

IN THE SENATE OF THE UNITED STATES.

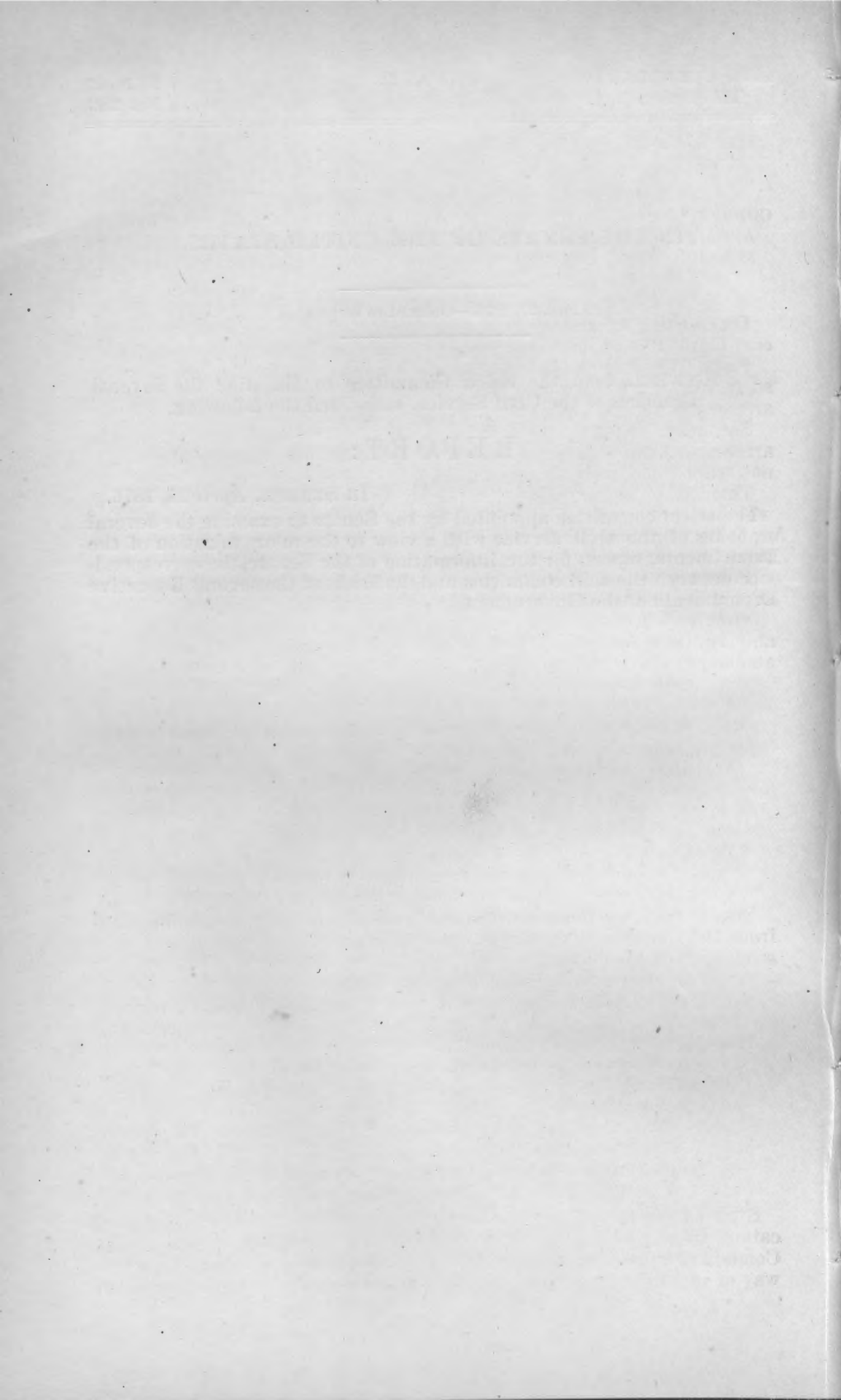
APRIL 27, 1876.—Ordered to be printed.

Mr. BOUTWELL, from the Select Committee to Examine the Several
Branches of the Civil Service, submitted the following

REPORT:

IN SENATE, *April 27, 1876.*

The select committee appointed by the Senate to examine the several
branches of the civil service with a view to the re-organization of the
Departments, report, for the information of the Senate, the correspond-
ence between the said committee and the heads of the several Executive
Departments of the Government.



CORRESPONDENCE OF THE SELECT COMMITTEE OF THE SENATE,
APPOINTED TO EXAMINE THE SEVERAL BRANCHES OF THE CIVIL
SERVICE, WITH THE HEADS OF THE EXECUTIVE DEPARTMENTS.

WASHINGTON, April 7, 1875.

DEAR SIR: After a conversation with the Commissioner of the General Land-Office, I submit, by way of inquiry, the following points:

First. Whether the business of the Land-Office is in arrears; and, if so, in what particulars, to what extent, and to what causes are such arrears owing.

Secondly. Whether the force now employed is such that all existing arrears of business can be disposed of within the next fiscal year. If not, what remedy should be applied?

Thirdly. Upon a suggestion made by the Commissioner, I inquire whether the organization of the clerks, with reference to grade, is such as to best promote the interests of the service; and, if not, what alterations, in your opinion, should be made.

Fourthly. Upon a like suggestion, whether a solicitor, or law-officer, should be furnished.

Fifthly. Whether the land-offices in the older States, such as Ohio and Indiana, for example, may not, with propriety and economy, be abolished.

I have the honor to be, yours, very respectfully,
GEO. S. BOUTWELL,

Chairman of Committee on Re-organization of Departments.

Hon. COLUMBUS DELANO,
Secretary of the Interior, Washington, D. C.

DEPARTMENT OF THE INTERIOR,
Washington, December 31, 1875.

SIR: I have the honor to transmit herewith copy of a communication from the Commissioner of the General Land-Office relative to a re-organization of his Office.

Very respectfully, your obedient servant,
Z. CHANDLER,
Secretary.

Hon. GEO. S. BOUTWELL,
*Chairman Committee on Re-organization of
Departments, United States Senate.*

DEPARTMENT OF THE INTERIOR, GENERAL LAND-OFFICE,
Washington, D. C., December 16, 1875.

SIR: I have received, by reference from your predecessor, a communication from the Hon. George S. Boutwell, chairman of the Senate Committee on the Re-organization of the Departments, submitting, "by way of inquiry," a series of points in relation to the re-organization and

wants of this Office. In compliance with the request of the Department, I have the honor to report upon those points in their order, as follows:

"First. Whether the business of the Land-Office is in arrears; and, if so, in what particulars, to what extent, and to what causes are such arrears owing?"

The business of the Land-Office is in arrears in the following particulars especially:

First. In the matter of indexing the records of patents; a work required to be done by the act of Congress approved July 4, 1836. (Revised Statutes, section 459.)

No part of this duty enjoined by law has ever been performed.

Secondly. In the adjustment of entries suspended for conflict with other entries, selections, and grants, or for illegality.

The extent of the arrears under each of the heads above noted may be judged by the fact that there are now about 7,200 volumes of patent-records, representing 3,240,000 patents; that the files are cumbered with cases of suspended entries, which have so remained from one to fourteen years; and that of these, one class alone (much the largest, however) comprises upward of 25,000 cases.

This accumulation is attributable to two causes:

First. Up to the commencement of the present fiscal year the force of clerks authorized by law has been numerically insufficient to transact more than such portion of the current business as pressed most urgently for recognition.

Secondly. The salaries paid have been inadequate to secure the services of a sufficient number of clerks having the ability requisite for the proper disposition of contested and suspended cases, or to retain such as became proficient and valuable through the education and experience gained in the Office.

"Secondly. Whether the force now employed is such that all existing arrears of business can be disposed of within the next fiscal year; and, if not, what remedy should be applied?"

The force now employed is not sufficient to bring up existing arrears within the present fiscal year. I do not, however, recommend any numerical increase over that now authorized. The present force will be able within the year to so far dispatch the current work and bring up a class of miscellaneous arrearages (exclusive of those specially mentioned) as to enable me to assign at the beginning of the next year a small number of clerks to the commencement of the work of indexing patent-records. A further increase in numbers would not materially aid in the matter of contested and suspended cases. The only remedy for that class of arrears lies in providing the means to secure and retain a better and more competent class of clerks.

"Thirdly. Upon a suggestion made by the Commissioner, I inquire whether the organization of the clerks, with reference to grade, is such as to best promote the interests of the service; and, if not, what alteration, in your opinion, should be made?"

The organization of the clerical force of the General Land-Office in respect to grade is defective, and in no manner commensurate with the importance of the questions involved in its transactions, nor is it calculated to enlist the high order of abilities absolutely necessary for the proper conduct of those transactions. I confidently assert that in no Bureau of any of the governmental Departments is the body of laws to be administered so large or so diverse, nor are the public and private interests at stake more valuable and important, than those confided to the care of this Office. A comparison of the salaries allowed by law to

the clerical force of the General Land-Office with those provided for other Bureaus will disclose the fact that of the higher grade of clerkships but the most meager allowance is made.

A more extended expression of the views held by my immediate predecessor and myself upon this subject, with suggestions of the proper remedy, will be found in report No. 251 and Mis. Doc. No. 15, House of Representatives, Forty-third Congress, copies herewith.

“Fourthly. Upon a like suggestion, whether a solicitor, or law-officer, should be furnished?”

In respect to this question, I have to report that upon the organization of this Bureau, under the act of Congress approved July —, 1836, the necessity for such an officer was perceived and provided for. The office was, however, abolished by the act approved June 12, 1844. It may fairly be presumed that at the date of the repeal such action was provident, as at that time, except in the matter of private land-claims, there were few questions presenting themselves, either of law or of fact, which were of a character requiring the services of an officer of the qualifications presumed by the act creating the office of solicitor. Then, almost the only method of disposing of the public lands was by cash sale; such is not now the fact. Within the last thirty years the policy of granting lands in aid of public improvements, such as railroads, universities, agricultural colleges, &c., has been inaugurated; the homestead system has been instituted, and a long line of statutes, governing the disposal of mineral-lands and providing for the cultivation of timber or prairie lands, have been enacted. The laws upon those subjects are distinctive, greatly varied in detail, and qualified by a multiplicity of conditions. Collisions of interests under each and all of them are constantly occurring, and upon this Office devolves the duty of reconciling and adjusting them. The public-land system now in vogue is, therefore, one of proofs, of bearings, of trials of fact, and issues of law. Indeed, the General Land-Office has, under the present system of laws, assumed much of the character of a court. The Commissioner is continually called upon to give personal attention to cases of great moment; and so great is their number, that, of necessity, many are disposed of without that full consideration which their consequence really demands. It will, therefore, be readily perceived that a competent law-officer would now be of great advantage to the public business; and to enable the Office to command the services of such an officer, a salary commensurate with the gravity and importance of the duties needs to be provided.

“Fifthly. Whether the land-offices in the older States, such as Ohio and Indiana, for example, may not, with propriety and economy, be abolished?”

The class of officers above referred to are maintained at so slight an expense to the Government, (not more than \$1,000 to \$1,500 each per annum,) are so convenient for reference by property-holders, and relieve this Office of so large an amount of research and correspondence, that I am led to believe their continuance, for the present, at least, to be a measure of wisdom and economy.

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

S. S. BURDETT,
Commissioner.

Hon. Z. CHANDLER,
Secretary of the Interior.

WASHINGTON, April 8, 1875.

DEAR SIR: In my conversation with the Commissioner of Indian Affairs, I learned that the business of the finance division is in arrears for a period of about three years, and I have the honor to suggest that an estimate be made of the additional force necessary to dispose of all such business within a year after the required legislation shall have been obtained.

Secondly. I have the honor to submit the inquiry whether the divisions of education and of civilization in the Indian Bureau may not be consolidated, with advantage to the public? This, I suppose, can be done without legislation.

Thirdly. Whether the continuance of the policy of examining claims for depredations committed by the Indians upon settlers in the immediate vicinity of reservations, (under Revised Statutes, section 2156,) is a wise policy?

Fourthly. Whether the assistants furnished to the local agents should not be authorized by law, and specific appropriations made for the support and compensation of such assistants?

Yours, very respectfully,

GEO. S. BOUTWELL,

Chairman Committee on Re-organization of the Departments.

Hon. COLUMBUS DELANO,

Secretary of the Interior.

DEPARTMENT OF THE INTERIOR,

Washington, D. C., August 7, 1875.

SIR: I inclose herewith copy of a letter from the Commissioner of Indian Affairs, dated June 30, 1875, in relation to the organization and business of his Office.

I am unable to account for the delay in its receipt and transmission.

I am, very respectfully, your obedient servant,

B. R. COWEN,

Acting Secretary.

Hon. GEO. S. BOUTWELL,

Chairman, &c., United States Senate.

DEPARTMENT OF THE INTERIOR,

OFFICE OF INDIAN AFFAIRS,

Washington, D. C., June 30, 1875.

SIR: I have the honor to acknowledge the receipt of Department letter of April 10, 1875, inclosing letter addressed to the honorable Secretary of the Interior, dated April 8, 1875, by Hon. George S. Boutwell, chairman of the Senate Committee on Re-organization of the Departments, and in compliance with your request I report as follows in regard to the interrogatories therein propounded, and return Mr. Boutwell's letter.

First. Mr. Boutwell states as follows: "In my conversation with the Commissioner of Indian Affairs I learned that the business of the finance division is in arrears for a period of about three years, and I have the honor to suggest that an estimate be made of the additional force necessary to dispose of such business within a year after the required legislation shall have been obtained."

Relative to this, I would respectfully state that I did not intend in my conversation with Senator Boutwell to convey the idea that the examination of all the accounts of the finance division is at this present time three years in arrears. The work of the division has been very materially brought up within the last two years; but still the accounts of some of the agencies which have not been reached for want of sufficient force are three years and more in arrears. Provision is made in the act of Congress making appropriations for the legislative, executive, and judicial expenses of the Government for the year ending June 30, 1875, and for other purposes, approved June 30, 1874, for an increase of the force of this Office of two clerks of class one, and two copyists. With his increased force retained and the additional assistance of two competent accountants as clerks of class two, I think the arrears in the finance and other divisions can be disposed of during the next two years.

Second. Mr. Boutwell asks, "Whether the divisions of education and of civilization in the Indian Bureau may not be consolidated with advantage to the public, and suggests that this can be done without legislation?"

Mr. Boutwell's suggestion that no legislation is required for such consolidation is correct, all arrangements of divisions of the Office being merely matters within its administration, but unless there is a discontinuance of labor now undertaken by the Office, such a consolidation would in no way decrease the number of clerks required to perform it, and the expense involved would be the same as at present. The terms "education" and "civilization," by which these divisions are respectively designated, expressing so nearly the same line of labor, probably suggested to Mr. Boutwell the practicability of consolidation. Formerly the civilization division gave attention to all correspondence relative to matters not embraced under the heads of "finance" and "lands."

The large increase of correspondence, owing to the new relations of the Bureau to the Board of Indian Commissioners and different religious societies, and more especially owing to the additional attention paid to education and medical treatment of Indians, requires a division of the labor heretofore assigned to the division called civilization. The education division has correspondence relating to medical treatment, schools, and the monthly reports of the inspectors and agents. These four subjects, under the comparatively new policy for the treatment of Indians, require special attention and large correspondence, worthy of a separate division. I therefore think it would be well to continue the present arrangement, with, perhaps, a change in the name from the educational to the medical division.

Third. Mr. Boutwell inquires, "Whether the continuance of the policy of examining claims for depredations committed by Indians upon settlers in the vicinity of the reservations (under Revised Statutes, section 2156) is a wise policy?"

It is provided in the Revised Statutes of the United States, section 466, as follows:

"The Secretary of the Interior shall prepare and cause to be published such regulations as he may deem proper, prescribing the manner of presenting claims, arising under laws or treaty stipulations, for compensation for depredations committed by the Indians, and the degree and character of the evidence necessary to support such claims; he shall carefully investigate all such claims as may be presented, subject to the regulations prepared by him; and no payment, on account of any such claims, shall be made without a specific appropriation therefor by Congress."

Under this provision, rules have been prescribed and the investigation of claims is made in compliance therewith. The question as to the desirableness of a continued examination of claims for depredations depends upon the intent of Congress in the above enactment. The law makes it the duty of the honorable Secretary to prescribe the manner in which claims for depredations are to be presented to the Office, and also requires him to investigate such claims as may be presented. This seems to leave no discretion in the matter. If the claims are to be presented and to be investigated, then the work now carried on by the Office is actually required; and, furthermore, if the results reached by the Office of the investigation are to be considered final by Congress whenever, hereafter, the question of payment arises, then not only should the investigation be continued, but it should be made much more thorough and complete. This course would involve additional clerk force.

By a report of this Office, January 1, 1875, (see Ex. Doc. House Representatives, No. 65, Forty-third Congress, 2d session,) it will be seen that claims for depredations to the amount of \$9,012,379.74 have been filed in the Office. About two-thirds of these claims have been examined by the Office, and referred by the Hon. Secretary of the Interior to Congress; but it is true, however, that scarcely any of these claims have received any further attention from Congress than to be announced from the Speaker's desk and referred to the Committee of Claims.

In my judgment such a wide difference between the legislation of Congress, looking toward an adjustment of these claims, and its practical results, leads to misapprehension on the part of claimants, and to great disappointments in almost all cases, to learn, after going through with the required forms and preparing evidence, often necessitating considerable expense, to substantiate their claims, that it results in nothing more than a report to Congress. I should recommend on this subject that, if it is not the purpose of Congress to adjust these claims, all legislation requiring any examination into them should be repealed.

Fourth. "Whether the assistants furnished to the local agents should not be authorized by law, and specific appropriations made for the support and compensation for such assistants."

In regard to this interrogatory, I would respectfully say, as regards employés, that many of them are distinctly designated and their salaries specified by treaty. At many of the other agencies it is difficult, and at some impossible, to anticipate the actual wants of the service; neither has it been considered practicable to fix a scale of salaries that shall be applicable to the different agencies on account of the difference in the cost of transportation and of living. For some of the more civilized and settled tribes the scheme is practicable; but ordinarily for those tribes, being among those with whom the early treaties were made, the employé force is now prescribed by law. Among the wild tribes that are just coming into a condition to be manipulated and controlled by the Government, emergencies are likely to arise at any time in the year that require the employment of assistance that cannot be forecast.

Very respectfully, your obedient servant,

EDW. P. SMITH,
Commissioner.

The Hon. SECRETARY OF THE INTERIOR.

BUREAU OF EDUCATION,
Washington, April 8, 1875.

DEAR SIR: My examination of the Bureau of Education and conference with the Commissioner suggest to me one point for consideration, and that is, whether appropriations for the support of that Bureau cannot be made specific in a larger degree than has heretofore been the practice of Congress?

But in reference to this Bureau, as well as to all others in your Department, the committee will be glad to have the benefit of your opinion upon the topics to which your attention is not particularly called, as well as those which are the subjects of correspondence on our part.

Very respectfully, yours,

GEO. S. BOUTWELL,

Chairman Committee on Re-organization of Departments.

HON. COLUMBUS DELANO,
Secretary of the Interior.

DEPARTMENT OF THE INTERIOR,
Washington, February 2, 1876.

SIR: Referring to your letter, dated April 8, 1875, with respect to the appropriations for the Bureau of Education, I have now the honor to inclose, for the information of your honorable committee, a copy of a communication addressed to me on the 26th ultimo, by the Commissioner of Education, relating to the subject of your inquiry.

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

Z. CHANDLER,

Secretary.

HON. GEO. S. BOUTWELL,
*Chairman Select Committee on Civil Service,
Senate of the United States.*

DEPARTMENT OF THE INTERIOR,
BUREAU OF EDUCATION,
Washington, D. C., January 26, 1876.

SIR: Referring to a letter of April 10, 1875, signed by Acting Secretary Hon. B. R. Cowen, transmitting a letter of April 8, 1875, from Hon. George S. Boutwell, chairman of the Committee on the Re-organization of the Departments, I have to say that my reply has been unavoidably delayed. The honorable Senator asks whether the appropriation for the support of this Bureau cannot be made specific in a larger degree than has heretofore been the practice of Congress. In reply, I beg to state that the entire amount in the small appropriation for this Office is carefully specified in detail, with the exception of the sum of \$11,000, specifically appropriated for the purpose of "collecting statistics, and writing and compiling matter for the annual and special reports, and editing and publishing circulars of information."

In proceeding to state the specific needs of this Office, in order to render it most effective, I beg to recall and submit a few illustrative facts. It is doubtless generally known that this Office was established on the petition and at the request of the educators of the country a few years since, "for the purpose," as detailed in the law, "of collecting such statis-

tics and facts as shall show the condition and progress of education in the several States and Territories, and of diffusing such information respecting the organization and management of schools and school systems, and methods of teaching, as shall aid the people of the United States in the establishment and maintenance of efficient school systems, and otherwise promote the cause of education throughout the country."

As a means of executing this purpose the Commissioner is required—

- 1st. To collect statistics and information in regard to education ;
- 2d. To prepare annual and special reports ;
- 3d. To publish circulars of information.

But the honorable chairman of the committee is familiar with the law and the facts connected with its passage, as he was a member of the committee of the House of Representatives first charged with the consideration of the subject.

It was hardly possible at that time to anticipate in detail the work that would be required in the administration of the law.

A Commissioner and three clerks were provided, and the experiment set on foot.

Subsequently, by law, the clerks were reduced to two, and for the year ending June 30, 1870, only \$6,000 were appropriated for salaries and other expenses of the Office.

At first the fear was expressed lest the officers of State and city educational systems, and those charged with the care of institutions of education, might be naturally suspicious of such an office, fearing that some governmental control or supervision was threatened.

Indeed, it is not an uncommon declaration that all Americans are educated, and know enough most certainly to direct anything in regard to education. "Why," the question is asked, "should a national office be created or sustained to consider a subject on which additional information is altogether superfluous?"

The reply to this might have been found in the fact that the Office had been created at the request of those most familiar with educational needs. No opposition from State or other educational officers has been experienced, but the Office has been largely indebted for its usefulness and efficiency to their cordial and constant co-operation. The progress of the work in the Office, conducted carefully in obedience to the provisions of the law, no longer leaves in doubt the various questions raised at the outset.

The Office, to students of our civilization, has become an illustration of the usefulness of the voluntary principle, as contrasted with that of the exercise of authority.

The Office asks only that information which the public considers useful and educational officers wish to give.

These officers, engaged in the various grades and phases of instruction, from that of the kindergärten to that of the university, freely furnish the information in their possession, sometimes at the cost of considerable effort to themselves, and with no other return than the receipt of copies of the publications of the Office and the satisfaction of having in this manner contributed to the general progress of education.

When the Office began to collect statistics, it was found that there was no authentic list of the colleges in the United States, or of academies or normal schools or schools of science, law, or medicine, or of any other class. The lists of nearly all grades of institutions are now nearly complete. Information on all other matters relating to educational systems was equally incomplete and difficult of access.

Starting with a nomenclature that well-nigh precluded the possibility

of any satisfactory comparison either for use in our own country or elsewhere, now, year by year, purely on the voluntary principle, these institutions and systems of education, numbering, in all, 6,083, report the facts most indicative of their success or failure in terms susceptible of substantially correct inference and comparison.

The work to be provided for, therefore, is no longer a matter of conjecture. It can be seen and described. The work required of this Office may be set over against the means provided for doing it in the following manner :

THAT DONE BY THE COMMISSIONER.

Supervising and directing the whole, keeping himself informed of all details in the progress of education in our own country and in all foreign countries; the reception of visitors, (which has increased so as to occupy much time;) reading and answering letters that must receive his personal attention. This cannot be done without the help of one skillful and well-informed stenographic clerk, and at times not less than two are required.

CHIEF CLERK'S DUTIES.

Under the chief clerk comes the general work of the Office, such as the opening, recording, and answering of the mail-matter; briefing and recording of the letters received; writing and recording letters sent; division of the mail to the proper sections in the Office; keeping a record of expenditures of the Office and duplicate vouchers of the same; folding, directing, and stamping parcels or documents sent, &c. During the year 1875 more than 4,000 letters of this description were written; 3,500 acknowledgments were made, and a large number of printed letters on routine business sent out.

The four copyists allowed by the law are engaged in this work when not detailed to copy statistics or manuscript for the several divisions of the Office preparatory to printing.

So numerous have been the interruptions in this work, caused by the various details just mentioned, that it has been impossible to keep up the permanent record of letters sent or permanent record of briefs on letters received; and the routine work of the Office has been much delayed on this account. Only press-copies of letters sent have been taken, and letters received have not been recorded in books as is usual.

The number of documents sent out during the year 1875 comprehended over 7,000 bound volumes, 95,000 pamphlets on educational subjects, published by the Office. For the discharge of these duties, though absolutely essential to the administration of the Office in communication with the public, there is no force specifically provided.

This Office occupies seventeen rooms: six in the basement, four on the first floor, six on the second floor, and one on the third floor. Four rooms in the basement are occupied by furnaces which have to be attended to in winter. Twenty-six large windows must be washed, and the wood-work of at least thirteen has to be kept clean. These rooms have also to be swept, dusted, &c. For this work the law makes no present provision, and the laborer to do it is requested in my estimates.

DIVISION OF ABSTRACTS.

Then, in the division in which the annual abstract of education in the States and Territories is made out, so great an amount of matter is re-

ceived that the one clerk to whom that work is assigned is overtasked with the labor of properly condensing it. From fifty to sixty thousand pages of printed matter additional to thousands of written returns have here to be gone over in order to prepare 400 pages of annual abstract. In addition, 200 letters conveying information drawn from these sources, and answering inquiries not answerable directly by printed documents at the command of the Office, were written in this division during the past year. Of these letters a considerable number are quite extensive discussions of the subjects treated in them.

I ask for two additional clerks of class one for this work.

STATISTICAL DIVISION.

The value of the reports of the Office largely depends on the fullness, accuracy, and systematic arrangement of the statistical material embodied in them. Hence it is necessary that the force of the statistical branch should be sufficient to do its work well and thoroughly.

While no adequate idea of the extent and variety of this work can be conveyed by a mere statement of the number of educational institutions which directly report their statistics to the Bureau, a glance at the following figures may indicate in some measure the annual increase therein since the first report was issued, in 1870:

Statement of educational institutions in correspondence with the Bureau of Education in the years named.

| | 1870. | 1871. | 1872. | 1873. | 1874. | 1875. |
|----------------------------------|-------|-------|-------|-------|-------|-------|
| States and Territories | 37 | 37 | 44 | 48 | 48 | 48 |
| Cities | | 249 | 325 | 533 | 127 | 241 |
| Normal schools | 53 | 65 | 98 | 114 | 124 | 140 |
| Business colleges | 26 | 60 | 53 | 112 | 126 | 144 |
| Kindergarten | | | | 42 | 55 | 95 |
| Academies | | 638 | 811 | 944 | 1,031 | 1,467 |
| Preparatory schools | | | | 86 | 91 | 105 |
| Colleges for women | 33 | 136 | 175 | 205 | 209 | 249 |
| Colleges | 266 | 290 | 298 | 323 | 343 | 385 |
| Schools of science | 17 | 41 | 70 | 70 | 72 | 76 |
| Schools of theology | 80 | 94 | 104 | 110 | 113 | 123 |
| Schools of law | 28 | 39 | 37 | 37 | 38 | 42 |
| Schools of medicine | 63 | 82 | 87 | 94 | 99 | 104 |
| Libraries, (public) | 156 | 180 | 306 | 377 | 676 | 2,200 |
| Museums of natural history | | | 50 | 43 | 44 | 53 |
| Museums of art | | | | 22 | 27 | 27 |
| Art schools | | | | | 26 | 29 |
| Deaf and dumb asylums | 34 | 36 | 37 | 40 | 40 | 42 |
| Blind asylums | 10 | 26 | 27 | 28 | 28 | 29 |
| Orphan asylums | | | 77 | 180 | 269 | 408 |
| Reform schools | 28 | 20 | 20 | 34 | 56 | 67 |
| Schools for feeble-minded | | 8 | | 7 | 9 | 9 |
| Total | 831 | 2,001 | 2,619 | 3,449 | 3,651 | 6,085 |

The above statement relates solely to the statistical labor on the annual report. There has been a like increase of work, not shown in the annual or special reports of the Office, in answer to special and individual demands for educational statistics. These demands come from all classes of educators and school officers and from all parts of the

United States and from many foreign countries, and relate to every grade of instruction and to every class of institutions.

The usefulness of the Office largely depends on its ability to meet these appeals, and is crippled by inability to do so as fully as their importance merits.

In a word, while the work of the statistical branch has increased more than fourfold since 1870, there has been no corresponding increase in its clerical force under the law.

While the quantity of statistical work has necessarily increased so largely, its quality has also improved, as a comparison of the earlier with the later reports shows. As the sphere of statistics enlarges in the discussion of educational questions, the demand for specific statements of results and experiences increases; and as the study of such knowledge becomes more thorough, all statistics are more closely and intelligently scrutinized and their conclusions challenged. To keep pace with the more rigorous requirements of the present, it is clearly necessary that the clerical force should be more adequate.

The law recognizing this branch of the service, in the work of full information, provides only for a statistician. I have added, by detail, a clerk of class two authorized by law. This work on no fair estimate can be performed with less than the addition of another second-class clerk and two copyists.

The foreign correspondence and the documents received from foreign countries contain matters of very great interest, and this Office in the nature of the case is the only medium through which their contents become generally known among American educators. Over 32,000 pages of foreign periodicals, reports, and works on education have been examined by the translator, 500 printed pages were translated in full, as well as a large number of letters in German, French, Spanish, Italian, and other languages, in a single year. The law provides for only one translator for this work, with a salary of \$1,600.

PUBLICATIONS.

It will appear from the above statement that the labor of editing and proof-reading required annually imposes no small task upon the Office. In this connection it should be remembered that the utmost exactness is required in the very nature of these publications. Each figure put down against the name of a place or institution or individual is liable to be challenged at once if not correct.

In preparing library for the efficiency of the Office, nothing is plainer than the necessity for the collection of a library of all publications upon education, whether in the form of periodicals, reports, catalogues, or treatises upon its various phases. By purchase and exchange, during the past five years, the library has attained a growth of 4,500 bound volumes and three times that number of pamphlets. It needs the exclusive attention of a trained librarian. If Congress will give this office the additional fourth-class clerk asked for, I shall employ a suitable person at that salary, and assign him to the management of the library. It is hardly necessary to remind gentlemen that this work needs the knowledge of an expert, or that, without the services of a competent librarian, two-thirds of the usefulness of a library is lost. There is in this country no other collection similar in character and extent. It therefore affords the only opportunity within the reach of American citizens for investigating many phases of this subject. But the law provides no librarian, and the volumes, so far, are only put on the shelves,

entered in a list, and used in the current work. There is no catalogue. The character of the works and subjects treated requires a librarian of special qualifications, familiar with educational topics and competent to classify, catalogue, and index the additions as they are received.

This would save much time in all the departments of the work that require the use of the library, and greatly increase its usefulness to the country. The working value of such a technical library depends almost wholly on its classification and the efficiency of its librarian.

I have asked for a fourth-class clerk, who could do this work.

Now, recurring to the extracts from the law, it will be seen that the only relief from these embarrassments is the temporary employment, as assistants, of persons paid to collect information and statistics.

The Commissioner has found that, by using the information in his possession, and the additional skill of his trained assistants, which imposes a serious additional task upon him and them, it adds no expense, but has enabled him, by employing clerks at moderate pay, to accomplish much more than would be possible with the same amount of money if only experts were employed eminent for their qualifications in the special subjects investigated, both of which causes are understood to be authorized in the appropriation of the \$11,000 in regard to which the question is raised.

If we have not the best method, in every particular, for doing the work required by law with the means provided, it is simply because we have not been able to devise them, and others have not been able to suggest them.

It should be noticed that while in this way only could the work of the Office proper be performed at all, much has been accomplished in the way of special investigation and the treatment of particular subjects by persons specially qualified.

"The relation of education to labor," "The value of common-school education to common labor," "Ignorance and pauperism," "Ignorance and crime," and "The constitutional provisions for education made by the several States," and numerous other subjects which have been treated in this way, in the reports and circulars of the Office, may be mentioned as instances.

I should state here that putting the \$11,000 in a single item was not at my suggestion. But gentlemen in Congress overruled my specific requests, and preferred to include the whole amount of the estimates for the various details of the work in one sum.

It will be seen from my previous statement in this letter that experience has shown theirs to be the wiser plan, and that the Bureau has been enabled to expend this money far more effectively than if it had been limited to specific items, to be expended without any discretion on the part of the Commissioner. Gentlemen will appreciate this when they consider the character of the work, and realize that intelligence, accuracy, and culture are specially demanded by this work, so that the regular clerical force must be of a higher order and trained to different work than could reasonably be expected from the clerks provided by law; men of literary culture and scholarly training are required, if the publications of the Bureau are to be equal to the just demands of the educators of the country.

The reason for doing it against my suggestion was said to be the fact that in the experience of the Department of Agriculture the sum of \$15,000 appropriated in this way had been found necessary.

Never before has there been manifested such a spirit of inquiry and investigation in regard to every phase of education, or such a desire for

specific and accurate knowledge of our educational condition. The Office is in almost daily receipt, from university and college professors, public-school officials and teachers, and eminent private citizens, of suggestions for the preparation and dissemination of documents on important educational topics of present interest, which bear witness to this spirit and to the growing usefulness of the Office and to the expediency of increasing its efficiency. Much material for such documents—and which would be of the greatest value to educators were the means afforded to prepare and place it before them—has already been gathered by this Office; and there would seem to be no question of the advisableness of so increasing its force that such material may be made available to the educators of the country. So deeply have I felt this, and so fully have I been confirmed in this view by my assistants and by all educators who have looked carefully into the work—so fully have I become aware that the Office could not accomplish what is reasonably expected of it without a larger sum for these special reports, subjects of earnest, widespread inquiry, that I have asked that this amount should not only be retained but increased.

Very respectfully, your obedient servant,

JOHN EATON,
Commissioner.

The Hon. SECRETARY OF THE INTERIOR.

WASHINGTON, April 8, 1875.

DEAR SIR: My interview with the Commissioner of Patents leads me to submit for your consideration the following topics:

First. Whether persons employed as copyists and record clerks may not be paid by the page or the hundred words, and the salary system as regards such persons abolished with advantage to the public service.

This inquiry I desire to have considered also with reference to the various bureaus in the Department of the Interior.

Secondly. Whether short-hand writers could not be employed profitably in aid of the principal examiners to an extent which would enable the examiners to devote themselves more exclusively to their specific duties.

Thirdly. Whether, instead of the present system, by which a single principal examiner decides that a patent may issue, and this without supervision when there is no opposition, the question should not in every case be submitted to a supervisory board; and, if so, whether the examiners of cognate classes of patents, say two, three, or four, should not be constituted such board, to which all questions of the issue of patents in those classes should be submitted.

Fourthly. Whether provision should not be made by which clerks employed in the same duties should be of the same grade and receive the same pay in all cases. And this point I desire to have considered with reference to the several bureaus of your Department.

Very respectfully, yours,

GEO. S. BOUTWELL,
Chairman Committee on Re-organization of the Departments.

Hon. COLUMBUS DELANO,
Secretary of the Interior.

DEPARTMENT OF THE INTERIOR,
Washington, D. C., August 12, 1875.

SIR: I transmit, herewith, copy of a letter from the Commissioner of Patents, dated April 23, 1875, in relation to the organization and business of his Office.

I am unable to account for the delay in its receipt and transmission.

Very respectfully, your obedient servant,

B. S. COWEN,
Acting Secretary.

Hon. GEO. S. BOUTWELL,
Chairman, &c., United States Senate.

UNITED STATES PATENT-OFFICE,
Washington, D. C., April 23, 1875.

SIR: I have the honor to acknowledge the receipt, by reference, of a communication addressed to you by the Hon. George S. Boutwell, proposing several inquiries in relation to the re-organization of the Patent-Office. In accordance with your request, I beg leave to submit the following reply:

To the first inquiry I answer unhesitatingly in the affirmative. Within the last few months I have made a personal examination of receipts and expenditures for copying done in this Office, and regret to state that I have found that several female clerks, who are paid regular salaries of \$60 or \$75 per month, do not earn much more than half their salaries, even if the entire receipts for their work were turned over to them. Some of them are unable to copy a sufficient number of words per day to cover their salaries at 10 cents per hundred words, the price fixed by law as the charge by the Patent-Office for copies. Others, no doubt able to do the work, are disposed to render as little service as possible under the present system of regular salaries. I am decidedly of the opinion that it would be for the advantage of the Office in all respects to pay all copyists by the page or hundred words, except in a few instances where the work is of such a nature that it would be almost impossible to estimate it.

As to the second question I am unable to speak with so much certainty; but my opinion is decidedly in favor of the proposition. Each examiner has his corps of assistants. Together they write many letters every day in relation to applications before them, to say nothing of reports and written opinions which are called for in the ordinary transaction of business. The mere manual labor of writing consumes, in the aggregate, much time. In my opinion, a short-hand writer in each examiner's room would be able to relieve the entire force employed therein from work of this nature, which would probably enable the chief of the room to dictate all letters, and therefore become personally acquainted with every action made, with an expense of not more than a tenth part of the time now consumed in writing. The employment of short-hand writers would probably necessitate the payment of somewhat higher salaries than are now received by the female clerks employed in examiners' rooms; but I am confident that the saving in time to the examiners would fully counterbalance the extra expense, to say nothing of the advantage to be gained from a personal supervision of all actions by the examiner in charge.

The third inquiry raises a very important question. The defects in the present practice have been recognized for a long time. Thousands of

patents are issued every year upon the decision of only one man, and he a subordinate official. If the decision of the principal examiner in charge of a class is favorable, under the present practice it is final, and at least nine-tenths of the applications for patents are thus disposed of. I am decidedly of the opinion that some provision should be made for the revision of favorable as well as unfavorable actions by principal examiners. Such a change in the practice would, I believe, prevent the issue of many absurd and frivolous patents. I am not prepared to speak confidently of the plan suggested under the third inquiry, but am favorably disposed toward it, and think that, with careful organization, it is entirely practicable, and can be carried out with benefit to the public. I would suggest, however, that the supervisory board, consisting of two or more principal examiners, should only review final actions favorable to applicants, and that all unfavorable actions should be made, as now, without reference to this board, and should take the ordinary course of appeals already provided.

The fourth inquiry I answer decidedly in the affirmative. I see no good reason for promoting clerks simply because they have been longer in service than others. It seems to me that clerical work in this Office should be classified so far as possible, and all persons employed upon the same grade of work should be paid the same salary, except in case of piece-work. In each grade there should be a chief of division, and perhaps an assistant to take the place of the chief in case of the absence of the latter, whose duties, being of a higher order, should command larger salaries than others in the division. Under the present practice it frequently occurs that a clerk is promoted from first to second and third class clerkships merely from length of service, and without any change of duty whatever. This practice seems to me to be wrong in principle and injurious in effect. A change, such as is suggested by the inquiry, would, in my opinion, be a decided reform.

Senator Boutwell's letter is herewith returned as requested.

I have the honor to be, sir, very respectfully, yours,

J. M. THACHER,

Commissioner of Patents.

The Hon. SECRETARY OF THE INTERIOR.

WASHINGTON, *April 10, 1875.*

DEAR SIR: I had not the fortune to meet the Commissioner of Pensions when I visited the Pension-Office, but after a conversation with the deputy commissioner, and such examination as I could make, it was not apparent to me that any change in organization could be undertaken with advantage.

I observe that in the last annual report of the Commissioner, he urges upon Congress a recognition of the chiefs of division and the establishment for them of fixed salaries. The committee will be pleased to receive your views upon this and upon any other points touching the organization of the Bureau that may seem important to you.

Yours, very respectfully,

GEORGE S. BOUTWELL,

Chairman, &c.

Hon. COLUMBUS DELANO,

Secretary of the Interior.

WASHINGTON, *April 10, 1875.*

DEAR SIR: After such an examination of the several Bureaus in the Department of the Interior as I have been able to make, I have the honor to request, in behalf of the committee, your views upon the following points:

First. Whether the hours of labor could be advantageously increased?

Secondly. Whether any system of examination different from that now in use could be introduced with benefit to the service?

Thirdly. Whether the interests of the Department would be promoted by re-arrangement of the clerks in classes by which the number in each class should be better adjusted with reference to the work to be performed?

It would be convenient for the committee to have for reference a statement of the principal officers, with the salaries allowed to each, and the number of clerks of each grade, in the several Bureaus of your Department.

Yours, &c.,

GEO. S. BOUTWELL,
Chairman, &c.

Hon. COLUMBUS DELANO,
Secretary of the Interior.

DEPARTMENT OF THE INTERIOR,
Washington, D. C., June 4, 1875.

SIR: Referring to your letter of the 10th ultimo, (April 10,) requesting my views upon the various points referred to therein, I have to reply to your first inquiry, that, in my opinion, an increase of one hour in the hours of labor, *i. e.*, from nine o'clock a. m. to four o'clock p. m., instead of nine a. m. to three p. m., would be an advantage to the public service. I am led to this opinion by the increased pressure upon the Department, and by the necessity of additional time in which to properly adjust the current business of each day.

In reply to your second inquiry, as to a change in the system of examination at present in use, I express my hearty approval of the plan proposed in your letter of the 11th instant, (May 11,) viz: The providing of a commission to be appointed by the President, with the consent of the Senate, whose duty it shall be to conduct all examinations for admission into the Executive Departments. I would provide further, that the passing of a successful examination, and the holding of a certificate of such from the commission, together with certificates showing that the person is of good, moral character, and of sober and industrious habits, should, by statute, be made prerequisites to application for appointment. If this system should be adopted, a large amount of the time of the head of the Department and of the chiefs of the several Bureaus, each day consumed by applicants for office, could be devoted to the more necessary and legitimate demands of the public service. The suggestion that the examinations shall not be competitive, and that persons already in the service be not subjected to examination in case of promotion, also coincides with my views.

The question as to whether the interests of the Department would be promoted by a re-arrangement of the clerks in classes, is one more difficult to answer. In my opinion, the salaries paid to clerks of the higher grades are far too small; and experience has clearly demon-

strated that gentlemen who attain the grade of chief of division in my own Office, and in the various Bureaus, (excepting, perhaps, the Patent Office,) after making themselves thoroughly familiar with the business in all its details, have inducements offered them to embark in private business, with the assurance, in many cases, of receiving annually more than double the compensation paid by the Government, (which, in most instances, is eighteen hundred and sixteen hundred dollars per annum.)

In this manner the Department is deprived of the services of employes whose value to the Government consists largely in the fund of knowledge which they have acquired by long and faithful service and study, and which is to them in private pursuits of the greatest advantage. The services of these persons could be retained, were Congress to create the additional grades of twenty-five hundred and two thousand dollars per annum, or authorize the head of the Department to pay these salaries when deemed necessary for the good of the service. The responsibilities and duties of gentlemen in the employ of this Department, who receive the compensation of clerks of class four, but more frequently of class three, and even of class two, are far greater than the public is generally aware. In other Departments, clerks are now, and have been for some time, paid at the rate of twenty-four hundred, twenty-five hundred, and even twenty-eight hundred dollars per annum, and certainly not for more arduous, more faithful, or more responsible service than is rendered here.

If these grades could be established, I am of opinion that the number of employes in classes one and two might be reduced, and that the ordinary copying and recording might be done by persons receiving an annual salary of nine hundred dollars per annum, thus bringing the total sum necessary for clerk-hire within the amount of the present appropriations.

I transmit a list showing the present allowance of principal officers and clerks in the various Bureaus of this Department as provided by existing law.

I am, very respectfully, your obedient servant,

C. DELANO,
Secretary of the Interior.

Hon. GEO. S. BOUTWELL,
*Chairman of Committee on Re-organization of the
Departments, United States Senate.*

DEPARTMENT OF THE INTERIOR, OFFICE OF THE SECRETARY.

| Officer. | Salary. |
|---|---------|
| Secretary of the Interior | \$8,000 |
| Assistant Secretary | 3,500 |
| Chief clerk | 2,500 |
| Superintendent of public documents | 2,500 |
| Disbursing clerk | 2,000 |
| Appointment clerk | 2,000 |
| Chief, division of Indian Affairs | 2,000 |
| Chief, division of Lands and Railroads | 2,000 |
| Chief, Pension and Miscellaneous division | 2,000 |
| Chief, Indian Trust Fund division | 1,400 |
| Superintendent of Patent-Office building | 2,000 |
| Two law-clerks, at | 2,000 |
| Two clerks of class four, at | 1,800 |
| Six clerks of class three, at | 1,600 |
| Five clerks of class two, at | 1,400 |
| Six clerks of class one, at | 1,200 |
| Three copyists, at | 900 |

PATENT-OFFICE.

| Officer. | Salary. |
|--|---------|
| Commissioner of Patents | \$4,500 |
| Assistant Commissioner | 3,000 |
| Chief clerk | 2,500 |
| Three examiners-in-chief, each | 3,000 |
| Examiner of interferences | 2,500 |
| Examiner of trade-marks | 2,500 |
| Librarian | 2,500 |
| Financial clerk | 2,000 |
| Twenty-three principal examiners, at | 2,500 |
| Twenty-four first assistant examiners, at | 1,800 |
| Twenty-four second assistant examiners, at | 1,600 |
| Twenty-three third assistant examiners, at | 1,400 |
| Five clerks of class four, at | 1,800 |
| Seven clerks of class three, at | 1,600 |
| Twenty-five clerks of class two, at | 1,400 |
| Forty clerks of class one, at | 1,200 |
| Thirty clerks, at | 1,000 |
| Fifty copyists, at | 900 |

PENSION-OFFICE.

| | |
|--|-------|
| Commissioner of Pensions | 3,000 |
| Deputy Commissioner | 2,500 |
| Chief clerk | 2,000 |
| Medical referee | 2,500 |
| Chief finance division | 1,800 |
| Chief invalid division | 1,800 |
| Chief widows' division | 1,800 |
| Chief special-service division | 1,800 |
| Chief war of 1812 division | 1,600 |
| Chief bounty-land division | 1,600 |
| Chief certificate division | 1,800 |
| Twenty-three clerks of class four, at | 1,800 |
| Fifty-four clerks of class three, at | 1,600 |
| Ninety-four clerks of class two, at | 1,400 |
| One hundred and twenty-two clerks of class one, at | 1,200 |
| Thirty-five copyists, at | 900 |

GENERAL LAND-OFFICE.

| | |
|--|-------|
| Commissioner of General Land-Office | 3,000 |
| Chief clerk | 2,000 |
| Recorder | 2,000 |
| Law-clerk | 2,000 |
| Principal clerk of public lands | 1,800 |
| Principal clerk of private land-claims | 1,800 |
| Principal clerk of surveys | 1,800 |
| Secretary to sign land-patents | 1,500 |
| Chief mineral-claims division | 1,800 |
| Chief railroad-lands division | 1,800 |
| Chief swamp-land division | 1,600 |
| Chief division of accounts | 1,800 |
| Three clerks of class four, at | 1,800 |
| Twenty-five clerks of class three, at | 1,600 |
| Forty-eight clerks of class two, at | 1,400 |
| Ninety-six clerks of class one, at | 1,200 |

OFFICE OF INDIAN AFFAIRS.

| | |
|--------------------------------------|-------|
| Commissioner of Indian Affairs | 3,000 |
| Chief clerk | 2,000 |
| Chief land division | 1,800 |
| Chief finance division | 1,800 |
| Chief civilization division | 1,800 |
| Chief educational division | 1,800 |

| Officer. | Salary. |
|---------------------------------------|---------|
| Stenographer | \$1,600 |
| One clerk of class four, at | 1,800 |
| Eight clerks of class three, at..... | 1,600 |
| Thirteen clerks of class two, at..... | 1,400 |
| Thirteen clerks of class one, at..... | 1,200 |
| Six copyists, at..... | 900 |

COMMISSIONER OF EDUCATION.

| | |
|-----------------------------------|-------|
| Commissioner of Education..... | 3,000 |
| Chief clerk | 2,000 |
| Statistician | 1,800 |
| Translator | 1,600 |
| One clerk of class four, at..... | 1,800 |
| One clerk of class three, at..... | 1,600 |
| One clerk of class two, at..... | 1,400 |
| Four copyists, at | 900 |

WASHINGTON, *April 12, 1875.*

DEAR SIR: The examination which I have made of the business and organization of the Post-Office Department leads me to submit to you the following suggestions, that the Committee on the Re-organization of the Departments may have the benefit of your views:

First. Will you state, with such minuteness as practicable, the process by which the receipts at the various post-offices of the country are collected, and how appropriated or applied; and then will you favor the committee with your opinion as to the practicability and expediency of providing for the payment of post-office receipts into the Treasury, and the payment of the expenses of the Post-Office Department through the Treasury in the manner that the expenses of the other Departments of the Government are met?

Secondly. As the business of the Sixth Auditor is more intimately connected with your Department than with the Treasury, will you furnish the committee with a statement of the manner in which post-office accounts are audited, and give to them the benefit of your opinion as to the practicability and expediency of providing a comptroller to supervise the work of the Sixth Auditor?

Thirdly. The committee desire a statement of the principal officers in the Department, the salary of each, the number of clerks in each grade, and the benefit of your opinion as to the expediency of so classifying the persons employed in clerical duties as to secure for those employed in the same, or similar work, equal compensation.

In addition to the foregoing, the committee will esteem it a favor to have the benefit of your views upon the general subject of re-organizing the Post-Office Department, with as much of detail as you may find it convenient to furnish.

Yours, very respectfully,

GEO. S. BOUTWELL,
Chairman, &c.

Hon. MARSHALL JEWELL,
Postmaster-General.

POST-OFFICE DEPARTMENT,
Washington, D. C., March 4, 1876.

SIR: I have the honor to transmit the inclosed statements of the Third Assistant Postmaster-General and Sixth Auditor of the Treasury

in answer to your letters of April 12, 1875, and February 19, 1876, relative to expenditures of the Post-Office Department.

Very respectfully,

MARSHALL JEWELL.

Postmaster-General.

Hon. GEORGE S. BOUTWELL,
Chairman, Senate.

POST-OFFICE DEPARTMENT,
OFFICE OF THIRD ASSISTANT POSTMASTER-GENERAL,
Washington, D. C., March 1, 1876.

SIR: Replying to that portion of the letter of Hon. George S. Boutwell, chairman of the Committee on Re-organization of the Departments, which relates to the manner of treating the accounts of postmasters and to the practicability and expediency of providing for the payment of post-office receipts into the Treasury and the payment of the expenses of the Post-Office Department through the Treasury—these matters relating specially to the business of this Bureau—I have the honor to submit the following statement, viz:

The expenses at post-offices (and by expenses I mean salaries, rent, light, fuel, and miscellaneous items) are based upon allowances made by the Department, and at the close of each quarter the amounts expended are shown, item by item, in the accounts rendered to the Auditor. The Auditor, after examination to ascertain that the amounts expended are in no case in excess of amounts allowed, charges the same to the various appropriations as expenditures.

The amounts unexpended in the hands of postmasters are either retained subject to draft by the Department, (which is the case at one hundred offices located at points convenient for the Department to pay its creditors, and known as post-office depositories,) deposited at a post-office or Treasury depository, or paid over to the mail contractor on the route upon which the offices are situated. The amount deposited at Treasury depositories is covered into the Treasury at the close of each quarter by the Postmaster-General's covering-warrant, countersigned by the Auditor; the balance of the receipts, which have been expended by postmasters, and covered into the Treasury, also quarterly, by the Postmaster-General's warrant and counter-warrant. This warrant and counter-warrant are accompanied by a statement showing the expenditures by postmasters under the different appropriations.

In my opinion, the present system of collecting the revenues of this Department is the simplest and only practicable one that can be put in operation. It works satisfactorily, and the fact that the Department has never lost one dollar of its revenue through any fault of the system, ought to be sufficient to recommend its continuance. That the system in practice is the simplest, consistent with safety, and the most convenient and least expensive to postmasters, will be seen by the following:

First. The office which retains its surplus funds and receives deposits from neighboring offices (post-office depository) is drawn upon by the Department day by day; consequently, the postmaster cannot know at what hour a draft may be presented which will take all the funds in his hands. He being required to give duplicate certificates for each deposit made, the original of which is transmitted to the Department by the depositor immediately upon its receipt by him, the Department is thus advised daily of the balance in the hands of any depository postmaster. In

addition to his regular quarterly account, he is required to furnish monthly transcripts of his cash-transactions for examination and verification.

Second. The postmaster at a "depositing" office is required to deposit regularly at the nearest depository, daily, weekly, monthly, or quarterly, as the amount due by him will justify, without risk or expense to the Department. It would be a manifest injustice to require a postmaster at a remote office to deposit in a Treasury depository, when by so doing it would involve him in an expense which would, in very many cases, more than cover his salary or the amount to be deposited.

Third. The postmaster at a "collection" office is required to pay the balance due the United States to the contractor upon the route upon which his office is situated; consequently, the Department collects its revenue and pays its creditor at the same time, without risk or expense to itself or the postmaster. Offices are made "collection" with especial reference to amounts due the United States and the pay of its contractors, so that no loss ever occurs by an overpayment to a contractor.

The designation of offices as "depository," "depositing," and "collection," is changed at will, as the best interest of the service demands.

Now, having set forth some of the peculiar advantages of the present system, I will advert to some of the disadvantages of a change looking to the placing of the entire receipts of the Department into the Treasury before their disbursement. A large proportion of post-offices are remote from Treasury depositories, and deposits could only be made at great risk and expense. A large part of the deposits would have to be transmitted in currency through the mails, and when that fact once became known, there would be no end to robberies of the mails, the effect of which would be to cause postmasters to refuse to send funds at their own risk and expense. It is out of the question that the Department should assume the risk and expense, as it would open the door to all sorts of fraud. I am satisfied that in view of the large amounts of money that would be transmitted by mail for deposit, it would be next to impossible to collect the revenues without great loss, either to postmasters or the Department, and in my opinion the losses in a single year would exceed five per cent. of the gross revenues.

The change would render a large increase in the clerical force of this Bureau absolutely necessary, involving an additional annual expenditure of at least \$40,000.

Very respectfully,

E. W. BARBER,

Third Assistant Postmaster-General.

Hon. MARSHALL JEWELL,
Postmaster-General.

OFFICE OF THE AUDITOR OF THE TREASURY
FOR THE POST-OFFICE DEPARTMENT,
Washington, February 28, 1876.

SIR: In reply to the second inquiry of Hon. George S. Boutwell, chairman of the Committee on Re-organization of Departments, in his letter dated April 12, 1875, I have the honor to submit the inclosed statement, showing, somewhat in detail, the manner in which post-office accounts are audited and settled in this Office.

In reply to that portion of Mr. Boutwell's letter asking your views "as to the practicability and expediency of providing a comptroller to supervise the work of the Sixth Auditor," I beg to submit the following suggestions :

First. The same number of clerks would be required in this Office as at present. From fifty to one hundred clerks would be required in the comptroller's office, as no less a force would give the accounts an examination or revision of any value. This would entail an expense of from \$75,000 to \$100,000 annually.

Second. The revision of the immense number of small accounts audited in this Office is unnecessary and impracticable, resulting only in loss, delay, and embarrassment.

Third. In its organization and operation, this Office is *sui generis*. There is a complete and thorough system of checks, one clerk upon another, one division upon another, which is as effective as any revision made by a comptroller upon accounts submitted by other Auditors. Other Auditors' offices are arranged in divisions, each division having charge of a particular class of claims, while the organization of this Office into divisions is almost wholly for the purpose of revising and re-revising the settlements with a view to perfect accuracy.

Fourth. The delay resulting from this change would necessitate the annulment of every contract now in force, because it would be impossible to make the payments to contractors within the time stipulated in their contracts. The delay in the settlement of postmasters' accounts would unavoidably result in a loss to the revenues of the Department.

Fifth. The number of accounts settled quarterly in this Office is, approximately, as follows, viz : Postmasters', 35,000; contractors', 10,000; money-order, 40,000; miscellaneous, 5,000; total, 90,000, or 360,000 per annum. Of these nine-tenths involve less than \$100 each; yet, under the proposed plan, all accounts, accompanied by their vouchers, would have to be sent to the comptroller.

Sixth. The law now provides for an appeal from the decision of the Auditor to the First Comptroller, but during the past ten years there have been but five appeals taken, in all of which the Office was sustained.

Seventh. The present system has been in operation for nearly forty years, and has worked satisfactorily. During my ten years' experience in the Office, I know of no overpayment having been made to contractor or postmaster whereby the Government has lost one dollar. The only persons to be benefited by the proposed change are claim-agents, who, under our present prompt system of settlement and payment, have little or no business with the Office, but who would, if the change were made, undoubtedly profit by the great delay in settlement of accounts.

I am, sir, respectfully, your obedient servant,

J. M. MCGREW,
Auditor.

Hon. MARSHALL JEWELL,
Postmaster-General.

Method of auditing accounts of the Post-Office Department pursued by the Auditor's Office.

For the sake of explicitness, accounts will be divided into three classes, viz, postal, contractors', and money-order :

1st. POSTAL. Postmasters are required to make a quarterly return

of the business of their offices. (See exhibit marked "A.") These returns are received in what is called the "opening-room," where a book is kept in which the date of receipt of each quarterly return is duly entered. The account is then sent to the stamp-clerks, where the auditing of the account begins. The work of these clerks is divided by letters, one clerk having from A to E, another from F to H, and so on through the alphabet, embracing all the post-offices in the United States.

Upon the receipt of the account, the stamp-clerk proceeds to audit the stamp-account only. He first sees that the amount reported on hand by the postmaster at the close of the preceding quarter agrees with the amount shown upon his book, and he ascertains if the amount acknowledged by the postmaster during the quarter agrees with the amount sent him by the finance office, the receipts for which he has on file in his desk. These sums are added together, from which he deducts the amount the postmaster claims to have on hand, and the difference is the amount charged to him as stamps sold during that quarter. The amount which the postmaster claims to be on hand then becomes the first item in auditing subsequent returns.

The account is then sent to the examiners, who are arranged by States, and here begins the classification by States, which is adhered to in all other branches of the Office.

The examiner gives the entire account, including the stamp-account, a thorough examination, taking care that proper vouchers are furnished for all expenditures, and that the salary is correct, or, if a fourth class office, that the commissions are properly audited.

The account then goes to the register, who, in turn, reviews the work of both stamp-clerk and examiner, and if found correct, registers the account (in books prepared for that purpose) under the following heads, viz: Name of office; name of postmaster; date of return; amount received from letter-postage, newspaper and pamphlet postage, waste-paper and twine, box-rents, and stamps and stamped envelopes; balance due the postmaster; compensation; incidental expenses, and balance due the United States. The proof of the correctness of the work being that the aggregate amount allowed for compensation and incidental expenses, added to the balance due the United States, must exactly equal the aggregate of the other columns. The books are recapitulated at the expiration of the quarter three months after the expiration of the quarter which is being audited, and the recapitulation of each book carried to register No. 1, where the aggregate of the entire quarter is made, which becomes the groundwork for ascertaining the receipts of the Department for that quarter. The incidental-expense column is substantially divided under the following heads to agree with the annual appropriations for such purposes, viz: clerk-hire, advertising, rent, lights, and fuel. In case the register finds the balance due to the United States to be 50 cents or more greater than the balance found due by the postmaster, the account is sent to the "error-rooms," where it undergoes still another examination, and a copy of the return as made by the postmaster and as audited (in parallel columns) is prepared and sent to the postmaster. This concludes the auditing of the quarterly account, and attention is called to the fact that in no part is it examined by less than two, and in many cases by four, different clerks.

We now leave the quarterly account and take up the general account of the postmaster. This account is kept in two different forms by different clerks, who are at all times a check upon each other. The book-keeper who keeps the ledger-account charges the postmaster, from the register just described, with the balance due the United States in his quarterly return, and if the office happens to be one which pays directly to a con-

tractor of the Department, he credits him from the pay-book with the amount he has paid the contractor on account of that quarter. The stating-clerk, who keeps the same account upon stating-paper, (for convenience also of copying and reference,) does the same, and is required every three months to make a comparison with the ledger account. This is a statement of one of the simplest accounts, usually of two items only, one of debit and one of credit, but the system extends to all accounts, the book-keeper and stating-clerk being at all times a check upon each other, and in many cases getting their items from different sources and in different sums, but finally being compelled to agree upon one balance or reconcile the difference at once.

CONTRACTORS' ACCOUNTS.—The basis of a contractor's account is the contract itself, of which the law requires an original shall be placed on file in this Office. Upon the receipt of these contracts, they are carefully examined, with the view of ascertaining if they are properly drawn and executed. The States are divided into sections, each section being in charge of a clerk. These clerks state the accounts for payment, showing the amount to which the contractor is entitled per quarter under his contract, the amount of deductions ordered by the Postmaster-General, and the amount of collections made by the contractor, showing the balance due him on the adjustment of his account for that quarter. This statement of account is then sent to the reviewing-clerk, who examines and verifies the work, and, if found correct, places his initial upon the report. The chief of the pay-division then examines it, checking it if correct. The report is then sent to the Deputy Auditor, who examines it to see that it has passed through the proper channels, and is in proper shape for the Auditor's signature. After receiving the Auditor's signature, it is sent to the Third Assistant Postmaster-General, where, before the draft or warrant is drawn, it is subjected to the scrutiny of yet another reviewing-clerk, who verifies the transportation and the correctness of the figures as they appear upon the report.

MONEY-ORDER DIVISION.—To give an idea of the work performed in this division, it is only necessary to state that there are thirty-seven hundred money-order statements received each week, and that a thorough examination of each is given, in order to verify their correctness, viz :

On receipt of these statements daily, they are distributed to their respective examiners, whose duty it is to verify their correctness by a careful comparison of the accompanying vouchers with the credits claimed therein, the additions of paid and issued orders, and fees proved, as well as the correctness of fees charged, and the several items as carried to the summary authenticated; each paid order being checked separately, and all errors of whatever character plainly noted on the statements, for the guidance of the registers, who subsequently adjust the accounts at the close of each quarter. After such examination the statements are again distributed; those containing deposits, drafts, or transfers being referred to the clerks having in charge the journals in which are recorded all drafts, deposits, and transfers for verification, each item being by them compared, and, if correctly entered, checked; if not, the error corrected, and noted on the statement; and those statements which do not contain such items are at once referred to the clerks who file them in book-form, alphabetically arranged as to States and offices, that they may be in such order as to facilitate their transcription upon the books of the Office, as well as to enable the registers to promptly notify postmasters of the errors made by them and secure an early correction thereof.

After the paid orders are checked and verified by the examiners they are passed to assorters, who assort them by States, when they are again

passed to assorters, who assort them by offices and place them in their numerical order as issued. They are then carefully compared with the issuing postmasters' statements, in order to determine whether the postmasters have debited themselves correctly therefor, whether the proper party receipts the order, and that the whole transaction is formal and within the requirements of the law. The orders are then filed in bundles of five hundred each and under the head of their respective offices of issue, for future reference.

It will be seen from the foregoing that the system of checks used cannot be disputed. Neither are there any credits allowed in the adjustment of postmasters' money-order accounts, without vouchers, except in the case of allowances made by the Postmaster-General for lost remittances of surplus money-order funds in transit.

Some idea of the magnitude of the work necessary to a faithful and correct adjustment of the money-order business transacted may be gleaned from the following figures :

| | |
|--|-----------------|
| Total amount of money-orders issued..... | \$79,395,826 46 |
| Total amount of money-orders paid..... | 77,839,789 09 |
| Total amount of money-order fees | 550,425 44 |
| Total amount of deposits and drafts..... | 61,439,398 94 |
| Total amount of transfers..... | 2,181,819 46 |
| Average amount of money-orders issued, \$15.46. | |
| Number of certificates of deposit issued and recorded..... | 266,753 |
| Number of transfers recorded..... | 5,941 |
| Number of drafts recorded..... | 13,317 |
| Number of remittances..... | 959 |
| Number of advices sent for and returned..... | 7,970 |
| Number of money-orders returned for correction..... | 19,587 |
| Number of letters written..... | 4,650 |
| Number of commission circulars transmitted..... | 14,200 |
| Number of error circulars transmitted..... | 44,000 |

WASHINGTON, April 28, 1875.

SIR: The committee of the Senate authorized to examine the Executive Departments with reference to re-organization, have this morning conferred with Mr. Conant, Acting Secretary, and visited the customs division of the Secretary's Office, in charge of Mr. Clarke, and desire to call your attention, for the purpose of reply, to the following topics :

First. The number, grade, and salaries of the officers employed in that division.

Secondly. Whether the business of the Office is in arrears, and, if so, to what extent, and what cause due.

Thirdly. Whether the business of the division could be more economically performed if the hours of labor were increased.

Fourthly. Whether the officers employed in the division could be re-arranged as to grades and salaries so as to secure more promptness and efficiency in the business of the Office, without an increase of the aggregate compensation.

Fifthly. Whether the practice of copying letters by hand may not be dispensed with in whole or in part.

In conclusion, the committee would be glad to hear from you such suggestions as you may be disposed to offer concerning the duties of the customs division, and the best method of performing them.

Yours, very respectfully,

GEO. S. BOUTWELL,
Chairman.

Hon. B. H. BRISTOW,
Secretary of the Treasury.

TREASURY DEPARTMENT,
February 21, 1876.

SIR: I have the honor to acknowledge the receipt of your communication, dated the 28th of April last, relative to the customs division of the Secretary's Office, and to state that a reply thereto has been delayed, in part, for reasons which will hereinafter appear.

The questions propounded by the committee are answered consecutively as follows:

First. The number, grade, and salaries of the officers employed in said division:

One chief of division, at a salary of \$2,800 per annum.

One assistant chief of division, at \$2,400.

Seven clerks of class four, at \$1,800 each.

Three clerks of class three, at \$1,600 each.

One clerk of class two, at \$1,400.

One clerk of class one, at \$1,200.

One temporary clerk, at \$840.

There are also connected with the division five female copyists, at \$900 each; one messenger, at \$840; one laborer, at \$720; and one messenger, at \$360; making a total force of twenty-three persons, receiving an aggregate annual compensation of \$32,460, the last-mentioned messenger and three of said copyists being detailed from other divisions.

Secondly. The committee inquire "whether the business of the Office is in arrears, and, if so, to what extent, and to what cause due?"

At the date of your letter, April 28, 1875, the business of the division was somewhat in arrears, but it is believed not to a very injurious extent, although some complaint from parties concerned had been occasioned thereby. This condition of business was largely owing to changes in the tariff laws by the Revised Statutes of 1874, which gave rise to numerous and novel questions of construction; to the enactment of the little tariff act, so called, of February 8, 1875, and to the repeal of the ten per centum reduction under act of June 6, 1872; all of which had the effect to increase rather than diminish the volume of business pertaining to the division.

Thirdly. Whether the business of the division could be more economically performed if the hours of labor were increased.

In reply to this query, I have to remark that the hours allotted to clerical service in the Department had been for several years prior to the month of December last, six, viz, from 9 to 3, and it is stated that the addition of one hour then made does not appear to have resulted, so far as the customs division is concerned, in any perceptible difference in the amount of work performed.

The exigencies of the service in that division do not permit any relaxation in the efforts necessary to keep pace with the demands of current business, and whatever the number of hours set apart for that purpose, substantially the same amount of labor has been and must continue to be performed.

It is further stated that, as a general rule, six hours' faithful service is as much as can be obtained from the majority of clerks in Government employ, whether that or a greater number of hours be nominally allotted for the purpose. Exceptions to this rule are, nevertheless, of constant occurrence in the customs division, some of the principal clerks thereof finding it frequently necessary, in the discharge of their official duties, to work not only during but beyond the limits of the office-hours.

Fourthly. Whether the officers could be re-arranged, as to grades and

salaries, so as to secure more promptness and efficiency in the business of the Office without an increase of the aggregate compensation.

In reply, it may be said that, while an arbitrary reduction in the grade and compensation of some clerks in the division could be made, no corresponding increase could be given to others, for the reason that, excepting the positions of chief and assistant chief, there is no higher grade than that of fourth class. Moreover, such arbitrary reduction would be unjust, for the reason that nearly all above the grade of first-class have obtained promotion by long and faithful service, and while some of them are, from the nature of their duties and the ability and experience shown in the performance thereof, justly entitled to an increase which it is at present impracticable to make, there is no corresponding reason for reducing the grade of others whose compensations cannot be regarded as excessive.

Fifthly. Whether the practice of copying letters by hand may not be dispensed with in whole or in part?

It is believed that the services of copyists might, to some extent, be dispensed with by the substitution of copying machines, and a considerable reduction from the aggregate annual expense of the division thereby effected.

In reply to the request of the committee for such suggestions as I may be disposed to offer concerning the duties of the customs division and the best method of performing them, I beg leave to submit the following general statement concerning the nature of those duties and the means or material requisite for their discharge.

The primary functions of the division relate, as is doubtless well known to the committee, to the consideration and decision of questions arising under the tariff laws.

As stated in the last annual report of the Secretary of the Treasury, there are some 2,500 imported articles of merchandise, enumerated or non-enumerated, subject to duty, besides about 600 embraced in the free-list, making an aggregate of more than 3,000 articles, either dutiable or free, as to which questions constantly arise, on protest and appeal, or in the form of miscellaneous applications for relief.

Of the enumerated dutiable articles, over 800 are subject to *ad valorem* rates; over 500 to specific duties, and 160 to compound, or both specific and *ad valorem* rates, the duties collected thereon averaging upward of \$160,000,000 per annum.

The most important, and, at the same time, the most difficult questions arising under the tariff laws, relate to the proper classification of imported merchandise as governing the rate or rates applicable to any particular article which may be either enumerated or non-enumerated, dutiable or free.

Upon the prompt decision of these questions must depend, often, that uniformity of action, by officers at the several ports, which is of primary importance in the collection of the revenue from customs. Upon their correct decision depends the fact whether the Department shall authorize the refund of duties alleged to have been paid in excess, or, by refusing the same, take the risk of having its action finally reversed by the courts, with the added expense of interest and costs.

Appendix C, accompanying the Secretary's last annual report, shows that during the nine months and a half between March 3 and November 20, 1875, the sum of \$144,524.44 was paid out of the Treasury on certified statements for refund, of which \$51,696.15 was for interest and costs, and all but \$247.90 of this latter amount was by reason of litigated

questions of tariff construction terminating adversely to the Government.

| | |
|--|---------|
| The number of appeals decided during the calendar year ending December 31, 1875, was..... | 15, 729 |
| Number of letters written for the same period relating to appeals..... | 9, 366 |
| Number relating to miscellaneous cases..... | 9, 742 |
| Total letters relating to tariff questions, or to questions connected with the collection of the customs revenue, written in the customs division in 1875..... | 19, 108 |

These figures are given merely as an indication of the amount of mechanical labor performed in the division. A large proportion of the letters is, of course, of a routine character. The amount of mental labor embodied in the draughts of letters not of that character cannot be exhibited by figures or statistics of any description.

The next general head under which the duties of the customs division may be classed is that relating to bonded warehouses and to the transportation of bonded merchandise, involving the establishment and discontinuance of warehouses for the storage of goods and of routes for their transportation; the making and enforcement of regulations pertaining to both, and, generally, the supervision and control of the entire warehouse system.

| | |
|---|-----|
| The number of warehouses bonded during the eighteen months ending December 31, 1875, was..... | 273 |
| Discontinued during the same period..... | 267 |
| Total number in operation February 1, 1876..... | 666 |

The business of the customs division embraces also the following subjects, which are either directly or indirectly connected with its main features as above given, viz: Questions relating to the currencies of foreign countries as affecting invoice values; to the construction of treaties with foreign nations as affecting the application of tariff provisions under the "most favored nation" clauses, or otherwise; allowance for damage incurred on the voyage of importation or by casualty while in bond; entries for consumption after one year; appraisements and re-appraisements of dutiable merchandise; imposition of additional duty of 20 per cent. on undervaluation without fraud; the correction of errors in entries; the free entry of baggage, personal and household effects of private individuals, &c.; free entry of articles belonging to foreign ministers or intended for the use of the Government of the United States; of libraries for the use of States; of articles for societies of various kinds; the form and execution, extension, collection, and cancellation of custom-house bonds; the forms and requisites of invoices and of verifications thereof; the action of consular officers, as connected with the customs laws; correspondence thereon with the Department of State; the regulation of commercial intercourse on the frontiers; the transportation of merchandise without appraisement; the disposition of unclaimed and general-order goods; the duties of customs officers, and the regulation of business generally connected with the assessment and collection of duties on imported merchandise and with the custody thereof.

For the proper and faithful discharge of the various and important duties pertaining to this division, men of ability, integrity, and experience are indispensable. The training of years is requisite to make them familiar with the intricacies of the tariff system, the decisions of the

Department, and the adjudications of the courts. Should their places become vacant it would be impossible to at once fill them, while the present grades of compensation offer no adequate inducement to others of the requisite ability to qualify themselves by a course of training in order to fill such places in the future.

When it is considered that the decision of the rate of duty on a single article largely imported may affect the revenue to the extent of millions of dollars per annum, (actual instances of which might be cited,) the paramount importance of having competent and faithful officers to assist the Secretary of the Treasury, with whom the responsibility of such decision finally rests, is self-apparent. Any system of compensation which ignores this fact is practically false economy, for it is just as much an extravagance to lose, by incapacity or otherwise, any sum of money which legally belongs to the Government as to unnecessarily expend the same amount out of its actual receipts.

In this connection I have to suggest that there should be an additional grade, above that of fourth-class clerks, which would enable the Secretary to make a proper discrimination in their favor. Some of the clerks of that grade now employed in the customs division are, in view of the important and laborious character of their duties, equitably entitled to an increase of salary, which, under existing laws, the Secretary has no power to direct. A grade which would enable him to pay such clerks a compensation more in proportion to the value of their services is desirable, and I respectfully suggest, for the consideration of the committee, the propriety of recommending suitable legislation in the premises.

The desired result might be accomplished by providing for an increase in the number of assistant chiefs of the customs division, such increase to be confined to that division, thus obviating the danger of an increase of expenditure, which might result from an extension of the principle to other divisions where the same necessity does not appear to exist.

This reply has been delayed, in part, for the purpose of enabling the officer who was placed in charge of the customs division shortly before the receipt of your letter, to report, from actual observation and experience, upon the various topics therein mentioned.

Respectfully,

B. H. BRISTOW,
Secretary.

Hon. GEORGE S. BOUTWELL,
Chairman, &c., United States Senate.

WASHINGTON, April 29, 1875.

SIR: In our examination of the division of revenue marine, the following points have attracted the attention of the Committee of the Senate on Re-organization of the Executive Departments:

First. Whether the business connected with life-saving stations should not be separated from the revenue marine and placed in charge of another officer?

Secondly. Whether the gradation of clerks may not be altered with advantage?

Thirdly. The head of the division suggested to the committee that the pay of keepers of life-saving stations was inadequate.

Fourthly. He also suggested that a system of inspection should be provided for the life-saving stations.

Your opinion upon the points mentioned is respectfully solicited by

the committee, to which you will please add such suggestions as may occur to you in regard to the office in question.

Yours, very respectfully,

GEO. S. BOUTWELL.

Hon. B. H. BRISTOW,
Secretary of the Treasury.

TREASURY DEPARTMENT,
February 17, 1876.

SIR: I have the honor to acknowledge the receipt of your communications of the 29th of April and the 1st of May last, requesting my opinion upon certain specified points connected with the revenue-marine and life-saving service, and, in reply, I have to offer the following answers to your suggestions, taking them in their order:

1. In regard to separating the revenue-marine and life-saving service, it is believed that while the extent and character of the business involved might make such a separation desirable, it is possible to continue the service on its present footing without very serious detriment to the public interests—at least for some time longer.

2. It is thought that any necessary changes in the gradation of the clerks employed in this branch of the service can be effected by the Department without the aid of legislation.

3. The pay of the keepers of the respective life-saving stations is now only two hundred dollars per annum, the price fixed in 1854. Under the present system the duties and responsibilities of these officers are largely increased. Being the captains of their several crews, they are charged with the conduct of the life-boat in all attempts at rescue, and are besides responsible for the preservation of all property thrown ashore from wrecks, and have also the care of the station-houses and their contents. As at present paid, their annual remuneration is hardly more, and at a number of the stations is actually less, than that of the surfmen subordinate to them, who receive severally forty dollars per month during the season of ocean inclemency, a period ranging from four to six months, and who are, besides, the recipients of stipends for every wreck at which they render assistance during the remainder of the year. It should also be stated that considerable difficulty is experienced in obtaining suitable persons for keepers, on account of the low rate of compensation. Under the circumstances, an increase of one hundred dollars per annum to each of these officers, though inadequate, is deemed advisable, and is therefore recommended.

4. In regard to providing a system of inspections for the life-saving service, it is replied that such a system can be established at the Department by detailing for the duty officers of the revenue-marine, and if it is thought that legislation will be necessary to enable the Department to make this detail, the same is recommended.

5. The proposition to provide by law for the support of retired officers of the revenue-marine, and to provide pensions for officers and sailors of the same service, disabled in the discharge of duty, might be supported strongly from several considerations; but at present I am not prepared to make specific recommendations on the subject.

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

B. H. BRISTOW,
Secretary.

Hon. GEORGE S. BOUTWELL,
Chairman Committee on Re-organization of the Executive Departments.

WASHINGTON, April 30, 1875.

SIR: In our visit to the Office of the Register of the Treasury, two subjects attracted our attention, on which we desire to have your views:

The Register states that the force allowed by law is not sufficient for the performance of the business of the Office; and, secondly, that certain labors performed in his Office are also repeated in the Bureau of Statistics. We desire to know to what extent this is true, and what arrangement you would suggest.

It seems to the committee that statistical work should be performed once only, and by the office on which the greatest reliance can be placed for completeness and accuracy.

Yours, very respectfully,

GEO. S. BOUTWELL,
*Chairman Committee on Re organization of
the Executive Departments.*

Hon. B. H. BRISTOW,
Secretary of the Treasury.

TREASURY DEPARTMENT,
Washington, December 20, 1875.

SIR: Referring to that portion of your letters of April 30 and May 11, 1875, setting forth that the Register of the Treasury had informed your committee that certain labors of his Office are repeated by the Bureau of Statistics, and asking my views upon the policy of restricting the same to one office, I have the honor to state that the acts of 1792 and 1793, as embodied in sections 4153, 4170, 4182, 4183, 4323, and 4333, Revised Statutes of the United States, require that the forms of the certificates of registry of all vessels of the United States be attested under the hand of said Register; that a copy of such certificate issued shall be transmitted to him for record; that in case of a new registry of any vessel, the former certificate be sent him, and that a duplicate of all certificates of record and copy of all changes therein be also sent him for record.

Upon such documents and records the Register has been accustomed to prepare and publish each year a statement, showing the number and tonnage of all vessels of the United States, and the changes which had occurred therein during the year.

But by the act of July 28, 1866, section 340 of the Revised Statutes of the United States, the Bureau of Statistics is required to prepare an annual statement of all vessels registered, enrolled, and licensed under the laws of the United States, with their respective names, tonnage, and places of registry, and this Bureau also awards to vessels their official numbers as provided by section 4177 of said Statutes.

As no necessity exists for the duplication of the statements in question, and as, by law, the Register of the Treasury has the original records and returns pertaining to this matter, as above stated, which alone furnish the proper means for verification of the statements, and as he alone has the information necessary to cause all vessels documented to be furnished with official numbers, I am of opinion that it would be advantageous to the public service to confide to his Office exclusively the duty of preparing the statements referred to, and such others pertaining to the matter as may be required; also, for the reason stated, that the duty of furnishing to vessels their official numbers be confided to this Office, and that section 340 of said Statutes be repealed.

By such action the duplication of labor and reports will be avoided, and the statements required will be based upon the best attainable information.

Very respectfully,

B. H. BRISTOW,
Secretary.

Hon. G. S. BOUTWELL.

*Chairman of Committee on Re-organization
of the Departments, United States Senate.*

WASHINGTON, May 1, 1875.

SIR: In addition to the points to which I called your attention in my letter of April 29, I am instructed by the committee to ask your attention to the subject of providing by law for the support of retired officers of the revenue-marine service; and also to the question of providing pensions for officers and sailors disabled in the discharge of duty.

Yours, very respectfully,

GEO. S. BOUTWELL,
*Chairman Committee on Re-organization
of the Executive Departments.*

Hon. B. H. BRISTOW,

Secretary of the Treasury, Washington, D. C.

[Answer incorporated in reply to letter of April 28, 1875.]

WASHINGTON, May 5, 1875.

DEAR SIR: In the division of accounts in the Office of the Treasurer of the United States, several topics were brought to the attention of the committee, on which they respectfully desire your opinion:

First. It appears that there are still carried upon the books of the Treasurer various items as moneys, which in fact represent claims against defaulters. As an example, the committee noticed an item of about six hundred thousand dollars, being a claim against May, who was formerly assistant treasurer at New Orleans, and a man named Whitaker, who was his accomplice, and who together abstracted the sum in question.

To this are to be added several other items, making an aggregate of more than nine hundred thousand dollars.

Mr. Guthrie informed the committee that there was no legal power by which the books of the Treasurer could be relieved of these amounts.

Mr. Guthrie also suggested that a payment warrant should be issued in each case, and that the present practice of including amounts payable to different individuals in the same warrant should be abandoned.

And further, that additional classes of warrants were needed for the methodical transaction of the business of the Office.

He also expresses the opinion that several of the principal clerks in his division did not receive compensation proportionate to the character of the duties performed by them.

Yours, very respectfully,

GEO. S. BOUTWELL,
Chairman Committee on Re-organization of Departments.

Hon. B. H. BRISTOW,

Secretary of the Treasury.

TREASURY DEPARTMENT,
December 20, 1875.

SIR: Acknowledging the receipt of your letter of May 5, 1875, stating that your attention had been called to certain matters in the Office of the Treasurer of the United States, viz, the carrying upon his books of various items as cash which in fact only represent claims against defaulters, the issuing of several drafts upon one warrant, the necessity of having additional classes of warrants for the methodical transaction of the business of his Office, and the inadequate compensation of certain book-keepers in the division of accounts, and inviting an expression of my opinion thereon, I have the honor to state that in the matter of relieving the Treasurer's books from the items carried as unavailable cash, to which you refer, there is, in my opinion, need of some additional legislation, and, if you deem it advisable to call the attention of Congress to the matter, I beg to suggest that the legislation proposed should authorize the proper accounting officers of this Department, upon the recommendation of the Secretary of the Treasury, to cause such settlements to be made from time to time as may be necessary for the proper and speedy adjustment of the accounts of the Treasurer of the United States and of United States disbursing officers, agents, and clerks, crediting any of these parties from an appropriation for losses by default to be thereby created with the amount or amounts of any deficiency which may have arisen in their respective accounts from the failure of any assistant treasurer designated or national-bank depository of the United States to pay over, as required by law, the amount of public moneys deposited therewith and charging such amount or amounts to the said defaulting assistant treasurer designated or national-bank depository on account of said appropriation.

Also that immediately upon the adjustment of any such account, the proper officers of this Department be required to institute legal proceedings for the recovery of the sum or sums due from the defaulting parties and for such punishment as the nature of the case may demand, and that all payments made by such defaulting parties, and all sums recovered from them or their sureties on this account, be paid into the Treasury to the credit of the parties respectively defaulting and to the appropriation for "losses by default" thereby created.

As to the issuing of a warrant for each payment and the issuing of additional classes of warrants referred to, no legislation will be required, there being no legal hindrance to making such changes should they be deemed necessary and advisable.

In the matter of compensation for the book-keepers as suggested, I am not prepared at present to recommend the increase asked for.

Very respectfully,

B. H. BRISTOW,
Secretary.

HOD. GEORGE S. BOUTWELL,
*Chairman of Committee on Re-organization
of the Departments, United States Senate.*

WASHINGTON, May 5, 1875.

DEAR SIR: The Third Auditor informed the committee that his business was in arrears, especially in the settlement of the accounts of pension-agents, and that the amount of business not disposed of increased each month.

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If, upon examination, it should be found by you that the difficulty mentioned cannot be remedied by administration, the committee will be glad to have your opinion upon the proper remedy to be applied by legislation.

Yours, very respectfully,

GEO. S. BOUTWELL,
*Chairman Committee on Re-organization
of the Executive Departments.*

Hon. B. H. BRISTOW,
Secretary of the Treasury.

TREASURY DEPARTMENT,
December 20, 1875.

SIR: Acknowledging the receipt of your letter of May 5, 1875, stating that the Third Auditor had informed your committee that the business of his Office was in arrears, especially in the settlement of the accounts of pension-agents, and that the amount of business not disposed of increased each month, and asking, if, upon examination, it should be found that the difficulty mentioned cannot be remedied by administration, my opinion as to the proper remedy to be applied by legislation, I have to inform you that, in my opinion, no remedial legislation in this matter is necessary.

Such additional clerical services as the Office may need, can, I think, be furnished without any increase of the clerical force of this Department.

Very respectfully,

B. H. BRISTOW,
Secretary.

Hon. G. S. BOUTWELL,
*Chairman of Committee on Re-organization
of the Departments, United States Senate.*

WASHINGTON, May 5, 1875.

DEAR SIR: The Fifth Auditor of the Treasury informed the committee that the business of his Office was such that it could only be properly conducted by dividing it into three parts, and that there should be a head of division for each one. Under the existing law there are allowed only two heads of division.

On this point the committee respectfully desire your views.

Yours, very respectfully,

GEO. S. BOUTWELL,
*Chairman Committee on Re-organization
of the Executive Departments.*

Hon. B. H. BRISTOW,
Secretary of the Treasury.

TREASURY DEPARTMENT,
January 7, 1876.

SIR: I have the honor to acknowledge the receipt of your letter of May 5, 1875, stating that the Fifth Auditor of the Treasury had informed your committee that the business of his Office could be properly conducted only by dividing it into three parts, and that there should be a

head of division for each one, while existing laws allowed but two heads of division for his Office, and on this point you ask my views.

In reply, you are informed that, in my opinion, there is no necessity for any increase of the present clerical force of this Department, nor for the increase of the number of heads of division as herein referred to.

Very respectfully,

B. H. BRISTOW,
Secretary.

Hon. GEORGE S. BOUTWELL,
*Chairman of Committee on Re-organization
of the Departments, United States Senate.*

WASHINGTON, May 7, 1875.

DEAR SIR: The Fourth Auditor of the Treasury called the attention of the Committee on Re-organization of the Departments to two circumstances in his Bureau which we think worthy of further consideration. He stated that while the current business was disposed of within a reasonable time, there was still remaining unsettled accounts, existing previous to 1860. The committee take the liberty of calling your attention to this fact that you may advise such legislation as is needed in case the arrears cannot be disposed of in a reasonable time by the force at the command of the Department.

The Auditor also represented to the committee that the provision made for his Office after the 30th of June does not allow as many heads of division as the business requires. Upon this point, also, the committee would be glad to have your opinion.

Yours, very respectfully,

GEO. S. BOUTWELL,
Chairman.

Hon. B. H. BRISTOW,
Secretary of the Treasury.

TREASURY DEPARTMENT,
December 20, 1875.

SIR: I have the honor to acknowledge the receipt of your letter of May 7, 1875, stating that the attention of your committee has been called by the Fourth Auditor of the Treasury to the fact that certain accounts, arising prior to 1860, still remain unsettled in his Office, all his force being needed for current work, and that the business of his Office requires more heads of division than are provided by law.

In reply to your suggestion that I advise such legislation as is needed, I have the honor to state that, in my opinion, all the duties of the Bureau in question can be properly performed without an increase of the number of its employés, and that, therefore, no further legislation is necessary. In the re-organization of the Department made at the last session of Congress adequate provision was made for heads of division of the Bureau.

I am, sir, very respectfully,

B. H. BRISTOW,
Secretary.

Hon. G. S. BOUTWELL,
*Chairman of Committee on Re-organization
of the Departments, United States Senate.*

WASHINGTON, *May 7, 1875.*

DEAR SIR: The Committee on Re-organization of the Departments learned from Mr. Taylor, in charge of the bureau of steamboat inspection, that there is no provision existing for the organization of the office, beyond that for the appointment of the supervising inspector-general.

The committee have the honor to request you to furnish a plan for the organization of the office, in case you consider it necessary.

Yours, very respectfully,

GEO. S. BOUTWELL, *Chairman.*

Hon. B. H. BRISTOW, *Secretary of the Treasury.*

TREASURY DEPARTMENT,
December 20, 1875.

SIR: Acknowledging the receipt of your letter of May 7, 1875, requesting, if thought necessary to provide by law for the further organization of the office of steamboat inspection, that I furnish a plan therefor, I have the honor to state that, since the passage of the act of February 28, 1871, providing for greater security of life on board steam-vessels, more or less of the clerical force of this office has been employed under the direction of the supervising inspector-general of steamboats, upon duties arising from said act, and doubtless services of this kind will continue to be necessary, but I am not aware of any necessity for a legal organization of this force into a separate office or bureau.

It would, perhaps, be advantageous to the service, however, to provide for the appointment of a deputy supervising inspector-general, to be connected with this office and empowered to act as supervising inspector-general in case of the sickness or unavoidable absence of that officer, at a salary of \$2,400 per annum, payable from the fees accruing from the steamboat inspection service.

Very respectfully,

B. H. BRISTOW, *Secretary.*

Hon. G. S. BOUTWELL,
*Chairman of Committee on Re-organization
of the Departments, United States Senate.*

WASHINGTON, *May 10, 1875.*

SIR: The interview which the committee of the Senate, who are charged with the duty of considering whether the Executive Departments of the Government can be re-organized with advantage to the public service, had with you this morning, leads them to desire a statement from you in writing upon two topics.

First. Whether the Offices of the Department of Justice now engaged in the other Executive Departments of the Government, as the Solicitor of the Treasury, for example, should not be separated entirely from your Department, and restored to and made officers of the Departments where their work is performed and to whose business it relates.

Secondly. The committee desire a statement, with as much detail as may be convenient, of the manner in which the appropriations made for the support of the Department of Justice have been expended, together with any suggestions that you may be pleased to make by which those expenses can be reduced without injury to the public service.

Yours, very respectfully,

GEO. S. BOUTWELL, *Chairman.*

Hon. GEORGE H. WILLIAMS, *Attorney-General.*

DEPARTMENT OF JUSTICE,
Washington, May 14, 1875.

SIR: I have the honor to acknowledge the receipt of your letter of the 10th instant, asking, first, whether officers of this Department, now engaged in other Executive Departments of the Government, should not be separated entirely from this Department, and made officers of the Department where their duties are performed; and, secondly, for a statement of the manner in which appropriations made for the support of this Department have been expended, and for any suggestions that I may be pleased to make by which these expenses can be reduced without injury to the public service.

In answer to your first inquiry I beg to refer you to the report of the Attorney-General for 1872, page 16, where I make use of the following language:

"Section 3 of the act of June 22, 1870, entitled 'An act to establish the Department of Justice,' transfers the Solicitor of the Treasury and his assistants, the Solicitor of Internal Revenue, the naval solicitor, and the examiner of claims in the Department of State, to this Department. But the act implies, and is so construed by the heads of the different Departments, that their duties are to be the same as they were before the transfer was made, and that their practical relations to the Departments to which they were attached before said act was passed remain unchanged.

"Since that time an office has been created in the Interior Department, the incumbent of which is designated as Assistant Attorney-General; but he performs such duties exclusively as are assigned to him by the head of that Department, and his opinions upon questions of fact and law are made exclusively to aid the Secretary of the Interior in the decision of cases submitted to him.

"Another office has been created in the Post-Office Department. The law provides that it shall be filled by a person to be called an assistant attorney-general, but it is intended by the creation of the office that he shall be the legal assistant of the Postmaster-General.

"While these officers are nominally subjected to the control of this Department, they are attached to and exclusively perform duties assigned to them by the heads of other Departments. Obviously this is an arrangement which not only creates a divided jurisdiction, but produces confusion in the transaction of the public business; and I therefore respectfully and earnestly urge the passage of House bill No. 3063, entitled 'A bill to facilitate the conduct of law business arising in the Executive Departments,' or some other act of a similar nature, which will restore order and harmony in the transaction of the public business."

Reference is here made to a bill, the object of which was to detach from the Department of Justice the officers named as being engaged in the other Departments, and make them officers of those Departments in which their duties were performed. I have repeated this recommendation in my subsequent reports, and am still of the opinion that the change ought to be made.

With respect to your second inquiry, I beg to refer you to my report for the last fiscal year, which contains a statement of the different appropriations under this Department, and of the expenditures made from such appropriations, with as much detail as I am able to give at this time.

I submit the following suggestion, as to the mode of reducing the expenses of this Department, to be found in my annual report to Congress for the year 1874, page 17:

"I beg to direct the attention of Congress to the mode of compensating district attorneys and marshals for their services. They are now paid, respectively, \$200 salary per annum and fees. I think they should be wholly paid by salaries, and all fees, so far as they are chargeable to the United States, should be abolished. These officers, as well as clerks and commissioners, are now directly interested in multiplying the number of prosecutions, and I am satisfied that the Government is subjected to unnecessary expense in consequence of this state of things. Frivolous and vexatious prosecutions ought to be avoided as far as practicable, for considerations that relate to the citizen as well as to the Government. By reference to another part of this report, it will be seen that the salaries of assistant district attorneys are fixed by the Attorney-General, ranging from \$750 to \$5,000 per annum, making \$6,000 the maximum, as it is now. The salaries of district attorneys might be graduated by the same authority, according to the responsibilities and labor of each officer.

"District attorneys, in addition to the prosecution and defense of suits in which the United States are concerned, for which fees are established by law, are required to defend suits brought against officers of the Government for acts done in their official capacity, to examine titles to sites for public buildings, and perform a variety of duties for which they receive extra compensation, to be determined by the Attorney-General. These extra allowances would be unnecessary if they were wholly paid by salaries. Fifty dollars is the highest fee now allowed by law in any case to which the United States are a party, and not unfrequently district attorneys for this small amount are required to conduct a suit where the opposing counsel receives five or ten thousand dollars for their services. I am convinced that the proposed change would be of advantage in every point of view."

Very respectfully, your obedient servant,

GEO. H. WILLIAMS,
Attorney-General.

Hon. G. S. BOUTWELL,
Chairman, &c., Washington, D. C.

WASHINGTON, May 11, 1875.

SIR: The Committee on the Re-organization of the Departments desire your opinion as to the expediency of providing by law for a board of commissioners, to be nominated by the President and confirmed by the Senate, and to be entirely independent of the Executive Departments, whose duty it shall be to examine persons designated by the proper authorities for the position of clerks in the several branches of the public service at Washington.

I may add, in explanation, that the committee do not contemplate by this suggestion that the examination shall be competitive, or that persons already in the employ of the Departments shall be subjected to such an examination in cases of promotion.

I have the honor to be, yours, very respectfully,

GEO. S. BOUTWELL,
Chairman.

Hon. HAMILTON FISH,
Secretary of State.

[On the same day duplicates of the preceding letter were addressed to the Secretaries of War, the Navy, and the Interior, the Postmaster-

General, the Attorney-General, and on the following day incorporated in a general letter to the Secretary of the Treasury.

The reply of the Secretary of the Interior is incorporated in his reply to the committee's letter of April 10, 1875.]

DEPARTMENT OF STATE,
Washington, May 27, 1875.

SIR: I have the honor to acknowledge the receipt of your letter of the 11th instant, stating that the Committee on the Re-organization of the Departments desire my opinion as to the expediency of providing by law for a board of commissioners, to be nominated by the President and confirmed by the Senate, whose duty it shall be to examine persons designated by the proper authorities for the position of clerks in the several branches of the public service at Washington.

In reply, I confine myself to the expression of opinion as to the expediency of such provision as is suggested in the inquiry in its relation to the Department of State.

This Department differs from the other Executive Departments no less in the nature of its business than in the comparative smallness in number of its clerical employes.

The clerical force of this Department, probably far beyond that of any other Executive Department, should have the immediate and personal confidence of the head of the Department. A variety of talent and a variety of attainment, greatly in disproportion to the smallness of the number of its clerks, is needed; a practical familiarity with many foreign languages is requisite to the daily transactions of the Office; a power of reticence, which is ascertained only by the test of experience or of intimate personal knowledge of the party, and cannot be determined by any examination by a board, is essential to the confidential nature of much of the business of the Department.

The entire clerical force of the Department (to whom the test of examination is supposed to be in contemplation) is limited by law to forty-three clerks, including the chief clerk; if, indeed, it be intended to subject this important officer to examination. The majority of these clerks have been employed, in the first instance, as copyists or under temporary employment; as they developed capacity in this line, other and more advanced employment was given them, and almost without exception all of those now engaged in the more important Bureaus and duties, including the chief clerk and nearly all the chiefs of Bureaus, have been thus advanced as they have exhibited practical capacity for the duties to which they are assigned.

In my judgment this practical test is of more value than any literary or scholastic or scientific examination. Very excellent clerks are often thus trained to the peculiar duties of this Department from mere copyists, who probably might not have passed the examination of a general board selected with the view of examining the hundreds, if not thousands, employed in the several Executive Departments. The variety of capacity, of qualification, and of merit required among the forty-two clerks of this Department scarce admits of any one standard to which all should be gauged.

I am of the opinion that, so far as it might affect the Department of State, it would be inexpedient to provide by law for any board of commissioners outside of the Department to examine persons to be appointed to clerkships in the Department.

I subjoin a list of the present clerical force of the Department, with the dates of their respective appointments, showing also the grade of their original appointments, and the grades through which they had been advanced, exhibiting the practical working of the system of clerical appointment in this Department. The list shows, also, the permanence of tenure of those who, in the lower grades, have commanded confidence and secured promotion.

I may add that, during the time I have held the office of Secretary of State, excepting for special employment, my appointments of clerks have, almost without an exception, been made to the lowest grade, and that I have not had occasion to discharge a single clerk whom I had found worthy of advancing from the first appointment which had been given him.

I think the system now in operation works well, and would be jeopardized by the suggested change.

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

Hon. GEORGE S. BOUTWELL,
*Chairman of the Committee on the
Re-organization of the Departments.*

(Inclosure.—List of clerks at present employed in the Department of State.)

REGISTER OF EXISTING OFFICERS, EMPLOYEES, ETC.

I.—Officers and clerks of the Department of State.

| Names, offices, and salaries. | Where born. | Whence appointed. | Service in the Department. |
|---|-------------|-------------------|---|
| <i>Chief clerk, (\$2,500.)</i> | | | |
| Sevellon A. Brown..... | N. Y. | N. Y. | Appointed temporary clerk December 9, 1864; clerk of class one July 1, 1866; class two October 16, 1866; class four June 1, 1870; Chief of Bureau of Indexes and Archives July 1, 1873; has acted as chief clerk on several occasions; member of Board of Civil-Service Examiners for Department of State August 7, 1873; chief clerk August 7, 1873. |
| <i>Chief of Bureau of Indexes and Archives, (\$2,400.)</i> | | | |
| John H. Haswell..... | N. Y. | N. Y. | Appointed temporary clerk January 1, 1865; class one August 1, 1867; class two March 22, 1869; class three June 1, 1870; class four June 22, 1871; Chief of the Bureau of Indexes and Archives August 7, 1873; has acted as chief clerk on several occasions; re-appointed July 1, 1874. |
| <i>Chief of the Diplomatic Bureau, (\$2,400.)</i> | | | |
| Henry D. J. Pratt..... | Mass | Mass | Appointed a clerk at salary of \$800 November 1, 1851; at salary of \$900 April 13, 1852; at salary of \$1,000 August 19, 1854; class one July 1, 1855; class three May 28, 1860; class four March 19, 1864; resigned to be chief of the Foreign Department of the United States Centennial Commission October 21, 1872; appointed chief of the Diplomatic Bureau July 1, 1874. |
| <i>Chief of the Consular Bureau, (\$2,400.)</i> | | | |
| Arthur B. Wood | N. Y. | Va. | Appointed temporary clerk July 15, 1867; class one February 1, 1869; class three December 21, 1870; acting chief clerk June 23, 1873; member of Board of Civil-Service Examiners for Department of State April 19, 1872; re-appointed August 7, 1873; Chief First Consular Bureau July 1, 1873; Chief of the Consular Bureau July 1, 1874. |
| <i>Chief of Bureau of Accounts, (\$2,400.)</i> | | | |
| Robert C. Morgan..... | N. Y. | N. Y. | Appointed August 15, 1874. |
| <i>Chief of the Bureau of Rolls and Library, (\$2,400.)</i> | | | |
| Ferdinand Jefferson..... | Md. | D. C. | Appointed clerk of class one June 7, 1856; class three August 15, 1859; class four July 27, 1866; Chief of the Bureau of Rolls and Library July 1, 1874. |

Register of existing officers, employes, etc.—Continued.

| Names, offices, and salaries. | Where born. | Whence appointed. | Service in the Department. |
|--|-------------|-------------------|--|
| <i>Chief of the Bureau of Statistics, (\$2,400.)</i> | | | |
| Charles Payson..... | Sicily ... | Mass | Appointed clerk of class three June 1, 1870; class four December 21, 1870; Chief of Second Diplomatic Bureau July 1, 1873; Chief of the Bureau of Statistics July 1, 1874. |
| <i>Clerks of the fourth class, (\$1,800.)</i> | | | |
| George Bartle | Va..... | Va..... | Appointed clerk December 1, 1852; class two June 1, 1856; class three April 1, 1861; class four July 1, 1866. |
| Henry L. Thomas | N. Y..... | N. Y..... | Appointed temporary clerk September 1, 1869; class four October 9, 1869. |
| George L. Berdan..... | N. Y..... | Ky..... | Appointed clerk of class one October 1, 1863; class two June 4, 1864; class three January 1, 1865; class four December 21, 1870; Chief of the First Diplomatic Bureau July 1, 1873; class four July 1, 1874. |
| Edward Haywood | N. Y..... | N. Y..... | Appointed temporary clerk November 1, 1861; resigned February 1, 1863; appointed clerk of class one July 21, 1864; class two August 1, 1867; class three March 22, 1869; class four December 21, 1870; disbursing-agent April 5, 1873; Chief of Bureau of Accounts July 1, 1873; resigned as such and appointed clerk class four and disbursing-clerk August 15, 1874. |
| John P. Polk..... | Del | Pa | Appointed clerk at salary of \$800 November 1, 1849; at salary of \$900 July 9, 1850; at salary of \$1,400 January 1, 1852; class three July 1, 1855; class four April 1, 1873. |
| Warren C. Stone..... | N. Y..... | N. Y..... | Appointed temporary clerk August 5, 1865; class one April 1, 1866; class two July 1, 1866; class three August 1, 1869; class four August 7, 1873. |
| A. H. Clements..... | D. C | D. C | Appointed temporary clerk March 28, 1866; class one December 1, 1866; class three February 1, 1869; Chief Second Consular Bureau July 1, 1873; class four July 1, 1874. |
| Dwight T. Reed..... | Ohio | N. Y..... | Appointed temporary clerk October 1, 1867; class one April 1, 1870; class two June 1, 1870; class three December 21, 1870; class four July 1, 1874. |
| F. O. St. Clair..... | N. Y..... | D. C | Appointed temporary clerk November 12, 1865; class two June 7, 1870; class three June 22, 1871; class four July 1, 1874. |
| Newton Benedict | N. Y..... | N. Y..... | Appointed temporary clerk September 15, 1865; class one December 21, 1870; class two December 1, 1871; class three January 1, 1874; class four July 1, 1874. |

Register of existing officers, employes, etc.—Continued.

| Names, offices, and salaries. | Where born. | Whence appointed. | Service in the Department. |
|--|-------------|-------------------|--|
| John W. Russell..... | ..... | N. Y. | Appointed clerk class four September 15, 1874. |
| <i>Clerks of the third class, (\$1,600.)</i> | | | |
| Thomas Morrison..... | Canada.. | N. Y. | Appointed temporary clerk March 7, 1867; class three July 1, 1869. |
| Frederick Korte..... | Germany.. | Md. | Appointed temporary clerk December 7, 1865; class one June 1, 1870; class two, December 21, 1870; class three October 1, 1871. |
| P. L. Schücking..... | Germany.. | D. C. | Appointed temporary clerk August 17, 1868; class one June 22, 1871; class two October 1, 1871; class three December 1, 1871. |
| John J. Chew..... | D. C. | D. C. | Appointed temporary clerk May 24, 1870; class one October 1, 1871; class three April 28, 1873. |
| Samuel Kendrick..... | N. Y. | Iowa.... | Appointed temporary clerk June 27, 1870; class one December 21, 1870; class two January 1, 1874; class three July 1, 1874. |
| Joseph S. J. Eaton..... | N. Y. | Wis. | Appointed temporary clerk March 21, 1873; class one April 28, 1873; class three August 31, to take effect August 1, 1874. |
| <i>Clerks of the first class, (\$1,200.)</i> | | | |
| George F. Reeves..... | N. Y. | N. Y. | Appointed temporary clerk October 8, 1866; June 13, 1870; class one September 29, 1870; class two December 21, 1870; class one July 1, 1874. |
| E. M. Hinds..... | N. Y. | La. | Appointed temporary clerk June 4, 1870; class one June 22, 1871. |
| Charles McCarthy..... | D. C. | D. C. | Appointed temporary clerk May 1, 1871; class one June 22, 1871. |
| James R. O'Bryon..... | D. C. | D. C. | Appointed temporary clerk October 15, 1870; class one December 1, 1871. |
| Hugh McGraw..... | N. Y. | D. C. | Appointed clerk class one May 1, 1873. |
| James Hall Colegate..... | D. C. | D. C. | Appointed clerk class one May 1, 1873. |
| Henry P. Randolph..... | Va. | Va. | Appointed clerk class one March 1, 1874. |
| Philip Carroll..... | N. Y. | Ga. | Appointed temporary clerk May 20, 1872; clerk at salary of \$900 July 1, 1874; class one August 1, 1874. |
| Joseph M. Carleton..... | Me. | D. C. | Appointed clerk class one July 1, 1874. |
| Michael Scanlan..... | Ireland.. | N. Y. | Appointed clerk at salary of \$900 July 1, 1874; class one, August 1, 1874. |
| <i>Clerks of the \$900 class.</i> | | | |
| Charlotte L. Adams..... | Pa. | Pa. | Appointed July 1, 1874. |
| Henry T. Ash..... | Ky. | Ky. | Appointed July 1, 1874. |
| Kate Goodall..... | D. C. | Mich. | Appointed July 1, 1874. |
| Thomas Griffin..... | Ireland.. | D. C. | Appointed July 1, 1874. |
| Nellie M. Joselyn..... | Ohio.... | Ind. | Appointed July 1, 1874. |
| Mary Markoe..... | D. C. | Md. | Appointed July 1, 1874. |
| Henry W. Moore..... | Pa. | Pa. | Appointed July 1, 1874. |
| T. John Newton..... | England | D. C. | Appointed July 1, 1874. |
| Sue Hamilton Owen..... | Ga. | Ga. | Appointed July 1, 1874. |
| Frank P. Hastings..... | Me. | Me. | Appointed August 1, 1874. |
| F. J. Kieckhoefer..... | D. C. | D. C. | Appointed August 1, 1874. |
| Frederick D. Sharp..... | Mo. | D. C. | Appointed September 4, 1874. |
| Samuel Birdsall..... | N. Y. | Wis. | Appointed September 8, 1874. |

WAR DEPARTMENT,
Washington City, November 13, 1875.

SIR: In reply to your letter of May 11, 1875, asking my opinion as to the expediency of providing by law for a board of commissioners whose duty it shall be to examine persons designated for clerical positions in the several branches of the public service at Washington, I have the honor to state, after maturely considering the subject, that I do not think such a board would be of benefit to the service. I am of opinion that examinations, under such rules as may be prescribed by the head of an Executive Department, would be amply sufficient.

Very respectfully, your obedient servant,

WM. W. BELKNAP,
Secretary of War.

HON. GEORGE S. BOUTWELL, U. S. S.,
*Chairman of Senate Committee on the
Re-organization of the Executive Departments.*

NAVY DEPARTMENT,
Washington, January 27, 1876.

SIR: I have received copy of the letter from you as chairman of the above committee, forwarded by your secretary, and in reply thereto beg to say, that while I do not think the appointment of such a board of commissioners as suggested in the letter would be either necessary or convenient in its operations as far as regards the Navy Department, where the force of clerks is limited to about forty, all of whom are more or less experts in some particular line of duty, who receive promotion after long experience in lower grades, and who have not heretofore been subject to the vicissitudes of politics, yet I do not consider the objections to it to be of a serious nature, and if such a provision should be thought necessary, applicable generally to all the Departments, there would be little difficulty in adapting it to the condition and administration of the Navy Department.

I am, very respectfully, yours,

GEO. M. ROBESON,
Secretary of the Navy.

HON. GEORGE S. BOUTWELL,
Chairman Committee on Re-organization of the Departments.

DEPARTMENT OF JUSTICE,
Washington, May 13, 1875.

SIR: I have the honor to acknowledge the receipt of your letter of the 11th instant, in which you state that the Committee on the Re-organization of the Departments desire my opinion upon the expediency of providing by law for a board of commissioners, to be nominated by the President and confirmed by the Senate, and to be entirely independent of the Executive Departments, whose duty it should be to examine persons designated by the proper authorities for the position of clerks in the several branches of the public service at Washington.

I have to say in answer, that I do not believe such a board would be of any considerable advantage to the public service. They could do little more than ascertain the educational qualifications of applicants for clerkships. According to my observation and experience, the persons now appointed to these positions are not generally deficient in such qualifications. Assuming that clerks have the requisite industry and

integrity, the other qualifications are sufficiently secured by the present mode of appointment. I do not see how a board of commissioners could satisfactorily determine as to these matters. I have found that it is not always true that persons having the best scholarly attainments make the best clerks. Heads of Departments do not ordinarily, as I think, appoint persons as clerks before they are satisfied that they are not lacking in education; and the only way in which it can be ascertained whether or not they are deficient in other qualifications is by actual trial. I do not think that many clerks who are known to be honest, industrious, and faithful in the discharge of their duties, are discharged for want of competency.

I therefore doubt very much whether any system of appointing clerks can be devised better than the one now existing, though it could probably be improved by greater vigilance and care on the part of those having the appointing power, and less zeal on the part of members of Congress in urging appointments more with respect to personal regard for the applicants than for their fitness for places in the Departments.

Very respectfully, your obedient servant,

GEO. H. WILLIAMS,
Attorney-General.

Hon. G. S. BOUTWELL,
Chairman, &c., Washington, D. C.

WASHINGTON, *May 11, 1875.*

SIR: Having in mind the policy of the Government in paying interest upon the registered bonds issued under the act of 1870, by the transmission of checks through the mail to the payees, the Committee on the Re-organization of the Departments think it possible that the pensioners of the United States, resident in this country, may be paid in the same manner, and at considerable saving of expense to the Government.

We take the liberty of directing your attention to this subject that we may have the benefit of your opinion upon the expediency of recommending to Congress the change suggested.

Yours, very respectfully,

GEO. S. BOUTWELL,
Chairman.

Hon. B. H. BRISTOW,
Secretary of the Treasury.

TREASURY DEPARTMENT,
December 20, 1875.

SIR: Acknowledging the receipt of your letter of May 11, 1875, suggesting the possibility of paying pensions in the same manner as interest on the registered bonds of the funded loan of the United States is paid, *i. e.*, by checks issued by the Treasurer of the United States, payable at any of the several independent-treasury offices named thereon, and asking my opinion upon the expediency of recommending such change to Congress, I have the honor to inform you that this plan would, in my opinion, be expedient, for it could, doubtless, be made as satisfactory to the pensioners as the present plan, and more economical to the Government.

I therefore submit, for your consideration, a few suggestions as to the details of such a plan, involving, as it will, some additional legislation for carrying the same into effect.

First. The Treasurer of the United States should be declared by law to be the only disbursing-agent for the payment of Government pensions, and the obligations of his bond as Treasurer of the United States should be extended to meet any liability arising from his duties as such agent.

Second. The Secretary of the Interior should be required to certify to him a list of the pensioners, the amount to which each is entitled, and to furnish him such other information as may be proper and necessary for the discharge of such duties, such as is now required to be furnished to pension-agents.

Third. The Treasurer of the United States should have authority, upon concurrence of the Secretary of the Treasury, to designate, of the clerks employed in his Office, a number not to exceed —, who shall, by virtue of such designation, be authorized to sign all checks issued in consequence of the duties thus imposed, such checks to be in form as the Secretary of the Treasury shall prescribe, and to be to all intents and purposes of same effect as though issued and actually signed by the Treasurer.

Fourth. Every check issued should be made payable at the Office of the Treasurer, any assistant treasurer, or designated depository of the United States, (other than a national-bank depository,) or such of them as the Secretary of the Treasury may direct, if presented within three months from its issue, and this limitation as to the time of its payment, as well as the offices where payable, should be printed on each check.

Fifth. Any check not presented for payment within the time mentioned should be paid only at the Office of the Treasurer of the United States at Washington, but he should be authorized to issue in its place another check of like import, under such regulations as to its issue and payment as the Secretary of the Treasury shall prescribe.

Sixth. The Treasurer, as such agent, should be required to render, at the close of each quarter, to the Third Auditor, for settlement, an account, with vouchers, of his quarterly disbursements as such agent.

Seventh. Provision should be made for the additional clerical force which will be required in the Office of the Treasurer and the several independent Treasury offices, in consequence of the increased labors thereby imposed upon them.

By paying pensions in this manner, the risk, practically unavoidable at present, of having at times in national-bank depositories public moneys in excess of the securities furnished therefor by the respective banks, will thereafter be avoided, as will also the risk of losses on account of defaulting agents, and at the same time the expenses of paying pensions can probably be reduced one-half, making a saving to the Government of more than \$200,000 per annum.

Experience shows that checks payable at the cities proposed can be negotiated at all times and in any part of the country without much, if any, trouble or expense to the holders.

A limit as to time and place of payment will be necessary, in order that duplicate checks, in place of those lost; stolen, or destroyed, may with safety be issued.

Very respectfully,

B. H. BRISTOW,
Secretary.

Hon. GEORGE S. BOUTWELL,
*Chairman of Committee on Re-organization
of the Departments, U. S. Senate.*

WASHINGTON, May 11, 1875.

SIR: The question often considered by Congress of transferring the Indian Office to the War Department has been brought to the attention of the Committee on the Re-organization of the Departments, and they respectfully ask for a full expression of your views upon the subject.

I have the honor to be, yours, very respectfully,

GEO. S. BOUTWELL,
Chairman.

Hon. COLUMBUS DELANO,
Secretary of the Interior.

DEPARTMENT OF THE INTERIOR,
Washington, April 6, 1876.

SIR: I have the honor to acknowledge the receipt of your telegram of the 1st instant, inviting my attention to a communication addressed by you to my predecessor, under date of 11th May last, requesting the views of this Department upon the question of the transfer of the Indian Bureau to the War Department.

In reply I beg to respectfully invite your attention to the inclosed copy of a report, dated the 4th instant, of the Commissioner of Indian Affairs, to whom the subject was referred.

This Department fully concurs in the views of the Commissioner as expressed in his report.

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

Z. CHANDLER,
Secretary.

Hon. GEORGE S. BOUTWELL,
*Chairman Committee on Re-organization of Departments,
United States Senate.*

DEPARTMENT OF THE INTERIOR,
OFFICE OF INDIAN AFFAIRS,
Washington, D. C., April 4, 1876.

SIR: I am in receipt, by reference from you, of telegram of date April 1, from Hon. G. S. Boutwell, chairman of Committee on Re-organization of Departments, calling attention to his letter of the 11th May last, in regard to the transfer of the Indian Bureau to the War Department. The communication referred to by Mr. Boutwell was received in this Office by Department reference on the 13th May last, several months before I assumed the duties of Commissioner, and I regret exceedingly that reply thereto was not made by my predecessor. In compliance with directions for report, I have to say that, owing to the pressure of official claims on my time and attention, I have been unable to make any detailed examination into the practical working of the present policy, or to give to the question such patient and careful consideration as the importance of the subject requires, I shall not, therefore, attempt to submit any statistical or detailed report, but shall give my general views, with a few of the reasons in support thereof, in a necessarily hasty and imperfect manner.

If it is the purport of this inquiry merely to ascertain whether there is reason to suppose that the official and clerical duties of this Office would be more efficiently performed under the general control and direction of the War Department than they are or may be under that of the Interior, I have simply to answer that I know of no such reason. I do not see how the performance of those duties, which now, under the law, belong to the Indian Office, could possibly be affected by a transfer to the War Department, unless it be assumed that the Secretary of War is a more capable and efficient officer than the Secretary of the Interior, and that, therefore, under his direction, the Commissioner and his clerks would perform their duties more industriously and intelligently.

But I assume that the scope of this inquiry is designed to extend much further, and that the real questions are, whether there is good reason to believe that the general Indian service would be performed with as great or greater benefit to the aboriginal race, and with less cost to the Government, if that service were in all its parts placed under the control and management of the Army. These questions are of the greatest practical importance.

In considering the first, I assume that it should be, and is, the desire of the Government and of the people of the United States to save, elevate, and civilize the Indian race, if possible; that they are willing to do much, to labor long and to incur large expense, if there is any hope that such a result can finally be accomplished.

A more laborious, tedious, and dispiriting task can scarcely be imagined than that of raising a whole race from brutal ignorance and debasing superstition, from savage ferocity and ruthless cruelty, to enlightened intelligence.

But all history proves that it can be done. Within a comparatively recent period all Northern Europe was filled with a population who were known to the more polished nations on the shore of the Mediterranean only as barbarians. Even Mahomet, by the genius of his leadership and fanaticism, was able to bring the Arabs out of a semi-savage condition into a recognition among the civilized nations of the world. Within four or five generations, the Scottish Highlander has thrown off his superstitions, ferocity, and degradation of ages, and has stepped forward into the very front ranks of noble manhood. Looking back over the history of the world and of our own race, does it become us to assume that *any* race of men are incapable of civilization?

It is not the teaching of history or philosophy, nor is it the belief of the Christian world. Since the very dawn of our era, inspired by religious belief in the universal brotherhood of man, a mighty army of the noblest spirits our world has produced have worn out their lives in devotion to the elevation of the most degraded races.

Some of this work may have been unwise, much of it has been premature, and a portion fruitless; but that it is possible to civilize and Christianize the whole world is as firmly the belief of the great body of enlightened people of all lands to-day as it has ever been in the past.

Shall we assume that our Indians are exceptions—that they alone of all the races of the earth are doomed to inevitable and speedy destruction, as they surely are, if they cannot be civilized in the near future? Many entertain the view that since the Indian has for so long had before him the better methods of the white man, and has refused to accept them, he must be incorrigible.

But it should be remembered that for a great portion of the time—for more than two hundred years—the Indians have been our foes, whom we have driven from their homes, and to whom we have been as often

enemies and despoilers as friends and benefactors; that a large portion of the Indian race, with whom our people are now in daily contact, were, until within a few years, almost the sole occupants of the vast and then unexplored regions of the West; that those in California, Arizona, and New Mexico occupied territory over which our Government had not even a claim of jurisdiction; that a large part of those in Oregon, Washington Territory, Montana, Idaho, Colorado, Nevada, and Dakota, were known only to adventurers, explorers, and hunters; and that forty years ago our Government had dealings only with that small part of the race who now live in the Indian Territory, and in the States east of the Missouri, and the few who still remain in Kansas and Nebraska.

All this is now changed. We have no longer a frontier. There is no State or Territory which is not overrun with white people. We are in close contact with the entire Indian race, and the time has apparently come when we must establish an intelligent and efficient Indian policy, one which there is every reason to believe will, within a generation, result in great progress in the civilization of the Indians.

It is safe to assert that the days of Indian wars are almost over. Throughout the wide West there is now peace. There are but two points along our borders where it would seem possible to provoke an open conflict except by extreme hard usage. One of these is among the Northern Sioux, and the other with the most southerly tribes of Apaches. Of course there are marauding Indians, as there are marauding white men, and generally from the same cause, viz, outlawry and vagabondism. This general peace is partly due to the fact that the Indian, pushed on all sides, deprived, by fair means and foul, of lands and game, has at last been brought to acknowledge both his helplessness and his dependence.

During the past year the Sioux, the most powerful tribe on the continent, have borne unresistingly provocations which, five years ago, would have lighted the fires of an Indian war.

But this peace is due not only to the fact that the Indian is convinced that he cannot help himself, but to the other fact that he is becoming assured that the Government intends to help him.

For the last five years the President has been assisted by the religious bodies of the land in bringing the tribes upon reservations, assuring them of humane treatment, in promoting their progress, in establishing order and morality, and in training them for citizenship. The Christian men of the country have responded to this call, and have furnished from their own ranks, as well as they were able, the agents, teachers, and mechanics who are now employed at the agencies. In good faith of the continuance of this peace policy, the societies which have co-operated with the Government have very liberally applied their money and given time and attention to this work of civilization.

The question, then, whether war is any longer necessary in dealing with the tribes generally has already been settled. It would also seem to be settled that military constraint and discipline are no longer needed in the treatment of the large majority of the Indians. The policy, therefore, to be adopted should be, in its essential features, a peace policy. We have this race now on our hands, and very nearly under our absolute control, and we must either feed them or teach them to feed themselves or they must perish. Our honor, if not our benevolence, forbids that we should allow them to starve, while our common sense and the whole genius of our institutions and regard for our own well-being as a nation forbids us to foster in our midst a system of pauperism and ignorance. Every national interest requires that our Indians

should be brought as speedily as possible to self-support by their own labor in civilized pursuits, and should be given at least a rudimentary education.

The instrumentality which is most likely to accomplish this object is unquestionably that which should be used. If, upon a careful consideration of the whole subject, it becomes apparent that the officers and privates of the Army are more likely than persons trained in civil pursuits to become apt instructors in improving farms and cultivating them, in teaching the Indian men the most common handicrafts and the Indian women the duties of thrifty housewifery and the Indian children the elements of a common school education; and if, in addition to all this, the moral and Christian deportment, the kindly personal sympathy of the men and officers of the Army are so superior to that of persons carefully selected for the purpose from civil life as to impress upon the Indians a better and purer moral tone, by daily contact, then by all means the Indians should at once be turned over to the military.

As before stated, in this work of peaceful civilization the President has for five years been assisted by the religious bodies of the country. A good beginning has been made and a notable work is being done. To turn all this work over to the War Department would seem to be an act of bad faith, not only to Indians themselves, but also to those friends of the Indians who have proved their friendship by their contributions of men and means, and the efforts they have made to teach him the lessons of civilization. It would amount to a practical abandonment of the method that is now being successfully tried; since its motive-power lies in the religious interest that has been invoked, and a large measure of the success is due to the Christian sympathy in which the work of civilization has been carried on. The transfer of the Indians at this time would, it is believed, create a profound feeling of regret among the sympathizers and well-wishers of the peace policy throughout the land and among all who are now engaged in promoting Indian civilization. The officers of the missionary boards, bishops, and others in charge of the Indian work, so far as they have openly testified, have expressed their strong disapprobation of such transfer.

It is found by experience that the men who succeed best as Indian agents are those who have been trained to habits and pursuits of industry themselves, being able to teach the Indian by putting their own hands to the plow. Men to lead, not to drive; to teach by example, not by command, have proved to be the only truly successful agents.

This is the class of men now sought. Those already in the field have associated with them men and women of similar spirit and aptitude, persons who have gone among the Indians prompted by a sincere desire for their elevation.

All other means of civilizing Indians seems to have been ineffectual, while this method of personal sympathy and contact, treating them not as inferior, but as human beings belonging to a common brotherhood, is really prevailing over their savage natures, and lifting them up step by step to a Christian civilization. Unless, therefore, there can be found in the Army teachers of the same spirit, acting through the same methods, it is doubtful whether anything but evil would come of the transfer.

The universal claim of the Indian is to be regarded as a man, not as an inferior being. Undoubtedly there are many Army officers whose generous instincts would place them in full sympathy with his condition and needs; but whether such a system as has been indicated could be

pursued consistently with military discipline and etiquette, deserves to be seriously pondered. The Army is, and is intended to be, the instrumentality by which the country is to be defended from foreign foes and protected from domestic discord and violence. To qualify them to accomplish these ends successfully are its officers educated and its men trained; not to teach Indians to plow and sow and reap.

The assumption sometimes put forward that military officers are, as a class, more honest and incorruptible than other men, cannot surely be intended to form a part of the argument. This is simply an insult to the intelligence and moral understanding of the community. To suppose that men educated and trained at West Point are *therefore* more honest than men from the same walks of life, educated or trained for civil employments, is absurd in the extreme. But if you admit that enough officers could be selected who are qualified and who would be willing to perform all the irksome duties of an Indian agent, surely it will not be contended that our private soldiers are the best possible persons to be in daily and hourly contact with Indians who are taking the first lessons in civilized ways.

The true plan, in my judgment, is to select the agent and his employés with all possible care from the most sensible and upright men in the country; to pay them such a compensation as to make their places desirable and make their continuance in office dependent on their own efficiency and success. No doubt under any plan of selection we occasionally obtain both agents and employés who are not suitable persons. But under the present system agents can be and are summarily dismissed when their incompetency or dishonesty becomes known, and the result has been, so far as I can determine, to secure a large per cent. of agents peculiarly adapted to the work they have to do. There are certainly now in the public service Indian agents, who, from their long experience, from their tried integrity and great success, vindicate their right to occupy the positions they hold, and whose discharge would be nothing less than a calamity.

The argument for the transfer of the Indian Bureau to the War Department rests mainly on the supposed economy of the measure. A present saving would of course be effected by assigning to commissioned officers the places held by the agents and subagents now employed in the Indian service. But the officers selected for Indian agents should be men of high character and special fitness for the task assigned them. Such military men will generally be found to stand the highest in their own profession and can least be spared from their regiments and regular posts, while to place our Indians under officers who are not specially qualified either by training or by their natural bent to discharge the duties of an Indian agent will ultimately be found to be an extravagant instead of an economic policy.

I have taken it for granted that the private soldiers of our standing Army will not be considered suitable persons to become practical teachers of farming and the mechanic arts, and to stand before Indians as exemplars of industry, morality, and sobriety. Employés must therefore still be selected from civil life, and I do not believe that efficient, honest men and women will be found to serve for the small salaries now paid farmers, blacksmiths, carpenters, teachers, & " unless they are actuated by a higher motive than the desire for gain, and that with the low rates of compensation offered it has been possible to secure competent, faithful service, is due to the close connection now existing between the Government and the churches in the work of Indian civilization.

It is claimed that in the purchase and distribution of supplies, transportation of goods, and methods of keeping accounts, the facilities and experience possessed in the Army would reduce the expense of the Indian service.

Here also the facts do not warrant the conclusion. A comparison of contract prices at which beef, flour, and other articles were furnished this Office in the years ending June 30, 1874, 1875, and 1876, with those paid by the War Department for the same articles during the same space of time will, it is believed, show a considerable percentage in favor of the present management. If the Indians are transferred to the Army I believe it will be found that no progress will be made in their improvement and that the service will become a mere general system of military surveillance and police.

In any event the necessity and expense of maintaining a large standing army will be perpetuated, whereas experience goes to show that under the present management, especially if proper legislation be secured, making Indians amenable to common law, it will not be many years before all necessity for the aid of soldiers in restraining Indians will have passed away. It is also worthy of remark that in case of sudden war or rebellion the Army would be a less efficient instrument for use if burdened with the care of the Indians, and that during the *interregnum* occasioned by the absence of soldiers on other duty, a temporary transfer to civilian management would be found necessary.

It has been proposed to impose on the Quartermaster's Department of the Army the duty of purchasing and transporting the bulk of the supplies needed for the Indians. This division of jurisdiction would, it seems to me, be very apt to lead to much controversy and to inefficient service. All opportunity for trouble and dispute between the several branches of the public service should, if possible, be avoided. The Quartermaster's Department could not be put under the absolute command of the Commissioner of Indian Affairs; and, doubtless, exigencies would arise in the Indian service requiring an immediate attention, which, owing to as urgent needs of the Army in another direction, the quartermaster would be unable to render. From such unavoidable delay, serious damage will be quite likely to result. Moreover, the frequent exigencies which arise in a service so varied in its nature, and carried on at such distances from the seat of Government, require that large discretion should be allowed agents in the purchase in open market of supplies for immediate use, and the making of these purchases through the quartermasters, could hardly fail to occasion embarrassment to the agent and real detriment to the welfare of his Indians.

Since the Indian Bureau, in 1849, was placed under the Interior Department the attempt has been repeatedly made at the instance of the Army and its friends to restore control of the Indians to the War Department. Investigation has followed upon investigation with that object in view, but all have failed to produce evidence that it is in the least degree desirable.

For these reasons, and many others which might be adduced, my mind is perfectly clear that it would be a mistake and misfortune to make this transfer. There are a thousand proofs that much real substantial progress has been made under the peace policy. That it can be, and will be greatly improved and made more and more efficient, with additional experience, I do not question. The first steps are always the hard steps. The "peace policy," I admit, has been costly, and will be costly for some years to come; but each year our Indians will become more nearly self-supporting, and after a few years the expense of our Indian service may

reasonably be expected to begin rapidly to diminish, until all of our Indians can take their places as full and equal citizens.

In conclusion, I have only to say that, for the first time in our history, a well-defined policy of peace and good-will toward the Indians is on trial. It is being tried under circumstances and conditions more promising for ultimate success than any which have hitherto existed. We owe it to our honor to give this policy a fair and honest trial. The Indians themselves, so far as I know, all look upon it as the only hope of their race, and I believe the same views to be entertained by almost all who have made the "Indian question" a study for a long period of time, and who are most deeply interested in the future prosperity of the red man.

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

J. Q. SMITH,
Commissioner.

The Hon. SECRETARY OF THE INTERIOR.

WASHINGTON, *May 11, 1875.*

SIR: In the course of our investigations, the Committee on the Reorganization of the Departments have considered, without, however, the benefit of a knowledge of the facts in the case, the expediency of transferring the Pension Bureau to the War Department. Also the expediency of providing for the payment of pensioners by checks transmitted through the mail to their post-office address, relying upon the indorsement of the pensioners upon the check as a sufficient voucher for the payment of the pension. We may remark that this course has been pursued in the payment of interest upon registered bonds issued under the act of 1870, with great convenience to the Department and to the payee, and at considerable saving of expense.

The committee desire to know whether any objections exist to the extension of this system to the pension service.

The committee find, also, that the cost of making biennial medical examinations of pensioners throughout the country is considerable, and, as at present advised, they see no reason for these examinations except in cases where the Government has reason to believe that some error has been committed or fraud perpetrated on the part of the pensioner, or the pensioner has reason to believe that the rate of his pension does not correspond to the disability. In such cases an examination should of course be made.

The committee desire to receive such a statement as you may be able to make, tending to show the necessity of the present system.

Yours, very respectfully,

GEO. S. BOUTWELL,
Chairman.

Hon. COLUMBUS DELANO,
Secretary of the Interior.

DEPARTMENT OF THE INTERIOR,
Washington, August 21, 1875.

SIR: I have the honor to transmit, herewith, copy of a letter from the Commissioner of Pensions, dated 12th instant, in relation to the organization and business of his Office.

Very respectfully, your obedient servant,

B. R. COWEN,
Acting Secretary.

Hon. GEORGE S. BOUTWELL,
Chairman, &c., United States Senate.

DEPARTMENT OF THE INTERIOR, PENSION-OFFICE,
Washington, D. C., August 12, 1875.

SIR: I have the honor to return, herewith, a letter from Hon. George S. Boutwell, chairman of the Committee on the Re-organization of the Departments, referred by you to me for an expression of views upon the changes contemplated therein, to wit:

First. The transfer of the Pension-Bureau to the War Department;

Second. Providing for the payment of pensioners by checks transmitted through the mail to the post-office address of the pensioner, relying upon the indorsement of the pensioner upon the check as a sufficient voucher for the payment of the pension;

Third. The expediency of a discontinuance of the biennial examinations of invalid pensioners;

And to submit the following in reply:

The transfer of the Pension Bureau to the War Department has been periodically agitated for several years past, and the matter has been so fully considered by able and experienced minds, whose opinions, either expressed or formed, must be so fully matured that I can hardly hope to offer a suggestion that will add force or weight thereto.

The operations of the Bureau are conducted by three classes of officers: first, its clerical force; second, its disbursing-agents; third, its examining-surgeons.

The duties of the first class are purely civil, and the business would be conducted in the same manner, were the transfer to occur, as it is at present.

Under the present arrangement they have the decisions, usages, and traditions as a guide of a Department that has conducted the operations of the Bureau for a period of nearly thirty years, and it appears to me that the business of the Office would be conducted much better under the present arrangement than if revolutionized by transfer to another Department. The Pension-Office has to do with civilians, not soldiers. Probably no Department or Office has more intimate and extended relations with the people, through the thousands of invalids, widows, orphans, and dependent relatives in every portion of the country, who are directly connected with it; hardly any post-office, however obscure, but some pensioner resides in that vicinity. The invalid pensioner has for years been a civilian, and it is suggested that sound policy, as well as sympathy, requires that the Commissioner of Pensions, who is the almoner distributing that widely-extended system of beneficence, should also be of and from the people.

It must be presumed that the clerical force of the War Department is equal to the labor required of it, and no more, and it may be presumed that the force of the Pension-Office is also equal to the labor required of it, and no more. I cannot, therefore, conceive how any gain could be effected by the consolidation of the two forces. There are other and higher considerations, to which I can only refer by saying that to a free people a Department of War is barely tolerable, and to be endured only so long as it is confined to its limited functions. It is probable that this was one of the considerations which induced the transfer of the Pension-Office, originally under the War Department, from there to the Interior Department, upon its organization under the act of March 3, 1849.

It has been urged that the disbursements could be made through the medium of paymasters of the Army with less expense to the Government, and thereby abolishing the expenses attendant upon the various pension agencies. Investigation, however, has demonstrated the impracticability of such a scheme.

A similar argument has been used with reference to examining-surgeons. It has been claimed that the surgeons of the Army could make the biennial and other examinations required.

The number of invalid pensioners subject to examination is probably about eighty thousand; they are pretty generally scattered over the various counties of the States and Territories. To enable these pensioners to submit themselves to the examination required by law, without too great trouble or expense, fifteen hundred examining-surgeons are as diffusely located as the pensioners, and even this number is inadequate for the task of making these examinations within a reasonable time. To attempt to supply their places by a limited number of Army surgeons, and these located only at military posts, is utterly futile; and looking at this matter from all the various stand-points, I can see no good reason for such transfer to the War Department.

To the second point presented in the letter of the honorable chairman of the committee, relative to the expediency of providing for the payment of pensioners by checks transmitted through the mail to their post-office address, relying upon the indorsement of the pensioner upon the check as a sufficient voucher for the payment of the pension: Economists in the administration of public affairs have for several years, since the rolls and expenditures on account of pensions have been so largely augmented, agitated the expediency of establishing a central or single office, at the seat of Government, for the payment of pensions. Their ideas have taken shape sometimes crudely, and in other instances of well-defined systems, many of which have been passed upon, and their impracticability and imperfections noticed. I do not affirm that such a system cannot be devised, yet I question the propriety of any material change from the system now in use. At all events no system has been offered that is a satisfactory or safe substitute for the present one.

The plan suggested by the honorable chairman of the committee, I deem unsafe and impracticable, for various reasons. The amount for which a check should be drawn at the end of the quarter for the payment of the quarterly pension cannot be known to the Government, because it has not the evidence of the time to be paid for, or the rate at which payment should be made; death, remarriage, &c., enlistment, cessation of disability, abandonment of children, may have terminated the pension long before the expiration of the quarter; or rejection of the disability of an invalid, or death of a minor child for whom a separate monthly stipend is paid, may have reduced the rate; uncertainty, therefore, as to the amount due, surrounds every invalid case. A check once drawn must be charged, and, set afloat, it cannot be easily, and in many cases, never, recovered. A pensioner, or, in case of his death, his legal representative, becomes possessed of the check, indorses and negotiates it, and when it finds its way back to the Treasury, the Government, if then possessed of the information that the parties should receive a less amount, cannot decline payment or offer partial payment without involving loss. To do this would depreciate the checks, and they would be refused by the various banking institutions. The amount of the coupon of a bond is fixed, and is due to some particular person, the holder. Its value cannot be affected by any casualty or contingency. Not so with the amount due a pensioner; that is never known until evidence, made up to the end of the time to be paid for, showing the time and rate for and at which payment is to be made, is before the officer drawing the check, as is now required by the present system. It appears to me, therefore, that this single objection to the proposed mode of payment is in-

superable, and that the system as contemplated in the letter of the honorable chairman of the committee is impracticable. The pension agents are bonded officers, employing their own subordinates and responsible for their fidelity and honesty. They make this business of paying pensions their chief care, and it is to their interest that it should be done honestly, economically, and efficiently. There are over two hundred and fifty thousand pensioners upon the rolls who are paid quarterly. To prepare these checks with promptness and accuracy would necessitate an increase in the force of this Office, even larger than the number of clerks now employed in the several pension agencies, for the reason that under the present system a large proportion of the pensioners are paid in person. Under the proposed system, an additional correspondence would be necessary, requiring an increase of the clerical force over the aggregate of those now employed by the various agencies.

Frequent complaints have been made to this Office that attorneys or agents impose upon an ignorant class of pensioners who receive their payment by check, by inducing them to sign the check, they collecting the same, and paying over only a portion of the proceeds, charging the pensioner an extraordinary fee for the collection of their check. This demonstrates the importance of the direct and personal payment to the pensioner, which is done to a great extent under the present system. Where the pensioner is paid by check from the agency, duplicate vouchers are sent him fifteen days in advance of pay-day, to be signed and sworn to before some officer qualified to administer an oath, to whom he exhibits his pension certificate.

Whether this safeguard can be done away with, with due consideration to the protection of the Government and the pensioner, is a question that requires mature deliberation. It is possible that a small reduction in the number of agents might be made, but no material change in the system of payments, that would be an improvement, suggests itself to my mind.

To the third question propounded in said letter by the honorable chairman, with reference to the abolition of the present system of biennial examinations, I have the honor to submit the following papers marked respectively "A" and "B," which show first the cost to the Government in fees, paid to the examining surgeons, of the biennial examination of 1873, and second the results thereof, so far as it is possible to determine them at this time.

It will be seen that the whole number of pensioners examined was 73,971, and that for making these examinations the surgeons were paid \$162,082. A reduction was made in the cases of 2,727 Army pensioners, and in 41 Navy pensioners. The aggregate monthly saving by this reduction would be \$7,362.92, but, up to the 1st of April last, 236 of these Army and 7 of the Navy pensioners had applied for and been granted increase. The monthly aggregate of this increase was \$1,083.91, so that up to April 1 the aggregate monthly saving to the Government may be stated approximately at \$6,500, or annually of \$78,000. I think it perfectly safe to assume that of the 2,768 pensioners in whose cases reduction was made at the biennial examination of 1873, fifty per cent. will never apply for increase; (this is an underestimate, rather than an overestimate.) Placing the average life of these fifty per cent. at twenty years, which may be accepted as an approximation to the fact, and we shall have 1,384 pensioners, representing an annual reduction of \$44,213.52, or a saving to the Government in twenty years of \$884,270.40 as the result of one biennial examination.

The whole number of invalid pensioners on the rolls at the date of the

biennial of 1873 was 101,234. Approximately, then, the number examined might be stated at four-fifths of the whole. It has been the practice of this Office for the past two and a half years to exempt by the terms of the certificate every pensioner in whose case, from the character of the disease or injury, the disability was unmistakably permanent. It is true that the surgeons on duty in the Office have been instructed to exercise this function with extreme caution. A very large percentage of those not exempted represent disabilities caused by disease and not injuries; in the former of which, because of the probability or possibility of change or recovery, it was thought essential in the interest of the Government to exercise close surveillance. I am of the opinion, therefore, that, for the present at least, the biennial examinations are absolutely essential and their results beneficial to the Government both in a pecuniary point of view and as a means of prevention of fraud. If it were the rule, "once on the pension-rolls, always on the pension-rolls," the small proportion of cases in which, upon accidental information, the Office would reduce or stop the payment of, would bear no comparison to what would naturally follow. All forms of duplicity would be resorted to to secure favorable action in the first instance, to enable the claimant to once get upon the rolls, with almost a certainty that he would continue to draw his pension fraudulently, the Government being ignorant of the fraud, and having no regular means by which the same could be detected. The number of claims would be largely increased, and dishonest claims would be urged with a pertinacity with which the Office now has comparatively little experience to what it would have if this system was abolished. An immediate and it seems to me the inevitable consequence resulting from the abolition of these examinations at present, would be to encourage dishonesty on the part of claimants, their attorneys, and examining surgeons. When the disability of the various claimants has become permanent, and every possible claim for pension has been made, that is, during the life-time of the invalid pensioner, it will then be advisable to dispense with these examinations, and not until then.

The medical history of the invalid pensioner, as preserved in the biennial certificate, often proves a valuable aid to the Office in determining the validity of such claims, as in them will be traced, from official sources, the origin and progress of such disease, and in many instances this will be the only safeguard of the Government against attempted fraud, in considering the claims of the widows and children or dependent relatives of former invalid pensioners.

Very respectfully, your obedient servant,

H. M. ATKINSON,
Commissioner.

The Hon. SECRETARY OF THE INTERIOR.

A.

DEPARTMENT OF THE INTERIOR, PENSION-OFFICE,
Washington, D. C., January 25, 1875.

DR: In response to your inquiry, I have the honor to advise you that the amount paid to examining surgeons of this Office during the last two fiscal years is as follows:

| | | |
|---|----------|-------------|
| | 1872-73. | |
| For examining 17,365 applicants | | \$28,470 60 |
| For examining 1,983 pensioners | | 3,157 50 |
| Total for fiscal year ending June 20, 1873..... | | 31,628 10 |

1873-'74.

For examining 19,835 applicants..... \$44,307 20
 For examining 73,971 pensioners..... 162,082 00

Total for fiscal year ending June 30, 1874..... 206,389 20

The latter was a biennial year.
 Very truly,

J. H. BABSON,
 Chief Financial Division.

B.

Results of the biennial examinations of 1873, as shown by the rolls April 1, 1875.

| Agency. | No. reduced. | Aggregate monthly rates prior to the reductions. | Aggregate monthly rates subsequent to reduction. | No. of these pensioners since increased. | Net monthly amount of increase. | of the biennial of 1873, as per rolls, April, 1875. |
|--------------------|--------------|--|--|--|---------------------------------|---|
| Little Rock..... | 1 | \$6 00 | \$4 00 | ..... | ..... | \$2 00 |
| San Francisco..... | 3 | 32 00 | 17 34 | ..... | ..... | 4 66 |
| Hartford..... | 11 | 70 00 | 43 33 | ..... | ..... | 26 67 |
| Washington..... | 25 | 289 33 | 206 00 | 7 | \$30 00 | 53 33 |
| Wilmington* | | | | | | |
| Indianapolis..... | 157 | 1,149 55 | 753 08 | 23 | 139 00 | 257 47 |
| Madison, Ind..... | 72 | 392 83 | 226 00 | 8 | 27 00 | 139 83 |
| Fort Wayne..... | 48 | 433 75 | 275 00 | 2 | 8 00 | 150 75 |
| Chicago..... | 195 | 1,460 41 | 832 41 | 23 | 117 83 | 510 17 |
| Springfield..... | 84 | 571 16 | 353 33 | 8 | 26 67 | 191 16 |
| Quincy..... | 45 | 378 00 | 243 50 | 5 | 16 00 | 118 50 |
| Salem..... | 61 | 394 75 | 229 83 | 5 | 32 00 | 132 92 |
| Dubuque..... | 41 | 294 66 | 194 00 | 1 | 2 00 | 98 66 |
| Fairfield..... | 25 | 171 33 | 116 66 | 4 | 15 67 | 39 00 |
| Des Moines..... | 45 | 377 08 | 267 00 | 4 | 14 00 | 96 08 |
| Louisville..... | 13 | 81 00 | 59 00 | ..... | ..... | 22 00 |
| Lexington..... | 30 | 179 20 | 107 67 | 1 | 3 33 | 68 20 |
| Topeka..... | 30 | 241 96 | 156 50 | 2 | 8 00 | 77 46 |
| New Orleans..... | 2 | 32 00 | 18 00 | ..... | ..... | 14 00 |
| Augusta..... | 25 | 212 66 | 136 50 | 3 | 14 00 | 62 16 |
| Portland..... | 29 | 241 50 | 165 83 | 1 | 7 00 | 68 67 |
| Bangor..... | 37 | 207 54 | 118 00 | 1 | 4 00 | 85 54 |
| Boston..... | 105 | 761 00 | 498 33 | 9 | 54 00 | 208 67 |
| Baltimore..... | 21 | 167 00 | 108 84 | 1 | 6 00 | 52 16 |
| Saint Louis..... | 24 | 189 67 | 130 67 | 3 | 14 00 | 45 00 |
| Macon..... | 33 | 314 00 | 202 66 | 5 | 24 67 | 86 67 |
| Detroit..... | 135 | 835 85 | 587 08 | 5 | 20 00 | 228 77 |
| Grand Rapids..... | 53 | 354 75 | 231 83 | 1 | 2 00 | 120 92 |
| Saint Paul..... | 22 | 196 00 | 144 00 | 4 | 22 00 | 30 00 |
| Vicksburg..... | 4 | 25 33 | 14 67 | 1 | 1 33 | 9 33 |
| Portsmouth..... | 29 | 140 33 | 69 00 | 1 | 4 00 | 67 33 |
| Concord..... | 38 | 287 00 | 174 08 | ..... | ..... | 112 92 |
| Albany..... | 154 | 1,362 08 | 861 25 | 21 | 105 66 | 385 17 |
| Canandaigua..... | 234 | 1,649 25 | 1,076 50 | 17 | 67 00 | 505 75 |
| Brooklyn..... | 6 | 47 00 | 36 33 | ..... | ..... | 10 67 |
| New York City..... | 44 | 330 26 | 193 00 | 6 | 21 00 | 116 26 |
| Trenton..... | 16 | 128 66 | 77 00 | 3 | 10 00 | 41 66 |
| Raleigh..... | 4 | 27 00 | 18 00 | ..... | ..... | 9 00 |
| Omaha..... | 4 | 42 75 | 24 00 | 1 | 4 00 | 14 75 |
| Santa Fé* | | | | | | |
| Columbus..... | 105 | 763 75 | 519 87 | 6 | 17 00 | 225 88 |
| Cincinnati..... | 133 | 1,122 66 | 768 75 | 10 | 37 50 | 316 41 |
| Cleveland..... | 112 | 880 29 | 531 16 | 7 | 37 00 | 312 13 |
| Oregon City..... | 1 | 6 00 | 4 00 | ..... | ..... | 2 00 |
| Pittsburgh..... | 95 | 772 08 | 498 75 | 8 | 34 00 | 239 33 |
| Philadelphia..... | 181 | 1,761 50 | 1,374 41 | 18 | 58 00 | 329 09 |
| Providence..... | 10 | 46 66 | 18 00 | ..... | ..... | 28 66 |
| Nashville..... | 9 | 69 00 | 43 33 | ..... | ..... | 25 67 |
| Knoxville..... | 7 | 65 00 | 45 00 | 1 | 4 00 | 16 00 |
| Montpelier..... | 23 | 168 33 | 97 58 | 2 | 11 00 | 59 75 |
| Burlington..... | 35 | 259 00 | 184 00 | ..... | ..... | 75 00 |
| Richmond..... | 1 | 2 00 | 1 00 | ..... | ..... | 1 00 |
| Wheeling..... | 52 | 384 66 | 238 58 | 4 | 17 00 | 129 08 |
| Madison..... | 16 | 101 33 | 54 33 | 1 | 2 00 | 45 00 |
| Milwaukee..... | 33 | 383 50 | 246 83 | 2 | 11 25 | 125 42 |
| La Crosse..... | 9 | 63 00 | 41 00 | 1 | 6 00 | 16 00 |
| | 2,727 | 20,912 40 | 13,636 81 | 236 | 1,054 91 | 6,220 68 |

* No reductions.

SUMMARY.

| | |
|--|------------|
| No. of pensions reduced by biennial examinations of 1873.. | 2,727 |
| Aggregate monthly amount of reductions..... | \$7,275 59 |
| No. of these pensioners since reduced..... | 236 |
| Aggregate monthly amount of increase..... | \$1,054 91 |
| Net monthly amount of reductions of biennial of 1873..... | \$6,220 68 |

NAVY.

| | |
|--|---------|
| No. of pensioners reduced by biennial examinations of 1873.. | 41 |
| Aggregate monthly amount of reductions..... | \$93 33 |
| No. of these pensioners since increased..... | 7 |
| Aggregate monthly amount of increase..... | \$28 91 |
| Net monthly amount of reductions..... | 64 42 |

APRIL 1, 1875.

DEPARTMENT OF THE INTERIOR,
Washington, January 20, 1876.

SIR: I have the honor to acknowledge the receipt of a letter, dated the 11th instant, from the clerk of your honorable committee, wherein an answer is requested to certain letters, addressed by you on the 11th of May last to my immediate predecessor, and asking for an expression of his views as to the expediency of transferring the Indian and Pension Bureaus from the control of this Department to that of the War Department.

It appears, upon inquiry, that your letter in regard to the transfer of the Indian Bureau was duly referred to the then Commissioner of Indian Affairs, but that no report upon the subject was ever submitted by that officer to the Department. The attention of the present Commissioner has been invited to said letter, and he is now preparing a statement of his views with reference to the proposed transfer, which, when received, will be duly transmitted to you, with such comments as I may find occasion to make.

I find, also, that your letter relating to the transfer of the Pension Bureau was duly referred to the Commissioner of Pensions; that on the 12th of August last that officer submitted to the Department his views, in writing, upon the proposed transfer; and that his report having been inadvertently referred to the appointment division of this Office, a copy thereof was merely transmitted, without comment, to your honorable committee, by Hon. B. R. Cowen, Acting Secretary of the Interior, on the 21st day of August last, or about two months before this Department was placed under my charge. A copy of the Commissioner's report having already been forwarded to you, I deem it only necessary that I should furnish your honorable committee with my views upon the several questions presented by your letter of the 11th of May last, relating to the Pension Bureau.

The first of those questions relates to the expediency of transferring the Pension Bureau to the War Department. The Bureau was originally under the jurisdiction of that Department, but when this Department was organized in 1849, all the supervisory and appellate powers relating to pensions, theretofore exercised by the Secretary of War, were conferred upon the Secretary of the Interior. Whatever considerations of public policy may have operated to bring about this transfer of jurisdictions, apply, in my judgment, with equal force at the present time.

The various pension laws enacted by Congress since the foundation of the Government have been administered during the past twenty-seven years under the supervision of the Secretary of the Interior, and all decisions upon the many vexed questions which have arisen in construing those laws are on record in, and form an important part of the history of, this Department. It is not claimed, I believe, that the administration of said laws has been unsatisfactory to the people at large, and, unless they can be administered more economically, or with greater advantage to pensioners and claimants, by the War Department, the proposed transfer does not appear, to my mind, to be advisable. Such a transfer would necessarily compel the transfer to the War Department of a majority of the employes of the Pension-Office, unless, indeed, it were thought proper to intrust the adjudication of claims for pension and bounty land to inexperienced hands. It is only fair to presume that these employes, skilled in the adjudication of such claims and familiar with the decisions and rulings of this Department, discharge their duties fully as efficiently and faithfully under the present direction as they possibly could under that of the Secretary of War.

The only argument heretofore advanced in favor of such a transfer, which seems worthy of much consideration, is based upon the fact that the records of service, reference to which is necessary to the proper adjudication of many claims for pension and bounty land, are on file in the War Department, it being claimed that the proposed transfer would obviate the necessity for that correspondence which is now required between the Pension-Office and the War Department, relating to said records, and thus effect a considerable saving in clerical labor. This argument would have much force, were all records of the character named on file in the War Department, but such is not the case. The Second Auditor's Office contains records of service relating to the Seminole, Black Hawk, Creek, and Florida wars; the Third Auditor's Office those of the war of 1812; and the Fourth Auditor's Office those relating to seamen, flotilla-men, marines, &c., in all wars. It is obvious, therefore, that were the Pension-Office placed under the War Department, the correspondence necessary with the Bureaus of the Treasury Department, above named, would not be lessened at all. The balance of saving in clerical labor in this direction, that might result from the proposed transfer, is too small, in my opinion, to justify a disruption of the relations now existing between this Department and the Pension-Office; more especially, when it is considered that such a step could not be taken without causing much delay in the adjudication of pending claims. The press of business during the past ten years, upon the clerical force of the Pension-Office, has been in excess of its capacity and ability to dispose of claims promptly, but the number of pending claims is rapidly diminishing. Fewer new claims are now presented than formerly, and this fact gives opportunity to said force to dispose of the arrears of business which has accumulated, provided the existing state of affairs be not disturbed.

In view of the foregoing considerations, I am unable to perceive what advantage would be gained by restoring to the War Department the control and management of the Pension-Bureau, and, believing that neither the interests of the public service, nor those of pensioners or claimants, would be materially promoted by the proposed transfer, I am of opinion that the same should not be made.

The second question presented by your letter relates to the expediency of substituting for the present mode of paying pensions, a system whereby they would be paid by checks, transmitted through the mails

to each pensioner's post-office address, and under which the indorsement on a check by the pensioner in whose favor it is drawn would constitute a sufficient voucher for the payment of the pension. The adoption of such a system would necessarily abolish these several agencies throughout the country at which pensions are now paid, as, under it, all pension-checks could be sent by mail to the parties entitled, from the seat of Government; and the main object of the proposed change is, I presume, to save to the Government the cost of maintaining those agencies.

Several plans have been suggested in past years for providing the most economical and satisfactory mode of paying pensions, and the present system is the outgrowth of an experience which has demonstrated that the cheapest system is not necessarily the safest nor the best. From the peculiar nature of pension-payments, they could not be made in the manner proposed without involving much loss to the Government, and unnecessary trouble. The system of paying by checks through the mails, the interest upon the registered bonds issued under the act of 1870, referred to in your letter, appears to have operated satisfactorily, but there is a wide difference between such payments and those for pension. The former are fixed in amount, whereas the latter are frequently varied in amount by contingencies that arise, and which could not easily be foreseen by the Government, were the proposed system adopted.

Pensions are now paid quarterly, viz, on the 4th day of March, June, September, and December in each year. Many contingencies may arise during the quarter elapsing after the last payment to a pensioner, any of which would either affect, by reduction, the amount due at the next payment, or destroy the right to further pension. Among such contingencies may be mentioned the following: the death of a pensioner; decrease or entire cessation of the disability of, or enlistment in the military or naval service of the United States by, an invalid pensioner; remarriage of a widow-pensioner; abandonment of minor children by a widow-pensioner; death of a minor child, or the attainment by such a child of the age of sixteen years, &c., &c. It will be apparent to your honorable committee, upon due consideration of the subject, that such contingencies as I have indicated could not be provided against under the proposed plan so easily as under the present mode of payment, and that in this fact lies a serious objection to the adoption of the former.

It is the duty of the several agents for paying pensions, with the aid of information supplied by the Pension-Office, to guard against and provide for any of the above-mentioned contingencies. A large proportion of the pensioners payable at each agency are paid in person, by check, the amount to which each pensioner may be found by the agent to be entitled, while the remainder are paid by checks sent by the agent through the mails. To each of the latter class of pensioners the agent forwards, fifteen days prior to each quarterly payment, a blank voucher in duplicate. This voucher is required to be executed before some one who is vested with authority to administer an oath, and to whom the pensioner's certificate is exhibited. In the case of a widow, whether paid in person or by check sent by mail, an affidavit, executed by two disinterested persons, to the effect that such widow has not remarried, must be filed with her voucher before payment of her pension can be made. In view of the large number of pensioners of this class, (the names of 107,576 widows were borne on the pension-roll June 30, 1875,) many of whom remarry and conceal the fact in order to continue draw-

ing the pension thus forfeited, it would be obviously unsafe to remove any of the safeguards above referred to, whereby the Government is in a great measure protected from fraudulent attempts on the pension-fund. The proposed plan might work more economically at first than the present one, but would, in all probability, prove more expensive in the end.

The disbursement of such an immense sum (nearly \$33,000,000 annually) as is required by the pension-roll, in such a manner as to insure prompt and correct payments to pensioners, and to secure the Government against loss, cannot, reasonably, be effected without considerable labor and proportionate cost. The total amount disbursed at the several pension-agencies during the fiscal year ending June 30, 1875, was \$29,162,768.16, and the entire cost of disbursement was \$450,030.49, or only a percentage of about one and a half cents on each dollar disbursed.

I respectfully submit to your honorable committee the foregoing facts and considerations, with the belief that they will demonstrate the inexpediency of adopting the plan suggested in your letter, and that the present mode of paying pensions, with its comparatively small attendant expense, should not be abandoned until another, more economical in its workings and equally watchful of Government interests, shall have been devised.

With respect to the third question contained in your letter, viz, whether it would be expedient to dispense with the biennial examinations of invalid pensioners, provided for by existing law, I am inclined to concur with the Commissioner of Pensions in the opinion that such examinations are essential to a proper administration of the pension-laws, and therefore should not be dispensed with. Whether, as is claimed by the Commissioner, the saving effected by reducing pensions pursuant to the reports of such examinations, is in excess of their cost, or the reverse be true, it is clear that, were they dispensed with, the full intent of the general pension-laws could not be carried out, as will be seen by the following reference to the statutes:

Section 4692 of the Revised Statutes, after providing for the allowance of an invalid pension *proportioned to the degree of disability of the applicant*, concludes, "and such pension shall commence as hereinafter provided, and continue during the existence of the disability." The obverse of these provisions must be true, viz, that whenever the disability of an invalid pensioner is found to have increased or decreased in degree, the pension shall be varied in rate accordingly, and that the pension must cease with recovery from the disability. To this end the law provides for biennial examinations of all invalid pensioners who are not permanently disabled, and such examinations are not only necessary to enable the Pension-Office to correct the rate of pension or cancel the certificate, as the case may be, but the results thus obtained are of great use in the adjudication of claims for increased pension. Particular attention has, within the past year or two, been paid by the Office to the exemption of such pensioners as were entitled thereto from such examination, and thousands of pension-certificates have, during the past year, been called in and returned to the pensioners endorsed "exempt from biennial examination." It is safe to say, therefore, that long before the date of the next examination (September 4, 1877) shall have arrived, the only pensioners who will be subject thereto will be those whose disabilities are not permanent, and therefore liable to change, for better or for worse.

These examinations are mutually beneficial to the Government and to the pensioners, as they result in more just and correct ratings of pen-

sions than were previously fixed, and, regarding them, as I have before intimated, as essential to the proper administration of the pension-laws, I am of opinion that they should not be dispensed with.

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

Z. CHANDLER,
Secretary.

Hon. GEO. S. BOUTWELL,
*Chairman of Select Committee on Civil Service,
Senate of the United States.*

WASHINGTON, *May 11, 1875.*

SIR: You were pleased to say to the Committee on the Re-organization of the Executive Departments that in your opinion the clerical force in the War Department might be reduced in number and expense, if you were permitted to classify it in grades in a manner different from that now provided for by law.

Will you please furnish the committee with a statement of the plan which you have in mind, in such form as to enable them to understand the alterations proposed by you?

I have the honor to be yours, very respectfully,

GEO. S. BOUTWELL, *Chairman.*

Hon. WM. W. BELKNAP,
Secretary of War.

WAR DEPARTMENT,
Washington City, June 21, 1875.

SIR: In reply to your communication of the 11th ultimo, in regard to the reduction in the number and expense of the clerical force of this Department, and referring to our interview in which I stated that this could be done, provided I might be permitted to classify the force in grades and manner different from that now provided by law, I beg to say that in expressing that opinion to the committee at the time of their visit to the Department, I had no definite plan prepared to carry out my ideas, which were of a general character, founded upon the theory that certain classes of work, which required more of education, expertness, and experience, should receive compensation in accordance with the degrees of excellence required in each class, and instead of a classification rigidly confined to *four* grades, if the matter were left to the discretion of the head of the Department, and a lump sum of money appropriated for performing the clerical work of the Department, that in the employment of the force their compensation might be measured according to their work and ability. Some who receive \$1,200 now, might then receive less, and others more.

Since your visit, however, I have consulted the heads of Bureaus of the Department, and find that, owing to large reductions which were made on the 1st of July, 1874, and the provision of law which extended the operation of this law still further, the reductions which have been in my mind have already more than been accomplished by the legislation of Congress already had; but there is one suggestion which I desire particularly to lay stress upon, which is, that it is injurious to the public service that the clerks are divided into permanent and tempo-

rary classes. All the clerks should be designated simply as clerks of a class, without the word "temporary," because it is always within the power of Congress to reduce the number by legislation or failure to make appropriation during any session, and there being no difference in the class of labor performed by the regular and temporary clerks, there is no efficacy in such a distinction, unless the temporary force were limited by law to a certain specific period, which is not the case. The classifying any portion of the force as "temporary" only leads to restlessness and dissatisfaction, and is of no good to the public service.

Very respectfully, your obedient servant,

WM. W. BELKNAP,
Secretary of War.

Hon. GEO. S. BOUTWELL,
*Chairman Senate Committee on Re-organization
of the Executive Departments.*

WASHINGTON, May 11, 1875.

SIR: The Committee of the Senate on the Re-organization of the Executive Departments are disposed to consider the subject of transferring the Pension-Office from the Interior Department to the War Department, and, that they may be able to form an opinion, they desire to obtain from you a statement of the means at the command of the War Department for the examination of claims for pensions, for the payment of pensions, and for the medical examination of pensioners and applicants for pensions, with any other facts or suggestions on the subject which you may be able and disposed to furnish to the committee.

Yours, very respectfully,

GEO. S. BOUTWELL,
Chairman.

Hon. WM. W. BELKNAP,
Secretary of War.

WAR DEPARTMENT,
Washington City, November 11, 1875.

SIR: Referring to your communication of the 11th of May last, requesting information in connection with the subject of the transfer of the Pension Office from the Interior Department to the War Department, which is under the contemplation of your committee, I have consulted the Adjutant-General, into whose Bureau of the War Department the transfer would naturally come, who reports that—

The transfer would make but little difference to the Adjutant-General's Office unless the whole work was put under that Office. In that event one or two additional officers would be required, and a separate and additional force of clerks and messengers.

The clerks of the Adjutant-General's Office could not now undertake any additional branch of duties. In the present want of suitable buildings a great inconvenience would arise from having those occupied by pension business a long distance from the War Department building. Nor would there be a complete remedy for this when the new War Department is finished. These remarks refer to the question of "means at command for the examination of claims for pensions."

As to "medical examination of pensioners and applicants for pension," the medical officers of the Army at or quite near the residences of such persons could possibly be employed, and to that extent the number of medical examiners now appointed could be reduced.

The most difficult question to solve is that of payment to pensioners. The present system is understood to be by agents residing at certain points, who pay those who hold certificates for pension granted by the Bureau, and who live within their district, once in three months. The pensioners have to appear in person, and at each payment make an affidavit that they have not married again, &c., to cover the law. This system is objectionable in many features.

Assuming that a substitute is sought for it, two present themselves. The first is to charge postmasters with the payment. This plan is open to serious objections. Payments would be made by money-orders, which are, when used to a large extent, very troublesome. Much reliance must be placed on the honesty of the postmaster, and he would not be under the control of the War Department. Moreover, a pension-agent has other duties besides paying, which a postmaster could not be called on to do. He must identify the holder of the money-order as the rightful holder of the pension-certificate. He must answer the thousand inquiries of claimants and pensioners, and therefore keep himself informed as to pension laws and rules. He must take steps to detect those who have forfeited their pensions and yet commit perjury to retain them.

Probably the most economical, simple, and efficient mode of payment would be by Army paymasters. It would require a few more to be appointed, but this would be better than to cause other disbursing-officers to mix up their own duties with these, and thus to perform neither properly. The country should be divided for this purpose into districts. A paymaster stationed at a central point within a district would be in correspondence with all pensioners and claimants within his district, to give them information, furnish them with blanks, show them how to prepare claims, and enable them to dispense with irresponsible claim-agents altogether.

The paymaster would also personally investigate doubtful claims on the spot where they arise, and intelligently procure necessary testimony to decide them. With the aid of detectives, who must occasionally be employed, he would discover all frauds, and remedy them in a short time. This would very much simplify the labors of the Bureau.

The paymaster would visit all convenient points of his district at the stated times for making payments, advising pensioners, by advertisement or otherwise, when and where to meet him.

As in all cases of bonded officers of the Army, a hold would be had upon this kind of agent, in addition to his bond, in the value of his Army commission, which he would forfeit if negligent or unfaithful.

In my own opinion, based upon a knowledge of the fact that the records of the Medical Department and of the Adjutant-General's Office furnish all of the record evidence which forms the basis upon which pension-claims are allowed, and that a large force in each of those offices is engaged upon matter pertaining to the settlement of pension-claims, the transfer would simplify the labor required to apply the pension-laws to those who are entitled to receive the bounty of the Government, and would be far more economical.

Very respectfully, your obedient servant,

WM. W. BELKNAP,
Secretary of War.

Hon. GEORGE S. BOUTWELL,
*Chairman Senate Committee on the
Re-organization of the Executive Departments.*

WASHINGTON, May 11, 1875.

SIR: The Committee of the Senate on the Re-organization of the Executive Departments feel called upon to consider the subject of transferring the Indian Bureau from the Interior Department to the War Department, and they have the honor to ask you for a statement of the means at the command of the War Department for the performance of the duties which would be devolved upon it by the transfer suggested.

I have the honor to be, yours, very respectfully,

GEO. S. BOUTWELL,
Chairman.

Hon. WM. W. BELKNAP,
Secretary of War.

WAR DEPARTMENT,
Washington City, November 18, 1875.

SIR: Referring to your letter of the 11th of May last, asking for a statement of the means at the command of the War Department for the performance of the duties which would be devolved upon it by a transfer of the Indian Bureau to the War Department, I have the honor to inform you that the subject of the transfer of the Indian Bureau, or rather the return of the control of Indian affairs to the War Department, from which it was taken on the organization of the Department of the Interior, has more than once occupied the attention of previous Secretaries of War. The Secretary of War, in his annual report of 1860, strongly recommended it in these words:

I feel no hesitation now in bringing to the notice of Congress the importance of restoring to the War Department the superintendence and control of the Indians. It is quite impossible to impress upon these savages the idea of obedience by any other means than military power. They respect nothing but a strong military force, and its proximity to them is therefore essential. Without that intimate knowledge of their temper and disposition which nothing but command over them could give, it is impossible for this Department to know how and where to dispose of the troops so as to secure quiet and peace on the part of the numerous tribes scattered over our immense territory. Knowing nothing in this Department of the Indians, except when in a state of actual hostility, it often, indeed continually happens that important marches are necessary to be suddenly made to overawe or chastise those guilty of threatening and murder, and consequently these movements are attended with an expense disproportionately large, but at the same time unavoidable.

It would be very easy to devise a plan of regulating the Indian tribes, by which a large annual sum of money could be saved to the Treasury, by using the officers of the Army in discharging many of the duties now performed by others at high rates of compensation.

For efficiency and economy, there is no doubt, in my opinion, about the propriety of putting the Indian Bureau under the charge of the War Department.

Experience has convinced me that Secretary Floyd expressed the opinion of the greater part of the Army in saying that Indians "respect nothing but a strong military force, and its proximity to them is therefore essential."

As a matter of fact, the Army west of the Mississippi is stationed in proximity to the Indian reservations, because it is daily called upon to protect the civil agents and their employés, and to keep off trespassers, and if it were not there, I doubt if any Indian agent would be there. The presence of troops is absolutely necessary.

In order to maintain them, large sums are annually required for food, clothing, transportation, and for employés, and generally the ordinary supplies incident to an army. The Indian Bureau maintains its agents and employés at the same time; distributes clothing and annuities, and keeps up an establishment for its purposes. Economy would naturally follow consolidation. So far as maintaining peace, distributing food, and clothing, and annuities, transporting supplies and issuing them, are concerned, I believe that if a transfer or consolidation is made, the War Department can and will do the work for both the troops and Indians at a large reduction of cost.

Officers of the Army, the end of whose profession is to preserve and maintain peace, could act as agents, subagents, and inspectors for the various tribes, in place of the civilians now engaged, and being subject to military law could be summarily punished for a violation of their trust.

Paymasters could pay annuities, quartermasters and commissaries could purchase goods of all kinds, and these could be transported and issued under the same rules and safeguards as now surround the supply, issue, and accountability for Army supplies.

If under the War Department, department commanders could act as superintendents, and officers with troops could act as agents, the accounts and returns for all purchases and issues could be made on the same blanks, perhaps slightly altered, and the examination and audit of them would involve but little more clerical labor. Medical officers with the troops could supply nearly if not all the aid required in sickness, and the Inspector-General's department could efficiently inspect the whole management.

The vexed questions of issues of arms and ammunition, permits to trade, and sales of liquor could be more correctly managed, and, generally speaking, the Government would rid itself of the evils of the present dual management. A system which would tend to the civilization of the Indians by giving them an individuality apart from their tribal relations, inducing them to engage in pursuits for their own support; giving protection in the possession of property they may accumulate, affording education to the young, and gradually leading them away from their wild, unsettled habits, is much to be desired. But I do not believe that any steps in this direction will be of any use unless backed by the exhibition of a power which will be ready, when occasion requires, to chastise the guilty and protect the innocent.

The Army officer is the last person who desires an Indian war. His whole interest is against an outbreak. His experience among Indians is great, and his influence has been salutary. His probity is unquestioned, and in his hands I am confident Indian affairs will be honestly administered. The sentiment of the country seems to be divided upon this subject, and while it may not be considered advisable to recommend an immediate change, still, in reply to the letter of the committee, I give the above as a statement of my views on the subject.

Very respectfully, your obedient servant,

WM. W. BELKNAP,
Secretary of War.

Hon. GEORGE S. BOUTWELL,
*Chairman Senate Committee
on the Re-organization of the Executive Departments.*

WASHINGTON, May 11, 1875.

SIR: In our interview with you this morning you made two suggestions to the committee on which we desire a full statement of your views in writing.

First, in regard to the prompt publication and extensive circulation of the annual report of the Commissioner of Agriculture; and,

Secondly, in regard to the necessity for the erection of a building in which seeds of various kinds designed for distribution could be stored.

Yours, very respectfully,

GEO. S. BOUTWELL,
*Chairman Committee on Re-organization
of the Executive Departments.*

Hon. FREDERICK WATTS,
Commissioner of Agriculture.

DEPARTMENT OF AGRICULTURE,
Washington, May 11, 1875.

SIR: I have taken much pains, within the past three years, to bring the working operations of this Department down to its absolute neces-

sities, without impairing its usefulness. I cannot perceive any point at which further retrenchment may be made.

There is no circumstance so detrimental to the usefulness of the Department as the omission of Congress to publish a sufficient number of the annual report of the Commissioner. The Department has about six thousand correspondents who furnish it with statistical information with regard to the condition of the crops, and their promise from month to month. They receive no other compensation than being furnished with our reports and seeds. For the past two years I have not been able to supply them, and I have some reason to fear the consequences. Besides this, the demand for them by the people is unceasing. During the winter season I receive daily from two to five thousand letters; one-third of these ask for the annual report.

We have been put to great inconvenience for the want of a house in which to put our seeds. The present building is wholly inadequate, and, indeed, unfit for the purpose. It often occurs that there is no room; and a heated building is an improper place to store seed. About five thousand dollars would be the expense of erecting a proper building for the purpose.

I have the honor to be, most respectfully, your obedient servant,
FRED'K WATTS,
Commissioner of Agriculture.

Hon. GEO. S. BOUTWELL,
*Chairman of Committee on Re-organization
of the Executive Departments.*

WASHINGTON, May 11, 1875.

SIR: The conference which the committee had with the members of the Light-House Board disclosed a fact already known to the committee, in a general way, that differences of opinion had arisen in regard to the respective duties of the secretary who represents the Navy Department and the secretary representing the War Department; and, although for the present the difficulty seems to have been disposed of, the question still remains, whether any change of organization can be made which will relieve the service from similar disagreements in the future.

The committee also desire to have your views as to the expediency of providing by law for the compensation of members of the board selected from civil life on account of their scientific attainments.

I have the honor to be, yours, very respectfully,

GEO. S. BOUTWELL,
Chairman Committee on Re-organization of the Departments.
Hon. B. H. BRISTOW,
Secretary of the Treasury.

TREASURY DEPARTMENT,
February 10, 1876.

SIR: I have the honor to acknowledge the receipt of your letter of the 11th of May last, in which, referring to certain past differences of opinion in the Light-House Board in regard to the respective duties of the naval and engineer secretaries, you request my views as to so changing the organization of the board as to prevent similar disagreements in the

future; and also, as to the expediency of providing by law for the compensation of members of the board selected from civil life for their scientific attainments.

In reply I have to say that the bill introduced in the Senate on the 31st ultimo, by the Hon. Mr. Sargent, (S. No. 373,) "to promote the efficiency of the light-house service of the United States," meets the views of the Department as a sufficient remedy against the recurrence of the disagreements referred to by your letter.

In relation to compensating the members of the board selected from civil life for their scientific attainments, in view of the provision of law which determines that they shall be persons whose services are already at the disposal of the Government, it is thought that the compensation suggested would be virtually an increase of salary, which I am not prepared to recommend.

I have the honor to be, sir, your obedient servant,
 CHAS. F. CONANT,
Acting Secretary.

Hon. GEORGE S. BOUTWELL,
*Chairman Committee on Re-organization
 of the Executive Departments.*

TREASURY DEPARTMENT,
 Washington, November 24, 1875.

MY DEAR SIR: I hand you herewith copy of a proposed plan for the re organization of the Light-House Establishment, prepared and submitted to the President by an intelligent officer of long experience in the naval service.

Without wishing to commit myself in any way to this plan, I deem it proper to present it to you for your consideration.

Very truly, yours,

B. H. BRISTOW.

Hon. GEO. S. BOUTWELL,
United States Senate.

THE LIGHT-HOUSE ESTABLISHMENT OF THE UNITED STATES.

The appropriations for this establishment amount for the present year to more than \$2,800,000.

The salaries of the light-house keepers and their assistants aggregate \$585,000.

The lights, beacons, buoys, light-ships, &c., number about 4,000.

There are 23 light-ships and eight tenders or relieving-vessels, costing for the year \$230,000.

The operations of the board extend over more than 10,000 miles of sea-coast and inland waters.

This large and peculiarly important national service is managed by a "board" known as the Light-House Board of the United States, and is composed of three officers of the Navy and three of the Army, the Secretary of the Smithsonian Institution, and the Superintendent of the Coast Survey. The board is under the Secretary of the Treasury, who is, *ex officio*, its president. A military and a naval member act as secretaries and are of equal authority.

By law the board is required to meet four times per year.

The administration of an extended and highly important national service, requiring prompt decision, certainty of action, and strict discipline, by means of a body of men engaged in various pursuits, drawn from different walks in life, and meeting occasionally, must, under any conditions, result in an uncertain, cumbersome, and inefficient management, with the element of individual responsibility entirely wanting. This is a proposition altogether independent of the character of the men composing the administrative board, and is in the nature of an axiom which the experience of all men having to act in boards or committees will quite sustain. Indeed, in the business world this difficulty is met by the employment of an executive officer to manage the details and the *personnel* of a company's service, the board of directors having something such relations to this officer that Congress bears to the Executive or to the head of a Department. In general terms, it may be asserted that the business prosperity of a company having an efficient executive, bears a direct relation to the extent to which he is "let alone" by the board of directors.

But, in the organization of the Light-House Board there has been introduced, also, an additional element of disagreement, jealousy and controversy, one inherent to the military and naval services of all nations when acting together. This must greatly increase that uncertainty of action belonging ordinarily to a mixed and irresponsible administration conducted by several men acting as a board.

As the Secretary of the Treasury is rarely or never present at its meetings, the board is practically composed of eight members.

The absence of the Secretary of the Treasury from the board meetings, and the practical impossibility for him to give attention to details, destroy those theoretical considerations on which the board seems to have been organized, in which reliance was had doubtless upon the effect of his presence, of his superior authority and ultimate individual responsibility to the country for the efficiency of the Light-House Establishment.

Of the eight other members, six are drawn equally from the Navy and the Engineer Corps of the Army, each being moved by the influences, ambitions, and prejudices of his respective corps. The two secretaries, one from each service and of equal authority, practically direct the details of the light-house service. In the nature of things the respective duties and charge of each cannot be so clearly defined that clashing of interests, irreconcilable differences, collisions, and encroachments, fancied or real, upon the one part or the other, will not arise; the disorders thus created are inevitably carried into the board and espoused by the fellow-officers of each secretary, doubtless resulting in serious detriment to the public interest.

The experiences of the board in past years fully sustain these views.

The Light-House Establishment offers a legitimate field in which to employ the professional skill of engineer and naval officers; it is a practical school for both, and the work pertains rightfully and properly to the two professions.

In the field of the engineer's special training falls the construction of light-houses, beacons, sea-walls, apparatus, &c., while the management of lights, light-ships, relieving-vessels, transportation of supplies, the discipline of keepers, ship-crews, &c., fall more properly to the naval officer. Each can most advantageously conduct his own peculiar department of the service, and it would inflict wrong upon either service were the establishment to be placed wholly in the management of the other, as

it would also be damaging to the public interest. But it is essential to bring the officers of the two services under one common head, having the charge and responsibility of the Light-House Establishment, exercising authority over all persons employed in it, and with power to fix and indicate the duties of each and every one.

To the end that his control may be unquestioned, this person cannot be taken from either the military or naval service.

The Coast Survey of the United States offers an example of a highly satisfactory employment of military and naval officers under a civil superintendent, who, under the Secretary of the Treasury, is alone responsible for the efficiency of that branch of the service.

No reason applicable to the Light-House Establishment can be urged in favor of its management by a board, constituted as that one now is, which could not be urged with equal cogency and made equally applicable to the Coast Survey. But the latter service is presided over by a superintendent with the happiest results.

In like manner, were the Light-House Establishment placed in charge of a superintendent (acting directly under the Secretary of the Treasury) not a member of the military or naval service, it would benefit by the professional ability and integrity of the officers of each of those services working in harmony under a common direction and each in his own appropriate department. The establishment would benefit by the management of one person, devoting his whole time and energies to its administration, being aided and supported by the staff of officers drawn from those services.

On those rare occasions that a scientific question arises, requiring peculiar attainments in some particular line of inquiry for its discussion and solution, a suitable person may be engaged for the investigation, thus securing all the advantages claimed for the presence of scientists in the board.

The substitution of a superintendent for the present board should involve few changes. The naval and military secretaries should be retained as assistants to the superintendent, and the other officers and employés remain at their posts as now ordered, the establishment being retained under the Treasury Department.

The board has urged that the establishment was formerly under individual management, but it should be explained that the Fifth Auditor of the Treasury was then in charge, who, with no suitable staff and no fitness for the duty, had still other, more appropriate, and arduous duties to perform.

The boards of Great Britain and France, if the latter's can be called a board, are unwieldy and expensive organizations, the slow growth of time, and tolerated in the former country because traditions gather about the Trinity, and tradition gives with that people a sacred right to perpetuity. England has its board, Scotland its board, and Ireland its board.

It might be well to leave it in the discretion of the Secretary of the Treasury to assemble a board constituted as the present one is, the superintendent and two assistants being members, for the discussion of such questions as he might wish to submit.

It is supposed the following advantages will be realized by the substitution of a superintendent for the present Light-House Board:

1. A remedy for the evils of a service as now constituted practically without a head.
2. An individual and not a divided responsibility.

3. More direct relations with and responsibility to the Secretary of the Treasury.
4. Greater promptitude and efficiency and better discipline in the service.
5. More effective and harmonious employment of naval and engineer officers.
6. Economy.

WASHINGTON, *May 12, 1875.*

SIR: The Committee of the Senate on the Re-organization of the Executive Departments of the Government have already had the honor to address you several letters touching the organization of the Bureaus in the Treasury Department, and they now desire, in conclusion, to obtain your opinion upon other topics of a general nature.

First. Whether the hours of labor for officers, clerks, and employés might be increased to six and a half or seven hours each day with advantage to the public service.

Secondly. Whether a system of examination by an impartial board of commissioners, appointed by the President and confirmed by the Senate, and not in any way connected with the Executive Departments, for the examination of persons who may have been first designated by the appointing power, would be expedient, not designing, by this inquiry, to suggest that such commissioners should be clothed with authority to make competitive examinations, or to examine persons already in the Departments who may be candidates for promotion.

Thirdly. Whether it would not be expedient to provide that claims upon the Government, made on account of transactions occurring more than three years prior to the presentation of the claims, should be transferred to the Court of Claims, or to some other court, there to be heard and disposed of according to the forms observed usually in tribunals of justice.

Fourthly. In the course of their examinations the committee have had occasion to consider the expediency of establishing the Office of Commissioner of Customs for the transaction of that branch of business in a manner corresponding to that pursued in the Office of the Commissioner of Internal Revenue, or of establishing the Office of Commissioner of the Revenue, to which should be assigned the business proposed for the Commissioner of Customs Revenue, together with that now in charge of the Commissioner of Internal Revenue.

Fifthly. Should not the Office of Commissioner of Customs, as at present constituted, be abolished, and the business of auditing the accounts of the customs-officers be transferred to one of the Auditors, and ultimately to one of the Comptrollers, as other claims against the Government are audited and settled?

Sixthly. Some of your predecessors have recommended the creation of the Office of Comptroller in Chief, to whom all questions of doubt arising in the Office of the First or Second Comptroller should be referred, for the purpose of securing uniformity of action in the adjustment of accounts.

Seventhly. Several of the officers in charge of the various branches of business in the Treasury Department have suggested that the number of clerks of different grades was not adjusted to the requirements

of business, and, as far as the committee could obtain the means of forming an opinion, there seemed to be justice in the statements made.

I have the honor to be, yours, very respectfully,

GEO. S. BOUTWELL,

Chairman.

Hon. B. H. BRISTOW,
Secretary of the Treasury.

TREASURY DEPARTMENT,

April 12, 1876.

SIR: I have the honor to acknowledge the receipt of your letter of May 12, 1875, asking my opinion touching certain general topics pertaining to the organization of this Department, viz:

First. Whether the hours of labor for officers, clerks, and employes might be increased to six and a half or seven hours each day, with advantage to the public service.

Secondly. Whether a system of examination by an impartial board of commissioners, appointed by the President and confirmed by the Senate, and not in any way connected with the Executive Departments, for the examination of persons who may have been first designated by the appointing power, would be expedient, not designing by this inquiry to suggest that such commissioners should be clothed with authority to make competitive examinations, or to examine persons already in the Departments who may be candidates for promotion.

Thirdly. Whether it would not be expedient to provide that claims upon the Government, made on account of transactions occurring more than three years prior to the presentation of the claims, should be transferred to the Court of Claims, or to some other court, there to be heard and disposed of according to the forms observed usually in tribunals of justice.

Fourthly. The expediency of establishing the office of Commissioner of Customs for the transaction of that branch of business in a manner corresponding to that pursued in the office of the Commissioner of Internal Revenue, or of establishing the office of Commissioner of the Revenue, to which should be assigned the business proposed for the Commissioner of Customs Revenue, together with that now in charge of the Commissioner of Internal Revenue.

Fifthly. Should not the office of Commissioner of Customs, as at present constituted, be abolished, and the business of auditing the accounts of the customs-officers be transferred to one of the Auditors, and ultimately to one of the Comptrollers, as other claims against the Government are audited and settled?

Sixthly. The establishing of the office of Comptroller-in-Chief, to whom all questions of doubt arising in the office of the First or Second Comptroller should be referred.

Seventhly. The re-adjustment of the number of clerks of the different grades to the requirements of business.

In reply to your several inquiries, in their order, I have to state that (1) the hours of labor in this Department have been increased, since the date of your letter, to seven hours per day; that (2) experience shows that the examination of applicants can, at best, show but approximately their probable worth to the public service. Their aptness for performing the duties to be assigned them, their industry, and their character, are qualifications which mere examination cannot develop,

but which can only be properly proved by service, under the observation of the officers of the Department, and therefore it is thought that the examination now required by law is sufficient for the purpose intended, and it can be conducted by the officers of this Department without serious inconvenience; that (3) the views of this Department in the matter of the transfer to the courts, of claims against the Government, are fully set forth in the annual report of the Secretary of the Treasury, (Finance Report, 1875, page 11;) that (4 and 6) the views of the Department on the several subjects mentioned are fully set forth in the report of the Secretary of the Treasury for 1869, (Finance Report 1869, page xi;) that (5) it would not be deemed by this Department as advantageous at present to abolish the office of Commissioner of Customs, and to transfer its duties to other accounting-officers; and finally, that (7) since the date of your letter there has been a re-organization of the Department and such an adjustment of the grades of clerkships referred to as to remove in a great measure the inequalities before existing therein.

Very respectfully,

CHAS. F. CONANT,
Acting Secretary.

HON. GEORGE S. BOUTWELL,
*Chairman of the Committee on Re-organization of the
Departments, U. S. Senate.*

WASHINGTON, D. C., May 11, 1875.

SIR: One of the points to which I had the honor to call your attention when referring to the Office of the Register of the Treasury, was again presented to the committee while examining the Bureau of Statistics, the subject of duplicate returns of the tonnage of the United States. The committee are agreed in the opinion that it is inexpedient to have more than one set of returns, and they also think that it would be wiser to commit the subject to the Register of the Treasury exclusively.

I have the honor to be, yours, very respectfully,

GEO. S. BOUTWELL,
Chairman Committee on Re-organization of the Departments.

HON. BENJ. H. BRISTOW,
Secretary of the Treasury.

[Answer incorporated in reply to letter of April 30, 1875.]

WASHINGTON, May 11, 1875.

SIR: The Director of the Mint represented to the Committee on the Re-organization of the Departments that, without material addition to the expenses of the force employed in his office, great advantage would arise if persons having the proper technical knowledge could be employed.

Will you favor the committee with your views and an estimate of the cost of the proposed change?

Yours, very respectfully,

GEO. S. BOUTWELL, *Chairman.*

HON. B. H. BRISTOW,
Secretary of the Treasury.

TREASURY DEPARTMENT,
April 4, 1876.

SIR: I have the honor to acknowledge the receipt of your letter of the 3d instant, asking a reply to your letter of May 11, 1875, in reference to the re-organization of the Mint Bureau, and in reply thereto I transmit herewith copy of a letter addressed to this Office by the Director of the Mint, dated November 29, 1875, submitting a recommendation in relation to the re-organization of this Office.

I am, very respectfully,

B. H. BRISTOW, *Secretary.*

Hon. GEORGE S. BOUTWELL,
*Chairman of the Committee on Re-organization of
the Departments, United States Senate.*

TREASURY DEPARTMENT,
OFFICE OF THE DIRECTOR OF THE MINT,
November 29, 1875.

SIR: Acknowledging your reference to this Office of a letter from the Hon. Geo. S. Boutwell, chairman of the Senate Committee on the Re-organization of the Departments, dated May 11, 1875, I have the honor to submit the following recommendation in relation to the re-organization of this Office.

The clerical force under existing laws is as follows, viz:

| | |
|------------------------------|---------|
| One computer of bullion..... | \$2,200 |
| One examiner of mints..... | 2,200 |
| One fourth-class clerk..... | 1,800 |
| One second-class clerk..... | 1,400 |
| One first-class clerk..... | 1,200 |
| One translator..... | 1,200 |
| One copyist..... | 900 |
| One messenger..... | 840 |
| One laborer..... | 720 |
| | 12,460 |

The salaries allowed the computer of bullion and examiner of mints are entirely inadequate to the nature of the services performed, being less than are received by the principal clerks throughout the Department, and should not be less than \$2,800.

The second-class clerkship is at present filled by an expert in assaying and metallurgy, and the salary allowed him (\$1,400) wholly inadequate; his title should be changed to that of assayer and metallurgist, at a salary not less than \$2,500 per annum, and the place made vacant by such promotion be filled by the first-class clerk.

All the bullion and ordinary accounts of the mints and assay offices are critically examined in this Office before being transmitted to the First Auditor for settlement; this duty is performed chiefly by the fourth-class clerk, whose title should be changed to that of accountant, at \$2,000 per annum. The organization would thus stand as follows, viz:

| | |
|-----------------------------------|---------|
| One computer of bullion..... | \$2,800 |
| One examiner of mints..... | 2,800 |
| One assayer and metallurgist..... | 2,500 |
| One accountant..... | 2,000 |
| One second-class clerk..... | 1,400 |
| One translator..... | 1,200 |
| One copyist..... | 900 |
| One messenger..... | 840 |
| One laborer..... | 720 |

I embrace this occasion to represent that the efficiency of this Office and its service would be greatly promoted if provision were made for an assay laboratory. In fact, I may say that it is indispensably necessary. If this cannot be provided in the Treasury Department, I most respectfully suggest for your consideration the propriety of erecting a small edifice for that purpose in the vicinity of the Department.

The rooms at present occupied are scarcely sufficient for the proper transaction of the executive business of this Office, and no space is afforded for making the simplest analysis or chemical experiment.

The test-assays of the coinage and assays of samples of bullion and ores are often required.

All of which is respectfully submitted.

I am, sir, very respectfully,

H. R. LINDERMAN, *Director.*

Hon. B. H. BRISTOW,
Secretary of the Treasury.

MARCH 25, 1876.

SIR: Referring to so much of your letter of the 20th of January, 1876, as relates to the payment of pensioners by checks drawn by officers of the Treasury Department, I have to say that the committee, after considering what you have said, still entertain the opinion that a saving might be effected by such payments.

Directing your attention to the paragraph of your letter, "Pensions are now paid quarterly, viz, on the 4th day of March," &c., I am instructed to ask whether it would not be practically a saving to cause a blank form of statement, with the proper voucher attached, to be printed upon the back of each check, to which the signature of the payee of the check should be affixed, and an oath taken by the payee before a magistrate covering all the points that are now covered by the oath taken by pensioners who do not appear and make oath before the pension agent, as stated in the paragraph succeeding that to which reference has been already made.

It seems to the committee that every safeguard now found in the present system of paying pensioners, whether they are paid directly by the agent or by the transmission of a check through the mail upon the receipt of the voucher spoken of, can be secured by the plan suggested.

The idea of the committee may be stated thus:

First. The Pension-Office to furnish the Treasury Department, at a reasonable time before the completion of the quarter, with a schedule of all the pensioners borne on the rolls. It is understood that this list is not now furnished to the respective agents in different parts of the country, and the committee suppose that the labor would be no greater under the system suggested than what is performed under the present system.

Secondly. The checks to be issued by the Treasurer of the United States upon the various depositories of the country so as to meet the wants of pensioners in different sections, and to be transmitted by mail to the pensioners so as to arrive at the place of destination on or before the day of payment, and without cost to the pensioner.

Thirdly. A blank form to be printed on the back of each check adapted to the class of pensioners to which the individual payee named in the check belongs, requiring an affidavit that all the safeguards that

are now provided for in reference to the class of pensioners who do not collect their pensions at the offices of the pension agents.

The committee instruct me to ask your opinion, and especially a full statement of such objections as occur to you.

An early reply is desired.

I have the honor to be, yours, very respectfully,

GEO. S. BOUTWELL,

Chairman of the Select Committee on Civil Service.

Hon. Z. CHANDLER,

Secretary of the Interior, Washington, D. C.

DEPARTMENT OF THE INTERIOR,

Washington, March 28, 1876.

SIR: I have the honor to acknowledge the receipt of your communication, dated the 25th instant, submitting, for an expression of my views, several propositions looking toward a more economical system of paying pensions than the existing one, and to inform you that the same has been referred to the Commissioner of Pensions for report, upon receipt of which the subject will be carefully considered, and your honorable committee duly informed of the views of this Department in the premises.

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

Z. CHANDLER,

Secretary.

Hon. GEORGE S. BOUTWELL,

Chairman Select Committee on Civil Service,

Senate of the United States.

DEPARTMENT OF THE INTERIOR,

Washington, April 7, 1876.

SIR: In response to the request of your honorable committee for an expression of my views upon the propositions contained in your letter of the 25th ultimo, looking toward the adoption of a more economical system of paying pensions than the existing one, I now have the honor to inclose a copy of a letter addressed to me on the 5th instant by the Commissioner of Pensions, and, in addition to the views expressed by him upon the subject, wherein I fully concur, to submit the following remarks:

The proposition upon which my opinion is desired is, in effect, to substitute for the present plan of paying pensions a system whereunder all pensions would be paid by checks, signed by the Treasurer of the United States and transmitted through the mails from the seat of Government to the post-office address of each pensioner. It is proposed to cause (quoting from your letter) "a blank form of statement, with the proper voucher attached, to be printed upon the back of each check, to which the signature of the payee of the check should be affixed, and an oath taken by the payee before a magistrate, covering all the points that are now covered by the oath taken by pensioners who do not apply and make oath before the pension agent."

The views of your committee are presented in three sections, (the third of which is similar in purport to the foregoing,) which, for the

sake of convenience, I will quote and comment upon, in the order in which they are stated in your letter. I quote as follows:

"First. The Pension-Office to furnish the Treasury Department, at a reasonable time before the completion of the quarter, with a schedule of all the pensioners borne on the rolls. It is understood that this list is [not] now furnished to the respective agents in different parts of the country, and the committee suppose that the labor would be no greater under the system suggested than what is performed under the present system."

It is apparent, from the latter part of the last sentence, above quoted, that the word "not," in brackets, was not intended to be used. Upon this understanding, the proposition appears to have been based upon a misapprehension as to the facts, as the Commissioner states that, under the present system, schedules of all the pensioners borne on the roll are *not* furnished prior to each quarterly payment to the several agents for paying pensions. The chief objection to the proposed plan consists, therefore, in the fact that the preparation, quarterly, of such a schedule, embracing about 235,000 names, with the numerous changes that occur during each quarter, would necessitate the employment of a considerable addition to the present clerical force of the Pension-Office.

"Secondly. The checks to be issued by the Treasurer of the United States, upon the various depositories of the country so as to meet the wants of pensioners in different sections, and to be transmitted by mail to the pensioners, so as to arrive at the place of destination on or before the day of payment, and without cost to the pensioner."

To this plan there can be no reasonable objection, provided the Pension-Office were supplied with the necessary additional force for the preparation of the schedule, before referred to, in time for the prompt issue of the checks required at each quarterly payment. There appears, however, to be serious objections to the third proposition, which is as follows:

"Thirdly. A blank form to be printed on the back of each check, adapted to the class of pensioners to which the individual payee named in the check belongs, requiring an affidavit that all the safeguards that are now provided for in reference to the class of pensioners who do not collect their pensions at the offices of the pension-agents."

Under the existing system the filing of a voucher, duly executed in accordance with the provisions of the statutes, is made a condition precedent to the issue of a check in payment of a pension. This practice is in strict conformity to the established rule with respect to the disbursement of public moneys, viz, that payments shall only be made upon duly executed vouchers, whereas, under the above-quoted proposition, the rule would be reversed, by making the check to issue prior to the extension of the voucher, and this alone constitutes, in my opinion, a grave objection to the proposed mode of payment. It occurs to me, also, that, under the system proposed by your honorable committee, it will be difficult to establish sufficient safeguards for the protection of the Government against loss, as well as to insure the receipt of the pension-money, in every case, by the person entitled thereto. The presentation of a pension check at the depository upon which it may have been drawn, with the voucher thereon apparently executed before competent legal authority, would not warrant its payment, unless the paying-teller were satisfied as to the sufficiency of the voucher under the requirements of the pension laws, and the legality of its execution. Some competent authority should determine these questions, and it must be apparent to your committee that, while they are undetermined, such

a check would be difficult to negotiate. Under the present system pension-checks are universally negotiable without loss to the original holder, and, as I am informed, they pass current as money in many sections of the country. I do not believe that such would be the case with checks drawn under the proposed plan, the payment of which would necessarily be conditioned upon the sufficiency and legality of its attendant voucher. The result would be that, in those parts of the country which are remote from the several public depositories, pensioners would be subjected to great embarrassment and delay, if not to actual loss, (in suffering a discount on their checks,) in disposing of checks drawn as proposed by your honorable committee.

I might adduce other objections to the proposed change in the mode of paying pensions, but it is believed that the considerations hereinbefore presented are sufficient to warrant the conclusion that no appreciable saving, either to the Government or to pensioners would be effected by its adoption, and that neither the convenience and interests of pensioners, nor the safety of public interests, in this connection, would be promoted under the system proposed by your honorable committee.

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

CHAS. T. GORHAM,

Acting Secretary.

Hon. GEO. S. BOUTWELL,

*Chairman Select Committee on Civil Service,
Senate of the United States.*

DEPARTMENT OF THE INTERIOR, PENSION-OFFICE,
Washington, D. C., April 5, 1876.

SIR: I have the honor to acknowledge the receipt of your communication of the 28th ult., transmitting a copy of a letter addressed to you on the 25th ult., by Hon. George S. Boutwell, chairman of the Select Committee on Civil Service, United States Senate, with relation to a more economical system of paying pensions than the existing one, and to reply to the propositions therein contained as follows:

"First. The Pension-Office to furnish the Treasury Department, at a reasonable time before the completion of the quarter, with a schedule of all the pensions borne on the rolls. It is understood that this list is [not] now furnished to the respective agents in different parts of the country, and the committee suppose that the labor would be no greater under the system suggested than what is performed under the present system."

The committee misapprehend the practice. No schedule "of all the pensioners borne on the rolls" is furnished the agents, quarterly or otherwise. Each agent keeps the list of his own agency, and notes therein all changes by additions, drops, suspensions, increase, reductions, &c., occurring during the quarter. These alterations are usually made upon instructions issued by this Office, and they are given in individual cases as they arise. The list of the agency, then, is the result of a continuous growth, and in which changes are constantly occurring up to the day of payment. Yet the aggregate of these changes is but a small per cent. of the entire roll.

Again, probably one-half of these changes arise from reductions made upon the biennial and other periodical examinations. These are made after the payment is due, and take effect from and after the preceding quarterly payment. The surgeon's certificate is transmitted to the pen-

sion agent, who pays at once, at the reduced rate, without reference to this Office, which has no knowledge of the reduction until after the current payment has been made.

To furnish a schedule, quarterly, of those entitled to payment, would require a large force of clerks. The present roll consists of nearly 235,000 names. It would require five clerks to transcribe 1,000 names, accurately, in a day, or a total of 1,175 days' work to prepare the schedule between payments; and the schedule thus prepared, would simply be, from quarter to quarter, a duplication of at least seventy-five per cent. of the entire roll.

"Secondly. The checks to be issued by the Treasurer of the United States upon the various depositories of the country so as to meet the wants of pensioners in different sections, and to be transmitted by mail to the pensioners so as to arrive at the place of destination on or before the day of payment, and without cost to the pensioner."

If furnished with a schedule of all pensioners entitled, within a reasonable time before the completion of the quarter, and with an adequate force, it, of course, would be practicable to issue checks to each pensioner before the day of payment, and without cost to the pensioner; but the difficulty, I apprehend, will arise under the third proposition, as follows:

"Thirdly. A blank form to be printed on the back of each check, adapted to the class of pensioners to which the individual payee named in the checks belongs, requiring an affidavit that all the safeguards that are now provided for, in reference to the class of pensioners who do not collect their pensions at the offices of the pension-agents."

This proposition embodies a novel plan of payment. It contemplates a reversal of a rule that universally prevails in the disbursement of Government funds—that payment shall be made only after vouchers are presented.

A voucher for the payment of a pension is more than an ordinary acknowledgment of the receipt of money. The name of Richard Roe is upon the list; its office in his case is to establish the identity of the person who receives payment with the one of that name who rendered the service and became disabled. The name of Mary, the widow of John Doe, is inscribed, and the names of her minor children are added. Her voucher is arranged to prove her identity, that she has not remarried, and that each of her children still survive, and have not been abandoned by her. The validity of the payment is involved in the truthful presentation of these matters. If false personation occurs, of course the Government is liable to the rightful claimant.

Each voucher embraces questions of fact to be shown in evidence, and of law, in the manner of their execution. Some authority must pass upon their sufficiency and their legality. To whom are they submitted by the proposition before us?

The check, to fulfill its mission, must represent cash in the hands of the pensioner. What banking institution or individual will cash it with these questions unadjudicated?

A large element of risk would be involved in such transactions, and, in the opinion of this Office, the inevitable result would be to place the pensioners at the mercy of those who would trade upon their necessities by discounting Government paper.

Under the present system pension-checks are current throughout the land. Under the proposed system the uncertainties that will attach to the checks, until the sufficiency of the evidence upon their backs has been passed upon by a Government officer having lawful jurisdiction, will

depreciate their value, and in many sections cause them to become uncurrent.

The honorable chairman refers to "all the safeguards that are now provided for in reference to the class of pensioners who do not collect their pensions at the offices of the pension agents."

I desire to say that identically the same oath and testimony are required of these pensioners as of others; the only difference in their mode of payment is in the person who administers the oath, and in the fact that no fee therefor is paid to the agent.

Hon. Mr. Boutwell says that the checks will issue without cost to the pensioners. So they do now, but the execution of the voucher, whether connected with or separate from the check, will involve the same expense to each pensioner, and to those paid in person—about 75,000—the magistrate's fee will be added.

In perhaps 90 per cent. of the payments now made, the official characters of the magistrates, signing the jurats are known to the agents, and no certificates under seal are required therein. If the system is changed, this local knowledge being no longer available, such a certificate must be furnished with each voucher, imposing upon each pensioner an annual expense of \$2 to \$10.

When the validity of the check becomes dependent upon the proper execution of the voucher, the commercial world will insist upon all the formal safeguards.

Your attention is invited to the impolicy of issuing checks upon national depositories for which payment is to be determined by a condition subsequent. It is an invitation to fraud, is subversive of well-established rules, and will endanger the prompt realization by the pensioner of the amount secured to him by his certificate.

With reference, in this connection, to the comparative cost in dollars of the present system with a system of central payment similar to that proposed by Mr. Boutwell, I have the honor to invite your attention to pages 4, 5, 6, 7, 8 of the accompanying copy of the views of the minority of the House Committee on Invalid Pensions in relation to House bill 2590, which, among other things, provides for the payment of pension through the Office of the Paymaster-General. The views therein expressed meet with the concurrence of this Office.

Very respectfully,

J. A. BENTLEY,
Commissioner.

Hon. ZACHARIAH CHANDLER,
Secretary of the Interior.

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