are as absolutely subject to them as any line-officer can be.

10. The effect of continuing the same officers in a particular branch of the staff, and of allowing promotions only within them, is to give them a motive and pride in perfecting themselves in every sort of information that can make them efficient. If sure of a continuance and promotion in the line of duties of their choice, their zeal and fidelity rarely flag. If always under the apprehension, or certainty, of being transferred to other duties, perhaps by no means so genial to their tastes and talents, they cannot be expected to take interest in their staff duties, except so far as to acquit themselves without actual blame. The hope of promotion is always a healthy stimulus.

11. As men in civil life, trained specially for a particular profession, are generally more efficient in that profession than those who have no training, so are military officers more efficient who are educated, trained, and promoted for specialties. There is daily opportunity in the War Department for testing this principle. It is well known to most members of Congress, that constant reference is made to records for the purpose of adjusting claims against the United States. It is not too much to assert that many millions of dollars have been saved to the Treasury by information furnished from papers now on file in the War Department, which were collected from all parts of the country during and after the war. The system of keeping all kinds of records, originating in the Adjutant-General's Office, and carried out by officers instructed by its means, contributed, first, to the preservation in good form of valuable papers; and, second, to having them safely deposited in the War Office after their use at the headquarters where they originated had ceased. That this is due to an organized staff department appears from the fact that there are no such records relating to the times when commanding generals detailed, for acting assistant adjutant-generals, any officers they chose for the time being. In those days the generals were apt to consider all letters and correspondence, not immediately forwarded for action to Washington, as their own private property. The slight traces of those old records now to be found, show a great contrast with the elaborate files of recent dates, so carefully arranged and preserved as to afford, without loss of time in searching, almost all necessary data in any given case.

The conclusion is that general staff-officers are more efficient and valuable than line-officers, temporarily detailed, would be, because they take a pride in the department to which they belong; and not being, as it were, the creatures of their generals, they feel the responsibility constantly weighing upon them of accountability to the War Department. Nor does this, in any degree, weaken their obligation to perfect military subordination to their commanding general for the time being. The generals have, on the other hand, aides-de-camp, who are chosen by themselves, and bear to them a more *personal* relation as staff-officers, fulfilling, in this respect, all needful purposes. Besides the objections already mentioned, to freedom of detail or transfer of staff-officers from one branch of the service to another, there is a serious one of a political nature. Had the Executive the uncontrolled power to transfer and appoint, there might be a time when, by skillful collection of agents from all branches of the Army, at influential political centers, with large contracts and heavy disbursements to be made, a most dangerous power could be wielded. Under the present system such a thing would not be possible once in a century.

Corps of officers, trained in special staff duties, while performing those duties in time of peace, are perfecting themselves and keeping alive their system. When war comes, they are so many skilled directors and instructors for volunteer officers appointed to their departments for service with volunteer troops called into action. There is no more perfect mode of rapidly organizing and mobilizing bodies of raw troops.

12. I do not think any law or regulation necessary to change the present status in regard to specialties of staff-officers. The President has now ample power to avail himself, in any way he may think proper, of the talents or knowledge of any individual officer.

GENERAL REMARKS.—The old Florida war is a standing exemplification of the inefficiency of the system of temporary details for staff duty. There were constant well-grounded complaints of want of supplies and facilities of all kinds for the troops, and, as the records will show, no lack of expenditure of money meantime. In several instances large commands were well nigh losing their scalps, in consequence of starvation in their beleaguered forts.

In 1837-'38 the present system of the staff was established, and, in the two great wars which have occurred since, the manner in which our armies have been clothed, transported, fed, paid, and provided with medical attendance, has attracted the admiration of the military world. Undue extravagance during the late war has been alleged against the disbursing branches of the staff; but it should be remembered that the people, through their governors, State, and national legislatures, demanded that every comfort and convenience should be given to the men who left their homes and business to serve in the war. Special enactments were passed to this end, and appropriations made to carry them out. The officers concerned, then, only did their duty in obedience to those behests. Since the war closed a rigid economy has been more and more carefully enforced, until the Army cannot fail to perceive the contrast between the supplies of the war-time and the mere necessities now furnished them.

It will, of course, sometimes happen that unsuitable officers are appointed in the staff. This could in a great measure be obviated by giving more weight to the opinions of the heads of departments as to the selection of their own officers. It may be presumed they would generally be governed by the single object of maintaining the utmost efficiency of their own corps. From frequent official intercourse with officers acting in their departments, through returns, correspondence, &c., they have great opportunity for judging of any one's fitness for their business; and it is always easy to ascertain the moral and other qualifications of those whom they suppose proper candidates for appointment. It not unfrequently happens, on the other hand, that officers appointed through outside influence have little fitness for the place, and that a good line-officer is turned into an indifferent staff-officer. At the same time, the head of the department must feel little responsibility attaching to him for the conduct of those appointed, perhaps against his judgment. If it be that some officers are now found in the staff who ought not to be there, the remedy lies in courts-martial, in verdict of retiring boards, under which the President can now discharge an officer, with one year's pay, for inefficiency produced by his own fault; and in the power of exchanging two officers of equal grade of different branches of the Army, on their mutual application, approved by the commanding officers concerned.

The fact that there are sometimes unsuitable officers, in a department should not weigh against the staff system. The fault is not in that, but mistakes will be incident to any system that may be adopted, and the present organization is less liable to mistakes than any other, for it has been carefully built up during a period of thirty-five years. It is simple, direct, perfect in its accountability; and under it the sum of the losses to Government is comparatively small, because it rarely happens that defalcations fail to be discovered before they reach an amount too large to be entirely recovered. And it has stood the test of war. A fair exemplification of that test may be seen in the report of the Secretary of War of the manner in which the volunteer Army was paid and disbanded in 1865, through the agency of the several branches of the staff.

I have the honor to be, sir, very respectfully, your most obedient servant,

Adjutant General.

Hon. JOHN COBURN

Chairman Military Committee, House of Representatives.

Letter from General J. C. Kelton.

HEADQUARTERS MILITARY DIVISION OF THE PACIFIC,
San Francisco, Cal., February 15, 1876.

SIR: Thanking you for the privilege of remarking upon the questions proposed to you by the Military Committee of the House of Representatives in respect to Army expenditures and reforms, I beg to submit the following.

Very respectfully, your obedient servant,

J. C. KELTON,

Lieutenant Colonel, Assistant Adjutant General.

Major-General J. M. SCHOFIELD,

Commanding Military Division of the Pacific, San Francisco, Cal.

1. None whatever. An officer on his pay only, with the utmost economy cannot accumulate enough in a long life to raise his family, in case of his death, above want, and this principally for the reason that much of his life is passed on the frontier, where every want is expensive, and the frequent changes of station, which must happen to all alike, necessitates such cruel sacrifices in leaving one station and outlays in establishing himself at another.

It is greatly detrimental to the efficiency of the Army to even talk of reducing the pay. Officers have embarrassments and hardships enough, without having their souls harrowed periodically with the threat of losing the little comfort that a sure income gives.

They rarely have the opportunity or good fortune to make money, rarely know the pleas-

ure of seeing their means increased by any cleverness and energy they may possess. All most can do is to live contentedly within their means, and there it too frequently happens as now, no sooner do they accommodate themselves to their circumstances than they are called upon to prepare to sacrifice in part the only advantage they have, a moderate but sure competency. For a great and prosperous nation, the prosperity of which and extension of whose domain is so much due to the Army, after deliberately establishing the compensation for its officers, and only adequate compensation at that, to now in any way reduce the same would be breaking faith without provocation. The pay to Army and Navy officers must be regarded as on a very different footing from that to the civil officers of the Government who are changed each change of administration, and who expect permanency neither in office nor compensation.

2. Reduction now has gone beyond the wants of its many frontiers and lines of communication, as every hamlet and interest in the Territories will tell if asked. As to the expense, the Army returns to the Treasury each decade far more than the money expended in its support, by opening the public domain for settlement; by the protection it affords citizens while developing the agricultural and mineral wealth of the country.

No country can exist without an Army, and there can be no Army without expense, and in ours the expense is only commensurate with its labor and the benefits and advantages it gives in return.

Our Army cannot be compared with an equal force of any European army in time of peace, so as to determine the relative expenses of the two; for one is concentrated where food and forage and fuel are cheap and where no transportation is required, while the other is scattered, and nearly all stationed at the most remote and expensive places in the world.

3. None. The staff-corps are the gradual growth and development of a century. Peculiar to the Army of a country free from the bias and traditions of ancient neighbors, they appear agreeable to the condition and necessities of the people, and have shown the soundness and worth of their organizations in one of the most trying wars that ever afflicted a nation. They should be cherished with all that is best in the Government of the country, for in them is found the mass of able men to whom the country must look in emergencies, and may be regarded at all times with pride for their attainments.

The staff-corps act in two ways for the advantage of the Army. They benefit it by their successful efforts to supply it and make it efficient, and by the emulation that their existence fosters among officers in the discharge of their duties, to secure by a good reputation appointment therein. All worthy officers—some of the most worthy do not get into the staff-corps, but they are all the more worthy for the efforts they make to fit themselves to do so. These staff-corps, as offering a reward for attainments and good conduct, are of incalculable advantage, and they should be maintained with jealous care, as the school from which to draw officers of comprehensive views to conduct military affairs when war comes upon the country.

4. It would be cruelly unfair to do this, except possibly for the first year, while the officer is becoming practically acquainted with his duties. After that a second lieutenant returns to the Government by his services the full measure of his present pay. It must not be forgotten that he is subjected, like all other officers, to extraordinary outlays in living on the frontier, in every thing he buys, and by frequent change of station. For the credit of youth, the Army, and the country, it is proper he should keep up as gallant a show as his means will permit. It may be tolerable for an old officer to become a little slipshod, but not for the young lieutenant, for whom so much depends upon the good personal appearance he makes not only among his fellows, but in civil society, from which he is so often long secluded.

This much in respect to the question in general. In particular, by reference to the Army Register, it may be seen that of the 400 second lieutenants in our service, a large number held higher rank in the volunteer service, and served through the rebellion. It must be regretted that these men could have, for their services and experience in war, received no higher position in the permanent military establishment than that of second lieutenant. Now, to propose reducing the pay of these men, is not generous.

The door to the Army is through the grade of second lieutenant. As there must be an Army, and as at times on its officers may depend the honor, the very existence of the institutions of the nation, it must follow they should be the best men the country can secure. But they cannot be the best in the higher grades if not selected from those who give the best promise when appointed second lieutenants, and the best men for second lieutenants will not enter the service if they are not afforded the means to live agreeably to their responsibilities.

5. The amount saved to the Government in money by abolishing 1,720 laundresses one year, would be, in rations at \$7.50 per month, \$154,800; in transportation about one-tenth of the amount expended in the transportation of enlisted men; in building and repairing quarters, about one-twentieth of the amount expended in building and repairing barracks for enlisted men for the year. But to dispense with them would, nevertheless, it appears to me, be most detrimental to the service. It is not possible the duties which their name indicates can be long done, and at some posts not at all, by officers' servants and by the men themselves. It may be so in war, for a time, but not year after year.

But laundresses are necessary to garrison life for far greater purposes than as washer-

women. It has been discovered ages ago that no community of men can prosper where there are no wives and children. As a rule the wives of enlisted men are superior women, and the children are as neat and charming as may be found in any community. The influence of these women and their helpless families is of incalculable advantage to the men of the garrison, cut off for years from home influences. The honorable Military Committee may be sure that wives and children at a military post are just as ennobling and necessary to the soldier as to men in any other condition of life.

Then laundresses, when death or child-birth occurs in the families of officers, afford the only assistance at most posts that can be found. And it must follow, if they are dispensed with, the wives and families of officers must leave most of our garrisons, and it is very certain in their stead will come immorality, dishonor, and dishonesty. As companies have been reduced by the act of June 16, 1874, it would be right economy to reduce the number of laundresses, say two to a company of 40 men, three for a company of 50 or 54 men, and allow the present number, four, for a company of 70 or 80 men. But dispense with them by no means.

6. There can be no reduction to the forage ration absolutely prescribed. On the march the full ration is necessary everywhere. At many posts, owing to the extreme cold in winter and the bad shelter horses receive, they must be fed full rations though they do not stir from their stalls. As a rule, horses now are fed only part of the ration whenever they can graze. To insist upon this whenever and wherever possible is all that appears possible.

7. The manner of making appropriations for forts, as for supplies in the Quartermaster's Department, in some respects appears to work great disadvantage to the Treasury as well as the military service. For instance, for the three forts under construction in the harbor of San Francisco, Alcatraz, Lime Point, and Fort Point, suppose \$30,000 was appropriated to each last year. With the respective appropriations, material, &c., has been purchased for each work. This year, perhaps, in order to be economical, Congress will allow only \$30,000 to one work, Lime Point. Now, although there may be much material, lime, cement, &c., at Fort Point and Alcatraz, it cannot be used under existing laws at Lime Point, because it belongs to a different appropriation for a different post, where it remains to deteriorate, and new material must be purchased to go on with Lime Point, although there may be \$10,000 worth deteriorating within one mile. One remedy for this condition of affairs would be to make the appropriations for harbors instead of for posts, and leave it to the judgment of the engineer board to decide where to expend the money with greatest benefit to the defenses of the harbor and country. For it is certainly better for the defense of any harbor, when the appropriations are out down, to expend the whole amount on one work to complete it, than on the three works and complete none.

So in the appropriations of the Quartermaster's Department, especially for forage. The money for this purpose is expended in laying in hay and grain at garrisons. Now, when cavalry and quartermaster's animals are sent to some locality, for instance, in this division, as has happened, remote from any military post, but where grain and hay can be purchased, it would be far cheaper to buy feed for animals where the troops are than transport it from the nearest post. But the appropriation having been exhausted in buying supplies, there are no funds for the purpose, although the quartermaster may have a large unexpended balance for transportation or other purposes which might be used, if the law did not absolutely, in its rigor, prohibit. While it may be perfectly right to thus limit appropriations, there should be some authority vested in the Secretary of War or Treasury, on a statement of such a condition by the officers of the Quartermaster's Department and division commanders, to transfer enough funds from one appropriation, which is found in excess, to another in which a deficiency occurs.

Then in this matter of turning in unexpended balances of appropriations. We will suppose the officer in charge of the engineer work at San Diego had \$5,000 at the end of the last fiscal year. Supposing the work would be continued by an appropriation this year, the officer bought 1,000 barrels of cement to use up the funds so as not to have to ask for the same again. But this year there is no appropriation; the cement cannot be used there or elsewhere, and is not sold because whatever would be realized by the sale would go into the Treasury and not for the benefit of the work. The cement becomes damaged; the outlay is a loss to the Government.

8. It is practicable to unite the Quartermaster's and Commissary Departments entirely, as they are now in part, inasmuch as their duties are entirely similar, the purchase and storing of and accountability for daily supplies for the Army. No movement of troops can take place without both departments being called upon to act, and in the great majority of instances they act in unity, for the reason that at military posts where military movements are initiated, the same officer is both quartermaster and commissary. If united the new corps might be called the Supply Corps. The corps could be united, as under the act of March 3 1863, uniting the Corps of Engineers and Topographical Engineers, whose duties blended as do those of the Quartermaster and Commissary Departments. There is no question that special officers of the new corps can purchase food for enlisted men as well as special officers do now. The only thing to be insisted upon is that the few officers assigned to this duty of purchasing subsistence stores shall do that and nothing else, for the food question is too important to have attended to in any but the most careful and special manner. The advantages from the union of the corps will be found in undivided responsibility at the great

centers of supply and distribution; in diminishing the number of officers required there; by having one less accounting bureau in Washington; by diminishing the number of and simplifying accounts and returns, and thereby diminishing stationery and postage accounts, very considerable in the aggregate.

There are but seven purchasing commissaries. It surely cannot be contended that these officers cannot perform this duty as well after consolidation as now. All other officers of the department are in charge of stores and supervising their general distribution at department and division headquarters and at important military posts.

The Pay Corps cannot be incorporated with the Supply Corps for the reasons—

1st. Their duties and accounts are utterly dissimilar.

2d. Their duties require them to be absent from any one station the greater part of every two months.

3d. While at their proper stations the time is all required to settle and adjust their accounts, so intricate have they become. There is no basis of union between this corps and any other. The utmost that paymasters can attend to, in addition to their present duties, would be to assume the responsibility of funds for, and supervise pension agents in their pay districts. This they could do, and without question greatly to the interest and security of the Government and pensioners.

9. The transfer of the Indian Bureau to the control of the War Department, is not only proper, but is eminently demanded by every consideration of public policy, and in the interest of the Indians, the Army, and the whole country.

If the transfer is effected there will be no longer a divided responsibility in Indian management. Indians will be secured their rights, because it will be to the interest of every officer to deal justly with them to prevent their sanguinary reprisal upon innocent communities for any wrong done them, and to avoid those harassing hostilities in which troops are always at a disadvantage, and in which the military results are always disproportionate to the expenses and exertion which have to be incurred.

The transfer of the Pension Bureau to the control of the War Department would only be placing the payment of ex-soldiers, and their families, where it rightfully belongs. It should be the duty, as it would undoubtedly be the pleasure, of this Department of the Government to look to the interests of those who were in any way connected with, and gave renown to, the military service, and stability to the Government. By the transfer of these bureaus to the control of the War Department, Indian and Pension agents should become permanent in their offices and subject to the discipline of the Rules and Articles of War, and, with the advantages permanency and Army discipline give, the conduct of these agents of the Government would soon be as creditable and as conducive to every good as that of Army officers.

10. Not without injury to the service. This Bureau was established none too soon. The Army is indebted to it for a codification of military opinions in respect to the innumerable questions that the war gave rise to, not only in regard to military transactions, but in the many important cases where there was a possibility of conflict between civil and military jurisdiction. This code may not, in all its opinions, be accepted, indeed may not always be correct, but it is in a shape which may always be referred to, and is referred to every day throughout the Army with incalculable advantage to its judicature and discipline. This code did not exist before the establishment of the Bureau, and would not now exist, it may safely be inferred, had the Bureau not been organized. Before the rebellion the only law extending over much of the public domain was military law; indeed, it was the only law required. But now that civil law to-day extends equally with the military over every section of territory where formerly the military alone could enforce authority, there are constantly cases coming before the courts, and questions of jurisdiction and claims arising, which require the legal training of the officers of the Judge-Advocate's Bureau to properly present and defend. For these reasons an officer of this Bureau should be at every military division headquarters. Not to have one there is to cripple the military service.

11. They ought not to be discharged any sooner than they are disposed of now by section 2 of the act of March 3, 1875. Their services are very necessary at large depots. As they are not entitled to any promotion, and really do in most, and might in all instances, the duties of a captain and assistant quartermaster, the Government derives full benefit for the compensation paid them.

12. Yes. Where a department headquarters and military division headquarters are at the same station, the department business might be transacted at division headquarters, and thus save the expense of 10 general-service clerks at \$870 per month, and the hire of quarters for three officers at \$80 each per month, effecting the saving of \$1,110 per month.

No further reduction of expenses can be effected. Division headquarters must be in large cities, for the officers in charge of the supply departments must be in the great centers of population, where supplies are cheapest; and there necessarily, also, must be the general commanding, who controls them, and whose authority must be constantly and conveniently sought.

Where all the offices and stores of the military branch of the Government are brought under one roof, as is the case here and in New York, it does not seem possible to do more in the way of reducing expenses.

Reform No. 1.—The first of all in importance is that some system of examination for pro-

motion should be adopted for the Army generally as now exists for certain of the staff corps. The desire to improve in every study that will secure the officer higher culture, as well as professional standing, exists now throughout the Army, and is increasing, but it requires to be directed and enforced. If a system by a board of officers is wisely adopted, requiring the officer of each grade to that of major, before gaining promotion, to show that his time has been passed in adding to his physical and mental attainments, and that his conduct has been good, there will be little need of any legislation in respect to the Army except that which will add to its rewards.

Reform No. 2.—A second reform is suggested in respect to foraging the horses of mounted officers. This expense to the Government may be reduced in two ways:

1st. By furnishing forage, except in war, for only one horse. As the occasion for this class of officers to be mounted is not continuous, one horse is sufficient for his services in time of peace.

2d. Even when at a station mounted officers require horses, it never happens, in time of peace, that all are required to be mounted at the same time. It is therefore suggested that the Quartermaster's Department keep a certain number of horses for their use, say sufficient to mount two-thirds of those on duty at a station, to be used as occasion requires.

Reform No. 3.—Will be effected by removing the restriction (section 1232, Revised Statutes) upon officers employing soldiers as orderlies. This consideration is shown officers in all armies, and for many years extended to ours. The custom was with us, and can only be, when permitted under wise regulations, and with the consent of the soldier, an advantage to the enlisted man as well as the officer. It is attended with the best consequences, for the services which the soldier renders are the very lightest, never interfering with his important duties, and always begets a kindly feeling between officer and man, and often a strong attachment which is felt in the company quarters. This dependence of the officer on the soldier and the helpfulness of the soldier about the person of his leader and best friend bring about a mutual interest which is not only an interesting feature of Army life, but one productive of the happiest results in times of mutual danger and suffering. Of course the orderly is always liberally compensated, and acquires, in the free and manly intercourse with his officer, a training which is to the advantage both of his department and understanding.

In this division, and on the frontier generally, the present restriction works a great hardship to the officer, and often evil consequences to garrison discipline. Unmarried officers are most unfavorably affected. There are no populations in the vicinity of frontier garrisons where good servants can be obtained. They cannot employ the less expensive female servants who would be obliged to occupy one of the two or three rooms allowed as quarters. This would not be tolerated in garrisons. They are, therefore, obliged to have men servants, and the best they can get are always indifferent and often dishonest, drunken, and gamblers, and then they must pay them forty or fifty dollars per month, more than one-third of a lieutenant's pay. These men are not subject to the rules and articles of war, and introduce into the garrison the very worst habits and influences. Thus it is to-day the Army officers are about driven to the wall, financially. To attempt to save any of their pay they would be obliged to do their own cooking and domestic work. And if laundresses are dispensed with, must do their own sewing and washing.

Reform No. 4.—A great reform in the character of the soldier will be effected by having every soldier now in, or who is hereafter enlisted in the service, honorably marked with indelible ink on the fore-arm. Let this mark be only two dots, oo, or a line, —, or a chevron, <, it being understood by the military as signifying an honorably enlisted soldier.

These men when they come to re-enlist will be recognized as having been honorable soldiers. They must therefore show their discharges, and if thereby their conduct appear not to have been good, they are not permitted to re-enter the military service. With this system in force a few years, no deserter or dishonorably discharged or worthless soldier can impose upon the recruiting-officers, and re-enter the service. For, bearing the evidence that he was once an honorable soldier, he must show continuous evidence of good conduct to be continued in the military service.

Now, this simple escutcheoning will remedy a great evil. To-day the land is full of deserters and discharged worthless men and drunkards, who, leaving the part of the country where known, make their way to stations where they may impose upon recruiting-officers, who have only their personal appearance to judge them by, to again mar the military service by their worthlessness, and disgust both officers and men. The discharge of a drunken, obscene, worthless fellow cannot be obtained from the War Department, perhaps for the reason that it is feared others may assume depravity in order to secure their discharge. So it becomes a great object to prevent such men from again entering the service.

Letter from General Vincent.

WAR DEPARTMENT, ADJUTANT-GENERAL'S OFFICE,

February 3, 1876.

GENERAL: I received, on the 1st instant, the circular from the Committee on Military Affairs, requesting my opinion in regard to matters connected with the military establishment, and have the honor of submitting herewith my answers:

1. In my opinion, no reduction can be made in the pay and allowances of officers of the Army without detriment to the efficiency of the service, save as in my answer under 5.

2. In the cavalry, artillery, and infantry arms, the regimental adjutants and quartermasters, as extra lieutenants, can be done away with, by the assignment of the present officers to vacancies as they may occur in their respective grades, thus, in time, reducing the number, and effecting a reduction in expense, as follows :

No.	Grade.	Arm.	Pay.	Total.
20	First lieutenants	Cavalry	\$1,600	\$32,000
57	.....do	Artillery and infantry	1,500	85,500
3	Second lieutenants	Infantry	1,400	4,200
80				121,700

Further, by confining the appointments of second lieutenants to the graduates of the Military Academy, and non commissioned officers of the Army, (after an examination of the latter under the requirements of the War Department, General Orders No. 93, series of 1867, copy herewith, A,) there will be a reduction in the number of appointments to the grade, with a saving, yearly, of about \$28,000, exclusive of quarters and fuel. Since the 1st of July last, the appointments from civil life number twenty second lieutenants ; rendering necessary for compensation, alone, \$28,000, as above.

3. No reductions can be made in the Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, Quartermaster's Department, Subsistence Department, Medical Department, Pay Department, Corps of Engineers, Ordnance Department, or either of them, save that the office of medical storekeeper might be dispensed with.

Under the acts of June 23, 1874, and March 3, 1875, there are now in service, in excess of the number allowed by said acts, four inspector-generals, colonels ; four judge-advocates, majors ; one colonel, and seven storekeepers, captains, in the Quartermaster's Department ; and eleven ordnance storekeepers, captains.

Taking the Quartermaster's Department as the one seemingly with too many officers, and assuming that there should be—

1 officer for each headquarters military division and department.....	13
4 for duty in the Quartermaster-General's Office	4
2 for the Jeffersonville and Philadelphia depots.....	2
1 for office of national cemeteries	1
1 for each post garrisoned by four or more companies, or district embracing several companies.....	40

We have a total of..... 60

or three more required than the present authorized number ; this, aside from the number required for other important positions, and now taken from officers of the line, for cases of emergency, and to replace those who may fall sick. A more favorable result, *adverse to reduction*, can be had for each of the other staff corps and departments.

I may here add that the staff is not, as is sometimes alleged, disproportionate to the line of the Army.

To illustrate: Consider the infantry arm wherein we have, aside from other officers, 25 colonels for 877 commissioned, and 12,085 enlisted, or an aggregate of 12,962 ; one colonel to 518 of the aggregate.

There is no foreign system applicable in its entirety to our country ; but as the army of the North-German Confederation is, by some, held up for our imitation and guide, we will take it in order to see how our infantry arm would be under its principles of organization. By the comparison we have this result : North-German, 1 colonel to a regiment, 1,673 officers and men ; United States, 1 colonel to a regiment 518 officers and men ; or, instead of 25 colonels as now, we would have about 8 ; a result which, if applied to our service, would destroy the infantry in its usefulness for its present intended object.

The truth is, that the two systems cannot be compared, either as to staff or line, in order to a sound result, for the reason that the North-German army is, practically, always on a war basis and serving with Army corps concentrated, while the Army of the United States is scattered at the present date, with not more than nine small companies serving anywhere together, the war basis for it being a thing in the future. We know that the colonel is absolutely necessary to the regiment, and yet the Army so faithfully represents the defect of the nation, that our system will not permit him to have all the companies of his regiment under his immediate command.

NOTE.—At this writing we have—

Nine-company posts.....	2	Four-company posts.....	17
Eight-company posts.....	2	Three-company posts.....	26
Seven-company posts.....	3	Two-company posts.....	42
Six-company posts.....	9	One-company posts.....	62
Five-company posts.....	7		
		Total	170

Our present system, however, as far as it will meet the future, is expansive, both in staff and line, and under it our Army could be increased readily to a most efficient force of 50,000 enlisted men *without the addition of a single commissioned officer*; and to that extent we now have an organization based on the distinctive principle suited to our own wants. "A military system designed only for a state of peace would be as impolitic and as useless as an expensive fleet of ships of the line placed on top of a mountain."

Here, and in connection with answer 3, it will be well to consider the objects for which the staff and line have been instituted.

Our staff is not merely for the Regular Army, but it should be viewed as the *national military staff*, applicable alike to the regular, volunteer, and militia forces; and it should be organized and trained in time of peace so as to be adequate to the wants of an army suddenly called into service.

The staff and line—our peace establishment—are maintained for the acquirement and preservation of military knowledge and to perfect military discipline; to construct defenses and organize the material necessary in war, and generally to form the stock, in all its parts, on which an army competent to the defense of the country may be ingrafted.

Past experience has pointed to the following facts: The saving in clothing, provisions, arms, and other things, by not being compelled to call out militia or volunteers, would amply supply a considerable force which, well officered, would be daily improving; the expenses of militia and volunteers invariably exceed those of the Regulars by several hundred per cent.; the Black Hawk and Florida wars necessitated 55,000 militia, and an expenditure of \$30,000,000, and would have been avoided, in each case, had there been two regiments of Regulars available for early service; a well-organized available force of 12,000 would have enabled the Government to avoid the Mexican war, and its consequent expenditure of millions of dollars and a large sacrifice of human life; and the recent rebellion would have been stayed by an available force of a few thousand men, and the country spared a debt of \$2,718,656,176.13 (public debt July 1, 1866, \$2,783,425,879.21; debt July 1, 1860, \$64,769,703.08,) incident to and arising from the war, and this independently of a pension-list for 1874-'75, which calls for \$28,845,678.27, (amount for 1874-'75, \$30,000,000; for 1860, \$1,154,321.73,) and for the years from 1861 to 1875, inclusive—exclusive of pension-debt prior to 1861—as follows:

1861	\$1,089,218 75
1862	800,819 94
1863	1,044,364 47
1864	4,521,622 18
1865	8,542,885 27
1866	13,250,980 17
1867	18,681,711 79
1868	24,079,403 18
1869	28,445,089 09
1870	27,780,811 81
1871	33,077,383 63
1872	30,169,341 00
1873	29,185,289 62
1874	30,593,749 50
1875	29,683,116 63
Total	280,945,787 09
For 1860	1,154,321 73

leaving \$279,791,465.36 as the pension-debt of the rebellion.

The magnitude attained by the rebellion is the most instructive, for the public debt and money paid to pensioners (\$2,718,656,176.13 + \$279,791,465.36) would maintain our present force, costing, say, \$30,000,000 yearly, for ninety-nine and two-third years. Now, however, and as a result of a temporary economy, we have to pay the debt, expend nearly \$30,000,000 yearly for pensions, and support a military establishment costing \$30,000,000; consequently we have lost, by not having an available force to prevent rebellion, the enormous amount of \$2,998,447,641.49.

4. A reduction of pay to \$1,300 to second lieutenants mounted, and \$1,200 to second lieutenants not mounted, would not be excessive as to those who are yet to enter the service, or to those who have served less than three years. If the officer be married he needs all that is at present allowed, and, therefore, the suggestion as to the three-years' limit. New appointees can make their expenditures conform to the reduced amount, and after three years they will be well entitled to the small increase.

5. At all places where labor to wash can be procured, it would not be detrimental to the service to dispense with laundresses. There are now 1,740 estimated for as to subsistence and fuel. If one-half be dispensed with the saving will be \$85,000 yearly, exclusive of quarters and transportation when commands are moved.

6. If the forage-ration should be reduced two pounds it would not be sufficient to meet the wants of the animals.

7. Appropriations necessary for forts and other fortifications seem necessary in all cases wherein they are asked for.

8. It would not be practicable to consolidate the Quartermaster, Commissary, and Pay Departments into one corps, and for reasons which I had the honor of communicating to the Military Committee of the House of Representatives in April, 1872, copy herewith, marked "B," and found on pages 180, 181, 182, Report 74, House Representatives, Forty-second Congress, paragraphs 2, 3, and 4 of my answers.

9. The Indian and Pension Bureaus can, with propriety and great advantage and economy to the public service, be transferred to the War Department.

10. To dispense with the Bureau of Military Justice (Judge-Advocate-General, now the only officer in the Bureau, and the judge-advocates acting under his direction,) would injure the service. In my opinion the present number of judge-advocates should be increased, so as to allow one for each military geographical department. The necessity is admitted in that officers are detailed to act when one of the regular judge-advocates is not available, three being so detailed at the present time.

11. The grade of military store-keeper in the Quartermaster and Ordnance Departments will cease to exist under sections 2 and 5 of the act of June 23, 1874.

12. The expenses of military division and department headquarters are, at present, managed with economy, as any investigation will indicate, and cannot be materially reduced without detriment to the service. The buildings used for the headquarter offices are not, as to rentals, extravagant—certainly not if the public buildings used for civil offices be taken as the standard.

13. I do not know that reforms and reductions, other than referred to in the foregoing, can be made without detriment to the public interest.

Recapitulation.

Reduction in expenses under the foregoing, as follows :

2. Adjutants and quartermasters	\$121,000 00
By confining appointments of second lieutenants to Military Academy and Army	28,000 00
3. Medical store-keepers	8,000 00
4. Pay of second lieutenants	36,800 00
5. Laundresses	85,000 00
9. By transfer Indians and Pensions	433,000 05
Total	711,800 00

Very respectfully, general, your obedient servant,

THOMAS M. VINCENT,

Assistant Adjutant-General, and Brigadier-General by brevet, United States Army.

General H. B. BANNING, M. C.,

Chairman of Committee on Military Affairs, House of Representatives.

A.

[General Orders No. 93.]

HEADQUARTERS OF THE ARMY, ADJUTANT-GENERAL'S OFFICE, Washington, October 31, 1867.

The following orders and regulations have been received from the War Department, and are published for the information and government of all concerned:

I. All the appointments of commissioned officers in the Army, provided for by the act of July 28, 1866, having now been filled in accordance with provisions of that act, it is hereby announced that a higher standard of qualification, analogous to that which prevailed before the late war, will in future be required of all candidates for the appointment of second lieutenant.

II. As a general rule, one-fourth of the vacancies occurring annually will be filled, agreeably to existing laws and regulations, from non-commissioned officers in the Army. The remainder, not filled by the graduating classes of the Military Academy, will be supplied from civil life.

III. The following regulations will be observed in the examination of candidates:

1. No person shall be examined who has not a letter authorizing the same from the War Department.

2. No candidate will be examined who is under twenty or over twenty-eight years of age; who, in the judgment of the board, has not the physical ability to endure the exposure of service; who has any deformity of body, or whose moral habits are bad.

3. The board being satisfied of these preliminary points, will proceed to examine each candidate separately:

First. In his knowledge of English grammar, and his ability to read and write with facility and correctness.

Second. In his knowledge of arithmetic, and his ability in the application of its rules to all practical questions. In his knowledge of the use of logarithms, and ability to apply

them to questions of practice. In his knowledge of algebra, to the solution of simple equations, and in his knowledge of plane and solid geometry.

Third. In his knowledge of geography, particularly in reference to the northern continent of America, and in his ability to solve the usual problems on the terrestrial globe. Also in his knowledge of what is usually denominated popular astronomy.

Fourth. In his knowledge of history, particularly in reference to his own country.

Fifth. In his knowledge of the Constitution of the United States, and of the organization of the Government under it, and of the general principles which regulate international intercourse.

4. The board will consider eight as the maximum of the first, fourth, and fifth heads, and ten as the maximum of the second and third heads; and no candidate will be passed by the board who shall not have received at least half of the number of maximum marks on each head or subject of examination.

IV. To aid the Department in the selection of proper candidates for promotion from the ranks, company commanders will report to their colonels all such non-commissioned officers as, in their opinion, by education, conduct, and services seem to merit advancement, and who have served not less than two years in the Regular Army. In these reports must be set forth a description of the candidate; his length of service as non-commissioned officer and as private soldier; his character as to fidelity and sobriety; his physical qualifications and mental abilities; the extent to which his talents have been cultivated, and his fitness, generally, to discharge the duties of a commissioned officer. If recommended on account of meritorious services, the particular services referred to must be stated in detail. On receiving the reports of company commanders, the colonel will assemble a board to consist of four officers of his regiment of as high rank as the convenience of the service will admit, to make a preliminary examination into the claims and qualifications of those non-commissioned officers who may appear to him deserving promotion. Where the colonel has not authority to convene such board, the regimental officers necessary to form it will, on application to the proper department commander, be placed subject to his orders. The board, constituted as above, will submit a full statement in the case of each candidate examined, and on these statements the colonel will indorse his remarks and forward them to the Adjutant-General of the Army.

By command of General Grant.

E. D. TOWNSEND,
Assistant Adjutant-General.

B.

WAR DEPARTMENT, ADJUTANT-GENERAL'S OFFICE,
Washington, April 17, 1872.

General JOHN COBURN, M. C.,
Chairman Committee on Military Affairs,
House of Representatives, Washington, D. C.

* * * * *

2. In my opinion no departments of the staff can, advantageously to the service and the country, be consolidated.

The act of March 16, 1802, provided military agents "to purchase, receive, and forward * * * all military stores, and other articles for the troops in their respective departments, and all goods and annuities for the Indians which they may be (were) directed to purchase, or which shall be (were) ordered into their care by the Department of War," and from February 12, 1795, to 1812, the law recognized a "purveyor of public supplies," under the Secretary of the Treasury, to conduct the procuring of all arms, military and naval stores, provisions, clothing, Indian goods and, generally, all articles of supply for the service of the United States. We thus see that *consolidation* marked the *embryo* of our *supply* system.

At times, from 1775 to 1821, the offices of Adjutant-General and Inspector-General were consolidated, and in 1821 the ordnance, previously a distinct department, was merged into the artillery.

But war and peace experience developed the defects of consolidation, and pointed clearly to the necessity of *division*, based upon the theory that our staff "ought not to be considered merely the staff of the Regular Army, but as the *national military staff*, applicable alike to the regular, volunteer, and militia forces when called into the service of the United States." We have but to consider the helplessness of the irregular forces, when inexperienced, to regulate the details of service, to provide the means of instruction, munitions, arms, transport, quarters, hospitals and hospital stores, pay, clothing, and, in fact, everything necessary to render them effective, in order to be convinced that the theory cited is the one we should adhere to. The necessity of that adherence is more apparent when we reflect that "under our Constitution the militia must ever be estimated as the bulwark of civil and individual liberty. Directed by public sentiment, it will guard us from the oppression of

power; regulated by wisdom, and patronized by the Government, it will secure us from anarchy; officered, trained and supported by the States, it is the guarantee of their sovereignty and union; and properly armed and disciplined, in conjunction with the Army and Navy, and aided by a regular chain of permanent fortifications, it forms an impenetrable barrier to the invader. It is therefore as essential to the preservation of civil as it is to territorial rights. 'As auxiliary to a regular force,' says Mr. Madison, 'and a substitute for a large one in time of peace, a disciplined militia forms an essential part of a republican system, it being certain that liberty cannot be safe with powerful standing armies, nor in danger without them, and that without an effective militia the danger of such armies cannot be precluded.'

"If we look to the great states of Europe, we perceive in their past history that the reasons for supporting their large establishments in peace are to protect the person, secure the authority, and enforce the edicts of the sovereign; and, in addition to those duties, to defend the country and to carry on offensive operations in war. But if we recur to our own condition, we must be sensible that the former of those objects were never intended to be attained by military force. Public opinion is strong enough here to guarantee the execution of the laws, to secure (except under extraordinary circumstances) the internal peace of the country, and to protect the public functionaries in the performance of their duties; and the small force composing our peace establishment, dispersed as it is over" an immense territory, "could never have been calculated to meet even the first shock of war. Hence it is manifestly maintained for other and different objects, some of the more important of which are to *acquire and preserve military knowledge and perfect military discipline*; to construct the permanent defenses, and organize the material necessary in war; to *form the stock on which an army competent to the defense of the country may be engrafted*, and, by means of depots of instruction, directed by intelligent and able officers, hastened to maturity to present a rallying point to the militia, and, by means of instructors and an *intelligent staff*, to impart to that essential arm of the national defense a part of its own efficiency. Many of these important duties devolve on officers without the agency of troops. All that relate to defenses, reconnaissances, arming and equipping the militia, the formation of depots, the construction of military roads, and the preparation and preservation of arms, munitions, and stores, must be performed, whether we retain a single private soldier or not; and the duties of the (staff) officers immediately connected with the troops depend not so much upon their numerical force as upon the extent of the national territory, and the consequent extent of the frontiers to be covered and the number of posts to be occupied."

3. If it can be demonstrated that the public interest can be promoted by doing away with our present military geographical commands, (divisions and departments,) by mustering out all general officers, save the General of the Army; by mustering out all field-officers of regiments except a very few to command posts garrisoned by more than one company, thus to form under the General of the Army a *mammoth* geographical command, embracing our vast territory, with all post commanders reporting direct to the headquarters of the General, I will be prepared to say that it will be better to have a single department for supply and pay.

In different spheres: the General of the Army corresponds to the Secretary of War; the commander of a military division or department to the head of a War Department Bureau; the commander of a regiment or post to the chief of a depot or a post supply-agency. In other words, the existing supply and pay departments are to the Secretary of War what the existing geographical divisions and departments are to the General of the Army, and a consolidation in either case would practically destroy the entire military establishment, for its organization would be without *cohesion*, and in that condition valueless for efficiency, while it would be a source of increased expenditure and loss to the Government.

But imagine the Quartermaster's, Subsistence, and Pay Departments under one head, and it is evident that, in order to any degree of efficiency, the divisions would have to remain as now, so that, practically, the said Departments would be as now, save that each would be one remove further from the Secretary of War, while the head of the consolidated department would have resting upon him an amount of laborious detail, increased by every movement and new position of the troops, which he could not intelligently grasp. That such would be the case is attested by the fact that under the present system there has to be established, in each department, working-divisions under the charge of experienced officers, thus to enable the head to intelligently conduct the whole; and even with that arrangement, when, at times, the Secretary of War desires to act on complicated questions or with special dispatch, he consults at once, for the full details, *directly* with the officer in charge of the working-division. In war this division of labor is forced to a much greater extent. In the Quartermaster's Department during the rebellion it was recognized by law. (See act of July 4, 1864.) In theory and practice, therefore, the Secretary of War has now, as the head, the said Departments under him with the General of the Army and commanding generals of military geographical divisions and departments forming his *grand general staff* for the administrative services. They are, in effect, subsecretaries, everywhere present by some one of the staff officers assigned to their orders, to superintend and provide supplies for the Army, while, at the same time, they, under the General-in-Chief, look to its *military* command, discipline, and operations. They, by delegation of the Secretary, control the expenses conformably to the laws and regulations in force, or the special orders of the Secretary; also,

the internal administration of the arms of service, and that part of the military establishment intrusted to their immediate charge.

4. But the establishment of a supply department would *not* any more reduce the number of officers connected with it, than would the establishment of the "mammoth" under the General. In the latter case the General, at his headquarters, would have to surround himself with officers to aid him in the numerous duties, and one or more of said assistants would control the details relating to a certain portion—theater of service—of the country. In other words, the existing heads of geographical divisions and departments—theaters of service—would be transferred to the headquarters of the General-in-Chief, and not only transferred, but the number of their assistants increased, on the principle that it requires more force to pull a long chain than a short one.

Letter from General Samuel Breck.

SAN FRANCISCO, February 10, 1876.

SIR: In accordance with your suggestion, I have the honor to submit the following remarks on the questions addressed by the Committee on Military Affairs of the House of Representatives to you.

The pay and allowances of the officers of the Army are what they look forward to for the support of themselves and their families; as a rule they have no other means of support, no mercantile operations, no stocks or bonds, &c., to look to for assistance; hence this subject is one on which they are most sensitive. To agitate, as is now the custom every session of Congress, the reduction of pay and allowances, is to take a course certain to induce the best class of officers to look out for some other employment and take their attention and interest away from their professional duties, for he "who does not provide for his own household is worse than a heathen." For this reason the pay and allowances ought to be very carefully dealt with.

As regards the rate of pay it is somewhat difficult to give any convincing reasoning beyond that drawn from experience in answering the question. Does the income from civil pursuits, coupled with the comfort thereby obtained, draw away from the Army those whom it is to the interest of Government to retain? If they do, the pay is evidently below the market, rate. This was the case before the last war and numbers left the service, and more were preparing to do so when the war broke out. The assaults on the Army made the last few years are bringing about a similar state of things, especially among the younger officers, by producing a feeling of *entire insecurity*. If we compare the pay of officers of the Army with the income derived from civil pursuits, we may well ask what merchant would consider the pay of even a major-general, especially when the expenses incident to his office are considered, a gratifying result for his business efforts at fifty years of age, with no accumulation for his family, and at his death leaving, as did General Canby, his wife an invalid without means of support. Yet, how very few of these positions are the prizes held out to the Army? As regards the pay of second lieutenants, a young book-keeper at a cheap store on Kearney street, in this city, gets more pay than a second lieutenant. I have frequently been struck with the appreciation by citizens, especially in California, of the comparatively poverty-stricken condition of officers of the Army, who have no income but their pay, for which they are generally careful to make due allowance.

The reduction of the pay of second lieutenants would be very objectionable, unless the policy is adopted, as in some countries, of making the pay so small that none but the sons of wealthy parents or those having an independent income can hold the office. This, however, has not been the policy of our Government, and is not believed to be consistent with the spirit of our institutions, or possible in our country.

The hope of the future Army is in the lieutenants of the present. We need a high grade of men to make into good officers; to get them, *something desirable* must be held out to such men as we need.

A life in the Army is one of privations, with no settled home where household gods can be collected, but an ever-changing location. Except in time of war an officer may be a second lieutenant from five to seven years or more, bringing him near the age of thirty, and probably in all fourteen years or more a lieutenant before he reaches the position of captain. With this in view, the pay of lieutenants seems small enough: the wonder is how they and their families get on at all with it, when we consider the expenses of constant change of station which is such a very serious drawback to their pay, and ought always to be taken into account in considering its value.

In regard to reduction in strength of cavalry, artillery, and infantry, the force seems to me now entirely too small; the number of enlisted men, at least, ought to be increased. Had the Army been large enough so that President Lincoln could have put thirty-five or forty thousand regulars *at once* in the field, I believe the incipient war would have ended promptly and property and money been saved sufficient to pay the expenses of an Army of 50,000 men three hundred years, not to speak of the lives of those who perished.

Those who look forward to an unending period of peace may think with profit how few of the North in 1860 anticipated any war at all, and even when the first call for men was made, the war was expected to be a small affair of sixty or ninety days. The last twenty-five years have given rise to the war in the Crimea, the war in Italy, the war between Prussia and Austria, the war in France, in addition to our own, and the wars with and among half-civilized peoples; does this recent past promise a long future of peace? Few nations of the earth have been exempt from war in this period of twenty-five years, and the art of war, both on sea and land, has made progress hitherto without a parallel. Can we with safety disregard the wisdom contained in the maxim, "In time of peace prepare for war?"

The staff corps of the Army ought to be not merely for the present necessities of the Army, but also for the purpose of having an educated and trained body of experts to assist in raising an Army and putting it in the field when war comes. This needs only to be thought of to be an acknowledged necessity. As a matter of fact, however, these corps are barely sufficient for the present wants of the service; the Quartermaster's Department and Subsistence Department have large numbers of line-officers detailed for their duties, the Medical Corps has constantly a large number of contract-surgeons, the Inspector-General's Department has a number of officers detailed to perform its duties. None of these officers, so far as I know, are idle, except from disability; and it is believed they are now reduced to a minimum, the Inspector-General's Department below what the good of the service requires.

The laundresses of the Army might be abolished, but not, I think, with advantage to the service; their cost will not exceed, I think, \$200,000 per annum, all told, and what is saved by abolishing them must, in reality, come out of the soldier's pay, who has to pay so much more for his washing, and would, I think, make more dissatisfaction among the men than almost any other economy of the same amount, being aimed at the few soldiers' families with whom they have an opportunity to associate at isolated stations.

The *forage* allowed public animals is reduced, whenever it can be now; and it is a source of frequent complaint that the public animals are underfed by reason of this economy.

The *fortifications*, being for defense of harbors, must either be built or the harbors left to take their chances. Without fortifications, a single iron-clad such as Great Britain has at this time, can lay the largest city under contribution or destroy it. The expense of such a misfortune would exceed many times the most elaborate system of fortification and defense. The slowness with which money is furnished for our fortifications is proverbial. It is not the anxiety of the Army to build fortifications on their own account that leads them to recommend it, but it is the duty of the Engineers, as a part of their profession, to recommend what the country needs in this way, and Congress can accept their advice or not as they like.

The consolidation of the three departments—Pay, Subsistence, and Quartermaster's—is not believed to be wise, practically, whatever may be the theoretical grounds in its favor. That the work might be better divided is probably true; for instance, in giving the clothing and equipage to the Subsistence Department; but if they are all to be placed under one head, it would certainly require a man of very great capacity, experience, and diligence to produce any appreciable benefits from the union; and it is not believed likely such men will be found and put in the position.

In this connection it must be remarked that the success of the military system depends very much more on the *men* who manage it than on the system itself. The present organization certainly produced wonderful results during the war, and it is hard to conceive a more severe test of its merits.

The advantage to the public service of having the Indian and Pension Bureaus in the War Department seems to me so evident as to hardly require argument. Managing successfully the Indians with economy, it appears, would, in this way, become a comparatively simple affair, instead of at present one of the most perplexing things in the world, under two independent heads. The Pension Bureau, it would seem, should belong to the War Department, which ought to see that its faithful servants, disabled, are duly cared for.

The Bureau of Military Justice has, I think, rendered great service to the Army in correcting irregular practices of courts, and especially in the care and pains taken that justice is done to enlisted men; their work should be enlarged, and one of their number should be required to act as judge-advocate for every court, and their duties should require them to see that a soldier especially has proper advice and counsel in presenting his case to the court. Every officer will, I am sure, call to mind numerous cases where soldiers have pleaded guilty to offenses they did not commit; this through ignorance of their rights and lack of proper counsel.

The office of military storekeeper is a necessary one, and, if abolished, somebody else must do the duty. I think it would be unwise to commence again the same round of experience that led originally to commissioning military storekeepers. No doubt the same wants would produce the same results again.

The expenses at military division and department headquarters could be very essentially diminished by the United States owning its buildings; and immediate steps might be taken in this direction, as other nations have done years ago.

Reforms and reductions in Army expenditures have been impressed on the Army. It is not a new thing to which our attention is called. During my twenty years of Army experience it has been daily urged that economy must be practiced in everything. The Presi-

dent urges it; the Secretary of War urges it; our division and department commanders urge it; our staff and line officers urge it; and those who have had the power have enforced and compelled it. Officers and soldiers have been quartered in buildings hardly fit for stables; animals have been underfed; soldiers are allowed one blanket only the first two years of their service; they have done the work of skilled artisans as well as they could. In one instance, to my knowledge, old bricks *thrown away* have been gathered up and cleaned to put up a suitable building for prisoners. We have retrenched, and are constantly retrenching. We are not wasteful or negligent in practicing due economy. We *have* reached a point where economy must be the result of careful forethought, of prudent administration in every-day business. Money can be saved by more carefully selecting persons for a particular work who are best qualified for it, such as building, making purchases, controlling transportation, and the like; by more thoroughly systematizing all the purchases for the Army, establishing standards of quality, purchasing wisely at favorable times in anticipation of demands, &c. I have no sweeping changes to propose, for I believe our system is a good one. It has stood well the strains of a terrible war.

Very respectfully, your obedient servant,

SAML. BRECK,

Major and Assistant Adjutant-General.

Maj. Gen. JOHN M. SCHOFIELD.

Letter from Col. L. H. Pelouze.

WASHINGTON, D. C., February 8, 1876.

SIR: In reply to a letter from the Committee on Military Affairs, dated January 24, 1876, propounding certain questions with a view of eliciting my opinions on Army matters, I have the honor to reply as follows:

1. To an officer having no income, or even a small one, outside of his Army pay and allowances, as is the case with a great majority of the officers, any reduction of the amounts now allowed by law would, in decreasing the provision which is now no more than absolutely necessary for his reasonable wants, be detrimental to the efficiency of the service.

2. A reduction in expense might be made by dispensing with extra lieutenants, as regimental adjutants and quartermasters, as vacancies occur. This would eventually make a reduction of eighty officers, and an annual saving of about \$150,000.

3. In the Corps of Engineers a number of civil engineers are now employed, for the reason that the number of commissioned officers of the Corps is insufficient. In my opinion the Corps will bear no reduction in strength, and, as far as I know, no reduction in expense.

By the act of Congress approved July 28, 1866, the number of officers of the Ordnance Department was fixed at seventy-four. By the act approved June 23, 1874, the number was permanently fixed at fifty-four. The Department is now undergoing a reduction by not filling vacancies of ordnance storekeeper, as casualties occur. I do not know that any further reduction in this Department can be made without impairing the efficiency of the service.

The Subsistence Department is as small as the interests of the service will admit, and, in my opinion, will bear no reduction in strength or expense.

The Medical Department employs a large number of citizen physicians, and for this reason the number of commissioned officers in the Department is insufficient. I do not know how the expenses of this Department can be reduced.

No reduction can be made in the strength or expenses of the Pay Department. It seems to me that in view of the hardships undergone, and the long journeys performed in making payments on the frontier, no opinion could be entertained that the present strength of the Department is insufficient if it were composed of a larger element of young, active, and vigorous officers.

The Adjutant-General's Department has undergone as great a reduction as the interests of the service will admit. In fact, the detail of an officer from the line of the Army has to be made to supply actual wants. I believe I express an intelligent opinion when I state that the strength or expenses of the Department will not bear reduction.

The Inspector-General's Department is now undergoing a reduction. The number of officers now in the Department is eight, and appointments in the same are prohibited until the number is reduced below five. The number of officers in the Department is now, below the wants of the service, for the reason that details for duty in the same are made from officers of the line. In my opinion, no reduction can be made in the expenses of the Inspector-General's Department.

There is but one officer in the Bureau of Military Justice. There are now eight judge-advocates in the Army, who serve under the direction of the Judge-Advocate-General, which number, by the act approved June 23, 1874, is to be reduced by casualties to four. In my opinion there is plenty of work, profitable to the service, for the number of judge-advocates now in the Army.

4. Answer to this question is covered by answer to first question.

5. I think that two laundresses are sufficient for a company, which is about half the number now authorized, and this reduction will save above \$100,000 per annum. In order to avoid great hardships to old soldiers, this reduction should be gradual by prohibiting any appointments of laundresses in a company until the number in the company is reduced by casualties to below two.

6. There is a divided opinion on the subject of a reduction in the forage ration. Whether or not the present allowance can be reduced will depend upon locality, work performed, and more or less on the quality of the hay and grain.

It is proper to add here that by regulations "forage issued to public horses or cattle is public property;" what they do not consume is to be properly accounted for.

7. I have not sufficient knowledge of appropriations necessary for forts to give an intelligent answer.

8. It would be an experiment, in my opinion, not worth the trial. It seems to me that the present division of duties would have to be kept up, and the present chiefs of these departments have now as much as they can attend to. To consolidate these departments, an officer would have to supervise the duties now required of the three departments, and the result would be to remove these departments one step farther from access to the Secretary of War.

9. I believe that the interests of the country and the welfare of the Indian will be advanced by transferring the Indian Bureau to the War Department, and that such a transfer will result in a large reduction of expenses.

I believe that a very large saving of expense would result from transferring the Pension Bureau to the War Department.

The only objection I have heard to the transfer of these bureaus has been on the ground that there is already as much opposition to the Army as it can withstand, and that the additional duties consequent to such a transfer, would involve the disbursements of large appropriations of money, and thereby surround disbursing-officers with unprincipled men who might do a great deal of harm to the Army in retaliation for their defeats when they have tried to impair the honesty and integrity of these disbursing-officers.

10. I am of the opinion that it cannot.

11. By existing laws the office of store-keeper in the Ordnance and Quartermaster's Department will cease to exist when the present incumbents vacate by casualties. I do not know whether the four medical store-keepers are absolutely essential for the efficiency of the service or not.

12. I am of the opinion that these expenses cannot be materially reduced.

13. The only reform that suggests itself to me at this time, and not included in the foregoing replies, relates to the difficulties of keeping accounts, &c., arising under the operation of the act approved July 12, 1870, which matter has already been brought to the attention of Congress by the Secretary of War in his report for 1873, as follows:

"The act in its operation requires every disbursing-officer to keep a separate and distinct set of accounts under every head of appropriation, and to keep a balance of money on hand to meet the demands under each head, thereby compelling officers to keep to their credit at depositories much larger balances than heretofore. A remedy for this is to make the appropriation for the Quartermaster's Department under one head as a single appropriation, requiring, as now, that the estimates upon which the appropriation is based shall be submitted in detail. No benefit can arise in practice from the system of keeping separate heads of appropriations in this Department, while its existence gives many occasions for error and mistakes and is a burden upon the officer who is required to disburse the public money as well as upon the Treasury. The evils of the present system are fully set forth in the report of the Committee on Expenditures in the War Department made to Congress at last session."

Very respectfully, your obedient servant,

L. H. PELOUZE,
Assistant Adjutant General.

Hon. H. B. BANNING,
Chairman Military Committee, House of Representatives.

Letter from General R. B. Marcy.

WAR DEPARTMENT, INSPECTOR-GENERAL'S OFFICE,
Washington, February 16, 1876.

SIR: I have the honor to make the following replies to the interrogatories contained in your letter of January 24, 1876:

1. In my judgment, the present pay and allowances of the officers of the Army are not, as a general rule, more than sufficient to meet the necessary expenses of themselves and their families.

I have seldom, during forty-three years' service, met with an Army officer who had been

able to accumulate any considerable savings from his pay. On the contrary, they are, for the most part, entirely dependent upon their pay, from month to month, for subsistence.

2. I am fully impressed with the conviction that any material reduction in the strength of either arm of the service would prove eminently detrimental to the best interests of the country.

Our Army now garrisons 169 different military posts, the greater part of them dispersed at wide intervals throughout the sparsely-settled districts of our vast domain, from the British possessions to Mexico, guarding our frontier settlers and miners from the assaults and incursions of Mexican cattle-thieves and hostile Indians; and should a reduction of our present limited forces be made it would compel the abandonment of many of these posts, and expose the lives and property of every border occupant to imminent jeopardy.

The Sioux tribe of Indians numbers over 40,000, and could bring into the field at least 5,000 fighting men, all well supplied with breech-loading arms, which they know how to use as well as we do.

The Yellowstone Sioux are now hostile, and the Red Cloud and Spotted Tail bands, numbering 20,000 souls, are so defiant that the Army officers, who know them best, are constantly anticipating an outbreak from them, and they believe that a war with these Indians is inevitable, sooner or later. Should the troops be withdrawn it would hasten hostilities, and result in a war of greater proportions than any Indian conflict this country has ever seen.

The Regular Army at this time is not as large, in proportion to the amount of work devolving upon it, as it was in 1860; and although its numbers are inadequate to entirely guard against international complications upon our 17,000 miles of boundary, and afford sufficient protection to the rapidly extending frontier settlements, yet it serves as a nucleus around which volunteer organizations may be aggregated to any extent, in the event of another great war.

3. The staff departments of the existing establishment may appear large in comparison with the rank and file; but when it is borne in mind that no army of equal proportions was ever organized from raw levies in less time, and no mobilized troops ever as well supplied with transportation, subsistence, and war material, or more promptly paid, or mustered in and out of service with as little dissatisfaction or complaint, as were our forces during our late war, all of which was achieved through the direct agency of our admirably organized staff departments, and that it is upon these departments we must in the future, as in the past, mainly rely for great war exigencies, it must be admitted that retrenchment in this direction would be false economy.

Under the act of June 23, 1874, no new appointments can be made in the Inspector-General's Department until the number of inspectors-general is reduced to one colonel, two lieutenant-colonels, and two majors.

4. Should a reduction in the pay of any grade of officers in the Army be deemed expedient, I am of the opinion that it would fall with less force upon second lieutenants than any other class of officers, for this reason, that they are, for the most part, young men without families, and their necessary expenses are not large. Besides, this would tend to inaugurate habits of economy, and prevent dissipation.

5. In answer to this, I submit the following extract from my last annual report, which embodies my views upon the subject:

"The law of the 16th March, 1862, in regard to laundresses (which is still in force) says: 'Women may be allowed to accompany troops as laundresses, in number not exceeding four to a company;' and the Army Regulations authorize one laundress to every nineteen, or fraction of nineteen enlisted men. Under the existing organization, our Army is allowed upward of 1,316 laundresses, who are amply compensated for all work they perform, by the enlisted men. Besides, each one draws a daily ration, at an aggregate cost to the Government of over \$100,000 per annum. Moreover, quarters and fuel are furnished them, and a large amount of transportation whenever the troops are moved.

"It has often been said (and I think with a great deal of truth) that the baggage of four laundresses with their children, generally amounts to more than that of all the enlisted men of the company; so that I think I am within the scope of reason in estimating the annual expense to the Government of the 1,316 Army laundresses at about \$200,000. There is no doubt but that they are an incumbrance to the troops when changing station. As they and their children cannot be transported with troops serving in the field, they must suffer by being left behind at posts without their husbands, where they would not generally be entitled to quarters, fuel, or rations.

"In view of the limited appropriations made by Congress for barracks and quarters during the past three years, it has been found impracticable to furnish comfortable or even habitable quarters for laundresses at many posts, and they and their children have suffered in consequence.

"In consideration of the facts above stated, it is believed that a material reduction, if not the entire abolition, of laundresses would be a measure of economy, expediency, and humanity.

"As it would certainly be a virtual breach of faith to at once discharge those laundresses whose husbands enlisted upon the condition that their wives were to accompany them and receive the allowances of laundresses, I would respectfully recommend that no more married

men be allowed to enlist in time of peace, and that, at the expiration of the terms of service of those soldiers whose wives are authorized laundresses, they only be re-enlisted in exceptional cases, such as meritorious non-commissioned officers or especially deserving private soldiers. In this manner a reduction of one-half or the whole number of laundresses could be made out within justice to any one.

"In the opinion of many experienced line-officers, all the laundresses might with great advantage to the service be dispensed with, and their places supplied by each soldier doing his own washing, or by colored or white men being enlisted and adequately compensated for this especial service, or by details from the troops, which has occasionally been done in our Army, and is the universal practice in almost every European service except the English. Our soldiers are regularly detailed to cook for the companies, and in the field they wash their own clothes; so do miners, surveyors, and explorers, and they do not look upon it as any great hardship."

6. When horses and mules are not kept at hard work, I think the forage-rations might be reduced two pounds each in hay and grain without any especial detriment.

7. The most of our sea-coast fortifications are old and somewhat dilapidated, requiring continual repairs; and the only quarters for troops at many of them are casemates, which are generally too damp and unwholesome for occupation. This has, for many years, caused complaints from the troops, which have been sustained by the opinions of medical officers; and applications have been made for more healthy quarters, which, from time to time, have been constructed, as far as appropriations allowed.

Our frontier forts, as a general rule, are built of destructible material, and require frequent repairs. Moreover, the changes in the localities of Indians and the rapid advance of frontier settlements render the abandonment of old and construction of new posts, very frequent and necessary, which involves the expenditure of considerable money.

8. For the reason that each of the Departments named in question 8, has all the work it can efficiently perform now, and as the chiefs of those Departments have abundant occupation in properly administering the affairs of their separate Departments, I think the consolidation indicated would diminish their efficiency, and add to the expense, the pay and allowances of another officer of high rank, who could know but little about the numerous details of every Department.

9. That the transfer or the return of the Indian and Pension Bureaus to the War Department would be a measure of wisdom and economy does not, in my judgment, admit of a question. My reasons for this are set forth at length in a paper which I had the honor to furnish you a short time since.

10. For my answer to this interrogatory, I beg to refer to the reply to question 3, with the remark that no new appointments can be made in the Bureau of Military Justice until the number of judge-advocates is reduced below four by casualties. (See act of June 28, 1874.)

11. Under the acts of June 23, 1874, and March 3, 1875, all the military store-keepers, with the exception of the four in the Medical Department, are to be abolished by casualties. I would not, therefore, recommend any further legislation in this direction.

12. I am of the opinion that the military division and department headquarters are now conducted with as much economy as is consistent with the good of the service.

13. In addition to the full complement of subalterns attached to the cavalry, artillery, and infantry companies, there are seventy-seven first and three second lieutenants serving as regimental adjutants and quartermasters, which system, in my judgment, might be changed, without material detriment to the service, by assigning the extra officers to vacancies as they occur in their respective grades; and those services could be performed by details of subalterns from companies, as was the practice before the war, which would reduce the expenses of the establishment by \$121,000.

Another measure that would tend to promote economy and the best interests of the service would be a repeal of section 14 of the act of July 16, 1870, which makes it "unlawful for any officer to use any enlisted man as a servant in any case whatever."

Previous to this enactment, an act of Congress, approved April 24, 1816, permitted an officer, when serving with his company, to take a soldier as waiter, (with his consent,) and the soldier thus employed was so reported and mustered, with a view to having his pay and allowances charged to the officer employing him.

Soldiers thus serving were required to be equipped in every respect according to the rules of the service, and to attend reviews, inspections, drills, &c.; and many soldiers preferred this service to doing guard and other military duty.

Since the prohibitory enactment, frequent emergencies have occurred where it has been absolutely impossible for officers to hire civilian servants at any price, and they have been driven to the alternative of performing servants' work themselves, and neglecting their appropriate duties, or violating the law by using the voluntary labors of soldiers. Even when officers, in their efforts to avoid this, have engaged servants in the Eastern States and transferred them, at an expense they could illly afford, to their remote stations, in most cases they have soon found themselves destitute, as the servants would soon leave for positions more remunerative than the officers could offer. Moreover, it often occurs that fear prevents civilian

servants from accompanying officers ordered to posts, or going upon expeditions in the vicinity of hostile Indians.

Besides, many have declined going to places where they were debarred the usual pleasures of civilized life, so that it is seldom that a civilian servant can be induced to remain any great length of time at any of our frontier stations.

It would be a violation of the law if a commissioned officer employed and paid an enlisted man who, with his own consent, in the intervals of military duty, performed servants' work for him.

The officer must, therefore, when he cannot procure the services of a civilian, either feed, groom, and attend to his own horse, cook his own meals, wash his own linen, and perform all other necessary servants' work, which would leave him but little time to attend to the care of his own men and other military duties, or he must take upon himself the consequences of violating the law.

If deemed necessary further arguments might be adduced to prove the expediency, and, indeed, necessity, for legislation which will, under certain circumstances and proper regulations, authorize the employment of soldiers as servants by officers, as is now allowed in almost every other army, where the necessity is not so urgent as in ours.

Officers serving at comfortable stations within the settlements where servants can be hired at moderate wages, are not affected by this law; but it is those who are doing duty in remote localities, performing the rough work of campaigning in the hostile Indian districts, that suffer from it, and complaints of their inability to secure civilian servants are very general.

A repeal of the law before cited would doubtless meet the exigencies of the service at this time, by placing the subject where it formerly was, when no evil was known to result from the working of the system.

There are 1,350 company officers serving in the cavalry, artillery, and infantry regiments; and should every one of these take a soldier for servant the amount that would be saved to the Government, yearly, if the act of July 15, 1870, were repealed, would be \$437,400; as the pay, clothing, and rations, of each soldier amount to \$324, yearly. And if only those company officers serving at frontier posts (probably about one-half of the entire number,) were to avail themselves of the privilege, it would reduce the expense to the Government by \$218,700.

Very respectfully, your obedient servant,

R. B. MARCY,

Inspector-General United States Army.

Hon. H. B. BANNING,

Chairman Military Committee House of Representatives.

General Marcy's view of the transfer of the Indian Bureau.

The exceedingly perplexing problem of determining the best method of treating the Indian question, has, for many years, engaged the attention of philanthropists and statesmen; but as yet no satisfactory solution has been reached, although a wise preliminary step in this direction has recently been taken in abolishing by statutory enactment the farcical policy of regarding the savage tribal organizations as independent sovereignties competent to negotiate and carry out treaty stipulations.

Whatever modifications the future exigencies of the Indian Department may necessitate, it is manifest, as will be seen from the admission of the Commissioner of Indian Affairs, that the atmosphere, which for a long time has shrouded the transactions of the subordinate *personnel* of that department, has become so thoroughly impregnated with corruption that it is difficult to conceive of any change that would not tend to disinfect it.

A great deal has been asserted by the champions of the existing policy in its favor, and its advantages over that of transferring the management of the bureau to the War Department, and they have endeavored to sustain their opinions by the asseveration that the working of their system will educate, civilize, and Christianize the savages, and is already rapidly eradicating their nomadic proclivities, and teaching them the rudiments of husbandry, so that they will soon become self-supporting, whereas, in their opinion, the War Department management would not conduce to such happy results.

If these plausible averments were true, this reasoning would possess cogency; but that the facts do not sanction any such conclusions, I will proceed to show.

In the report of the commission recently sent out to negotiate with the Sioux for the relinquishment of the Black Hills Country, on page 12, is the following:

"For reasons just stated, and for others equally obvious to any one who will visit that country, no progress whatever has been made toward civilization or self-support at either of these agencies, (those of Red Cloud and Spotted Tail, containing twenty thousand Indians,) or among the tribes receiving their rations and annuities during the last six years.

"During these six years, whatever of food or of shelter they have had has been provided

by appropriations from the national Treasury, (over \$2,000,000 per annum,) and the Indians have done absolutely nothing but eat, drink, smoke, and sleep * * * * *

"It occurs to the commission that so large an annual expenditure with such feeble results is expensive and unremunerative to the United States, and to the Indians; and so long as the present methods continue, very large annual expenditures will be required, unless better methods for issuing supplies should be adopted. * * * * *

"Nearly seven years have passed away, and these Indians are no nearer a condition of self-support than they were before, and in the mean time the Government has expended \$13,000,000 for their support."

The opinion of this commission as to the relative merits of the two policies under consideration may be inferred from the following extract, on page 18 of their report:

"The commission recommend:

"4th. That all supplies be issued under the direct supervision of officers of the Army, and that detailed reports of quantity and quality, and cost be published annually."

In this recommendation the Secretary of the Interior in his annual report (page 9) says he cannot refrain from concurring, and in the same connection he adds: "The thanks of this Department are due the War Department and the officers of the Army for the prompt and efficient aid they have rendered during the year in the management of Indian affairs throughout the country, and for their hearty co-operation and advice whenever called upon to render assistance in carrying out the details of the Indian policy."

The commission also recommend—

"5th. Abolish all the present agencies and re-organize the whole system of officers and agencies for the Sioux Nation, and provide such compensation to officers and agents as will command if not secure fidelity and competency."

Such are the conclusions reached by a commission composed of disinterested and intelligent gentlemen after careful investigation into the management and condition of the most powerful tribe of Indians within our territory

If any more direct evidence were required to substantiate the frequent charges of malfeasance in office that, from time to time, have been made against Indian agents, contractors, and others connected with the purchase and distribution of goods and supplies, and the payment of annuities, the incontrovertible fact that numerous instances might be adduced showing that many of these men, on entering upon the performance of their functions, were poor, and at the expiration of four years retired with fortunes accumulated from salaries of only \$1,500 a year, and without any other visible means for accomplishing such a result, would, it is believed be sufficient to convince the most skeptical that great peculations and frauds have been perpetrated upon the Government and upon the Indians.

Any other solution of the financial problem above enunciated would, in my judgment, task the ingenuity of the most astute mathematician.

That the most untutored Indians have been cognizant of these facts, that they have engendered great dissatisfaction and hostility to the whites, and that many of our Indian wars may be traced directly to this cause, does not admit of a question.

Should any one, after what has been said, still entertain uncertain views as to the wisdom or expediency of transferring the Indian Bureau to the control of the War Department, from which it was taken when the Interior Department was organized in 1849, probably the following statement, of facts derived from the personal experience of an Army officer of considerable rank, who served in the Indian country from 1833 to 1849, will throw sufficient light upon the subject to dispel every shadow of doubt.

This officer states that during the period above mentioned he was present at many payments of annuities and distributions of goods to different tribes of Indians by commanding officers of posts, acting as Indian agents, or by Army quartermasters. That these disbursements were generally made in the immediate vicinity of garrisoned posts, and in the presence of all the officers, every one of whom knew the amount due to each individual under the allotment; and the receipt of every head of family was taken and witnessed by another officer, who saw the payment, so that had the disbursing officer been disposed to make short payments or fraudulent issues of goods, he would have been at once detected and reported by other officers present. Besides, the officer's commission, his reputation, and the means for support of himself and family were at stake, affording ample guarantee against any attempt at dishonesty.

The result of this system was what might have been anticipated, as it is doubted if a single instance can be pointed to where, previous to the transfer of the bureau, anything was ever withheld from the Indians by Army officers. The measure of returning the Indian Bureau to the control of the War Department has long been indicated as one of expediency and wisdom, and on several occasions it has been urgently recommended by different Secretaries of War, under both democratic and republican administrations, and a bill passed the House of Representative some years since for the transfer. For the reason that the duties involved would be arduous and thankless; no matter how faithfully they might be discharged, the transfer is not seriously desired by the Army. Whatever may be said to the contrary by the opponents of the change, the Army officer is the last person who wants an Indian war, as he has nothing to gain by it; but his experience in Indian affairs is great, his probity is unquestioned, and his influence has doubtless been most salutary with the Indians, as they

know he never deceives" them; and the only motive he could have for undertaking the gratuitous task of Indian agent, if it were left to his option, would be for the preservation of tranquillity and peace.

The prairie Indians are liable to assume a hostile attitude at any time, and, as it is impossible to impress these savages with any conception of obedience to authority save by the exhibition of military power, if this were withdrawn they would soon break out into open hostilities upon the frontier settlements, as they did in Minnesota after the removal of the troops in 1862. The simultaneous assault made at this time upon the outer settlements of Minnesota by the most civilized and least warlike band of these merciless barbarians, when with tomahawk, scalping-knife, and fire-brand they consummated their fiendish work of indiscriminate slaughter, mutilation and conflagration, for weeks before a sufficient military force could be levied to stay further destruction, affords a startling illustration of the terrible and sweeping devastation that might ensue from hostilities carried on by the combined warriors of the entire Sioux Nation.

In view of these facts, is it not within the scope of reasonable probability to predict that any great reduction of our limited Army would expose the lives and property of every border occupant to imminent jeopardy?

A war with the entire Sioux Nation would be of greater proportion than any Indian war our country has ever seen, as these people are estimated, by those best informed, to number over 40,000, enabling them to bring into the field at least 5,000 warriors, all well mounted and supplied with breech-loading arms, which, with their ammunition, they preserve with great care exclusively for war purposes. Then their intimate knowledge of the country, its mountain passes, fastnesses and hiding-places, would give them immense advantages over white troops, and render it exceedingly difficult to subdue them.

Some of the Western Sioux are now hostile, and the powerful bands of Red Cloud and Spotted Tail are so haughty and defiant that, should the slightest spark of dissatisfaction find its way to their inflammable, warlike proclivities, it would, in the absence of a sufficient military force, bring on hostilities which might devastate the entire Minnesota, Nebraska, Dakota, Wyoming, and Montana frontier settlements.

This is no visionary speculation upon remote and improbable contingencies, but a condition of affairs continually imminent and liable to occur at any moment provided great circumspection is not exercised in the management of these people.

The greater part of the Army, which is now stationed in close proximity to the different Indian reservations, is not unfrequently called upon to protect agents and employés from the threats and assaults of their own Indians; hence it will be seen that without the presence of a military force civil agents could not long remain among the prairie tribes.

That the consolidation would prove a measure of economy no one pretends to raise a question.

Commanders of posts and other Army officers could perform all the duties of agents; department commanders act as superintendents; paymasters pay all annuities; quartermasters and commissaries purchase and issue goods, using the same means of transportation, and under the same safe system of accountability that is now practiced in the Army, and with but little additional clerical force. Medical officers, serving with the troops, could supply nearly if not all the aid required in sickness, and the Inspector-General's Department could efficiently inspect the entire management.

All this might be done without any addition to the pay of the officers, and as they are subject to military law, any dereliction of duty or violation of trust would be speedily detected and summarily punished.

But the preponderating advantage to be reached from the transfer indicated would arise from the attainment of a greater unity of purpose, and doing away with the evils and perplexities consequent upon the present dual management.

The existing division of authority in administering Indian affairs certainly affects this question seriously; as, for example, a military post may be established in the vicinity of Indians, and soon after the quarters are completed the Indian authorities may think proper to change the location of the agency to some other place, thereby necessitating new and expensive buildings, not only for the troops but for the new agencies.

It is only a short time since that an Indian agent of the Apaches, in Arizona, for reasons best known to himself, removed his agency as far from the vicinity of a contiguous military post as he deemed consistent with his own personal safety, and ordered all the buildings, valued at \$20,000—the lumber in which was greatly needed for repairing the quarters at the military post—to be burned to the ground as soon as the Indians left.

The estimate placed upon the integrity of his own subordinates by the Commissioner of Indian Affairs may be inferred from the following extracts from his annual report for this year:

"That there are many bad men connected with the service (Indian) cannot be denied. The records are abundant to show that agents have pocketed the funds appropriated by the Government, and driven the Indians to starvation."

It cannot be doubted that Indian wars have originated from this cause. We do not doubt that some such men may be in the Bureau now.

"We have the highest possible appreciation of the officers of the Army, and fully recognize

their proverbial integrity and honor; but we are satisfied that not one in a thousand would like to teach Indian children to read and write, or Indian men to sow and reap."

This reasoning is eminently puerile and absurd; as no one ever supposed that a transfer of Indian affairs to the War Department would entail the necessity for Army officers teaching Indian children their A, B, C's, any more than it is expected that the Commissioner and his agents will perform the same functions. But it is confidently believed that well-educated Army officers could superintend the instruction of the Indians, both in schooling and agriculture, as well as Indian agents whose efforts are mainly directed to enriching themselves by plundering the Indians.

The only civilization of the native tribes that has ever been accomplished in this country has been through the voluntary labors of missionaries, as the history of the eastern tribes, of Choctaws, Chickasaws, Cherokees, and the tribes on the Pacific slope of the Rocky Mountains, fully attests.

Would it, then, be unreasonable to expect that the different Christian denominations in our country who have heretofore, with commendable zeal, labored so faithfully in this cause, might be willing to continue their efforts, even under the supervision of the War Department?

The following is an exhibit of the appropriations for the Indian Department for the current fiscal year, as compared with those made for the same purposes in 1848, just before the Bureau was transferred to the Interior Department, viz:

APPROPRIATIONS FOR 1875-'76.

For contingent expenses and for fulfilling treaty stipulations.....	\$6,851,681 96
Pay of officers and clerks in Commissioner's Office.....	75,520 00
Pay of superintendents, inspectors, agents and their clerks.....	136,000 00
	7,063,201 96
Total appropriation in 1875-'76.....	
The appropriations for the same purposes in 1848 were:	
For contingent expenses, &c.....	843,100 00
Officers, &c., in Commissioner's Office.....	18,700 00
Superintendents, agents, &c.....	12,678 00
	874,478 00
Total appropriation in 1848.....	874,478 00
Difference.....	6,188,723 96

The disbursement of the large appropriations that have been made for several years past, however carefully guarded by superior authorities, must necessarily have furnished a prolific source for frauds when intrusted to dishonest men; and as the Commissioner himself admits that his agents have proved themselves by no means above suspicion, may it not be reasonably conjectured that a large percentage of this money went into their pockets?

The evidence herein adduced renders an admission of the following logical sequences imperative, viz:

1st. The conduct of Indian affairs under civil administration, after a practical experiment of twenty-seven years, has proved fraudulent in the extreme, immensely expensive, and unsatisfactory to the Indians, provoking them to hostilities that have cost the lives of hundreds of border citizens and the destruction of their property.

2d. Whereas the management of this branch of the public service, while controlled by the War Department, was eminently judicious, firm, and economical, and in every respect accorded with the Indians' sense of just and humane treatment.

3d. If this compendium be correct, why not go back to a system so conducive to peace, and so certain to avert the evils that will in the future, as they have in the past, inevitably follow the continuation of a faulty policy?

In conclusion, it is but an act of justice to remark that no one acquainted with the character of the gentlemen composing the Indian Commission (who perform their duties gratuitously) entertains a doubt but that they have labored zealously and efficiently in reforming abuses, and their efforts have unquestionably contributed largely to that end; but as their visits to the agencies have necessarily been at wide intervals, it could not be expected that they would be able to exercise much control over the operations of agents during their absence.

Should the transfer of the Bureau be consummated, Army officers would undoubtedly rejoice in having the assistance of such men, and would have no objections to their supervising purchases and issues, or verifying accounts.

It is believed by many that the restoration of the Pension Bureau to the War and Navy Departments, from which it was taken in 1849, would conduce greatly to economy.

The military history of every soldier who served in wars, for which pensions are given, is contained in the records of the Adjutant-General's and the Surgeon-General's offices; and

before any pension can be granted, these records have to be searched to ascertain whether the applicant comes within the requirements of the law. As this constitutes a large item of the labor connected with the issuing of pensions, why not return the entire management of the Bureau back to where it was in 1848? The ponderous machinery of this Bureau, under the present working, may be inferred from the fact that in the office of the Commissioner of Pensions, in addition to the officers, there are 339 clerks and copyists, 13 messengers, 10 laborers, 4 watchmen, 1 engineer, and 1 assistant, and 1 skilled mechanic—the aggregate of whose salaries is \$490,960.

Very many of the retired Army officers, although too much disabled or too infirm for the active military service, are fully competent to take the direction of all the work now devolving upon pension agents.

Under their supervision the duties of the office would be faithfully and honestly discharged, and without additional compensation, unless it should be deemed expedient to allow them fuel and quarters.

Letter from Judge-Advocate-General W. M. Dunn.

WAR DEPARTMENT, BUREAU OF MILITARY JUSTICE,

February 8, 1876.

SIR: I have the honor to reply as follows to your communication of the 24th ultimo, in which is asked an expression of opinion in regard to certain enumerated questions:

1. What reduction, if any, can be made in pay and allowances of the officers of the Army without detriment to the efficiency of the service?

Answer. It is not perceived how the pay and allowances of officers of the Army can be materially reduced without detriment to the efficiency of the service. That the pay is no more than enough to respectably support officers and their families, is frequently illustrated by the fact that, upon the deaths of officers, their families are often left without means of support and sometimes quite destitute, officers living simply and economically being generally unable to lay by any considerable sums after properly providing for the maintenance of their families, education of their children, &c.

2. What reduction in strength or expense can be made in either arm of the military service, cavalry, artillery, or infantry?

4. Would a reduction of pay to \$1,300 to second lieutenants mounted, and \$1,200 to second lieutenants not mounted, be excessive?

5. Would it be detrimental to the service to dispense with laundresses, and what amount could be saved thereby?

6. If the forage-ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals?

7. What is your opinion regarding the appropriations necessary for forts or other fortifications, of which you have knowledge?

8. Would it not be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps?

9. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?

11. Might not the office of military storekeeper be abolished without detriment to the service?

12. Could not the expenses of military division headquarters and departmental headquarters be materially reduced without detriment to the service?

Answer. As to the matters referred to in these interrogatories, I may say, generally, that I not sufficiently well informed to be enabled to express an intelligent opinion, the subjects indicated not falling within my official province or personal experience. Upon these topics I should defer to the views of those superior and other officers who have commanded or longest served with troops of the different arms; who have specially had to do with the transportation, supply, and pay of troops, and who are directly conversant with the economy and discipline of military posts, &c. As to the transfer to the War Department of the Indian Bureau, not having personally investigated the subject, I would defer to the conclusions expressed by the Secretary of War in his annual reports.

3. What reductions can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant General's Department, Inspector-General's Department, Bureau of Military Justice, or either of them?

Answer. As to the seven Departments of the staff first mentioned, I do not feel qualified to judge of the question whether any reduction can properly be made therein.

As to the Bureau of Military Justice, this, under the existing law—act of June 23, 1874, chapter 458, section 2—consists of but *one* officer, the Judge-Advocate-General. Upon the question of dispensing with this officer, I would respectfully refer to my full answer to interrogatory 10.

The corps of judge-advocates of the Army is no part of the Bureau of Military Justice. The relations of this corps to the Judge-Advocate-General, their duties, &c., will be presented

also in the reply to the interrogatory above mentioned. In view of the value and importance of their services, and of the legislation of 1874, which provides for their reduction to four members, as the "permanent" number of the corps, any further reduction would, in my opinion, be most undesirable and unfortunate. (See further under interrogatory 10.)

10. Might not the Bureau of Military Justice be dispensed with without injury to the service?

Answer. As already noticed, under interrogatory 3, the Bureau of Military Justice, as modified and re-established by the act of June 23, 1874, consists of but one officer, the *Judge-Advocate-General of the Army*. The provision of this act upon this subject is as follows:

"That the Bureau of Military Justice shall hereafter consist of one Judge-Advocate-General, with the rank, pay, and emoluments of a brigadier-general; and the said Judge-Advocate-General shall receive, revise, and have recorded the proceedings of all courts-martial, courts of inquiry, and military commissions, and shall perform such other duties as have been heretofore performed by the Judge-Advocate-General."

To ask, therefore, whether the Bureau might be dispensed with, is to ask whether the *office of Judge-Advocate-General* might be dispensed with. This question will best be answered after considering the history of the office, the duties attached to it, and the work or service actually performed by the incumbent.

These subjects have already been quite fully presented in a communication, addressed by my predecessor to the Military Committee of the House of Representatives, on May 2, 1872, published in the report of that year on Army staff organizations, and hereto appended in full.

Since the date of this communication, the act of June 23, 1874, has done away with the office of *Assistant Judge-Advocate-General*, and has also provided for the reduction of the corps of judge-advocates to four members. The statements of that paper are therefore to be considered as so far modified.

The statement made in the paper, that two judge-advocates are employed at the Bureau, is also to be corrected; only one such officer being now on duty there.

In connection with the statement contained in said paper in regard to the corresponding branch of the service in the British army, it may be remarked that a judge-advocate-general's department exists also in the model army of Europe, the North-German. Just before the late war with France, when that army still numbered only 306,000 men, with 23,000 officers, this department consisted of one judge-advocate-general, five chief judge-advocates, and one hundred and four judge-advocates. The precise number at present have not yet been accurately ascertained by me.

From the legislative provisions creating and continuing the bureau, and the account of the same given by my predecessor, the main duties of the Judge-Advocate-General are perceived to be two-fold, viz:

1. He is charged with the reviewing and the revision of all the records of courts-martial and courts of inquiry held in the Army. These records are received at the bureau from the different military departments and posts throughout the country at the rate of about forty on each week-day, or about 12,000 per annum. While the records of the inferior courts are, for the most part, brief, those of the superior or general courts-martial, and of courts of inquiry, are often very voluminous; their review—since records of military tribunals always contain all the evidence taken—often entailing the reading of a hundred or more pages of testimony. Where the sentences or proceedings of the courts are such as to require or to render desirable the action of the President or Secretary of War, full reports of the facts and the law are of course required to be made by the Judge-Advocate-General. With this branch of his business may also properly be classed the preparing of reports on cases of officers and soldiers who have been dismissed the service or punished by imprisonment in the military prison at Leavenworth, or otherwise, upon conviction of military offenses, and whose applications for relief, generally accompanied by testimonials and sometimes new evidence, are, by the Secretary of War, referred to the bureau for examination and report. The preparation or revision of charges against officers or soldiers intended to be brought to trial, is also a duty of this class.

2. The further duty with which the Judge-Advocate-General is charged is the giving of advisory opinions upon the variety of questions of law referred to him from day to day for opinion, by the Secretary of War, or submitted through the Secretary by department or other commanders, &c. While these questions are too numerous to be readily enumerated, one class may be specified as having of late years become much more difficult and important than during the period of the history of the Army prior to the late civil war. This is the class of questions growing out of transactions between officers of the Army and civilians, and out of the relations between the civil and military authorities. Such, for instance, are the questions arising upon the contracts of engineer officers, quartermasters, commissaries, &c., with private parties, for the construction of public works, the furnishing of supplies or transportation for the troops, the leasing of buildings, &c. Such, also, are the questions as to the province of the military when serving as a *posse comitatus*, or otherwise in aid of the civil authority; as to the amenability of the military to the civil and criminal codes of the States, and their liability to taxation under State laws; as to the rights of civilians upon the military reservations and at military posts, &c. These questions, since the growth

of the population along the frontier, the admission into the Union, as new States, of Western Territories, and the increase of the facilities of travel, have naturally become more numerous and more important. It may be added that should the Indian Office be transferred to the War Department, this class of questions must be still further augmented.

[The number of records of trials reviewed, and of reports and opinions made at the Bureau since the date of the above-mentioned communication of my predecessor is hereto appended, as is also an abstract of the work done between October 1, 1874, and October 1, 1875, as contained in the last annual report of the Bureau to the Secretary of War.]

The status and province of the Bureau of Military Justice, and the work performed by it, being, as set forth, the question whether it may be dispensed with without injury to the service, should, I submit, properly be answered in the negative. The Bureau consists, as we have seen, of but one officer, the Judge-Advocate-General. His duties are specific and important. These duties must be performed by some one, and unless performed by an officer who makes such duties a specialty, and occupies the same rank and position upon the staff as the other heads of the staff corps, the reports made and opinions given will not command equal respect; other officers without legal education will deem their opinions equally sound, and we shall have an army of lawyers in the room of one acknowledged head and adviser in the Department of Law and Military Justice.

In conclusion, I would refer to two particulars, of minor importance indeed, but which have had the effect of causing the character of the Bureau, and the nature of the work performed by it, to be sometimes misunderstood. The first is its title, as fixed by the statute—"Bureau of Military Justice." The term "Bureau" has, indeed, no further significance than as a description of a separate branch of the staff organization. A bureau is no more than an office, the Bureau under consideration being no more a bureau than is the chief office at Washington of any other department of the staff: for instance, the Signal Office, the Surgeon-General's Office, the Ordnance Office, &c. This being so, and the words "military justice" being also somewhat pronounced and seemingly pretentious, and the Bureau being now reduced to a single officer, it is considered that the term "Bureau of Military Justice," adopted in time of war, may well be changed to *Judge-Advocate-General's Office*.

The second particular referred to is, that the most difficult part of the province of the Judge-Advocate-General, that of acting as the *solicitor* of the War Department, is not directly prescribed in the statutes relating to his office, but is conveyed indirectly only, in the words, "and shall perform such other duties as have been heretofore performed by the Judge-Advocate-General of the Army." It is believed to be certainly desirable that this important branch of the duties of this officer should be more clearly defined, and so better understood. Except for a brief period, when the duties of solicitor were shared by the late William Whiting, (as indicated in the appended paper,) my predecessor in the office of Judge-Advocate-General acted as solicitor of the War Department from the period of the creation of his office, in July, 1862. The same capacity has continued to be attached to the office since my appointment. The other Departments of the Government—the State, the Treasury, the Interior, Post-Office, and Navy Departments—have each its solicitor, a civilian; and an officer of this character is equally necessary to the War Department. In availing itself of the services, for this purpose, of the Judge-Advocate-General, that Department has saved the salary of a civil solicitor, and, it is believed, has been equally well served. So long as the office of Judge-Advocate-General is filled by an officer of legal education and experience, (and this has hitherto been the case,) the incumbent is likely, as heretofore, to be called upon to act in a general legal advisory capacity, and it is believed to be most desirable that a function of this importance should be devolved upon him by an express statutory provision, instead of being left to implication merely.

It is therefore suggested that in the course of any legislation that may be had in regard to the Army, a provision to the following effect be included:

The Bureau of Military Justice shall hereafter be known as the Judge-Advocate-General's Office; and, in addition to his other duties, as prescribed by law, the Judge-Advocate-General shall act as solicitor for the War Department, and furnish opinions upon all such questions of law as may be referred to him for opinion by the Secretary of War.

THE CORPS OF JUDGE-ADVOCATES.

The origin and history of this corps, and the fact that it has never been a part of the Bureau of Military Justice, are among the matters set forth in the appended communication of my predecessor, General Holt.

Although it is recited in the statute that these officers shall perform their duties "under the direction of the Judge-Advocate-General," this direction is, in point of fact, of rather a general character; five of the eight members of the corps being stationed at the headquarters of department commanders, and so under their immediate commands and orders; and two being under the immediate direction of the Secretary of War—one being detailed as professor at the Military Academy, and another being in charge of the "claims division" in the War Department.

The duties of the judge-advocates on the staffs of department commanders consist mainly in the revision of records of trial passing through their headquarters, investigating alleged

offenses, preparing charges, &c., and in advising their superiors on questions of law. In addition, they are frequently called upon to serve as judge-advocates of courts-martial and courts of inquiry in important cases, and not rarely appear before the courts of the United States and of the States, as counsel for officers served with writs of *habeas corpus*, and in other proceedings in which military interests are involved. While the legal service is thus duly and intelligently performed, the fees of civil counsel are saved to the Government.

The detail of a member of the corps as professor at the West Point Military Academy was specifically authorized by Congress, by the act of June 6, 1874, which provides "That the Secretary of War may assign one of the judge-advocates of the Army to be professor of law." The board of visitors for the Academy for 1875 have evinced their estimate of the importance of this professorship by recommending that it be made permanent.

The judge-advocate in charge of the claims division of the War Department performs substantially the duties which were heretofore performed by me when holding the office, now done away with, of Assistant Judge-Advocate-General. These duties are set forth in my communication to Hon. John Coburn, chairman, &c., on pp. 67-69 of Report No. 74 of the Forty-second Congress, third session, on "Army Staff Organization."

The remaining judge-advocate on duty at the Bureau assists me, as he did my predecessor, in the reviewing of records of military trials and the preparation of reports and legal opinions. I consider his services too valuable to be dispensed with. This corps, which is the smallest and least expensive one in the Army, is also the only one in which there is no line of promotion. Its officers, who have, generally, served in the Army since the inception of the late civil war, combine, with an acquaintance with the practice and discipline of war and the customs and usages of the military service, that knowledge of law which only a special training and study can impart: nearly all of them having been engaged in the active practice of law as a profession before entering the Army.

The services of these officers are so valuable that their present number might, in my judgment, well have been retained as permanent. By the act of June 23, 1874, however, Congress has provided on this subject as follows:

"In the corps of judge-advocates, no appointment shall be made as vacancies occur until the number shall be reduced to four, which shall thereafter be the permanent number of the officers of that corps."

In view of this legislation, which was deemed at the time to be final, I am certainly of opinion that any further reduction of this corps would be most prejudicial to the interests of the military service.

13. "What reforms or reductions in expenses, if any, in Army matters would you recommend?"

In view of the legislation had since the late war—(I refer particularly to the acts of July 28, 1866, ch. 299; March 3, 1869, ch. 124; July 15, 1870, ch. 294; May 15, 1872, ch. 160; June 23, 1874, ch. 458; and March 3, 1875, ch. 133)—by which the organization of the Army has been materially simplified, its numbers greatly reduced, and the compensation of its officers and men carefully re-adjusted and settled, I do not feel disposed to offer any specific recommendation in reply to this interrogatory. The only suggestions which I should be prepared to make would relate to a few slight particulars only in the Code of Articles of War, as contained in chapter V, title XIV, of the Revised Statutes. Some of these particulars indeed have already been indicated to the Secretary of War, and are referred to in his communication to Congress relating to supposed errors or defects in the laws which concern the Army. If it is proposed by the present Congress to amend at all the military code, while I should by no means favor any extended changes in the same, I should be gratified at being enabled to offer a few further suggestions on the subject.

W. M. DUNN,

Judge-Advocate-General, United States Army.

Hon. H. B. BANNING,
Chairman Committee on Military Affairs, House of Representatives.

APPENDIX.

Communication from Judge-Advocate-General Holt to Hon. John Coburn, chairman Military Committee Forty-second Congress.

WAR DEPARTMENT,
Bureau of Military Justice, May 2, 1872.

SIR: In view of your recent suggestion that I should furnish to the committee some particulars in regard to the history, nature, and duties of the branch of the service to which I am attached—a subject upon which I had not thought it necessary to enlarge in my former official communication—I have now the honor to present the following statement:

In the British military service the office of judge-advocate-general has existed for centuries, though, originally, under a somewhat different name. (See Clode's "Military Forces

of the Crown," vol. 2, pp. 359 to 365; Grose's "History of the British Army," vol. 1, pp. 234 to 236, and as cited *infra*.) At present there exists not only the office, but also a "judge-advocate-general's department." This, according to my latest information, now consists of a judge-advocate-general, and deputy judge-advocate-general, in chief; of a judge-advocate-general for the Bengal army, the Madras army, and the Bombay army, each, respectively—the former being also judge-advocate-general for all the forces in India; of one deputy judge-advocate-general for Ireland; one for Barbadoes; one for China; one for Jamaica, the Bahamas, and Honduras, (collectively;) seven or eight for the Bengal and Madras armies each, and some four or five for the Bombay army.

Besides being practically the head of a military department thus constituted, the judge-advocate-general of the British army is regarded as an officer of such importance that he is also a member of the existing administration—that is to say, a minister of the civil government.

The American colonies, on their separation from Great Britain, in retaining and adopting, with slight changes, the British code of articles of war, ingrafted also the office of judge-advocate-general upon their military organization. On July 29, 1775, a "judge-advocate of the Army" was appointed by the Continental Congress; and on August 10, 1776, the office was newly designated as "judge-advocate-general," and the rank of lieutenant-colonel assigned to it. Subsequently its emoluments were raised to those of colonel, and the office was continued to the end of the revolutionary war. There were also appointed during the war certain "deputy" judge-advocates for separate armies in the field.

At an early date after the adoption of the Constitution, viz, by the act of March 3, 1797, the office of Judge-Advocate of the Army was re-established. This office, *as such*, seems to have been subsequently discontinued, and judge-advocates for the several *divisions* of the Army to have been provided instead—the number varying from one to three for each division. (See acts of January 11, 1812; April 24, 1816; and April 14, 1818.) Later, in 1849, by the act of March 2, chapter 83, the office of Judge-Advocate of the Army was revived; and this act continued in operation till July 17, 1862.

On that date, in chapter 201, section 5, was enacted the following: "That the President shall appoint, by and with the advice and consent of the Senate, a Judge-Advocate-General, with the rank, pay, and emoluments of a colonel of cavalry, to whose office shall be returned, for revision, the records and proceedings of all courts-martial and military commissions, and where a record shall be kept of all proceedings had thereupon."

Under this statute, the present incumbent of the office of Judge-Advocate-General was appointed by President Lincoln.

Further, in 1864, by act of June 20, chapter 145, sections 5 and 6, there was established the present Bureau of Military Justice, the provisions on the subject being as follows:

"SEC. 5 *And be it further enacted*, That there shall be attached to, and made a part of, the War Department, during the continuance of the present rebellion, a bureau, to be known as the Bureau of Military Justice, to which shall be returned, for revision, the records and proceedings of all the courts-martial, courts of inquiry, and military commissions of the armies of the United States, and in which a record shall be kept of all proceedings had thereupon.

"SEC. 6. *And be it further enacted*, That the President shall appoint, by and with the advice and consent of the Senate, as the head of said Bureau, a Judge-Advocate-General, with the rank, pay, and allowances of a brigadier-general, and an assistant judge-advocate-general, with the rank, pay, and allowances of a colonel of cavalry. And the said Judge-Advocate-General and his assistant shall receive, revise, and have recorded the proceedings of the courts-martial, courts of inquiry, and military commissions of the armies of the United States, and perform such other duties as have heretofore been performed by the Judge-Advocate-General of the armies of the United States."

Lastly, on the organization of the peace establishment at the end of the war, the Bureau was retained in the service and in the War Department by the following provision of the act of July 28, 1866, chapter 299:

"SEC. 12. *And be it further enacted*, That the Bureau of Military Justice shall hereafter consist of one Judge-Advocate-General, with the rank, pay, and emoluments of a brigadier-general, and one assistant judge-advocate-general, with the rank, pay, and emoluments of a colonel of cavalry; and the said Judge-Advocate-General shall receive, revise, and have recorded the proceedings of all courts-martial, courts of inquiry, and military commissions, and shall perform such other duties as have been heretofore performed by the Judge-Advocate-General of the Army."

Such being the origin and statutory history of the office of Judge-Advocate-General of the Army, and of the Bureau of which he is the chief, it remains to refer to the duties which are and have been performed by him and in the Bureau.

These duties may be enumerated under five heads: 1. The review and revisal of, and reporting upon cases tried by military courts, as well as the receipt and custody of the records of the same. 2. The reporting upon applications for pardon or clemency preferred by officers and soldiers sentenced by court-martial. 3. The furnishing of written opinions upon questions of law, claims, &c., referred to it by the Secretary of War, or by heads of Bureaus, department commanders, &c.; as well as in answer to letters from officers of courts-martial

and others. 4. The framing of charges, and the acting, by one of its officers, in cases of unusual importance, as judge-advocate of military courts. 5. The direction of the officers of the corps of judge-advocates

From the schedule he eto annexed of the business of the Office and Bureau since the first official report called for from the Judge-Advocate-General, the number of records of trials by military courts, received and reviewed at the Office and Bureau, as well as of the reports made and opinions furnished, will readily be perceived.

While the review, &c., of military records is specified in the statute law as the most conspicuous duty of the Judge-Advocate-General, this is not, in fact, his only important duty. It will be noticed that the statutes of 1864 and 1866 provide that he shall also "perform such other duties as have heretofore been performed by the Judge-Advocate-General of the Army;" and a leading part of these duties, certainly since the establishment of the Office in 1862, has been the preparing and furnishing of *legal opinions* upon various subjects of military law and administration constantly arising in the War Department and the Army. A similar duty is indeed one of the functions of the corresponding officer in the British service. Grose, (vol. 1, p. 234,) writing in 1786, says that "the judge marshal, by some called auditor-general, and since called judge-advocate, was an officer skilled in the civil, municipal, and martial law." And Chambers, a recent authority, while stating that the British judge-advocate-general is the "supreme judge under the mutiny act, and articles of war, of the proceedings of courts-martial," (a position which, of course, could not be claimed for the judge-advocate-general in our military system, where the office is in all respects advisory only,) goes on to add, that he "is also the adviser in legal matters of the commander-in-chief and secretary of state for war." (And to the same effect see Clede, vol. 2, ch. xxvii.) In this country, indeed, except for the comparatively brief period during which Mr. William Whiting acted as solicitor for the War Department, its current legal advisory business has, as a general rule, been performed by the Judge-Advocate-General and his assistant. The need and use of an officer of this kind in this Department has been the same as that experienced in the other executive branches of the public service; and the State, Treasury, Interior, and Navy Departments, and the Internal Revenue Bureau are similarly supplied with solicitors of their own.

Of the questions upon which opinions are given by the Judge-Advocate-General, some—often at his suggestion—are subsequently submitted to the Attorney-General, but the great mass are at once acted upon by the Secretary of War.

The nature and extent of the legal reports of the Bureau may best be perceived from the printed digest of its opinions, published by the authority of the Secretary of War. Of these opinions, it may be said in brief that their main object has been to apply and uphold the principles alike of the common, and statute, and military law, as applicable to the cases under consideration, and thus to secure a uniformity of interpretation and enforcement of the existing laws in the military administration of the country.

The direction of the officers of the corps of judge-advocates of the Army has been referred to as one of the duties of the Bureau of Military Justice. This corps is no part whatever of the Bureau; but the act of 1866 provides that its members "shall perform their duties under the direction of the Judge-Advocate-General." The officers of this useful and laborious corps are eight in number; six are on duty at six of the eleven military department headquarters, and two at the Bureau. (As to changes in the detail and duties of judge-advocates see *supra*.) The latter assist the Judge-Advocate-General in the preparation of reports and other business of the Office; the former advise upon questions of law, prepare charges, review records of courts-martial, and themselves conduct the proceedings in important cases. The large majority being under the immediate command of the department commanders, receive, indeed, little or no direction from the Judge-Advocate-General, except as to the framing of charges or as to questions of law upon which they apply to him for opinion and advice.

This corps was very largely increased during the war, and at that period there were at one time obliged to be kept on duty at the Bureau some seven or eight assistants, either judge-advocates or line officers acting as such. At present, as before mentioned, the number serving at the Bureau is reduced to two. (Now one. See *supra*.) And when it is considered, as set forth in the schedule, that during the past year more than 12,000 records of military courts were reviewed at the Bureau, and nearly 1,000 special reports and opinions were furnished thereby, the statement that this is the least number of assistants by which the business can be performed will readily be accepted as reasonable. The number of clerks on duty with the Bureau has also been greatly reduced since the war, the present inadequate force (to cite from the last annual report of the Secretary of War, p. 12) not being even "sufficient to perform the great amount of labor required to copy, on the demand of persons who have been tried, the voluminous proceedings of the courts-martial in their cases," to copies of which they are entitled by the 90th article of war.

It may be added here that the assistant judge-advocate-general is not now serving with the Bureau proper, but is, and for several years has been, on duty in the Office of the Secretary of War. (The office of assistant judge-advocate-general has been discontinued by the act of June 23, 1874. See *supra*.)

These remarks will convey a general idea of the duties of the Judge-Advocate-General,

and of the labor performed at the Bureau of Military Justice. In the report of the Secretary, just quoted, he speaks of "the vast amount of work performed in that office;" and for his opinion as to the value and importance of that work, and the faithful performance of their duties by the officers engaged in it, I would refer you to himself.

That in the performance of its already enumerated duties the Bureau has earned the approval and confidence of a large majority of the officers of the Army, may be safely asserted. But while this is true, it can scarcely be doubted that it has given offense to a small class of officers who, unwisely impatient of the restraints of law in military affairs, are, of course, impatient of the scrutiny to which their conduct has been or is liable to be subjected by this Bureau as the law-adviser of the War Department. That such officers should seek to depreciate the Bureau, and be willing for it to disappear from the military organization, will not excite surprise.

In conclusion, I have but to add that, in my opinion, the present Bureau of Military Justice, with the small corps of judge-advocates of the Army acting under its general direction, is not only an important but an essential part of the existing Army staff. Some such an establishment is certainly necessary in every civilized country that proposes to submit its military administration to the guidance and limitations of law, and which, while subjecting the officers and soldiers of its Army to a strict and judicious discipline, seeks at the same time to protect them from oppressive treatment, and to secure to them the enjoyment of all the rights which remain to the citizen after he has entered the military service—thus counteracting that tendency to arbitrary action which, as its history shows, has characterized the profession of arms, in varying degrees, under all forms of government.

I have the honor to remain, very respectfully, your obedient servant,

J. HOLT,
Judge-Advocate-General.

Hon. JOHN COBURN,
Chairman, &c., House of Representatives, Washington, D. C.

Schedule of records of military courts received and reviewed, and of reports and opinions prepared at the Office of the Judge-Advocate-General and Bureau of Military Justice, since September 1, 1862, according to the official reports.

Period of official report.	Number of records.	Number of reports and opinions.
From September 1, 1862, to November 1, 1863.....	17, 357	2, 490
From November 1, 1863, to March 1, 1865.....	33, 896	9, 340
From March 1, 1865, to October 1, 1865.....	16, 591	6, 123
From October 1, 1865, to October 1, 1866.....	8, 148	4, 008
From October 1, 1866, to October 1, 1867.....	11, 432	2, 135
From October 1, 1867, to October 1, 1868.....	15, 046	1, 457
From October 1, 1868, to October 1, 1869.....	14, 944	1, 352
From October 1, 1869, to October 1, 1870.....	15, 956	1, 009
From October 1, 1870, to October 1 1871.....	12, 194	915
Total.....	145, 564	28, 829

Abstract of records reviewed, and reports and opinions made since the date of the above.

Period of official report.	Number of records.	Number of reports and opinions.
From October 1, 1871, to October 1, 1872.....	17, 353	1, 112
From October 1, 1872, to October 1, 1873.....	16, 088	823
From October 1, 1873, to October 1, 1874.....	13, 798	918
From October 1, 1874, to October 1, 1875.....	11, 471	1, 125
Total.....	58, 710	3, 978

Abstract from last annual report to the Secretary of War of the Judge-Advocate-General, October 1, 1875.

Number of general court-martial records received, reviewed, and registered	1,759
Number of garrison and regimental court-martial records received, reviewed, and registered.....	9,712
Number of special reports made upon court-martial proceedings and applications for remission of sentences and miscellaneous questions of law, &c.....	1,125
Abstract of proceedings of trials furnished upon official application of the War and Treasury Departments.....	2,213
Copies of records furnished under the one hundred and fourteenth article of war, pages	5,079

Letter from General Albert J. Meyer.

WAR DEPARTMENT, OFFICE OF THE CHIEF SIGNAL-OFFICER,
Washington, D. C., March 15, 1876.

SIR: In compliance with your request for my opinion upon the questions proposed in circular-letter dated January 24, 1876, I have the honor to reply as follows:

To question 1. The pay and allowances of officers of the Army are not considered by me excessive.

To questions 2 and 3. In view of the reductions made since the late war, I should hesitate in the absence of minute information to express an opinion.

To question 4. The pay is, in my opinion, not too large at present.

To question 5. The opinions of officers who have served at frontier posts and at stations far distant from cities or towns ought to decide this question.

To question 6. The present ration of forage, with such allowance for accident or emergency as is liable to occur in the service, to which horses employed in settled communities are not exposed, is not too great, and, in my opinion, it should not be reduced.

To question 7. I have no special information on this subject.

To question 8. The consolidation would be an experiment. The Commissary, Quartermaster's, and Pay Departments successfully discharged their duties, which were very extensive, during the late war under their present organization.

To question 9. The transfer of both the Indian and Pension Bureau to the War Department might be made, but if made it is obvious that no serious reduction in the number of officers of the Army should be attempted.

To question 10. The Bureau of Military Justice consists of only one officer, the Judge-Advocate-General. The corps of eight judge-advocates is separate from the Bureau, except that they perform their duties under the general direction of the Judge-Advocate-General. These officers are understood to be principally on duty at the headquarters of the different military geographical departments, where there are the most troops, and where there is the most military law and general law business required to be done for the Army. One judge-advocate is a professor at law at West Point, and one is the assistant to the Judge-Advocate-General at the Bureau of Military Justice. During my service at Washington, I have had occasion to be informed as to the duties of the Judge-Advocate-General, both as the head of the administration of military justice in the Army, and as the solicitor or general legal advisor of the War Department, as also of the manner in which the duties of these two capacities are performed by the Judge-Advocate-General and his assistant or assistants at the office. My conclusion is that, to dispense with the Judge-Advocate-General, or with a reasonable number of judge-advocates, would be most prejudicial to the interests of the service. This is a Government of law; and in the Army, where especially law is too apt to be ignored or disregarded, competent law-officers are, in my opinion, absolutely necessary. The officers of the Judge-Advocates' Department, so far as I know them, are experts in military law and general legal knowledge. I have had occasion myself, from time to time, to consult the officers of the Bureau of Military Justice upon questions of law arising in my office, and have always received valuable assistance from them. In my judgment their services are indispensable to the proper administration of the War Department and of the Army. The late act of June 23, 1874, reduced the Bureau of Military Justice to one officer, and provided for the gradual reduction of the judge-advocates to four as the "permanent" of the corps. In my judgment this last was too considerable a reduction. But, to take any further measures for dispensing with the Bureau, or reducing the corps, would, in my opinion, be most injudicious and prejudicial to the interests and welfare of the military service.

To questions 11 and 12. I have not such recent information on these subjects as to be able to answer intelligently.

To question 13. I would respectfully recommend a more definite organization of the signal service.

I am, sir, very respectfully, your obedient servant,

ALBERT J. MEYER,

Brigadier-General (Brevet Assigned), Chief Signal Officer of the Army.

Hon. H. B. BANNING,

Chairman of the Committee on Military Affairs of the House of Representatives.

Letter from Hon. George M. Robeson, Acting Secretary of War.

WAR DEPARTMENT,
Washington City, March 4, 1876.

SIR: In compliance with your verbal request therefor, I have the honor to transmit a report of the 28th ultimo from the Acting Quartermaster-General, with an approximate estimate of the difference between the cost of transportation of supplies to Indians through the Quartermaster's Department, on its present system, and that of transportation of the same amount of supplies in the manner now adopted by the Indian Bureau.

Very respectfully, your obedient servant,

GEO. M. ROBESON,
Acting Secretary of War.

Hon. H. B. BANNING,
Chairman Committee on Military Affairs, House of Representatives.

QUARTERMASTER-GENERAL'S OFFICE,
Washington, D. C., February 28, 1876.

SIR: With reference to your memorandum-inquiry of the 12th instant, whether I could make "an approximate estimate of the difference in cost of transportation of supplies to Indians if done by the Quartermaster's Department, and on its system, in comparison with the cost of the same work as done by the Indian Bureau at present," I submit herewith such an estimate, based on the contracts on file in the Second Comptroller's Office, made by the Indian Bureau for transportation during the present fiscal year, and the rates which, probably, would be paid for the same transportation if furnished by the Quartermaster's Department.

The quantities of freight shipped or to be shipped by the Indian Bureau, under these contracts, are not known to this Office; hence no comparison can be made of the amounts disbursed or to be disbursed under those contracts, with the amounts which the Quartermaster's Department would probably disburse for the same service.

With reference to the inclosed statement, I have to remark that the Quartermaster's Department makes no annual contract for transportation out of New York, Philadelphia, Baltimore, Chicago, or Saint Louis, through to frontier posts; but officers who make shipments from those cities and depots are directed to take advantage of the best rates attainable at the time of shipment, and not be confined to any one route or a fixed yearly rate.

It has been considered by the War Department that, to make such contracts, would be to tie up the Department to one price for the whole year in a fluctuating market; to place the transportation of stores, required to pass over many roads, in the hands of one or two contractors; to involve the Department in contracts providing for the payment of money, proportions of which would, in all probability, pass into the hands of land-grant railroads on the route, in violation of the laws of Congress prohibiting any payments to such railroads for the transportation of military supplies.

Therefore, the through-freight rates *charged the public*, at the present time, from those cities, which are much higher than they have been at previous times during this fiscal year, have been inserted as the rates which, probably, would be paid by the Quartermaster's Department from those cities, although much lower rates, doubtless, could and would be obtained by the Quartermaster's Department for transportation of large quantities of freight in bulk.

Yearly contracts are made by the Quartermaster's Department for wagon-transportation on the plains, and the rates of these contracts have been applied, in this statement, to transportation to Indian agencies on the routes to, and in the vicinity of, contiguous military posts.

This statement is, necessarily, an approximate one, but is believed to be essentially correct, so far as the data at command of this Office will permit.

Very respectfully, your obedient servant,

RUFUS INGALLS,

Acting Quartermaster-General, Brevet Major-General, United States Army.

The Hon. SECRETARY OF WAR.

Comparative statement of the contract-rates for transportation of Indian goods during the fiscal year ending June 30, 1876, and the rates paid by the Quartermaster's Department for similar transportation, (approximate.)

From—	To—	Rate per 100 pounds.	Rate per 100 pounds, which would probably have been paid by Quartermaster's Department.
New York	Los Pinos agency, Colo.....	\$9 00	\$4 50
Philadelphia	do.....	9 00	4 50
Baltimore	do.....	9 00	4 50
Saint Louis	do.....	9 00	3 75
New York	Fort Defiance, N. Mex.....	10 50	5 50
Philadelphia	do.....	10 50	5 50
Baltimore	do.....	10 50	5 50
Saint Louis	do.....	10 50	4 75
New York	Camp Apache, Ariz.....	11 00	6 80
Do.....	Chihuahua agency, Ariz.....	11 00	6 80
Baltimore	Camp Apache, Ariz.....	11 00	6 80
Do.....	Chihuahua agency.....	11 00	6 80
Philadelphia	do.....	11 00	6 80
Do.....	Camp Apache, Ariz.....	11 00	6 80
New York	San Carlos agency, Ariz.....	12 00	7 50
Philadelphia	do.....	12 00	7 50
Baltimore	do.....	12 00	7 50
New York	Sioux City, Iowa.....	75	1 02
Philadelphia	do.....	75	1 02
Baltimore	do.....	75	1 02
Do.....	Omaha, Nebr.....	60	1 05
New York	do.....	60	1 05
Philadelphia	do.....	60	1 05
Do.....	Green River, Wyo.....	3 30	3 15
New York	do.....	3 30	3 15
Baltimore	do.....	3 30	3 15
Do.....	Kansas City, Mo.....	50	99
New York	do.....	50	99
Philadelphia	do.....	50	99
Chicago, Ill.....	Cheyenne, Wyo.....	1 05	1 70
Do.....	Sidney, Nebr.....	1 05	1 65
Sioux City, Iowa.....	do.....	1 31	1 47
Do.....	Cheyenne, Wyo.....	1 31	1 47
Saint Paul, Minn.....	do.....	1 76	1 47
Do.....	Sidney, Nebr.....	1 76	1 47
New York	Shoshone and Bannack agency..	5 80	4 40
Philadelphia	do.....	5 80	4 40
Baltimore	do.....	5 80	4 40
Chicago, Ill.....	do.....	5 45	4 59
Saint Paul, Minn.....	do.....	5 40	4 29
Sioux City, Iowa.....	do.....	5 10	4 29
Bryan, Wyo.....	do.....	2 20	1 79
Green River, Wyo.....	do.....	2 20	1 79
New York	Red Cloud agency.....	2 70	3 25
Philadelphia	do.....	2 70	3 25
Baltimore	do.....	2 70	3 25
Do.....	Spotted Tail agency.....	2 75	3 43
New York	do.....	2 75	3 43
Philadelphia	Spotted Tail agency.....	2 75	3 43
Cheyenne, Wyo.....	Red Cloud agency.....	1 65	1 56
Sidney, Nebr.....	do.....	1 66	1 08
Do.....	Spotted Tail agency.....	1 75	1 26

Comparative statement of contract-rates, &c.—Continued.

From—	To—	Rate per 100 pounds.	Rate per 100 pounds, which would probably have been paid by Quartermaster's Department.
Cheyenne, Wyo.....	Spotted Tail Agency.....	\$1 75	\$1 74
New York.....	White River agency, Colo.....	8 80	7 88
Philadelphia.....	do.....	8 80	7 88
Baltimore.....	do.....	8 80	7 88
Rawlins Station, U. P. R.....	do.....	5 00	5 00
New York.....	Carter's Station, U. P. R.....	3 80	3 31
Philadelphia.....	do.....	3 80	3 31
Baltimore.....	do.....	3 80	3 31
Do.....	Uintah Valley agency, Utah.....	7 70	4 30
New York.....	do.....	7 70	4 30
Philadelphia.....	do.....	7 70	4 30
Carter's Station, U. P. R.....	do.....	3 90	1 50
Saint Louis.....	Arapahoe agency.....	2 45	1 59
Do.....	Cheyenne agency.....	2 45	1 59
Do.....	Kiowa agency.....	2 45	1 59
Do.....	Wichita agency.....	2 45	1 59
Kansas City, Mo.....	do.....	2 00	89 $\frac{1}{2}$
Do.....	Kiowa agency.....	2 00	89 $\frac{1}{2}$
Do.....	Cheyenne agency.....	2 00	89 $\frac{1}{2}$
Do.....	Arapahoe agency.....	2 00	89 $\frac{1}{2}$
New York.....	Standing Rock agency.....	1 30	1 90
Do.....	Cheyenne River agency.....	1 30	1 90
Do.....	Fort Berthold agency.....	1 30	2 20
Philadelphia.....	do.....	1 30	2 20
Do.....	Cheyenne River agency.....	1 30	1 90
Do.....	Standing Rock agency.....	1 30	1 90
Baltimore.....	do.....	1 30	1 90
Do.....	Cheyenne River agency.....	1 30	1 90
Do.....	Fort Berthold agency.....	1 30	2 20
Do.....	Crow Creek agency.....	1 20	1 65
New York.....	do.....	1 20	1 65
Philadelphia.....	do.....	1 20	1 65
Do.....	Fort Peck agency.....	1 75	2 75
New York.....	do.....	1 75	2 75
Baltimore.....	do.....	1 75	2 75
Saint Paul.....	Standing Rock agency.....	1 10	1 06
Do.....	Crow Creek agency.....	1 10	64
Do.....	Cheyenne River agency.....	1 20	89
Do.....	Fort Berthold agency.....	1 20	1 15
Do.....	Fort Peck agency.....	1 60	1 75
Chicago, Ill.....	Standing Rock agency.....	1 30	1 55
Do.....	Cheyenne River agency.....	1 40	1 38
Do.....	Fort Berthold agency.....	1 40	1 64
Do.....	Crow Creek agency.....	1 40	1 13
Do.....	Fort Peck agency.....	1 80	2 24
New York.....	Du Luth, Minn.....	50	1 02
Do.....	Red Cliff, Wis.....	60	1 07
Do.....	Brainerd, Minn.....	80	1 34
New York.....	Audubon, Minn.....	1 00	1 56
Do.....	Morris, Minn.....	1 25	1 02
Do.....	{ Mescalero, Apache agency, } { (Fort Stanton, N. Mex.) }	8 50	{ 6 25 5 50
Philadelphia.....	do.....	8 50	5 50
Baltimore.....	do.....	8 50	5 50
Saint Louis.....	do.....	8 50	5 50
Do.....	Southern Apache agency, (Ojo Caliente, N. Mex.)	10 50	6 50

Comparative statement of contract-rates, &c.—Continued.

From—	To—	Rate per 100 pounds.	Rate per 100 pounds, which would probably have been paid by Quartermaster's Department.
New York	Southern Apache agency, (Ojo Caliente, N. Mex.)	\$10 50	\$8 25
Philadelphia	do	10 50	8 25
Baltimore	do	10 50	8 25
Do	Cimarron agency, New Mex	6 00	3 00
New York	do	6 00	3 00
Philadelphia	do	6 00	3 00
Saint Louis	do	6 00	2 50
Do	Abiquiu agency, N. Mex, (Tierra Amarilla.)	8 00	3 50
New York	do	8 00	4 00
Philadelphia	do	8 00	4 00
Baltimore	do	8 00	4 00
Sioux City, Iowa	Santee agency	35	30
Do	Ponca agency	40	31
Do	Yankton agency	50	41
Do	Fort Randall agency	60	51
Do	Brulé (Crow Creek) agency	80	64
Do	Cheyenne agency	1 10	89
Do	Standing Rock agency	1 20	1 06
Do	Fort Peck agency	1 40	1 15
Do	Fort Berthold agency	2 00	1 75
New York	Sioux City, Iowa	80	1 02
Philadelphia	do	80	1 02
Baltimore	do	80	1 02
Do	Santee agency	1 15	1 31
New York	do	1 15	1 31
Philadelphia	do	1 15	1 31
Do	Ponca agency	1 20	1 35
New York	do	1 20	1 35
Baltimore	do	1 20	1 35
Do	Yankton agency	1 30	1 10
New York	do	1 30	1 10
Philadelphia	do	1 30	1 10
Do	Crow agency	6 05	3 16
Baltimore	do	6 05	3 16
New York	do	6 05	3 16
Do	Blackfoot agency	1 55	2 75
Philadelphia	do	1 55	2 75
Baltimore	do	1 55	2 75
Portland, Oregon	Malheur, Oreg	7 00	5 00
New York	Fort Belknap	4 55	3 16
Philadelphia	do	4 55	3 16
Baltimore	do	4 55	3 16

Letter from General Rufus Ingalls.

WAR DEPARTMENT, QUARTERMASTER-GENERAL'S OFFICE,
Washington, D. C., February 4, 1876.

SIR: I have the honor to acknowledge the receipt of your circular-letter of the 24th instant, asking for an expression of my opinion on certain matters relating to the military service, to which I will reply as briefly as possible.

1. I am of opinion that no reduction should be made in the pay and allowances of officers of the Army. They have recently been established on the present basis, and are barely sufficient to insure a reasonable support. The feeling of insecurity as to pay and allowances—not to speak of loss of position by reduction of the strength of the Army—produces great embarrassment to officers, and induces many of the best and most useful of them often-

times to resign. There can be no question that this is demoralizing, and consequently greatly impairs the efficiency of the service.

2. I do not believe that a reduction in the present strength of the Army would be advisable. It is too small as it is.

3. I am not prepared to say what, if any, reductions can be made in the Corps of Engineers, Ordnance Department, &c.

4. I do not think any reduction should be made in the pay of first and second lieutenants, for the reasons stated in answer to the first interrogatory.

5. I do not think it would be detrimental to the service to dispense with laundresses. On the contrary, I recommend it. There is now about 1 laundress to every 19 men, each receiving one ration of subsistence and an allowance of fuel. Upon the basis of wood as fuel, at a cost of \$7 per cord, and the daily ration of subsistence at 30 cents, the total cost for the year for 1,300 laundresses is \$157,516.66.

6. I do not think the forage-ration should be reduced. It was ordered to be reduced by the Secretary of War last year, but experience has shown that the old ration is not more than sufficient to keep working-horses in proper condition; and consequently, the old allowance has very generally, upon special authority, been restored. The allowance prescribed by the Secretary of War is contingent. It cannot be exceeded, but may be reduced by a department or division commander.

7. I do not, as a general proposition, regard it advisable to make any large appropriations for forts or fortifications until some definite plan of construction, adapted to modern warfare, shall have been decided upon. In this I express only my individual opinion as an officer, and I am not prepared to say that particular appropriations asked for by the proper departments are not required to meet the exigencies of the Government. I have recommended the erection of buildings for quarters for officers and men outside of the works at certain posts on the Atlantic coast. I regard this as a necessary and judicious expenditure.

8. If the Army were to be organized *de novo*, I should regard the proposition of the consolidation of the duties of the present Pay, Commissary, and Quartermaster's Departments with favor. I was in favor of consolidating these departments some time ago, and so testified before the honorable House Committee on Military Affairs. But I am now rather of the opinion that it would be as well, and perhaps best, to let these departments remain separate. They have been so almost since the organization of the Government, and have answered their purposes well.

9. I am of opinion that the Indian and Pension Bureaus should be transferred to the War Department. Officers and men serving in the Army are paid by the War Department, and there seems to be no good reason why that Department should not continue to pay them, or their families, the pensions granted to them; and as to the Indian Bureau, the present system of having agents of that department, acting independently of the Army, but looking to it for protection, results in conflict of authority and large, unnecessary expenses, and is fruitful of disturbances in which the Indian is made to suffer as well as the white man.

10. I am unable to say whether the Bureau of Military Justice can be dispensed with or not.

11. The act of March 3, 1875, provides for the gradual extinction of the grade of military store-keepers, and the mode, therein prescribed, by which it is to be accomplished, appears to be a just one, and will result in the early disappearance of that grade from the Army.

12. If the policy of having military division and department headquarters at the great commercial centers of the country is to be continued, I do not think the expenses can be materially reduced. It is a question whether the transfer of *all* the headquarters to the nearest garrisons would result in a saving to the Government; but a *few* of them probably can be, with a reduction in the expenses. It is to be observed, however, that the garrisons in the vicinity of headquarters are generally scantily provided with buildings or other accommodations for offices, &c., and an expenditure to provide them will be necessary in case the transfers should be made.

13. I respectfully refer you to the report of the Acting Quartermaster-General for the last fiscal year, in which I allude to a reform which I regard as very necessary, and which, if effected, will be of great benefit to the Government. It is in the system of keeping separate accounts for each appropriation, by officers disbursing funds of this department, and I invite your earnest attention to the subject.

I have the honor to be, sir, very respectfully, your most obedient servant,

RUFUS INGALLS,

Acting Quartermaster-General, Brevet Major-General U. S. A.

Hon. H. B. BANNING,
*Chairman Committee on Military Affairs,
House of Representatives.*

WAR DEPARTMENT,
QUARTERMASTER-GENERAL'S OFFICE,
Washington, D. C., February 7, 1876.

SIR: I find, on looking over my letter to you of the 4th instant, that by an oversight on the part of this office, an error was made as to the saving which would result in the event of the abolishment of laundresses in the Army.

H. Rep. 354—11

The saving would be as follows :

Subsistence for 1,740 laundresses, @ 24 cents per ration	\$152,424 00
Fuel for 1,740 laundresses, @ \$7 per cord	25,375 00
Quarters, construction, and repairs	13,000 00
Total	190,799 00

I desire that this may be appended to my letter as a correction, so far as relates to this subject.

Very respectfully, your obedient servant,

RUFUS INGALLS,

Acting Quartermaster-General, Brevet Major-General U. S. A.

Hon. H. B. BANNING,

*Chairman Committee on Military Affairs,
House of Representatives.*

Let er from Col. Robert Allen.

HEADQUARTERS MILITARY DIVISION OF THE PACIFIC,
OFFICE CHIEF QUARTERMASTER,
San Francisco, February 21, 1876.

SIR: I have received your circular letter of January 26, 1876, propounding certain questions relating to the Army and the military service, about which you ask my opinion.

To the first question I answer: I do not think that the "efficiency of the service" depends upon the amount of pay which officers receive, unless it is reduced until it ceases to be a decent support. The lack of this may deter the most efficient officers from remaining in the service, in the time of peace, because their superior talents will command a higher compensation elsewhere.

The mass of the present Army being "broken into" military life, their habits are formed, and if they are allowed only a fraction of their present income, a majority of them will be obliged to accept it, as they will be virtually, prisoners to the service?" Those who have private resources to "help along" do not feel the pinchings of a rigid economy and will accept the condition, as it confers rank and respectability, if not wealth. The present pay and emoluments are liberal, and the Army should be grateful for them, but at the same time the officers have a right to point to the record of the rebellion to show an account-current for all the benefits they have had hitherto vouchsafed to them. Some officers have derived benefits from the war, but the number is comparatively small, while widows and orphans can be found in almost every household.

But I am asked the direct question, "What reduction, if any, can be made in pay and allowances of the officers of the Army without detriment to the service?" I will answer the question by asking another: Will not a man in easy circumstances, one who can afford to eat roast-beef every day for dinner, go to his work, whatever it may be, with better heart and resolution than one who is compelled to eat the coarser ration of pork and beans? In contentment lies efficiency, and, most assuredly, few will submit to a reduction of pay, however small, without grumbling. But whether the officer has or has not a right to grumble, does not enter into the count. His retention in the service is his own affair. It is not compulsory. He can quit when he pleases.

To come back to the question, it is not the intention of the law-makers to drive him from the service, and presuming that he will remain, how much of a reduction can he suffer without impairing his efficiency? Well, it is a matter of guess, rather than that of demonstration, and I will propose a reduction of 10 per cent. on the pay proper of all officers of whatever grade, it being understood that this reduction is in no way to effect the present pay of the retired officers.

To your second question, I answer without hesitation, no.

To your third question, I would not advise the abolition of the Bureau of Military Justice, nor either of the others mentioned.

An efficient Ordnance Corps I regard as indispensable to the defense of the seaboard.

The Medical Department is constantly hiring citizen physicians, which would seem to signify that the number of surgeons in commission is too small.

To question fourth, I answer no; as the reduction proposed would not be greater than in other ranks, in other corps.

To question fifth, I reply, no. It is easier to transport the baggage of a regiment of men than that of the camp-women attached thereto. What would be the actual saving cannot be estimated.

Question 6. The forage ration might be reduced, if the animals are not performing hard service.

Question 7 pertains to the engineer branch of the service, and my opinion would be of no use to the committee.

Question 8. I answer most emphatically, no. The quartermasters have always been overburdened with work, and consolidation is only a change of form. No saving would be effected. It might be practicable to allow the Quartermaster's Department to gradually absorb the Pay Department.

Question 9. By all means transfer the Indian and Pension Bureaus to the War Department.

To the tenth question, I answer, yes, certainly.

Question 11. The military storekeepers are but another name for quartermaster, and are entitled to all the consideration of that grade. It would, in my judgment, be gross injustice to deny them chances for promotion which belong to others.

Question 12. By consolidating the Pacific Division and Department of California a considerable saving would be effected, but this is a question for the consideration of the commanding general of the same.

Question 13. This is a grave question, and is intended, I imagine, for officers of the line.

I have the honor to be your most obedient servant,

ROBT. ALLEN,

Assistant Quartermaster-General, U. S. A

Hon. H. B. BANNING,

*Chairman of Committee on Military Affairs,
House of Representatives, Washington, D. C.*

Letter from General D. H. Rucker.

ASSISTANT QUARTERMASTER-GENERAL'S OFFICE,
PHILADELPHIA DEPOT OF THE QUARTERMASTER'S DEPARTMENT,
Philadelphia, February 8, 1876.

SIR: In reply to the questions contained in your letter of January 24, 1876, I have the honor to submit to the Committee on Military Affairs of the House of Representatives the following answers:

"1. What reduction, if any, can be made in pay and allowance of the officers of the Army without detriment to the efficiency of the service?"

Answer. None that I am aware of.

"2. What reduction in strength or expense can be made in either arm of the military service—cavalry, artillery, or infantry?"

Answer. I do not venture an opinion on this subject, as I am a staff-officer, and not a member of the line of the Army.

"3. What reductions can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, or either of them?"

Answer. Not being a member of the corps, or any of the departments named, I do not venture to express an opinion regarding them.

"4. Would a reduction of pay to \$1,300 to second lieutenants mounted, and \$1,200 to second lieutenants not mounted, be excessive?"

Answer. The lieutenants, like other officers of the Army, have, as a general thing, a hard time to get along and make all ends meet with their present pay, and I would not recommend its being reduced.

"5. Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby?"

Answer. Laundresses cannot be dispensed with without detriment to the service unless substitutes for them are allowed. This can be done by authorizing the enlistment of two Chinamen as launderers to each company. Such a course would, I think, benefit the service and save expense.

"6. If the forage ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals?"

Answer. I think not. There are times when even the present forage ration is not sufficient.

"7. What is your opinion regarding appropriations necessary for forts or other fortifications, of which you have knowledge?"

Answer. I am not sufficiently conversant with the subject of fortifications to be able to express an intelligent opinion regarding them.

"8. Would it not be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps?"

Answer. I do not consider such a consolidation practicable, in the interest of the service; but, on the contrary, I am satisfied that it would be injurious. These departments are much more efficient as they now are.

"9. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?"

Answer. I cannot speak regarding the Pension Bureau, but I am clearly of the opinion that both the Government and the Indian would be much benefited if the Indian Bureau were transferred to the War Department.

"10. Might not the Bureau of Military Justice be dispensed with, without injury to the service?"

Answer. The higher officers of the Army are more competent than myself of judging in regard to this subject.

"11. Might not the office of military store-keeper be abolished without detriment to the service?"

Answer No. Military store-keepers are, in my judgment, useful officers of the service.

"12. Could not the expenses of military division headquarters and departmental headquarters be materially reduced without detriment to the service?"

Answer. The general officers of the Army are more competent than I to answer this question.

"13. What reforms or reductions in expenses, if any, in Army matters would you recommend?"

Answer. I believe that the affairs of the Army are now administered as economically as possible, and hence I have no recommendations to make.

Very respectfully, your obedient servant,

D. H. RUCKER,

Assistant Quartermaster-General, United States Army.

Hon. H. B. BANNING,

*Chairman Committee on Military Affairs,
House of Representatives, Washington, D. C.*

Letter from General S. Van Vliet.

QUARTERMASTER-GENERAL'S OFFICE,
Washington, February 7, 1876.

SIR: I have the honor to acknowledge the receipt of your letter of the 24th ultimo, asking for my opinion in reference to the pay, organization, &c., of the Army. I will answer the questions in the order in which they are put.

Question 1. The act of Congress which established the present pay was carefully drawn and is satisfactory. The pay is not large, and barely allows an officer to obtain the necessaries and comforts, not the luxuries of life, for himself and family.

Question 2. As to the reduction in the strength of the Army, I do not think it can be reduced with a due regard to the protection of our extensive frontiers. A nation like ours could not well afford to have a smaller Army than it has at present.

Question 3. The staff-corps are large for the present strength of the Army, but it is of the greatest importance that an efficient and well organized and educated staff should always be ready for any and every contingency. The late war showed the advantage of such a staff.

Question 4. Same answer as to question 1.

Question 5. I am inclined to the opinion that laundresses are of more benefit to a company than otherwise, if kept under proper control. Some commanding officers of companies dispense with them entirely. The only expense they are to the Government is for rations, quarters, and fuel.

Question 6. The forage-ration is not too large now, and should not be disturbed. When animals are hard-worked by long marches, &c., they will eat more than the present ration. If any forage is not used, it is taken up by the quartermaster and re-issued.

Question 7. This question can be better answered by the engineer officers, but I would remark that forts are less important now than formerly. The new arms and the improvement in the torpedo system have done much toward rendering forts to some extent unnecessary.

Question 8. The question of consolidating two or three of the staff-corps has been agitated for some time, but I have always been opposed to any combination. It is a very safe rule to let well-enough alone. It is easy to tear down, but very difficult to rebuild. The present organization of the staff-corps is the work of years of experience and labor. That it is a good one and has worked admirably, it is only necessary to refer to the late war. When large armies were suddenly called into the field, the staff-corps supplied their wants promptly and efficiently; while almost everything was changed during the war, the organization of the staff remained the same. They were expanded, but never changed. It is a well-known fact that the best results are only obtained in almost all departments of life by division of labor. To show the advantage of this division, it is only necessary to advert to the specialties which obtain in the medical profession, where the division is only limited by the number of diseases with which mankind is afflicted.

Question 9. In reference to transferring the Indian Bureau to the War Department, I would beg to state that I am now, and have been for years, strongly in favor of such transfer. The advantages are so obvious that it is hardly necessary to give any reasons for it. I have served among the Indians in Florida and on the plains for many years, and have given considerable attention to the government of the Indians, and it is my firm belief that they would be governed more efficiently and economically by the Army than they are at present. Indians are governed to a great extent through their fears, and an officer with two or three troops of cavalry at his back is a great deal more respected than is an agent with no power. We have in the Army all the machinery at hand to take care of the Indians without additional cost. The Commissary and Quartermaster's Departments could furnish them with all their supplies without any increase in their force. By placing the Indians in charge of the War Department, all chance of a conflict of authority between two co-ordinate departments will be avoided, and the Indian will more readily understand what is required of him. I was with General Harney in his Sioux expedition in 1856, and while we were fighting the Indians on the Platte River, the Indian agents were issuing arms and ammunition to them on the Arkansas.

To question 10 I can give no answer.

Question 11. I consider a military storekeeper a very useful officer. There are but a small number of them, about enough to place one in each of the large depots in the country.

Very respectfully, your obedient servant,

STEWART VAN VLIET,

Assistant Quartermaster-General, Brevet Major-General, U. S. A.

Hon. H. B. BANNING,

Chairman Military Committee, House of Representatives.

Letter from General James A. Ekin.

HEADQUARTERS DEPARTMENT OF THE SOUTH,
OFFICE CHIEF QUARTERMASTER,
Louisville, Ky., February 3, 1876.

SIR: I have the honor to acknowledge the receipt of your communication of the 2d instant, requesting to be informed:

1st. Whether the expenses of this office can be materially reduced without detriment to the service, and, if so, how?

2d. What reforms or reduction, if any, in Army matters, I would recommend?

In reply thereto, I would respectfully state:

1. That the expenses of this office cannot be materially reduced without detriment to the service.

The clerical force under my direction is limited, both as to number and compensation, to the smallest possible standard compatible with the proper transaction of the public business; indeed, in order to comply with the requirements of orders and regulations, the clerks now on duty are at times considerably overworked.

In addition to the current miscellaneous business, this office is required to furnish to the proper departments at Washington the following reports and returns, which must be prepared with great care, as they involve much responsibility, viz: weekly statement of funds; monthly returns of money-accounts, and monthly statement of funds; quarterly statement of payments made on account of rail, river, stage, and wagon transportation; monthly return of officers doing duty in the Quartermaster's Department, Department of the South; monthly consolidated report of transportation requests received, issued, &c.; monthly report of persons and articles hired, &c.; monthly estimate of funds required in the Department of the South; monthly report of expenditures on account of national cemeteries, and monthly report of expenditures on account of post hospitals; quarterly report of public animals; quarterly report of Government troops and stores transported; quarterly return of clothing and equipment; and quarterly report of quartermaster's stores, &c.

In relation to the current business, it may be stated that during the past calendar year there were received at this office 5,348 letters, requisitions, &c., nearly all of which required action, and all of which were disposed of with promptness and accuracy.

2. Under the act of Congress of March 3, 1875, the present staff of the Quartermaster's Department consists of one brigadier-general, four colonels, eight lieutenant-colonels, fourteen majors, and thirty captains. I have long been of the opinion, and have heretofore so expressed myself on all proper occasions, that the staff officers of the Quartermaster's Department might be reduced with advantage to the service. In my judgment, this corps should be reduced so as to comprise one brigadier-general, two colonels, four lieutenant-colonels, eight majors, and sixteen captains; the reduction to be made gradually, as vacancies may occur, thus obviating any injustice or harsh treatment to officers now serving in the corps.

It would not, in my opinion, be advisable to make any further reduction in the allowances to officers and troops. These allowances have already, under the orders of the War Department, been reduced to absolute requirements; and in all cases where the commanding gen-

eral has been invested with discretionary power, he has reduced the allowances in this department to the lowest practicable standard. This has been especially so in reference to the allowances for officers' quarters and for fuel and forage. In every instance where the authorized allowances of these articles in this department are not entirely consumed, they are taken up and re-issued for the use of the troops and the public animals. Under these limitations and restrictions, the expenditures in the Department of the South have been carefully kept within the allotments made by the War Department.

I am, sir, very respectfully, your obedient servant,

JAMES A. EKIN,

*Deputy Quartermaster-General United States Army
Chief Quartermaster, Department of the South.*

The ASSISTANT ADJUTANT-GENERAL,
Department of the South, Louisville, Ky.

Letter from General J. D. Bingham.

WAR DEPARTMENT, QUARTERMASTER-GENERAL'S OFFICE,
Washington, D. C., February 7, 1876.

SIR: In reply to your letter of the 24th ultimo, asking my opinion on certain subjects therein named, I have the honor to submit the following:

1st. Although I do not consider the salaries of officers of the Army generally too great, yet I am of the opinion that any rate of reduction which may be applied to the salaries of all others receiving pay from the United States, except those exempt from reduction under the Constitution, may be applied to the pay of officers of the Army without detriment to the efficiency of the service.

2d. I am not in a position to know the demands for the services of troops, and am therefore unable to give an opinion as to the reduction that can be made in the strength or expense in either arm of the military service—cavalry, artillery, or infantry.

3d. For a similar reason I am unable to state what reductions can be made in the Corps of Engineers, Ordnance, Subsistence, Medical, Pay, Adjutant-General's, and Inspector-General's Departments, and the Bureau of Military Justice, or either of them.

4th. In my opinion, a reduction of pay to \$1,300 to second lieutenants mounted, and to \$1,200 to second lieutenants not mounted, would be excessive.

5th. It would not be detrimental to the service to dispense with laundresses, and the amount saved thereby annually would be about \$190,000.

6th. If the forage-ration should be reduced two pounds each on hay and grain, it would not be sufficient for mules, or for horses at hard work, or recuperating from hard service in the field, or on scouts. It would be sufficient for officers' horses, and for horses in good condition, and not at hard work.

7th. I am unable to give an opinion regarding appropriations necessary for forts or other fortifications.

8th. It would not be practicable to consolidate the Quartermaster's with any other Department.

9th. I am of the opinion that it would be for the benefit of the Government to transfer the Indian Bureau and Army Pensions to the War Department, and Navy Pensions to the Navy Department.

10th. I am unable to give an opinion relative to dispensing with the Bureau of Military Justice.

11th. The office of military storekeeper has been abolished in the Quartermaster's and Ordnance Departments, and I presume it may be abolished in the Medical Department, the only one in which the grade exists by law.

12th. The expenses of military division and department headquarters could be materially reduced in some cases, by transferring them to military posts. Of the propriety of such transfers I am unable to give an opinion.

13th. I would recommend that all vacancies in the lowest grades of the Adjutant-General's, Inspector-General's, Quartermaster's, Subsistence, and Pay Departments be filled by selection from the officers of the line of the Army; that no more appointments be made to the grade of major in the Pay Department until the number shall be reduced below some fixed number, say 12, and that as vacancies occur in the grade of major they shall be filled by the appointment of assistant paymasters with the rank of captains mounted. This would materially reduce the expenses of the Pay Department, and would render it more efficient by drawing officers from the line of the Army when at an age most active, and better adapted to the service required.

Very respectfully, your obedient servant,

J. D. BINGHAM,

Deputy Quartermaster-General, Brevet Brigadier-General, U. S. Army.

Hon. H. B. BANNING, M. C.,

Chairman of Committee on Military Affairs,

House of Representatives, Washington, D. C.

Letter from General R. Macfeely.

WAR DEPARTMENT,
OFFICE COMMISSARY-GENERAL OF SUBSISTENCE,
Washington, D. C., February 8, 1876.

SIR: I have the honor to submit herewith replies to the interrogatories contained in your communication of January 24, 1876:

"1. What reduction, if any, can be made in pay and allowances of the officers of the Army, without detriment to the efficiency of the service?"

I do not think that any material reduction can be made in the pay and allowance of officers of the Army without detriment to the efficiency of the service.

"2. What reduction in strength or expense can be made in either arm of the military service—cavalry, artillery, or infantry?"

In my opinion, none. The arms of the service, as regards number or strength, are not too great as at present constituted either as a nucleus on which to build a military establishment in case of necessity, or in time of peace to properly defend our frontier and protect the people and take proper care of permanent forts on the seaboard.

"3. What reduction can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, or either of them?"

I am not prepared to state what, if any, reductions can be made in other staff corps or departments, not having sufficient knowledge of the details of those departments and the duties to be performed to enable me to judge of the number of officers necessarily required to be kept in service. No reduction can be made in number of officers in the Subsistence Department without detriment to the efficiency of the service. The Subsistence Department, as now organized, is the smallest of the staff departments, and there is ample and sufficient occupation to keep all the officers profitably employed.

"4. Would a reduction of pay to \$1,300 to second lieutenants mounted, and \$1,200 to second lieutenants not mounted, be excessive?"

I think the reduction of second lieutenants' pay to \$1,200 and \$1,300 per year, respectively, would be excessive. The pay as now fixed by law for second lieutenants is so small that it requires the most rigid economy and the greatest self-denial to enable an officer to live and clothe himself as becomes an officer and a gentleman, and I do not believe the Government can well afford to make it less.

"5. Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby?"

It would not, in my opinion, be detrimental to the service to dispense with laundresses. From my own observation and experience I am decidedly of the opinion that the service would be greatly benefited were there no laundresses allowed. The men generally wash their own clothing. I have not the data necessary to estimate the amount that would be saved by dispensing with laundresses.

"6. If the forage-ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals?"

I think no reduction should be made in the quantity of hay and grain now allowed for public animals. Horses and mules will eat the full ration when on the march, and worked regularly. I know that the ration of forage allowed for horses and mules is not sufficient for beef-cattle.

"7. What is your opinion regarding appropriations necessary for forts or other fortifications of which you have knowledge?"

I have not the knowledge or experience necessary to answer the question.

"8. Would it not be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps?"

It would not, without impairing the efficiency of each department. The experience of the past fifty years, and the late war, prove that each department, as now organized, had as much as it could do to perform its appropriate and legitimate duties, and the manner in which these duties were performed and the immense armies supplied proved the efficiency and wisdom of the separate organizations. Any consolidation that might be made would result in a division of the duties practically, as under separate organizations, and would not be advantageous or economical.

"9. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?"

I believe it would be advantageous and economical to the Government and the Indians, but prejudicial to the Army, to transfer the Indian Bureau to the War Department. The transfer of payment of soldiers' pensions to disbursing bureaus of the War Department would be a great saving in salaries, office rents, &c., to the United States.

"10. Might not the Bureau of Military Justice be dispensed with, without injury to the service?"

I believe it might.

"11. Might not the office of military store-keeper be abolished without detriment to the service?"

I think the office of military store-keeper could be abolished without detriment to the service.

"12. Could not the expense of military division headquarters and departmental headquarters be materially reduced without detriment to the service?"

I am not prepared to answer this question.

"13. What reforms or reductions in expenses, if any, in Army matters would you recommend?"

I would recommend that laundresses be dispensed with, also extra lieutenants for regimental adjutants and regimental quartermasters, and that the signal service, as now conducted, being principally for "the benefit of commerce and agriculture," be transferred from the Army to some civil department of the Government.

I am, sir, respectfully your obedient servant,

R. MACFEELEY,

Commissary-General of Subsistence.

Hon. H. B. BANNING,

Chairman of Committee on Military Affairs, House of Representatives.

Letter from Surgeon-General J. K. Barnes.

WAR DEPARTMENT, SURGEON-GENERAL'S OFFICE,
Washington, D. C., February 3, 1876.

SIR: I have the honor to acknowledge the receipt of your communication of the 24th ultimo, received at this office on February 1st, making inquiries concerning reductions in certain branches of the military service, &c., and to inclose my answers, respectively, to the questions contained in the letter.

Very respectfully, your obedient servant,

J. K. BARNES,

Surgeon-General United States Army.

Hon. H. B. BANNING,

Chairman Committee Military Affairs, House of Representatives.

1. What reduction, if any, can be made in pay and allowances of the Army, without detriment to the efficiency of the service?

Answer. None whatever.

2. What reduction in strength or expense can be made in either arm of the military service—cavalry, artillery, or infantry?

Answer. Am convinced that the present strength is not sufficient for the duties demanded of it.

3. What reduction can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, or either of them?

Answer. The Medical Department has already been reduced to a minimum.

4. Would a reduction of pay to \$1,300 to second lieutenants mounted, and \$1,200 to second lieutenants not mounted, be excessive?

Answer. It would not be excessive.

5. Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby?

Answer. It would not be detrimental; but I have no means of estimating the saving, except of medicines and medical attendance upon a number of families of useless hangers-on, which would be very considerable.

6. If the forage-ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals?

Answer. Less than the present forage-ration would not be sufficient, except when good grazing could be depended upon.

7. What is your opinion regarding appropriations necessary for forts or other fortifications of which you have knowledge?

Answer. Have no means of forming an opinion.

8. Would it not be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps?

Answer. The experience of the war would appear to have proven the impracticability of such consolidation.

9. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?

Answer. Decidedly against the propriety or advisability of such transfer.

10. Might not the Bureau of Military Justice be dispensed with, without injury to the service?

Answer. Have not sufficient knowledge of its operations to justify an opinion.

11. Might not the office of military store-keeper be abolished without detriment to the service?

Answer. Cannot judge, as their duties are unknown to me.

12. Could not the expenses of military division headquarters and departmental headquarters be materially reduced without detriment to the service?

Answer. Have no means of forming an opinion.

13. What reforms or reductions in expenses, if any, in Army matters, would you recommend?

Answer. Since the war the Army has been reduced below the absolute requirements of the service. As a rule, its officers are compelled to exercise the most rigid economy to live, and, dying, they leave their families unprovided for.

J. K. BARNES,

Surgeon-General United States Army.

Letter from General M. R. Morgan.

NEW YORK CITY, January 31, 1876.

GENERAL: Begging you to excuse my writing to one with whom I am unacquainted, I see from a bill introduced by you, (H. R. 1453,) that it is proposed to reduce the allowance now paid for rent of quarters for officers. Supposing that you wish all the reliable information you can get on this subject, I will give you some of my own experience.

I was in "the field" during the whole of the late war as commissary of subsistence. In 1865, when the war was over, I was sent to Fort Leavenworth, where I remained, with the exception of a short stay in Saint Louis, until November, 1873, when, unsolicited, I was ordered to take station in this city.

A staff officer with a family dreads a move; it is so expensive. He may have been at his post for two, three, four, or six years, has surrounded his family with little comforts which must now be abandoned, packed, sold, or given away. It is expensive to pack, and he loses by sale. He only gets actual transportation for himself and allowance of baggage. All else is extra. He and his family get to a strange city; his new post, say New York, as in my case, the most expensive city in these United States. The quartermaster is allowed to rent a house for him to the extent of \$18 per room for his allowance of rooms. The rent under your bill allowed a major-general would be (if anything) \$54 per month. That now allowed is \$108 per month. A lieutenant could not get a suitable house even for this larger amount in New York City. You may inquire of any of the members from this city, Mr. Cox, for example, as to the correctness of this statement.

What is he to do? I will tell you what I did. All was strange to me. I went first to a hotel in order to look around. I knew nothing of the country about New York, and gentlemen, civilians, whom I met, being much better circumstanced than I, financially, could give me no information about boarding or renting of any practical use. I could get board to suit in boarding-houses for \$100 per week. I had not the money. Finally, swindled and disgusted with what I had seen of New York boarding-houses, I took a French flat, unfurnished, third floor, on Sixth avenue, at \$90 per month. You see my allowance was not sufficient for even a very modest flat. I had to sign a lease, Army officer though I was, and subject to be ordered away at any moment. Had I been ordered away before the expiration of my lease I would have suffered pecuniarily. Here I will state that any citizen resident has the advantage of an Army officer in making a lease. The citizen can get a lease for years if he chooses. We should only rent from month to month in order to be safe, and such renting bears the same relation to renting in long lease as retail does to wholesale. You get my meaning?

We are most disadvantageously situated. Thirty dollars per room would not be too much in New York. Rents are higher in this city than in San Francisco. Well, I gave up my flat when my lease expired and went into the country with my family. I came into my office every day at my own expense. As purchasing commissary my place is in the city. I would prefer to be at some military post, as I had been all my life until I was sent here, where I could have my quarters like other officers.

As I cannot get a suitable house at \$18 per room, how could I get along with but \$9 per room.

I presume there are some officers now on the frontier with private means who would be willing, at least for a time, to come to New York and pay their rents out of such private means. I cannot do it, and if your bill becomes law all married officers dependent on their pay for support, who are permitted to go, will be driven from the cities and their places filled by those who have adequate private means.

I tell you, general, that in this city I have not sufficient pay nor allowance, and were it not for the expense attending a move, I would long since have asked for another station.

So soon as an officer with a family gets to a station, he must at once commence to save up sufficient for the next move.

I fear there is a prejudice in the minds of some members of Congress against staff-officers.

General Belknap will tell you, (I am told he has said it) that he finds more difficulty in moving one staff officer than in moving a regiment of troops. When the regiment moves there is generally abundant transportation furnished, wagons, steamboats, or railroad-cars. The officers put their truck on board, as you have seen; the transportation company is not mean, and it costs him nothing for the transportation of his truck, and in the West it seldom costs anything for the passage of his family. He moves from one set of quarters at Fort A, to a similar set at Fort B. If he has to go into camp he is as well off as his neighbors.

The staff-officer in a city going to a city has a house and household furniture on his hands and his family on his shoulders. He has to shoulder the entire burden; he begs for time, his lease is not up; he has not been able to save sufficient money to move on; he dreads the expense, the breakage of furniture, the going to a hotel until he has got a house at the new station, and sundry other expenses which are heart-sickening to a man who has a family, and who has not much on which to keep them.

I know of no good reason why an Army officer who is stationed in a city where all his expenses are increased should not, as far as practicable, be placed upon an equality with his brother officer at a military post.

An officer in a city has the advantage sometimes of being able to send his children to school without being compelled to send them away, as the officer at a military post must do.

I have, general, written you a longer letter than I intended, and yet very much fear I have not done that justice to my subject which I feel to be its due. If I have given you a better understanding of the position of an officer of the Army, a poor but honest gentleman, in a city than you had before, I am satisfied, for with a correct knowledge of the matter before you, I feel you will be just to us.

Very respectfully, your obedient servant,

M. R. MORGAN,

Major and Commissary of Subsistence, Bvt. Brig. Gen., U. S. Army.
General H. B. BANNING, M. C.,
Washington, D. C.

Letter from General A. A. Humphreys.

OFFICE OF THE CHIEF OF ENGINEERS,
Washington, D. C., February 11, 1876.

SIR: I have the honor to make the following answers to the inquiries contained in your communication of the 24th of January, 1876.

Question 1. What reduction, if any, can be made in pay and allowances of the officers of the Army, without detriment to the efficiency of the service?

Answer. So far as my knowledge and experience go, I am unable to perceive that any reduction of pay and allowances of the officers of the Army can be made without detriment to the service.

Question 2. What reduction in strength or expense can be made in either arm of the military service—cavalry, artillery, or infantry?

Answer. For ten years past my time and attention have been so absorbed by the duties of the Engineer Department that I am not sufficiently familiar with the wants of the other branches of the military service to justify me in expressing an opinion concerning them.

Question 3. What reductions can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, or either of them?

Answer. This question is answered with reference to the Corps of Engineers only, as my acquaintance with the details and requirements of the other branches of the service mentioned is not sufficient for an authoritative opinion. In my judgment no reduction whatever can be made in the Corps of Engineers, either in the number of its officers or enlisted men. The following are some of the data bearing upon this subject.

1st.—Organization of the Corps of Engineers.

The Corps of Engineers as now organized is the result of the union in 1863 of two separate corps of the Army, namely, the Corps of Engineers, and the Corps of Topographical Engineers. The first as a separate corps was revived in our Army in 1802. The second had its origin as a branch of service in the war of 1812. For further history of these corps I would refer to my testimony before Military Committee, in Report No. 33, House of Representatives, 40th Congress, 3d session, pp. 58, 59.

Section 1151, Revised Statutes, authorizes 109 officers and a battalion of five companies of sappers, miners, and pontoniers for the engineer branch of the service.

There are actually on the rolls at this time but 107 officers, with one sick, leaving effective 106 officers only. The battalion has been reduced under the action of the law reducing the Army to 25,000 enlisted men, to four organized companies, to consist of fifty men each, in all two hundred enlisted men.

Herewith are several tables relating to the organization of the Corps of Engineers:

Table No. 1, showing the number of engineer officers authorized by law and in service from 1817 to 1876, with strength of Army for same period.

Date.	Corps of Engineers.	Topographical engineers.	Total engineer officers in service.	Strength of Regular Army.	Peace or war.	Relative proportion of engineer officers to strength of Army.
January, 1817.....	23	10	33 ^a	9,980	Peace establishment...	1 : 300
January, 1818.....	23	10	33	9,980	do	.....
January, 1819.....	23	10	33	9,980	do	.....
January, 1820.....	23	10	33	9,980	do	.....
January, 1821.....	24	10	34	9,980	do	.....
August, 1822.....	25	10	35	6,184	do	1 : 190
February, 1823.....	25	10	35	6,184	do	.....
January, 1824.....	24	10	34	6,184	do	.....
January, 1825.....	23	10	33	6,184	do	.....
January, 1826.....	27	10	37	6,184	do	.....
January, 1827.....	29	10	39	6,184	do	.....
January, 1828.....	28	10	38	6,184	do	.....
January, 1829.....	26	10	36	6,184	do	.....
January, 1830.....	26	10	36	6,184	do	.....
January, 1831.....	26	10	36	6,184	do	.....
January, 1832.....	26	10	36	6,184	do	.....
January, 1833.....	22	10	32	7,198	do	1 : 220
January, 1834.....	26	10	36	7,198	do	.....
January, 1835.....	28	10	38	7,198	do	.....
January, 1836.....	28	10	38	7,198	do	.....
January, 1837.....	25	10	35	7,958	do	1 : 250
September, 1838.....	43	36	79	12,539	Florida war	1 : 160
February, 1839.....	43	36	79	12,539	do	.....
January, 1840.....	43	37	80	12,539	do	.....
January, 1841.....	43	37	80	12,539	do	.....
January, 1842.....	43	38	81	12,539	do	.....
January, 1843.....	46	38	84	8,613	Peace establishment...	1 : 110
January, 1844.....	44	40	84	8,613	do	.....
January, 1845.....	46	41	87	8,613	do	.....
January, 1846.....	44	43	87	8,613	do	.....
January, 1847.....	46	42	88	17,812	Mexican war	.....
January, 1848.....	45	41	86	30,890	do	.....
January, 1849.....	48	42	90	10,320	Peace establishment...	1 : 130
January, 1850.....	48	41	89	10,320	do	.....
January, 1851.....	48	42	90	10,320	do	.....
January, 1852.....	50	40	90	10,320	do	.....
January, 1853.....	51	42	93	10,320	do	.....
January, 1854.....	49	43	92	10,320	do	.....
January, 1855.....	46	41	87	10,330	do	.....
January, 1856.....	44	37	81	12,931	do	1 : 160
January, 1857.....	43	36	79	12,931	do	.....
January, 1858.....	46	39	85	12,931	do	.....
January, 1859.....	44	40	84	12,931	do	.....
January, 1860.....	46	43	89	12,931	do	.....
January, 1861.....	48	45	93	12,931	do	1 : 139
January, 1862.....	55	48	103	39,273	War of rebellion.....	.....
April, 1863.....	105*	.....	105	43,332	do	.....
January, 1864.....	105	.....	105	43,332	do	.....
January, 1865.....	105	.....	105	43,332	do	.....
August, 1866.....	105	.....	105	43,332	do	.....
August, 1867.....	109	.....	109	54,641	Peace establishment...	.....
January, 1868.....	114	.....	114	52,922	do	.....
January, 1869.....	114	.....	114	52,922	do	.....
January, 1870.....	108	.....	108	37,313	do	.....
January, 1871.....	103	.....	103	35,353	do	.....
January, 1872.....	97	.....	97	32,264	do	.....
January, 1873.....	103	.....	103	32,554	do	.....
January, 1874.....	105	.....	105	32,602	do	.....
January, 1875.....	104	.....	104	27,525	do	.....
January, 1876.....	107	.....	107	27,489	do	1 : 256

*Topographical engineers merged into Corps of Engineers March 3, 1863, vol. 12, p. 743.

† On an average, twenty-five officers from other army of service were, in addition, from January 1817 to January, 1873, detailed on engineer duty every year.

Table No. 2, showing the number of field-officers of engineers, and number of field-officers of infantry, artillery, and cavalry in the Army, in the year 1838 and in the year 1876.

TABLE 1838.

	Colonels.	Lieutenant-colonels.	Majors.	Total field-officers.
Engineers.....	2	3	8	13
Infantry, artillery, and cavalry.....	14	14	14	42
Ratio of engineers to infantry, artillery, and cavalry.....	1 to 7	1 to 4.6	1 to 1.7	1 to 3.2

TABLE 1876.

	Colonels.	Lieutenant-colonels.	Majors.	Total field-officers.
Engineers.....	6	12	24	42
Infantry, artillery, and cavalry.....	40	40	70	150
Ratio of engineers to infantry, artillery, and cavalry.....	1 to 6.6	1 to 3.3	1 to 2.9	1 to 3.6

Table No. 3, showing the average years of service in the Army of field-officers, as compiled from Army Register of 1876.

	Average years of service of colonels.	Average years of service of lieutenant-colonels.	Average years of service of majors.	Average of the average years of service of field-officers.
Engineers.....	39.8	30.0	17.8	29.2
Average of infantry, artillery, and cavalry.....	26.0	24.0	19.6	23.2
Average for infantry, artillery, cavalry, adjutants, inspectors, judge-advocates, quartermasters, commissaries, and paymasters,	29.7	24.2	17.3	23.7

2d.—Duties and occupation of the Corps of Engineers.

There are intrusted to the Corps of Engineers by law and regulations, the constructions and surveys for fortifications; the constructions and surveys for improvement of harbors and rivers; the constructions of light-houses; the constructions and surveys for public buildings and grounds in the District of Columbia; the survey of the lakes; military and geographical surveys and explorations in the western Territories. Any other duties which may be given by Congress or the order of the President of the United States.

The following statement shows in detail the duties upon which each officer of the Corps of Engineers is now engaged:

Statement showing rank, duties, and address of officers of the Corps of Engineers and of United States civil engineers, January, 1876.

Brig. Gen. Andrew A. Humphreys, commanding Corps of Engineers. Member of commission to examine into canal-routes across the isthmus connecting North and South America. Office of the Chief of Engineers, Washington, D. C.

Col. John G. Barnard, member of board of engineers for fortifications. Member of Light-House Board. Army building, Houston and Greene streets, New York City.

Col. Henry W. Benham, in charge of construction of Forts Winthrop, Independence, and Warren, and work on Long Island Head. Box 209, Boston, Mass.

Col. John N. Macomb, in charge of improvement of the Upper Mississippi and Illinois Rivers, and Des Moines and Rock Island rapids of the Mississippi River; the survey for the improvement of that portion of the "Mississippi route" designated by the Senate Select Committee on Transportation-Routes to Seaboard, as improvements upon a system to be provided so as to give from 4½ to 6 feet depth of water at lowest stages from Falls of Saint Anthony to Alton; and the survey of so much of the northern route as is designated "the Hennepin Canal" from some point on the Mississippi River near Rock Island to the Illinois River at Hennepin. Rock Island, Ill.

Col. James H. Simpson, in charge of improvement of Osage River and Mississippi River between the mouths of the Illinois and Missouri Rivers, and between the mouths of the Missouri and Ohio Rivers; the survey of that portion of the Mississippi route lying between Alton and the mouth of the Ohio River, as designated by the Senate Select Committee on Transportation-Routes to the Seaboard. 417 Pine street, Saint Louis, Mo.

Col. Israel C. Woodruff, on detached service, engineer third light-house district. P. O. box 4032, New York City.

Col. Zealous B. Tower, member of board of engineers for fortifications, Army building, Houston and Greene streets, New York City.

Lieut. Col. Horatio G. Wright, member of board of engineers for Fortifications, Army building, Houston and Greene streets, New York City.

Lieut. Col. John Newton, in charge of construction of Forts Montgomery, Columbus, Castle William, South Battery, Governor's Island, Wood, Hamilton, and additional batteries, mortar battery at Fort Hamilton, and fort at Sandy Hook; manufacture and supply of mastic; improvement of the Hudson River and East Chester Creek, New York, Otter Creek, Vermont, and Passaic River, New Jersey; removal of obstructions in the East and Harlem Rivers, including Hell Gate, New York; harbor improvements at Burlington and Swanton, Vt., Rondout, Portchester, and Plattsburgh, N. Y.; examinations and surveys at Echo Harbor, New Rochelle, N. Y., and for breakwaters at Rouse's Point and Port Henry, Lake Champlain; the survey of so much of the third subdivision of the northern route, designated by the Senate Select Committee on Transportation-Routes to Seaboard, as extends from Troy, on the Hudson River, to New York City. Army building, Houston and Greene streets, New York City.

Lieut. Col. George Thom, in charge of works for improvement of rivers Saint Croix, Machias, Narragansett, Sullivan, Union, Penobscot, Kennebec, Royals, Saco, Kennebunk, Me., Cochecho, N. H., and Merrimack, Mass., of harbors of Camden, Portland, Richmond's Island, Wells, Me., Gloucester, Salem, Boston, Hingham, Duxbury, Plymouth, Wellfleet, and Provincetown, Mass.; construction of sea-walls of Great Brewster, Deer, and Lovell's Islands, Boston Harbor; examinations and surveys of Ipswich River and Harbor, Mass., Belfast Bay and Harbor, and harbor Matinicus Island, Me. Portland, Me.

Lieut. Col. John D. Kurtz, in charge of construction of Forts Delaware, Del., and Mifflin, Pa., battery at Finn's Point, N. J., and work opposite Fort Delaware, piers at New Castle and Lewes, Del.; harbor improvements at Wilmington, Del., and on Delaware River and Bay; improvement of the South and Shrewsbury Rivers and Cohansy Creek, N. J., Delaware and Broadkill Rivers, Del., and Schuylkill River, Pa.; examinations and surveys of north and south branches of the Shrewsbury River, N. J.; piers at Marcus Hook and Lower Pier, Chester, Pa. 1328 Chestnut street, Philadelphia, Pa.

Lieut. Col. Barton S. Alexander, senior engineer charged with general supervision and inspection of all matters under the command of the Chief of Engineers within the Pacific territory; member of board of engineers for fortifications on the Pacific coast. San Francisco, Cal.

Lieut. Col. William F. Reynolds, on detached service; engineer fourth light-house district. 532 Walnut street, Philadelphia, Pa.

Lieut. Col. Charles S. Stewart, in charge of construction of fortifications at Fort Point, Point San José, and Angel Island, San Francisco, and at San Diego, Cal.; removal of obstructions off San Francisco Harbor, and improvement of San Diego Harbor; member of board of engineers for fortifications on the Pacific coast. San Francisco, Cal.

Lieut. Col. Charles E. Blunt, in charge of improvement of harbors of Port Clinton, Monroe, Toledo, Sandusky City, Huron, Vermillion, Black River, Rocky River, Cleveland, Grand River, Ashtabula, Conneaut, Erie, Dunkirk, and Buffalo, on Lake Erie, and construction of Fort Porter, N. Y., and of Fort Wayne, Mich.; engineer tenth light-house district. Buffalo, N. Y.

Lieut. Col. James C. Duane, in charge of construction of Forts Gorges, Preble, Scammell, Popham, Knox, and battery at Portland Head, Me., and Forts Constitution and McClary, and batteries on Jerry's Point and Gerrish's Island, Portsmouth Harbor, N. H.; engineer first and second light-house districts. Portland, Me.

Lieut. Col. Robert S. Williamson, on detached service; engineer twelfth light-house district. San Francisco, Cal.

Lieut. Col. Quincy A. Gillmore, in charge of construction of Forts Wadsworth, Tompkins, and its batteries, N. Y., Macon and Caswell, N. C., Moultrie, Sumter, Johnson,

and Castle Pinckney, S. C., Jackson and Pulaski, Ga., Clinch and Marion, Fla., and temporary charge of Forts Monroe and Wool, Va.; improvement of the bar at the mouth of the Saint John's River, Fla., Charleston Harbor, S. C., Savannah River and Harbor; member of board to test the strength and value of all kinds of iron, steel, and all other metals submitted to it. Post-office box 1647, New York City.

Lieut. Col. Thomas Lincoln Casey, in charge of the first and second divisions, Office of the Chief of Engineers, Washington, D. C.

Major Nathaniel Michler, in charge of works for defense of the mouth of the Columbia River, and improvement of the Willamette, Umpqua, and the Upper Columbia Rivers; examinations and surveys of Columbia, Skaget, Yamhill, Snohomish, Chehalis, and Snake Rivers; demarkation and survey of military reservations on San Juan and adjacent islands in Puget Sound; examinations and surveys of Puyallup River, Wash., at mouth of Nehalem River and Alsea River and bar, Oreg.; and for route for a canal to connect Shoalwater Bay with the Columbia River; engineer thirteenth light-house district. Portland, Oreg.

Major John G. Parke, in charge of the third division, Office of the Chief of Engineers, Washington, D. C.

Major Gouverneur K. Warren, in charge of construction of defenses of New Bedford Harbor, Mass., Narragansett Bay, R. I., improvement of harbors of Edgartown, Wareham, Hyannis, and Fall River, Mass., Wickford and Newport, R. I.; improvement of rivers Taunton, Mass., Pawtucket and Providence, R. I., Pawcatuck, R. I. and Conn., and Connecticut, Conn.; construction of breakwater at Block Island, R. I.; examinations and surveys of New Bedford and Nantucket Harbors, Mass.; examination and survey of Little Narragansett Bay, R. I. and Conn. Newport, R. I.

Major George H. Mendell, in charge of construction of fort on Alcatraz Island and of defenses at Lime Point, San Francisco Bay, breakwater at Wilmington Harbor, Cal.; removal of Rincon Rock, in the harbor of San Francisco, and improvement of Oakland Harbor and Sacramento and Feather Rivers, Cal.; examination and survey of Monterey, Cal.; member of board of engineers for fortifications on the Pacific coast; member of advisory board of commissioners on the harbor-lines of San Francisco. San Francisco, Cal.

Major Henry L. Abbot, commanding engineer depot and post of Willet's Point, and battalion of engineers; in charge of construction of Fort Schuyler and fort at Willet's Point, N. Y., and of experiments with torpedoes. Whitestone, Queens Co., N. Y.

Major William P. Craighill, in charge of construction of defenses of Baltimore, Md., and Washington, D. C.; improvement of Susquehanna, Patapsco, Chester, Wicomico, and Elk Rivers, Md.; James and Appomattox Rivers, Va.; Great Kanawha River, W. Va., and Cape Fear River, N. C.; of the harbors of Baltimore, Cambridge, and Crisfield, Md.; examination and survey of Elk River, W. Va.; the survey of that portion of the "central route" designated by the Senate Select Committee on Transportation-Routes to the Seaboard as "a connection by canal or freight railway from the Ohio River or Kanawha River, near Charleston, by the shortest and most practicable route, through West Virginia, to tide-water in Virginia," and "the improvement of the Kanawha River from its mouth to Great Falls, so as to give six feet navigation at all seasons." Union Bank Building, Baltimore, Md.

Major Cyrus B. Comstock, in charge of survey of northern and northwestern lakes. Detailed to report upon the depth and width of a channel secured and maintained by jetties constructed by James B. Eads, at mouth of Mississippi River. Detroit, Mich.

Major Godfrey Weitzel, in charge of improvement of Falls of the Ohio River, and Louisville and Portland Canal, of Saint Mary's Falls Canal, and Saint Clair Flats Canal; Saint Mary's, Clinton, Saint Clair, Sebawaing, and Saginaw Rivers, Mich.; of harbors Cheboygan, Au Sable River, and Black River, Harbor of Refuge on Lake Huron, and removal of obstructions from Detroit River. Examinations and surveys of Thunder Bay River, Lake Huron, and Clinton River, Mich., and for breakwater at mouth of Au Sable River, Lake Huron. Survey of the National Park on the island of Mackinaw. Engineer 11th light-house district. Detroit, Mich.

Major Orlando M. Poe, on detached service. Aid-de-camp on the personal staff of the General of the Army, with the rank of colonel. Member of Light-House Board. Washington, D. C.

Major David C. Houston, in charge of harbor improvements at Milwaukee, Racine, and Kenosha; improvement of Fox and Wisconsin Rivers. The survey of that portion of the "northern route" designated by the Senate Select Committee on Transportation-Routes to the Seaboard as the Fox and Wisconsin Rivers improvement, by which 5 feet depth of water will be secured during the entire season from the Mississippi River to Green Bay. Milwaukee, Wis.

Major George H. Elliot, in charge of the 4th and 5th Divisions. Office of the Chief of Engineers, Washington, D. C.

Major Henry M. Robert, in charge of harbor improvements at Ontonagon, Eagle Harbor, Marquette, Menomonee, Green Bay, Ahnepee, Two Rivers, Manitowoc, Sheboygan, Port Washington, and Harbor of Refuge at entrance of Sturgeon Bay Canal. Milwaukee, Wis.

Major William E. Merrill, in charge of improvement of the Ohio, Monongahela, and Wabash Rivers, and explorations of routes for the extension of the Chesapeake and Ohio

Canal to the Ohio River, by the north and south branches of the Potomac River. Examinations and surveys of Alleghany River, Pennsylvania, portion of Monongahela River, West Virginia, and Louisa Fork of Sandy in Virginia and Kentucky. Engineer in 14th light-house district. No. 82, West Third street, Cincinnati, Ohio.

Major Walter McFarland, in charge of construction of Forts Ontario and Niagara, N. Y.; of harbor improvements at Olcott, Oak Orchard, Charlotte, Pultneyville, Big Sodus, Little Sodus, Oswego, Black River, Ogdensburgh, Wilson, and Waddington, N. Y. Examinations and surveys of mouth of Big Sandy Creek, N. Y.; and of the practicability and cost of constructing a canal and locks around the rapids in the Saint Lawrence River, at Waddington, N. Y. In charge of improvement of the Tennessee River; Cumberland River, below Nashville, Tenn.; Tombigbee River, in Mississippi; and Oostenaula and Coosawattee Rivers, Georgia. Examinations and surveys Tennessee and Tombigbee Rivers, Clinch and Powell Rivers, in Virginia and Tennessee; Emory River, Tennessee, and Ocmulgee River, Georgia, and Smith's Shoals in Kentucky. On duty under United States Isthmus Canal Commission, in connection with the examination of proposed routes for canal between the Atlantic and Pacific Oceans. In charge of the survey designed by the Senate Select Committee on Transportation-Routes to the Seaboard as the "southern route," viz, 1st, for the improvement of the Tennessee River from its mouth to Knoxville, so as to give 3 feet depth at lowest stages of water; and 2d, a communication, by canal or freight-railway, from some convenient point on the Tennessee River, in Alabama or Tennessee, by the shortest and most practicable route, to the Atlantic Ocean. Chattanooga, Tenn.

Major Orville E. Babcock, on duty with the President. In charge of public buildings and grounds, and certain public works in the District of Columbia, with the rank of colonel of Engineers; of work on the east wing of the building for the State, War, and Navy Departments; of Washington Aqueduct and Chain Bridge on the Potomac River, and construction of Anacostia bridge over the Eastern Branch. Executive Mansion, Washington, D. C.

Major John M. Wilson, under orders, and *en route* to Portland, Oreg., to relieve Major Michler of his duties. Portland, Oreg.

Maj. Franklin Harwood, on detached service, engineer 5th light-house district. No. 1 Courtland street, Baltimore, Md.

Maj. John W. Barlow, in charge of Forts Griswold and Hale, and the construction of Fort Trumbull, Conn.; improvement of harbors of Stonington, New Haven, Bridgeport, Milford, Westport, Southport, and Norwalk, Conn., Port Jefferson and Huntington, N. Y.; improvement of rivers Thames and Housatonic, Conn., and Peconic, N. Y.; examination and survey of the channel of West Haven Harbor, near New Haven, Conn., New London, Conn.

Maj. Peter C. Hains, on detached service; engineer secretary to Light-House Board. Washington, D. C.

Maj. Francis U. Farquhar, in charge of harbor improvements at Superior City, Superior Bay, and Du Luth; improvement of Falls of Saint Anthony, and of the Mississippi River above the Falls of Saint Anthony; improvements and surveys on Minnesota River; construction of Meeker's Island, lock and dam; examination and survey of Chippewa River, Wis.; in charge of the survey of that portion of the "Mississippi route" designated by the Senate Select Committee on Transportation-Routes to the Seaboard as that for the construction of reservoirs at the sources of the river, and that for securing from three to five feet depth of water at lowest stage above the Falls of Saint Anthony. Saint Paul, Minn.

Maj. George L. Gillespie, engineer officer Military Division of the Missouri; in charge of the construction of the harbors of Chicago, Calumet, Michigan City, and New Buffalo; examination for route for a canal from Lake Michigan to the Wabash River, Ind. Chicago, Ill.

Maj. Charles R. Suter, in charge of improvement of the Mississippi, Missouri, Arkansas, White, and Saint Francis Rivers; examination and survey of Missouri River above Saint Joseph's, Mo.; the examination of that portion of the "Mississippi route" designated by Senate Select Committee on Transportation-Routes to the Seaboard as that which relates to the plan and probable cost of securing a depth of from eight to ten feet at lowest stage of water between Cairo and New Orleans; engineer fourteenth and fifteenth light-house districts. No. 216 North Eighth street, Saint Louis, Mo.

Maj. Jared A. Smith, in charge of construction of Forts Jefferson and Taylor, Fla.; engineer seventh light-house district. Key West, Fla.

Maj. Saml. M. Mansfield, in charge of harbor improvements at Frankfort, Manistee, Ludington, Pentwater, White River, Muskegon, Grand Haven, Black Lake, Saugatuck, South Haven, and Saint Joseph, on Lake Michigan. Detroit, Mich.

Capt. William J. Twining, on detached service under the Department of State, upon the joint commission for the survey of the boundary-line along the forty-ninth parallel. 1930 Pennsylvania avenue, Washington, D. C.

Capt. William R. King, commanding Company B, battalion of engineers. Whitestone, Queens County, New York.

Capt. William H. H. Benyaurd, in charge of improvement of the Ouachita River, in Louisiana and Arkansas, and of the Yazoo River in Mississippi, and Cypress Bayou, Texas; of water-gauges on the Mississippi River and its principal tributaries; removal of raft in Red River, La; dredging at foot of Sodo Lake, Texas. Memphis, Tenn.

Capt. Charles W. Howell, in charge of construction of Forts Pike, Macomb, Tower Duprés, Battery Bienvenue, Tower at Proctorsville, Jackson, Saint Philip, and Livingston; improvement of the mouth of the Mississippi River, Galveston Harbor, Sabine Pass, and Red Fish Bar in Galveston Bay, and Ship Channel, San Jacinto River, to Bolivar Channel, Galveston Bay, Texas; examinations and surveys for canal from Donaldsonville, La., to the Rio Grande, Texas, Cedar Bayou Bar, Red River at Alexandria, La., Brazos and Guadalupe Rivers. Drawer 432, New Orleans, La.

Capt. Garret J. Lydecker, on duty under immediate orders of Major Houston. 472 Jefferson street, Milwaukee, Wis.

Capt. Arthur H. Burnham, on duty under immediate orders of Colonel Benham. 31 Tyler street, Lowell, Mass.

Capt. Amos Stickney, on duty under immediate orders of Colonel Macomb. Keokuk, Iowa.

Capt. James W. Cuyler, on sick leave. Brown, Shipley & Co., London, Eng.

Capt. Alexander Mackenzie, on duty under immediate orders of Major Weitzel. Louisville, Ky.

Capt. Oswald H. Ernst, commanding Company E, battalion of engineers; on duty at the Military Academy; instructor of practical military engineering, military signals, and telegraphy. West Point, N. Y.

Capt. David P. Heap, on duty under board of United States Executive Departments, collecting and arranging articles pertaining to engineer department for the International Exhibition of 1876. 409 Walnut street, Philadelphia, Pa.

Capt. William Ludlow, on detached service; engineer officer Department of Dakota. Post-office box L, Saint Paul, Minn.

Capt. Charles B. Phillips, on duty under immediate orders of Major Craighill. Baltimore, Md.

Capt. William A. Jones, on detached service; engineer sixth light-house district. Charleston, S. C.

Capt. Andrew N. Damrell, in charge of construction of defenses of Mobile and Pensacola, and fort on Ship Island, Miss.; improvement of harbor of Mobile; of Chattahoochie and Flint Rivers, Ga., Apalachicola River, Fla., and Warrior and Tombigbee Rivers, Ala.; removal of obstructions in the Choctawhatchie River, Ala. and Fla.; dredging the bar at mouth of harbor at Cedar Keys, Fla.; examination and survey of Alabama River; engineer eighth light-house district. Mobile, Ala.

Captain Charles J. Allen, on duty under immediate orders of Colonel Simpson. 417 Pine street, Saint Louis, Mo.

Captain Charles W. Raymond, on detached service, on duty at the Military Academy. West Point, N. Y.

Captain Lewis C. Overman, on duty under immediate orders of Major McFarland. Nashville, Tenn.

Captain Alexander M. Miller, on detached service, on duty at the Military Academy. West Point, N. Y.

Captain Micah R. Brown, on duty under immediate orders of Major Comstock. P. O. drawer 432, New Orleans, La.

Captain Milton B. Adams, on duty under immediate orders of Lieutenant-Colonel Blunt. Cleveland, Ohio.

Captain William R. Livermore, commanding Company C, battalion of engineers. Whitestone, Queens County, N. Y.

Captain William H. Heuer, on duty under immediate orders of Lieutenant-Colonel Newton. Astoria, N. Y.

Captain William S. Stanton, on detached service, engineer office, Department of the Platte. P. O. box 544, Omaha, Nebr.

Captain A. Nisbet Lee, on duty under immediate orders of Major Weitzel. Detroit, Mich.

Captain Thomas H. Handbury, on detached service, on duty at the Military Academy. West Point, N. Y.

Captain James C. Post, on duty under immediate orders of Lieutenant-Colonel Gillmore. Fort Monroe, Va.

Captain James F. Gregory, on detached service, under the Department of State, upon the joint commission for the survey of the boundary-line along the 49th parallel. 1930 Pennsylvania avenue, Washington, D. C.

Captain Henry M. Adams, on duty under immediate orders of Major Comstock. Detroit, Mich.

First Lieut. James Mercur, adjutant battalion of engineers, and post of Willet's Point; post treasurer and signal-officer. Whitestone, Queens County, N. Y.

First Lieut. Chas. E. L. B. Davis, on duty under immediate orders of Captain Howell, to assist Major Comstock in the performance of special duty relative to the jetty system at the mouth of Mississippi River. Lock-drawer 432, New Orleans, La.

First Lieut. Benjamin D. Greene, quartermaster battalion of engineers, acting assistant quartermaster and assistant commissary subsistence, and recruiting-officer post of Willet's point. Whitestone, Queens Co., N. Y.

First Lieut. John H. Weeden, on duty under immediate orders of Lieutenant-Colonel Stewart. P. O. box 1358, San Francisco, Cal.

First Lieut. George M. Wheeler, in charge of geographical explorations and surveys west of the 100th meridian. P. O. box 93, Washington, D. C.

First Lieut. James B. Quinn, on duty under immediate orders of Captain Howell. P. O. box 900, Galveston, Texas.

First Lieut. Daniel W. Lockwood, on duty under immediate orders of Major Comstock. Detroit, Mich.

First Lieut. Ernest H. Ruffner, on detached service, engineer officer, Department of the Missouri. Fort Leavenworth, Kan.

First Lieut. John C. Mallery, on detached service, engineer officer Military Division of Pacific. San Francisco, Cal.

First Lieut. Clinton B. Sears, on duty under immediate orders of Colonel Benham. Boston, Mass.

First Lieut. Thomas Turtle, on duty under immediate orders of Major Craighill. Union Bank building, Baltimore, Md.

First Lieut. Edward Maguire, on duty under immediate orders of Major Craighill. Union Bank building, Baltimore, Md.

First Lieut. Frederick A. Mahan, on duty under immediate orders of Major Merrill. No. 82 West Third street, Cincinnati, Ohio.

First Lieut. Charles F. Powell, on duty under immediate orders of Major Comstock. Detroit, Mich.

First Lieut. Frederick A. Hinman, on duty under immediate orders of Major Houston. 472 Jefferson street, Milwaukee, Wis.

First Lieut. Albert H. Payson, on duty at the Military Academy, and with Company E, battalion of engineers. West Point, N. Y.

First Lieut. John G. D. Knight, on detached service, on duty at the Military Academy. West Point, N. Y.

First Lieut. Richard L. Hoxie, on detached service, chief engineer of the District of Columbia under the direction of the Board of Commissioners. Columbia Building, Fourth-and-a-half street, Washington, D. C.

First Lieut. Edgar W. Bass, commanding Company A, battalion of engineers. White-stone, Queens Co., N. Y.

First Lieut. William L. Marshall, on duty under immediate orders of Lieutenant Wheeler. P. O. lock-box 93, Washington, D. C.

First Lieut. Joseph H. Willard, on duty under immediate orders of Lieutenant-Colonel Newton. Box 228, Albany, N. Y.

First Lieut. Eric Bergland, on duty under immediate orders of Lieutenant Wheeler. P. O. lock-box 93, Washington, D. C.

First Lieut. Samuel E. Tillman, on detached service, on duty at the Military Academy. West Point, N. Y.

First Lieut. Philip M. Price, on duty under immediate orders of Major Comstock. Detroit, Mich.

First Lieut. Francis V. Greene, on detached service under the Department of State upon the joint commission for the survey of the boundary-line along the 49th parallel. 1930 Pennsylvania avenue, Washington, D. C.

First Lieut. Carl F. Palfrey, on detached service, on duty at the Military Academy. West Point, N. Y.

Second Lieut. William H. Bixby, on detached service, on duty at the Military Academy. West Point, N. Y.

Second Lieut. Henry S. Taber, on duty with Company B, battalion of engineers. White-stone, Queens Co., N. Y.

Second Lieut. William T. Rossell, on duty with Company A, battalion of engineers. Whitestone, Queens Co., N. Y.

Second Lieut. Thomas N. Bailey, on duty under immediate orders of Major Comstock. Detroit, Mich.

Second Lieut. Thos. W. Symons, on duty with Company C, battalion of engineers. Whitestone, Queens County, N. Y.

Second Lieut. Smith S. Leach, on duty with Company B, battalion of engineers. White-stone, Queens County, N. Y.

Second Lieut. Dan C. Kingman, on duty with Company C, battalion of engineers. White-stone, Queens County, N. Y.

Second Lieut. Eugene Griffin, on duty with Company B, battalion of engineers. White-stone, Queens County, N. Y.

Second Lieut. Willard Young, on duty with Company A, battalion of engineers. White-stone, Queens County, N. Y.

RETIRED.

Col. Henry Brewerton, Old Point Comfort, Va.

Col. Thomas J. Cram, 1817 De Lancey Place, Philadelphia, Pa.

Col. George W. Cullum, 254 Fifth avenue, New York City.
 Lieut. Col. Lorenzo Sitgreaves, 1226 F street, Washington, D. C.
 Major Frederick E. Prime, care of Dr. Buell, Litchfield, Conn.

UNITED STATES CIVIL ENGINEERS.

Clarence King, in charge of geological exploration of 40th parallel. 23 Fifth avenue, New York City.

General J. H. Wilson, member of board of engineers upon improvement of Des Moines and Rock Island Rapids and improvement of Illinois River. 70 William street, New York City.

S. T. Abert, in charge of improvement of Occoquan, Rappahannock, Elizabeth, and Nansemond Rivers, Va., and Roanoke River, N. C.; of Aquia, Accotink, and Nomini Creeks, Va.; of the harbors of Washington and Georgetown, D. C., examinations and surveys East Branch of Potomac River; Chickahominy, Hampton, Blackwater, Pamunky, Mataponi, and Totusky Rivers, and Pagan Creek, Va.; and Catawba, Pamlico, Neuse, Pasquotank, and Perquimans Rivers, and Edenton Harbor, N. C.; and line to connect the Neuse and Cape Fear Rivers, in North Carolina, and line to connect Norfolk Harbor, in Virginia, with the Cape Fear River, N. C. Corner Nineteenth street and Pennsylvania avenue, Washington, D. C.

By command of Brigadier-General Humphreys:

THOS. LINCOLN CASEY,
Lieutenant-Colonel of Engineers.

From this it will be seen that the officers are employed as follows:

Office of the Chief of Engineers, including the Chief.....	4
On fortifications.....	6
On fortifications and light-house duty.....	3
On fortifications and river and harbor works.....	21
On fortifications and river and harbor and light-house duty.....	5
On river and harbor works.....	13
On river and harbor works and light-house duty.....	5
On light-house duty.....	6
On public buildings and grounds.....	1
On duty with battalion of engineers.....	15
On survey of northern and northwestern lakes.....	6
On duty at Military Academy, instructing cadets.....	7
On duty under board of United States Executive Departments.....	1
On explorations west of one hundredth meridian.....	3
On survey of northern boundary, under Department of State.....	3
On sick-leave.....	1
Detached, on duty with the General of the Army, generals commanding departments and divisions, and Board of Commissioners of the District of Columbia.....	7
	107

Besides these, the following force of civilians is as an average employed monthly upon the works intrusted to the Engineer Department:

Designations.	Number
Assistant engineers.....	167
Scientists, physicians, &c.....	13
Inspectors, draughtsmen, clerks, recorders, and overseers.....	397
Steamboatmen and other boatmen.....	723
Mechanics, laborers, &c.....	3,835
Total.....	5,140

In the above force the large number of workmen employed by contractors is not included, but only those persons employed and paid directly by the United States, and these numbers vary with the period of active operations, (the above table being for September, 1875,) and the number of works and surveys authorized by Congress.

An inspection of the statement of duties shows that of the one hundred and six officers of engineers on the rolls, there are "in charge" of surveys and constructions thirty-seven officers, mostly field-officers of the corps. Of the remaining sixty-nine officers, twenty-seven captains and subalterns are employed as assistants to the officers "in charge" of works. This leaves forty-two officers who are employed at the Military Academy as teachers; as the officers of the battalion of engineer soldiers; on duty with Department of State, surveying

northwestern boundary, in accordance with the law; on boards of engineers for fortifications; at the headquarters of the corps; on the staffs of generals commanding departments and divisions; on duty with the Commissioners of District of Columbia.

It will be seen that there is a very small force of engineer-officers employed upon the extensive works of construction intrusted to the corps, and the civilian assistants employed are no more than are absolutely necessary, in connection with the officers of the corps, to do the work which Congress has required.

The increased duties of the Corps of Engineers during the past twenty years are well illustrated by the following remarks taken from my letter to the Military Committee of the House, and printed in Report No. 384, H. of Rep., Forty-third Congress, first session, page 365:

"Twenty years ago, say in 1853, there were ninety-three officers of engineers on the rolls, and the amount of money appropriated by Congress for the four years from 1849 to 1853, to be disbursed by the Corps of Engineers on constructions and surveys, was \$7,500,000, covering about 250 different works.

* * * * *

"During the last Congress, the Forty-second, for the years 1871 and 1872, there was appropriated the sum of \$21,562,950 covering about 470 different works of construction and survey."

With reference to the engineer battalion, it is now reduced below the limits it should have. One company (see sec. 1157, Revised Statutes,) is stationed by law at the Military Academy to assist in the instruction of cadets. The other three companies are stationed at Willet's Point, New York, from whence they have supplied several detachments engaged in the western departments in assisting in surveys and reconnaissances. The men remaining at Willet's Point are engaged in their special instructions and drills, but mainly in the instructions needed to apply electrical torpedoes to the channels and fairways of our harbors as obstructions to the entrance of hostile vessels.

In view of the foregoing, I cannot recommend any reduction in the force of the Engineer Corps of the Army or change in its organization.

In comparison with the strength of the Army upon a peace establishment, it is smaller than at any time since 1817.

In the number of its field-officers it is relatively smaller than it was in 1838, when the Army was increased and placed upon a modern basis, and the advancement of its field officers is not as rapid as in the remainder of the Army.

When the number of its officers are compared with the amount of duties imposed, they will be found to be less now than they ever have been, and the public service would be benefited by an increase in the number of junior officers of the corps.

With reference to the battalion, I beg leave to call attention to my annual report for 1875, and the recommendation therein, that it be increased to 520 enlisted men. See pp. 29 to 32, Ex. Doc. 1, pt. 2, vol. II, H. of Rep., Forty-fourth Congress, first session.

Question 4. Would a reduction of pay to \$1,300 to second lieutenants mounted, and \$1,200 to second lieutenants not mounted, be excessive?

Answer. The pay of first and second lieutenants has always, so far as I know, been nearly the same, their duties being generally of the same character and responsibility.

Question 6. If the forage-ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals?

Answer. This belongs to the experience of the Quartermaster's Department, and that I have had no familiarity with for the past ten years.

Question 7. What is your opinion regarding appropriations necessary for fort or other fortifications of which you have knowledge?

Answer. An estimate of the amount of funds that could be expended judiciously during the fiscal year ending June 30, 1877, upon the fortifications of our sea-boards, was embraced in my annual report for 1875, and amounted to \$2,044,000, details of which will be found in my annual report for 1875, pages 4 to 32, and in the Book of Estimates, Ex. Doc. No 5, H. of R., Forty-fourth Congress, first session, pages 125 and 126. In the event of war with a maritime nation, if we had no well-digested system of sea-coast defense ready for use, the cruisers and war-vessels of the enemy could run into our harbors, and, without landing, could either destroy the property along the shores, or else lay the people under contribution. The accurate detailed charts of our harbors and channels published by the United States Coast Survey are accessible to all such nations, and are doubtless in their possession. If the enemy possesses depots and arsenals in close proximity to our shores, the arrival of such armed vessels will follow in a few hours after the declaration of war. Thirty-six hours' steaming could bring vessels from Halifax; six hours, vessels from Havana; and ninety-six hours, vessels from Victoria, Vancouver's Island, to important harbors of the United States. There might be very little time for preparation to meet the assaults of iron-plated ships, for they are plated with from six to fifteen inches of iron, and carry rifled guns from nine inches to fourteen inches bore, all of which guns are more powerful than any gun we have in our service. With a fleet, or even a single vessel, of this kind in one of our harbors, it would be of no avail to collect troops in the city or town threatened. Suppose, with our railroad facilities, we could concentrate 100,000 men in twenty-four hours at the point threatened, of what use would they be against the armored ship? Suppose that in a night the men con-

centrated could throw up earthworks and mount 32-pounders, 42-pounders, 100-pounder rifles, (even if it were possible to handle guns of this small size with the rapidity assumed,) what injury could all this do to the armored ship in question? The projectiles from such batteries would fall harmlessly from the side of the enemy. While lying, if need be, beyond the range even of our guns, with his more powerful armaments he would pierce such parapets through and through, dismount the guns, and explode such magazines.

But it may be said that we would mount guns as powerful and even more powerful than those of the enemy. Doubtless this would be done; first, if we had such guns in our service, and, second, if we had the time.

Our largest gun, of which we have any number, is a 15-inch smooth-bore, and weighs over 25 tons. We have about 325 of them for our entire coasts of 12,600 miles, exclusive of Alaska, and beyond a range of 1,200 yards it is a less powerful gun than the 9-inch rifle of 12 tons. The 10-inch rifle weighs 18 tons; the 11-inch, 25 tons; the 12-inch, 35 tons; and the 14-inch, 81 tons; and these guns are immeasurably superior to our 15-inch smooth-bore. They are the kinds of guns we must mount in batteries against the iron-plated vessels. But their great weight and size require corresponding dimensions in the batteries in which they are placed, and in the strength and solidity of the platforms upon which they are mounted. The parapets and traverses of earth and sand to protect them must be three and even four times as thick and massive as they were formerly built, to resist the armaments of fifteen years ago. Where the parapets of earth were but 10 feet in thickness, now they must be 40 feet. Guns that were formerly dragged with ease by fifteen or twenty men, and placed in position over night, are now supplanted by armaments of such huge masses that special mechanical appliances are required to move them even slowly, and cannot be lifted upon their supports without the aid of hydraulic power. No matter how many men may be at our disposal, the time required to place the modern armaments in position is vastly greater than for the guns of fifteen years ago, and before such works could be improvised in a harbor, the enemy in his iron-clads will have accomplished all he desired, and have sailed or steamed for some other harbor to repeat the injuries of the first. But suppose the harbor in question was on the New England coast, and the season of the year the winter—when the ground is frozen hard—then the erection of efficient earthen batteries would be out of the question. Or, suppose the harbor was on the Gulf coast, and the season the fall of the year, when only the acclimated could resist the effects of the malarial shores—under such circumstances the erection of efficient batteries would be exceedingly difficult.

Three methods suggest themselves for preventing the enemy from entering our harbors:

1st. To stop up the channel-ways by permanent obstructions sunk across the channels, effectually closing the harbor to all egress as well as ingress. This would be to destroy the harbor while the war lasted, and to cripple the resources of the country.

2d. To provide for the harbors a force of armed vessels and torpedo-boats, superior in strength to the fleet of armored vessels and torpedo-boats which the enemy could bring against us. But this would require us to build and maintain as many fleets of this character as we have harbors to be defended, and would involve an expenditure that this country could not afford. The cost to us of the iron-clad fleet during the late war amounted, up to January 1, 1870, to \$35,371,064^{1/2}. (See Ex. Doc. No. 72, Senate, Forty-first Congress, second session.) The cost to us of such vessels as the British ship *Monarch* would not be less than \$400,000 per gun, and the deterioration of the vessel not less than 5 per cent. per year.

3. To place guns of proper size and caliber in suitable batteries along the shores of the channels and fair-ways leading into the harbors, and to obstruct these channels by electrical torpedoes that can be rendered in an instant harmless for our own vessels, or active against an enemy, and which, acting as an obstruction, will hold the enemy under the fire of our guns.

This method of batteries and of obstructions is the least expensive method that can be devised, for our new batteries do not cost on the average over \$16,000 per gun. It is the method that has been pursued by all nations from the earliest times. It was used by our English ancestors in the Colonial times during the French and Spanish wars, and it was used during the Revolution.

Batteries of heavy guns, with obstructions to hold the vessels under the fire of the guns is the true method of defense for our harbors, and is the means we are now applying and collecting, and these works should not be abandoned. Our labors are now restricted to the preparation of powerful barbette batteries (by the enlargement of old and the construction of new earth-works) capable of carrying the large modern guns; and to the collection of torpedoes for obstructions. The works are almost wholly of earth and sand; they are the cheapest works that can be devised, but they must be prepared before actual hostilities are upon us. This is the practice of all maritime nations, and England, with the most powerful fleets in existence, has expended upon nine harbors of her coast, from 1861 to 1875, 6,987,910 pounds sterling, nearly \$35,000,000 in gold, (see Report Fortifications, &c., ordered by the House of Commons to be printed August 11, 1875, 432,) and is still actively engaged in this work.

Our country is contiguous throughout its northern boundary with the most powerful maritime power of the earth, and close upon our southern shores is another, whose strength is

not to be despised. These are the nations with whom complications are most likely to arise.

Many of our works are in an unfinished, transition state, our supplies of torpedo-materials are insufficient, the caliber and force of our guns are too small, and under these circumstances I must reiterate the work on our sea-coast fortifications should not, in my judgment, be suspended.

I would call attention to the very exhaustive reports on sea-coast defenses, Report No. 86, H. of R., Thirty-seventh Congress, second session, and to Ex. Doc. No. 271, H. of R., Forty-first Congress, second session.

Question 8. Would it not be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps?

Answer. Having had no experience with the practical working of those Departments for several years past, I am unable to express any carefully formed opinion under this head.

Question 9. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?

Answer. My reply is the same as to the previous question.

Question 10. Might not the Bureau of Military Justice be dispensed with without injury to the service?

Answer. In my opinion the Judge-Advocate's Department has proved itself of great value ever since its organization, and should not be dispensed with.

Question 11. Might not the office of military storekeeper be abolished without detriment to the service?

Question 12. Could not the expenses of military division headquarters and departmental headquarters be materially reduced without detriment to the service?

Question 13. What reforms or reductions in expenses, if any, in Army matters would you recommend?

Answer. I am unable to express any opinions in reply to these three inquiries.

Very respectfully, your obedient servant,

A. A. HUMPHREYS,
Brigadier-General, Chief of Engineers.

Hon. HENRY B. BANNING,
Chairman of Committee on Military Affairs,
House of Representatives, Washington, D. C.

Letter from General Z. B. Tower.

ARMY BUILDING,
New York, February 11, 1876.

SIR: I have the honor to acknowledge the receipt of your printed letter of January 24, 1876, on the part of the Committee on Military Affairs, House of Representatives, containing thirteen questions in reference to the Army of the United States, and requesting an expression of my opinion in regard to the subjects embraced by those questions.

My absence from New York on duty, from which I did not return until the evening of the 6th February, has prevented an earlier acknowledgment of your communication.

The following are my answers to the questions of the Committee on Military Affairs, House of Representatives:

Question 1. What reduction, if any, can be made in pay and allowances of the officers of the Army, without detriment to the efficiency of the service?

Answer. Officers with whom I have conversed, taking into view present prices and a depreciated currency, are of opinion that their pay as now established by law is of less proportionate value to the necessities of to-day than was their pay of twenty years ago to the needs of that period. As the former compensation was not regarded by the United States Government, or by disinterested persons, as too great for that period, it cannot be too great to-day. Those who have families dependent on them for support can readily comprehend this conclusion. Regarding the present rate of pay as barely sufficient to meet the expenditures required by an officer's duties and position, I must look upon its reduction as an injury to the general service.

Question 2. What reduction in strength or expense can be made in either arm of the military service, cavalry, artillery, or infantry?

Answer. It is my opinion that the duties of the cavalry and infantry at our advanced posts, beyond the permanent settlements of our country, and their frequent severe field service at all seasons, entitle them to occasional withdrawal from those advanced positions; and I cannot think it too much indulgence that these officers and men be permitted one year's service among their fellow-men for two years' banishment beyond civilized society. Our cavalry and infantry force, including officers and enlisted men, is at present, 21,884; two-thirds of that number is 14,563; not too great a force to occupy the long cordon of posts which surround that portion of our country not permanently settled, and to supply the

commands required for field service against the savages that roam over these wilds, and to watch over and keep in order those placed upon reservations. These forces also exercise a good influence over other people roving beyond the line of permanent settlement, and beyond the reach of State or territorial laws. In addition, it must be remembered that, should war occur, this small force must serve as the basis of an organization for several large armies. Their services, for such purposes, would be invaluable. There are those who think war, within the limits of our country, an improbable event; yet, during my service of thirty-five years, I have participated in two wars. War, with untrained officers and soldiers, is excessively costly in life as well as in treasure, and is attended in all its earlier stages with disasters and mortifications not to be measured by a money-value. In view of the services required of our cavalry and infantry now, and of their incalculable value as the basis of an army should war occur, it is my opinion that these arms of service have been already reduced to a minimum standard. The artillery arm of our service is now barely sufficient to give one company as a guard to each of the permanent forts on our sea and lake coast. Unless those forts are left unguarded, there cannot be concentration of this arm for instruction as regiments, and for that *esprit* and discipline that comes from regimental association. This small body of trained artillerists (officers and men) must, in the event of war, furnish the nucleus of the field artillery of all armies raised, and at the same time be the basis of the garrisons of all the batteries and forts on the coast. For these two purposes their present numbers are insufficient, and therefore, in my opinion, the artillery arm of the service should not be reduced.

Question. What reductions can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Inspector-General's Department, Bureau of Military Justice, or either of them?

Answer. I have no doubt that the services of all the officers of the Corps of Engineers are required to perform the duties which properly belong to the corps, viz: The preparation of our sea-coast and lake defenses, by the construction of forts and batteries, and by the preparation of suitable material for torpedo service, and the instruction of officers and men in such service; and, further, to take charge of and carry on the large number of river and harbor improvements so beneficial to our foreign and internal commerce and for which appropriations are yearly made; and for surveys and reconnaissances and other services as set forth in the "Statement of Duties and Stations of Engineer Officers," issued quarterly in printed form by the Chief of Engineers. An inspection of this quarterly statement, and of the annual report of the Chief of Engineers, will probably convince any disinterested person that the officers of the Corps of Engineers are all actively and efficiently employed, and that a large number of them are overloaded with responsibilities. I do not think it necessary for me to dwell upon this subject, as doubtless the Chief of Engineers will give a detailed account of the officers of the corps.

We must rely largely upon our system of torpedo service for defending our harbors on the approach of war; and the more especially so now that we have no ordnance of sufficient power to prevent the latest-built iron-clads from running past our forts and batteries. We should want, therefore, a large number of trained men for torpedo service on the approach of war. The engineer battalion is entirely too small to furnish these trained men; in fact, not numerous enough to be used efficiently as a guiding and aiding force, and it ought to be increased rather than diminished.

From what I know of the duties required of the Ordnance Department, I do not think its corps of officers too large. I am not prepared to give an answer to the remaining portion of this question.

Question 4. Would a reduction of pay to \$1,300 to second lieutenants mounted, and \$1,200 to second lieutenants not mounted, be excessive?

Answer. I think my answer to question 1 covers this question.

Question 5. Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby?

Answer. My lack of personal knowledge of this subject prevents me from giving an opinion thereon.

Question 6. If the forage-ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals?

Answer. It is quite possible that horses may be kept in good order with two pounds less of grain and hay each per day, when not actively employed. Now, the horses required for the ten regiments of cavalry and the horses and mules of the Quartermaster's Department constitute the great number of animals for which forage is furnished. The amount of forage to be issued to each animal is determined by the Army regulations; or, in other words, by order from the War Department, and it is understood that what is not consumed daily by the public animals (and those of officers) will remain as a part of the supply-stock in the public stables. The regulation, as it stands, seems to be a good one, for it admits increase or diminution of the ration, according to the necessities of the service.

Question 7. What is your opinion regarding appropriations necessary for forts or other fortifications of which you have knowledge?

Answer. The vital points of our frontier line are our commercial ports, mainly upon the sea-coast. At these localities are concentrated vast individual and public interests; so great

that the possession of the principal harbors of the Atlantic coast alone, by an enemy, would paralyze our power to continue war with a maritime nation. In my opinion our coast-harbors, liable to occupation by hostile ships, should be thoroughly fortified in time of peace, and that, for the successful prosecution of war with a powerful nation, the entrances to all our important harbors, as New York, Philadelphia, Baltimore, Boston, New Orleans, San Francisco, Portland, Portsmouth, Norfolk, Pensacola, Mobile, and Key West should be so prepared for defense as to deter the most formidable maritime powers of Europe from attempting to get possession of these harbors.

The seizure of New York Harbor by an enemy would of course carry with it the possession of the Brooklyn navy-yard, and all the shipping in port, and all control of the Hudson River so far as it is navigable by ships of war. It would cut the direct line of communication between the Eastern and Middle States. It would otherwise result in damages to the city, State, and nation not to be estimated by a money consideration. It would be better, in my opinion, that the city and State of New York should lend their aid to the General Government, if the latter is unwilling to make the necessary appropriations, to render New York secure, than to run even a remote risk of the calamity that would befall them by the seizure of their great metropolis; and, further, in my opinion, it would be wisdom on the part of the United States to hasten to protect its own interests in this harbor and to save itself, should war occur, from the possibility of a reverse that would humiliate the nation and bring in its train direct and indirect injuries to the city, State, and country not to be measured by hundreds of millions of dollars. Similar statements may be made in reference to the other important harbors on our sea-coast, the possession of which by an enemy during war would be equally disastrous, relatively to their wealth and national importance. To protect these great marts of commerce and great centers of our maritime power, the entrances to their harbors should be fortified by the best defenses of engineering art, aided by obstructions to the passage of ships, such as torpedoes, rafts, chains, &c. For the reason that iron-casemated forts would require many years for their construction, and would necessitate vast expenditures, the Engineer Department has adopted a system of defenses mainly by earth-batteries. These batteries involve much masonry, being large structures designed for the reception of guns of great caliber, suited to contend with iron-clads of the present day. They are of necessity expensive; but not so relatively to the cost of iron forts. It is for the construction of these earth-batteries that yearly appropriations are asked, in order that they may be ready when needed.

In connection with this defense by guns, the engineer battalion at Willet's Point, under its commander, is learning a system of defense of harbors by torpedoes, which system is the result of study and experiment during the past ten years, and is thought to be at least as promising of successful application as that of any of the maritime powers of Europe. The annual expenditure for this training-school of the engineer battalion is small, in proportion to the results expected from it. It is my opinion that for torpedo service alone this battalion is entirely too small, and I hope to see its increase, not its diminution.

The forts at the entrance to our harbors will be quite as necessary for defending our sea-coast cities against maritime attack as an army would be to protect them against land forces. Both will be needed for successful defense. But while it is probable that a small army or single corps will be sufficient to prevent the landing of troops upon our coast if all our harbors are fortified, the largest armies could not, unaided by forts, save the great centers of population, commerce, manufacturing interests, and wealth, on our sea-coast, against seizure by naval expeditions. In truth, a small fleet of iron-clads, if not prevented by forts from entering our harbors, could lay every city along the coast under contribution, and cause incalculable damage to our war resources.

In this connection, I feel impelled to call the attention of the Military Committee to the lack of large guns and mortars for use in our sea-coast batteries. The United States are far behind the first-class powers of Europe in providing heavy ordnance for coast defense; there having been during the past ten years scarcely any appropriations for that purpose. A large number of great guns are now needed, such as Great Britain, Germany, and Russia have succeeded in constructing after many costly experiments and lavish expenditures during the past decade. I will not dwell upon this necessity, presuming that the chief of the Ordnance Corps has set it forth in his annual report.

The English iron-clad fleet up to the year 1869 had cost ten million pounds; say, in round numbers, \$50,000,000, gold. Large sums have been annually expended since that date in constructing additional ships, impenetrable by any shot that our batteries could throw against them, excepting, perhaps, the 20-inch shot from one 20-inch gun mounted in New York Harbor. The question, however, whether or not the 20-inch smooth-bore gun will be as efficient against iron-clads as the latest model of the English 12-inch rifled cannon has not yet been experimentally determined.

Yet, with this powerful fleet, equal, probably, to the combined fleets of the other great powers of Europe, England's estimates for coast-defense, made up to the year 1869, reached the sum of about eight million pounds, say \$40,000,000, gold, and embraced only eight harbors, mainly on the south coast. Their work is done at about half the cost of similar work in this country. Their estimates included the amount necessary to finish the proposed works as planned.

The above is set forth to show that the strongest naval power of the globe does not rely upon its war-ships alone to defend its coast, but had already, as early as 1869, voted immense sums to fortify its important harbors. In fact, England had appropriated at that date for the fortification of eight harbors about two-thirds as much as our nation has expended upon fortifications during the past century.

Our masonry-casemated works for coast-defense, of twenty years ago, fitted to mount 8 and 10 inch Columbiads, both in casemate and on barbette, were regarded as quite equal, if not superior, to those of any foreign power. But the creation of steam-navies, composed of ships clad with iron armor impenetrable by the shot of the 10-inch Columbiad, has made it necessary to adapt these forts to receive larger guns, or to construct new batteries. While the barbette tiers of some of our former forts are being prepared to mount 15-inch smooth-bore or 12-inch rifled guns, the general policy of the War Department has been to create new batteries for the reception of cannon large enough to be efficient against iron-clad ships of war.

When these batteries are essentially finished and armed with rifled guns throwing shot weighing from 600 to 1,200 pounds, and our torpedo service, now being wrought out at Willet's Point to be used in connection with the fort defenses is fully developed, and all the necessary material collected, and a sufficient number of officers and men theoretically taught and practically trained to apply this system, then, with the aid of temporary obstructions, such as rafts, vessels, chains, &c., our great commercial marts may be regarded as reasonably safe from attack. In fact, such condition of safety would prevent war, or mainly confine it to the sea. And I repeat, that this preparation for sea-coast defense is worth more than an army, for without it our humiliation and disgrace would be inevitable.

I know there are those who, from the lack of practical knowledge of the construction of batteries suitable to receive guns weighing from 30 to perhaps 80 tons, think that such batteries may be improvised when needed. While it is practicable to improvise batteries for 24-pounders, and even for 8 and 10 inch guns, it would, nevertheless, be the part of wisdom to have them ready, with their guns mounted, before the declaration of war: otherwise they would most certainly be found wanting where most needed. But the battery of to-day is a structure of such magnitude as to require much time for its completion; and if we delay its commencement until war is probable, or declared, there will not be time to get it ready for service. On this point there can be no doubt. Not only should forts and batteries and torpedo material be made ready in time of peace, but the great guns needed for the service of these batteries should be mounted in them, as their transportation to the different harbors and the process of moving and mounting them will consume more time than would be required for the concentration of foreign navies upon our coast.

In conclusion, by no other preparation for war, within the bounds of a reasonable expenditure, can this country, in my opinion, impress upon foreign nations its power to resist attacks, as by a full and effective fortification of the harbors of its coast.

Question 8. Would it not be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps?

Answer. The impression of my early service in the Army still remains with me, that the Commissary and Pay Departments are models of economical administration, and I do not think that anything would be gained by uniting them with the Quartermaster's Department, already overburdened with its various duties and responsibilities.

Question 9. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?

Answer. Of the wisdom of putting the Indian Bureau in the War Department, I have no doubt; but I am not prepared to express an opinion as to the transfer of the Pension Bureau to that Department.

Question 10. Might not the Bureau of Military Justice be dispensed with, without injury to the service?

Answer. While the exigencies of the nation required the maintenance of large armies the Bureau of Military Justice was a necessity. Whether or not that necessity exists now I am not prepared to state.

Question 11. Might not the office of military store-keeper be abolished without detriment to the service?

Answer. My personal knowledge of the duties of these officers is not sufficient to enable me to give an intelligent opinion as to their necessity to the service. It may be remarked that the law of January 3, 1875, permits no more appointments to this grade, and abolishes the grade itself prospectively.

Question 12. Could not the expenses of military division headquarters and departmental headquarters be materially reduced without detriment to the service?

Answer. Not being personally familiar with the details of division and department headquarters, I am unable to state whether or not any reduction in their current expenses could be made without detriment to the service.

Question 13. What reforms or reduction in expenses, if any, in Army matters would you recommend?

Answer. My information impresses me with the belief that Army affairs are administered economically rather than extravagantly. So far as I know, contracts for supplies, after be-

ing fully and publicly advertised, are given to the lowest bidders, and are honestly and faithfully made and executed by Army officers.

Very respectfully, your most obedient,

Z. B. TOWER,

Colonel of Engineers and Brevet Major-General, U. S. A.

Hon. H. B. BANNING,

*Chairman Committee on Military Affairs,
House of Representatives, Washington, D. C.*

Letter from General G. Weitzel.

UNITED STATES ENGINEER OFFICE,

85 Washington Avenue, Detroit, Mich., February 23, 1876.

SIR: In reply to the request contained in the circular from your committee, dated January 24, 1876, I have the honor to submit the following as my opinion in regard to the questions submitted to me, viz:

I do not think that the pay and allowances of the officers of the Army should be changed. These have never been too large, and are certainly not now. Officers are continually moved about. These moves cost a great deal of money. Hence officers should have more pay than members of other professions who have had the same experience. But they do not receive as much. I have been in service nearly twenty-one years. Nearly all of my schoolmates who entered other professions at the time I went to West Point have incomes very much larger than my pay, and they have labored no harder nor more intelligently for themselves than I have for the Government. During the period of nearly twenty-five years that I have given to the Government, I have succeeded in saving a small life-insurance, and I have had the advantage of three economical stations. This is the most that an officer can expect to do if he has no income but his pay. If you cut down the present pay and allowances, you give a premium for positions at West Point and in the Army to rich men's sons, and you convert the only two truly democratic institutions in this Government into aristocracies.

The present Army organization has carried the country through two wars in the most successful manner. I think as few changes as possible should be made in it, and these changes should be carefully matured. Nothing disturbs the mind of officers and soldiers more than these rumors of changes in pay, organization, &c. The feeling of security in one's position recompenses, in some measure, for the smallness of the pay and allowances and the annoyance of changes of stations.

I do not think the Army can be reduced in the least. General Sherman says so, and he ought to know.

I think that a reduction of pay to second lieutenants, as stated, would be excessive for many of them. Some are old volunteer officers and some are promoted from the ranks. They have families to support, and they cannot do it with \$1,200 or \$1,300 a year.

I can give no opinion on the laundress question.

The forage-ration for public animals should not be reduced. It has been fixed by long experience, and by officers who had the public interests and economy at heart.

With regard to forts or other fortifications, I have to say that these questions are in the hands of a very competent and very experienced board of officers of my corps, and I cannot presume to comment upon the conclusions which they have arrived at.

I do not think that any corps should be consolidated. It will prove very poor economy when the Army is needed. It cost our Government over two billion dollars to get good officers, staff and line, during the first two years of the late war.

Both the Indian and the Pension Bureaus should be transferred to the War Department, and their present expense would thereby be almost entirely saved.

I do not know if the expenses of headquarters can be reduced. I do not think that the rank of aid-de-camp should be reduced. Such officers as Generals Poe, Audenried, Tourtelotte, and Colonels Bacon and Sheridan, who will be affected by it, deserve everything they now receive, and more, too. They all have magnificent war-records, and received their present positions as a reward for good conduct.

Very respectfully, your obedient servant,

G. WEITZEL,

Major of Engineers, Brevet Major-General, U. S. A.

General H. B. BANNING,

*Chairman Committee on Military Affairs,
United States House of Representatives, Washington, D. C.*

Letter from General S. V. Benét.

ORDNANCE OFFICE, WAR DEPARTMENT,
Washington, February 12, 1876.

GENERAL: I have the honor to transmit herewith replies to the queries propounded in your letter of the 24th ultimo.

Very respectfully, your obedient servant,

S. V. BENÉT,
Brigadier-General, Chief of Ordnance.

Hon. H. B. BANNING,
Chairman Committee Military Affairs, House of Representatives.

"1. What reduction, if any, can be made in pay and allowances of the officers of the Army, without detriment to the efficiency of the service?"

Answer. None whatever.

"2. What reduction in strength or expense can be made in either arm of the military service—cavalry, artillery, or infantry?"

Answer. This can best be answered by general officers commanding military departments.

"3. What reductions can be made in the Corps of Engineers, Ordnance Department, Subsistence Department, Medical Department, Pay Department, Adjutant-General's Department, Inspector-General's Department, Bureau of Military Justice, or either of them?"

Answer. I can only answer for the Ordnance, in which no further reduction should be made. The law of June 23, 1874, having reduced the Ordnance Department ten files by abolishing the grade of second lieutenant, the number of officers is not greater than is necessary for the proper and efficient performance of the duties devolving upon the department.

"4. Would a reduction of pay to \$1,300 to second lieutenants mounted, and \$1,200 to second lieutenants not mounted, be excessive?"

Answer. The pay of second lieutenants ought not to be reduced. The frequently-recurring changes of stations of officers of the Army entail great expense, to which no other branch of the Government service is subjected, in addition to the very important consideration that with the pay as it is, it is impossible for officers to make suitable provision for their families.

"5. Would it be detrimental to the service to dispense with laundresses, and what amount would be saved thereby?"

Answer. I do not know.

"6. If the forage-ration should be reduced two pounds each on hay and grain, would it not still be sufficient for public animals?"

Answer. Can be properly answered by officers in the field, and in the Quartermaster's Department.

"7. What is your opinion regarding appropriations necessary for forts or other fortifications, of which you have knowledge?"

Answer. What appropriations are necessary for the erection of forts can only be answered by the Engineer Department. As I suppose that by the word "fort," the armament—guns, &c., that arm it—is also included, there can be no difference of opinion as to the absolute necessity for ordnance appropriations for cannon, carriages, &c. The introduction of iron-clads into all the navies of the world during the past few years calls for the heaviest guns to arm our forts. But very few of the cannon used during the recent war have the requisite power to meet the new conditions of modern warfare. Nearly all of the guns in our forts are smooth-bores, and of a caliber entirely inadequate to perform the work that heavy artillery must be capable of doing. Our 10-inch Rodman smooth-bores (about 1,200 in number) can be made into efficient 8-inch rifles at moderate expense, and while being the smallest gun that can be effectually used against iron-clads, it will meet a great want in our casemated forts that cannot accommodate heavier metal. But our armament cannot stop with this small caliber. Nothing less than a 12-inch rifle, weighing 80,000 pounds, and hurling a shot of 650 to 700 pounds' weight, will give adequate protection to our harbors. Not a single rifle of that caliber is to be found in our fortifications. There is not a sea-coast of any European power that is so barren of this necessary and indispensable weapon to a proper defense. While appropriations are annually given for building forts on our sea-coast, and properly so, there is every reason for an annual appropriation for the armament, because the guns constitute the very life and essence of the fort.

"8. Would it not be practicable to consolidate the Quartermaster's, Commissary, and Pay Departments into one corps?"

Answer. Without reference to the doctrine of specialties, which is so well established, especially in the execution of labor of any extent, it is sufficient to say that the experience of the war found no fault in the organization of the Army in its general features. All army organization is for war purposes, and while a consolidation of these three departments might possibly be an economical measure in peace—of which I cannot judge—it might be

at the expense of efficiency, and in the event of war might lead to ultimate disaster. Our whole staff organization is intended for expansion in time of war, and this consolidation would not unlikely end in an unwieldy department, with possibly not even economy to recommend it.

"9. What is your opinion as to the propriety of transferring the Indian and Pension Bureaus to the War Department?"

Answer. I believe it would be a wise measure.

"10. Might not the Bureau of Military Justice be dispensed with without injury to the service?"

Answer. No. The Bureau of Military Justice consists of only one officer, the Judge-Advocate-General, who should be retained.

"11. Might not the office of military store-keeper be abolished without detriment to the service?"

Answer. Yes. Under the law of June 23, 1874, the grade of ordnance store-keepers shall cease to exist as soon as the same shall become vacant by death, &c. Such duties should be performed, as they are in many cases, by the junior officers of ordnance. Several of the ordnance store-keepers are now unfit for duty, and could be retired if the retired-list was enlarged. The grade will not cease to exist for many years to come, unless abolished by law, and it can be abolished without detriment to the service.

"12. Could not the expenses of military division headquarters and departmental headquarters be materially reduced without detriment to the service?"

Answer. I do not know.

"13. What reforms or reductions in expenses, if any, in Army matters would you recommend?"

Answer. I think the extra lieutenants in each regiment doing duty as adjutant, quartermaster, and commissary might be dispensed with, and their duties performed by selection.

Testimony of Col. Guy V. Henry.

WASHINGTON, D. C., February 14, 1876.

GUY V. HENRY, captain Third Cavalry, and brevet colonel United States Army, stated as follows:

By the CHAIRMAN:

Question. State, if you please, where you are on duty, and where you have been on duty during the last year.—Answer. I am at present on sick-leave of absence. My last station was at Red Cloud, Nebraska. My sick-leave is owing to my having been frozen while in the Black Hill's expedition last winter.

Q. From what you have observed, please state what you know about the conduct of Indian affairs, and what would be your opinion as to the transfer of the Indian Bureau from the Interior to the War Department.—A. My station at Camp Robinson was a mile from the Red Cloud agency. I was stationed there last winter. I know nothing positive about the conduct of Indian affairs. Complaints were made by Indians, however, at the post; that they were being starved—and their appearance gave every evidence of that fact—but beyond that I know nothing of my own knowledge. As to the transfer of the Indian Bureau to the War Department, I should consider it a matter of economy, because the very officers who issued to the troops at Camp Robinson last winter, for instance, could have made the issues to the Indians at the same time, and thus have avoided the existence of this agency. So far as I have observed, I have never seen anything done to better the condition of the Indian by the Indian Department. I have never seen any instruction given in cultivating the soil; and, as to its christianizing effect, I should say, from my experience, that it has been demoralizing. "Squaw-men" are very common out there; that is, men who are employed and tolerated at the agency, and keep their squaws. I do not make this assertion with reference to the agents, but to men who are employed at the agencies to assist them. This class of men generally come to the agencies in the winter and have as many of their squaws as as they wish to keep, who are fed at the expense of the Government. Some of these are white men and some are half-breeds; but most of them are the lowest class of white men we have out West. They have their teepees put up around the agencies, and keep their squaws there, who are counted in on the ration-returns, and fed at the Government expense.

By Mr. ———:

Q. Are all these Indian agents not supposed to be Christian and pious men?—A. I suppose they have been selected on account of their pious inclinations, but I do not think the results seem to show any great amount of piety. I would not trust any of them I have ever seen, though there may be some honorable exceptions to the rule. They get demoralized after they get out there, even if they are good men when they started. I think, as a general thing, they are worse than the Indians.

By Mr. STRAIT :

Q. Are there not a good many white men go there in the winter for the very purpose of getting their living?—A. That is what I say ; they evidently go for the purpose of getting fed.

By Mr. ——— :

Q. What is the business of these men?—A. They are used at the agency as herders for the cattle to some extent, and they lie around the agency, and haul goods to issue to the Indians, and various little things of that sort. Some of them are carpenters and mechanics of different kinds. There are generally large numbers of them at the agency who are used as assistants to the agent ; and I think there are many of them draw rations who are not assistants. There seems to be no rule about the distribution of supplies.

By the CHAIRMAN :

Q. You say they locate themselves about a mile away from the agency?—A. Within a mile of the agency. The agency is about a mile or three-quarters from the post. I am speaking of this particular post. I think Red Cloud and Camp Robinson are exceptions. Camp Sheridan is only a quarter of a mile away from the agency, or was only that distance when I left there.

By Mr. WILLIAMS :

Q. Does this state of things exist in the winter alone, or in the summer?—A. I do not know about summer ; I was not there. In the summer the Indians generally scatter, and go off hunting, and are not at the agencies. But there is nothing to prevent these same people from getting their rations in the summer the same as in the winter, so far as I know.

By the CHAIRMAN :

Q. I want to ask you what you know, if anything, about the dealings and operations of post-traders and sutlers upon the frontier—as to the manner in which their operations are conducted.—A. We had a sutler at Red Cloud, but I do not think he was patronized much ; the men would get most of their supplies from the commissary, and the pay goes to the Commissary Department and back to the Government. At Fort Russell there was a sutler by the name of Wooley, who sold his goods at a very fair price ; in fact, he was obliged to, because he was competing with Cheyenne, only two miles distant. Post-commanders have authority to fix the prices. Post-traders are appointed by the Secretary of War, and post-commanders have very little to do with them ; but still, if any outrages or extortions were committed, the post-commander could take it upon himself to rectify matters.

Q. So far as you know, their operations are conducted fairly?—A. Yes, sir ; so far as I know.

Q. I want to ask you what, if any, experience you have had with reference to chaplains in the service, and what value you consider them to the service.—A. That is a very delicate subject. I must say that my experience with chaplains has been anything but moralizing, if I may use the expression. Their presence, I think, is demoralizing. The men look to them for a good example, and do not receive it as a general thing. There may be some exceptions, but I am sorry to say that I think chaplains are not of much account in the Army. They are generally old men who do not exert a good influence upon men, and the consequence is that the men will not have anything to do with them. At Fort Russell they had a chaplain, and, although there were some 350 or 400 men there, I do not think I ever saw over ten soldiers in the chapel on any one Sunday. There is something wrong in such a state of affairs as that.

By Mr. ——— :

Q. Are not the privates in the Army, as a general thing, nearly all Catholics ?

A. That is so ; and it is possible that if Catholic priests were sent out instead of Protestant ministers, there would be a different state of affairs.

By Mr. ——— :

Q. But chaplains, as a general thing, draw their pay and do not go around among men. Are there not a good many officers who are Catholics, as well as privates?—A. Very few ; I think there are only two Catholic officers in the garrison, Dr. Riley and Major Dallas.

By the CHAIRMAN :

Q. Have you served in both the cavalry and infantry?—A. Yes, sir ; and artillery, also.

Q. I want to ask you which, in your opinion, is the best and most useful arm of the service in campaigns against the Indians ?

The WITNESS. Do you mean long campaigns, where forage is carried ?

The CHAIRMAN. Campaigns generally, such as you have.

A. The only troops that the Indians fear are the cavalry. That is my opinion, and the opinions of others. That is simply because the Indians are mounted on their ponies, and the cavalry are the only troops that can overtake and punish them. The Indians frequently come right into the infantry garrison and steal things, and it is impossible to catch them.

The infantry can accomplish a good deal, but I think it is impossible to have any effect on the Indians unless the troops are mounted. It is ordinarily impossible to catch the Indians unless they are caught very suddenly, because even if they are on foot, as the Apache Indians, they can travel at the rate of fifty miles a day without any trouble; they are nothing but skin, bone, and tendons.

Q. On a long campaign, will not infantry make as many miles as cavalry, where the cavalry have to bring up their forage and baggage, &c.?—A. I think on a long campaign the infantry would outmarch the cavalry; but the Indians would get ahead of our cavalry as they get a fresh supply of horses. Their ponies are of a very peculiar kind. An infantry man in the long run would break down an animal as a general thing. An animal has to have certain hours of rest, and certain food to keep him up. But, taking everything into consideration, in the warfare against the Indians, cavalry is certainly the most effective. In the winter, when the Indians cannot move, I suppose a body of infantry could jump a camp and accomplish something, where the Indians are powerless to move—

By Mr. ———:

Q. Scouting parties do not carry much forage, do they?—A. Yes, sir; they do. In the Department of the Platte they have an idea that an American horse cannot live without forage.

By the CHAIRMAN:

Q. What is your opinion as to the number of posts now used and occupied, and as to whether they should be reduced or increased?—A. I think the concentration of posts has many advantages. It reduces expenses, and also has a good effect upon the soldiers. At the same time, that is a question that the department commander can best solve. For instance, take my own department. There are Fort Fetterman and Fort Laramie, and between them are posts which are very expensive, and I would say break up those posts; but General Crook might say that he wanted those posts to remain. That is a question that the department commander ought to settle. You may take posts along the railroads and concentrate them, especially if they are infantry commands, and the Indians would come down and break the railroad, but never touch the posts. You must have posts along the railroad. The posts off the railroad are very expensive on account of transporting supplies out to them. Concentration would be advisable as far as possible, the department commander being the best judge of that.

Q. In regard to the pay of second lieutenants, do you think a reduction of pay to \$1 200 for infantry, and \$1,300 for cavalry would be too much?—A. I think the pay is small enough as it is. As to myself, I should prefer that the pay of the second lieutenant be reduced rather than my own. I think it is not generally understood where an officer's pay, a lieutenant's, which is \$125 a month, goes to. In changing from one military post to another, the officer has to pay for the transportation of his family and his goods. His uniform is also a very expensive thing. Sometimes officers are changed every six months, and every change that is made they are at great expense in transporting themselves and families. The Government may say that an officer ought not to have any family in the Army; but I think the presence of families has had a very good effect upon the Army; but as the Government does not so consider it, it will not pay the expense.

By Mr. ———:

Q. Are there a good many second lieutenants who have families?—A. I think there are more of that grade married than of any other. It may be said that the officer should sell out his furniture when he moves, but in that case he has to sell at a sacrifice, and buy new furniture at the next post at an increased price. I remember on one occasion I bought a new set of furniture, and was ordered away in a month, and sold out at only one-third of the cost, and had to replace it with new furniture at the next post. And, again, in traveling on the railroad with troops the officer has to get his meals and pay a dollar for each meal, for which there is no Government allowance.

By the CHAIRMAN:

Q. You would not recommend any change in the pay of officers, from the General down?—A. I do not know about the General. The generals are not put to the inconveniences or expense of changing stations that we lower officers are.

Q. What would you recommend in reference to the pay of non-commissioned officers?—A. I think an increase should certainly be made. I would say take \$5 a month from my own pay, if necessary, and give it to the non-commissioned officer, rather than to have their pay reduced. They are a very essential set of men to the service, and their pay is small. The difference between private's pay and that of non-commissioned officers is very small, and the consequence is that we do not get the best class of men for those places. If an increase were made in non-commissioned officers' pay, I think a better class of men would enlist for the purpose of getting pay and promotion. A non-commissioned officer, if he can pass the requisite examination, can get a commission according to our rules, and there is nothing to prevent. I think that would be an additional inducement for good men to enter the service.

I think a corporal's pay is but \$1 a month more than that of a private, and a corporal on duty in a cavalry company is very frequently sent out in command of 10 men.

Q. Next to the commander, upon whom does the efficiency and good conduct of the company depend?—A. I look upon a good set of non-commissioned officers as more important even than the captain. It depends upon circumstances about the first sergeant. Some captains allow the first sergeant to run the whole company, and in that case of course the efficiency of the company depends upon the first sergeant. You may take a good captain, but if he has poor non-commissioned officers, he will have a poor company. That is according to my observation.

Q. Looking upon it in that way, do you think it would be a fair change to reduce the second lieutenant's pay to \$1,200 and \$1,300, and give the first sergeant \$50 a month?—A. I think it would be well enough if you could give the first sergeant and other non-commissioned officers an increase.

Q. What is your opinion as to the necessity to the service for laundresses?—A. I think some ought to be allowed. Perhaps a reduction might be made from four to two. As far as economy is concerned, I think we could get along with two instead of four. I think one laundress is now allowed to every fifteen or sixteen men. They get their rations, and that is all, aside from their transportation, which is paid by the men of the company.

Q. We have received several communications from officers on the frontier asking that the law which prevents officers from employing soldiers as servants be changed. What would you recommend in regard to that?—A. I think some action should be taken on that matter. I myself am obliged to do what some regard as a violation of the law, but I do not so consider it myself. I have one of the men employed, by his own consent, who is willing to do certain duty for me for which I pay him. At the same time he is kept up to his military efficiency and performs his regular duties. I think some action ought to be taken so as to allow a soldier to perform such duty with his own consent, if at the same time his efficiency in drill, &c., is kept up. In my own case, when a man whom I employ had to go on guard duty for instance, he had some supernumerary come and do the work for him while absent. The prices we have to pay for servants are very high; from \$25 to \$30 a month is the usual price. That taken from the officer's pay would reduce it very materially. I have always paid \$25 and \$30 a month for a cook at Fort Russell. At Saint Louis we can get them for \$10 and \$12 a month. We have to board them in addition, of course.

Q. What is your opinion in regard to dispensing with the Bureau of Military Justice?—A. I believe there is only one officer in that Bureau, the others come under the head of judge-advocates.

Q. I had reference to all of them; they are all under the Judge-Advocate-General, are they not?—A. They are all under him, but there is but one officer of the Bureau, and the rest are put down as judge-advocates.

Q. They all have rank?—A. Yes, sir. In my experience at posts the line-officers take the place of judge-advocates. When you come to headquarters of departments and divisions and Washington, the judge-advocates are needed to revise proceedings of courts-martial.

Q. What, if any, opinion, have you in reference to the consolidation of the Commissary, Quartermaster, and Pay Departments?—A. I think if consolidation is necessary, the only two Departments that could be advantageously consolidated would be the Quartermasters' and the Commissary. The duties of pay-officers are very responsible ones, and require men of peculiar talent and faculties. I think, therefore, it would not be well to consolidate the pay corps with the other two; but, if necessary, the Quartermaster and Commissary Departments might be consolidated. The privates are paid, as a general thing, every two months; but sometimes six months elapse between payments. My company received four months' pay at the last payment. I think the payments should be more frequent. By the present system the men get \$25 or \$26 at the end of two months, and then go on a spree, and it is very demoralizing. The men usually get drunk every pay-day.

Q. What, if any, other consolidations would you recommend?—A. I cannot think of any other consolidations. I think the artillery would be bettered if it was a corps, without increasing the rank of the officers. There is very little regimental organization at present about it. It all consists of detached companies. In time of war you never see an artillery regiment, but detached batteries here and there.

Q. Would you do away with the field-officers?—A. No, sir; I would have a corps consisting of so many colonels, lieutenant-colonels, and majors, and divided up into companies.

Q. Would you retain as many field-officers as there are now? There are five regiments now, I believe?—A. Of course there would be no necessity for fifteen majors, and the reduction could be made in time among the officers, as vacancies occur.

Q. There are five colonels?—A. That matter would have to come under consideration too. I do not think so many officers would be needed in a corps.

Q. Do you mean that you would do away with the regimental organization?—A. I would make a corps consisting of so many companies, and have the headquarters of it here in Washington. I never saw the colonel of the regiment when I was commanding a battery. I sent my monthly returns to him, and that is all I ever knew about him. In this case the returns could be made to Washington.

Q. Are there any other reforms that you would recommend?—A. I think that one of the

most essential things needed in the Army is a board of general officers which might assemble from time to time, before whom officers who are inefficient could be ordered, and upon the report of the board with reference to the inefficiency of officers, they might be dropped by the President from the rolls of the Army. I would not recommend this board to take the place of a court-martial. I think the effect of this board would be to stimulate officers. Then there should also be a provision that only colonels of regiments, general officers, and chiefs of corps or departments may recommend officers for this board, and upon said recommendation shall be obliged to appear before the board. That ought to be put in, because an officer might be recommended by his colonel, and his case might come here to Washington, and he not ordered to appear before the board. It must be made obligatory here in Washington, that when so recommended, the officer should be brought before the board. I think the officers would study more and attend better to their duties in that case. They would have some stimulus to keep them up.

By Mr. STRAIT :

Q. You think it would make the officers more efficient?—A. Decidedly; it would have more effect in the Army than anything that could be done; of course I would advocate a board of examinations, though there might be objections to that, all the officers not having had equal advantages. If the board would confine itself to examining the officers on their duties as officers, it might be well; but some boards might think it necessary to examine in mathematics and other sciences, which might disqualify many good officers. All officers should be examined, and after passing this examination, they should receive their promotion. It has been spoken of about recommending that regimental quartermasters and adjutants should not be extra lieutenants. I think an officer who does his duty as a quartermaster and commissary ought to be an extra lieutenant. I have been three years without a lieutenant in my company; one has been on recruiting service or other duty and another acting as an aid.

By the CHAIRMAN :

Q. Where are the headquarters of your regiment?—A. General J. J. Reynolds commands it at Fort Russell.

Q. How many field-officers are there?—A. When I left, there was but one field-officer, the colonel.

Q. Where was the lieutenant-colonel?—A. The lieutenant-colonel has just been promoted. He was ordered to command Sidney Barracks, and since then has been put on a board in Philadelphia.

Q. Where is the major?—A. There are three majors; the senior major is inspector-general of the department; that is Major Evans. The second major has been ordered before the retiring board; he has been an invalid for years. The third major commands Fort McPherson.

Q. Where are your company officers?—A. I am captain of Company D; I am absent on sick-leave; my first lieutenant is absent on recruiting service; my second lieutenant is an aid-de-camp to General Crook, and there is not an officer on duty with the company.

Q. How long has your first lieutenant been absent?—A. A year and a half; and before that my second was with some other company, or I had a vacancy.

Q. How many men are serving with the company?—A. There were sixty-three men according to the last report I had. There is a company without a single officer of its own; some other lieutenant is commanding the company, and the officers who are thus compelled to do extra duty very naturally complain of doing the duty that ought to be done by my lieutenants. Now, as to the subject of promotions of lieutenants: I think it would be fair to have every lieutenant promoted right along in the order of seniority on the Army Register. As it is, they are promoted according to the rank they hold in their own regiments, and in some regiments they are very lucky, while in other regiments there are no promotions for years. I would not have a cavalry officer promoted into an artillery regiment, for instance; that would not be right. I left the artillery myself because I did not like it. The promotion should be lineal in each corps. In regard to this plan of Army deposits, I think something ought to be done to allow officers to deposit their money in Washington; something like an insurance arrangement, without conflicting with the insurance companies. For instance, let officers form a society and agree to pay so much on the death of any member; let the paymaster in Washington be authorized to pay to the family of the deceased, at the time of the death of that member, the amount agreed to be paid.

Q. That is an arrangement similar to that which the corps of railroad engineers and conductors have. Do I understand you to recommend that a law be passed authorizing that?—A. No, sir; I think all that is necessary is to allow the paymaster of the Army to receive the names of the officers who would voluntarily agree to such an arrangement, and that the paymaster be authorized and required by law to deduct from the pay of these members the amount that they voluntarily contributed, payment to be made upon the death of the member.

By Mr. ——— :

Q. You would have that amount uniform?—A. Yes, sir; so much for each grade. A.

lieutenant pays so much, a colonel, and a major, and so on. Some officers cannot enter such a society under General Fry's arrangement, on account of some restrictions.

By Mr. THORNBURGH:

Q. But there is an objection to that on account of age, &c., unless you can conduct it on the rules and principles of life-insurance companies?—A. This is only a voluntary thing.

By Mr. WILLIAMS:

Q. There are several petitions here for authority for officers to make deposits similar to those made by enlisted men. That comes from western men.—A. This is very simple, and is a very good thing. The paymaster takes the pay and gives a receipt; there is no trouble about it. They cannot do that now; there is no law authorizing it.

By Mr. STRAIT:

Q. Under the insurance arrangement the officers could adopt rules and by-laws, and simply allow the paymaster to retain the money out of their pay?—A. Certainly; the paymaster should be authorized by law to do this thing under certain rules that would have to be adopted. It is a very simple thing. So many officers go into it voluntarily and pay the amount corresponding to their respective grades.

By Mr. THORNBURGH:

Q. In regard to this irregularity—of these improper persons drawing supplies which you mentioned—is your knowledge of that confined to Red Cloud post, or have you noticed it at other posts; if so, what others?—A. Both posts, Red Cloud agency and Spotted Tail.

Q. Then have you any experience as to any other agencies except these two?—A. Those are all that I know of.

Q. How long have you known that to be going on?—A. I went to Red Cloud in 1874.

Q. Then your knowledge is confined to the winter of 1874 and 1875?—A. Yes, sir; so far as I know, to that time.

Q. In regard to the use of cavalry and infantry, and of their comparative value, on the frontier posts, looking after Indians, is not the service of both absolutely necessary to look after that duty—infantry for the purpose of taking charge of posts and guarding supplies, and cavalry to do the scouting?—A. That is the idea exactly.

Q. To have cavalry only would be to leave cavalry always in camp to look after the camp and supplies, which infantry could do just as well?—A. Yes, sir; every post should have its proportion of both cavalry and infantry. And not only that, but even in an expedition against Indians the infantry are necessary, because the cavalry often have to leave their wagon trains, and they have to be guarded, which the infantry can do. That is not the sole duty of infantry, but it is a very important duty.

Q. The infantry can do that just as well as cavalry, and are not so expensive?—A. They can do it better, because they do not have their horses to look after.

Q. What is your opinion in regard to the law passed by the last Congress to pay officers' expenses while traveling instead of mileage, and how does it work?—A. I think that the mileage system is best. I think the Paymaster-General's report covers the ground. In paying actual traveling expenses, so many officers have different ideas of what their expenses should be, that I think a loop-hole is left in regard to the certificates that they furnish in regard to their expenses. I think one idea of honor should be the only one, so far as that goes, but one officer will consider that he is entitled to certain expenses; for instance, three square meals a day, while another may consider that two are enough.

Q. State whether or not, if you know, any fact in regard to whether it complicates accounts, so that before an officer can collect his expenses the reports have to come here to Washington and go through a manipulation by clerks, and whether an officer is deprived of the money that he has actually paid out for expenses for some time, in order to get his accounts settled, whereas he could go before any paymaster and draw it under the old system.—A. I have only traveled once under the new arrangement, and was paid at once, and about two months afterward I was informed that the pay had been stopped against me, as my certificate did not cover all the points. Major Stanton, who traveled with me, wrote in regard to it, however, and it was settled. I think the trouble was, in that case, that the account was not itemized, when it should have been. A voucher has to be signed for expenses, and then there is an additional paper appended, with every little item named.

Q. Taking into consideration the clerks necessary to keep these accounts and settle them up, do you think the Government gains or loses by the change from the mileage system?—A. The mileage system is the simplest. The department here have their mileage-books to show where the officer has been ordered, and there is no investigation required. I think it would be cheaper to pay the mileage, and would be more satisfactory to the officers. On the Union Pacific Railroad an officer has to pay ten cents a mile; but in traveling on other railroads he would gain enough, probably, to balance the account. For instance, from Cheyenne to Omaha, five hundred miles, I think the ticket is about thirty-five or forty dollars, and, in addition to that, there is an expense for meals and sleeping-berths, so that the actual expenses in that case would be better.

Q. Over a stage-route it would be a good deal better?—A. Yes, sir; because stage-fare is

sometimes fifteen or twenty cents a mile. In that case the Government could provide transportation for the officer so there would be no complication about it at all. On the subject of the retired list, I think some provision ought to be made for retiring officers beyond a certain age. Sometimes it might not work advantageously, because one officer of a certain age might be of more value than a younger man; but I think it would be well to have a general rule for retiring officers at a certain age. I know in the Navy the officers are retired at a certain age, and it has a good effect. This is something, however, that others have considered more than I have, but I would recommend the matter for consideration.

Testimony of Col. Robert E. Johnston.

WASHINGTON, D. C., February 14, 1876.

ROBERT E. JOHNSTON, captain of the First United States Infantry and brevet lieutenant-colonel United States Army, stated as follows:

By the CHAIRMAN:

Question. Where are you stationed?—Answer. At Fort Randall, Dakota Territory.]

Q. How long have you been serving on the frontier?—A. Very nearly two years.

Q. Have you been on duty against the Indians?—A. Yes, sir; I have been serving in the Indian country.

Q. Give us your opinion, if you please, as to the transfer of the Indian Bureau to the War Department, and your reasons therefor.—A. I am decidedly in favor of transferring the Indian Bureau to the War Department, provided you make the entire transfer and hold the Army responsible for everything pertaining to the Indian Department. I think the officers, in addition to their present duties, could discharge the duties of Indian agents without any additional cost to the Government. The officers are stationed among the Indians and are required to live there and to study their character, and, in my judgment, are therefore better fitted to understand their wants than civilians who are picked up around the country and sent out there. The officers of the Army are certainly very much in favor of peace, because all our comforts depend entirely on being on good terms with the Indians. I think that the Indian country should be divided into districts. The posts occupied by the different regiments should be designated as separate and distinct districts. The officers assigned to duty in connection with the Indian Department should be detailed from the regiments operating in those districts. The field-officers of the regiments should be the inspectors, and they should have supervision over their districts and should be required to inspect these officers frequently, and see that they do their duties in every particular. If officers from different arms of the service and belonging to different regiments are mixed together in the same district, there is not that same care taken over them by the field-officers of the regiments as there would be by their regimental officers. The field-officers of each regiment I should hold individually responsible for the manner in which the officers detached on duty from their regiments in their districts discharge their duties. There is a certain pride existing in each regiment that I think would prevent all fraud, and if any irregularity should occur, I think it would be detected by the field-officers of the regiments much quicker than by any other officers of the Army. Each regimental officer has a pride over his regiment, and at present there is a great feeling as to the manner in which each officer discharges his duties, and if any officer attempted to do wrong it would soon be detected.

Q. What, if you know, is the character of the present conduct of Indian affairs?—A. My experience has been with more civilized tribes than Colonel Henry, who has just testified. I have been brought in contact with the Yanktons and Poncas, and they have made more advancement in civilization than many other tribes. My observation has been particularly confined to one small band of Indians which is directly under our supervision at our post, and that is the Poncas. We have had two agents there, sent out to us, who have been placed in charge of these Indians, and I consider them very impracticable men and men who know little or nothing about the Indian character.

Q. Who are these men? Are they peace men?—A. They are peace men. I do not know that I should mention names, but one is from Washington, and I believe was a clerk in one of the Departments here; and he had very extravagant ideas about the Indian Department. The first thing he did was to break a number of the old chiefs, as he had the power to do so. After he broke them and changed the whole system of the manner in which they are governed, he disappeared from the agency, and went off for some days. During this time these old chiefs picked up their band and went off, and we did not know where they were. After some little time we found them again, and they were induced to come back. These new men sent out there who know nothing of the Indian character are likely to make confusion and trouble among the Indians. That is one point to which my attention has been particularly directed. My idea in regard to the Indian is, if you wish to civilize him you should bring him into civilization instead of pushing him out beyond the borders to the very ex-

treme points. Let him see something of the workings of civilization; surround him with civilization; take his arms and his pony away from him; establish him on small reservations; give him a strong military police government, and I think in the course of the next generation the Indians might be made at least self-supporting. But by the present manner in which they are governed, they are shoved out beyond civilization, given a country that is of no account whatever, upon which they can raise nothing. They are given a large scope of country, millions of acres to roam over, and, if anything at the agency occurs that does not suit them, they get on their ponies and away they go.

By Mr. GLOVER:

Q. What is the effect on the health and vigor and satisfaction of men that have been accustomed to this large territory when they are confined to small reservations?—A. If we subsist, feed, and clothe them, I think that is a matter I should not give much thought to. I should think as long as we give them great territory to roam over they will be hard to control. On this territory there is very little or no game, and therefore they must be subsisted, and the Government must do it. There is no advantage in giving them, ponies and arms, and allowing them to roam over this great scope of country. We had better confine them to small reservations, give them a strong military police, and trial by court-martial when they do wrong, and compel them to work. If the Army had control of them, we could compel them to work by taking their arms and ponies away from them. But if you arm them and try to compel them to work, you have a fight, and fighting is an expensive matter. But if you bring them into civilization, into our States, where we have an abundance of territory, and put them on small reservations or farms, and establish work-houses, schools, and churches, and give them a military government, you will civilize them much faster than under the present system. When they commit any depredations, punish them by court-martial; and in this way I think the next generation might at least be self-supporting; but with this generation we can do very little except subsist them and allow them to pass away. I would like to mention the subject of the position which the Red Cloud agency occupies. The Red Cloud band is a very large band of Indians, and is located in a country that I think entirely unsuitable. It is some two hundred and fifty miles from the Missouri River, and up to the present time all supplies have been sent from the Missouri River across to Spotted Tail through the worst territory that could possibly be imagined. The Red Cloud band of Indians, if they were changed and brought down to the Missouri River, could be supplied with provisions by boat at very much less expense than at present. I have no idea of the amount it would save. There are ten or fifteen thousand Indians, and they now have to be supplied by wagons, which costs an immense sum. Where they are located there is nothing. They can raise nothing. There is little or no game, and it is some two hundred and fifty miles from the Missouri River. They should be brought down to near the river, where the land is better.

Q. Would they be willing to make the change?—A. Put the supplies there, and the Indian would soon find his way there; cut off the supplies at Spotted Tail, and if he did not come let him stay.

The CHAIRMAN. We would save all that transportation?

A. It would save the locating of military posts at these points and supplying them by wagons. You have to supply the troops there also, and by this means it would stop all this transportation; this hauling of these provisions costs the country largely. At certain times of the year it is almost impossible to take provisions to this agency. The country is filled with snow. There are certain places where there are springs and swamps, which are almost impassable in the spring. What the object of locating this agency (Spotted Tail and Red Cloud) at this point was, I cannot understand. The land is of no account. The Indians can go out in the Black Hills, but they do not like to stay there on account of the thunder and lightning.

By Mr. ———:

Q. Do you mean that the Government supplies them with rations when fighting?—A. They will have to do so hereafter. The Indian cannot get anything unless he steals it or the Government gives it to him. The only way the Indian can make war at Spotted Tail and Red Cloud would be to come down into Kansas and Nebraska and capture cattle and drive them off. If you start the Indians out now they cannot get anything. There is no buffalo. I do not believe there is a buffalo in Dakota; at least I have never seen one. I know last summer I traveled for days without seeing a living thing in the way of game. When a party of Indians wish to go out on the war-path, they begin to save up their rations in the winter, and save enough by spring to keep them for a couple of weeks, perhaps, when they go off, but at the end of that time they will have to come back. If they are not subsisted by the Government, in case of a war the first thing they will do would be to go down into Kansas or Nebraska, and subsist on the cattle that they would steal.

Q. The establishment of military posts is left entirely to the War Department?—A. Yes, sir; I should think that should be left to the generals of the Army, who are on the spot and best able to judge.

Q. Who is responsible for the establishment of these posts, the Indian Bureau or War

Department?—A. Wherever there is a large band of Indians the agents must have protection, and they apply to the department commander for troops, and they are generally furnished to protect the agent and the public property.

By the CHAIRMAN:

Q. Then the great number of posts are established to protect the agents?—A. Yes, sir. The military is to a great extent used to protect the Indian agents and their supplies.

By Mr. WILLIAMS:

Q. Do the Yanktons cultivate their lands?—A. They cultivate a little and raise some corn, but the country is bad.

Q. Have they permanent villages?—A. They are getting them into houses as fast as possible; they now have small shanties. They raised a little corn this year, but the year before they had almost nothing. It is very discouraging to attempt to farm in that country; for instance, if you go beyond a certain point in that part of the country, it only produces crops occasionally.

Q. What has become of the large missionary schools and establishments that have been placed at different points in the West—for instance, in Minnesota and Michigan, and other Western States? Minnesota particularly had some large ones. Is there any evidence that they christianized or civilized the Indians?—A. I think the Indian is susceptible of civilization.

Q. But where are all those Indians who formerly occupied those places?—A. They may have all died; I do not know.

Q. You do not see any of them out West that are civilized to any great extent?—A. I have never seen any who have made any great strides in civilization, although some tribes behave themselves very well. Some have made some advancement. Bishop Hare has charge of the Yankton agencies, and he has established a school there, where they have made some advancements. What will become of them after he has them christianized, I do not know.

Q. Could you indicate the points on the Missouri River that would be suitable for the establishment of these agencies?—A. Yes, sir; I think the mouth of White River would be a very suitable point.

(Without finishing his statement, Colonel Johnston gave place to General E. O. C. Ord.)

WASHINGTON, D. C., February 15, 1876.

Continuation of testimony of Col. Robert E. Johnston.

By the CHAIRMAN:

Question. Have you anything more to state upon the subject of the Indian Bureau?—Answer. I do not know that I have. The change of Red Cloud agency was the last subject I dwelt upon.

Q. Do you want to give us any estimate of the value of transportation to those agencies?—A. All I know is that the transportation of supplies from the Missouri River through this country to the Red Cloud agency costs an immense sum. As to the amount, I have no idea. The distance is 250 miles. I have passed over the ground and know the difficulties of transportation there. This last year a contract has been made for transportation by way of Cheyenne, a little cheaper, but the distance is very nearly the same. The contract was made from another point around by Cheyenne, but it was the same contractor who bid at both points and who received the contract by agreeing to do it a little cheaper by that route.

By Mr. WILLIAMS:

Q. What is the distance between Spotted Tail and Red Cloud agencies?—A. From thirty to forty miles. I think the last question asked me yesterday was as to a point on the Missouri River to locate the Indians, and I gave the mouth of White River as being very suitable. That is about 175 miles above Yankton, Dakota.

By Mr. GLOVER:

Q. Is navigation good to that point?—A. Perfectly good. It is some seventy-five miles above Fort Randall.

By the CHAIRMAN:

Q. What is the character of the supplies, wagons, &c., that are furnished to the Army? Are they good or bad?—A. They are poor. The wagons are heavy. We have the same army-wagon now in use that we had at the beginning of the war. No change has been made to my knowledge. They weigh 1,900 to 2,000 pounds. In my opinion, a wagon could be

made that would answer every purpose, at a less expense, and one that would be much more serviceable.

Q. In what way is the post-trading done?—A. The post-traders are appointed by the Secretary of War, and sent to certain military posts in the Army.

Q. What is the character of them generally, so far as your observation goes?—A. The post-traders are men who are very anxious to make money. The post council and post commander have some little jurisdiction over them, but not a great deal. When we come in conflict they have the authority to appeal to the Secretary of War.

Q. Is that decision in respect to the prices?—A. In respect to the prices of the goods sold.

By Mr. WILLIAMS :

Q. Do I understand that you regulate the prices?—A. We can regulate them, but after we regulate them the trader can appeal to the Secretary of War, whose decision is final.

By the CHAIRMAN :

Q. Are there any other reforms than those you have spoken of, or changes in the conduct of affairs upon the frontier, that you would recommend?—A. Yes. I should allow officers on the frontier to employ enlisted men, with their consent, to do any work that an officer may have to do. My reason for making this recommendation is, that frequently officers are ordered out on long expeditions into the field where it is impossible for them to take servants, and as the law now stands an officer is compelled to violate it. General Terry has just issued an order directing inspectors to examine as to whether any officer of the Army has made use of enlisted men during the past year as private servants. If they make a very thorough investigation they will find that there are very few officers on the frontier who would not be brought to trial by court-martial for that offense, because at some time or other they have nearly all been compelled to make use of enlisted men as servants. For instance, when you go into the field you cannot take your servant with you. You have your horse, and he must be groomed and fed; that is the duty of your servant. He has to have something to eat, and you must take a soldier to cook it; that is the duty of your servant. There is not an officer who has been on an expedition in the field for the past year, to my knowledge, but that has been doing that very thing. I should add one pound of potatoes or vegetables to a soldier's rations eight months in a year at posts on the frontier where vegetables cannot be raised. It would reduce our sick-list very much and would be of great benefit to the men. We have certain posts where vegetables cannot be raised, and I think at those posts soldiers should be furnished with vegetables of some kinds for eight months in the year.

By Mr. WILLIAMS :

Q. In other respects soldiers' rations are abundant?—A. Yes, sir, in other respects; and at posts where we can raise vegetables we can get along without this additional supply. I should also give officers stationed on the frontier certain articles of furniture for their quarters, such as bedsteads, tables, and chairs, and other heavy articles of furniture. These should all be quartermaster's property, and when officers leave the stations it should be turned over to the quartermaster, and he should be responsible for all such property. I think in the course of a short time the Government would save enough by that means to pay the original cost of the furniture, for the reason that in shipping these articles of furniture from point to point the transportation is so great. I should also recommend that a small appropriation be made to supply buffalo overcoats and buffalo leggings to the men at frontier posts, which should be held as quartermaster's property. For instance, very frequently an order will come for the troops to go on a long expedition in the winter, when the thermometer is down probably 40 degrees below zero. To send the men out at such a time without proper protection seems to be very cruel. If the quartermaster had a certain number of overcoats, say 20, 30, 40 or 50 to a post, and when these expeditions are ordered out in the winter should distribute these overcoats and leggings among the men, holding the officer in charge of the expedition responsible for them, and requiring them to be turned in to the quartermaster on the return of the expedition, I think it would be a great benefit to the service. They are also good for guard-duty at night. When a sentinel goes on guard-duty when the thermometer is so very low, he ought to have a buffalo overcoat and buffalo overalls. The ordinary allowance of clothing will not justify soldiers in having these articles, especially when they can only be used by them for a certain number of months in the year. I deem this recommendation very important. I have strongly urged on my post-commander that he should obtain a certain number of these overcoats, and he informed me that there was no appropriation by which such articles could be furnished to the soldiers. The thermometer sometimes is as low as 30 or 40 degrees. It is almost impossible for a man to live outside on such nights, and nothing protects him so well as a buffalo overcoat and leggings. We have in the Army a large number of old soldiers, and the reason there is such a large saving of clothing is because these old soldiers very seldom draw anything from the Government. When they want an article of clothing they will purchase it from some of their comrades who are discharged or from outside parties. They can buy clothing very much cheaper in that way; therefore they very frequently save one-half of their clothing allowance. Gener-

ally speaking they purchase from outside parties all their fatigue clothing ; their dress-clothes they take the best care of. But you can take a recruit, and when he comes to us he draws a very much larger amount of clothing than he is entitled to. Every six months the clothing account of the soldier is closed up. During the first six months the recruit will probably draw \$50 worth of clothing more than he is entitled to for that time. At the end of that time that is charged against him, and it is taken out of his monthly pay. He may in that six months draw enough clothing to do him over a year. He will want, say, in that climate, four or five blankets, two or three pairs of boots, so many drawers, overcoats, dress-coats, blouses, &c. He takes a complete outfit, and then at the end of that time he will be indebted to the Government \$50 or \$60.

By the CHAIRMAN :

Q. Do I understand you to say that the men can buy the clothing cheaper of outside parties than they can of the Government?—A. Very often some of their comrades are discharged, and want to go away, and the old soldiers will buy it, and it will do very well for fatigue clothing.

I should give companies a suitable mess outfit, such as knives, forks, spoons, and plates. The soldiers now have to purchase those articles. There is no appropriation or legislation for the purchase of those articles. These articles should be quartermaster's property, and when a company is relieved from one post they should be turned over to the quartermaster, and kept there, and thus avoid transportation backward and forward.

By Mr. GLOVER :

Q. Do you not think that would result in a waste of those articles by the men?—A. I think not. They should be turned over to the quartermaster when the company is relieved.

By Mr. STRAIT :

Q. Did not the old regulations provide for that?—A. No, sir; I think not. I do not know that any allowance has ever been made for that.

By Mr. WILLIAMS :

Q. Those things are paid for out of the company's fund, are they not?—A. Yes, sir; we have to take it out of the rations when we make anything. Sometimes we are able to make a little, but not a great deal. The ration is as small as a soldier ought to have, especially considering the work of a soldier on the frontier.

I should give the first sergeant of the company \$40 a month. I think \$50 is too much. I think \$40 would be satisfactory to the Army. If you give a first sergeant \$50 a month and his clothing allowance, and allow his wife to be a laundress, he would fare better than a second lieutenant.

By the CHAIRMAN :

Q. Are not the first sergeant's duties equal to, and his responsibility greater than, the second lieutenant's generally?—A. His responsibility for the time is much greater. The second lieutenants are the lower grade of the officers. They are supposed to be gentlemen, and after awhile they will occupy the higher positions. It is necessary, therefore, that you secure a better class of men for second lieutenants, and for the time being they may be willing to work even at a low price, but still they expect their services to be paid for at some time.

By Mr. WILLIAMS :

Q. They have to live in a different style?—A. They have to live differently; they have to dress well and live well and have to do a certain amount of entertaining. If anything is going on they must take part in it. They must be officers in every sense of the word. The first sergeant, on the other hand, is not required to do anything but just his legitimate duty.

Q. What would you pay the other sergeants?—A. I should increase the pay of all the other non-commissioned officers, especially the corporals. It would give us a better class of men.

Q. You would pay them about as much as first sergeants?—A. No; I should grade them.

By Mr. REILLY :

Q. How are these non-commissioned officers selected?—A. They are selected by the commanding officer of the company and receive their warrants from the commanding officer of the regiment. I should not discharge laundresses. I think they are very necessary on the frontier. That matter should be regulated and is regulated by the Secretary of War. At present he allows one to every nineteen and fractional part of nineteen men. A woman cannot wash for more than nineteen men and do it right.

By the CHAIRMAN :

Q. The Quartermaster's Department shows that the expenses of the laundresses now amount to over \$190,000.—A. I do not know how that amount has been arrived at. The rations is really all they receive; they are paid nothing.

Q. The transportation for them is very heavy, is it not, when changing from post to post?—A. No. They have a large amount of plunder, and usually a great number of children, undoubtedly; but in changing posts their traps are always carried along as belonging to the soldiers. Each soldier is allowed 80 pounds, while he generally has nothing, so that the laundresses' baggage is generally carried without additional charge.

Q. Then it costs something to build quarters, does it not?—A. Yes, sir, something, but not a great deal. We build huts of logs, and out of other materials found around the posts. I am sure I do not know where the \$190,000 goes to. I consider the laundresses very important at the posts on the frontier. You must keep a soldier clean if you want him healthy, and somebody must do the washing. The moment an enlisted man is willing to do the washing for a company that moment he ought to be discharged the service. But if you do not have women you must detail men, and those men must be paid a certain sum in addition to their allowance.

Q. Is it not much harder to keep men clean on long campaigns than it is at a post?—A. Very much harder.

Q. You do not take the laundresses with you on campaigns?—A. No, sir. An officer is not so particular about keeping his men clean on a campaign as he is in garrison. The men generally take but one or two shirts with them, and they will go down into the creek and wash them themselves; but in garrison we are very particular about the men, and about their having all their clothing clean. We hold inspections every Sunday morning, and every soldier must have himself, his clothing, and accouterments clean and in good order.

By Mr. WILLIAMS:

Q. Is it not very much more necessary to have the men clean in garrison than in the field?—A. Very much; in the field the men are constantly changing, and personal cleanliness is not so important. The number of laundresses might be reduced, but I think they should not be discharged entirely. The laundresses of my own company have been in the Army something like twenty-five or thirty years, and many of them have put their sons in the Army. It would be doing these old women a great injustice to discharge them.

Q. Are they generally faithful?—A. So far as their legitimate duties are concerned, yes, sir.

Q. What kind of women are they—half breeds?—A. No. They are married by our men at some period of their lives; I do not know when. They are the wives of the sergeants of the company generally.

Q. Do you have any other laundresses than those who are married to the men?—A. No, sir; we have no single ladies, to my knowledge. I would give the honorably discharged soldier a longer time to re-enlist in his company. At present he is only allowed thirty days. When he goes a long journey to his home, he has not time to think the matter over, and spends what little money he has saved during his five years. I think he should have a longer time given him to re-enlist and should be permitted to re-enlist at any point in the United States and be sent back to his company at Government expense. When you have a re-enlisted soldier, you are certain of him during his enlistment; and there is no probability of his deserting. One very great expense of the Army is enlisting new men, sending them out to the frontier, and then having them desert. Therefore it is better to keep the old soldier.

Q. As a general thing when they have been home a long time they want to re-enlist?—A. Almost every time. After thirty days are past, as the law now stands, they cannot get their re-enlistment pay, and if they do re-enlist they cannot go back to their old companies. A soldier is always better off in his old company than elsewhere. His officers understand him and can manage him better. He meets a different element in a new company and has greater temptation to desert.

Q. At present, if he is away from his company or regiment, he cannot re-enlist in that company?—A. No, sir; when he re-enlists he is sent to the general depot for recruits, and he never knows what company he will be assigned to.

By the CHAIRMAN:

Q. You would let them re-enlist in their own company?—A. Yes, sir; anywhere in the United States, and be sent to their companies at the expense of the Government. They can re-enlist at their garrison in their own companies now, if they go back, but they never have money enough to return. They never think of re-enlisting until they spend every dollar they have, and then they discover that they want to go back to their old companies. I think the pay of first and second lieutenants is quite small enough at present. I do not know that I know of a first or second lieutenant in the Army to-day, who is not more or less in debt. I have discovered that their financial status is very poor, and I think to make a reduction in their pay would be very depressing. At the same time, if you reduce their pay, it would have a tendency to drive out the very best material we have in the Army, and leave the poorer class. When you educate a young man at West Point, at a large expense, and send him to the Army—to the frontier especially—unless he receives enough pay to satisfy his wants, he has a great tendency to resign. I think, if you make any deduction, it should be at the other end of the line. Because there you cut off men who can serve the

Government but a few years ; but here you discourage men who have a life-time to devote to the Army. The second lieutenants are the hope of the Army, and I think, in their youth, they should be encouraged and paid a sufficient amount to support them decently.

By Mr. REILLY :

Q. Take a second lieutenant who has had his education paid for at West Point, and star him out as a second lieutenant. His present pay is much larger than he could get at that age, as a rule, in any business that he might enter. In the present depressed condition of the country, why should not all Army officers bear a proportionate share of the general reduction of salaries?—A. I think that all the Army officers in the present state of affairs would be perfectly willing to bear their proportion, provided you could make the reduction for a specified time—say for this year only. We are all generous and perfectly willing to do our part.

By the CHAIRMAN :

Q. You say that this reduction would tend to drive out of the service the best material in the rank of second lieutenants. Now, can you name to the committee where these young gentlemen could go in civil life and do as well as they are doing in the Army?—A. I do not know that I know of anything particular that they could do. Men of ability soon find something to do in this country.

Q. I mean as well as they would be doing if we reduced the pay of second lieutenants to twelve hundred dollars and thirteen hundred dollars?—A. I do not know ; they might do better, and they might drift into insignificance. You could undoubtedly get men—not officers—cheaper, but I think you would lose in the end.

By Mr. WILLIAMS :

Q. You calculate, I suppose, not on any one year, but when times shall have revived?—A. Yes, sir ; most generally these young officers are educated men ; and they see other men in civil life, who are not probably so well educated or so well born as themselves, doing very much better. When they join their regiments, they are generally four or five months' pay in debt, and I think a reduction would go hard with them.

By the CHAIRMAN :

Q. Is it not your experience that the young man who for the first six or eight years after he enters into the business of life, gets more than twelve or thirteen hundred dollars, is the exception and not the rule?—A. I think he is the exception.

Q. I mean in good and bad times?—A. In both good and bad times.

Q. Is there any reason you can give us why this young man, educated at the expense of the Government, should be made an exception in this respect?—A. No ; I do not know that I can give you any reason, except the position that he is required to fill. He is required to be well dressed at all times. He is expected to do a certain amount of entertaining. If he is a married man he is expected to keep open house to a certain extent ; and when he changes stations he must pay for all extra baggage that he has. He cannot do menial work. He must set a good example to his men ; and he must have his servants. Taking everything into consideration, you will find at the end of the month that he has not been able to save one dollar.

Q. You have seen a great deal of civil life as well as military?—A. Yes, sir.

Q. Is it not your experience that young men in civil life who receive salaries of twelve and thirteen hundred dollars have more expected of them in the way of entertainment than the young officer in the Army—taking the frontier life into consideration, where he cannot entertain at all?—A. Yes, sir ; on the frontier, I think so.

Q. I mean taking the average through?—A. No. Take a young man here in society. He comes and he goes ; he can have his room quietly, and has nothing to do but look out for himself. Very little is expected of him but to come and go. Take a young officer who is married—and at least half of the officers are married—he must have his house, furniture, and servants.

Q. Do you mean on the frontier?—A. Yes, sir.

Q. And you entertain on the frontier?—A. O, constantly. There is more or less entertaining going on constantly. There are officers and gentlemen coming from all parts of the country to those posts. When they arrive they, of course, know some officer and go to his house ; and, of course, he is expected to treat them decently and as an Army officer should.

Q. There is no other place where they can go?—A. There is no other place to go. If this committee should visit our post to-day, the very first thing we would do would be to invite you to our houses and entertain you as handsomely as we know how. While there we would give you a benefit if we could. We would be very glad to see gentlemen of such distinction on the frontier.

Q. Is it not your experience that young men of that age generally entertain to the extent of their salaries at any rate, whether in civil or military life?—A. I think so ; I do not think they have anything left at the end of the year. I should like to speak on the subject of brevets ; I would like to see the brevets given back to the officers who have won them on the battle-field. I think it is doing these officers an injustice to deprive them of a rank of

honor given them for meritorious and gallant services in action. As the matter now stands we cannot be addressed or wear the uniform of our brevet rank. There is a law now prohibiting officers from being addressed officially, or wearing the uniform of their brevet grade.

By Mr. WILLIAMS:

Q. How is it about those officers who did not do anything and got brevets?—A. That is a class I have nothing to say about; they can speak for themselves. I am only speaking in behalf of officers who won their brevets on the battle-field.

By Mr. STRAIT:

Q. They are not allowed to be assigned to duty according to their brevet rank?—A. No, sir; they are not recognized in any way.

The CHAIRMAN. The President can assign them to duty now, under the law, according to their brevet rank.

The WITNESS. I see he is doing it. I would recommend to give all officers an additional grade after fifteen years' honorable service in any one grade, provided you do not increase the number of officers. For instance, if I serve fifteen years as a captain in the Army I should have an additional grade. Make me a major, but keep me at the bottom of the list until a vacancy occurs in that grade. Allow me to do the duty of a captain, but give me the additional rank and pay. Do not increase the number of officers, but simply give me the additional rank and pay after I have served fifteen years in one grade.

By Mr. WILLIAMS:

Q. Let me ask you about the three majors in the cavalry and artillery. Is there a necessity to have more majors in those arms than in the infantry?—A. No, sir; I should make the infantry organization the same as the cavalry and artillery. I would have it consist of twelve companies, divided into three battalions, and have two majors and a lieutenant-colonel; one field-officer to each of the three battalions. I should make the retired officers of the Army pay the pensions. I do not know the number of pension-agents, but we undoubtedly have a large number. We have some three hundred retired officers. Many of them have been retired in the past fifteen years who are, in my opinion, entirely able to do this kind of duty. I should authorize the President of the United States to assign such officers of the retired-list as he may deem proper to pay pensions, provided no officer who has served for a longer period than thirty years be placed on this duty, except on his own application. I think that would certainly save the Government a large sum. I would recommend that the clothing of soldiers be made suitable for the climate in which it is worn. The clothing that is now received is all made of the same texture. That which is sent to Dakota is made of the same material as that which is sent to New Orleans. We have no increase in the amount of clothing allowed us when we are in Dakota. We receive the same overcoats, and they are the same thickness, as if we were in New Orleans; and that is not reasonable. I do not think that would be any additional expense to the Government, and would be very much more satisfactory to the troops serving in different climates.

By Mr. GLOVER:

Q. How would that operate when those troops are changed from a warm to a cold climate?—A. There should be some regulation in regard to that. On the frontier our clothing is entirely too light.

Q. Has there not been some irregularity about moving troops from one extreme of the country to the other?—A. They are constantly moving troops from point to point.

By Mr. WILLIAMS:

Q. They do not move from the south to the north suddenly, except in cases of exigency?—A. The Secretary of War has jurisdiction of that matter, and moves them as he sees proper.

By the CHAIRMAN:

Q. What is your opinion as to the consolidation of the Quartermaster's, Commissary, and Pay Departments of the Army?—A. I do not think anything will be gained by it, except, probably, making an additional major-general. The same duties exactly would be performed by the same officers. If consolidated into one corps, the head of the corps would evidently want additional rank, and you would be required to have the same officers you have now.

Q. It would not be necessary to give additional rank, would it?—A. He would get it in the course of a year or two; if not in this Congress he would in the next. When an officer had additional duty to do, I never knew him to fail to get additional rank.

Q. You mean to say that the rank only comes when the duty is important enough?—A. When it is supposed to be important enough. When an officer has four or five departments under his control, he could very easily explain to you the necessity of his having additional rank in order to be able to govern his department.

By Mr. REILLY:

Q. At a good many points could not the same person perform the duties of both quartermaster and commissary?—A. I think those two departments might be consolidated. The same officers do both duties now at military posts. I do not know that very much would be gained by it, either.

Q. How many men are in your command at your post?—A. There are five companies of infantry. We have a quartermaster, and he discharges the duties of both commissary and quartermaster, and he does not seem to have any difficulty.

Q. Where there are no more men than that, you think one man could perform both duties?—A. They do it now. They are regimental officers detailed to perform those duties. Our staff quartermasters and commissaries scarcely ever reach the frontier. They are kept back in the interior at the large towns and cities, for the purpose of purchasing and regulating the supplies of the Army.

Testimony of Capt. Henry G. Thomas.

WASHINGTON, February 26, 1876.

HENRY G. THOMAS appeared before the committee and testified as follows:

I am an Army officer, a captain of the Twentieth Infantry and a brevet brigadier-general, United States Army.

By Mr. TERRY:

Question. State the length of service you have had on the frontier and your opportunities of knowing the condition of Indian affairs out there.—Answer. I have been in the Department of Dakota nearly seven years, three of which were spent actively among the Indians, and I moved the Winnebago tribe in the winter of 1873-'74 from Wisconsin to their reservation in Nebraska.

Q. Please state whether, in your opinion, the transfer of the Indian Bureau to the War Department would be judicious and economical, and give the reasons for any opinion you may entertain on that subject.—A. I think it would be of great advantage to the Indians, and also tend to the economical administration of the Army. In the matter of supplies, if it were turned over to the Army, the whole thing could be done without the employment of any extra officers beyond those now used, without any extra clerks even, and if the supplies for the Indians were the same as those for the troops, and the difference were simply made by a return to Washington, so that the supplies, with the transportation added, could be credited to the war and debited against the Indian appropriation, there would be no possibility, in my opinion, of any dissatisfaction on the part of the Indians in regard to supplies, for they would receive them promptly and of the very best quality. The distribution of the supplies would be subject to all the checks that exist in the Army in the inspecting and purchasing departments, and to that which captains exercise when anything of poorer quality than the average comes to them for the use of the Army. This advantage would not result if the matter were simply turned over and a different kind of supplies provided for the Indians. As a matter of detail, I think this point is important.

Q. What economy would there be in the transfer in the matter of transportation?—A. There would be great economy, I think, in the transportation; for the reason that the Indians would eventually be placed on more accessible routes, and the fact that it was all under one head would lead to economy, not only in the Indian, but also in the Army supplies, in the matter of transportation. There are a large number of Indian reservations in the interior, where supplies have to be hauled by ox-trains at the rate of ten to twelve miles a day, at immense expense, and to the great detriment of the supplies from bad weather. That could all be avoided, and the troops could be better placed, on better ground, near timber and water, at points much more accessible. The cost of getting supplies to most of those posts is much greater than the original cost of the supplies. At Fort Totten, on Devil's Lake, grain costs, on an average, one cent a pound, and it costs six cents a pound to haul it there; and other things in proportion. There is a post on the 48th degree of latitude, where agriculture is practically impossible, on the banks of an alkali lake, built, as I understand, at a cost of about \$400,000, near a tribe of Indians that I believe to be about 700 in number, but which the agent made out to number, I think, 1,512—1,500 being the number necessary to continue the agency. These Indians could readily be removed to a more accessible place, for instance, the reservation at Fort Wadsworth, Dak., and I don't believe the whole number would exceed 750. We officers have figured it up very often; and we never have been able to find any one who believed that there were more than 800 of them. They could be removed to a point where the transportation, beyond railroad-routes, would not cost more than a cent a pound, instead of six cents a pound, as at the time I was stationed there. While I do not want to find fault with anybody, I will state that the year I went up there the agricultural implements sent by the Indian Bureau reached there (I think) on the 3d day of July, after the officers had contributed from their

private funds, and had sent over to Pembina and bought a little grain which the Indians scratched in with their hands and whatever they themselves could make for tools, and by that, to some extent no doubt, starvation the next winter was avoided. That is the tribe of which Little Fish is the chief recognized here.

Q. Give your opinion as to the moral effect of bringing the Indians in direct contact with the Army—I mean the effect upon both the Indians and the Army.—A. I do not see what increased immorality could result from that. It is absolutely necessary to have the troops there now, but somewhat in a secondary capacity.

Q. Would the change operate injuriously in that respect?—A. I don't see how it could, because with direct control greater responsibility on the part of the officers would come, and greater stringency in controlling the men. If anything, it would be the other way, though it has not been my experience that with gentlemen in civil life, or in the Army, that thing is brought to a complete stop. It is no worse among the Indians than it is among their civilized white brethren.

Q. Give your experience as to the superior advantages that the Army has in controlling the Indians over the civil departments of the Government.—A. In the first place, the Army get their orders delivered from one central source, and what the Army does in one place through an order it does in every other. By that means the Indians are under one steady management, with a show of that which Indians respect—force, and a thorough belief on their part that the officer means what he says, while the gentleman who has nothing to support him in the way of force does not mean it, or half means it. *Apropos* of that, I may state that I was sent down in 1873-'74 to remove the Winnebagoes from Wisconsin. Previous to this, to induce them to consent to their removal, they were given a barbecue, at which Governor Washburn was present, and after they had filled themselves with what was provided, Winnishiek, the chief, arose and said that they would not go an inch; that they had been lied to; that they had always been lied to, and they would not go; that they would go if an Army officer told them that the Government insisted, but they would not go for anybody else. I was sent down with fifty men and moved a thousand of them without a show of resistance on their part, except in the case of one chief that I had to *persuade* a little.

Q. With the presence of the military, is there any difficulty in controlling the Indians?—A. I have not sufficient experience among different tribes to be able to speak of that from my own knowledge. My experience has been limited to two tribes, but I think the general law is pretty well established that with a small Army force the Indians are more obedient, and that that feeling of dissatisfaction with the supplies and other things which eventually results in war does not arise; and you, gentlemen, know the cost of an Indian war better than I do; you know that it costs more than everything else in connection with the Indians. As for morality, I don't see what that has to do with it. If the troops are in the neighborhood, they are in the neighborhood. All through the Indian country where I have been there have been more or less half-breeds; some of them the product of the troops, as far as we could learn, and some of them the product of civil employes. I never summed up the thing to see which had the most, but I doubt whether a five years' enlistment changes human nature very much in that respect.

Q. All those objections apply to the civil employes connected with the Indian Bureau—laborers, teamsters, and others, don't they?—A. I think so.

Q. What effect would bringing these Indians away from that sterile country that they now occupy, down to the borders of civilization and a country where the arts of peace can be practiced, produce?—A. I have been a believer in the possibility of partially civilizing those tribes for this reason: We have always had in the Army and at the frontier posts certain Indian scouts who have become partially civilized in their habits, and when their terms of enlistment have expired they retain their civilized habits somewhat; they know how to cook a little better than the savage does, and that and a thousand and one things which they learn from white men they retain. The Indian is rather unchangeable, but once changed he sticks to it to a certain extent. We had several discharged scouts at Fort Ransom, Dak., and they continued the scout habits instead of relapsing into Indian habits. They kept themselves cleaner, kept their hair shorter; they would get hold of an American horse now and then, and other property; they were "richer" than the rest of the tribe.

Q. Are you able to make an approximate estimate of the saving in the expenditures if this transfer were made?—A. I should think there would be a very large saving in the transfer eventually by removing these Indians from the sterile, remote places they now occupy to lands more accessible, where the cost of transportation would not so immensely exceed the original cost of the supplies as at present. Then, I should think there would be a very considerable saving in the purchasing of supplies through the Army officers; the whole machinery being already provided to do the work for the Army, would do it as well for the Indians without additional cost. It is merely a matter of making two returns to Washington.

Q. So you think that all the machinery of the Indian Bureau may be dispensed with and the Army take its place?—A. All except the missionary part. As to the food and clothing and supplies generally for the Indians, I think there would be a very great gain in quality, quantity, and cheapness.

Q. We have had before us the question of the reduction of some of the salaries in the Army; will you give us any points in the service where you think there might be economy

practiced in that respect? In view of the financial condition of the country, which makes economy necessary, can you point out any particular in which the Army could take upon itself a portion of the burden?—A. I think there has been, perhaps, a feeling on the part of some of the older officers that inasmuch as we were all so poor, anything that would keep a second lieutenant from getting married would be desirable. They are down so low that some of the boldest spirits can just do it now, and there is a lack of quarters for them at the posts. Anything that would keep a second lieutenant single might be well. For my own rank, I will say that I have been a captain for fifteen years. I commanded a brigade and division in the latter part of the war: my pay is \$2,160, and I don't think it is too large. I should be very sorry to see men older than myself, first lieutenants, educated gentlemen, whom this reduction struck most terribly when you reduced the Army before, put upon any lower pay. My own first lieutenant, for instance, Lieutenant Wishart, is very considerably my senior; he is forty-three years of age; he has a son grown up whom he has not the money to educate and does not know what to do with. His pay is \$1,650 a year; I should be sorry to see it reduced. Or take First Lieutenant Taylor of my regiment. He is fifty years old; he was major commanding his regiment during the war; he has served in various staff positions; he is an honest, worthy man; he is a grandfather; he has a son of his own rank in the Army; I should be sorry to see his pay reduced. The young men who come into the Army fresh from the Military Academy, or civil life, at an age at which few men earn much, and who hereafter probably will not remain in that rank many years, might, possibly, bear a small reduction on the ground that they are not married and should not be, but I hardly know of any others who could be reduced.

Q. Will you mention any points outside of the question, in which you think economy might be practiced?—A. Well, I presume that post-chaplains, who never keep two horses, do not require forage for them, and forage becomes an important item—not in the original cost, but sometimes on account of the transportation, where it costs ten to twelve cents a pound to haul it. It is my belief that by careful investigation the number of public animals at posts might be somewhat diminished. That would be greatly facilitated if the present system of paying the troops could be abolished, and a system adopted by which they could be often paid, buy for cash, and avoid the bimonthly drunk which occurs after each pay-day. If there was an arrangement by which the men could be paid as in the English service, every day; or in the Prussian service, once a week; or as in the French service, once in ten days, (I think,) it would be a great improvement. The papers are very simple. The post-quartermaster, even at the most remote posts, has no difficulty in finding the cash to pay his expenditures and extra-duty men, and it would be a matter of perhaps two hours at each payment to pay the troops, instead of having a gentleman with the rank of major, and a clerk, a messenger, and two or three mule-teams, (where forage is worth from ten to twelve cents a pound,) and an escort of mounted scouts and a dozen enlisted men, all these things needed to travel around and disburse a small amount of money to a few men. If the present mode of paying were done away with the troops could be diverted to their proper soldier uses. Getting so much money after long going without, produces desertion. The difference in this alone would decrease the expenditures very much, because each new recruit that comes out there is very costly to the Government. The change in the method of paying would greatly decrease expenses; not so much in the salary of the paymaster, for the salary of the officer is a very small drop in the bucket compared with his men and mules and clerks and wagons. I think I express the views of most of the officers of the Army on this point.

Q. Is there any reason why the quartermaster at one of those posts should not do all the paying?—A. He could not feel the additional duty at all. It would be a mere trifle in addition to his duties as quartermaster and commissary.

By the CHAIRMAN:

Q. Would you recommend putting the Quartermaster's, Commissary, and Pay Departments together?—A. I would certainly recommend the merging of the Pay Department into something by which the troops could be paid in such a way that it would not tend to their demoralization and great indirect expense.

Q. At those posts the quartermaster and commissary duties are performed by one officer, are they not?—A. Almost invariably. He is generally a lieutenant detailed from among the young lieutenants and without any citizen clerk to assist him. He is not an expensive functionary; often performs other duties in addition.

Q. He does the work of the quartermaster and commissary, and you think the same officer could perform the duties of paymaster?—A. Most unquestionably. Lieutenant Wishart, my present lieutenant, performed both services at Fort Seward, Dakota Territory, and superintended the construction of the fort, and after the fort was built they sent a regular quartermaster, Captain Hunt, with his clerks, &c., there to board for the winter. I will say on this point, if it is proper, that most officers of my rank would prefer a lieutenant as a quartermaster, because the disposition of one of these high-ranking officers is to erect himself into a petty principality, with his wagons, and his mules, and his wagon-master, and all his appurtenances, and it really reduces us and makes us too small fish in the puddle. His ability to communicate with the higher orders is much greater than ours, and when we lock horns

with him for the purpose of discipline we are not always successful. For that reason, I would prefer, and I think we would generally prefer, a young man who had not been so long beyond the ordinary discipline of the service.

Q. You would get along in that way at the posts very well, but could the same officer perform these duties on a campaign? Would the campaigns against the Indians in time of peace render that system impracticable?—A. No, sir; on the contrary we should then be as well off as they are in the Prussian army. There the disbursing-officer goes along with the army, but in that case he is a citizen. In that service the paymasters, instead of having higher rank than the officers who command the troops, have none. The moment you cut loose from desirable routes, that moment you see the last of the paymaster.

By Mr. TERRY :

Q. Could laundresses be dispensed with in the Army, or their number be diminished?—A. My own experience, as a captain for fifteen years, would make me prefer to dispense with them altogether. In the first place you would save six per cent. in the rations; in the second place you would save seventeen per cent. on the transportation. When we have four wagons for a company it is pretty well understood that the officers are entitled to one, the laundresses to another, and the men to the other two. I certainly would not turn out any that are now in, or drive them out at the end of their husbands' enlistment, but, personally, am having no more. I declined to take one that was almost forced upon me, recently.

By the CHAIRMAN :

Q. The Quartermaster's Department estimates a saving in this matter at \$100,000—A. I should think that was a low estimate, taking all things into consideration. These laundresses occupy a large amount of room, and just in proportion as the buildings are poorly built, in the first place, just in that proportion are the kegs of nails, shingles, and other materials used up to keep them in repair. One of my laundresses has four children and the other has five, and, of course, these families have to be supported. Besides, the troops would be more mobile without them. I had a little experience in doing without them. My company was divided once into four detachments and sent out on the North Pacific road for the winter, and, as I visited them, I found that the men had taken up the laundry-business and were doing it quite as well as the laundresses, and at a much less charge.

By Mr. TERRY :

Q. That becomes absolutely necessary in active service. Is there any reason why a private soldier should not wash his own clothes, at any rate?—A. I think a division of labor would be better—to let certain men do it all. Another point is, that the husband of a laundress is, in many respects, lost as a soldier. If the baby is sick or anything wrong, it would be hard-hearted to send him off on duty, and the consequence is, that while they do some duty at the posts, they do not, for the most part, really have as much of the hard knocks of the service as those who have no wives; and I see no reason why one man should have a large ranch and the comforts of married life, which are denied to the other soldiers.

Q. Is not the effect bad upon those to whom those advantages are denied?—A. I don't know that it has any effect of that kind; but I think the opposite argument sometimes heard, that the presence of these women is refining, is not a very forcible one, either. I think the photographs of the laundresses in the service would satisfy the Committee on Military Affairs on that point.

Q. Some gentleman spoke here of the humanizing influences of the presence of the laundresses.—A. Well, that gentleman must have been more susceptible than I ever was, even in my early days.

By the CHAIRMAN :

Q. Many officers have said that there ought to be a change in the law so as to permit officers upon the frontier to employ soldiers as servants, because they cannot get servants there to do their work; you have served on the frontier, please give us your opinion on that point.—A. I think there should be a change. I have seen the time when ladies of culture and refinement were about to be confined, and there was not a soul in the house to do a thing, and perhaps the husband was upon the point of being ordered away for some duty; nobody could be had to render any service, and under the law you could not use a soldier. Of course, every married officer that can, by paying double wages, induce any kind of a decent woman-servant to come out on the frontier does so, but you can hardly get them at all, and it is a well-known fact that you cannot get any service out of a laundress at such a time, as they are either very busy or playing sickness.

By Mr. TERRY :

Q. Are the laundresses enlisted, or what sort of a contract do they enter into?—A. It is a captain's privilege to make and unmake them; it is a sort of right of appointment that he has, in common with the right of appointing his first sergeant. The laundresses are supplied with quarters and fuel, and one ration.

By the CHAIRMAN :

Q. What would you think of increasing the pay of the orderly sergeant and fixing it at

\$40 a month?—A. I should be most thankful to see that done. It does not exercise a very good effect to see a man just discharged, perhaps as a private—say a citizen blacksmith—take \$65 or \$75 a month, while the first sergeant, a man of ability and brains and power over men, is getting only \$21 or \$22 a month!

By Mr. TERRY:

Q. Such a change would enable you to get a much higher class of men?—A. It would work better in every way. We will get better sergeants and corporals; men will hope for it in the future.

By the CHAIRMAN:

Q. What would be your opinion as to the effect of making that change, and then opening the promotion to the position of second lieutenant to the orderly sergeant who has passed an examination such as should be ordered by the regimental officers? Don't you think it would bring a better class of men into the service?—A. No, sir; I think it is too remote. I think I would leave it where it is. I don't think that, in a republic, I would have an army where it would be impossible for a young man of brains, character, and cultivation to get in.

Q. Don't you think it would be well to adopt the rule which prevails in the French and the German armies?—A. With our army organized as it is now, I do not. Those armies are differently organized. In the Prussian army a young fellow after passing through the military school serves two years or one year, paying his own expenses, and then he is "called," as they term it. At least that was the rule in 1871 when I was over there.

By Mr. WILLIAMS:

Q. In this Prussian service they get young men from all grades of life, educated and not educated, do they not?—A. Yes, sir; I recollect standing in Berlin with an officer, Frey Herr Von Gablentz, a lieutenant in the army, to whom the secretary of legation there was good enough to have me introduced, and he hailed a young gentleman who was riding by in an elegant carriage, and remarked to me, "That man left my company yesterday; he is very wealthy." That young man had been through his year and had passed his examination. He and my companion had been very good friends, and they were still. We have to have such a great gulf fixed between officers and men, that I don't know whether it would be well to narrow the field down to first sergeants.

Q. They do not do it there?—A. They do not; all through Prussia they have one maxim, which I heard again and again, "The soldier is a finer man than the clerk." "Next to the officers comes the private." Prussia is essentially a military nation. I wish that something could be done to give our soldiers more consideration, but I do not think that would do it, and I don't think it would have a good effect on the service. There may be a young man, in civil life, who wants to be an officer, who would make a good one, who is fit to be an officer, and I do not think that service in the ranks would improve him. On the contrary, we find that when such a man comes to a tight place he is very apt to show some of his old barrack-room tricks. I think the war showed that men who had been long subjected to barrack-room influences did not do so well as officers. I think this opinion would be concurred in by the officers of the Army generally, both those from West Point and those from civil life, that if a man has been a long time a soldier, as a rule, he does not make a good officer. I do not undertake to account for it, but I state it as a recognized fact. I do not mean by this to reflect on some most worthy exceptions.

By the CHAIRMAN:

Q. Don't you think that opening the way to promotion more largely, would have a tendency to remedy that and bring a better class of men into the service?—A. I think that the way to open the way to promotion more largely, would be to leave the law perfectly free as it is, and see if you cannot do something to get a better class of men, who will better deserve it, and without serving too long in the ranks. If the officers see a fellow who is fit to be an officer, they will naturally take an interest in him, and generally they will be very friendly to him, unless he marries some laundress or otherwise puts himself into a position which would impair his usefulness as an officer.

H. G. THOMAS.

Testimony of Col. D. S. Stanley.

COMMITTEE ON MILITARY AFFAIRS,
Washington, February 26, 1876.

Col. D. S. STANLEY appeared before the committee and was examined as follows:

By Mr. COOK:

Question. Please state your rank.—Answer. Colonel of the Twenty-second Infantry, United States Army, and brevet major-general.

Q. State your experience in the Army, especially in the Indian country, and your opinion in regard to the transfer of the Indian Bureau to the War Department. State, first, you

opinion as to the propriety of the transfer, and the probable saving, or otherwise, that would result from it; and then your opinion as to its effect upon the Indians, whether it would be beneficial or otherwise.—A. I have been in the Army nearly twenty-four years, and, with the exception of the period of the war, I have spent my entire Army life in the Indian country. I have had more or less to do with all the Indian tribes of our southern Territories, Texas, the Indian nation, the Sioux, and the Indians of Arizona and California. I have long ago learned to regard an Indian very much as I do a white man, in regard to his character. There are good and bad Indians. There are Indians that you can depend on. There is another class that are essentially bad and vicious. You will find that in all the tribes. The class that I refer to as good are docile under proper treatment, and very easily managed. The others are essentially savage, and a very difficult element to deal with. The main difficulty in handling the Indians now comes from this hostile class. Like bad, aggressive people, generally, they have an influence, and the more gentle Indian is afraid of them. The consequence is, that wherever we have Indian tribes, the wild, or unsubdued portions of the tribes prevent the others from making any real advance in civilization; and, notwithstanding official reports, I am compelled to say that I have seen no advancement toward civilization made among the Sioux, who are the most powerful of the Indian-tribes, in the last nine years. They are no more civilized now than they were when I first came in contact with them. They have not advanced one inch. They never will, until, by the military force of the Government, they are compelled to obey the law. No advancement in Christianity can be made among a people who have a contempt for the power of the Government and a total disregard of the laws of the country. The first thing to do with these tribes that are defiant is to whip them. After that, homes must be selected for them and the mode of civilization that they are to follow prescribed. The attempt on the plains to cultivate the soil and feed the Indians from the products of the soil, is a failure, and I believe will be forever. If the Indian is ever to be made, even in a degree, self-supporting, it must be as a stock-raiser, or herder. There are many portions, even of the northern plains, that are adapted to stock-raising, and I believe that that is the solution of the Indian problem so far as supporting themselves is concerned. Now as to the system. I have seen a good deal of cheating going on at various places at Indian agencies. I have not been able to lay my finger always on them and say, "You hooked so much just here, or at another place;" but I have seen agents and contractors get rich very fast, and I knew exactly how it was done. There is very little strict accountability on the part of the Indian agent to the Treasury of the United States. He receives a certain amount of goods and provisions himself; he has no commanding officer, he has no board of survey as the Army regulations require; he simply receipts for those goods; he is not always responsible for the quality, but he is strictly for the quantity. The issues are made, throughout the whole Indian-agent system, at random. The only thing the agent has to look to is to keep his papers clear, to see that his issues cover his responsibility or his receipts. It would take some time to illustrate how this fraud on the Indians is constantly carried on, but I will take an instance:

In the fall there is a herd of Texas cattle on hand; an average lot of them are weighed when they are in flesh, and the agent agrees to accept them from the contractor at a certain weight. He goes on keeping those cattle through the winter, and they fall off one-third, yet they are still accepted at the rate established in the fall, when in good condition. In the matter of other supplies, it is notorious that they are usually away below the merchantable grade. All Indian agents are not bent on making money, they are not all dishonest; but it requires a mere understanding between the contractor and the agent for them to make a great deal of money every year out of supplying the Indians under that system merely an understanding; nobody need know anything about it. That that has been done to a large extent, I know positively. I believe that the transfer to the War Department would put a complete and thorough stop to this leakage. It would, however, depend somewhat upon how strictly the law of Congress regulated the service after the transfer. The agent should be an officer of the Army with no less rank than captain, with a lieutenant for his commissary. These details should be made by the department commanders, who are acquainted with the officers in their department, to insure the selection of discreet and moral men. The plan was tried to a certain extent in 1870, I think, without these safeguards. They made details here in Washington, without knowing the men that were detailed, and I knew several officers who made it their principal business to get hold of squaws. I knew of two officers who took advantage of their positions, and one of them made almost a fortune, and the other made money enough to start himself in business. So that, if this matter were not very strictly guarded, instead of being a benefit to the Indians or the Army, it might turn to a curse. For that reason I have never been a strong advocate of a transfer; but so far as efficiency and economy are concerned there cannot be a doubt about the great advantage of it. The success of the thing will depend upon the wisdom exercised in the detailing of the proper men. I can take my regiment and detail eight or ten men, and I will guarantee that they will behave as moral, upright men, and will devote their entire energies to the development of the Indian and the promotion of his welfare; and I think the same can be done in any regiment in the Army.

Mr. COOK. The general features of the bill which the committee have agreed upon pro-

poses an absolute transfer of the Indian Bureau to the War Department; not establishing any regulations, but putting the Indians absolutely under the control of the War Department as to the distribution of their supplies, the payment of their annuities, and everything else, and letting the quartermaster and subsistence men keep a separate account of that supplied to the Indians from that supplied to the soldiers.

A. Yes. That will require no new machinery. It would be very well if a law of that sort were passed to provide for frequent inspections of these agencies by responsible officers; if the agencies are placed under the Army, they ought to be inspected every two months by a field-officer of at least the grade of major, some officer who would enforce the most rigid accountability. I am perfectly well aware that there is a large number of people who have the good of the Indian at heart, who think that this would lead to immorality and check religious instruction, but I am not able to see it in that way. Wherever soldiers are now, there soldiers would probably have to be retained. The condition of things would not change, except that an officer there in the position of agent would feel that he was morally bound to do all he could to check all intercourse between soldiers and Indian women. This is not so wide-spread an evil as it is sometimes thought to be. The Sioux are the most virtuous people I know of. We white folks cannot afford to say anything about them in that connection. Some tribes, however, are very vicious in that way.

Q. Are there any Indian agencies now where there are not troops?—A. A vast number. We have troops only at those places which are considered dangerous, where the agent cannot exercise his functions without the presence of troops. The greater number of agencies have no troops at all; the agencies for the Sioux, the Cheyennes, the Comanches, and the Arapahoes have troops. There are troops at the Ree agency, at Fort Berthold, but they are not there to protect the agency against the Ree Indians, but to protect the Rees against their enemies, the Sioux. That is the case also with the Shoshonees; the troops are there to protect them against their hereditary enemies.

Q. What is your estimate of the probable saving to the Government in dollars and cents?—A. Really, sir, I have never made any calculations. The saving would be at least that of the entire Indian Bureau, down to the last agent. That would be the first item. There is no doubt but the Army system of buying is entirely better than the system under which the Indian supplies are purchased, because everything goes from New York for them. Gentlemen here in the East bid on contracts to supply the whole of the United States Territories with Indian supplies; whereas the contracts would be let in a dozen or twenty different places, in case it were in the hands of the War Department. The saving on the purchasing would be large; and the saving on transportation would be great also. It is very true, as General Sheridan says, that agencies are first established, and then the troops have to follow the agencies. I have heard rough estimates made of the amount of saving, but I have never calculated it, and would rather not say what amount might be saved.

Q. You do not think that the facilities for educating or Christianizing these tribes would be lessened by the transfer?—A. Not one particle, in any shape that I can see; I believe the average Army officer is as well inclined toward religion as, and superior in morality to, the average Indian agent of the present day. I know very few officers in the Army who have not a respect for religion, and who would not do all in their power to promote its advancement.

Q. Your idea, when you said that we must whip the troublesome Indians first, was that a show of power has a controlling influence over them?—A. My experience has been that the Indian will leave his agent any time, and go to the commanding officer for advice. I have always found it so. To be sure, I was the oldest acquaintance of the Sioux when I was up in that country, but I could exercise an influence over them that no other man could in the country. I could send a messenger and stop their war parties and make them come back. They believe in the commanding officer. Being a military people themselves, they have an instinctive regard for military men, I think.

Q. And they respect and fear the military man?—A. Yes, sir; if he is the right kind of a man.

By Mr. GLOVER:

Q. Is there any tendency to the consolidation of the Indian agencies under the management of the Indian Bureau?—A. No, sir.

Q. On the contrary, might not that follow under the management of the War Department?—A. Well, it ought to, but I really cannot say. The Indian is a hard creature to bend, and the agent, in bringing two Indian agencies together, would meet with a great deal of opposition. Sometimes it would be necessary to use force. After they have an established state of things, it is very hard to break it up, but it could have been done, and ought to have been, at the beginning. Those agencies that are widely separated on the Missouri River might just as well have been consolidated in two, instead of having the Indians strung along five or six hundred miles of the river.

By Mr. WILLIAMS:

Q. In supplying the Indians, do they furnish them anything more than blankets in the way of clothing?—A. Yes, sir; blankets, and a certain amount of ready-made clothing, coats, pants, vests, hats, and at one time overcoats.

Q. We are continually selling damaged clothing—the Army is: could not that be used for that purpose?—A. General Harney, when he was superintendent, bought a large amount of Army clothing and had it dyed black in Philadelphia, and the Indians were very glad to have it. It did good service. It was not thought advisable to issue clothing to them of the soldier's color, because, if that were done, you could not tell whether they had bought it from a soldier, or how they had got it.

D. S. STANLEY,
Colonel Twenty-second Infantry, Bvt. Maj. Genl.

CORRECTION.

My remarks about the Sioux having made no advancement in the last nine years I intend to apply to the wild Sioux, who made the treaty of 1868. The Yankton and Santee bands of Sioux have been under the care of agents for more than twenty years; about one-half of both of these bands are settled on the Missouri River above Yankton, in Dakota, and have made progress in farming and stock-raising. They live in houses. The other half of the same Yanktons and Santees resort to Fort Peck, in Montana, and are very treacherous and mischievous. They are as savage as savage can be, and yet one of their head chiefs had a college education.

D. S. STANLEY,
Colonel Twenty-second Infantry.

Testimony of Capt. H. C. Corbin.

WASHINGTON, March 2, 1876.

H. C. CORBIN sworn and examined.

By Mr. TERRY:

Question. Please state your name and rank.—Answer. H. C. Corbin, captain in the Twenty-fourth Infantry, and brevet lieutenant-colonel in the United States Army. I am stationed at Fort Brown, Texas.

Q. How long have you been on the Texas frontier?—A. I have been stationed on the frontier of Arizona, New Mexico, and Texas for the last ten years, this being the first time that I have been absent from my regiment at all. For the last six years, I have been stationed in Texas; in 1869, '70, and '71, I was stationed in the Indian country; since then, I have been stationed on the Lower Rio Grande.

Q. State your opinion as to the practicability and expediency of transferring the Bureau of Indian Affairs from the Interior to the War Department.—A. It is very apparent to me that a transfer would be a saving to the Government, at least, of all the salaries paid to Indian agents. There is not a duty that is performed by the Indian agents that, in most of the important cases where any trouble is liable to be experienced, is not already performed by the commanding officer, or some of the staff-officers attend to the disbursement of money, or the local administration of the post.

Q. You think then that there would be no necessity for an increase in the number of officers in the Army to perform all the duties performed by the Indian agents now?—A. Not so long as the country is in a state of peace.

Q. In your judgment would there be any other sources of economy in the transfer besides that of dispensing with the officers of the Indian Bureau?—A. Yes, sir; there are many expenses, little within themselves, but very large in the aggregate. For example, in the settlement of accounts, in making up the accounts, in keeping the record of the number of Indians at the post, that would come in under the morning report of the adjutant. He would ascertain and keep a record of the number of Indians being fed by the commissary. At all these posts this work is done by citizen clerks who are paid at about as high if not a higher rate than the agents themselves. I do not know this of my own knowledge, but I have been told that in some instances the agents get \$1,500, and their clerks \$1,800 a year. That work would be done in most cases by the sergeant-majors, and the men detailed as clerks, who draw \$24 and \$18 a month.

Q. Under the Army you could do that by detailed men?—A. At Army headquarters we are allowed no citizen clerk whatever. Unless work is done by enlisted men we have to detail an officer to do it; so that the salaries of all the clerks that are employed by the Indian agents would be saved. Again, in the purchase of supplies our experience has been in the Army that the more supplies we purchase at a time, the cheaper we can get them, because larger firms undertake the contracts, and we get them cheaper and better. My observation and the reputation on the frontier are that our supplies in the Army are the best, and the supplies of the Indians are the poorest, so that we would get not only cheaper but much better articles. Our supplies for the Army are advertised throughout the country, and if the contracts are of sufficient size, merchants of large means and capital undertake to fill them

the same as they would make a contract with another wholesale merchant; but a merchant in New York or Philadelphia does not care to take a small contract for the supply of some little post.

Q. On the subject of transportation, what have you to say?—A. There would be a great saving in the matter of transportation, in this way: The contracts at present are carried on under a separate department. Indian agents make their contracts, I don't say dishonestly, but it has all got to be done, even the work about the post, the carrying of rations from the store-house to the Indian encampment, has to be done by employed labor, and by hired transportation; whereas at all the military posts our wagons are driven by enlisted men, and the transportation is done by the quartermaster himself, the same as about camp during the war. That might not be much at any particular post, but in the aggregate it would amount to a great deal in a year.

Q. Do you think there would be any economy in a change of the location of many of the Indian agencies to save transportation?—A. I have always been of the opinion, and I think my opinion is shared by many of the older officers of the Army, that if it were possible to move the Indians east, it would save a great deal; and the western people often say: "Why don't they buy a reservation for the Indians up in Pennsylvania, and let these good people go and teach them there?" One advantage of that would be, that they would have land which could be cultivated, and so they could be taught agriculture. They are often discouraged now from learning on account of the poorness of the land for agricultural purposes, and, besides, the people sent out to teach them agriculture and the arts are usually country school-teachers, who know as much about farming as a soldier does about teaching.

By Mr. REILLY:

Q. You do not think, then, that they would lose much by the transfer of the Bureau to the Army, so far as teaching them agriculture is concerned?—A. My belief is that the Army officers know more about agriculture, and about the different systems of agriculture required in different localities, than any other class of men. We have to study it because the only way we can get anything to eat at those distant posts is by cultivating our own gardens, and the first thing we do, when we are moved to a new post, is to ascertain what is necessary in order to have a good garden there; and when a man is working to feed himself and his family, he is apt to study the thing properly. You will find that at all the posts on the frontier, that has been the subject of a great deal of study by both officers and men.

By Mr. TERRY:

Q. Which has most control over the Indians, or is most likely to exercise a beneficial influence over them, the Army officers or the civilians who go out there under the Indian Bureau?—A. The Army officers. Of course, there are some good Indian agents, and some of them have had a great deal of influence with the Indians; but, as a general thing, when any serious question has come up among the Indians where I have been stationed, when the agents have told them the wishes of the "Father," (as we call the President on the frontier,) they invariably go and ask an Army officer whether it is true or not, and I think if you will bring the agents here they will tell you the same thing. The Indian's idea of the Army officer is that he will tell the truth, and deal with him honestly; that if he is going to hang him he will tell him so; and if he is going to provide him a home, he will tell him the truth about it; while, on the other hand, they look on the agent as a sort of speculator. I know that was the case with the Navajoes and the Arapahoos. I believe the Navajoes are about the largest tribe we have now. We moved them from the Fort Sumner reservation a number of years ago farther west, and there was a number of agents employed there, and they did some good, but in any case of trouble the Indians will always come to an officer of the Army.

Q. In your opinion, would the Indian outbreaks on the frontier be stopped, to any extent, by the transfer?—A. I believe they would be stopped entirely, except in rare cases. Most officers of the Army of my rank are getting to be middle-aged men. They have long since adopted the Army as their profession; and, of course, in little wars of that kind, where we have to follow the Indians three or four hundred miles, entailing long marches and great hardships, with no credit, promotion, or professional reputation to be gained, and where, what little reputation a man has earned, he is liable to have it damaged because he has failed to catch these fellows, and where, if he happens even to get killed, there will be no credit attached to it, there is no inducement to go to war, and it is essentially the interest, not only of the soldier but of the officers, to maintain peace with the Indians. With peace we have comfort at home with our families, (most of us have families,) while an Indian war means separation from our families, hardship, and the increased expense to the officer of keeping his family in one place and himself in another. The interests of the Army, therefore, are for peace with the Indians; whereas the contractors, who often control the Indian agents, and many of the agents themselves, who are caught or are liable to be caught in wrong-doing, are like a great many of our quartermasters during the war, who wanted to have a fire so that their papers might be destroyed; in an Indian war the papers of the agents are destroyed and they cover up their tracks; but, of course, that would not do with an Army officer; he could not say, "I have lost my papers," because he is bound

to keep his papers right, war or no war. And usually when the war does break out, and the Army takes hold of the Indians, the agent "steps down and out;" you see no more of him.

Q. What have you to say as to the moral effect on the Indians and on the Army of the proposed transfer?—A. I am satisfied that the Indians would not suffer any by the transfer, but the Army might suffer in reputation, because, I think, the change would bring upon the Army a great many criticisms from the Indian ring and other persons whose interests were injuriously affected by it. If the officers of the Army consulted merely their own interests in the matter, they would not favor the change, for it would bring them additional work and responsibility without any increase of pay; it is only in the interests of peace and of justice that they do favor it. The Indians have been defrauded for years, and no one can say to the contrary who knows anything about it and intends to tell the truth. Aside from the attacks which the change might bring upon the Army from interested persons, I do not think it would have any injurious effect at all upon the Army. As to our coming in contact with the Indians, we are there now, and what difference could the change make? I have no doubt that in some cases the soldiers, some of them, cohabit with squaws, but our having control of the Indians certainly would not increase that evil. However, if the Indian woman is willing and the soldier wants to, you can't build a wall high enough to keep them from it. I do not think the change would be for the worse either as to the Indians or the soldiers. Of course, you might find a dissipated officer now and then, who would have a bad influence in a certain locality, but with the superintending and commanding officers over him that would soon be remedied—much quicker in the Army than it would be in the case of an Indian agent. The Indian agent sometimes comes out there and leads a dissolute life, and there is nobody to stop him; whereas if he belonged to the Army the commanding officer would correct it at once. The Indians would have protection from the insults or encroachments of Army officers at any time, whereas they have none at present from the misconduct of the agent, as he is the sole man in authority there, and if they complain he tells them that he is the agent of the "Great Father," and will bring down his vengeance upon them, and the Indians seem to stand in more awe of the "Great Father" than a good many of our white citizens do. The Indian has a great respect for power, and it is the only thing that he does respect or fear.

By the CHAIRMAN:

Q. Is your regiment a colored regiment?—A. It is.

Q. How many enlisted men are there in it?—A. There were only two hundred and twenty-five when I left the regiment, about two weeks ago, and in the mean time a number of the men whose time had expired were to be discharged, so that I do not think there are more than a hundred and fifty at this time. In the largest company in the regiment I had seven soldiers fit for duty. We have been stationed at Fort Brown, Texas, but we have been changed to Ringgold Barracks. There are thirty-three field-officers in the regiment—thirty-six officers on paper, including the chaplains; how many there are for duty I cannot tell, because many of the officers are at detailed posts. I am the only officer for duty with my own company. The roster of officers is full.

Q. Have you any information or opinion that you can give the committee on the question of consolidation?—A. I do not know that I have, except that I think the efficiency of the Army would be greatly enhanced by increasing the size of the companies. I think that the trouble we labor under now with the present company organization of infantry is that it is too small. I believe the maximum is fifty men, and after you take out the non-commissioned officers and the cook, and allow for the sick and the prisoners in the guard-house and the men who are detailed to drive the teams, it leaves hardly any men in the company for duty. I do not think the company organization should consist of less than one hundred men, either in time of peace or time of war, either for active operations or for purposes of instruction. It is rather stupid work for an officer to go out and drill four men. After having been a captain for ten years, I have frequently gone out with only four men. It is very hard to make an entertainment of that kind partake of the nature of a military movement. We go on parade duty regularly, to be sure, but the men look upon it as a kind of farce. I have seen a captain go on parade with only his sergeant, the captain forming the front line and the sergeant the rear. The officer cannot take as much interest in that as if he had a hundred men to look after. I think, therefore, it would tend greatly to the efficiency of the Army if you were to increase the companies, even if he had to assign more officers. A company of one hundred men with five officers would be much more efficient than two companies of fifty men each with six officers. Then, the internal administration of a company of one hundred men requires no more sergeants or cooks or commissary-sergeants than a company of fifty men. It is, however, more trouble for an officer to take care of and drill a hundred men than fifty. So, probably, if the companies were increased in size, it would be well to increase the number of officers. I have been told by officers of our Army who have visited Europe that they were greatly impressed with the difference in the size of the companies, and General Hazen, and other officers who are capable of judging, have told me that that was about the only advantage the European armies had over ours. A company there means a hundred or a hundred and fifty efficient men.

Q. Then, if consolidations and reductions must be made, you would recommend the consol-

dation of the companies into larger ones?—A. I would, most assuredly. I think if we are to have but 20,000 men in the Army, the larger the companies are made the more service our commanders can get out of the troops, and I think you will find that that is the testimony of most of the officers. I know if I were to go to command a post of a hundred men I would rather have one company of a hundred than two companies of fifty men each, because it would give me more men for active duty. To maintain a company organization you have to have a certain number of men who are useless as soldiers, being engaged on other duty; for instance, four of the best men in your company are taken up as sergeants, so that in two companies of fifty men each there are eight sergeants, and in a company of a hundred there would be just the same number; and the same is true of the musicians, cooks, company clerks, and commissary-sergeants. Then, the property of a large company is just as easily looked after as that of a small one, and one man can do the work as efficiently as two.

Q. What is your opinion as to the advantage of small companies in expeditions against the Indians and in protecting the frontier?—A. I think that large companies are much more efficient than small ones.

Q. Each company has to have a headquarters, whether it is small or large; therefore would not large companies be less expensive than small ones?—A. Yes; the expense in that respect would be reduced considerably, but I should not care to attempt to estimate the exact per cent. of reduction.

Q. What is your opinion as to the usefulness of laundresses in the service?—A. The laundress is a very useful and convenient institution, but whether she is worth all she costs I am not able to say.

Q. It is estimated by the Quartermaster's Department that the laundresses in the Army cost \$191,000 per annum.—A. It may be true, but if they cost so much as that, I am afraid it is with the laundress as with Indians, that they do not get it all.

Q. That includes their transportation?—A. Well, sir, it has been my experience on the frontier that the laundresses generally transport themselves.

Q. It includes transportation and medicine, and all those things?—A. That may be; there are so many things that come in. Their medical treatment, however, costs nothing but the filling of the prescriptions. On the whole, I think they exert a good influence in the Army. They are usually old women who have been with the Army a long time, and I think their presence exercises a good moral influence upon the officers. They usually do the officers' washing, and I have known two or three instances where it operated badly not to have them. For instance, a company would have no laundress, and a young gentleman would come out there and make that the excuse for hiring a woman to do his washing, and that woman would soon come to be his mistress, and it would end, perhaps, in the young gentleman leaving the service by a court-martial. Now, it is pretty hard to refuse to an officer, even if he is not married, the privilege of having some one about his quarters to do washing, and you cannot, as a rule, get a man who is willing or able to do it.

Q. What is your opinion as to the consolidation of the Quartermaster's and Commissary Departments?—A. I see no reason why they should not be consolidated, because at all the frontier posts the duties are performed by the same officers. At my post, which is the largest in the Army now, there are fourteen companies, and the quartermaster of my regiment is quartermaster and commissary of the post, and he performs the duties to the satisfaction, not only of the officers and men but of the commanding officer; at least, I have never heard any complaint. I never have been a quartermaster or a commissary in my life, and how the change would work in the purchasing of supplies I would not venture to say, but I know that it would work well at the posts, because the gentlemen of the line have but very little official relation with the gentlemen on the staff; we have little personal knowledge of them because they never go to the places where we go. At Fort Brown there have been five quartermasters within the last three years, and it has invariably happened that the first thing they did after their arrival there was to set to work to try to get themselves changed back to some city where they can get commutation. They do not like to subject themselves to discipline; they consider themselves another class of gentlemen altogether; they invariably give trouble to the commanding officer; and I do not think you could find one commanding officer but would prefer one of his own men for commissary to a staff-officer. I know one most distinguished officer in the Army who stipulates with the commanding officer of the department when he is ordered to a new post, that if there is a quartermaster there he must be relieved, as he has no use for him and does not want to have him occupying his quarters.

Testimony of John B. Sanborn.

WASHINGTON, February 26, 1876.

JOHN B. SANBORN sworn and examined.

By Mr. WILLIAMS:

Question. Where do you reside?—Answer. At Saint Paul, Minnesota.

Q. Tell us what knowledge you have of the Indians.—A. I was in the military service in Minnesota in 1861 and 1862, and had command of that State and frontier from January 1

1862, to April, 1862, and then I campaigned against the Indians, principally in Arkansas, the Cheyennes and Arapahoes, the Apaches, Comanches, and Kiowas, from the 1st of July, 1865, to October of that year, and concluded that campaign by a treaty with those tribes at the Little Arkansas River about the 1st of November, acting as one of the commissioners. General Harney being another, Kit Carson another, and William Bent of Fort Lyon another. I spent that winter in the Indian Territory adjusting relations between the slaveholding tribes and their former slaves. President Johnson had ordered that that relation should cease to exist and I was sent there to establish the relations that should succeed. In January, 1867, I was again sent by the Secretary of the Interior to ascertain the principal grounds of difficulty with the Sioux Indians in the vicinity of Fort Phil. Kearney, that had resulted in the massacre of 836 soldiers and officers of the Army. I served on that commission until July of that year, when Congress, by an act, appointed me with others a commission to visit all the Indians of the plains, and make such recommendations to Congress as the public good seemed to require for the future, for the control and management of Indian affairs, and I served on that commission until the 12th of October, 1868; since which time I have not been connected with the public service. That commission met and conferred with the Southern Cheyennes and Arapahoes, the Kiowas, Comanches, and Navajoes, the Bannocks or Snake Indians, the Northern Cheyennes and Arapahoes, the Mountain Crees, and all the bands of the Sioux Nation, twelve in number. During this time I made the Indian question a constant and careful study, and tried to arrive at correct conclusions as to what policy would be the best for the Government to pursue in the management of Indian affairs.

Q. Please tell us what conclusion you arrived at.—A. At the conclusion of that commission; the last session it held was at the Tremont House, in Chicago, in October, 1868. All the questions pertaining to that subject were very fully and thoroughly discussed by the commission, consisting of General Sherman, General Harney, General Terry, Senator Henderson, Mr. S. F. Patten, General Angur, and myself, and Mr. N. G. Taylor, Commissioner of Indian Affairs. That commission, with perfect unanimity of opinion, with the exception of Mr. Taylor, concluded that the Bureau should be transferred to the War Department, and so recommended to Congress. Nearly all the members of the commission had given the matter their undivided attention for a year and a half, and some of the members had been connected with the Indian service for a quarter of a century, such as General Harney. General Angur, too, had had a great deal of experience. The question of the management of Indian affairs is a very complex and difficult one, and one that nobody can understand without giving it a great deal of study and attention. The evil of contact with the men of the Army is and always has been experienced, and must be always, for the reason that civil officers are not certain of getting along a single day without calling upon the military, which results in the absolute necessity of the military being immediately at hand, on the reservations, or close to them. Hence there would be no increase in that evil by the transfer to the War Department. It stands just the same as it does now. For the tribes that are civilized or semi-civilized nothing is required but a single officer. For the tribes that are still nomadic and savage, the force that is now kept among them is all that is required after the transfer; there is no change in that respect. It is simply consolidating the entire service into one branch of the Government, instead of having it administered by two separate and distinct branches, as now. The system of procuring supplies is far more economical in the Army than in the civil service, and must always remain so. While the Indian service is administered by the civil branch of the Government, there is constant change and vacillation, so that these uneducated savages do not understand or comprehend what the difficulty is. The policy of the Government seems to be one thing under one administration, and another thing another year, under another administration. There is really no progress made, that is perceptible, with the uneducated or wild Indians, under this system. The civilized tribes of to-day were civilized Indians in 1849, when the transfer was made from the War Department to the Interior Department, and there is scarcely a tribe that our civilization has come in contact with during the twenty-seven years that the Interior Department has administered Indian affairs that has not as a tribe been annihilated and disappeared. Civilization under that system, of an Indian tribe as a tribe, I consider impossible. Nearly all the tribes on the Pacific coast have disappeared. The Modocs have disappeared within the last two or three years under that system. There is a loose, careless management of the Interior Department which is necessitated from a lack of force, unless the military is near at hand; and that encourages these savages to outbreaks and disregard of the authority of the Government, which, in the end, must be repressed by an absolute military campaign, and by that time the Indians have become so encouraged that they fight with confidence and with all the zeal of savages, and of course, as a rule, they are nearly annihilated by the superior power of the Government, which, of course, ultimately must succeed in all cases. I have not visited the Sioux Indians of the plains since we closed our treaty with them in 1868; but I am informed by General Terry, whose headquarters are at Saint Paul, and who was on the commission that visited them this year, that during the eight years that have elapsed since that treaty there has been no perceptible progress in their disposition to try to help to support themselves, or to obey the requirements or follow out the purposes of the Government, but that, if anything, they are more savage and barbarous now than they were then, although the Government has expended, under the provisions of that treaty, from a million

and a half to two millions annually, and which we fully expected at the time would, in five years, carry them so far along that they would become at least successful herders, and be able to raise at least enough meat to support themselves, in a good grazing country like that south of the Arkansas, which we looked forward to as the permanent home of the Indians, regarding that as a temporary arrangement; so that I am, and have been, since giving a thorough examination to the whole question, hopeless of our being able to civilize any of these large Indian tribes, the Sioux or the Apaches of Arizona, under the present system. As a nation, their annihilation is as inevitable as doom under the present system. While I have full belief that if the Army had control so that the presence of power would be always felt by the Indians, and the consequent obedience to the purposes and plans of the Government secured, they would become a civilized people, productive as herders and we shall always need a large population of that kind on the plains, for they are suitable, generally speaking, for no other purpose and will subserve no other great end in the economy of this Government—a large portion of that country. In regard to the economy of the service, I believe there would be a large saving in the procuring and issuing of supplies. I think that in the expenditure of six or eight million dollars for supplies, there would be a saving of from a million to a million and a half in the cost of transportation. I think that active campaigns in the field, which now occur every two or three years, would be entirely avoided. I have no doubt but that the entire expenses of these campaigns would be avoided. If the Army had full control, the Indians never would be encouraged to resist the power and authority of the Government to such an extent as to take up arms against our people at all, and in that view comes the saving. On an average, it would amount to from six to ten millions a year. I am confident that from 1860 to 1870 the expenses of the military establishment were increased annually, on account of our Indian difficulties, to the amount of ten millions on an average, or one hundred millions during the decade. This estimate includes the campaign in Minnesota, the campaign in New Mexico against the Navajoes, and the campaign on the Arkansas, closed out by myself in 1865, in doing which I had under my command 7,000 mounted men and one or two regiments of infantry, and they were supported at an expense that was really alarming; corn at many of those posts being purchased at the time I arrived there and took command at \$8 a bushel, an expense so great that I concluded it was better to procure a remount every ninety days than to try to keep horses alive by purchasing forage at those rates. I can but consider it, after the study I have given it, as one of the most perfectly one-sided questions connected with the public service, as to where that bureau should be.

By Mr. COOK :

Q. You have known there is a very decided opposition to the transfer?—A. Yes, sir. The opposition has mainly arisen from a class of our best citizens, generous and philanthropic men, from a fear that it meant the annihilation of the Indian race speedily, from our warring upon them without cause. There can be no particular foundation for such a fear. I consider the War Department the most subservient to law of any Department of the Government, (unless it is the Judiciary,) and all that Congress need do is to give directions in the act they pass, making the transfer, as to the general plans and purposes of the Government, as to what they propose to accomplish in connection with this Indian question, and whatever that is, I have no doubt the War Department will accomplish it. I think it essential that Congress in making the transfer should designate a country that should be held by the War Department exclusively for the benefit of the Indian tribes. If that is not felt to be a duty by the Secretary of War, it may not be done; and without it, immense difficulty and cost will follow.

By the CHAIRMAN :

Q. Might not that be done after the transfer was accomplished?—A. O, yes; there is no need of incumbering the bill for the transfer with that, but that should be a policy established by law. It is now established by treaty, and that is law.

By Mr. WILLIAMS :

Q. In connection with that fear of wars resulting from the transfer, is there not every motive with the Army to keep peace with the Indians? They don't care about fighting when it is not necessary?—A. I don't think there is any branch of the Government service that dreads war so much as the Army. The policy that has been pursued by the Government for the last twenty-seven years has resulted in almost the destruction of the southern Cheyennes, which, when I first met them in 1865, was one of the finest tribes of Indians I have ever met, and of the southern Arapahoes, and the Pawnees, large and powerful tribes on the plains twenty years ago. I can but repeat what I said before, that I look upon the continued administration of Indian affairs as they have been administered for the last twenty years as certain to insure the destruction of every one of the Indian nations as nations, except those that were civilized under the administration of the War Department prior to 1849. They require the feeling that the power to control them is at hand.

By Mr. TERRY :

Q. Are you able to approximate the economy of this transfer?—A. My belief is that it

will save to the Government, in all branches of the service, about ten millions a year, on an average, taking a decade together; one year you might not save more than three or four or five millions, and another year you will probably save twenty-five or thirty millions.

Q. In that estimate you include the estimate of saving by avoiding the military campaigns, but the amount I want to get at is the saving in the expenditures, leaving out the campaigns; the amount of economy in dispensing with the Indian agents and with transportation.—A. Well, I should say that in that, and in the procuring and transportation of supplies, there would be saved a million and a half or two millions a year. The agent hasn't the power to make proper and regular issues of supplies. A demand is made by a chief for one, two, three, or four dozen beaves. If the agent does not supply them, he is enraged, and perhaps will make trouble on the frontier, and the agent concludes, perhaps wisely enough, that it is better to grant all he requests than refuse it, as a matter of public policy, and the result is that the number of rations issued exceeds the number of Indians. I think it is within a year that the Commissioner told me that the returns showed the issue of nearly 40,000 rations daily, when most of the Indians were out hunting, and there could not have been over 20,000 Indians to issue to.

Q. Do you include the cost of transportation in that estimate of the million and a half?—A. Well, a million and a half to two millions I put that at. I believe I have spoken of every point except the greater security upon the frontier; the loss of life by the Indians from the winter of 1862, when I first acted officially in connection with these Indians, to 1863, the time that our commission closed its labors, was not less than five hundred per annum; one year it exceeded a thousand, I think; that was the year that the massacre occurred in Minnesota; there were eight hundred white people killed in two days. I think there would be no loss of life to amount to anything at all, if the Army had control, and that the loss of property by the frontier settlers, which now amounts to several hundred thousand dollars per annum, would be at an end.

Q. You think this transfer would tend to civilize the Indian, and that year by year he would become more and more self-sustaining, and that it would ultimately result in a condition of things where they would be a very small burden to the country?—A. Yes, sir; I have no doubt of it at all. I don't wish to be understood as finding any fault with the administration of the Interior Department; I insist that no civil department can manage this question in a Government like ours. If we had an aristocracy or a despotism instead of a republic, it could be done better than now, but, as our Government is constituted, it is something that cannot be done; that is my settled conclusion, after giving the subject a great deal of thought.

By the CHAIRMAN:

Q. At present I believe we are paying nearly \$12,000,000 a year for transportation for the Army. If this transfer were made, would not that amount be very materially reduced by shortening the lines of transportation?—A. My judgment is that it would be very materially reduced. Our purpose in 1868 was to locate all these Sioux tribes on the Missouri River, to save the expense of transportation by land. The Indians came to the Missouri pursuant to this provision of the treaty, and the understanding between them and the commissioners at the time, and remained there one or two years, but they became discontented and demanded to have their agencies located in the interior, some one or two hundred miles distant, and their demand was acceded to by the Interior Department, to avoid trouble.

Testimony of Dr. Walter A. Burleigh.

WASHINGTON, February 26, 1876.

Dr. WALTER A. BURLEIGH sworn and examined.

By the CHAIRMAN:

Question. Where do you reside and what is your age?—Answer. I reside in Yankton, Dakota Territory. I am fifty-five years old.

Q. How long have you lived in that western country?—A. I have lived in Dakota Territory since May, 1861.

Q. Where did you live before that?—A. In Pennsylvania.

Q. You have had a good deal of communication and intercourse with the Indian tribes?—A. Yes, sir.

Q. What tribes have you known particularly?—A. The Sioux. I am acquainted with all the different bands of Sioux Indians. I went out there in 1861 in charge of the Yankton Sioux, and remained between four and five years in charge of them.

Q. How long were you connected officially with the Indians?—A. Between four and five years.

Q. How large was that band?—A. About 2,250.

Q. Whereabouts were you located?—A. About sixty miles above Yankton, on the Missouri River.

Q. Were the Indians then fed by the Government?—A. They were, except what they produced themselves.

Q. There were certain rations issued to them?—A. Yes, sir. At that time they were getting a great deal of buffalo-meat there, but since then the game has disappeared, and they are fed entirely by the Government, except what they get out of the soil.

Q. The supplies were furnished in the usual form, by contracts for transportation?—A. Yes, sir.

Q. The transportation was easy at that time, as the Indians were right on the bank of the river?—A. Yes.

Q. Was the system then carried on by the Government economical, in your opinion?—A. I judge it was as economical as it ever has been carried on. The Indians were then fed by the Interior Department, and were controlled at that time almost exclusively by the civil branch of the Government.

Q. That was before the Red Cloud and Spotted Tail agencies were established?—A. Yes, sir. The following year the Sioux war broke out in Minnesota, and we had trouble all through that country.

Q. With these same Indians?—A. No, sir; they were not the Indians; they were the Sissetons.

Q. Where did they go after the war?—A. A portion of them remained in Minnesota; after a while a portion of them went to Dakota, and were afterward moved over into Nebraska, scattered over the country.

Q. Was there any disturbance in your vicinity at that time?—A. Yes, we had a good deal of disturbance there. I had no difficulty with the Indians under my charge, but we had with the other Indians that overran the country, and murdered indiscriminately every white man they came across.

Q. Have you ever thought whether the Indians could be more economically managed by the civil than the military power; in other words, whether a transfer to the War Department would not be more economical than the present system?—A. At the close of the war, before our Army was re-organized, my attention was invited to that subject, and under the then existing condition of things in the War Department, it occurred to me that a change would not be salutary. Since the Army has been re-organized and put upon its present footing, I have come to the conclusion that the transfer of the Indian Bureau to the War Department will tend to the civilization and advancement of the Indians, and that it will be a source of great economy in the administration of our Indian affairs. I have seen the Yanktons, for instance, under the control of a civil officer of the Government, and the same Indians under the control of a military officer of the Government. It was almost impossible for me to keep my apprentices at work at the different trades which they were put to learn. They would come in and make some demand that I could not comply with, and then away they would go; but the very moment they were put in charge of a military officer, with a sufficient force to compel them to obey his regulations, the whole thing changed and those fellows went to work and kept at work, and became almost self-sustaining. They have a great respect for power, and they have no respect for anything else. Then, take the question of supplies. It is a fact that the supplies purchased for our Army are purchased much cheaper than they ever have been or can be by the Interior Department. Again, after they are purchased by the Interior Department they are shipped under a contract made by that Department, and last year it cost, I should say, sixty per cent. more to transport the Indian supplies than it cost for the transportation of the Army supplies. These supplies are purchased, and after a good deal of difficulty they get a United States officer to inspect them. As soon as the certificate of the inspector is obtained, the parties can go and draw their pay whether the goods have been delivered to the Indians or not. Then the goods go out of the hands of the officer who inspected them and into the hands of irresponsible parties, and they are turned over to the Indian agent—if they are turned over at all. In the Army, on the other hand, under the Quartermaster's Department, the supplies are purchased and turned over to the contractor for delivery, and at the post they are delivered to the board of survey, and if there is anything wrong in them the transportation contractor has got to make it good. The supplies then pass into the hands of the quartermaster or the commissary of the post, and they are issued as systematically as it is possible to issue them, under the administration of the Army. No such safeguards are provided under the Interior Department. When I was there the supplies were taken up, and we made about two issues a year of clothing, one in the fall, and one in the spring. When the Indians came and demanded provisions we were compelled to give them to them; we would give out the provisions as long as we had them, and then the Indians would starve. They would come in and take two or three months' rations and then they would go off hunting or on the war-path, and we would not see them until the next issue; the tendency of that system being to allow them to run over the country without any restraint whatever. Now, it is utterly impossible to civilize those people while they continue their nomadic habits, and, until you get them under the military power, you cannot control them or civilize them, let people talk about their praying and psalm-singing as much as they please.

By Mr. TERRY :

Q. What if the rations were issued to them once a week?—A. They ought to be issued every day, or every two days at furthest, then they could not leap on their ponies and start off on the war-path.

By Mr. WILLIAMS :

Q. Are the issues made now once a month or once every two months?—A. I cannot say how it is now ; my impression is that they are made in that way to a great extent. The agents turn over the cattle to the Indians, and the extent of the issue depends altogether on the Indians themselves. Red Cloud and Sitting Bull will come down to the agency and say, " We want you to turn out so many head of cattle," or whatever there is in the agency, and the agent is compelled to do it.

By Mr. TERRY :

Q. Do the agents ever turn over beeves on the foot to the Indians so that they can drive them off?—A. Frequently ; at least I think so. I have looked at this question very closely and have given it a great deal of study, and my impression is that the transfer of the Indian Bureau to the War Department, by dispensing with civilians whose duties can be performed just as well by officers of the Army—my impression is that the saving in that alone will be \$1,500,000. My impression is, (and I think I have seen enough of these matters in the last fifteen years to enable me to come to a correct conclusion,) that it will save, in supplies furnished that never reach the Indians at all, fully \$500,000 ; that makes two millions. It will save in the administration of the Army directly, by enabling them to bring the Indians down to navigable highways where supplies can be distributed without the monstrously expensive transportation that is now necessary, fully \$3,000,000, making \$5,000,000. Take, for instance, the Red Cloud and Spotted Tail agencies, the two largest agencies on the continent, I believe ; it costs as much to haul the flour from the point where it is landed on the Missouri to those agencies as it costs to purchase the flour. The distance of those agencies from the river is about three hundred miles, and they are in a poor country, whereas the country on the river is pretty good. In addition to that, our Indian wars for the last twenty years have cost \$120,000,000, over \$6,000,000 a year, and we are just as sure to be afflicted again with that enormous expenditure as we have been in the past if we continue the present system. Therefore you may add \$6,000,000 to the \$5,000,000, which will make a saving annually of \$11,000,000, by turning the Indians over to the War Department. I think that our Indian wars have been the direct results of the miserable policy that has prevailed under the civil administration of Indian affairs. Now we have the officers already paid for doing all the duties that are discharged at present by the agents. The surgeon at the post can prescribe for the Indians, and the labor that is to be paid for now can just as well be performed by the soldiers who will be called in at the military posts to aid the quartermaster and the commissary in making their issues. Of course you have to have a head farmer, a head blacksmith, a head carpenter, and where there is a mill, a miller, but all the balance of the labor can be done just as well by the Indians, provided you have force enough at the posts to enable the agent to compel obedience to his orders.

By Mr. REILLY :

Q. Is there any reason why the officers of the Army should not be able to have the Indians properly instructed in agriculture and the mechanic arts, as well as the civil authorities?—A. My judgment is that they will do it better. I believe that the Indians stand a better chance for civilization, for education, for moral culture, for advancement in agricultural pursuits and in the mechanic arts, under a strictly military administration than under the present system. One reason is, that the military officer has his troops at his command and can enforce obedience. Take, for instance, the boys that are put to learn the different trades ; we can compel them to remain at work and acquire a knowledge of these different branches of industry ; but under the civil administration, perhaps a half-dozen Indians will come up and make a demand, and if the agent is not able or willing to respond to it, they will take those boys all away, and the agent has no control whatever over them. In addition to that, we lose an average of 250 valuable lives a year—people who are murdered by the Indians ; and there is nobody to pursue the murderers and bring them to justice.

By Mr. WILLIAMS :

Q. You do not think that the moral character of the Indians is much improved by the present humanitarian system?—A. One or two gentlemen remarked to me yesterday that the great objection to turning the Indians over to the Army was that they would become so terribly demoralized. " Now," said I, " gentlemen, if it is true that the Indians are demoralized by coming in contact with the officers of our Army, who are educated gentlemen, and as moral as the balance of mankind, does it not go very far to disprove your theory that the Indian is benefited by embracing our civilization? Had he not better die in ignorance of our civilized arts than to be contaminated and sent to perdition in consequence of being civilized?"

By Mr. TERRY :

Q. Give your opinion as to the moral effect upon the Army of coming in contact with the Indians.—A. I think the Army, as at present constituted, would suffer nothing by coming in contact with the Indians. I see no reason why they should.

Q. So you see nothing to be lost by either the Army or the Indians?—A. Nothing, sir; but the Indians will be greatly benefited. Another argument against the change is, that the soldiers coming in contact with the Indians, will lead to large numbers of half-breeds. When I was among the Yanktons I found fifty-seven illegitimate children whose parentage could be traced to white men, and, out of the fifty-seven, I found but three whose paternity could be traced to military men, the balance were the children of civilians.

By Mr. REILLY :

Q. The turning over of the Indians to the Army does not affect any missionaries that the churches may choose to send among the Indians?—A. I don't know of any place in the remote western country where they have better churches or more exemplary ministers than at those posts. In some instances I learn that the officers have built the churches themselves.

Q. Were there any missionaries among the Indians before you went there?—A. O, yes; there had been traveling missionaries there for forty years.

By Mr. TERRY :

Q. Is a missionary among those wild Indians of much use? Must you not first civilize them and get them down to the pursuits of white men before the missionary can do them much good?—A. I do not believe it amounts to that, (snapping his finger.) You have got to break up their nomadic habits and make them obey rules and regulations, before you can infuse the Gospel into them.

Q. Can you ever bring them down to civilized ways while they are in the habit of running wild over the country?—A. No, sir.

Q. Do you agree with some gentlemen who have stated here that these lands which the Sioux occupy are almost uninhabitable and cannot be cultivated?—A. Yes, sir. The Indians would starve if it were not for the rations that we issue to them.

Q. Would there be any difficulty in bringing them down to the river and feeding them there?—A. I suspect that they would resist a little. Some of them would and some would not. Sitting Bull is off from his reservation now with a band of warriors murdering everybody that he meets. He is now upon the Yellowstone River.

By Mr. WILLIAMS :

Q. Is it not becoming every day more and more a necessity for the Indians to be fed by us on account of the decrease of the buffalo and other game?—A. Yes; they are paupers, and depend for their existence upon our bounty. There is no good reason why, if the Government has to build the poor-house, it should not select the location.

Q. You were in Congress from that country for a time?—A. Yes, sir; for four years.

Testimony of William Welsh.

WASHINGTON, February 26, 1876.

WILLIAM WELSH affirmed and examined.

By the CHAIRMAN :

Question. Where do you reside?—Answer. I reside in Philadelphia.

Q. State what connection you have had with the management of Indian affairs.—A. I was for a time chairman of the Board of Indian Commissioners appointed by the President of the United States, and afterward I worked in conjunction with them until last year; though acting independently of that commission. In addition to that, I am chairman of the committee appointed by the General Convention of the Episcopal Church, of which Senator Stevenson and J. W. Andrews and some others are members, charged with the oversight of Indian affairs and authorized to invoke the action of Congress, and the support of the courts, if necessary. In addition to that, I am a member of the executive committee of a missionary commission of the Protestant Episcopal Church, that has supervision over a certain number of Indian agents. Through those agents we are attempting such civilizing and Christianizing influences as we are able to bring to bear upon the Indians.

Q. Tell us in what condition you found the management of Indian affairs.—A. When we commenced the Indians were under the control of Army officers. Very little seemed to be done toward civilizing them; but, as General Stanley has said, it was hardly a fair test, for the officers were taken indiscriminately. Before that, the agents were mostly men who were seeking their own gain, and perhaps hardly censurable in that, because the system

was a very poor one. The governor of each Territory was *ex officio* the superintendent of Indian affairs, and had the control of appropriations, and usually shaped the expenditures politically. In some of the States that were formed out of Territories occupied by the Indians, we were not able to trace above 25 per cent. of the appropriations to their proper use. That is, where the superintendent of Indian affairs had been the governor, he had used the appropriation for political purposes, and in many instances gentlemen were promoted politically by the patronage of the appropriations for Indians. In this connection, I will state that President Grant by authority of law discontinued the governors of the Territories from being superintendents of Indian affairs, and that difficulty has been removed. My personal observation has been confined to seven Indian reservations, five of them under the charge of the Episcopal Church, and two in Nebraska under the charge of the Society of Friends. Some of them I have visited very frequently.

Q. You say that only about 25 per cent. of the money reached the Indians under that system; what do you think of the present management?—A. I think there has been a very great improvement in the agents and agencies. The agents are now nominated and virtually appointed by the various religious bodies, and when any of them are found to be dishonest, or otherwise of improper character, they are instantly removed. It was almost impossible to remove them formerly, for they bought their offices, and, therefore, were in for the four years, or eight years, as the case might be. My friend, General Stanley, I am satisfied, will testify to the improvement in the agents now, for the various religious bodies have the best men they can get to serve for \$1,500 a year and plenty of abuse. Of course it is difficult to get men on a salary like that, living where they are unable to get rations from the Army, and where they have sometimes to purchase supplies at enormous cost.

Q. Have you had difficulty in procuring removals of agents?—A. Not any, sir; instantly they have been removed on our recommendation; and, in every case they have been appointed on our nomination.

Q. You have seen the bill that was referred to this committee. What is your opinion of the transfer to the War Department, as to whether it would be proper to make or not, and as to what effect it will have upon the Indian service, and upon the Army?—A. If you will allow me I will state, as I am in the presence of strangers, that I have no prejudices whatever on the subject. If all men are like my friend General Stanley, I would advocate it instantly; for I have seen him among the Indians time and again and know exactly how they love him. I have seen enough of the evils of political influence in the purchase of supplies, to disgust me very much on the one side, and I have seen enough of Generals Augur, Stanley, Ord, and others, to satisfy me that there are in the Army men who are eminently fitted for that work; so that I have no prejudice whatever. I approach it as a matter that I can think of without being drawn to one side or the other by any prepossession. After very carefully reflecting upon it, and having considered it in a committee composed of Senator Stevenson and J. W. Andrews, of Ohio, (whom you, Mr. Chairman, know,) we reached this conclusion, that a change was important; but that we did not see how the civilizing influences could be brought to bear upon the Indians or promoted sufficiently by a transfer to the Army. That its Commissary and Quartermaster's Departments, if used, would be very efficient, is beyond all question, but you could hardly expect a detail of officers, who have enlisted for a different purpose, to undertake to promote the civilizing influences with as much interest as gentlemen who are appointed agents for that sole purpose. When I saw the officers before, many of them complained that they had enlisted to become soldiers and looked to promotion—that they did not expect this sort of service, and it was irksome to them. My difficulty is that I am unable to see, from being on the reservations with military men and others, how we can carry out the civilization of the Indians as well as it ought to be carried out under the present improved system. I have no doubt the attention of the committee has been called to the recommendation of the Peace Commission, comprising General Sherman and my friend Sauborn, over their own signatures, concurred in by General Terry and General Augur, (as good Indian men as there are in the Army.) I will state the difficulties of the War Department assuming charge of Indians, and the advantages of a separate bureau concisely, and in a way that I do not think can be gainsaid. General Sherman has no belief in the civilization of the Indians; and there is the difficulty. If the Indians are transferred to those who have no belief in their civilization, of course we could not expect much co-operation. If we believe it is the duty of this nation to civilize, educate, and, if possible, Christianize the Indians, I do not think that the mere matter of economy should weigh very much with us. As a merchant of fifty years' successful experience I am unable to see (except upon the old theory that "it costs nothing because it is in the house") how you can make the great saving that is claimed by the friends of the change. There are no more officers, or there ought to be no more officers, than are needed. Therefore, to have as agent a captain who is paid \$2,100, and another officer to assist him, surely would not cost less than an agent who gets \$1,500 a year. In the transportation there might be some saving. In the Indian Bureau there would not be, because the same number of clerks ought to be needed in either place; but I have no doubt there could, on the whole, be economy. If we cannot free the present system from violent political control, there would be very many advantages in the War Department, beyond a doubt. One difficulty, I presume, would be that the officers

would change often, for you could not expect an officer to remain on a reservation all the time. When he gained experience, he would be removed. My friend, General Stanley, has been up the Missouri a great many years, and therefore he became a "father" to the Indians. They grew up, very many of them, under his loving influence; but my own observation of the Indians inclines me to differ a little from some of the gentlemen who have testified. I found that Indians were rather restive under the control of soldiers. At the Yankton reservation they said, "What have I done that you put a soldier over me?" And in several other instances they have said the same thing. Where they find, as in the case of General Stanley, that officers are their true friends, that feeling passes away. I have seen very great advances in the civilization of quite a number of the Indians. You, General Thomas, are familiar, I suppose, with the White Earth reservation?

Captain THOMAS. No; I do not know it.

Mr. WELSH. As you are from Minnesota, I thought you might. Certainly there has been a very great advance there, and at the Santee and Yankton agencies; and it is beginning at the Crow Creek agency. The improvement in three of the tribes of Sioux is most manifest to every one who sees them. Among the Yanktonnais Indians, at the Crow Creek agency, and the Santee Sioux, at the Santee agency, Nebraska, where we have had our schools and missionaries longest, polygamy, in many instances, has almost ceased, and the women have become intelligent, and the family relations seem to be just as well observed as among whites.

Q. You say that the great difficulty in the present management seems to be the political influence that gets in and controls the matter. In the transfer of the Bureau to the Army, would not that be avoided to a great extent?—A. It would, in the matter of supplies and transportation.

Q. You refer to the matter of the Army officers having their duties to perform. If there is a surplus of Army officers sufficient to fill these places, would it or would it not be your opinion that these gentlemen of the Army, who have been educated in their profession, would, as Indian agents, be as good as, if not better than, the average Indian agent now is?—A. In some respects, better; but I do not think we could depend upon them to carry forward the civilizing influences as they are carried forward by those who are engaged for that express purpose, say farming, schools, and such matters.

Mr. COOK. That bill provides that they shall not be interfered with.

The WITNESS. Yes; but who are to do the work?

The CHAIRMAN. There is a class of men who are doing it now at their own expense, and I think they are the best men to do it.

A. But we need an agent, who is our representative, on the spot, to do it. If this bill is passed I should hope it would be modified to give greater prominence to that feature, making moral and civilizing influences obligatory.

Mr. COOK. You could send missionaries there at any rate.

A. Yes; but the missionary has nothing to do with teaching Indians farming or handicraft. He has nothing to do with making apprentices of Indian boys. We must get Indian apprentices in each of the shops that are on the reservation, and no one but the agent can do that thing.

By the CHAIRMAN:

Q. Could not the Army agent do that if it were made a part of his duty?—A. If it were made a part of his duty, I have no doubt he could.

Q. This bill transfers the Indian Bureau to the War Department with all the duties that are now imposed upon the Bureau.—A. I freely confess that I have not the fears that many people have touching this transfer; but from my somewhat limited experience I cannot see how the civilizing influences can be made to operate as well as they are operating now. I think there has been a great improvement; indeed, I know there has been a wonderful improvement so far as the agents are concerned. The chief difficulty has been in supplies and transportation—our not being able to control those who have been in the habit of making a great deal of money out of those things, and their bringing political influences to bear on contracts, &c.

Q. In the matter of supplies and payments, then, you are of the opinion that it would be better for them to go through the departments of the Army?—A. I am, sir; transportation, supplies, and payments.

Q. Then the part of the management that you fear about, is the teaching of farming?—A. Yes; and of handicraft, and inciting the Indians to self-support.

Q. That is pretty much confined now to other people than the agents?—A. No; in every case where we have anything to do with the agent, he has charge of that, and does it. He not only disburses the money, but he obliges mechanics to take one or two or three Indians as apprentices.

Q. Leaving out the Christian teaching, would not the Army officers, with their education and intelligence—I don't mean all of them, but such selections as would probably be made—in your opinion, be as capable as the agents that are selected generally?—A. I do not think they would be equal to the agents that are being selected now. There has been a wonderful gain in that respect.

By Mr. WILLIAMS :

Q. Who appoints these employes and mechanics now?—A. Under our present system the agent is an autocrat on his reservation, where he is supreme, especially with the Sioux, with whom we have a treaty, and where most of our agents are. He appoints every employe on the reservation. The Indian Office tried to take that privilege from us, but I resisted the attempted encroachment successfully, and the Indian Office cannot now send a man. They tried in one instance to send a physician of a political character there, but I said we would throw up the supervision of the reservation if they did.

Q. Reserving the rights of the board of Friends and of your own commission, and such other Christian boards as are now operating to make recommendations of the persons to be employed there, don't you think that this transfer would be as good as, or better than, the present system?—A. I think that would free it from many objections; but I do not see how the union you indicate is possible, as the Society of Friends could not designate the Army officer.

Q. I do not mean for them to designate the officer. I mean to have an officer selected, with authority from them to make selections of mechanics and others for appointment?—A. They would require some agent on the reservation to do it.

Q. Not if it is done through their recommendation?—A. I don't think you could have discipline on a reservation unless the agent had every person under his control.

Q. I mean them to be under his control. You say that in the management and appointment of these people you retain this right—that you have made the contest and have succeeded. Now, reserving that right still, and leaving the Army officer in charge of the Indians as to discipline, the distribution of funds and clothing and supplies, don't you think it would make a better state of affairs?—A. I don't see how that could be made practicable; that is the difficulty.

Q. Don't you think, if this transfer were made, that we would avoid many frauds and wastes that have been going on; such, for instance, as the establishment of the post at Red Cloud, 250 miles back from the Missouri River, making all that transportation necessary, and an expense of \$60,000 to start with?—A. I don't know that that would make any material difference. The Red Cloud agency was, I think, arranged by the officer commanding at Fort Laramie.

Q. No; that post was arranged because the agent went there and established himself, and the troops had to go there and protect the agency.—A. I talked with General Smith, who was in command at Fort Laramie, and the desire was to get the wild Indians this side of Fort Laramie if they could. The Spotted Tail agency was placed where the Red Cloud agency now is, and the Red Cloud agency was farther up. The desire was to get them as far as they could from the wilder Indians that were all the time disturbing them, and I think it probable that if the military officer had had the selection he would have had it nearer Fort Laramie, but I don't think it would have been essentially different; and then it is all under the control of the President of the United States, if he chooses to exercise his authority.

Q. Do you think, if this transfer were made to the War Department, that it would result in less troubles and less Indian wars than we have under the present system?—A. I hardly know that I am prepared to give an answer. I am more familiar with the Sioux, and with some of the Arapahoes and Cheyennes, than with the others, and I can only answer that if we cannot deal honestly and honorably with them, Indian wars will be promoted. I don't think that Army officers are likely to be more honest than such civilians as might be selected.

Q. Don't the Indian wars generally grow out of the cheating of the Indian in his supplies and pay?—A. They are very much promoted by it, but the rough settler is the man that we have to fear most, as you see now in the Black Hills country. That is an illustration of the difficulty that we have. There is usually no law in the Indian country that reaches the white man who maltreats an Indian. Therefore Indians are compelled, according to an innate law of God, to take the law into their own hands. Lynch-law we have sometimes to resort to even in white settlements, and the Indian feels it to be a religious duty to avenge himself. The "avenger of blood" seems to be innate in unchristianized men everywhere, and if we cannot protect the Indian in his rights, he will, of course, try to protect himself.

By Mr. COOK :

Q. There is no law for one Indian killing another, is there?—A. They regulate that among themselves.

By the CHAIRMAN :

Q. Do you think that the management of the Indians by the Army would result in less bad conduct on account of the white men upon the frontier than under the civil agents?—A. I don't know precisely the scope of your question.

Q. Would not the accountability to the military authorities have more effect upon the rough settlers upon the frontier, in making them act correctly, than the moral influence of the agents has?—A. I think it probably would.

Q. You have spoken of the Black Hills. The agents could not do much in the management of the Indians in that section of the country up to this time?—A. No, sir.

Q. That must be left entirely with the Army?—A. Yes, sir. I gave that as a sample of the difficulty. People wonder why the Indians are so peaceful in Canada. It is partly because of our frauds and partly because civilization progresses more rapidly here; and we white men are pushing the Indian to the wall more rapidly than in Canada.

Q. Can you name, from your knowledge of management of Indian affairs, any instance of a war or massacre that has been brought on by Army officers in their treatment of the Indians?—A. We have had no wars connected with the reservations under my observation. Any statement I could make is a matter of history, such as you have in this peace commission's report.

Q. Is it not generally the history of Indian wars that they are boought on by the frauds and bad management of the agents?—A. In a very large number of cases the bad conduct of the agents and of other white people.

Q. Would it not be your opinion, judging from the character of Army officers generally for integrity, honesty, and fair dealing, that these frauds such as the Indians complain of and make war about would, under the management of the Army, be mostly avoided?—A. I think that they would be very materially decreased by it.

Q. The last Commissioner of Indian Affairs, Mr. E. P. Smith, deprecates this change very much, and in his report he argues against the transfer upon the ground of the immorality of Army officers. I want to ask you if this transfer, taking into consideration the fact that Army officers are present among the Indians all the time, would, in your opinion, result in greater immorality than exists now?—A. I think a bill could be framed and a sufficient supervision exercised to prevent any increase of immorality by reason of Army officers being agents.

Q. If the Army was charged with this duty—the higher officers of the Army—would it be your opinion that the lewdness and demoralization would be greater than now?—A. Under proper restrictions, I think they would not be any greater. What Mr. Smith refers to mainly is the effect of military posts. Where the reservation adjoins a post, the women go to get favors and are thrown in contact with the soldiers. I think an Army officer having charge of the reservation could better control that than a civilian, and, with proper restrictions, there should be no increase of immorality by reason of the reservation being under the charge of an Army officer.

Q. Would it not be your opinion that the additional responsibility of Indian management, upon the higher officers of the Army, would have a tendency to decrease rather than to increase it, so far as the Army itself was concerned?—A. My own impression is, that if it is transferred to the Army, the desire of officers to keep the reputation of the Army pure would make them even more careful than they are now.

Q. Are there any other matters that you would wish to speak of?—A. I don't know of anything, sir, except that, if the bill is put in shape, I hope that both committees will be as careful as possible to put in all the restrictions that will give the Christian bodies, who are now operating and spending an immense sum of money to civilize the Indians, such assurance as you can that all that can be done will be done to show them that you desire to sustain them in their efforts. I think that this last section of the bill might be made much more strong, so as to enjoin the Army to do all they can to assist in the work of civilizing the Indians, and making them more industrious, and giving every encouragement to the Christian teachers. As the Army officer does what he is bid, he would no doubt obey specific directions, if in the law.

By Mr. REILLY :

Q. All the Christian bodies want is an open field and proper protection, is it not?—A. I would not say that that is all they want, because many of them will be horrified by this bill. I happen to be a little more catholic than most of them. My experience among the Army officers has been perhaps exceptionally favorable, say with such men as General Augur. If Christian people felt that General Augur would be put at the head of Indian affairs, it would ease the public mind very much. While I am a decided advocate for a separate Bureau for the Indian, and I am very clear that it should be provided, yet if it is not, and it goes to the Army, I think much care in the legislation will be needed to make such a change beneficial.

By Mr. COOK :

Q. How many agents have you known to be discharged?—A. Dr. Saville was discharged from the Red Cloud agency, and Risley from Spotted Tail reservation. As soon as it was suspected that he had gotten under the influence of the "cattle-ring," he was discharged instantly. Two agents for the Poncas were removed and others appointed.

Testimony of Lieut.-Col. Roger Jones, Assistant Inspector-General.

WASHINGTON, March 2, 1876.

Lieut.-Col. ROGER JONES.

By the CHAIRMAN:

Question. Please state your rank in the Army.—Answer. I am an assistant inspector-general in the Army, with the rank of lieutenant-colonel.

Q. What duty are you engaged on, and where have you been serving latterly?—A. I am under orders to report to Major-General Hancock, commanding Division of the Atlantic, having left the Pacific coast a fortnight since, where I have served over nine years.

Q. We want your opinion in regard to the transfer of the Indian Bureau to the War Department.—A. I have frequently thought of the subject in a general way, and am of opinion the change should be made, very forcible reasons therefor being contained in official reports of General Schofield and General Pope, which cannot be strengthened by anything I may say. One of the objections to the present system, I conceive to be, lies in the fact that the Indians now have two masters, being subject to the control of the Interior Department at one time, and to the military authorities at another. Thus there is created a divided responsibility, from which good results cannot possibly follow. I think the change would be advantageous to the Indians and also to the Government; but if the personal preferences of Army officers were to determine the matter, the change would not be made, for I am certain they do not wish such a responsibility put upon them; and in the duties that would be devolved upon officers of the Inspector-General's Department, I see, in the proposed transfer, many disagreeable features, which naturally we would avoid. Personal wishes, however, should have no weight in determining action upon such a measure.

Q. Do you know any instances where Indian wars or troubles have arisen from the action of the military?—A. I cannot recall a single instance where any trouble has resulted from an interference by the military authorities with the Indians.

Q. Do you know any instance where they have resulted from the non-performance of duty by the Indian agents, or from a misunderstanding between military authorities and officers of the Indian Bureau?—A. I think the Modoc war was such a case. That war, I believe, resulted from a misapprehension or disregard of the wishes or intentions of General Canby, of which intentions, I understood at the time, the Indian authorities were fully advised. Not having thought of the matter for several years, I am not prepared to go into the details of the occurrences preceding the first outbreak of the Modocs, but my memory is clear that it was my impression at the time that that war was precipitated, if not absolutely caused, by General Canby not having been clothed with full authority to act as the emergency required.

Q. If Indian supplies were provided by the supply departments of the Army, what is your opinion as to the reduction of expense that would follow?—A. I think the purchases would be habitually made at the most favorable rates attainable; that they would generally be transported at as low prices as usually obtain for similar service; and that as a rule the Indians would receive all supplies reported as issued to them. These are some of the advantages which I think may reasonably be expected from the proposed change.

Q. Please state your opinion as to the demoralization which the opponents of this measure allege will attend the transfer of the Indians to the charge of the War Department.—A. Many Indian agencies are now and have been for years in the immediate proximity of military posts, and I cannot see how the demoralization of the Indian will be any greater when under military control than it has hitherto been, though I do think the agencies should not be in the immediate vicinity of our posts. When practicable an interval of eight or ten miles should separate them. Under an intelligent and capable officer, removable for cause by the general commanding the department, without conferring with higher authority, the demoralization of the Indian under military control should be less than it now is under the existing system.

Q. Are the fears that the Indian will be subject to less christianizing influences well grounded?—A. As a rule, officers of the Army are not communicants of any church, nor do they regard with favor our Army chaplains, the prevalent opinion being they are usually of no benefit to the service; but I do not argue from this that the influences surrounding the Indian under military control will be less christianizing than at present; and if the same means as now provided are continued under the new system, I believe the Indian will not retrograde in any respect. Their demoralization now results from contact with the whites, attachés of the Indian Department, and men who do not belong to the Army, rather than from the Army proper; and this assertion receives some confirmation in the fact that many of the Indian agencies, whose demoralization is found in a greater or less degree, are where there are no soldiers at all. Many people think the demoralization of the Indian is due in a great measure to the frauds practiced upon him; this may or may not be the case, but it is absolutely certain that many of the troubles we have had are directly attributable to causes of this nature, and I am very clear in the conviction that the public interest would be greatly benefited by transferring the management of the Indians to the War Department; for, as a rule, Army officers are faithful agents, and it is their interest to treat

the Indians fairly, to see that they receive all that it is intended that they shall receive in the way of clothing and food; and when the cravings of an Indian's stomach are satisfied trouble with them seldom arises. In a word, the proposed transfer would be promotive of peace.

Q. What is your opinion of the consolidation of the Quartermaster's and Commissary Departments?—A. This is a measure which has long been urged by a number of officers, but it seems to me none of its advocates have shown there would be any gain by the consolidation, either in the direction of economy or efficiency, and in their arguments they appear to have lost sight of the important fact that we need an organization suitable, not simply to times of peace, but to a state of war. Such an organization, as a disinterested observer, who has had unusual facilities for observing the management and workings of the two Departments, I have no hesitation in declaring we now have.

Where, then, the necessity for the proposed change? The present system is not the growth of a day, or of a year, but the result of an experience of over half a century, and has been thoroughly tested in domestic and foreign wars.

About such a matter what is the opinion of one man, or of a thousand men, worth, as against the experience of ages? Nothing, absolutely nothing.

Do officers of the Quartermaster's Department favor this consolidation because they have not enough to do, or because they could better do what they have to do if the sphere of their duties were enlarged?

It is the opinion of many officers that they now have more duties devolved upon them than they can personally attend to; and if to those duties you also charge them with providing subsistence-stores, will this improve or mend matters? Will it insure their being selected with more care, or with better judgment, or their purchase at lower rates, or their being better prepared for shipment? Unquestionably it will not, but, on the contrary, the reverse may be reasonably expected.

Have you, gentlemen, considered how the proposed consolidation will work? Have its advocates endeavored to enlighten you on this point?

To my mind it is clear it will prove a consolidation only in name; that under it, officers will be specially detailed to purchase subsistence-stores, and nothing else, just as they now do, and when purchased they will be turned over for shipment to an officer specially charged with providing transportation, and when they arrive at their destination, will be issued and accounted for substantially as at present.

The Quartermaster-General, General Meigs, several years since gave it as his matured judgment that his Department had as much to do as any one man can properly supervise and direct, and, instead of adding to its duties, I think it far better to lessen them, by transferring to the Subsistence Department the purchase of clothing and camp and garrison equipage.

In small commands, or at depots where the duties are confined to receiving, shipping, and issuing supplies, I am prepared to admit, and do admit, they frequently can be better discharged by one officer than by two, but the case becomes entirely changed, when to these duties is added that of providing the supplies.

Q. Do you remember how many officers of the supply departments are on duty in San Francisco?—A. Yes, sir; five in all; three of the Quartermaster's Department, and two of the Subsistence Department. Of the latter, one is chief commissary Military Division Pacific, the other chief commissary Department of California and purchasing commissary. Of the former one is chief quartermaster Military Division Pacific; a second, chief quartermaster Department of California and depot quartermaster, with an assistant, who is a military store-keeper.

Q. Do you know how many troops they supply; about 3,500, do they not?—A. Three regiments of infantry, two of cavalry, and one of artillery—the aggregate, including officers and their families, laundresses and camp-followers, cannot exceed 4,000.

Q. Do you think so many officers are necessary for the purchase of supplies for that number of men?—A. The duties of those officers are not confined to the purchasing of supplies. They have to see to their proper distribution and to supervise estimates and regulate expenditures, and, in a word, to exercise a general supervision of all matters pertaining to their respective departments. If properly attended to these matters involve a great deal of laborious work on the part of the supervising officers, and so long as the existing military organization of the Pacific coast is maintained, I do not see how the duties there can be well performed with a less number of officers.

Q. Please explain to the committee how the commands on the Pacific coast are organized, and what changes in their organization, if any, can be made with advantage to the service.—A. The country you refer to is divided into three military departments, known as the Departments of Arizona, California, and of the Columbia. Each of these departments has a separate commander, each with a distinct set of staff officers; in a word, each is a separate and complete organization. The three departments constitute the command known as the Military Division of the Pacific, under the command of Major-General Schofield. As to the changes in the organization of this command, I have long thought the divisional organization a detriment to the public service; that the necessity for its continuance long since ceased to exist; and, also, that for a number of years past there has been no advantage in maintaining the two departments of California and of the Columbia, for most of the interior posts in the latter department can be more readily reached from San Francisco than from

Portland, which is the headquarters of the Department of the Columbia; and as we have steam or telegraphic communication with several of the remaining posts, there can be no advantage in keeping up these two organizations commensurate with the expense involved. I, therefore, am of opinion they should be discontinued, and also the Division of the Pacific, and in lieu thereof one command constituted, with headquarters in San Francisco, thus leaving Arizona a separate command, reporting direct to the General of the Army and War Department. By an organization of this kind, it is clear to my mind the expenses of the military establishment on the Pacific coast can be greatly reduced, without in the slightest degree impairing its efficiency. On the contrary, increased efficiency should be one of the results of this consolidation and re-organization, for under it the command would be exercised by one officer, instead of by two or three, and the reduction in rents, labor, and clerical service would not in the aggregate fall short of \$36,000 per annum—a sum which I think well worth trying to save.

Q. Explain more fully in what way this saving would arise.—A. Under the existing organization the expense for clerical assistance in the offices of the adjutants-general of the Division of the Pacific and Departments of California and of the Columbia amounts to about \$2,400 per month. Under the proposed change the clerical force should be reduced to ten men; it is now thirty. This would reduce the expenditure in this one item to \$800 per month, or to one-third of what it now is. A second important saving that would immediately follow this change would be in the item for rents in Portland—in rents for offices and warehouse, I mean. The gain here would be fully \$5,000 per annum, exclusive of rents paid for quarters for officers. Then the general commanding in San Francisco would not have as large a staff as he now has, and there would be ample room in the building hired for his headquarters for the accommodation of the engineer officers stationed in that city. From the foregoing it is easy to see I have not overstated the saving that would arise from the proposed change in the organization of the military commands on the Pacific coast, for beside the points touched on, there would necessarily follow a further reduction by the discharge of civilian employes in the subsistence and quartermaster departments at Portland.

Q. Have you made a report on these matters?—A. No, sir; but I have repeatedly, in connection with General Schofield, brought the subject to his notice, in the hope of inducing him to initiate action, but my efforts were ineffectual. I presume the reasons in favor of the change did not convince his judgment as to the necessity or expediency of his presenting it to the consideration of the War Department; but my conviction of the benefits to the service that would follow its adoption was so decided, that I urged the matter with considerable earnestness, firmly believing that if we Army officers and commanding officers generally did not reduce expenses, Congress would reduce us; and this, I remember, was one of the reasons I advanced in discussing the subject with General Schofield.

Q. The large and unnecessary expenditures you speak of, are the result of maladministration, are they not?—A. Yes, sir; in my judgment such is the case.

Q. Why then did you not report the matter to the War Department?—A. Because with all the latitude given inspectors, it seemed to me it was not my duty to do so. My duty was discharged when I reported matters to the general upon whose staff I was serving; and had my conversations with him on this matter led me to expect a favorable consideration of the subject at his hands, I certainly should have embraced the opportunity of getting it before the Department of War.

Q. In San Francisco \$19,068 per annum is paid for rent of offices and store-houses; in Portland, some \$5,000; and at other points in the division, \$1,920, or, in all, about \$26,000. What is your opinion as to these rents; are they reasonable, and are they necessary?—A. In San Francisco, though rents are very high, I have always thought we paid more for the building rented for offices and store-houses than it was worth; \$1,200 per month for that building, I believe ample. We now pay, I believe, \$1,500 a month for it. The rent in Portland, I believe, reasonable. Of those in Arizona, the only one which I think necessary to incur is at Ehrenbergh. The others at Yuma Depot and Tucson, are for rent of quarter for officers, and arise from officers being stationed at those points instead of at the posts adjoining or near by.

Q. Can any further reduction of expenses in the Division of the Pacific be made without detriment to the service?—A. I think a very great reduction in expenses can be made by abandoning the posts of Camps Halleck and McDermit, and establishing in lieu of them one post on the railroad. I know General Schofield has been in favor of this consolidation and that he has presented the matter to the War Department; but money to build the post has not been allowed, although the idea seems to have met with approval, for the ground selected was set aside by the President as a military reservation.

Q. Do you know why the construction of the post was not authorized?—A. The action or non-action of the Secretary is generally attributed to the chief clerk of the War Department, whose brother holds a tradership at one of the posts to be abandoned, Camp Halleck.

Q. Do you know of any other retrenchments which can be made with advantage?—A. I think it would be advantageous to the service to abolish all forage allowances for horses of officers, and to provide those officers, whose duties require them to be mounted, with horses at the public expense, just as is now done for the soldier; that is to say, let the Quartermaster's Department own the horses and forage and take care of them. The result would be

that all officers of the staff, and others stationed in cities, would cease to draw forage for horses; and if proper regard were had for the public service, horses would not be provided for them; because, in ordinary times of peace, necessity for their being mounted does not exist. Whenever a necessity for our being mounted arises, the Quartermaster's Department will provide horses for us, just as I propose shall be done for cavalry officers. That is a measure of retrenchment which I think can be carried out without detriment to any public interest; and if it were adopted, the expense of hiring stables in cities for officers' horses would cease. Neither staff nor general officers stationed in cities need horses in the discharge of their duties. Why, then, make them an allowance for keeping horses when they cannot be and are not used for such purposes?

Q. Does any other legislation occur to you as being necessary to the improvement in the administration of Army affairs?—A. Yes, sir. The administration of Army affairs has been very much hampered of late years by certain laws of Congress, the effect of which it is impossible for you gentlemen to know. I refer to those laws which restrict the expenditure of money to the specific purpose for which it is appropriated. The appropriations for the expenses of the Quartermaster's Department are made in detail; that is to say, certain sums of money are appropriated for purchase of horses, a fixed amount for purchase of grain, a fixed amount for transportation purposes, and a fixed amount for barracks and quarters. Now, under these laws, there may be money available for the purchase of horses but none for purchase of forage; or there may be no money for the latter purpose but plenty for its transportation; and if we happen to have grain a thousand miles distant from where it is needed, and no money for its purchase, we are under the necessity of transporting what we have, notwithstanding its transportation may involve a much greater expenditure. A case of this nature arose during the Modoc war, when, owing to the appropriation for purchase of forage having become exhausted, it became necessary, or at least it was so represented, to transport grain from Camp Halleck to the Modoc country, a distance of eight or nine hundred miles. If my memory serves me rightly in this particular case, the grain could have been purchased in the country near where the troops were serving, and delivered in their camps, for about nine or ten thousand dollars less than was paid for its transportation. But for this law such a transaction would have been impossible. The remedy is to remove this restriction, and thus make all moneys appropriated for the Quartermaster's Department available for any of its legitimate expenditures, leaving in force the rules and regulations which now govern the accountability of the funds of the Quartermaster's Department. I cannot see that this law subserves any public purpose; and as I know that at times it works serious evil, its repeal cannot be too strongly urged.

There was another law passed some years since which requires unexpended balances to be covered into the Treasury at the end of each fiscal year. In itself this seems a very judicious law, but laws of this kind rarely accomplish what they are designed to do; and so it has been in this case I venture to assert. It is impossible, gentlemen, for you to know how the requirements of this law are avoided. It is in this wise:

Toward the end of the year chiefs of bureaus ascertain how much of the different appropriations, subject to their control, are still available for the expenses of their departments. Inquiries are then made to see how these balances can be most advantageously expended. In anticipation of the wants of the service, horses are frequently purchased and kept on hand for months before they are needed. You know, gentlemen, it costs something to keep these horses. Then, again, chief quartermasters of military departments are informed there is a balance of the barrack and quarters appropriation available; and the question is put them, can they use it? It is hardly necessary that I should tell you their replies are habitually in the affirmative. Again, an engineer officer, building a fort, finds, toward the end of the year, he has an unexpended balance of several thousands of dollars. What does he do? Why, he simply buys cement, brick, or lime, or some other article which he knows he will need in the next fiscal year; and so it doubtless is with other appropriations to which this law applies. I expect the amounts covered into the Treasury, under this law, are insignificant; and, as I believe it accomplishes no good, I think its repeal advisable.

Q. Do you know of any other laws affecting Army matters which, in your judgment, require modification or repeal?—A. Unquestionably there must be laws in force which need changing, and, doubtless, there are other laws which might, with advantage, be enacted. Such, for instance, as would prevent the expenditure of money appropriated for the support of the Army in sending officers abroad to Europe, Asia, and elsewhere beyond the United States. At the present time there are several Army officers traveling in Europe, or on a tour around the world, at the public expense, their expenses being paid from the appropriation for the pay of the Army, which, even with the practice of the greatest economy, is likely to become exhausted before the expiration of the fiscal year.

Q. Can you indicate to the committee any other retrenchments which ought to be made?—A. Yes, sir. There is, in this city, a subsistence depot, maintained at a very considerable expense, which, in my judgment, should be broken up, there not being, as far as I am able to learn, any public necessity justifying its maintenance.

Q. By whose authority was this depot established, and who is responsible for its continuance?—A. It is a relic of the war, and the responsibility for its prolonged existence must rest with the Commissary-General or higher authority.

Q. What is your idea about consolidating companies?—A. Under existing laws our companies are mere skeletons, infantry and artillery companies being only forty strong. After the sick, wounded, extra and daily duty men are taken, there remain for duty, in a company, scarcely twenty men. Under such an organization, military *esprit* cannot exist, nor can there be maintained efficiency, nor can the men be well instructed in drill or in use of their arms. The existing organization of our Army is the worst and most expensive that can be devised. I refer to the regimental and company organizations; and while I believe the interests of the country at large would not be promoted by reducing the Army, I am also of opinion its efficiency would be considerably augmented by consolidating the number of men now authorized into a less number of regiments.

Q. Then you think it will be better, in place of reducing the number of men, to reduce the number of regiments, making the companies larger?—A. Yes, sir; that is my opinion as to what the public interest requires.

Q. As regards the aids allowed general officers, where is the necessity for their having so many as now provided for by law?—A. In time of war the number now allowed is indispensable, and even a greater number is frequently necessary, but in time of peace the number may be reduced without detriment to any public interest.

Q. Do you think of any other matter which it is advisable to speak of to the committee?—A. Yes, sir; it occurs to me at this moment that the law prohibiting officers from using soldiers as servants should be repealed, for the reason that it is impossible to enforce it, and the reason why this is the case is because at a large number of our posts on the frontier, remote from centers of population, it is habitually impossible for officers to hire servants. Sometimes they are not to be had, and at others the wages demanded are so exorbitant as to preclude their employment by persons of moderate means. For these reasons officers are compelled to do one of two things—either to do his own cooking, washing, and house-cleaning, or to employ a soldier to do it for him. Under these circumstances soldiers will be employed, it matters not what the law on the subject may be. A repeal of the existing law, and the regulation or control of the matter by the War Department, is what the interest of the service demands.

R. JONES,

Lieut. Col. U. S. Army, Asst. Insp. General.

MARCH 2, 1876.

Statement showing the strength of the Regular Army, by regiments and detachments, compiled from returns received at the Adjutant-General's Office up to February 29, 1876.

RECAPITULATION.

Regiment.	Number of men.	Remarks.
First Cavalry.....	743	
Second Cavalry.....	737	
Third Cavalry.....	814	
Fourth Cavalry.....	696	150 recruits ordered February 19, 1876.
Fifth Cavalry.....	820	
Sixth Cavalry.....	805	
Seventh Cavalry.....	788	
Eighth Cavalry.....	758	
Ninth Cavalry.....	678	
Tenth Cavalry.....	678	7 recruits sent February 28, 1876.
First Artillery.....	468	80 recruits ordered to A, F, L, K, and M, February 19, 1876.
Second Artillery.....	523	
Third Artillery.....	521	15 recruits ordered to Company H, January, 20, 1876.
Fourth Artillery.....	515	
Fifth Artillery.....	456	20 recruits ordered to Company H, March 3, 1876.
First Infantry.....	522	
Second Infantry.....	430	
Third Infantry.....	395	

RECAPITULATION.—Continued.

Regiment.	Number of men.	Remarks.
Fourth Infantry.....	495	60 recruits ordered March 2, 1876.
Fifth Infantry.....	408	
Sixth Infantry.....	470	
Seventh Infantry.....	542	
Eighth Infantry.....	520	41 recruits ordered January 15, 1876.
Ninth Infantry.....	493	
Tenth Infantry.....	530	
Eleventh Infantry.....	538	
Twelfth Infantry.....	371	
Thirteenth Infantry.....	522	70 recruits ordered March 2, 1876.
Fourteenth Infantry.....	482	
Fifteenth Infantry.....	572	
Sixteenth Infantry.....	394	40 recruits ordered March 2, 1867.
Seventeenth Infantry.....	473	
Eighteenth Infantry.....	353	
Nineteenth Infantry.....	364	
Twentieth Infantry.....	377	30 recruits ordered March 2, 1876.
Twenty-first Infantry.....	333	
Twenty-second Infantry.....	393	10 recruits, sent February 28, 1876.
Twenty-third Infantry.....	530	
Twenty-fourth Infantry.....	266	
Twenty-fifth Infantry.....	456	
Engineer Battalion.....	257	
Permanent and recruiting parties, music-boys, and recruits not available for assignment.....	795	
General-service men on duty in the Bureaus of the War Department, Army, Division, and Department Headquarters, &c.....	296	
Ordnance Department.....	363	
West Point Detachment.....	228	
*Signal Detachment.....	450	
Hospital-stewards.....	211	
Ordnance-sergeants.....	114	
Commissary-sergeants.....	147	
Indian scouts.....	198	
Available recruits at depots.....	539	
Prison-guard.....	70	
Total.....	24,914	
Total February 15, 1876.....	24,810	
Gain.....	104	
Total February 29, 1876.....	24,914	
Deduct, Signal Department.....	450	
Total, less Signal Detachment.....	24,464	

* Not included in the 25,000 authorized by law.

WAR DEPARTMENT, ADJUTANT-GENERAL'S OFFICE,
Washington, March 23, 1876.

Desertions from the Army of the United States for a period of nine years :

Year.	Number of desertions.	Remarks.
1867.....	14,068	Maximum number for any one year.
1868.....	7,893	
1869.....	3,239	Pay of enlisted men increased by act of May 15, 1872.
1870.....	3,253	
1871.....	8,321	
1872.....	7,852	
1873.....	7,271	
1874.....	4,606	
1875.....	2,526	
Total.....	59,029	

Statement showing the nationality of men enlisted in the United States Army from January 1, 1865, to December 31, 1874, inclusive.

Nation.	1865.	1866.	1867.	1868.	1869.	1870.	1871.	1872.	1873.	1874.	Total.
Austria.....	71	91	95	38	47	80	52	45	38	24	581
Australia.....	6	12	4	2	5	2	4	2	2	2	41
Africa.....		2				1	1		1		5
Arabia.....				1	1				1		3
At sea.....	13	22	8	4	4	7	6	4	5	2	75
Argentine Republic.....		1			1	1					3
Belgium.....	38	44		14	13	27	20	50	37	20	263
Brazil.....	2	1	18		1	2	1				25
Canada.....	1,341	931	699	226	321	435	249	190	214	97	4,703
Chili.....	5		1	3	1		1				11
China.....		1			1		1				3
Cuba.....	1	5	2	2	2	3	2				17
Denmark.....	98	109	86	31	51	93	73	58	67	53	719
Demerara.....				3							3
England.....	1,767	1,601	1,304	509	699	1,133	518	654	573	249	9,037
East Indies.....	5	8	6	5	5	7	7	1	3		47
Egypt.....		1									1
France.....	329	314	232	104	124	164	87	93	77	69	1,593
Germany.....	3,498	4,855	4,241	1,356	1,930	2,867	1,429	1,266	1,110	575	23,127
Greece.....	3	4	4	1	1	2	1				16
Gibraltar.....		3									3
Holland.....	38	61	40	16	29	32	50	63	48	18	395
Ireland.....	7,343	7,813	6,084	2,350	3,107	4,525	2,689	1,924	1,716	1,098	38,649
Italy.....	27	25	29	28	8	28	14	13	11	15	198
Malta.....		1			1						2
Mexico.....	6	11	3	2	2	3	20	7	18	8	80
Nova Scotia.....	64	83	74	26	2	47	51	63	42	40	492
Norway.....	32	66	83	17	25	66	15	20	19	4	347
New Brunswick.....	86	99	57	22	23	46	55	66	48	33	535
Newfoundland.....	9	23	10	4	6	1	3	5	5	2	68
New Zealand.....			2			2		1			5
Poland.....	25	27	31	8	9	15	5	4	5	2	131
Prince Edward Island.....	7	2	7	2	1	6	1	3	1		30
Portugal.....	1	1	1	1	2	3		2			11
Russia.....	20	45	19	6	10	19	7	6	5	4	141
South America.....	1	6	2	2	1	1	1	4	2	2	22
Scotland.....	379	502	409	154	208	291	195	125	137	56	2,456
Sweden.....	62	100	71	25	65	49	66	75	57	28	598
Switzerland.....	236	369	242	76	126	156	86	112	108	51	1,562
Spain.....	35	23	34	8	14	11	5	7	2	3	142
Sandwich Islands.....			1			1					2
Turkey.....								1			1
United States.....	12,727	21,121	18,018	4,507	7,616	11,396	6,422	7,268	5,646	2,345	97,066
Wales.....	42	58	32	10	10	24	50	34	52	20	332
West Indies.....	12	13	31	9	13	21	10	6	2	1	118
Total.....	28,329	38,454	31,980	9,572	14,485	21,567	12,227	12,172	10,052	4,821	183,659

E. D. TOWNSEND,
Adjutant-General.

ADJUTANT-GENERAL'S OFFICE,
Washington, D. C., February 9, 1876.

WAR DEPARTMENT, ADJUTANT-GENERAL'S OFFICE,
Washington City, March, 1876.

Approximate estimate of expenditures that will be saved by the transfer of the Indian Bureau to the War Department:

No.	Class of employés.	Compensation.	Total.
2	Superintendents	\$2,000 00	\$4,000 00
69	Agents	1,500 00	103,500 00
1	Agent		500 00
8	Special agents	1,500 00	12,000 00
1	Chief clerk to superintendent		1,600 00
1	Assistant clerk to superintendent		1,200 00
1	Copyist, clerk to superintendent		600 00
1	Clerk to northern superintendent		1,200 00
3	Indian inspectors	3,000 00	9,000 00
	Traveling expenses of three Indian inspectors		6,000 00
	Maps for Indian Department		3,000 00
	Incidental expenses of Indian service, central and northern superintendencies Indian Territory, Minnesota, Michigan, Wisconsin		18,000 00
OFFICE OF COMMISSIONER OF INDIAN AFFAIRS.			
1	Commissioner		3,000 00
2	Clerks class 4	1,800 00	3,600 00
4	Clerks class 3	1,600 00	6,400 00
6	Clerks class 2	1,400 00	8,400 00
6	Clerks class 1	1,200 00	7,200 00
			189,200 00

REMARKS.

The foregoing items have been selected from the estimate of appropriations for 1876-'77 in connection with the United States Official Register, 1875.

Of course it is not practicable to determine the entire saving that would be effected. A trial and experience are necessary to that.

As to the compensation, &c., of superintendents, Indian inspectors, agents, &c., Army officers, in case of a transfer, would take their places, and consequently it may be said that the entire amount would be saved—at any rate, in time of peace.

The new distribution of the general duties would necessarily lead to a reduction of the present clerical force in the office of the Commissioner of Indian Affairs.

E. D. TOWNSEND,
Adjutant-General.

Statement of Charles R. Gill, Commissioner of Pensions, showing the number of Army and Navy pensioners, amount disbursed, and expenses of disbursement in detail at each agency for the fiscal year ending June 30, 1875.

Location of agency.	Number of pensioners.	Amount disbursed.	Expenses of disbursement.					Total.	
			Agents' compensation.	Fees on vouchers.	Postage.	Stationery.	Safes.		
Little Rock, Ark.....	819	\$140,937 91	\$3,202 78	\$678 25	\$45 80	\$208 95	.....	\$4,135 78	
Hartford, Conn.....	3,655	430,241 18	4,000 00	3,353 25	31 75	209 25	.....	7,594 25	Includes Navy pensioners.
San Francisco, Cal.....	656	93,921 70	2,211 99	493 50	58 76	100 88	.....	2,865 13	Do. Do.
Washington, D. C.....	6,921	892,707 58	4,000 00	5,382 00	11 34	267 82	.....	8,661 16	Do. Do.
Wilmington, Del.....	562	76,075 37	1,971 04	514 75	28 74	20 45	.....	2,534 98	
Indianapolis, Ind.....	9,945	1,264,987 89	4,000 00	9,384 75	308 26	791 53	\$575 00	15,059 54	
Madison, Ind.....	3,233	419,220 33	4,000 00	3,098 25	12 95	101 40	.....	7,212 60	
Fort Wayne, Ind.....	3,679	503,896 80	4,000 00	3,379 75	230 34	155 36	.....	7,755 45	
Springfield, Ill.....	4,501	581,483 13	4,000 00	4,208 50	205 37	160 75	.....	8,574 62	
Chicago, Ill.....	6,426	833,036 79	4,000 00	5,852 00	535 64	519 34	.....	10,906 98	Do. Do.
Salem, Ill.....	6,043	834,734 83	4,000 00	5,607 25	306 44	361 45	.....	10,275 14	
Quincy, Ill.....	3,376	434,924 15	4,000 00	2,940 25	143 70	148 85	.....	7,232 80	
Des Moines, Iowa.....	2,378	326,295 09	4,000 00	2,133 25	112 76	259 85	.....	6,505 86	
Fairfield Iowa.....	3,011	408,234 95	4,000 00	2,660 00	131 16	102 75	.....	6,893 91	
Dubuque, Iowa.....	2,749	356,543 55	4,000 00	2,630 75	176 39	172 20	.....	6,979 34	
Louisville, Ky.....	4,113	535,930 78	4,000 00	3,615 25	256 90	512 00	.....	8,384 15	Do. Do.
Lexington, Ky.....	2,538	366,075 66	4,000 00	2,313 00	111 26	309 85	.....	6,734 11	
Topeka, Kans.....	2,295	327,250 95	4,000 00	2,153 00	149 19	210 71	.....	6,512 90	
New Orleans, La.....	931	143,818 38	2,870 47	652 25	45 61	132 25	.....	3,700 58	Do. Do.
Augusta, Me.....	3,210	404,874 93	4,000 00	3,168 75	191 65	147 55	.....	7,507 95	
Portland, Me.....	3,864	459,733 53	4,000 00	3,480 25	198 49	231 92	.....	7,910 66	Do. Do.
Bangor, Me.....	3,210	353,873 23	4,000 00	2,999 25	202 07	103 35	.....	7,304 67	
Boston, Mass.....	9,989	1,138,180 20	4,000 00	8,177 75	114 20	566 93	.....	12,858 98	Do. Do.
Fitchburgh, Mass.....	2,881	342,710 23	4,000 00	2,792 25	202 59	169 02	.....	7,163 86	
Baltimore, Md.....	3,010	399,065 68	4,000 00	2,659 75	81 91	187 39	.....	6,929 05	Do. Do.
Vicksburgh, Miss.....	472	73,111 20	2,461 72	391 00	24 02	67 45	.....	2,944 19	
Saint Louis, Mo.....	4,589	619,005 63	4,000 00	3,961 75	205 31	266 13	.....	8,433 19	Do. Do.
Macon, Mo.....	2,933	426,366 66	4,000 00	2,635 00	134 65	159 60	.....	6,929 25	
Detroit, Mich.....	8,258	1,023,207 84	4,000 00	7,706 75	182 64	267 13	.....	12,156 52	Do. Do.
Grand Rapids, Mich.....	1,875	238,866 60	4,000 00	1,893 25	102 23	88 55	.....	6,840 03	
Saint Paul, Minn.....	2,324	303,840 00	4,000 00	2,085 75	110 11	144 63	.....	6,340 49	Do. Do.
Concord, N. H.....	3,592	406,321 34	4,000 00	3,355 00	164 28	150 42	.....	7,669 70	
Portsmouth, N. H.....	1,072	116,810 33	2,829 19	926 50	53 04	28 88	.....	3,837 61	Do. Do.
Albany N. Y.....	11,849	1,417,145 89	4,000 00	11,065 75	569 56	557 72	.....	16,193 03	
Canandaigua, N. Y.....	11,330	1,374,556 21	4,000 00	10,665 50	498 30	250 71	.....	15,414 51	
New York, N. Y.....	8,348	1,066,672 75	4,000 00	7,918 25	132 47	412 12	.....	12,462 84	
Brooklyn, N. Y.....	3,144	406,652 06	4,000 00	2,167 75	32 70	302 84	.....	6,503 29	Do. Do.
Trenton, N. J.....	4,979	613,110 71	4,000 00	4,517 25	210 17	254 03	.....	8,981 45	Do. Do.
Raleigh, N. C.....	854	112,442 28	2,931 25	667 00	40 37	29 18	.....	3,667 80	

Omaha, Nebr.....	512	73,357 86	1,795 92	436 75	26 77	76 30	2,335 74	
Sante Fé, N. Mex.....	45	5,979 20	116 75	21 25	6 00	-----	144 00	
Columbus, Ohio.....	6,743	839,403 73	4,000 00	6,529 75	448 47	169 38	11,147 60	
Cincinnati, Ohio.....	9,460	1,228,101 34	4,000 00	9,251 50	321 18	385 34	13,958 02	
Cleveland, Ohio.....	6,144	763,094 19	4,000 00	5,731 00	427 56	124 88	10,283 44	
Portland, Oreg.....	158	18,257 19	348 95	123 25	4 55	22 13	498 88	
Philadelphia, Pa., (invalid).....	11,110	1,248,377 32	4,000 00	10,178 75	451 96	983 81	15,614 52	
Philadelphia, Pa., (widow).....	9,473	1,310,959 48	4,000 00	9,249 00	74 68	346 35	13,670 03	
Pittsburgh, Pa.....	7,324	901,347 60	4,000 00	6,500 25	46 88	258 22	10,805 35	
Providence, R. I.....	1,329	171,204 12	4,000 00	1,142 75	17 26	159 55	5,319 56	
Nashville, Tenn.....	1,867	272,276 87	4,000 00	1,677 25	86 78	68 80	5,832 83	
Knoxville, Tenn.....	3,091	406,769 55	4,000 00	2,776 75	168 07	134 20	7,102 32	
Montpelier, Vt.....	2,475	279,451 99	4,000 00	2,383 25	169 63	241 38	6,794 26	
Burlington, Vt.....	2,016	243,139 62	4,000 00	1,971 50	163 07	161 15	6,390 72	
Norfolk, Va.....	1,934	192,434 54	4,000 00	1,482 25	75 48	150 38	5,708 11	
Wheeling, W. Va.....	4,147	485,651 30	4,000 00	3,779 25	205 09	162 55	8,146 89	
Madison, Wis.....	2,629	343,441 84	4,000 00	2,552 75	154 93	44 30	6,751 98	
Milwaukee, Wis.....	3,481	444,332 86	4,000 00	3,212 25	41 03	45 45	7,298 73	
La Crosse, Wis.....	1,369	188,671 69	4,000 00	1,239 00	81 23	165 03	5,485 26	
	234,821	29,683,116 63	212,740 06	214,523 00	342 04	12,830 39	575 00	450,010 49

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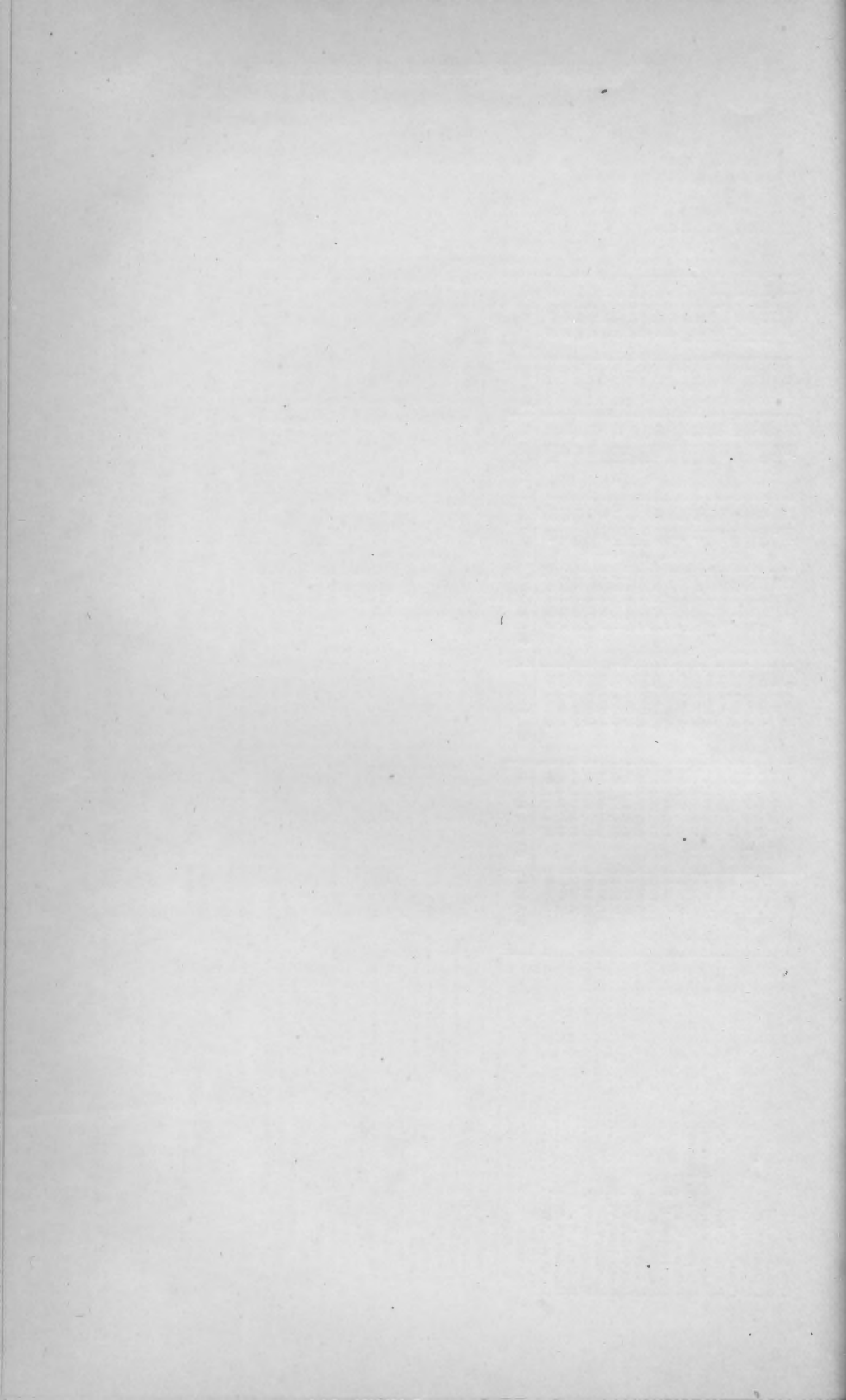
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