

REPORT

THE SELECT COMMITTEE OF THE UNITED STATES SENATE,

APPOINTED

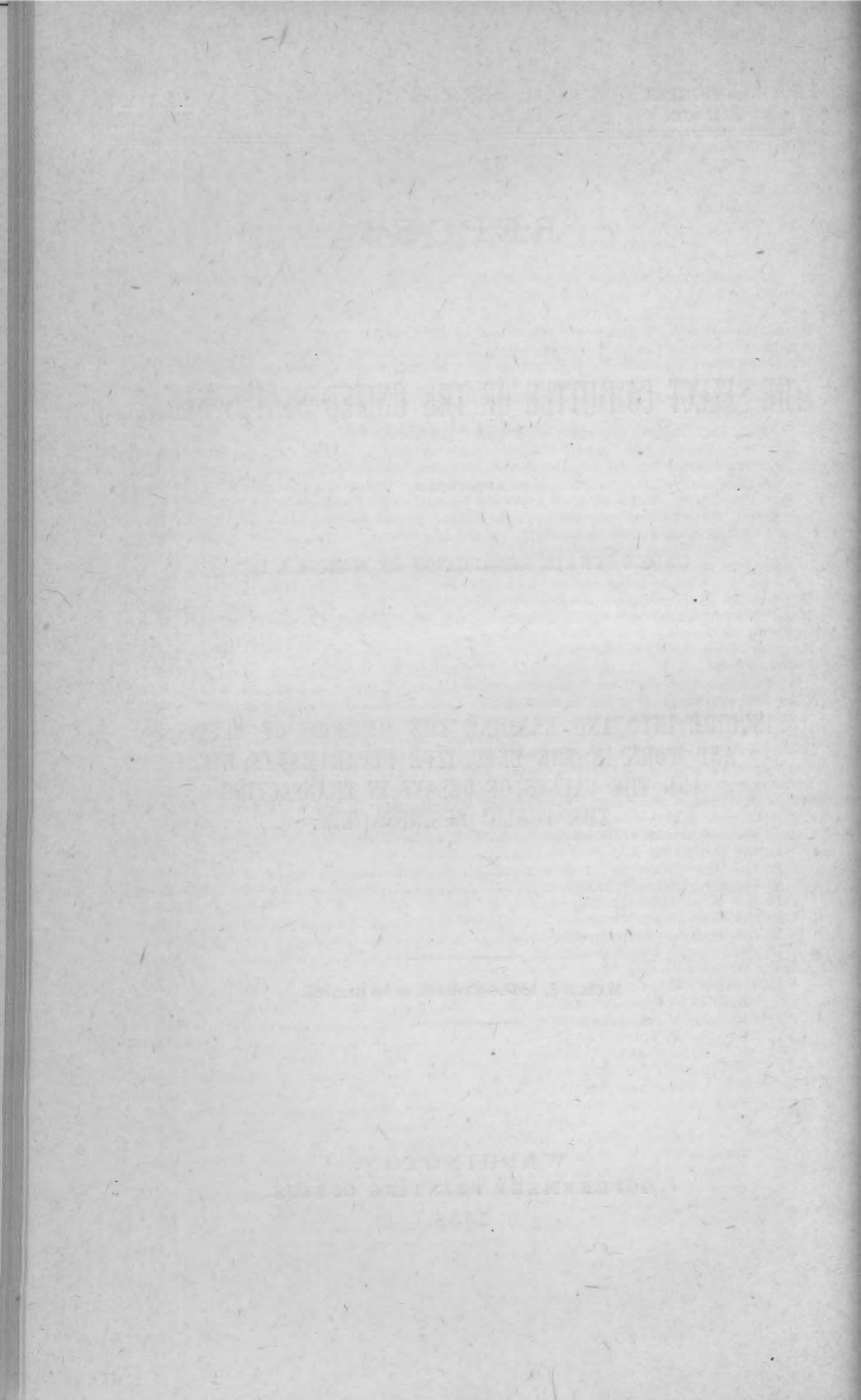
UNDER SENATE RESOLUTION OF MARCH 3, 1887,

TO

INQUIRE INTO AND EXAMINE THE METHODS OF BUSINESS
AND WORK IN THE EXECUTIVE DEPARTMENTS, ETC.,
AND THE CAUSES OF DELAYS IN TRANSACTING
THE PUBLIC BUSINESS, ETC.

—————
MARCH 8, 1888.—Ordered to be printed.
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IN THE SENATE OF THE UNITED STATES.

MARCH 8, 1888.—Ordered to be printed.

Mr. COCKRELL, from the Select Committee to inquire into and examine the methods of business and work in the Executive Departments of the Government, submitted the following

REPORT:

The select committee of the Senate, appointed under the following resolution—to wit:

IN THE SENATE OF THE UNITED STATES,
March 3, 1887.

Resolved, That a select committee, to consist of five Senators be, and the same is hereby, constituted and appointed, whose duty it shall be to inquire into and examine the methods of business and work in the Executive Departments of the Government, the time and attention devoted to the operations thereof by the persons employed therein, and generally to inquire into and report to the Senate the causes of the delays in transacting the public business said to exist in some of said Departments.

Said committee is hereby authorized to employ a clerk and stenographer, and shall have power to send for persons and papers and to sit during the recess of the Senate next to occur.

The compensation, not exceeding the rate of \$8 per day, of any clerk or stenographer employed by said committee, and its other necessary expenses, shall be paid out of the appropriation for the miscellaneous items for the contingent fund of the Senate, upon vouchers to be approved by the chairman of said committee.

The President *pro tempore* appointed Mr. Cockrell, Mr. Harris, Mr. Jones of Arkansas, Mr. Platt, and Mr. Cullom the committee authorized by the foregoing resolution.

Attest:

ANSON G. MCCOOK, *Secretary*—

beg leave to submit the following report:

Your committee met, and, after full consideration, agreed upon the form of letters of inquiry to be addressed to the heads of the various Executive Departments, asking for specific information as to the methods of business, the amount and character of business on hand, received, and disposed of at and during certain designated periods, etc., and directed the chairman to prepare such letters accordingly, and receive the reports and have them printed for the use of the committee.

The chairman accordingly prepared such letters and submitted them to the heads of the Departments, received the various reports, examined and prepared them for printing, so as to reduce them to convenient size, and superintended their printing—the reports from each Department in a separate volume—and paged each from one to the close, so as to be of convenient reference.

These printed reports contain the letters addressed to the heads of the Departments by the chairman and the responses thereto and the accompanying reports from the heads of Bureaus and chiefs of divisions in the respective Departments, and are herewith submitted to the Senate.

There were exhibits accompanying the reports which were already in print and accessible, and were therefore not again printed in the re-

ports, notes of such omission being inserted in the reports having such exhibits.

There were numerous tables attached to the reports which contained much matter not pertinent to the investigation, and which were condensed into much reduced space, notes of such action being inserted with the condensed statement.

Nothing, however, which tended to explain the methods of business, the amount and character of business pending, received, or disposed of, or to give any data deemed pertinent to the investigation or valuable for reference, was omitted from the printed reports or condensed.

The reports of the heads of the Departments give the legal organization of each Department, with the number of officers and employes. From these reports your committee compiled the following condensed statements, showing the number of officers and employes in each of the Departments, and also the number of officers and enlisted men in the Army and Navy of the United States:

The Department of War:

Civilian officers and employes in Department proper	1,536
Civilian officers and employes in the offices connected with Department in Washington	274
Civilian employes in Quartermaster-General's Department in the various military departments	1,563
Civilian employes in Medical Department in various places	313
Total civilian officers and employes	3,686

United States Army:

Commissioned officers on active list	2,159
Enlisted men, non-commissioned staff, recruits, and Indian scouts	25,000
Total officers and men	27,159

General-service clerks and messengers at various military headquarters	170
In Signal Corps 17 officers and 470 enlisted	487
Officers on retired list, U. S. Army	456
Total officers and men, civilian, commissioned, and enlisted in War Department, Army and Signal Corps	31,958

The Department of the Navy:

Civilian officers and employes in Navy Department proper	257
Civilian employes, pay clerks, cadets, etc., at yards, stations, etc.	3,770
Officers and men on active list, U. S. Navy	9,006
Officers on retired list, U. S. Navy	370
Officers and men in United States marine service, active list	1,992
Officers in same on retired list	34
Total officers and men, civilian and commissioned, in Navy Department, U. S. Navy and Marine Corps	15,429

The Post-Office Department:

Officers and employes in Post-Office Department proper	600
Postmasters:	
First class	75
Second class	400
Third class	1,884
Fourth class	52,415
Assistant postmasters, first and second classes	54,774
Clerks in post-offices, first and second classes	5,781
Messengers, janitors, and laborers in post-offices, first and second classes ..	222
Carriers in free-delivery offices	5,206
Inspectors in charge, 12; in the field, 97; inspectors' clerks, 13	122
Contractors and sub-contractors in star and steam-boat service	14,659
Special carriers and mail messengers	7,845

The Post-Office Department—Continued.

Railway mail service: Superintendents, 10; assistants, 4; postal clerks, 4,746.....	4,760
Employés at stamp-envelope and postal-card agencies and at Shanghai and Panama, foreign mails.....	33
Total in Department and postal service	94,386

Department of the Interior:

Officers and employés appointed by the President and Secretary.....	3,600
Employés outside the Department not appointed by the President or Secretary.....	5,554
Total officers and employés in the Department and its service.....	9,154

The Department of the Treasury:

Officers and employés in Department proper	2,477
The Customs Service.....	4,356
The Internal-Revenue Service	3,218
The nine sub-treasuries	225
The mints and assay officers	948
The public buildings	655
The U. S. Coast and Geodetic Survey.....	173
The Light-House Service.....	1,321
The Life-Saving Service.....	242
The Steam-boat Inspection Service	164
The Revenue Marine Service	997
The Marine Hospital Service	406
The Shipping Commission Service.....	46
Total in Department and its service	15,228

The Department of Justice:

Officers and employés in Department proper	89
United States district attorneys, 70; assistants, 65; special assistants, 39.....	174
United States marshals.....	70
Deputy United States marshals and employés in the offices of or under all the United States marshals.....	1,467
Total in Department and its service.....	1,800

The Department of State:

Officers and employés in Department proper.....	78
Same in diplomatic service	63
Same in consular service (Department report, page 8).....	1,204
Total in Department of State and its service	1,345

The Department of Agriculture:

Total officers and employés in Department and in its service.....	408
Government Printing Office:	
Total officers and employés.....	2,038

RECAPITULATION.

Total officers and employés in the several branches of the civil service.....	132,072
Total officers and men in U. S. Army.....	28,272
Total officers and men in U. S. Navy.....	11,402
Total officers and men in Government service.....	171,746

The foregoing may not be entirely accurate, but is as nearly correct as your committee could make it without devoting much more time and labor in verifying the figures than they could well spare.

Your committee, in the letters addressed to each head of Department, requested him to furnish "a detailed statement of the methods of transacting business in each Bureau of your Department, including one or more items of the principal business matters transacted in each of such

Bureaus, beginning with the receipt of the business matter in the Department and then showing in consecutive order the various steps taken by each of such business matters, through the various Bureaus and employés, through whose hands the same passes, and by whom it is considered and acted upon, and the action thereon had and taken by each, until the same is finally disposed of and notice thereof duly given to the proper party."

The reports received from the various Departments giving the methods of transacting the business are exceedingly valuable and instructive, and generally show fully the particular manner in which the work in each bureau and division of such Department is transacted therein.

They do not, however, contain any detailed statement of the various acts, in their consecutive order done, in the other bureaus or divisions, or in other Departments, in the transaction of any given business matter, and the reports of the Treasury Department do not show the steps taken or the acts done in other Departments in any given business matter coming from such Department into the Treasury Department for action.

In order, therefore, to ascertain clearly the methods of transacting certain items of the principal business matters originating in the Treasury Department itself, and also in the other Departments and then coming into the Treasury Department for action there, your committee caused certain items of business to be traced in consecutive order through the various steps taken from the beginning of action thereon to the final consummation thereof.

DETAILED METHODS OF TRANACTING CERTAIN ITEMS OF PUBLIC BUSINESS.

The first item of business traced was the contingent expenses of the Treasury Department—stationery, 1887—and in detail is as follows: (The exhibits are too voluminous to be printed, and their character is fully indicated.)

CONTINGENT EXPENSES TREASURY DEPARTMENT, STATIONERY 1887.

The following is a detailed statement of the manner in which money was estimated for and, after an appropriation by Congress, expended in the purchase of stationery for the use of the Treasury Department and its various bureaus for the fiscal year 1887, and illustrates the settlement of such expenditures under the system of "settlement warrant."

This may be subdivided and placed under the following heads: (1) Estimate; (2) appropriation; (3) appropriation warrant; (4) purchase and delivery of the stationery; (5) payment for stationery delivered; (6) settlement of the accounts of the Treasurer of the United States, giving him credit for the payment of the "settlement warrant."

ESTIMATE.

The present system of obtaining from the chief of the stationery division, office of the Secretary, who has charge of the stationery, his recommendations as to the needs of the service is to send to him a copy of the circular letter of the Secretary (Exhibit A), and a blank "Estimate blank, No. 1" (Exhibit B). This estimate blank is filled out by the chief of the stationery division and transmitted to the Secretary of

the Treasury, division of warrants, estimates, and appropriations, where it is presented by the chief of that division to the Secretary of the Treasury for his approval. The amount fixed by the Secretary is sent to Congress in the Book of Estimates. This estimate of the chief of the stationery division is only for the information of the Secretary, who makes any change he sees fit in the estimates of the chiefs of division in his office, as well as in the estimates of the heads of bureaus of the Treasury Department. In this he acts in the same manner as the heads of all the Departments. The Secretary of the Treasury does not change the estimates of the heads of other Departments.

As this plan was not used in the divisions of the Secretary's office at the time the estimate under consideration was made, the chief of the warrant, estimate, and appropriation division consulted the chief of the stationery division as to the amount necessary for the fiscal year 1887, which amount, \$30,000, was inserted in the estimate blank in the warrant, estimate, and appropriation division by one of the clerks whose name can not now be ascertained, at the direction of the chief of division. After the blank was filled out it was submitted by the chief of the warrant, estimate, and appropriation division to the Secretary of the Treasury for his approval, after which it was submitted by the Secretary to Congress, with all other estimates for the same year, in the Book of Estimates.

APPROPRIATION.

Congress, by an act entitled "An act making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1887, and for other purposes," approved July 31, 1886, appropriated, "for stationery for the Treasury Department and its several bureaus, \$30,000." (U. S. Stat. at Large, vol. 24, page 186.)

This and all other appropriations was arranged by the warrant, estimate, and appropriation division of the office of the Secretary of the Treasury, and published in the "Digest of Appropriations, 1887," p. 53.

APPROPRIATION WARRANT.

The appropriation for this year was not made by Congress until July 31, 1886, and the period from July 1 to August 1 was covered by the extension of the appropriation act of 1886.

As soon after the 31st day of July, 1886, as the business of the warrant, estimate, and appropriation division of the Secretary's office would permit (September 20, 1886), appropriation warrant No. 12, Treasury Department, was made out in said division by J. L. Enderle, a clerk of class 4, and after examination by C. H. Miller, acting chief of the warrant, estimate, and appropriation division, was initialed by him as being correct, and sent by messenger to the Secretary of the Treasury for his signature. On the same day said appropriation warrant was signed by C. S. Fairchild, Acting Secretary, and returned by messenger to the chief of the warrant, estimate, and appropriation division. This appropriation warrant is dated August 5, 1886, and such is taken as the date of the warrant regardless of the time when the same was made out or signed. A copy of said warrant is herewith filed and marked Exhibit C. This warrant included a large number of items appropriated for, and amounting in the aggregate to \$12,326,916.87. After its return to the chief of the warrant, estimate, and appropriation division

it was entered on the "appropriation ledger" in said division by J. L. Enderle, a clerk of class 4. Said ledger is marked on the back: "Treasury Appropriation Ledger No. 34, Division of Warrant, Estimates, and Appropriations, Office of the Secretary of the Treasury," and has the following heading on top of the page on which the account is opened:

Contingent expenses, Treasury Department, stationery, 1887. Act July 31, 1886.

	1886. Aug. 5	By appropriation warrant No. 12, \$30,000.
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After entry in this ledger, the warrant was sent by the chief of division, by messenger, to the office of the First Comptroller, where it was delivered to the chief of the warrant division, who delivered it to Mr. Samuel Biddle, a clerk of class 3, who entered it in a book called "Register of appropriation warrants, No. 9, First Comptroller's office," and was so indorsed on the back. Said register, at the page on which entry is made, has the following heading: "Register of appropriation warrants addressed to the Comptroller and Register of the Treasury for payment of claims of a civil and miscellaneous nature."

The following are the ruled columns and headings printed below the above heading, and also the entries made by the clerk:

No.	Date.	Folio of ledger.	Titles of acts making appropriations, and purposes for which made.	Amount.
12	1886. Aug. 5	127	Treasury miscellaneous, contingent expenses, Treasury Department, stationery, 1887.....	\$30,000

After these entries were made and the date (September 20, 1886) inserted, the chief of division, Mr. Mangum, initialed the same, thus certifying to the Comptroller that the same had been correctly entered on the register and was ready for his signature. It was then sent by messenger to the First Comptroller, M. J. Durham, who signed the same and forwarded it to the Register of the Treasury, by messenger, who delivered it to the chief of the division of receipts and expenditures, Register's Office. The chief of this division delivered the warrant to Mr. R. S. Cowing, a clerk of class 3, who entered the same in a book entitled "Treasury Appropriations Register," which entry and the heading are as follows:

Treasury appropriations for the year ending June 30, 1887.

No. of app. warrant.	Date of app. act.	Page of ledger.	Title of acts and objects of appropriation.	Total amt. of each warrant.
No. 12	Aug. 5, 1886 .	119	Treasury miscellaneous, contingent expenses, Treasury Department, stationery, 1887	\$30,000

The clerk then filled up the blank after the words "Received and registered," with the date, September 28, 1886, initialed it as correct, "R. S. C.," and handed it to the chief of division, Mr. Holladay, who, after examining it, initialed it "H," and sent it by messenger to the Assistant Register, Mr. Ros. A. Fish, who signed and returned it by

messenger to the chief of the same division, receipts and expenditures, Register's Office. The chief in turn delivered it to Mr. H. C. Pearson, a clerk of class 4, in his division, who has charge of the "Treasury personal ledger," and in which he posted it. Said book has the following title on the back: "Treasury ledger, No. 93, July 1, 1886, to June 30, 1887, Register's Office, R. and E. Division," and the following heading on page 9, on which the debit entry set forth therein was made by Mr. Pearson:

General account of appropriations.

1886. August 5	Treasury.....	12	\$12, 326, 916. 87
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And on the same book, at page 13, the following credit entry was made under the following heading:

TREASURY DEPARTMENT.

Civil, foreign intercourse, and miscellaneous. Page 13.

1886.....	By general account of appropriation, page 9.....	12	\$12, 326, 916. 87
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After these entries he folded it and made on the back thereof the following indorsement: "Posted August 5, 1886. H. C. P."

It may be here stated that this date is not the date of the actual posting, but of the warrant, and is also used as a means of identification and reference. The warrant was then sent by messenger to files room No. 41, in the same office, and delivered to Mr. M. C. Hooker, a clerk of class 2, who has charge of said room, and who filed said warrant in what is called the "Appropriation warrant files." No entries were made by Mr. Hooker.

PURCHASE AND DELIVERY OF STATIONERY.

The estimates having been submitted and money appropriated, the appropriation warrant issued and an appropriation account opened on the books of the Secretary, First Comptroller, and Register, it is ready to be expended. In anticipation of the appropriation, on and prior to May 14, 1886, the chief of stationery division, A. L. Sturtevant, W. A. Gatley, fourth-class clerk, and W. C. Bickford, a third-class clerk in said division, made an estimate of the amount, kind, and quality of stationery likely to be required by the Treasury Department and its various bureaus for the fiscal year 1887, a copy of which said estimate is hereto attached and marked Exhibit D.

On said 12th day of May, 1886, the chief of the stationery division submitted to the Secretary of the Treasury a printed copy of said estimate and also of a form of proposal for stationery, dated May 14, 1886, which is hereto attached and marked Exhibit I, at the same time submitting a form of a bond required of bidders, which is also hereto attached and marked Exhibit K. For form of proposal and bond see those of Wyckoff, Seamans & Benedict. No letter of transmittal. At the same time and on said 12th day of May, 1886, the chief of the stationery division made out six authorities to insert advertisements for proposals in newspapers, the same to be published in six newspapers in the city of Washington, which said authorities were initialed by the chief of said

We were also required to examine the samples submitted, and select such as, in our judgment, would best serve the interests of the Government.

We have the honor to report that we have attended to the duty assigned us, and herewith enclose a schedule showing the results of our action.

Respectfully yours,

E. B. DASKAM,
E. P. BALDWIN,
THOS. J. BRENNAN,
Committee.

Accompanying said report was a schedule showing the result of their action, a copy of which said schedule is hereto attached and marked Exhibit H. Said schedule was, on the said 30th day of June, 1886, signed by E. B. Daskam, E. P. Baldwin, and Thomas J. Brennan, the committee, and initialed by A. L. Sturtevant, chief of the stationery division, as being correct, and forwarded by messenger to the Secretary of the Treasury for his approval and award. On the said 30th day of June, C. S. Fairchild, Acting Secretary, signed said schedule and awarded the contracts to the parties therein named. Among other items awarded to bidders, the following awarded to Wyckoff, Seamans & Benedict are taken as illustrating the method of doing business in the stationery division, under this appropriation, and also as exemplifying the manner of settling accounts by settlement warrant.

	Quantity.	Description of articles.	Price.
Wyckoff, Seamans & Benedict	10 reams.....	Letter, onion-skin, flat, for type-writer, sample required, per ream.	\$1.37
Do.....	20 reams.....	Cap, onion-skin, flat, for type-writer, sample required, per ream.	1.80
Do.....	75 reams.....	Letter, linen, flat, for type-writer, samples of three different weights required, per ream.	.84
Do.....	100 reams.....	Cap, linen, flat, for type-writer, samples of three different weights required, per ream.	1.13
Do.....	2,000 sheets.....	Carbon paper, best, 1,000 each letter and cap, in boxes containing 100 sheets each, samples required, average price per sheet.	.04

Attached hereto, and marked Exhibits I and K, are copies of the bids and bonds of Wyckoff, Seamans & Benedict on which the contract was awarded.

On the 13th day of July, 1886, the following order of delivery, directed to Wyckoff, Seamans & Benedict, Washington, D. C., was made out in the stationery division, Secretary's office, by A. L. Sturtevant, chief of division, and initialed by him as being correct, transmitted by messenger to Assistant Secretary Thompson, and by him initialed as correct, and transmitted by messenger to the Secretary of the Treasury, and on the same day signed by C. S. Fairchild, Acting Secretary, and returned by messenger to the chief of the stationery division, where it was copied, and on the same day forwarded by mail to Wyckoff, Seamans & Benedict:

A. L. S.]

TREASURY DEPARTMENT, OFFICE OF THE SECRETARY,
Washington, D. C., July 13, 1886.

Messrs. Wyckoff, Seamans and Benedict, Washington, D. C.:

GENTLEMEN: The following mentioned items of stationery in your proposal of the 14th ultimo have been awarded to you, viz: Items 5, 6, 7, 8, 9, as per inclosed schedule. The articles can not yet be ordered, as the necessary appropriation has not been made by Congress. When it shall have been made, however, you are authorized and requested to deliver the articles at once. Items 5, 6, 7, and 8 to be delivered in one-ream packages, securely wrapped and properly labelled.

Respectfully yours,

C. S. FAIRCHILD,
Acting Secretary.
T.

August 25, 1886, items 12, 2, 3, 5, and on September 1, 1886, item 4 of the award to Wyckoff, Seamans & Benedict were received and inspected by W. C. Bickford, clerk of class 3, who has charge of the stock, and by A. L. Sturtevant, chief of division, and being found to conform in every particular to the samples on file, they were accepted and entered on "tickler," and the goods placed in the store-room to be issued to the Bureau of the Treasury Department. A bill of all the items, amounting in the aggregate to \$305.70, was made out in the stationery division for the contractor and received by J. B. Buckelew, attorney in fact for Wyckoff, Seamans & Benedict. This bill was examined and initialed by W. C. Bickford, September 2, 1886, he certifying thereby that the goods had been received, inspected, and accepted. The bill was then delivered by Bickford to W. A. Gatley, who keeps the stock book and merchandise account, and who also verified the calculations. Gatley then entered the same on the merchandise account, a copy of which entry and the heading thereof is as follows:

[Entry in merchandise account.]

Stationery merchandise account.

No. of account.	Dr.	Month.	Amount.
(57)	To amount of account of Wyckoff, Seamans & Benedict	1886. Sept	\$305. 70

(Back of Book :) Stationery. Treasury Department. Merchandise account.

The account was then delivered by Gatley to the chief of the stationery division, who certified on the back thereof that the articles had been received. On the back of said bill the chief of said division placed the following indorsement for the signature of the Secretary of the Treasury:

Treasury Department, September 2, 1886. The within expenses are necessary and proper. The prices paid are just and reasonable, and the bill is therefore approved for the sum of \$305.70 and respectfully referred to the First Auditor for examination and settlement, payable from appropriation for "Contingent expenses," Treasury Department, 1887, stationery.

The chief of division, after checking said indorsement, forwarded the bill by messenger to the Acting Secretary of the Treasury, C. S. Fairchild, who on the same day signed said indorsement, and approved and forwarded the bill by messenger to the mail room, office of the Secretary, where it was delivered to the chief of said division and by him sent by messenger to the entry clerk, Miss Emma Ranney, a clerk of class \$1,000, who entered it on the book entitled "Record of miscellaneous letters received, Secretary's office, Treasury Department, B. No. 46," and so indorsed on the back. Said book at the page where said entry appears has the following heading and entry:

Record of miscellaneous letters received, 1886.

Date rec'd.	No.	From whom.	Town, State.	Date of letter.	Month.	Day.	Year.	Month.	Day.	Year.	Incloasures.	Subject matter.
Sept. 2	6764	Wyckoff, Seamans & Benedict.									Sept. 2	Stationery. 1st Audi- tor. Vouchey, \$305. 70.

After which it was delivered to the index clerk, Eden Kipp, a clerk of class 2, and by the said clerk entered in a book entitled, "Index miscellaneous letters received July 1, 1886, to October 31, 1886, Office of the Secretary of the Treasury, No. 46," and so indorsed on the back.

Index of miscellaneous letters received, 1886.

Name.	Number.	Book.	Date.	Number.	Book.	Date.
Wyckoff, Seamans & Benedict.....	6006	B 46 ....	.....	6764	B 46 ...	Sept.

It was then delivered by the index clerk to the numbering clerk, Joseph C. Robinson, a clerk of the second class, who verified and numbered the inclosures, after which he distributed them, and placed the account in the First Auditor's box, mail room, same office, from which it was taken by messenger and placed on the desk of the Deputy First Auditor, who, after examination of the same, sent it by the messenger to the chief of the miscellaneous division, A. F. McMillan, who forwarded it by messenger to George W. Wheeler, a clerk of class 3, in said division, who first verified the same to see that the calculation was correct; then compared the items and prices with the contract on file in the office of the First Comptroller. Finding the same correct, he prepared the Auditor's certificate, a copy of which, as prepared, is hereto attached and marked Exhibit L, by which certificate the Auditor certified that he had examined and adjusted an account between the United States and Wyckoff, Seamans & Benedict, of Washington, D. C., and found that the sum of \$305.70 was due from the United States to them for stationery furnished the Treasury Department in September, 1886, and that said sum was payable from the appropriation for "Contingent expenses, Treasury Department, stationery, 1887."

The clerk then stamped the bill on the face thereof with the office stamp of date September 6, 1886, and signed his name across the face of the stamp; then entered the same in a book on his desk entitled "Register of miscellaneous accounts reported upon by the First Auditor's Office," and so indorsed on the back. Said book contains the following heading and entry thereunder, with the exception of the number of the account, which is placed on the book after it is recorded in the record room.

Date.	No. of report.	Name.	Nature of account.	Time covered.	Appropriation.	Amount.
Sept. 6.	253233	Wyckoff, Seamans & Benedict.	Stationery.	Sept. 1886.	Stationery, Treasury Department, 1887.	\$305.70

Said certificate was initialed by the said George W. Wheeler as being correct, and by him placed on the desk of the chief of the miscellaneous division, A. F. McMillan, after being stamped with the office stamp of date September 6, 1886, the day on which the bill was stamped; and after examination and verification the chief placed his initials upon it, thus indicating to the Auditor that the same was correct in form. It was then delivered by messenger to E. P. Baldwin, Acting First Auditor, who, on the said 6th day of September, 1886, signed the same,

and forwarded it by messenger to the record room in the First Auditor's Office for record and number.

The present system of receiving and entering accounts coming from other bureaus in the Treasury Department to this office is as follows: The accounts are brought from the mail room by a messenger of this office, who, on arrival at the mail and record room in this office, stamps them with the following stamp, the date being that of the day of its receipt in this office: "First Auditor's Office. Entered by (messenger's initials). Received and entered Nov. 14, 1887."

The accounts are then entered by the messenger or a copyist in a book entitled, "Register of letters and accounts received, First Auditor's Office," and having the following heading on each page:

When received.	From whom.	Residence.	Date of letter.	On what subject.	To whom referred.
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After which it is initialed by the messenger or copyist entering the same in the stamp, showing that by him it was entered. It is then delivered by the messenger to the chief of division, who after examination for the purpose of acquainting himself with the business coming into the division, delivers it in person, or by messenger, to the clerk whose duty it is to examine and audit it.

MAIL ROOM, FIRST AUDITOR'S OFFICE.

The account was received in this room September 6, 1886, by Z. E. Thomas, clerk at \$1,000 per annum, who had charge of the room. By him it was delivered to Mrs. E. L. Nourse, a copyist at \$900 per annum, who recorded the Auditor's certificate in a book entitled, "First Auditor's reports, No. 8, First Auditor's Office, August 30, 1886, to November 9, 1886, No. 253145 to No. 254224, First Auditor's Office, Treasury Department," and so indorsed on the back, the record of said certificate being on page 39. After which she indorsed the date of record, September 7, 1886, and also the number of the report, 253233, on the upper left-hand corner of the face of the certificate, and initialed the same "E. L. N." She also at the same time placed on the back of the certificate the same number, 252233. By this number this account is known afterwards in the offices of the First Auditor, First Comptroller, and Register, and if it is desired to examine the account for any purpose, a requisition is made on the Register who is the files-keeper for the account by its number. The certificate and account was then handed by Mrs. Nourse to Mr. Thomas, who examined the same to see that the number of it was correct, after which he forwarded it by messenger to George W. Wheeler, the clerk who stated the account, who entered the number thereof on his "Office record of accounts received and audited," after which he forwarded it by messenger to the office of the First Comptroller.

FIRST COMPTROLLER'S OFFICE.

This account was delivered by messenger of the First Auditor's Office to Mr. Grosvenor, a clerk of the second class, who had charge of the entry and record room, No. 75, of the Office of the First Comptroller, who entered the same in a book entitled, "Register of accounts reported upon by the First Auditor," which book had the following indorsement on the back: "Register of accounts, First Auditor, miscellaneous, No. 17, First Comptroller's Office." Said account was entered in said regis-

ter on page 86. The following is a copy of the printed heading and entry thereunder :

Register of accounts reported upon by the First Auditor.

When received.	Date of report.	No.	Name.	Nature of account.	To whom referred.	When passed by Comptroller.	Due from U. S.	Warrant.	
								No.	When passed.
Sept. 8	Sept. 6	253233	Wyckoff, Seamans & Benedict.	Stationery, 1887.	Clarke..	Sept. 9	\$305.70	1055	Sept. 14

It was then stamped on the back with the office stamp as follows, "First Comptroller's Office, R. and E., September 8, 1886," and delivered by Mr. Grosvenor to the chief of the internal revenue and miscellaneous division, Mr. Silas C. Clarke, room 89, who delivered the same to Mr. B. T. Doyle, a fourth-class clerk in said division, who examined the same to see that the calculation was correct, and that the same was in accordance with the contract on file in that office. Mr. Doyle then prepared a certificate of the First Comptroller, by which he admitted and certified that \$305.70 was due from the United States, and payable to Wyckoff, Seamans & Benedict, as stated in the certificate of the First Auditor. He then initialed the same as being correct, and entered the certificate in a book in said division entitled, "Register of miscellaneous accounts, division of internal revenue and miscellaneous accounts of the First Comptroller's Office."

The following is the heading and the entry thereunder:

No. of report.	In whose favor.	Nature of account and period covered.	When received.	When passed.	Amount due.
253233	Wyckoff, Seamans & Benedict.	Stationery furnished Sept., '86.	Sept. 8, 1886	Sept. 9, 1886	\$305.70

After entry in the register Mr. Doyle delivered the account to the chief of division, Mr. Clarke, who initialed it, thereby certifying to the First Comptroller that the same had been duly examined and entered upon the books, and was now ready for his signature. It was then delivered by messenger to J. R. Garrison, Deputy First Comptroller, who signed the same, "M. J. Durham, First Comptroller, by J. R. Garrison, Deputy Comptroller." A messenger then delivered the account and certificate to Mr. Grosvenor, in charge of the entry and record-room, First Comptroller's Office, who entered the date, September 9, and amount, \$305.70, on the same register and under the same heading in which the entries were made on its first receipt in this room. Mr. Grosvenor then marked "R" on the back of the certificate, thus indicating that it had been registered. It was then forwarded by messenger to the Register of the Treasury.

RECORD AND COPYING ROOM, REGISTER'S OFFICE.

The account was received in the record and copying room, division of receipts and expenditures, where it was delivered to the chief of the room, Mr. S. C. Lovejoy, a clerk of class 3. It was then stamped by messenger. the date of its receipt, September 11, 1886, and by Mr. Love-

joy delivered to Mr. M. B. Hatch, a clerk of class 2, who entered it in a book entitled: Register of accounts, Treasury, Register's Office, R. and E. division, No. 247,610 to No. 256,540. It was then delivered to Miss Ellen Matthews, a copyist at \$900 per annum, for copy and Register's certificate, a copy of which is hereto attached and marked Exhibit M. After the copy was made, and the Register's certificate filled out, she initialed the same and returned it to the chief of the division for examination. This examination consists of reading and comparing with the original. Mr. Lovejoy having found the copy to be correct, initialed it "L," thus certifying to the Register that the same was ready for his signature, after which it was forwarded by messenger to Ros. A. Fish, Acting Register, who, on the 11th day of September, 1886, signed the same and forwarded it by messenger to the chief of the warrant, estimate, and appropriation division, office of the Secretary of the Treasury, for settlement warrant.

WARRANT, ESTIMATE, AND APPROPRIATION DIVISION.

On receipt of this certified copy from the Register by the chief of the division, it was sent by messenger to the book-keeper, Mr. J. L. Lindley, a clerk of class 4, for checking as to the availability of the appropriation, who posted the same to the debit of the appropriation, the formal entry being made soon after the checking as practicable. This is ascertained by an examination of the appropriation ledger. The same was delivered to a messenger, who stamped on the back thereof the stamp of said division. He then delivered the same to Mr. L. N. Martin, a clerk of class 4, who entered the same on a book entitled "Register of Treasury warrants on the Treasurer, No. 25, warrant division, Secretary of the Treasury," and so indorsed on the back.

Register of Treasury warrants on the Treasurer.

Date.	No. of warrant.	Requisition and certificate No.	In whose favor.	Appropriation.	Posted amount.	Total amount.
1886. Sept. 13	1055	253,233	Wyckoff, Seamans & Benedict.	Contingent expenses, Treasury Department, stationery, 1887.	\$305.70	\$305.70

Mr. Martin prepared Treasury settlement warrant No. 1055, a copy of which is hereto attached and marked Exhibit N. It was then delivered by Mr. Martin to Mr. J. F. Johnston, a clerk of class 3, who indexed it at page 751 in a book entitled, "Index to warrants, Office of Secretary of the Treasury," and so indorsed on the back.

The following is a copy of the heading and indexing thereunder:

Name.	Initials.	Number.	Class.	Amount.	Month.	Day.
Wyckoff, Seamans & Benedict.....	1055	T.....	\$305.70	1886. Sept.	13

Mr. Johnston did not initial the warrant, but placed thereon the ink check, which indicates to the chief of the division that the same had been indexed. He then delivered it for examination to Mr. Miller, the as-

sistant chief of the division, who delivered it to a messenger, who attached the warrant to the certificate with wafer, and placed the same on the desk of the chief of division for checking, after which it was forwarded by messenger to Assistant Secretary Thompson, who on the same day signed said warrant and forwarded the same by messenger to the First Comptroller's office where it was delivered to Mr. L. H. Mangum, chief of the warrant and records division, said office, who forwarded the same by messenger to Samuel Biddle, a clerk of class 3, in said division, who entered the same on the "Register of Treasury warrants, new series, No. 2, First Comptroller's Office," and so indorsed on the back, and having the following indorsement on the face: "Treasury pay from September 1, 1884, to September 30, 1886." The following is a copy of the heading of said register and the entry thereunder:

Register of Treasury warrants on the Treasurer.

Date.	No. of warrant.	Requisition and certificate No.	In whose favor.	Appropriation.	Folio of ledger.	Partial amount.	Total.
1886.	1055	25323 1.	Wyckoff, Seamans & Benedict.	Contingent expenses, Treasury Department, stationery, 1887.	127	\$305.70	\$305.70

He next posted it on the "Civil ledger, Treasury and quarterly salaries, No. 32, First Comptroller's Office," and so indorsed on the back, said entry being found at page 127, and is included in other warrants of the date of September 13, amounting in the aggregate to \$2,979.11. The following is a copy of the heading and entry:

Contingent expenses, Treasury Department, stationery, 1887.

1886.	1048.	Treasury warrants.....	\$2,979.11
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He then dated it by placing the figures "14" after the word "counter-signed," and then delivered the same to Mr. Mangum, chief of the division, who examined and initialed it, thus signifying to the Comptroller that it was ready for his signature. The warrant was then forwarded by messenger to Mr. J. R. Garrison, Deputy Comptroller, who signed the same: "M. J. Durham, First Comptroller, by J. R. Garrison, Deputy First Comptroller," after which it was forwarded by messenger to the chief of the entry and record room, No. 75, in said office, where the number of the warrant, and the date of its being signed in the Office of the First Comptroller were entered on the "Register of accounts reported upon by the First Auditor" in the columns left blank, where a copy of the heading of said register and the former entries thereunder appear on page — of this report. This entry was made by Mr. Grosvenor, who placed his initial, "G," on the face of the warrant, after which it was forwarded by messenger to the Register of the Treasury, where it was delivered to Mr. Lovejoy, in charge of the copying room of the division of receipts and expenditures, who delivered it to a copyist, name not known, who made a copy of the warrant, after which it was returned to Mr. Lovejoy, who compared it with the original, placed the date, figures "15," after the word "Register," initialed it with "L," and forwarded it by messenger to Mr. Ros. A. Fish, Acting Register,

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who signed the same and forwarded it by messenger to the Treasurer of the United States for payment. The copy was then used by Mr. Lovejoy and Mr. M. B. Hatch for checking by number and verifying the original entry of account, after which it was delivered to Mrs. H. M. Ford, a clerk of the first class, who entered the same in the "Register of warrants, Treasury proper, R. and E. division, October 1, 1883, to April 30, 1887," and so indorsed on the back. The following is a copy of the heading and entry thereunder :

Register of warrants on account of Treasury proper.

Date.	No. of warrant.	In whose favor.	Amount.
Sept. 13, 1886.	1055	Wyckoff, Seamans & Benedict.....	\$305.70

After this entry by Mrs. Ford the copy of the warrant was forwarded by messenger to Mr. Pearson in room 51, same division, receipts and expenditures, Register's Office, who delivered the same to Mr. S. J. Millard and Mr. A. C. Floyd, who compared the same with the original account left on his desk for copy made to accompany the requisition for settlement warrant. This comparison is made to see that the warrant corresponds with the account, amount, numbers, dates, and name of payee and appropriation. After this comparison is made he entered the same in a book entitled: "Treasury journal, Register's Office, No. 99." The following is a copy of the heading and entry:

Treasury Department, September 13, 1886.

Requisition and certificate No.	No. of warrant.	In whose favor.	Amount.
253233	1055	Wyckoff, Seamans & Benedict, Washington, D. C., due on settlement.	\$305.70

After entry in this book the original account was stamped on the back thereof "Files," and the following indorsement placed thereon: "E & C." (See original.) After which the original account was forwarded by messenger to files room No 10, Register's Office, where it was delivered to Miss M. H. Brady, a first-class clerk, who recorded it in a book entitled "Reports No. 15, index of accounts, First Auditor, Register's Office, files room," and so indorsed on the back. The following is a copy of the heading and entry thereunder :

Index of accounts of First Auditor.

No. of report.	In whose name.	Date of Comptroller's admission.	Nature of expenditure.
353233	Wyckoff, Seamans & Benedict	Sept. 9, 1886.....	Stationery, Treasury Department, September, 1886.

After being registered by Miss Brady it was delivered to Mr. C. P. Wannall, a third-class clerk, who, after receiving it, placed it in the files.

After the copy of the warrant was entered on the journal the letter "R" was marked on the face of it by Mr. A. C. Floyd, thus indicating to the appropriation clerk in charge of the appropriation ledger that the same had been registered on the journal. It was then delivered to Mr. R. S. Cowing, a third-class clerk, who entered the same at page 119 in "Treasury appropriation ledger, No. 28, July 1, 1886, to June 30, 1887, Register's Office, R. and E. division," and so indorsed on the back. The following is a copy of the heading and entry thereunder:

Contingent expenses, Treasury Department, stationery, 1887.

1886. Sept. 13..	1055	To Wyckoff, Seamans & Benedict.....	\$305.70
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This copy of the warrant, together with all others, was kept by Mr. Cowing until the end of the fiscal year, when it was placed in the file-room.

TREASURER'S OFFICE.

The requisition and warrant were received in the division of accounts, Treasurer's Office, by Mr. Lewis Mann, fourth-class clerk, who placed on the face of the warrant the office stamp of receipt, September 16, 1886. The fac simile of said stamp appears on the back of "Exhibit N." Mr. Mann then examined the warrant with a view to designating whether the draft should be drawn on the Treasurer of the United States or one of the sub-treasuries. In this case the Treasurer of the United States was designated. Mr. Mann then wrote upon the face of the voucher under the heading: "Received for this warrant the following draft No. —, on 'Treasury,'" and also affixed the date, September 16, by placing the figures "16" in front of the words "Treasurer of the United States" on the face of the warrant. The warrant was then delivered by Mr. Mann to Mr. W. S. Ball, a fourth-class clerk, who entered the number of the warrant and the amount thereof on page 133 on the "Warrant journal, No. 23, July 1, 1886, to June 30, 1887, United States Treasurer's Office, division of accounts," and so indorsed on the back. The following is a copy of the heading and entry:

JOURNAL OF WARRANTS.

Warrants received Thursday, September 16, 1886.

Diplomatic.		Treasury.		Customs.		Quarterly salaries, etc.	
No.	Amount.	No.	Amount.	No.	Amount.	No.	Amount.
		1055	\$305.70				

After making this entry Mr. Ball initialed the warrant by placing the letter "B" in the upper right-hand corner. He then passed it to the registrar of pay warrants, Mrs. A. Divine, a second-class clerk, who entered the same on page 295 in "Register of pay warrants, No. 21, public debt, customs, diplomatic, quarterly salaries, treasury, interior, interior civil, July 1, 1886, to June 30, 1887, United States Treasurer's Office, division of accounts," and so indorsed on the back. The entry being

made according to number of warrant, payee, or date, amount, the Treasurer payable by

1886-'87. Register of Treasury warrants and drafts.

No. of warrant.	Payee.	Draft.			Amount.	Draft payable by.	Transfer warrant.
		Date.	No.	Delivered.			Amount.
1055	Wyckoff, Seamans & Benedict.	Sept. 16.			\$305.70	Treasurer.	

After this entry by Mrs. Divine, she placed her initial, "D," on the face of the warrant, and delivered the same to Mr. John J. Harley, a second-class clerk, in charge of the draft desk, who placed the number of the draft, 5830, in the blank on the face of the warrant, and delivered the warrant to Miss Annie E. Matthews, a first-class clerk, in charge of the notice desk, who entered the character of the warrant, the number and amount of the draft on supplemental list of drafts drawn on the Treasurer of the United States at Washington, D. C., September 16, 1886. This list is kept for comparison with the books at the close of the business of the day. A copy of the same is hereto attached and marked Exhibit O. The warrant, after being initialed by Miss Matthews, was delivered to Mr. A. W. Payne, a second-class clerk, in charge of the register of drafts, who entered the same on page 96 of a book entitled: "Register of drafts, No. 38, July 1, 1886, to June 30, 1887, Washington, Baltimore, New York, Philadelphia, Boston, United States Treasurer's Office, division of accounts," and so indorsed on the back. The following is a copy of the heading and entry thereunder:

Register of drafts issued, paid, and outstanding.

Treasurer's office.—Form 437. }
 Accounts.—10—23—'86—200 sheets. }

DRAWN ON ASSISTANT TREASURER UNITED STATES.

Public debt, draft No.	Judiciary, draft No.	Quarterly salaries, draft No.	Treasury, draft No.	Diplomatic, draft No.	Interior, civil, draft No.	Internal revenue, draft No.	Interior, draft No.	War, draft No.	Navy, draft No.
			5830						

Customs, draft No.	Warrant No.	Payee.	Date of draft.	Date of payment.	Amount.	Total amount.	Remarks.
	1055	Amount brought forward . . . Wyckoff, Seamans & Benedict	1886.	188 .	\$305.70		

After this entry he initialed it "P," and delivered it to Mr. John J. Harley, in charge of the draft desk, who prepared a draft on the Treasurer of the United States, Washington, D. C. The draft was numbered 5830, for the sum of \$305.70, payable to Wyckoff, Seamans & Benedict, Washington, D. C., which draft was initialed by Mr. Harley, after which

the draft and warrant were delivered to the examiners, Miss M. P. Knight, a clerk of class 1, who examined the draft to see that it corresponded in all particulars to the warrant, after which examination she initialed the draft and also the warrant with the letter "K." She then passed it to the second examiner, Miss M. B. Heard, a copyist at \$900, who gave it the same examination, and also initialed it "H," after which she returned the draft and warrant to Mr. Mann, who forwarded the same by messenger to the Assistant Treasurer for signature to the draft. After being signed by J. W. Whelpley, Assistant Treasurer, it was returned by messenger to the division of accounts, same office, where it was delivered to Mr. Mann, who delivered it to Miss Heard, who addressed an envelope to Wyckoff, Seamans & Benedict, Washington, D. C., in which the draft was to be mailed to the payees, after which she placed the figures "9, 20, 86," and the initial "H" on the warrant, which figures represented the date of mailing, September 20, 1886. Miss Heard then returned the draft, warrant, and envelope to Mr. Mann, who placed the draft in the envelope, which was sealed by the messenger and by him delivered to the chief clerk, Treasurer's Office, for mailing. After mailing the draft, Mr. Mann returned the warrant to Mrs. Divine, who recorded the draft, number, and the date of mailing in the register of pay warrants, No. 21, where the former entries were made by her. Mrs. Divine then initialed it and forwarded it by messenger to Miss Knight, who filed the same until the draft is paid and returned.

The draft, on being received by Wyckoff, Seamans & Benedict, was indorsed on the back by them as follows: "For deposit to the credit of Wyckoff, Seamans & Benedict," signed "Wyckoff, Seamans & Benedict," and by them deposited in the National Shoe and Leather Bank, New York City, N. Y. On the back of said draft was also indorsed the name of J. M. Crane, president, and H. M. Knapp, cashier of said Shoe and Leather Bank, who placed on the back of said draft the following indorsement for collection: "Pay to the order of Riggs & Co., H. M. Knapp, cashier." Also the following indorsement: "Indorsement correct. National Shoe and Leather Bank." These last two indorsements are made by stamp. The draft was then forwarded by the Shoe and Leather Bank to Riggs & Co., Washington, D. C., for collection, and by them, on the 27th day of September, 1886, presented, with other drafts, to William H. Gibson, paying teller of the Treasurer's Office, Washington, D. C., and by him it was examined to see that the indorsements thereon were correct, after which it was handed by him to Mr. Abram Zoller, a third-class clerk, who entered all the warrants then presented on a book entitled, "Paying teller's disbursements, cash room, United States Treasurer's Office," and so indorsed on the back. The following is a copy of the heading and entry :

Paying teller's disbursements.

MONDAY, September 27, 1886.

Drafts.	Checks.
\$305.70	

After this entry by Mr. Zoller the first draft was returned to Mr. Gibson, who paid the same to Riggs & Co. and canceled the draft by cutting, after which it was handed by him to the book-keeper, Mr. J. W.

Harsha, a fourth-class clerk, who entered the same at page 37 of the "Treasurer's account with the Treasury, No. 41, cash room, United States Treasurer's office," and so indorsed on the back.

The following is a copy of the heading and entry thereunder:

The Treasury of the United States in account with the Treasurer of the United States.

Dr.			Cr.	
1886.		Total.	1886.	Total.
Sept. 27	5830	1055		\$305. 70

Mr. Harsha, the book-keeper, at the close of the business of the day, made out a transcript of the Treasurer's general account, and forwarded by messenger this draft, with all others as vouchers, to the division of accounts, office of the Treasurer, where it was delivered to Mr. Lewis Mann, who compared the draft with the transcript, and placed a check on the transcript. Mr. Mann then delivered the draft to Mr. D. A. Ritter, a fourth-class clerk, who has charge of the Treasurer's quarterly account, who examined the draft to see that the indorsements were legally and technically correct, after which it was delivered by him to Miss Knight, who had retained possession of the warrant as previously stated. The warrant was then entered by Mrs. Jennie T. Moulthrop, a clerk at \$700 per annum, on page 195 of the book entitled, "Treasurer's quarterly account, division of accounts, Treasurer's Office," and so indorsed on the back. The following is a copy of the heading and entry thereunder:

QUARTERLY ACCOUNT OF THE TREASURER OF THE UNITED STATES.

Money paid by C. N. Jordan, Treasurer of the United States, during third quarter, 1886, and charged by warrants to the debit of the United States on account of Treasury.

Warrant No.	Payee.	Paid.	Warrants of the quarter remaining unpaid.
1055	Wyckoff, Seamans & Benedict.....	\$305. 70	

It was also entered by Mrs. Julia Bridge, a clerk at \$660 per annum, on another book having the same indorsement on the back and the same heading and paging, the entry being the same as that made by Mrs. Jennie T. Moulthrop. One of these books is forwarded to the House of Representatives, the other to the Senate. Then the draft was pasted to the warrant by some one of the clerks, whose name can not be ascertained, and placed with all other drafts paid during that quarter in the settlement of the Treasurer for the third quarter, 1886.

SETTLEMENT OF TREASURER'S ACCOUNT.

This settlement is made up in book form, and is accompanied by all warrants with paid drafts attached thereto. This settlement was made out by Misses Knight, Reynolds, and Huntley, after which it was initialed by D. A. Ritter and D. W. Harrington, the latter being chief of the division of accounts, and forwarded by messenger to the Treasurer

for signature, and after being signed by him was returned by messenger to the division of accounts, Treasurer's office. A letter of transmittal to the First Auditor having at the same time been prepared, initialed by the chief of division, forwarded by messenger to the Treasurer for signature, signed by the Treasurer and returned by messenger to the division of accounts, the account and letter of transmittal were then forwarded by messenger to the office of the First Auditor, Treasury Department, where it was delivered on the 14th day of June, 1887, to B. C. Somervell, a clerk of the \$1,000 class, in charge of the mail and record division, office of the First Auditor, where it was stamped by messenger with the office stamp as received and entered June 14, 1887. After entry the stamp was initialed "B. C. S." The entry was made in the book of entry, on page 211, said book being entitled, "Register of letters and accounts received, First Auditor's Office." The following is a copy of the heading and entry thereunder :

When received.	From whom.	Residence.	Date of letter.	On what subject.	To whom referred.
1887. June 14	Jordan, N. C.....	Treasury Dept.....	Late Treas..	Acct. of receipts and expenditures, third quarter ending September 30, 1886.	Stockard.

After being stamped and entered the account was transmitted by messenger to A. F. McMillan, chief of the miscellaneous division, same office, who examined the same to acquaint himself with the business coming into the office, and then transmitted it by messenger to T. W. Stockard, the clerk to whom the same had been charged, and who had charge of the accounts of the Treasurer. The vouchers had been forwarded to this office by the Treasurer unofficially months before the account itself reached the office. This was done by an arrangement between the Treasurer and the First Auditor's Office, in order to facilitate the examination and settlement of the accounts of the Treasurer, the accounts being very large, and there being thousands of vouchers in them. In this case the vouchers were delivered to Mr. Stockard in April, 1887, and by him entered in the record of the Treasurer's accounts received in the office of the First Auditor. The following is the indorsement on the back of the book : "Treasurer United States, for receipts and expenditures and miscellaneous accounts, First Auditor's Office." The entry of these vouchers is found on page 108. The following is a copy of the heading and entry thereunder :

No. of report.	Com-mencing.	Ending.	When re-ceived.	When ad-justed.	Receipts.	Balance due from him.	Amount of dis-bursments.
258386	1886. July 1	1886. Sept. 30	1887. Apr. 6	1887. June 29	\$131, 174, 742. 01	\$501, 849, 638. 94	\$158, 968, 067. 93

This account included all the receipts and expenditures by the Treasurer for the quarter ending September 30, 1886. In this particular case the warrant and draft were examined by Mr. Stockard to see that the warrant was correct in form, properly signed, and that the draft was in conformity to the warrant, the indorsement thereon correct, and that the same had been paid, after which the draft was canceled in this

office by cutting. The account having been examined, Mr. Stockard prepared his statement of the account, which was signed by him to accompany the account for the instruction and guidance of the clerk in the First Comptroller's office in revising the account. He then prepared the Auditor's report, which is similar to the report marked Exhibit L, whereby the Auditor certified to the First Comptroller that he had examined and adjusted the account between the United States and C. N. Jordan, late Treasurer, and that he found the balances therein named due, and that he was entitled to disbursements therein stated.

This report was initialed by Mr. Stockard as being correct, and placed upon the desk of Mr. A. F. McMillan, chief of the division. By him it was also examined as to form and initialed and forwarded by messenger to J. Q. Chenoweth, First Auditor. By him it was signed on the 29th day of June, 1887, and forwarded to the mail and record room, office of the First Auditor, for record. Here it was delivered to Z. E. Thomas, a clerk of the \$1,000 class, in charge of the room, and after examination by him as to the character of the account, in order to know the book on which the same should be recorded, it was delivered to Mrs. F. L. Kerr, a clerk of the \$1,000 class, who recorded the same in a book entitled: "First Auditor's Reports, S. 8, First Auditor's Office, Treasury Department, from June 9, 1887, to July 23, 1887, No. 257881 to No. 258755," and so indorsed on the back. The report was recorded on pages 329, 330, 331, 332, 333 of said book.

The report was returned to Mr. Z. E. Thomas, who placed thereon the number of the account, which was also placed on the record of the account, after which Mr. Thomas also initialed the recording of the account. The account was then returned by messenger to Mr. Stockard, who entered the number of the account, 258386, on his register. This number is used to identify the account in the office of the First Auditor, First Comptroller, and Register of the Treasury, and is used in all requisitions for the account.

After making the entry in his register, Mr. Stockard sent the account and all vouchers by messenger to the office of the First Comptroller for revision, where it was delivered to Mr. D. A. Grosvenor, in charge of the record and entry room, who placed the stamp of the First Comptroller's Office on the back thereof. Said stamp is as follows: "First Comptroller's Office, July 5, 1887. R. & E."

The following is a copy of the heading and entry thereunder:

Register of accounts reported upon by the First Auditor.

When received.	Date of report.	Number.	Name.	Nature of account.	To whom referred.	When passed by Comptroller.	Due from U. S.	Warrant.	
								No. of.	When passed.
1887. July 5.	1887. June 29.	258386	C. N. Jordan.	Receipts and expenditures, 1886.	Speer.	Sept. 10.	\$501,349,638.94	Due.	U. S.

After this entry the account was delivered by Mr. Grosvenor in person to Mr. E. P. Speer, chief of the division of loans, office of the First Comptroller, by whom it was delivered to Mr. H. B. Bennett, a fourth-class clerk. He entered the same in a book entitled: "Accounts of United States Treasurer, Assistant Treasurers, and Public Printer, No. 3, First Comptroller's Office," and so indorsed on the back. The entry

in this case was made on page 33 of said book. The following is a copy of the heading and entry thereunder :

Accounts of the Treasurer, Assistant Treasurers, and Public Printer.

Report.	In whose name.	Nature of account.	Period.	Re-ceived.	Passed.	Voucher.	Amount dis-bursed.	Due U. S.	Due from U. S.
258386	C. N. Jordan.	Receipts and expenditures.	3d Qr., 1886.	1887. Jan. 5	1887. Sept. 10	29872	\$680,317,706.81	\$501,347,638.84	

After this entry the vouchers, being valuable property, were placed in a cabinet where they were locked up. Between the 5th day of July and the 10th day of September, 1887, this account was examined by Mr. Bennett, his examination being for the purpose of ascertaining the correctness of the settlement warrants on which the drafts were issued; that the drafts were in conformity to the warrants; that the indorsements on the back of the drafts were legally and technically perfect, and that the draft had been paid. After the examination was completed Mr. Bennett filled out the Comptroller's certificate at the end of the Auditor's report with the date 10th September, 1887, and also placed the following indorsement on the face of the Comptroller's certificate: "Due September 30, 1886." The certificate was then initialed by Mr. Bennett "H. B. B." and delivered to Mr. E. P. Speer, chief of the division, who, after examining to see that the certificate was correct in form, placed his initials thereon, thus signifying to the Comptroller that the account had been revised and the balances reported found correct. The account was then forwarded by messenger to Mr. J. R. Garrison, Deputy First Comptroller, who signed the same as follows: "M. J. Durham, First Comptroller, by J. R. Garrison, Deputy Comptroller." After being signed by the Comptroller the account was forwarded by messenger to the record and entry room, No. 75, First Comptroller's office, where the date of its revision, September 10, and the amount due were entered on the "Register of accounts reported upon by the First Auditor," a copy of said entry appearing in "The register of accounts, First Auditor, miscellaneous, No. 17, First Comptroller's office." After which the letter "R" was placed on the back of the account and next to the stamp of the First Comptroller's office, the same meaning that the account had been recorded. It was then transmitted by messenger to the office of the Register of the Treasury, to the copy and record room, where it was stamped on the back as follows: "Register's office, received September 10, 1887." This stamping was done by messenger, who then placed the account on the desk of Mr. Lovejoy, a third-class clerk in charge of the room. Mr. Lovejoy examined the account to see that the same was properly signed by the accounting officer, and finding that there was no balance due from the United States, he entered the same on the book entitled, "Register of accounts, Treasury, etc., Register's office, R. and E. division," and so indorsed on the back. The following is a copy of the heading and entry thereunder :

Register of First Auditor's accounts, Treasury, etc.

No.	Year.	Date received.	Name.	Class of account.	Amount allowed.	No. of warrant.	Paid by warrant.
258386	1887	Sept. 10	C. N. Jordan				

He then placed the letter "E" on the back of the account. The account was then transmitted by Mr. Lovejoy, through a messenger, to the receipts and expenditures division, office of the Register of the Treasury, where it was delivered to Mr. H. C. Pearson, a clerk of the fourth class, who entered the same at page 544 in a book entitled: "Treasury ledger, No. 93, July 1, 1866, to June 30, 1887, Register's Office, R. and E. division," and so indorsed on the back. The following is a copy of the heading and entry thereunder:

C. N. JORDAN, TREASURER, U. S.

General account of receipts and expenditures.

1866.	To ledger, 92, 256, 458.	532	\$529, 142, 964. 86	1886.	By warrants on	113	\$158, 968, 067. 93
Sept. 30	" warrants in favor of Treasurer.	1	131, 174, 742. 01	Sept. 30	the Treas.	544	501, 349, 638. 94
				" "	" new account ..		
			660, 317, 706. 87				660, 317, 706. 87
" "	" old acct. rept., 258, 386.		501, 349, 638. 94				

Mr. Pearson also, in the same book at page 2, made the following entry:

Warrants in favor of Treasurer.

1886.	By C. N. Jordan, Treasurer U. S.:				
Sept. 30	Report 258,386.....			544	\$131, 174, 742. 01
	Forwarded to page 3				131, 174, 742. 01

And also at page 113 the following entry:

Warrants on the Treasurer.

1886.	To C. N. Jordan, Treasurer U. S.....	544	\$158, 968, 067. 93
Sept. 30			

The account was then dated on the back thereof, "September 30, 1886," the same being the end of the quarter for which the account was rendered, and then he initialed it "H. C. P." Mr. Pearson then delivered the account to Mr. S. J. Millard, a fourth-class clerk, who entered the same in the journal at page 395. Said journal has the following title on the back. "2 Treasury journal from September 1, 1886, in part, to October 26, 1886, in part." The following is the journal heading:

Treasury Department, September 30, 1886.

544	C. N. Jordan, Treasurer U. S. To warrants in favor of the Treasurer on account receipts and expenditures account for amount of sundry warrants drawn in his favor for moneys received during 3d quarter, 1886. (Report No. 258380).....	\$131, 174, 742. 01
-----	--	---------------------

After this journal entry by Mr. Millard, he stamped the account on the back thereof with the word "files," and placed his initials, "S. J.

M.,” on the account, and then he placed the account and voucher in the basket to be carried to the files room. The account and voucher were then transferred from the division of receipts and expenditures to the files room, same office, where they were delivered to Miss Mary H. Brady, a first-class clerk, who entered the same in the index of accounts of First Auditor. The following is a copy of the heading and entry thereunder:

Index of accounts of First Auditor.

No. of report.	In whose name.	Date of Comptroller's admission.	Nature of expenditure.
258380	C. N. Jordan.....	Sept. 10, 1877	Treasurer's U. S. receipts and expenditures, 3d quarter, 1886.

After this entry Miss Brady placed a cross mark on the account to indicate that the same had been entered in the files book and delivered the account to Mr. Wannall, a clerk of class 3, who placed the same in the files.

SALARY AND FEES OF UNITED STATES CONSULS.

The second item of business traced was an account for salary and fees of a United States consul, and is as follows (the exhibits are too voluminous to print):

The following is a description in detail, and furnishes a fair illustration of the ordinary routine in connection with the passage of such accounts, of the action taken with reference to the account for salary and fees of Mr. William F. Grinnell, United States consul at Bradford, England, during the process of adjustment, or from the time of the reception of the papers constituting the account at the office of the Fifth Auditor until they were finally deposited in the files of the Register. Such accounts are sent by the consuls directly to the Fifth Auditor by mail.

The said account was transported from the city post-office to the Treasury Department by the Treasury mail-wagon in the Fifth Auditor's locked mail-pouch, which pouch was, on the morning of July 19, 1887, delivered by the Treasury mail messenger to the Fifth Auditor's messenger (laborer, whose pay is \$660 per annum) at the express entrance, basement door, east front of the Treasury Building, who immediately carried the pouch to the Fifth Auditor's office, in third story, unlocked the pouch and took therefrom the envelope containing said account, and opening the cover by an incision made from end to end, placed the package upon the desk of the Fifth Auditor, the Hon. Anthony Biekhoff, in room No. 15, to whom it was addressed. The same morning, upon examination by the Auditor as to whether the account was regular in character, he sent the envelope and contents by the hand of his messenger (laborer) to the desk of the chief of the diplomatic and consular division, Mr. A. O. Latham, room 11, third floor. Said chief of division, on the same morning, examining the contents to ascertain whether immediate answer or action was required, passed the package over to an adjoining desk, that of Mr. Charles H. Butler, a fourth-class clerk and assistant to the chief of division, who placed it in a bundle of similar returns received the same day, and put a tag on the bundle showing the date when received. Some time between the dates of the 19th and the 29th of July, Mr. Butler, taking the papers from the en-

It was then noted by him in a book entitled "Work record for desk, Fifth Auditor's Office."

The following being the style of the head of pages, and the italicized words showing the notation now made :

JULY 1, 1887.

Accounts received.			Accounts adjusted.											
Date.	Office.	No. of acc'ts. Date.	Office.	Character of acc- counts.	From—	To—	No. of accounts.	No. of reports.	Letters.	No. of vouchers.	Pages of vouchers.	Pages of fees tab.	Amount involved.	
*** Bradford.. ***	*	3 17	*** Bradford.. ***	*** Salary ***	*** Apr. 1, 1887 .. ***	*** June 30, 1887 ***	* 1	* 1	* ..	* 1	* 7	* 90	* 83	\$8,438.00

He noticing from the certificate relating to absence, reading as follows :

UNITED STATES CONSULATE, *Bradford, June 30, 1887.*

I certify that I have been absent from my consulate on leave from April 16 to June 4, permission granted per Department's dispatch No. 87 of March 15, 1887.

WILLIAM F. GRINNELL,
United States Consul.

the existence of an informality, of which he at once wrote Mr. Grinnell, thus :

E. F. B.] TREASURY DEPARTMENT, *Fifth Auditor's Office, July 29, 1887.*

W. F. Grinnell, esq., United States consul, Bradford, England:

SIR: Referring to your account for salary and fees for the quarter ended June 30, 1887, I beg to state that it is necessary for you to furnish this office with a certificate from your vice-consul, showing that he was not absent from his post during the time you were away on leave, and that he received satisfactory compensation for his services; also your receipt to the vice-consul for the fees collected by him during your absence and turned over to you.

I am, sir, your obedient servant,

ANTH. EICKHOFF,
Auditor.

Then writing on the account these words: "Wrote to consul July 29, E. T. B.," Mr. Bushnell put it into the case.

The consul's reply and documents requested were received August 24, 1887, and read by Mr. Bushnell, as follows :

UNITED STATES CONSULATE, *Bradford, August 12, 1887.*

A. L. Eickhoff, esq., Fifth Auditor United States Treasury, Washington :

SIR: Acknowledging the receipt of your favor of 29th ultimo, I have the honor to inclose herewith the papers required, viz :

(1) Certificate of non-absence from April 16 to June 4, 1887, from my vice-consul, and his acknowledgment of the receipt from me of full compensation.

(2) My receipt to the vice-consul for all fees collected by him and turned over to me on my return from leave June 4, 1887.

I beg to apologize for troubling you, but as I had never had a leave I was unaware of the necessity for these documents.

I am, sir, very respectfully yours,

WILLIAM F. GRINNELL,
United States Consul.

William F. Grinnell, consul; T. Leavens Renton, vice-consul.

UNITED STATES CONSULATE, *Bradford, June 30, 1887.*

I certify that I have not been absent from this consulate between April 16 and June 4, 1887, during which period of time I was in charge, the consul being absent on leave; and that I have received satisfactory compensation from the consul, Mr. William F. Grinnell, for my services during such period.

T. LEAVENS RENTON,
Vice and Deputy Consul.

WILLIAM F. GRINNELL, *Consul.*

UNITED STATES CONSULATE, *Bradford, June 30, 1887.*

Received of T. Leavens Renton, vice-consul of the United States at Bradford, all fees collected by him during my absence on leave from April 16 to June 4, 1887.

WILLIAM F. GRINNELL,
United States Consul.

Mr. Bushnell was absent on leave from August 25 to September 11, inclusive. On the 17th of September he sent by a messenger a request to the Register of the Treasury for a certificate of the status of Mr. Grinnell's account, thus :

TREASURY DEPARTMENT, *Fifth Auditor's Office, September 17, 1887.*

To the Register of the Treasury :

Please to send certificate on the account of W. F. Grinnell, U. S. ——— consul ——— at ——— Bradford ———.

For salary	1887	.....
* *	188	.....
	188	.....
	188	.....

Report No. 124429.

* * * * * * *

E. T. BUSHNELL, *Clerk.*

(Ed. 1-22-'87-5,000).

The number of last report being procured by him from the copy furnished by the records of the office, Mr. Bushnell then proceeded by first consulting the consul's dispatch before referred to and copy given, if any special items of account were mentioned; then by tabulating and adding the record of Treasury fees and testing correctness of oath thereto. The record of fees contained eighty-three pages, of which the following is a sample :

RECORD OF TREASURY FEES, INLAND CONSULATE.

Fees received at the United States consulate at Bradford, from April 1 to June 30, 1887.

No.	Date.	Name of the firm or party for whom the service is rendered.	Signer of the oath, who must be one of the firm.	Nature of the service rendered.	Fees.
2018 **	Apr. 1,..... *	Fred. Butterfield & Co.. *****	R. W. Dennison..... *****	Ctf. to invoice..... *****	\$2.50 * 1 *

The tabulation of the fees he entered in a book entitled, "Tabulation of fees for 1887," the entry appearing thus :

22		BRADFORD.	
June Qr.	1887 Invoices	\$4142.50	
	3 Pension cts	1.50	\$4,144.00

The principal words on the four sides of this statement were then underlined with red ink and the blank or unused portions crossed with red ink lines.

From the statement now finished and signed by Mr. Bushnell he prepared a report for the signature of the Fifth Auditor, which is made also on a four-page blank, partly printed, which, commencing on the first page, read, after being filled up for Mr. Grinnell's account, as follows:

No. —.]

TREASURY DEPARTMENT,
Fifth Auditor's Office, September 17, 1887.

I hereby certify that I have examined and adjusted an account between the United States and *W. F. Grinnell*, their consul at Bradford, for "salaries, consular service, 1887, from April 1, 1887, to June 30, 1887, and find him chargeable thereon as follows:

To balance due from him per report No. 124429, and Register's certificate herewith	\$4, 294. 00
To fees received by him for official services from April 1 to 15, 1887, and from June 5 to 30, 1887, as per transcript of fee-book herewith	1, 909. 00
To fees turned over to him by T. L. Renton, vice-consul	2, 235. 00
	8, 438. 00

Opening the report to page 2 it reads as follows:

2]

I also find him entitled to credit thereon as follows, viz:

By balance due to him per report No. 125334, B. S. & Co. and Register's certificate herewith	\$3, 707. 40
By warrants in favor of the Treasurer, per said certificate:	
For No. 530, dated June 15, 1887	346. 54
" " 543, " " " "	240. 00
By amount of his salary from April 1, 1887, to June 30, 1887, at the rate of \$3,000 per annum,	750. 00
Leaving a balance due to the United States with which the said <i>W. F. Grinnell</i> is to be charged on his account for salary for 1887	3, 394. 00
	8, 438. 00

and page 3:

WARRANT AND COUNTER WARRANT.

Let a warrant issue in favor of the said *W. F. Grinnell* for \$750.00, the portion of his salary for the aforementioned period which has been paid out of fees received by him, to be covered into the Treasury to the credit of Miscellaneous Receipts on account of Consular Fees.

Pay out of the appropriation for "Salaries, Consular Service 1887." (No personal debit or credit.)

As appears from the statement and vouchers herewith transmitted for the decision of the First Comptroller of the Treasury thereon.

Fifth Auditor.

To the First Comptroller of the Treasury.

* * * * *

The indorsement on the back was then filled in, and the unused portions of the blank crossed out with red lines.

All the papers relating to the settlement except the report were now properly folded, and each one, together with the pages, counted and the following stamp put upon each: "Fifth Auditor's Office. Adjusted Sep. 17, 1887."

The papers then being tied into a bundle with red tape. The entry in his "Work record for desk," heretofore referred to, was then completed, which is that portion not appearing in *italics*, and he also entered the date of adjustment in his "Record of accounts for desk." He then wrote the following letter blank, notifying Mr. Grinnell of the

adjustment of his accounts, addressing an envelope for its transmission:

TREASURY DEPARTMENT,
Fifth Auditor's Office, September 17, 1887.

SIR: Your accounts for salary * * * for the quarter ended June 30, 1887, have been adjusted in this office and transmitted to the First Comptroller of the Treasury for his decision thereon.

Very respectfully,

Auditor.

To G. F. Grinnell, esquire, United States Consul, Bradford, Eng.

The bundle of papers and the open report and letter and envelope were then placed by him in a basket on the desk of the chief of the division. The chief then examined the statement of the account and report as to their general correctness, correctness of the decisions, the disposition of the differences, and the requisition for warrants. Initialing the report, he sent it by messenger to the Fifth Auditor for his signature. When signed by the Auditor the messenger carried it back to room 11 and placed it on the table of the messenger of the office, Mr. Frank Sippelius, salaried \$840 per annum, who performs clerical work. He taking the account from the chief's desk, folded the report and placed it in on top of the package constituting the account, and then put the same on an adjacent table, that of Mrs. Fannie M. Rohrer, a clerk receiving a salary of \$1,000 per annum. She numbered the account by writing "125899" at the top, on the back of each, the report and statement, respectively, and also on the inside of the report at the upper left-hand corner of the first page. She then copied the report in a book called on its back: "Consular Salaries," Reports No. 61, Fifth Auditor's Office.

The copy occupied all of one page in this book, page 113, the principal portion of the heading of the blank and of the requisition for issuing the warrant being printed. Mrs. Rohrer, with the assistance of Mrs. M. B. Harvell, a copyist, then compared the copy by audibly reading the original while Mrs. Harvell looked over the copy. Mrs. Rohrer then wrote on the back of the report as follows: "R. Sept. 20, 1887. F. M. R.," and handed the account back to Mr. Sippelius, who registered the same in a book having on its back: "Accounts Adjusted—Consular, &c. No. 10. Fifth Auditor's Office," and headed inside as follows:

No. of report.	Name.	Character of account.	Date sent to Comptroller.
No. 125879 * * *	* * *	Salaries, Cons.	Sept. 1887
899	Wm. F. Grinnell.	" " "	" 21, "

The account was then carried by a messenger (laborer) to the office of the First Comptroller of the Treasury, on the second floor of the building.

The account was received in that office in the entry record room, No. 75, by Mr. J. F. Bennett, a clerk of class 1. He first stamped it on the back of the report, thus: "First Comptroller's Office, Sep. 22, 1887, R. and E." And then entered its receipt in a book entitled on back: "Fifth Auditor's Reports, Diplomatic and Consular. No. 21. First Comptroller's Office, Treasury Department."

Of which entry the following in italics* is a transcript, under the heading as shown on page 497 :

Record of accounts reported upon by the Fifth Auditor.

When rec'd. 1887.	Date of report. 1887.	Number.	Name.	Nature of account.	To whom referred.	When passed by Comptroller.	Due from U. S.	Warrant.	
								No. of	When issued.
Sept. " [22.]	Sept. " [17.]	* * [125899]	* * * * [Wm. F. Grinnell.]	Consul, 1887 " [Bradford.]	Renick. "	* * * Sept. 27	* * * \$3,394	Due.	U. S.
*	*	* * *	* * * *	* * * *	* *				

*Words and figures in brackets were in italic in original.

Mr. Bennett then carried the account to Mr. E. I. Renick, a clerk of class 3, acting chief of the division of foreign intercourse, room No. 64 ; Mr. Renick turned it over to Mr. H. S. Frisbie, a clerk of class 2, in the same room, who made an entry of it in a book entitled : " Register of diplomatic and consular accounts. Q. First Comptroller's Office, Treasury Department."

Of which entry the following in italics* is a copy, as shown on page 203 :

Record of accounts passed by division of foreign intercourse, 1887.

No. of reports.	Name of officer.	Nature of accounts and for what period.	When received.	When passed.	Due U. S.	Due from U. S.	Remarks
* * [125899]	* * * [Wm. F. Grinnell.]	* * * * * [Consul, Bradford, Sal. 1887, 2, '87.]	1887. Sept [" 22.]	* * * Sept. 27	\$3,394. 00		Adv.

*Words and figures in brackets were in italic in original.

Who then placed it among others of like character to be taken up in due order as distributed by the acting chief, Mr. Renick.

On the 27th of September it was given to Mr. Frisbie again for examination. He first tested the correctness of the entries in the Auditor's statement which were taken from the Register's certificate. He saw that each fee collected agreed with the tariff of fees ; that the additions of same were correctly made and that they were duly sworn to ; that the proper certificate relating to absence accompanied the account, and that the amount claimed for salary agreed with the appropriation therefor. As the various items in the Auditor's statement were verified a check-mark in pencil was made against each. The accuracy of the balance being determined, the Auditor's statement of differences was scrutinized and alike checked. He then dated and signed his name to the statement at the lower right-hand corner thus : "*First Comptroller's Office, Sept. 27, 1887. Examined by H. S. Frisbie.*" The italicized words being printed.

Mr. Frisbie then checked the Auditor's report by the said statement, and also the direction for the issuance of the warrant. The report being found correct, he appended the following certificate for the signature of

the Deputy First Comptroller, the words in italics being previously in print:

First Comptroller's Office.

I admit and certify the foregoing balance of thirty-three hundred ninety-four dollars, due to the United States this 27th day of September, 1887.

M. J. DURHAM,
First Comptroller.

By _____,
Deputy First Comptroller.

To the Register of the Treasury.

He then prepared the following letter of advice to the consul, for which he also addressed an envelope:

H. S. F.] TREASURY DEPARTMENT, FIRST COMPTROLLER'S OFFICE,
Washington, D. C., September 27, 1887.

Wm. F. Grinnell, Esq., Consul of the United States, Bradford, England:

SIR: Your June quarter (1887) accounts have been adjusted and balances found due thereon as follows:

1. Salary and fees, Report No. 125899 (fees from April 1 to 15, and from June 5 to 30, 1887), by which a balance is found due from you of..... \$3,394.00
2. Contingent expenses, Report No. 125889. Balance due to you of. \$345.71
3. Clerk hire, Report 125888. Balance due to you of 240.00

\$2,808.29

Covered by your remittance to London bankers.
Very respectfully,

M. J. DURHAM,
First Comptroller.

By _____,
Deputy First Comptroller.

He then made a private memorandum of the account, the number of vouchers and the amount involved in footings, together with the letter written, for use in making his monthly report of work, which memorandum was destroyed after having been incorporated in said report. He then completed the entry in the book termed "Register of diplomatic and consular accounts" previously referred to, as shown in the copy therein given not in italics. He also made an entry in a book entitled on back "Consular statistics No. 3, First Comptroller's Office, Treasury Department," and shown thus on page 154, headed as follows:

United States Consulate at Bradford, England.—Salary and Fees.

No. of.	Name of officer.	Period.	Fees received.	Salary paid.	Loss by Exchange.	Date.
* * 125899 * *	Wm. P. Grinnell..... * * * * *	1 st qr. 1887... 2 nd " " " ... * * * * *	* * * * * \$1,909.00 * * * * *	* * * * * \$750.00 * * * * *		

(Previously to completing the registry, the Auditor's report would have been initialed by the acting chief, but for his absence on that day.)

Mr. Frisbie then handed all the papers to a messenger, the statement and vouchers being tied together, the report and letter of advice being kept separate therefrom.

The messenger took the bundle of vouchers and statement back into the entry record room, No. 75, and carried the report and letter to

the Deputy First Comptroller, Mr. J. R. Garrison, room No. 60, by whom they were signed. The report was then taken by the messenger to the entry record room, to Mr. Bennett, who completed the entry as shown in his record previously referred to, called "Fifth Auditor's reports No. 21," not in italics, and who wrote the letter "R" on the back of the report. The messenger then placed the report with the statement and vouchers and took the account to the office of the Register of the Treasury, copy and record room, No. 1, receipts and expenditures division, basement floor, and delivered it to Mr. S. C. Lovejoy, a clerk of class 3, in charge of the room. A messenger placed the following stamp on the outside of the report at the upper left-hand corner: Register's Office. Received Sept. 28, 1887.

Mr. N. B. Hatch, of the same room, a clerk of class 2, registered it in a book entitled on the back: "Register of accounts, diplomatic and consular, Register's office, R. & E. division," as shown under the following heads:

Register of Fifth Auditor's accounts—Diplomatic, consular, etc.

Number.	Year.	Date received.	Name.	Class of account.	Amount allowed.	Paid by warrant.
125880 8 9	* * 1887 "	Sept. 28 " "	W. F. Grinnell..... " "		* * * \$345.71	* * * \$1,179

He further wrote "E" on the back of the report. Mr. Lovejoy then took the report from the package, and procuring from an adjacent case a blank form, handed them both to Miss Mary Erickson, copyist, who made an exact transcript of the report on said blank (which transcript, after being initialed by Mr. Lovejoy and signed by the Register, was transmitted to the warrant division of the Secretary's office to form a basis for issuing of the warrant), and wrote on the back of the report after the letter "E," made by Mr. Hatch, thus: "& C. Sept. 28, 1887, E." Mr. Lovejoy then took the report and copy from Miss Erickson's desk, and with the aid of Mr. Hatch then placed the report again with the vouchers and put it in a compartment of a case, from which it was taken by a messenger to Mr. J. S. Van Arsdale, a clerk of class 2, room No. 51, same division, on same floor. Mr. Van Arsdale proceeded to post from the statement of the account on a book designated on its back as "Diplomatic ledger, No. 19, July 1, 1887, to June 30, 1888, Register's office, R. & E. division."

The footings made by him were, as shown on page 596, as is represented under the following open account:

W. F. Grinnell, consul at Bradford, on account salaries consular service, 1887.

1887.

Sept. 28	To gen. acct	\$4,144.00	Sept. 28	By gen. acct	596	\$750.00
		7,851.46	" "	By new acct		3,394.00
" 28	To old acct. rept., 125,899.....	3,394.00				7,851.46

He also entered up to "General account moneys advanced," on page 24 of same ledger, which appeared as follows:

General account moneys advanced.

1887. Sept. 28	To W. F. Grinnell.....	\$750	Sept. 28	By W. F. Grinnell.....	\$4,144
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and handed the account back to Mr. G. H. Lillebridge, a clerk of class 3, occupying an adjacent desk, who, taking a book, entitled on the back, "Diplomatic journal from August 16, 1887, to September 28, 1887, Register's office, Treasury, Washington, D. C.," made the following journal entries from the statement, on journal page 504, headed:

Treasury Department, September 28, 1887.

24	596	Wm. F. Grinnell, consul at Bradford. On account salary, 1887.			
		To general account:			
		To fees received by him 2d qr., 1887.....	\$1,909		\$4,144
		To fees turned over to him by T. L. Renton, vice-consul Report No. 125899.	2,235		
24	"	Sundries:			
		To Wm. F. Grinnell, consul at Bradford. On account salary, 1887.			
		General account:			
		By amt. of his salary 2d qr., 1887..... Report No. 125899.	750		
	"	His new acct:			
		Balance due the U. S. per above report.....	3,394		4,144

He then replaced the statement in the package, writing his initials and stamping the word *files* on the back of the report, thus, "G. H. L., Files," after which he laid the account in a large basket on the floor, from which a messenger gathered it, with others, and carried it by means of a small wagon to the Register's files room, No. 10, on same floor, where he delivered the account to Mr. Arthur Hendricks, a clerk of class 3, who registered the same in a book having on its back "Fifth Auditor's accounts. Diplomatic. No. 8. Register's office, files room," and, as appears on a page without number, headed thus:

Register of Fifth Auditor's accounts, diplomatic, etc.

No. of report.	In whose name.	Date of Comptroller's admission.	Nature of expenditure.
* * 125890 ***	* * *	Sept., 1887.....	U. S. consul * salaries * * '87.
* * 9	Grinnell, W. F..	" 27, "	Do. Bradford, do. do.
* * *	* * *	* * *	* * *

Mr. Hendricks then put a mark at the top, on the back of the report, thus: "X." He then listed the account in a receipt, of which the following is a copy:

TREASURY DEPARTMENT,
Register's Office, October 8, 1887.

Received of Register's files room the following reports, statements, and vouchers, diplomatic series, which were withdrawn from the files room by him:

*	*	*	125,889	*	*	*
			95			
			9			
*	*	*	* * *	*	*	*

and tying it in a bundle with others placed it on a table in the room, from whence it was taken, with the receipt on which it was listed, by a messenger of the Fifth Auditor. The said messenger delivered the account to Mr. Sippelius, previously named, of room 11, Fifth Auditor's office, who checked the number on the receipt thus: " ", returning it (the receipt), after being signed by A. O. Latham, for Deputy Auditor, the messenger to Mr. Hendricks, of the Register's files room. He then listed the number of the account in an old book, serving merely as a memorandum, as follows, on page 88, head thus:

October 10th, 1887.

No. 125 *** *** 899		
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He then copied the Comptroller's certificate, before given as appended to the Auditor's report in the book entitled "Consular salaries," at the foot of the copy already made in said book by Mrs. Rohrer, as before mentioned, thereby making a complete record of the document as finally passed. Mr. Sippelius then wrote in red ink his initial, "S," at the lower left-hand corner of the back of the report, and placed against the number he had made in his memorandum book this mark, "X." He then sent the account by messenger to the Register's files room, it being received by Mr. Hendricks, previously named, who put a check mark, thus, " ", against the number on the receipt before mentioned and a copy of which was given, the messenger taking said receipt back to the Auditor's office. Mr. Hendricks then turned the account over to Mr. C. P. Wannall, a clerk of class 3, in same room, who placed it finally in the files by putting it in its numerical location in a bundle designated thus on a wooden board placed on the outside: "5th Audit. $\frac{3}{8}$ 125850 to 125899," which bundle he deposited in a files case in his room.

REQUISITION OF UNITED STATES MARSHALS FOR FUNDS.

The third item of business traced was the requisition of a United States marshal for funds, and is as follows (the exhibits are too voluminous to print):

DEPARTMENT OF JUSTICE.

REQUISITION OF WALTER H. BUNN, MARSHAL OF THE NORTHERN DISTRICT OF NEW YORK, COOPERSTOWN, FEBRUARY 16, 1887.

On February 16, 1887, Marshal Bunn made a requisition on Hon. A. H. Garland, Attorney-General of the United States, for the sum of \$15,370.13 for the purpose of defraying the expenses of the March term of the district and circuit courts of the United States for the northern district of New York, to be begun on the 15th day of March, 1887, at Utica, and which it seemed probable would last ten days.

Said requisition was signed by the marshal, and the following indorsement placed thereon by the United States attorney:

The foregoing estimate of expenses appears to be reasonable and proper.

D. N. LOCKWOOD, U. S. Attorney.

BUFFALO, N. Y., February 18, 1887.

The judge of the United States court also indorsed the requisition as follows:

I concur in the above.

A. C. COXE, *U. S. Judge.*

UTICA, February 28, 1887.

A copy of said requisition and the indorsement thereon is hereto attached, marked Exhibit A.

Said requisition was sent by mail to the Attorney-General of the United States at Washington, D. C., in whose office it was received by the chief clerk on March 2, 1887, who sent it by messenger to a subordinate clerk, who entered it March 2, 1887, in a book indorsed "Requisitions of the United States marshals, No. 4, Department of Justice," having at page 113, where the entry was made, the following headings:

District.	Date of requisition.	When received.	For what term of court.	Amount required.	Referred to the First Auditor.	Comptroller recommends.	Amount recommended.	Marshal advised.	No. of requisition.	Remarks.
North Dist., N. Y.	1887. Feb. 16	1887. Mar. 2	March term Utica courts.	\$15,370.13	1887. Mar. 2	\$2,400	\$1,500	1887. Mar. 7	52510	

The above entry was made by Henry Hodges, a law clerk at \$2,000. The requisition was then placed in a jacket, a copy of which is hereto attached, marked Exhibit B, and returned by messenger to the chief clerk, who signed it and forwarded it by messenger to the First Auditor of the Treasury, for the information of the Attorney-General, where on March 3, 1887, it was received in the mail-room by A. L. Carroll, assistant messenger, stamped with the office stamp as received, and entered, March 3, 1887, in requisition book alphabetically arranged under letter "B." The following is a copy of the heading and entry thereunder:

When received.	For whom.	From whom.	Office.	Amount.	Date.	Appropriation.	Answered.
1887. Mar. 3	W. H. Bunn.	Attorney-General.	Mar. Nor. N. Y.	\$15,370.13	Feb. 16	Expenses courts, March term 1887.	1887. Mar. 3.

After this entry he placed his initials, "A. L. C.," on the stamp. The requisition was then delivered by the said Carroll to Mr. John J. Hawkins, a clerk of class 3, in the judiciary division, who placed on the jacket covering the requisition under the head of "Last adjustment by the First Auditor," the following:

Last adjustment by the First Auditor.

	Number and date of report.	Balance due.	Number and date of last warrant.
Fees of marshal, 1885.....	96000, Mar. 11, 1886	Mar. \$30.00	No warrant.
Fees of jurors, 1887.....	103663, Feb. 15, 1887	U. S. 1,050.80	2562, Jan. 8, 1887.
Fees of witnesses, 1886.....	100368, Dec. 15, 1886	U. S. 1,834.88	503, Aug. 16, 1886.
Support of prisoners, 1886.....	100372, Dec. 15, 1886	U. S. 543.93	5499, June 18, 1886.
Miscellaneous, 1886.....	100620, Dec. 31, 1886	U. S. 347.68	510, Aug. 17, 1886.

He also placed on said jacket the following certificate :

J. J. H.]

TREASURY DEPARTMENT,
First Auditor's Office, March 3, 1887.

Emolument return to Dec. 31, 1886.	
For last settlement, see above.	
“ balance due “ “	
“ last warrant “ “	
Vouchers on hand, 1886.....	\$24, 846. 64
“ “ “ 1887.....	\$42, 044. 54
	<hr/>
	\$67, 491. 18

T. S.]

E. P. BALDWIN, *Deputy First Auditor.*

After making these entries on the jacket he placed his initials “J. J. H.” thereon and handed the requisition to the chief of the judiciary division, Thaddeus Sturgis, who, after examining the same, placed his initials, “T. S.,” on the same and forwarded it by messenger to E. P. Baldwin, Deputy First Auditor, who signed the certificate and forwarded the requisition by messenger to A. L. Carroll, in the mail room, where he entered the date of answering the requisition—March 3—on the “Record of requisitions,” in which the requisition was entered on its receipt from the Attorney-General.

After this entry the requisition was forwarded by messenger to the office of the Register of the Treasury, where it was on the same day delivered to H. M. Gillman, a clerk of class 4, who ascertained from the “current judiciary ledger” the amount advanced and outstanding against Marshal Bunn since the last warrant specified by the Auditor, which amounted to \$63,225. He then filled up the certificate of the Register, stating the amount advanced and due to be \$63,225, and initialed said Register's certificate “H. M. G.”

He then delivered the requisition to Mr. H. C. Pearson, the acting chief of the division of “Receipts and expenditures,” who also initialed it “P,” and forwarded it to Ros. A. Fish, Acting Register, who signed it as such; after which it was forwarded by messenger to the office of the First Comptroller, where it was delivered to J. A. Johnson, chief of the judiciary division, who has personal charge of the record of “Requisitions of marshals.”

Mr. Johnson first examined the advances to, and the expenditures by, the marshal to see if the amount asked for could be recommended under the penalty of his bond as marshal. On such examination he found he would be entitled to the advance asked if the appropriation was sufficient. At this time the appropriation for “fees of jurors” was reduced to that extent it was not deemed best to recommend the full amount asked, and instead of \$944.40, the amount asked, he recommended \$900. The appropriation for “fees of witnesses” being exhausted, no advance was recommended. The marshal asked for an advance of \$6,426.07 for expenses of marshal, and Mr. Johnson recommended only \$1,500, basing his action on section 856, Revised Statutes, which provides that “the fees of district attorneys, clerks, marshals, and commissioners in cases where the United States are liable to pay the same, shall be paid on settling their accounts at the Treasury.”

Mr. Johnson does not now remember whether the diminished condition of the appropriation at that time had anything to do with his action in reducing the advance recommended, but is sure section 856 did.

Mr. Johnson, after determining the amount which in his judgment should be advanced, filled out the certificate of the First Comptroller

recommending an advance of \$2,400, instead of \$15,370.13, and initialed the certificate "J. A. J."

The requisition was then entered in the record of "Requisitions of marshals," the following being the heading and entry thereunder, at page 131, in said record :

Name of marshal.	Date of requisition.	Date of its receipt.	Returned to Department of Justice.	Remarks.
Walter H. Bunn	February 16	March 3	March 4	Fiscal year 1887.

Fees of jurors.		Fees of witnesses.		Support of prisoners.		Miscellaneous expenses.		Fees and expenses of marshals.	
Amount asked for.	Amount approved.	Amount asked for.	Amount approved.	Amount asked for.	Amount approved.	Amount asked for.	Amount approved.	Amount asked for.	Amount approved.
\$944.40	\$900	\$7,999.66						\$6,426.07	\$1,500.00

The requisition was then forwarded by messenger to Mr. J. R. Garrison, Deputy First Comptroller, who signed the same as follows: "M. J. Durham, Comptroller, by J. R. Garrison, Deputy Comptroller;" after which he forwarded the same by messenger to the Department of Justice, where it was delivered to Mr. Hodges, the law clerk before named, who ascertained therefrom the amount recommended and the appropriations from which the advance was recommended. In this case there being no money available from the appropriation for fees of jurors, the recommendation of \$1,500 from the appropriation for fees of marshals was filed, and on the 7th of March, Marshal Bunn was notified accordingly that the sum of \$1,500 would be advanced to him. A copy of the blank filled out in this notification is hereto attached and marked Exhibit C.

After this notice was prepared for the signature of the Attorney-General, the requisition for the money was drawn upon the Treasury by the Attorney-General.

An abstract of the above-mentioned exhibit, the requisition being a requisition for money, was entered upon a book entitled "Expenses of U. S. courts, 1887, Department of Justice," on page 44, under the following headings:

Advances made upon marshal's requisitions.

Date of advance.	Requisition.	Marshals and deputies.	Jurors.	Witnesses.	Support of prisoners.	Bailiffs.	Amount advanced.	Requisition.	Miscellaneous expenses.
1887. March 7.....	52,510	\$1,500	None.	None.	None.	None.	\$1,500		Nothing.

Under these headings appeared the date on which the requisition was drawn, the number of the judiciary requisition of the Department of Justice, the appropriation from which the advance was made, together with the total amount advanced.

It was then sent to the record clerk of the Department, Mr. Bon Rosen, who entered it in the journal of judiciary expenses, placing upon the requisition the number of the judiciary warrant of the Department.

When thus entered, it was sent to the chief clerk for submission to the Attorney-General for his official signature.

When signed by the Attorney-General it was returned to Mr. Hodges, who entered the number of the requisition in a receipt book given by the warrant division of the Treasury Department, designating the date on which the requisition was received in that division and the number of the requisition under the following form :

[United States Treasury, division of warrants, estimates, and appropriations.]

MARCH 9, 1887.

Received from the Department of Justice the following requisitions for warrants, as per numbers stated below. * * * 52510. * * *

I. N. MARTIN.

It was then forwarded by messenger to the office of the Secretary of the Treasury, where it was received by the chief of the division of warrants, estimates, and appropriations, and a receipt of its delivery to said official given in the above form, said receipt being placed on record in the Department of Justice.

The following is a copy of the requisition of the Attorney-General:

DEPARTMENT OF JUSTICE,
Washington, March 7, 1887.

\$1,500.]

To the Secretary of the Treasury :

SIR: Please cause a warrant, payable out of the under-mentioned appropriation, to be issued for the sum of \$1,500, in favor of W. H. Bunn, United States marshal for the northern district of New York, being the amount required by him to defray the expenses of the courts of the United States, per his letter of the 16th ultimo. Remit to Cooperstown, N. Y., with which the said W. H. Bunn, U. S. marshal, is to be charged according on the books of the Treasury.

A. H. GARLAND,
Attorney-General.

Appropriation, expenses of United States courts, 1887:

Fees of marshals..... \$1,500

This requisition was received in the warrant, estimate, and appropriation division, office of the Secretary, on the 9th day of March, and delivered to Mr. I. N. Martin, who receipted for it for the chief of division, and by him delivered to Mr. J. L. Enderle, clerk of class 4, who has charge of the appropriation ledger, who examined the appropriation to see if there was money enough remaining in the appropriation to pay the requisition. Finding there was sufficient money to pay the requisition he initialed the requisition E, and delivered it to Mr. I. N. Martin, clerk of class 4, who drew accountable warrant No. 3354 on the Treasurer for the sum of \$1,500, a copy of which is hereunto attached and marked Exhibit D. Mr. Martin then entered the warrant on the "Register of judiciary warrants on the Treasurer," at page 242. The following is a copy of the heading and entry thereunder :

Register of judiciary warrants on the Treasurer.

Date.	Number of warrant.	Requisition and certificate.	In whose favor.	Folio of ledger.	Appropriation.	Partial amount.	Total amount.
1887. Mch. 7	3354	Req.....	W. H. Bunn	.....	1887. Fees and expenses of marshals.	\$1,500	\$1,500

After this entry from the requisition he verified the same by comparing the entry with the warrant. Mr. Martin, after this entry and comparison, delivered the warrant and requisition to a messenger, who stamped on the face of the requisition in the upper right-hand corner the division stamp, which is as follows: "Secretary of the Treasury, March 9, 1887, warrant division."

The messenger then delivered the requisition and warrant to Gabriel F. Johnston, a clerk of class 3, who keeps the index of requisitions and warrants, by whom it was entered in the "Index of warrants" at page 101.

The following is a copy of the heading and entry thereunder :

Index of warrants issued.

B. U. D.—Q. Name.	Initial.	Number.	Class.	Amount.	Month.	Day.
Bunn.	W. H.	3354	J.	\$1,500	March.	9

After this entry Mr. Johnston checked the warrant on face thereof thus, "✓," and handed it to the assistant chief of division, Mr. C. H. Miller, who examined and checked the warrant with pencil on the face thereof thus, "✓" signifying it was correct. Mr. Miller then delivered it to Mr. W. F. McLennan, chief of the division, who initialed and sent the same by messenger to Assistant Secretary Thompson, who placed his initial "T" thereon and forwarded it by messenger to Charles S. Fairchild, Acting Secretary, who on the same day signed and returned the same by messenger to the office of the First Comptroller, where it was delivered to L. H. Mangum, chief of the warrant and land division, and by him forwarded by messenger to Mr. C. E. Bronson, clerk of class 2, who had charge of the judiciary ledger. Mr. Bronson took the warrant to Mr. J. A. Johnson, chief of the judiciary division, who compared the amount of the warrant with his register of marshal's requisitions to see if the amount recommended for advance had been exceeded. In this case the amount had not been exceeded, and Mr. Bronson then entered the warrant on the "Register of judiciary warrants on the Treasurer," No. 2, at page 248.

The following is a copy of the heading and entry thereunder :

Register of judiciary warrants on the Treasurer.

Date.	No. of warrant.	Requisition and certificate.	In whose favor.	Appropriation.	Folio of ledger.	Partial amount.	Totals.
1887. Mch. 9	3354	Req.	W. H. Bunn.	Fees, &c., of marshals.	332	1,500	

Fees and expenses of marshals, United States courts, 1887.

1887.		To warrants.
Mch. 9	3339	14,200

This warrant is included in the whole number of warrants in that appropriation that day, amounting in the aggregate to the sum of \$14,200. The number 3339 is that of the first-named record, March 9. Mr. Bronson also examined the warrant to see if the same had been signed by the Secretary, after which he dated the same by placing the figures "10" after the word "countersigned," this being the date on which the warrant was to be countersigned by the First Comptroller, there not being sufficient time to permit its being signed on the same day. Mr. Bronson then delivered the warrant to Mr. L. H. Mangum, chief of his division, who initialed the same "L. H. M.," thus certifying to the Comptroller that the same had been duly entered and was ready for his signature.

The warrant was then forwarded by messenger to M. J. Durham, First Comptroller, who signed the same in person. (The Deputy Comptroller has no power under the law to sign accountable warrants.) The warrant was then sent by messenger to the office of the Register of the Treasury, where it was delivered to Mr. Lovejoy, clerk of class 3, who had charge of the copy and record room in the division of receipts and expenditures, who had the warrant copied by a copyist whose name can not be ascertained; after which the copy was compared by Mr. Lovejoy with the original to see if it was correct and true. The original warrant was then initialed "L" by Mr. Lovejoy, who also dated the same by placing the figures "10" after the word "registered," and then forwarded by messenger to Mr. Ros. A. Fish, assistant register, who on the same day signed the warrant and forwarded it by messenger to the office of the Treasurer of the United States, where it was delivered in the division of accounts.

The copy of the warrant was then recorded in the register of judiciary warrants. The following is a copy of the heading and entry thereunder:

Register of warrants—judiciary.

Date.	No. of warrant.	In whose favor.	Amount.
1887. Mch. 9	3354	W. H. Bunn.....	\$1,500

The object of making copy and entering same on this register is to facilitate the payment of the warrant, and the entries are made from copy instead of detaining original warrant.

After this entry the copy of the warrant was sent by messenger to Mr. H. M. Gilman, clerk of class 4, in the same division, who has charge of the judiciary ledger, in which was kept the personal account of Marshal Bunn.

Mr. Gilman made the following entry under the account of Mr. Bunn, on page 286 :

Fees and expenses of marshals, 1887.

1887.	To general account	3354	\$1,500.00
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After this posting Mr. Gilman delivered the copy of the warrant to Mr. N. T. Taylor, clerk of class 2, in charge of judiciary, interior civil journal, who recorded and charged the warrant.

The following is a copy of the entry record in the judiciary journal of March 9, 1887, at page 783 :

TREASURY DEPARTMENT, *March 9, 1887.*

Sundries to warrants on the Treasurer.

Fees and expenses of marshals, U. S. courts, 1887 :

To 3354, favor W. H. Bunn, S. U. marshal, N. D. of New York, Coopers-town, N. Y., on account of his expenditures, he to be charged..... \$1,500.00

The following is the entry charging the warrant on the same journal at page 788 :

TREASURY DEPARTMENT, *March 9, 1887.*

Sundries to general account W. H. Bunn, U. S. marshal, N. district of New York.

Fees and expenses of marshals U. S. courts, 1887, warrant No. 3354..... \$1,500

Mr. Taylor then placed the letter "R" on the copy of the warrant, which he then delivered to Mr. R. S. Cowing, a clerk of class 3, in charge of the judiciary appropriation ledger, who posted the same to the debit of the appropriation: Fees and expenses U. S. courts, 1887, in judiciary appropriation ledger at 213. The following is a copy of said debit entry :

Fees and expenses of marshals, U. S. courts, 1887.

1887. March 9	3354	To W. H. Bunn, New York.....	\$1,500.00
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After this entry it was checked " " by Mr. Cowing, who kept the same, and after comparing with the books of the First Comptroller and Secretary, at the end of the fiscal year it was delivered to Mr. M. C. Hooker, in charge of Register's files room No. 41. Mr. Hooker placed the copy in the files of copies of accountable warrants, from which it will be taken and destroyed on the order of the Register.

TREASURER'S OFFICE.

The original warrant was on the evening of the 10th of March, 1887, delivered at the receiving desk in the division of accounts, Treasurer's office, to Mr. Lewis Mann, clerk of fourth class, stamped by a messenger on the face with the office stamp: "U. S. Treasurer's Office, division of accounts. Mar. 10, 1887."

After stamping by messenger Mr. Mann designated the assistant treasurer at New York as the one on whom the draft should be drawn in payment of the warrant, and wrote the words "New York" in the Treasurer's certificate, and also placed the date (March 11) on the certificate, by placing the figures "11" on the face thereof. The warrant was then delivered by Mr. Mann to Mrs. Divine, a clerk of class 2, for entry in the warrant journal. The following is the heading and entry thereunder by Mrs. Divine:

JOURNAL OF WARRANTS.

Warrants received Friday, March 11, 1887.

Navy.		Judiciary.		Treasury.		Internal revenue.	
No.	Amount.	No.	Amount.	No.	Amount.	No.	Amount.
		3354	\$1,500.00				

After this entry Mrs. Divine placed her initial, "D," on the face of the warrant; and then entered it in "register of warrants" No. 21, at page 532. The following is the heading and entry thereunder :

Register of judiciary warrants and drafts..

1886-'7.

No. of warrant.	Payee.	Draft.			Amount.	Draft payable by—	Transfer warrant; amount.
		Date.	No.	Delivered.			
3354	W. H. Bunn.	March 11..	.....	.....	\$1,500	New York.	

The warrant was then initialed by Mrs. Divine, "D," and delivered to J. H. Harley, clerk of second class, who acts as draft clerk, who placed on the warrant the number of the draft to be issued (6534), after which it was delivered to Miss Annie E. Matthews, clerk of class 1, who entered the same on the list of drafts drawn on that day on the assistant treasurer at New York. The list included all drafts drawn during the day, and was forwarded by mail to the assistant treasurer at the close of business, March 11. Miss Matthews then initialed the warrant "M," and delivered it to A. W. Paine, clerk of class 3, who entered the same on the "Register of drafts issued, paid, and outstanding." No. at page. The following is a copy of the heading and entry thereunder :

REGISTER OF DRAFTS ISSUED, PAID, AND OUTSTANDING.

Treasurer's office.—Form 437. }
 Prints.—10—23—'86—200 sheets. }

Drawn on assistant treasurer U. S., New York.

Public debt, draft No.	Judiciary, draft No.	Quarterly salaries, draft No.	Treasury, draft No.	Diplomatic, draft No.	Interior, civil, draft No.	Internal revenue, draft No.	Interior, draft No.	War, draft No.	Navy, draft No.
	6534								

Customs, draft No.	Warrant No.	Payee.	Date of draft.	Date of payment.	Amount.	Total amount.	Remarks.
	3354	Amount brought forward.	188 .	188 .			
		W. H. Bunn, U. S. mar...	.....	.....	1,500.00		

After this entry Mr. Paine initialed the warrant "P," and handed it to Mr. Harley, who drew draft No. 6534 on the assistant treasurer at New York, for the sum of \$1,500, payable to W. H. Bunn, United States marshal northern district of New York. The draft was initialed by Mr. Harley "H," who delivered the same and the warrant to Miss M. B. Heard, clerk at \$900 per annum, who compared them, and finding the draft correctly drawn, initialed both with the letter "H," and passed them to Miss M. P. Knight, a clerk of class 1, who also compared the warrant and draft to see if the latter was correct, and finding it to be, she initialed both warrant and draft with the letter "K," and returned them to Mr. Mann. Mr. Mann sent the warrant and draft by messenger to the Treasurer for his signature to the draft. The Treasurer signed the draft, and returned it and the warrant by messenger to Mr. Mann, who

delivered them to Miss Heard, who prepared a letter to the marshal, addressed an envelope, and returned them all to Mr. Mann, who folded the letter to which the name of the Treasurer was printed, and placed it and the draft in the envelope and sent the same by messenger to the chief clerk's room for mailing. The warrant was returned by Mr. Mann to Mrs. Divine, who entered the number of the draft and the date on which it was mailed in the "Register of judiciary warrants and drafts," in which she entered the warrant when first received by her. After initialing it "D" again, she delivered the warrant to Miss M. P. Knight, who kept the same until the close of the quarter, when it was placed with all warrants in the settlement of the Treasurer, and forwarded to the First Auditor for credit, appearing in his settlement of third quarter, 1887. The draft, when received by Marshal Bunn, was indorsed on the back thereof as follows: "Pay Flour City National Bank of Rochester, or order, W. H. Bunn, U. S. marshal," and deposited in said bank, the same being a national depository, to his credit, and drawn from time to time on his official check, for the expenses of his office.

An accounting for this advance is found in the detailed statement of the account of Marshal Bunn, also submitted.

ACCOUNTS OF U. S. MARSHAL FOR FEES AND EXPENSES.

The fourth item of business so traced was an account of a United States marshal for fees and expenses, and is as follows:

(The exhibits are too voluminous to print.)

MARSHAL'S ACCOUNT OF FEES AND EXPENSES.

Walter H. Bunn, marshal of the northern district of New York, having received advances of money from the Treasury of the United States on the requisition of the Attorney-General on his application and under his bond as marshal, as exemplified in the description of a "Marshal's requisition for money," was required by law to render his account of the disbursement of the same, accompanied by the proper vouchers to the First Auditor for settlement, first having them approved by the court in open session and in the presence of the United States attorney.

The marshal, having expended the money, makes up his account, charging himself with the balance, if any, he claims to be due the United States on his last settlement and all allowances made to him since his last report, and crediting himself with all sums he claims to have disbursed. These accounts are not made at any stated times or for any fixed periods, but are made up and with the vouchers forwarded to the First Auditor that that officer may certify to the Attorney-General the amount of the same on his request for information on which to base his action on the next requisition of the marshal for money. In the account of which the history is here given, Marshal Bunn made three such accounts, which were settled in one, of which the number is 103546. The first account current is for disbursements claimed to have been made at and previous to the September term, 1886, at Buffalo, N. Y. In this account he charged himself with draft of the United States Treasurer, dated August 10, 1886, for \$2,000, and draft dated September 15, 1886, for \$3,000, and claimed credit for disbursements alleged to have been made amounting to \$2,993.19, and commissions claimed on disbursements made amounting to \$150.69, and showing balance due the United States of \$1,856.12.

The marshal, on the 13th day of October, 1886, made oath before Charles B. Germain, United States circuit court commissioner, that the charges in the account were correct and not included in any other account previously rendered, and that the services therein referred to were actually and necessarily performed as therein stated, and that all items of services charged he believed to be correct and legal, which oath was indorsed on the account current. The account was then presented to William V. S. Woodward, assistant United States attorney for said district, who placed on the account the following indorsement: "Examined and approved. William V. S. Woodward, Assistant United States Attorney."

The assistant attorney, Mr. Woodward, then presented the account to the court, and on his motion, made in open court on the 13th day of October, 1886, the account was approved by the judge of said court, Hon. Alfred C. Coxe.

Afterwards, and on the 25th day of October, 1886, the clerk of the court, Charles B. Germain, placed on the back of said account a copy of the record of the order of the court approving said account, together with his certificate made under his hand and the seal of the court that the same was a true copy of the order of approval.

The clerk also attached to the account his certificate that business was actually transacted in the court on each day for which the marshal had charge for attendance, as required by act of Congress approved August 4, 1886.

This account was executed in duplicate and the duplicate filed in the office of the clerk of the court and the original forwarded by the clerk by mail to the First Auditor of the Treasury, by whom it was received in the locked mail-bag of said office, delivered from the city post-office by mail messenger of the Treasury Department, on the 27th day of October, 1886.

This mail-bag was opened in the mail-room of the First Auditor's Office by A. L. Carroll, assistant messenger, who stamped the same on the back thereof the date of its receipt as follows: "First Auditor's Office. Entered by B. C. S. Received & entered Oct. 27, '86," and delivered the same to Mr. B. C. Somervell, clerk of class \$2,000 per annum, who had charge of the record of accounts received. Mr. Somervell then entered the account in a book, on the back of which was the following indorsement: "Record of letters and accounts received. Office of the First Auditor of the Treasury."

The following is a copy of the heading and entry thereunder:

Date.	Name of officer.	Address.	Official title.	Remarks.	To whom referred.
1886. Oct. 27	W. H. Bunn ..	Cooperstown, N. Y.	U. S. marshal	Acct., fees and expenses, Sept. term, 1886.	J. J. Hawkins.

After this entry by Mr. Somervell he placed in the office stamp his initials, "B. C. S.," thus indicating the same had been duly entered by him. Mr. Somervell then sent the account by a messenger to Mr. Thaddeus Sturgis, chief of the judiciary division, that he might acquaint himself with the business coming in to his division, and by whom it was delivered to Mr. J. J. Hawkins, a clerk of class 1, to whom was assigned the adjustment of the same. As three accounts were adjusted in this one report, it is necessary to refer to the action by marshal, attorney, clerk, and court on the other two.

In the second account for fees and expenses at the November term, 1886, of the circuit and district courts at Auburn and Syracuse, N. Y., the marshal charged himself with a balance of \$1,856.12, claimed by him to be due the United States in his former account rendered, and also with a draft of the United States Treasurer, dated December 9, 1886, for \$2,000, and asked credit for disbursements alleged to have been made amounting to \$3,438.53, and commissions, \$604.65 (the commissions being 2 per cent. on all disbursements except fees and expenses). The account showed a balance due the marshal of \$187.06. This account was sworn to by the marshal on December 29, 1886, before Charles B. Germain, United States commissioner, approved by D. N. Lockwood, United States attorney, and was by him presented to the court in open session on the same day, when and where it was approved by the court, and certified by the clerk as having been so approved. Said approval by the court also contained a finding that the clerks of the circuit and district court had certified to the fact that business had been transacted on each day for which the marshal had charged for his attendance.

The duplicate was filed with the clerk and the original forwarded by him to the First Auditor, where it was received, stamped, entered, and delivered to the clerk, Mr. Hawkins, on January 11, 1887, in the same manner and by the same persons as in the case of the first account.

The third account for fees and expenses at and previous to the January term, 1887, of the circuit and district courts at Albany, N. Y., was made by the marshal, in which he charged himself with a draft of the United States Treasurer, dated January 15, 1887, for \$1,500, and asked credit for disbursements alleged to have been made, amounting to \$2,458.15, and commissions on disbursements, \$164.35, and also for the balance of \$187.06 claimed by the marshal to be due him on last account rendered, and showing a balance of \$1,309.56 due the marshal.

It will be observed that all balances brought forward by the marshal are those claimed by him to be due according to his accounts as rendered and not as adjusted by the accounting officers of the Treasury Department.

This account was sworn to by the marshal before J. G. Hirschbeck, United States circuit court commissioner, on March 19, 1887, and examined and approved by Samuel W. Welch, jr., assistant district attorney, and presented by him to the court in open session for approval, and by the court duly approved on the 23d day of March, 1887. The clerk of the court on the 29th day of March, 1887, indorsed on the account a copy of the record of the court approving the account, and his certificate that business was transacted on each day for which the marshal had claimed attendance. The clerk retained the duplicate and forwarded the original to the First Auditor, where it was received April 9, 1887, and stamped, entered, and forwarded to Mr. Hawkins by the same persons and in the same manner as the other accounts before mentioned.

Included in this account was a voucher for \$137.10 for the transportation of two insane convicts from the penitentiary at Albany, N. Y., to the Government Hospital for Insane at Washington, D. C., which voucher being for expenses for transportation of prisoners outside of the District required the approval of the Attorney-General, and instead of being sent with the other vouchers to the First Auditor was forwarded by the clerk of the court to the Attorney-General, who, on the 9th day of March, 1887, approved the same in the sum of \$115.05 and referred it to the First Auditor, in whose office it was delivered by a

messenger of the Department of Justice on the 10th day of March, 1887. It was received, stamped, entered, and delivered to Mr. Hawkins in the same manner as the accounts had previously been.

The Attorney-General afterward, and on the 22d of March, 1887, by messenger, or verbally, requested the return of this voucher to his office. This request was granted, and Thaddeus Sturgis, the chief of the judiciary division, placed on the back of the voucher the following indorsement, which was initialed by him "T. S.," and signed by the Acting First Auditor: "First Auditor's Office, March 22, 1887. Respectfully returned to Department of Justice as per verbal request this day. E. P. Baldwin, Acting Auditor. T. S." After which it was delivered to messenger of the Department of Justice for delivery to the Attorney-General.

An entry was made on the record of the receipt of the voucher by Mr. Somervell that the same had been returned to the Attorney-General. This was done that the record of the same might be complete. Afterwards, and on the 31st day of March, 1887, the voucher was returned to the office of the First Auditor by the Attorney-General and delivered by messenger. On the back of the voucher was the following indorsement: "Department of Justice, Mar. 30, 1887. Respectfully returned to the First Auditor. Frank Strong, general agent."

It may be well to here note that the accounts of Marshal Bunn were being investigated by the Department of Justice, and the reason, given verbally, for the return of the account to the Attorney-General was that the same might be examined.

The custom or practice of the First Auditor's Office is to adjust the accounts of the marshals quarterly and include in one report all accounts then on hand, and this is only varied by such circumstances as occasioned in this case investigation of the accounts by the Department of Justice.

The Department of Justice having, after the receipt by the First Auditor of the first account here mentioned and prior to the end of the current quarter, begun an investigation of the accounts of Marshal Bunn, all of his accounts for fees and expenses were held up pending such investigation, and the holding up of these accounts did not interfere with or prevent the advancement to the marshal of all necessary money for the expenses of the courts in his district.

These accounts, as soon as received by Mr. Hawkins, were examined by him to see if the requirements of the law in these respects had been complied with, viz, that the account current had been duly made up showing the charges and credits; that it had been signed and sworn to by the marshal, submitted to and approved by the United States attorney and by him presented to the court in open session for approval; that the account contained a certified copy of the order of approval by the court and a certificate by the clerk that business had been transacted in court each day, for which the marshal claimed fees for attendance.

Finding the accounts to be correct, he, on the same days on which the accounts were received, prepared an acknowledgment of receipt which was initialed by him and forwarded by messenger to the Auditor for his signature. After being signed by the Auditor they were mailed to the marshal. No record of the acknowledgment is kept in the office, blanks being kept for this purpose which are filled out by the clerk. Copies of the three accounts current rendered are hereto attached and marked Exhibits A, B, and C.

Mr. Hawkins proceeded to adjust these accounts of the marshal, and to do so it was necessary to know the correct balance found by the First

Comptroller to be due to or from the United States on the last account adjusted, as well as to be informed of all advances made to the marshal on the requisitions of the Attorney-General, and this information being on the books of the Register of the Treasury, he made out a request for the information, a copy of which request is hereto attached and marked Exhibit D, which he signed and forwarded by messenger to Mr. Gilman, a clerk of class 4 in the office of the Register of the Treasury who has charge of the judiciary ledger, who, on the same day, June 17, 1887, made out a Register's certificate, of which a copy is hereto attached and marked Exhibit E, whereby the Register certified that per report No. 101921 (the last) there was due the United States from the marshal the sum of \$11,320, and that on March 9, 1887, there had been advanced to him, per warrant No. 3354, the sum of \$1,500.

This certificate was initialed by Mr. Gilman, "G," delivered to the chief of the division of receipts and expenditures, Register's Office, Mr. Thomas Holladay, who also initialed it "H" and forwarded it by messenger to Mr. L. W. Reid, Assistant Register, who signed it and forwarded it by messenger to Mr. Hawkins, by whom it was received the same day.

The accounts were then examined by Mr. Hawkins on their merits—that is, to see if the expenditures had been made by the marshal in accordance with the fee bill, the law, and the regulations of the Department of Justice and the Treasury Department.

The marshal claimed to have properly expended the sum of \$8,889.87, of which sum the clerk found the evidence was not sufficient to satisfy him of the proper expenditure of various items, amounting in all to the sum of \$892.66, which he suspended for further evidence.

A copy of all items suspended and the reasons therefor is hereto attached and marked Exhibit F, and the same is called a "Statement of differences."

He therefore allowed the marshal credit for the sum of \$7,997.21, as having been properly expended.

Of the sum of \$919.69, claimed to be due as commissions at the rate of 2 per cent. on the sum of \$45,984.50 alleged to have been expended, the clerk found that the sum of \$490.27 was not properly charged and therefore disallowed the same. He allowed him credit for the sum of \$429.42 as commission on \$21,471.21.

It is the practice of the First Auditor's Office to suspend all items in an account when the evidence is not satisfactory. This is not done except the matter is submitted to the chief of division, and, if necessary, to the Deputy Auditor, or Auditor, except where a ruling has been made on the same character of expenditure in that or some other account. In view of the fact that it makes little difference what action is taken by the Auditor on any item, as the First Comptroller has power to allow or disallow it on revision, it has been deemed best by the Auditor to *suspend* instead of *disallow* such items, and when the same are presented to the Comptroller he, if satisfied an explanation should be furnished by the marshal, requires him to make it. This rule is regarded by the Auditor as in the interest of the speedy transaction of public business, for if the account was not adjusted until the marshal had answered all objections raised to his account, it would take considerable time, and as the Auditor's action is not final, the explanations might not be regarded by the Comptroller as satisfactory to him. Aside from this, the Comptroller might object to the allowance without further explanation of many items allowed by the Auditor, and thus more time be consumed in making explanations, while under the present rule the Comp-

troller asks explanation of only such items as he does not intend to allow without, and none as to those items suspended by the Auditor he deems satisfactory.

There are, however, many instances in which, if time permits, or it is deemed actually necessary that information be furnished, the marshal is required by the Auditor to furnish explanations, and it is also often necessary to ask the Department of Justice to send an examiner to investigate the accounts of the marshal, and on his report many hundreds of disallowances are made by the Auditor.

While these investigations are pending no accounts for fees and expenses are adjusted. These examiners are under the control of the Department of Justice. The First Auditor has authority to send one or more of his clerks who are familiar with the accounts and know the points on which information is required, and who might obtain the same with but few days' delay and small expense to the Government, if there was any appropriation out of which the expenses of the clerks could be paid, as was the case before the matter was transferred to the Department of Justice.

Mr. Hawkins, having made up his "Statement of differences," which but for the large number of items suspended and disallowed would have appeared on the back of his "Statement of account," then prepared his statement of account, a copy of which is marked Exhibit G, in which he stated the account adjusted, and in which statement he charged him with the sum of \$12,280 and gave him credit with the sum of \$8,501.63, and thus showing balance of \$4,318.37 due the United States.

This statement was then dated, June 18, 1887, and signed by Mr. Hawkins as being examined and stated by him.

Mr. Hawkins then prepared the Auditor's report, a copy of which is marked Exhibit H, whereby the Auditor certified that he had examined and adjusted the account between the United States and W. H. Bunn, marshal of the northern district of New York, on account of appropriation for fees and expenses, marshals U. S. courts for the fiscal year 1887, and that he found he was chargeable with the sums stated and entitled to credit for the sums stated, and also that there was due from the marshal the sum of \$4,318.37.

This report was initialed by Mr. Hawkins, "J. J. H.," and placed on the desk of Mr. Sturgis, chief of the judiciary division, by whom it was examined as to form and initialed T. S."

The account was then sent by messenger to James Q. Chenoweth, First Auditor, by whom it was signed and forwarded by messenger to the record room, where it was delivered to Z. E. Thomas, a clerk at \$1,000 per annum, in charge of the room. Mr. Thomas placed the number, 103546, on the back of the report and delivered it to Mrs. F. L. Kerr, a copyist at \$900 per annum, who recorded the same at length on page 378 of a record book having on the back thereof the following endorsement: "First Auditor's reports on judiciary, light-house, and marine hospital accounts. No. 94. First Auditor's Office, Treasury Department."

After recording the report, Mrs. Kerr placed the number thereof on the face of the account and also her initials, "F. L. K.," thus indicating it had been recorded. She then returned the report to Mr. Thomas, who examined it and returned it to Mr. Hawkins, the clerk who stated the account. Mr. Hawkins then entered the report on the division record of accounts audited, which record has on the back thereof the

following indorsement: "Register of judicial accounts, First Auditor's Office." The following is the heading and entry thereunder:

Name.	Nature of account.	Period covered.		Adjusted.	No. of report.
		Beginning.	Ending.		
W. H. Bunn, marshal...	Fees and expenses.....	Sept. '86.	Jan. '87.	1887. June 18.	103546

The account was then forwarded by messenger to the First Comptroller's Office. Mr. Hawkins, on the completion of the entry on this record, filled out a notification of the adjustment of the accounts, and initialing the same, forwarded it by messenger to the Auditor for his signature. After the notification was signed by the Auditor it was placed in an envelope, addressed to the marshal, and delivered by messenger to Mr. George W. Fales, a clerk of class 1, who has charge of the out-going mail, by whom it was sealed and placed in the mail.

The account was received in the office of the First Comptroller by Daniel Grosvenor, clerk of class 2, who had charge of the register of First Auditor's accounts. Mr. Grosvenor stamped the Auditor's report on the back thereof with the office stamp, as follows: "First Comptroller's office, June 21, 1887, R. and E.," and entered the same in the record, which has on the back thereof the following indorsement: "Register of First Auditor's accounts. Expenses of courts. First Comptroller's Office."

The following is a copy of the heading and entry thereunder:

When received.	Date of report.	No. of report.	Name.	Nature of account.	To whom referred.	When passed by Comptroller.	Due to or from U. S.	Warrant.	
								Date.	No.
June 21	1887. June 18	103546	W. H. Bunn..	Mar. N. New York.	Johnson.	1887. July 5	\$4,521.99 due U. S.		

The account was then delivered by Mr. Grosvenor to Mr. J. Altheus Johnson, chief of the judiciary division, who delivered it to H. Clay Howard, clerk of class 3, who entered it in a record with the following indorsement on the back: "Marshals' accounts, First Comptroller's Office."

The following is the heading and entry thereunder:

Number.	Nature of account and for what period.	When received.	When passed.	Due to the U. S.	Due from the U. S.	Remarks.	Amount.
103546	Sept. and Nov. terms, 1886, and January terms, 1887, and suspensions per report 101921.	June 21, 1887	July 5, 1887	\$4,521.99			

The account was then delivered by Mr. Howard to Mr. C. M. Scanlon, clerk of class 2, who proceeded to revise the account, and in so doing allowed various items of expenditure suspended by the Auditor, amount-

ing in the aggregate to the sum of \$143.80, and disallowed various items allowed by the Auditor, amounting to \$347.42, and allowed \$1.51 less commission than the Auditor.

The action of Mr. Scanlon is noted in red ink on the statement of the account and the statement of differences prepared by Mr. Hawkins, which is fully shown in Exhibits F and G. It may be well to note that all the writing in said exhibits shown in black ink was done by Mr. Hawkins, and that in red ink by Mr. Scanlon.

Having revised the account as above stated, Mr. Scanlon filled out the Comptroller's certificate whereby he certified as follows: "I admit and certify the above amended balance of \$4,520.99 due United States this 5th day of July, 1887."

He then filled up and signed the certificate on Mr. Hawkins's statement of the account, as follows: "First Comptroller's Office, July 5, 1887. Examined by C. M. Scanlon."

The account and report was then delivered by Mr. Scanlon to Mr. J. Altheus Johnson, the chief of the judiciary division, who initialed it "J. A. J.," and forwarded it by messenger to Mr. J. R. Garrison, Deputy First Comptroller, for his signature.

Mr. Scanlon entered on the register of marshals accounts in the judiciary division the date of the adjustment and amount of balance. Mr. Garrison signed said Comptroller's certificate as follows: "M. J. Durham, First Comptroller, by J. R. Garrison, Deputy First Comptroller," and forwarded the accounts and report by messenger to Mr. Grosvenor, who entered in his record the last two entries—the date of revision and balance due.

Mr. Grosvenor then forwarded the account and report by messenger to the Register of the Treasury, where it was delivered to Mr. S. C. Lovejoy, a clerk of class 3, who has charge of the copying-room in the division of receipts and expenditures. Mr. Lovejoy handed the account to a messenger, who stamped on the back of the report the date of its receipt. Said stamp is as follows: "Register's office. Received July 6, 1887."

Mr. Lovejoy then took the account and report and delivered the report to Mr. M. B. Hatch, a clerk of class 2, who examined it to see if it was properly signed and if any settlement warrant was required to be issued on it. Ascertaining that it had been properly signed and that no warrant was required, nothing being due the marshal, he registered the report in a book kept for that purpose, and entitled: "Register of accounts—Judiciary." This book is not paged, the record being kept by the numbers of the accounts. The following is a copy of the heading and entry thereunder:

Number.	Year.	Date received.	Name.	Class of accounts.	Amount allowed.	Number of warrant.
103546	1887	July 6, 1887	W. H. Bunn.	Judiciary.		

The account and report were then sent by messenger to Mr. H. M. Gillman, clerk of class 4, in the same division, who had charge of the judiciary ledger, who examined the debits and credits in the report to see if they agreed with his ledger, and posted the disbursements allowed by the Comptroller and brought down the debit balance of \$4,521.99 found by that officer to be due the United States, together with all

items on the ledger that did not appear in the Auditor's report. The following is a copy of the debit and credit entries on the ledger :

Walter H. Bunn, U. S. marshal, northern district of New York. Bond March 6, 1886, fees and expenses, 1887.

1887	To ledger 10, page 286	\$12,820.00 12,820.00	1887 July 6	By general account.....	\$8,298.01
				By new account.....	4,521.99
July 6	To old account, rept. No. 103546.....	4,521.99			12,820.00

The following appears on the back of this ledger: "Judiciary ledger No. 11, July 1, 1887, to June 30, 1888, Register's office."

Mr. Gillman then delivered the account and report to Mr. N. T. Taylor, journal clerk, at a salary of \$1,400 per annum, who journalized the account as follows :

Sundries to W. H. Bunn, U. S. marshal, northern district of New York. Bond March 6, 1886. Fees and expenses, marshals U. S. courts, 1887.

General account:

By disbursements September and November terms, 1886, and January term, 1887	\$7,795.10
By commissions on \$21,395.71, at 2 cents.....	427.91
By suspensions allowed per report 101921	75.00

Report No. 103546. New account. To balance due United States	4,521.99
	12,820.00

The following appears on the back of the journal: "Journal of judiciary accounts from July 1, 1887, to June 30, 1888. Register's office."

Mr. Taylor stamped the report on the back thereof with the word "Files," and sent it by messenger to Miss Mary H. Brady, a clerk of class 1, who entered the same in "The index of reports of the First Auditor. Judiciary, light-house, and marine hospital. Register's office." The following is the heading and entries thereunder :

Number.	Name.	Date of Comptroller's admission.	Nature of expenditure and district.
103546	W. H. Bunn.	July 5, 1887.	U. S. marshal, northern district of New York; fees and expenses, 1887.

The report was then marked with a cross mark on the back by Miss Brady, which signified that the account had been entered, after which the account and report were delivered to Mr. Wannall, a clerk of class 3, who placed the same in the files.

DISTRICT ATTORNEY'S ACCOUNT FOR FEES, ETC.

The fifth item of business traced was an account of a United States district attorney for fees, etc, and is as follows. (The exhibits are too voluminous to print):

UNITED STATES DISTRICT ATTORNEY'S ACCOUNT.

W. H. Sandels, United States district attorney for the western district of Arkansas, having performed certain services for the United States in his official capacity, desires to be compensated for said serv-

ices. To that end he makes up an account for fees, attendance, and travel pursuant to the limitations of the fee bill, as exemplified in section 824 of the Revised Statutes of the United States.

This account having been sworn to by the district attorney, is presented by him to Judge I. C. Parker in open court for approval. These accounts are not made up at any stated times or for any fixed periods, but as suits the convenience of the several attorneys. The account, the history of which will be hereinafter given, claims to be for services rendered at Fort Smith, in the western district of Arkansas, from January 1 to March 31, 1886, and amounts to the sum of \$1,935. The district attorney, on the 31st day of March, 1886, made oath before S. W. Wheeler, clerk of the court, that all the services charged for in said account had been actually and necessarily performed; that no part of said service had been charged for in any previous account, and that the account was just, true, and legal in all respects; which oath was indorsed on the account. Having secured the approval of Judge Parker, as indicated above, the account was forwarded by the clerk of the court, Stephen W. Wheeler, to the First Auditor of the Treasury, together with a certified copy of the order of court approving the same, a duplicate of said account being retained by the clerk and filed in his office.

The account was received in the locked mail-bag of the First Auditor's Office, delivered from the city post-office by the mail messenger of the Treasury Department on the 5th day of April, 1886. This mail-bag was opened in the mail-room of the First Auditor's Office by A. L. Carroll, assistant messenger, who stamped the account on the back thereof with the date of its receipt, as follows: "First Auditor's Office, entered by. Received and entered," and delivered the same to Mr. B. C. Somervell, clerk of class \$1,000 per annum, who had charge of the incoming mail. Mr. Somervell then entered the account in a book on the back of which is the following indorsement: "Record of letters and accounts received. Office of the First Auditor of the Treasury."

The following is a copy of the headings and entries thereunder:

Date.	Name of officer.	Address.	Official title.	Remarks.	To whom referred.
1886. Apr. 5.	W. H. Sandels.	Ft. Smith, Ark.	U. S. attorney.	Compensation for 1st quarter, 1886.	Cousar.

After this entry by Mr. Somervell, he placed in the office stamp his initials, "B. C. S.," thus indicating that the account had been duly entered by him. Mr. Somervell then sent the account by messenger to Mr. Thaddeus Sturgis, chief of the judiciary division, that he might acquaint himself with the business coming into his division, and by him it was delivered to Mr. R. M. Cousar, clerk of class 1, to whom was assigned the duty of auditing the same.

The account, as soon as received by Mr. Cousar, was examined by him to see if the requirements of the law had been complied with, viz, that the account had been signed and sworn to by the attorney, submitted to, and approved by the court in open session; that the certified order of approval was attached to the account. Finding that the account was correct in these particulars, he, on the same day on which it was received, prepared an acknowledgment of receipt of the same, initialed it, passed it to the chief of division, who also initialed it and sent it by messenger to the First Auditor for his signature. The Aud-

itor, having signed the same, forwarded it to Mr. George W. Fales, clerk of class 1, who has charge of the outgoing mail, and it was by him sealed and placed in the office mail-bag. Attached hereto is a copy of the acknowledgment of receipt marked Exhibit A.

No record of the acknowledgment of the receipt is kept in the office, blanks being provided for this purpose which are filled out by the clerk in charge of the work. The account was then examined to ascertain if any special counsel fees had been charged, as is allowed by clause 10 of section 824 of the Revised Statutes of the United States. Such fees being included in the account, Mr. Cousar placed on the back of the same the following indorsement:

R. M. C. }
T. S. }

TREASURY DEPARTMENT,
First Auditor's Office, April 5, 1886.

Respectfully referred to the Attorney-General for his approval of the special counsel fees herein charged.

E. P. BALDWIN, *Deputy Auditor.*

He (Mr. Cousar) placed his initials on the account, as did also Mr. Sturgis, the chief of division, and the same was forwarded to Mr. E. P. Baldwin, Deputy First Auditor, who signed the same as indicated above, and handed it to Mr. Somervell in order that he might make an entry on the record of the receipt thereof that the same had been transmitted to the Attorney-General.

This was done in order that the record might be complete. The account was then forwarded to Mr. Fales for mailing to the Attorney-General.

Afterwards, and on the 6th day of April, 1886, the account was returned to the First Auditor's Office, having been examined by Mr. Henry Hodges, law clerk of the Department of Justice at \$2,000 per annum, who prepared the following indorsement, and inclosing the account in a jacket, forwarded the same to the Attorney-General for his signature:

DEPARTMENT OF JUSTICE, *April 6, 1886.*

I have examined the special fees within charged and recommending their allowance respectfully return them to the First Auditor of the Treasury.

JOHN GOODE,
Acting Attorney-General.

The account was on its return delivered to Mr. Baldwin, Deputy First Auditor, who, ascertaining that it had been previously recorded, sent the same to the chief of the judiciary division, who again placed it in the hands of Mr. Cousar. Mr. Cousar then proceeded to examine the same on its merits—that is, to see if the charges had been made in accordance with the fee bill, the law, and the regulations of the Department of Justice and the Treasury Department. Finding no error in the account, Mr. Cousar affixed his signature to the same, together with the date of his examination thereof. Mr. Cousar then prepared the Auditor's report, a copy of which is hereto attached and marked Exhibit B, whereby the Auditor certified that he had examined and adjusted an account between the United States and W. H. Sandels, United States attorney for the western district of Arkansas, on account of appropriation for pay of district attorneys and their assistants for the fiscal year 1886, and that he found that the United States was indebted to him in the sum of \$1,935.

The report was initialed by Mr. Cousar and placed on the desk of Mr. Sturgis, chief of the judiciary division, by whom it was examined as to form and initialed "T. S." The account was then sent by messenger to James Q. Chenoweth, First Auditor, by whom it was signed and for-

warded by messenger to the record room, where it was delivered to Z. E. Thomas, a clerk at \$1,000 per annum, in charge of the room. Mr. Thomas placed the number, 96457, on the back of the report and delivered it to Mrs. E. L. Nourse, a copyist at \$900 per annum, who recorded the same at length on page 266 of a record book having on the back thereof the following indorsement: "First Auditor's reports on judiciary, light house, and marine-hospital accounts, No. 88, First Auditor's Office, Treasury Department."

After receiving the report Mrs. Nourse placed the number thereof on the back of the account, and also on the face of the report, and initialed the same "E. L. N.," thus indicating that it had been recorded. She then returned the report to Mr. Thomas, who returned it to Mr. Cousar, the clerk who stated the account. Mr. Cousar then entered the report on the division record of accounts audited, which record has on the back the following indorsement: "Register of judicial accounts. First Auditor's Office."

The following is the heading and entries thereunder:

Name.	Nature of accounts.	Period covered.		Adjusted.	No. of report.
		Beginning Jan.	Ending March		
W. H. Sandels	Atty. fees, 1886	1, '86.	31, '86.	April 7, 1886.	9645

The account was then forwarded by messenger to the First Comptroller's Office. Mr. Cousar, on the completion of the entry on this record, filled up a notification of the adjustment of the account, and, initialing the same, placed it on the desk of his chief, who also initialed it and forwarded it by messenger to the First Auditor for his signature. After the notification was signed by the First Auditor it was placed in the hands of Mr. Geogre W. Fales, by whom it was sealed and placed in the mail.

The account was received in the office of the First Comptroller by Mr. Daniel Grosvenor, clerk of class 2, who had charge of the register of the First Auditor's accounts. Mr. Grosvenor stamped the Auditor's report on the back thereof with the office stamp, as follows: "First Comptroller's Office, Apr. 9, 1886, R. & E.," and entered the same in the record, which has on the back thereof the following indorsement: "Register of First Auditor's accounts. Expenses of courts. First Comptroller's Office."

The following is a copy of the heading and entries thereunder:

When received.	Date of report.	No. of report.	Name.	Nature of acct.	To whom referred.	When passed by Comptroller.	Due to or from U. S.	The warrant.	
								No.	Date.
1886. Apr. 9	1886. Apr. 6	96457	W. H. Sandels.	U. S. attorney, W. dist. Arkansas.	Johnson.	1886. Apr. 26	\$1,915	5019	1886. May 3.

The account was then delivered by Mr. Grosvenor to Mr. J. Altheus Johnson, chief of the judiciary division, who delivered it to Mr. H. C. Howard, clerk of class 3, who entered it in a record with the following indorsement on the back thereof: "Accounts of district attorneys, clerks, and commissioners. No. 7. First Comptroller's Office."

The following is the heading and entries thereunder :

No.	Name of officer.	Office.	Name of acct. and for what period.	When received.	When passed.	Due to the U. S.	Due from the U. S.	Remarks.
96457	W. H. Sandels.	Attorney.	Fees, Jan. 1 to Mch. 31, 1886.	1886. Apr. 9	1886. Apr. 23		\$1,915	Ft. Smith.

The account was then delivered by Mr. Howard to Mr. Leonard Sargeant, clerk of class 3, who proceeded to revise the account and in so doing disallowed the fee of \$20 charged in the case of the United States *v.* John Paris, charged with having committed a murder in the Indian Territory, for the reason that the jury had failed to agree upon a verdict, the First Comptroller having decided that in case of a mistrial no fee shall be allowed. The above action by Mr. Sargeant having been noted in red ink, he signed and dated the same. He then filled out the Comptroller's certificate whereby he certified the following: "I admit and certify the above amended balance of \$1,915, this 26th day of April, 1886."

The account and report were then delivered by Mr. Sargeant to Mr. J. Altheus Johnson, the chief of the judiciary division, who initialed it "J. A. J." and forwarded it by messenger to J. R. Garrison, Deputy First Comptroller, for his signature. Mr. Sargeant entered on the register of district attorneys' accounts in the judiciary division the date of the adjustment and the amount allowed by him.

Mr. Garrison signed said Comptroller's certificate as follows: "M. J. Durham, First Comptroller. By J. R. Garrison, Deputy Comptroller," and forwarded the accounts and report by messenger to Mr. Grosvenor, who entered on his record the last two entries, viz, the date of revision and balance due. Mr. Grosvenor then forwarded the account and report by messenger to the Register of the Treasury, where it was received by Mr. S. C. Lovejoy, a clerk of class 3, who has charge of the copying-room of the division of receipts and expenditures.

Mr. Lovejoy handed the account to a messenger, who stamped on the back of the report the date of its receipt. Said stamp is as follows: "Register's Office. Received April 27, 1886."

Mr. Lovejoy then delivered the report to Mr. M. B. Hatch, a clerk of class 2, who examined it to see if it was properly signed, and if any settlement warrant was required to be issued on it. Ascertaining that it had been properly signed and that a warrant must issue, he first registered in a book kept for that purpose and entitled "Register of accounts, judiciary, light-house, and marine hospital." This book is not paged, the record being kept by the number of accounts.

The following is the heading and entries thereunder :

No.	Year.	Date received.	Name.	Class of account.	Amount allowed.	No. of warrant.
96457	1886.	1886. April 27..	W. H. Sandels...	Fees, Atty. W. Dist. Arkansas..	\$1,915.00	5019

And then delivered the report to Miss M. A. Foster, copyist at \$900 per annum, who copied the same, initialed the copy, and handed both copy and original to Mr. Lovejoy, who placed on the back of the

original the following indorsement: "E. and C., April 27, 1886," which indicated that the same had been entered and copied on that date.

The original report, together with the account, was then forwarded by messenger to Mr. N. T. Taylor, clerk of class 2, who has charge of the judiciary journal, who placed the account on his table to wait for the receipt of the warrant paying the same before entering it on his journal. The copy of the report, in the mean time having been initialed by Mr. Lovejoy, was forwarded to the Assistant Register for his signature.

The paper hereto attached and marked Exhibit C is a duplicate of the Register's copy of the Auditor's report.

The copy, after receiving the signature of Mr. Ros. A. Fish, Assistant Register of the Treasury, was forwarded to the Department of Justice by messenger, who delivered it into the hands of Mr. Henry Hodges, law clerk of the Department, who receipted for the same in a small blank book carried by the messenger, by placing his initial "H." opposite the number of the report. This book was then returned to Mr. Lovejoy by the messenger. The copy heretofore referred to was examined by Mr. Hodges, who filled out the blank requisition on the back of the copy, and also made an entry in a book having on the back thereof the following indorsement: "Requisitions. No.—. Department of Justice."

The following is a copy of the heading and entries thereunder :

Date.	Name.	Office.	District.	Nature of account.	Period covered.
1886. Apr. 28.	W. H. Sandels.	Attorney.	W. Arkansas.	Attendance, travel, and fees.	Jan. 1 to Mar. 31, 1886.

Report No.	Where sent.	Requisition No.	Remarks.	Appropriation.	Amount.
96, 457	Ft. Smith, Arkansas.	48, 602	.....	Fees U. S. district attorneys, U. S.	\$1, 915. 00

The requisition was then entered in an appropriation ledger, the following being the heading and entry thereunder :

Fees of district attorneys, U. S. courts, 1886.

Date.	Requisition No.	Name.	Amount.
April 28, 1886..	602	W. H. Sandels.....	\$1, 915

After which entry Mr. Hodges forwarded the requisition by messenger to the Attorney-General for his signature. After receiving the signature of the Attorney-General, the requisition was forwarded by messenger to the division of warrants, estimates, and appropriations in the office of the Secretary of the Treasury, where it was received and receipted for by Mr. J. L. Enderle, clerk of class 4, in the same manner that Mr. Hodges had previously done. Mr. Enderle then proceeded to ascertain if there were funds available to pay the amount certified to be due by the First Comptroller, and directed to be paid by the Attorney-

General, by an examination of the appropriation ledger of which he had charge. Finding that there were funds so available, he signified the same by placing his initial "E." on the requisition and handed it to Mr. I. M. Martin, clerk of class 4, who drew judiciary warrant No. 5019, for \$1,915, a copy of which is hereto attached and marked Exhibit D. The requisition was then entered in a book by Mr. Martin, said book having on the back thereof the following indorsement: "Register of judiciary warrants. No. 4. Office of the Secretary of the Treasury."

The following is a copy of the heading and entry thereunder:

Date.	No. of wt.	Requisition and certificate No.	In whose favor.	Folio of ledger.	Appropriation.	Partial amount.	Total amt.
May 1, '86	5019	96457	W. H. Sandels	.....	Fees of U. S. district attorneys, 1886.	\$1, 915	

The requisition and warrant were then placed in the hands of Dr. Johnston, who made an entry on an index of warrants, which index has on the back thereof the following indorsement: "Index of warrants, January to June, 1886. Office of the Secretary of the Treasury," the following being a copy of the heading and entries thereunder:

Name.	Initials.	No.	Class.	Amount.	Month.	Day.
Sandels	M. H.	5019	Judiciary...	\$1, 915	1886. May.	1

The warrant and requisition were then placed in the hands of the assistant chief of the division, Dr. C. H. Miller, who compared the warrant with the requisition to see if the former had been drawn in accordance with the requirements of the latter, and checked the warrant with a lead-pencil. The warrant was then delivered to Mr. C. T. McClellen, chief of the division, who initialed the same and handed it to a messenger, who attached the warrant and requisition together with a wafer and carried the same to the Assistant Secretary of the Treasury for his signature. After receiving the signature of Mr. Smith, Assistant Secretary of the Treasury, it was forwarded by messenger to the chief of the warrant division of the First Comptroller's Office, Judge L. H. Mangum, who placed them in the hands of Dr. C. E. Bronson, clerk of class 2, who entered the warrant in a book having the following indorsement on the back thereof: "Register of judiciary warrants. No. 2. First Comptroller's Office."

The following is a copy of the headings and entries thereunder:

Date.	No. of Wt.	Requisition and certificate No.	In whose favor.	Appropriation.	Folio of ledger.	Partial amount.	Total amt.
1886. May 1	5019	96457	W.H.Sandels.	Fees of dist. attys., U. S. courts, '86,	367	\$1, 915	.....

After making this entry Mr. Bronson posted the whole amount payable from the appropriation for fees of district attorneys, 1886, under

warrants of that date, viz: May 1, 1886, in another ledger of judiciary accounts, and the following is the heading and entries thereunder:

Fees of district attorneys, U. S. courts, 1886.

Date.	No.	Amount.
May 1	5019	\$4, 749. 94

thus indicating that on May 1, 1886, there were warrants issued on the appropriation for fees of district attorneys, 1886, to the amount of \$4,749.94. Mr. Bronson then placed the date, May 2, on the warrant, and also his initial, "B.," and forwarded the same to Judge Mangum, his chief, who initialed it in red ink over the word *countersigned*, and forwarded it by messenger to the Deputy First Comptroller for his signature.

After being signed by John R. Garrison, Deputy First Comptroller, it was forwarded by messenger to Mr. Grosvenor, clerk of class 2, who made the last two entries in the record book heretofore referred to, namely, the amount allowed and the number of the warrant. They were then forwarded to the Register of the Treasury, by messenger, where they were again placed in the hands of Mr. Lovejoy, who handed them to Miss M. B. Foster, copyist at \$900 per annum, who made a copy of the warrant and returned both copy and original to Mr. Lovejoy, first placing her initial on the original to indicate that the same had been duly copied. Mr. Lovejoy then, in conjunction with Mr. Hatch, compared the copy with the original to see if the former had been correctly made. It may be well to note here that in all cases where copies are made it is the practice of Mr. Lovejoy to compare copy and original to see that the copy is correct. Mr. Lovejoy then entered the warrant in a book having on the back thereof the following indorsement: "Register of warrants. Office of the Register of the Treasury."

The following is a copy of the heading and entry thereunder:

Date.	No.	Name.	Amount.
May 1, 1886..	5019	W. H. Sandels.....	\$1, 915. 00

The copy being made, the original was forwarded by messenger to the Assistant Register of the Treasury for his signature.

The copy was forwarded by messenger to Mr. N. T. Taylor, clerk of class 2, who proceeded to journalize the account in a book having on the back thereof the following indorsement: "Journal of judiciary accounts. Office of the Register of the Treasury."

The following is a copy of the heading and entry thereunder: "Sundries. To warrants on the Treasurer. Fees of district attorneys, U. S. courts, 1886. Warrant No. 5019, favor of W. H. Sandels, U. S. attorney, Ft. Smith, Arkansas. Due on settlement, as per Comptroller's certificate, \$1,915. No. 96457."

After the last-mentioned entry by Mr. Taylor he dated and initialed the account and stamped the same "files," and it was then forwarded by messenger to the files room, where it was placed in the hands of Miss Mary H. Brady, a clerk of class 1, who entered the same in the

“Index of reports of the First Auditor, judiciary, light-house, and marine hospital. Register’s Office.”

The following is a copy of the headings and entries thereunder :

Number.	Name.	Date of Comptroller’s admission.	Nature of expenditure and district.
96457	Sandels, W. H.	April 26, 1886	U. S. attorney, western district of Arkansas. Fees 1st quarter, 1886.

The report was then marked with a cross mark on the back by Miss Brady, thus indicating that the same had been properly entered, after which the account and report were delivered to Mr. Wannall, a clerk of class 3, who placed the same in the files.

The copy of the warrant was handed to Mr. R. S. Cowing, a clerk of class 3, who entered the same in a book, having on the back thereof the following indorsement: “Judiciary and diplomatic ledger. No. 6. July 1, 1885, to January 30, 1886. Register’s office.”

The following is a copy of the heading and entry thereunder :

Fees of district attorneys, United States courts, 1886.

Date.	No. of warrant.	Name.	Amount.
May 1, 1886	5019	W. H. Sandels.....	\$1,915.00

Mr. Cowing then checked the amount on the copy and placed it in a pigeon-hole, to be there retained until the close of the fiscal year, when the whole number is sent to the files-room and placed in the hands of Mr. M. C. Hooker, clerk of class 2, who holds them for one year for reference, after which they are sent to the waste-paper room to be destroyed.

The original warrant, after receiving the signature of Ros. A. Fish, the Assistant Register of the Treasury, was sent by messenger to the chief of the division of accounts, in the office of the Treasurer, Mr. D. W. Harrington. Here the warrant was turned over to a messenger, who stamped thereon the date of the receipt thereof and placed it in the hands of Mr. Lewis Mann, clerk of class 4, who detached the requisition from the warrant, placed on the warrant the date, and after holding the requisition for a few days or until the draft had issued, returned the same by messenger to the division of warrants, estimates, and appropriations of the office of the Secretary of the Treasury. Mr. Mann also placed on the warrant the name of the assistant treasurer on whom the draft was to be drawn. It then went to Mrs. Devine, clerk of class 2, who entered the number and amount in a book having on the back thereof the following indorsement: “Division of accounts. Warrant journal No. —. July 1, 1885, to June 30, 1886. U. S. Treasurer’s Office.”

The following is a copy of the heading and entry thereunder :

Judiciary.	
No.	Amount.
5019	\$1,915.00

After making the above entry Mrs. Devine placed her initial on the warrant to signify that it had been properly entered as received. Mrs. Devine also entered it in the register of pay warrants, a book having on the back thereof the following indorsement: "Register of pay warrants. No. —. War, Navy, Internal Revenue, and Judiciary. July 1, to June 30, 1886. Office of the Treasurer."

The following is a copy of the heading and entry thereunder :

No. of warrant.	Payee.	Date.	Draft No.	Delivered.	Amount.	Draft payable by.
5019	W. H. Sandels..	May 4, 1886	2705	May 4, 1886.	\$1,915.00	Assistant treasurer at St. Louis.

After making this entry Mrs. Divine placed a second initial on the warrant, to indicate that the same had been properly registered. The warrant then went to Mr. Pettingale, clerk of class 4, who placed in red ink on the face thereof the number of the draft to be issued, and handed it to the notice clerk, Miss Mathews, clerk of class 1, who prepared for the signature of the Treasurer a notice to the assistant treasurer at Saint Louis, advising him that a draft, No. 2705, and payable to W. H. Sandels, United States attorney for the western district of Arkansas, for the sum of \$1,915, had been drawn on him. This notice was on the same day signed by the Treasurer and forwarded to the Assistant Treasurer at Saint Louis. Miss Mathews placed her initial on the warrant and passed it to Mr. E. Winne, clerk of class 3, who entered the same in a book having the following indorsement on the back thereof: "Division of accounts. Register of drafts. July 1 to June 30, 1886. Cincinnati, Chicago, Saint Louis, New Orleans, San Francisco National Banks. U. S. Treasurer's Office."

The following is the heading and entry thereunder :

Register of drafts issued, paid, and outstanding, drawn on assistant treasurer at Saint Louis.

Draft.	Public debt No.	Judiciary draft No.	Quarterly salaries draft No.	Treasury draft No.	Diplomatic draft No.	Interior civil draft No.	Internal revenue draft No.	Interior draft No.	War draft No.	Navy draft No.	Warrant No.
		2705									

Payee.	Date of draft.	Date of payment.	Partial amount.	Total amount.	Remarks.
W. H. Sandels.....	May 4, '86	May 10, '86	\$1,915		

After making the above entry, Mr. Winne placed his initial, "W.," on the face of the warrant, thus indicating that the same had been entered on the register of drafts issued. It then went back to the draft clerk, Mr. Pettingale, who drew the draft, placing his initial thereon, and passed it to the first examiner, Miss Hurd, clerk at \$900 per annum, who examined it to ascertain if it had been drawn in exact conformity with the warrant. Miss Hurd then initialed the draft and passed it to Miss Knight, a clerk at \$1,000 per annum, who repeated the same examination previously given by Miss Hurd, and also initialed it and de-

livered it to Mr. Mann, who sent it by messenger to the Treasurer for his signature.

After receiving the signature of C. N. Jordan, Treasurer of the United States, it was returned to Mr. Mann, who handed it to Miss Knight, who addressed an envelope to W. H. Sandels, Fort Smith, Ark., and returned the whole, warrant, envelope, and draft, to Mr. Mann, who examined the envelope to see if the same was properly addressed, placed the draft in the envelope, and delivered it to a messenger to be mailed in the chief clerk's room. Mr. Mann then returned the warrant to Mrs. Devine, who made the last two entries in the register of pay warrants, hereinbefore referred to, and placed a third initial, "D," on the warrant to signify that the last two entries above referred to had been made, and returned it to Miss Knight, who filed the same and retained it until called for by the ladies who make up the quarterly accounts of the Treasurer. When needed for the above-mentioned purpose it was forwarded by messenger to the copyists, who made four copies of the same, one for the President of the Senate, one for the Speaker of the House of Representatives, one to be forwarded to the First Auditor for settlement in the accounts of the Treasurer, and one for filing in the office of the Treasurer.

The copies here referred to are made by entering in a book the number of the warrant, name of payee, his official title, if any, and the amount paid, which book has on the back thereof the following indorsement: "Treasurer's quarterly account, division of accounts, U. S. Treasurer's Office."

The following is a copy of the heading and entry thereunder:

QUARTERLY ACCOUNTS OF THE TREASURER OF THE UNITED STATES.

Money paid by C. N. Jordan, Treasurer United States, during the second quarter, 1886, and charged to the debit of the United States on account of judiciary.

Warrant No.	Payee.	Paid.
5019	W. H. Sandels, United States attorney.....	\$1,915.00

These books are disposed of as hereinbefore indicated, viz: One to the President of the Senate; one to the Speaker of the House; one to the First Auditor, and one to be filed in the office of the Treasurer.

The draft meanwhile having been paid by the Assistant Treasurer at Saint Louis, is forwarded by mail by him to the Treasurer of the United States as a voucher in his account. The mail was opened in the chief clerk's room, and the draft forwarded by messenger to Mr. Harrington, chief of the division of accounts, who handed it to Mr. Mann, who examined the draft and the account to see if the Assistant Treasurer had properly credited himself with the amount paid, checked the draft and the corresponding entry on the account.

The account was then handed by Mr. Mann to Mr. Winne, in order that the entry in the register of drafts issued, paid, and outstanding might be completed. In this case Mr. Winne made the entry in red ink of the date of payment, namely May 10, 1886.

The draft was sent to Mr. Ritter, clerk of class 4, who held the same until the copies hereinbefore referred to were made, at which time he delivered it to the copyists, who were engaged in making up the quarterly accounts, by whom the draft was pasted on the front of the original warrant, and both draft and warrant together with the copy made

for the First Auditor, was forwarded to that office by messenger, where the account was audited by the First Auditor, revised by the First Comptroller, entered on the books of the Register, and placed in the files in the same manner in all respects as were the accounts of the Treasurer, as exemplified in the report on the contingent expenses of the Treasury Department, herewith submitted.

ACCOUNTS OF QUARTERMASTERS OF UNITED STATES ARMY.

The sixth item of business traced was the accounts of a quartermaster of the United States Army for fiscal year 1885, and is as follows (the exhibits are too voluminous to print):

ADMINISTRATIVE EXAMINATION OF OFFICERS' MONEY ACCOUNTS IN THE QUARTERMASTER-GENERAL'S OFFICE.

The money accounts of officers disbursing for the Quartermaster's Department are received in branch B (accounts branch). Here the letter of transmittal is briefed upon its back, showing the place from which addressed, the date, the officer's name and rank, and the nature of the papers accompanying it; the date of receipt is stamped on the letter, on the account current, and on each of the accompanying abstracts.

The account current, abstracts, and vouchers are each examined and counted to ascertain whether they are all properly dated and signed, and whether there are missing papers. If errors or omissions of this nature are discovered, or there are papers missing, a note is made to that effect on the back of the letter designating defects or missing papers.

This preliminary examination is made in order that the officer, who is advised at once of any defects, may supply perfect and complete papers, so that his account may go to the examiner in as complete a state as possible before examination.

The account is then entered on the register of accounts and returns and given a number, which is placed on the back of the letter in red pencil, to correspond with the entry on the register, which is the number borne on an officer's money accounts throughout the calendar year.

The accounts are then placed on the shelves in the record room, where they remain until three months' accounts have been received, when they are turned over to the examiners.

The examination of accounts of officers of the Quartermaster's Department is made under Revised Statutes, section 3622.

The accounts are withdrawn from the files for examination, as far as practicable, in their regular order by quarters, thereby doing justice to each officer.

If there is any good reason for a special examination, such as the death or resignation of an officer, or when there is an appearance of irregularity in an officer's accounts, etc., they are taken up and examined at once to the end of the officer's administration.

Each examiner is charged with the accounts turned over to him for examination on the day he receives it, and when it is returned he is credited with the same, so that the time occupied in the examination can be determined.

Upon receipt of an account for examination the examiner first reads the accompanying letter, to ascertain what papers accompany it. He

then compares the vouchers with their respective abstracts, and sees whether all the vouchers supporting the same are with it. If any are missing he notes the fact on the abstract in red ink.

The vouchers to abstract A, on which all purchases are entered, are then examined. It is first noted whether the purchase is a proper one to be paid from the appropriations of the Quartermaster's Department; it is then ascertained if competent authority for the purchase accompanies the voucher, and if the law and regulations governing purchases have been complied with. The vouchers are then compared with the abstract D, officer's property return, to see if every article purchased has been accounted for, and if so, the entry is checked in red ink, giving the number of voucher on which paid; the voucher is then marked "Property compared and checked." By this means any double payment for articles purchased is prevented.

All of the items on a voucher are carefully examined, the computations verified, and all errors and omissions are noted on the voucher in red ink and charged to the officer.

Under the act of July 5, 1884, all purchases are to be made under contract, except in cases of emergency, when they must be approved by the Secretary of War; all vouchers for payments made under contract are compared with the contract, and all purchases under notice of less than thirty days made upon proposals are compared with the abstracts of bids, to ascertain whether the lowest bid has been accepted; and if the purchase was made under an emergency, whether it has been approved by the Secretary of War. In case of failure in any of these points, it is noted in red ink on the voucher. The appropriation and fiscal year to which the expenditure is chargeable is indicated on each voucher.

After the examination of the vouchers to abstract A the examiner takes up the vouchers to abstract B, which are for all expenditures, of whatever nature, other than purchases reported on abstract A, before explained. The process of examination of vouchers on this abstract for services rendered under contract is similar to that heretofore described on purchases under contract.

All vouchers for payment of civilians employed and soldiers detailed on extra duty are critically scrutinized, to see if their employment was properly authorized, and whether lost time, and the money value of lost or stolen articles, or property destroyed, if any, have been deducted from their pay; the computations are made, and all erroneous payments or failures to comply with the law and regulations governing such services are noted on the vouchers in red ink and charged to the officer making the payment.

In the examination of transportation accounts, if by rail, the companies' rates, classifications, etc., are verified by the tariffs on file in this office. If the stores were transported by wagon, the rates charged are compared with the contracts, and any discrepancy noted. The same method is followed for water transportation. When stores are to be transported, two bills of lading are issued, original and duplicate; each is certified by the shipping officer and receipted by the carrier. The original is given to the carrier at the time of shipment, and when the stores are delivered in good condition is receipted by the consignee and returned to the carrier, and any loss or injury to the stores shipped is noted on the bill of lading.

The duplicate is transmitted to the officer to whom the stores are shipped, and upon delivery of the stores is receipted by him in like manner as the original, and retained, if he is the paying officer; if not,

it is forwarded to the paying officer, and is filed with the duplicate of the voucher on which payment is made as a subvoucher.

In the transportation of officers or men under competent orders, they are furnished with "requests," issued by an officer of the department, addressed to a railroad, stage, or steam-boat company, as the case requires, and when the transportation is completed the requests must be filed with the paying officer's voucher as a subvoucher.

This digression is made to show more fully the labor incident to the examination of transportation accounts, as all of the foregoing has to be taken into consideration during the examination, and whereas the duplication of papers in these cases might appear at first sight useless, they are really safeguards against over or double payments.

All service vouchers are carefully compared with the "Report of persons and articles hired" or "Roll of enlisted men employed on extra duty" on file in this office; each payment is checked, and the number of voucher on which payment is made is written against the corresponding entry on the report or roll, and the voucher is marked "Reported Q. M. G. O." This prevents a double payment for the same service, or the pay of a fraudulent claim.

On every service voucher the examiner indicates in red ink the appropriation and fiscal year to which it is properly chargeable; in many cases a single voucher embraces from two to six different appropriations. The totals of each appropriation from which the officer has disbursed money is verified by comparison with his account-current and then entered in a book; the correct payments under the head of "Approved disbursements," and all errors, disallowances, etc., under the head of "Disapproved disbursements." These books then go to the book-keeper, who posts them in the ledgers, keeping a debit and credit account with every officer who disburses money for this department.

The book-keeper first ascertains whether the balance brought forward to the new account-current is the same as the officer had on hand on his previous account. He also notes whether the funds received by requisition upon the Treasury through the Secretary of War, funds received from other officers, sales, or any other source have been taken up by the officer.

He then credits the officer with the amounts of his disbursements under their respective heads and appropriate fiscal years; also the amounts transferred by him to other officers, and the amounts of certificates of deposit for funds deposited on account of unexpended balances received from sales, etc., and strikes a balance, to find if the amount acknowledged by the officer as still on hand agrees with the amount he should have.

All funds for which an officer has failed to account are charged to him, as well as all double payments, disallowances, errors, etc., found upon examination of his accounts by the examiners.

In case an officer has received funds and fails to render an account in a reasonable time, the book-keeper calls upon him by letter for the same. After the book-keeper has entered the account, it then goes to the letter writer, who writes a letter to the officer, giving him a statement of the errors, etc., found in the examination of his accounts, and calling on him for prompt reply. This letter is recorded, so that at any time the condition of an officer's accounts can be ascertained. If an officer fail to answer the letter after a reasonable time, his attention is called to his failure to reply through the War Department. If he still fail to respond, his pay is stopped until satisfactory explanations are received.

If an officer's reply when received is satisfactory, *i. e.*, if he furnish proper authority for disbursements, reports services, refunds amounts erroneously paid, etc., the objections to his accounts are removed, and his letter is filed with the account to which it pertains. When the examination of the accounts is completed in this office they are transmitted by letter to the Third Auditor of the Treasury for final settlement, a notation being made in the register of the date of its transmission.

As under the act of Congress approved July 5, 1884, it is required that "hereafter all purchases and contracts of every kind made by the Quartermaster's Department shall be promptly reported to the Secretary of War for transmission annually to Congress," in addition to the regular examination of accounts transcript is made of all vouchers received from disbursing officers of this department in books prepared for the purpose, and the same is reported to the Secretary of War annually.

As Captain Campbell's money accounts for the period embraced in the report of the Third Auditor, have passed out of this office, they were not recalled from the Third Auditor's Office, in order to demonstrate the different processes through which they passed in the administrative examination of this office; and the above statement illustrates fully the mode of examination through which all officers' accounts for disbursements on account of appropriations for the Quartermaster's Department pass.

The account of L. E. Campbell, captain and assistant quartermaster for the fiscal year of 1885, has been selected to illustrate the method of adjusting quartermaster accounts by the accounting officers of the Treasury.

Captain Campbell is stationed at Fort Leavenworth, Kans. He received no funds directly from the Treasury, but obtained them by transfer from his immediate official superior, who is also stationed at the same post, namely, Maj. James Gilliss, chief quartermaster, Department of the Missouri. The method of adjusting accounts for the disbursement of funds obtained by requisition upon the Treasury through the Secretary of War and those obtained by transfer from other officers are exactly the same.

RECEIPT AND REGISTRY.

Administrative action on Captain Campbell's accounts for the third quarter, 1884, having been completed in the office of the Quartermaster-General, under date of April 29, 1885, they were transmitted to the Third Auditor for settlement. (See copy of letter herewith, marked Exhibit No. 1). The letter and accounts were carried by the Quartermaster-General's messenger, Charles McDonald, to room 41, third floor of the Treasury building, and delivered there to A. S. Dunn, a clerk of class 2, in the military division of the Third Auditor's Office, who, after he opened the bundles and ascertained that they actually contained the accounts purported to have been transmitted, took up the respective accounts current, separated the deposits and transfers to other officers, from the expenditures, and found that Captain Campbell claimed credit for disbursements amounting to \$116,876.02, and that he acknowledged having \$78,595.06 remaining on hand to be accounted for on subsequent accounts. A memorandum card (see copy herewith, marked Exhibit No. 2), was then prepared by him, exhibiting the number of accounts received, the fiscal year to which they pertained, the name, rank, and station of the officer, the period of the accounts, the balance acknowledged

as remaining in his hands, the date of reception or registry, and the amount of the disbursement made. He then entered the facts (except the station of the officer) recited on the card just mentioned in a memorandum-book, kept for the purpose of furnishing part of the data on which the monthly report of the operations of the military division are based. He then, on page 75, of the records of the office, designated "Register of money accounts received, vol. 7, military division, A to L, Third Auditor's Office," made the following entry, viz: "Campbell, L. E., captain and A. Q. M., Fort Leavenworth, Kansas, third quarter 1884-'85, Quartermaster, May 11, 1885, \$78,595.06, \$116,876.02, 3" (see part of leaf from the book, designated Exhibit 3), and delivered all the papers to James Printz, a clerk of class 3 (in charge of the section of the Examiners who adjust all the accounts of all the Army officers whose accounts are settled by the Third Auditor the initial of whose surname is from A to L inclusive), who noted in a memorandum-book the facts set forth on the card above mentioned (Exhibit 2), and placed the accounts in the unsettled files, until it could be given out for settlement.

EXAMINATION AND ADJUSTMENT.

Accounts are settled in the military division in the order of reception as nearly as practicable. It is also the long-established practice in said division to embrace in one settlement all the accounts the disbursing officer may have in the unsettled files when the accounts first received are taken up for adjustment.

Captain Campbell's accounts for the fourth quarter, 1884, reached this office July 30, and after they had undergone the same processes as those of the third quarter, as above mentioned, they were embraced in the same settlement as shown below.

Captain Campbell's accounts having been reached in the order of settlement described above, Mr. James Printz, chief of section, took the accounts from the unsettled files and withdrew the accounts current, compared them with explanation to objections noted by the Quartermaster-General, but which were transmitted to the Third Auditor after the accounts had been forwarded. He also withdrew from the files of letters, etc., received, all copies of Army warrants, certificate of deposit jackets, letters, and memoranda of every description having connection with the officer's accounts for the period under consideration, placed them with the accounts, and gave the entire matter into the hands of L. W. Funk, a clerk of class 2, for settlement.

The Army Regulations require all vouchers in support of money accounts to be made up on prescribed forms, suited to the character of the credit claimed. All those for any one class of transactions are carried to an abstract, and the total of the abstract only is carried to the account current. For example: All vouchers for transfers to other officers in any given month are carried to an abstract designated "Bb," (see copy herewith, marked Exhibit 4); those for purchases are carried to an abstract designated "A," (see copy herewith, marked Exhibit 5); and those for miscellaneous disbursements are carried to an abstract designated "B," (see copy herewith, marked Exhibit 6); so that the account current exhibits the various transactions in a consolidated form only (see copy of account current herewith, marked Exhibit 7).

The method of examination of vouchers of like character is quite similar, varying only as to some peculiarity in the particular case in hand; therefore only a few vouchers will be treated in this report, although the papers in the settlement are quite voluminous, the total amount of

funds accounted for by Captain Campbell during the fiscal year 1885, being \$747,492.67.

Mr. Funk (clerk Class 2) having received from Mr. Printz (clerk class 3 and chief of section) the accounts of Captain Campbell for the third and fourth quarters, 1884, funds of the fiscal year 1885, arranged them to suit his convenience, and proceeded with their adjustment, admitting some at once and suspending others, as in his judgment was proper. In cases of any doubt as to whether credit should be given, or as to how any particular transaction should be treated, he submitted the papers to the chief of section, and he in turn submitted them to the assistant chief or chief of division, and if the chief of division was not fully satisfied as to what should be done he submitted the case to the Auditor. In the adjustment of the account abstract A (Exhibit 5) and its vouchers were taken up first.

Voucher 15 A, August, 1884 (see copy herewith, marked Exhibit 8), is for a purchase under contract. He computed the cost at the price given on the voucher, that the deduction of 10 per cent. was properly made, that the rate per ton agreed with the terms of the contract, and placed a pencil check-mark to each item as it was found correct. He proved the certificate of accountability signed, and satisfied himself that the fuel was actually taken up by the certifying officer, Jno. McA. Webster, lieutenant Twenty-second Infantry, U. S. Army (see copy of his voucher, abstract D, herewith, marked Exhibit 9), that the receipt was dated, properly filled, and signed. He then turned to the back of the voucher, and found the brief designating the number of the check, its date, amount, and the depository on which it was drawn was complete, as required by section No. 1669, Army Regulations. He also found from the Quartermaster-General's stamp (see Exhibit 8) that the proper notation had been made on Webster's abstract D (see copy herewith, marked 10), to prevent double payment by settlement warrant, and to detect a double payment by a disbursing officer.

The vouchers having been found complete in every particular, he took up abstract A (Exhibit 5), and found the proper amount carried under the proper appropriation as indicated by the Quartermaster-General's analysis, as indicated in the abbreviation, "Reg. Sup. 84-5," in red ink on the lower edge of the face of the voucher, and then placed it to one side as admitted to the officer's credit.

In every step in the examination in which he found the voucher satisfactory he placed a black pencil check-mark, and the same course was pursued in all other vouchers, abstracts, and accounts-current, etc., found satisfactory; therefore mention will not again be made in this report in explanation of the examiner's check-marks.

Voucher 16 A, August, 1884 (copy herewith, marked Exhibit 11), is for an open-market purchase. Mr. Funk first found the number on the margin, 3317, indicating that the authority to purchase, bids, etc., were filed with the account. Having obtained them, he found the authority sufficient, and that the purchase was made from the lowest bidders. (See copies with Exhibit 11). He then scrutinized the voucher in every respect, the same as voucher 15, Exhibit 8, described above. In this case Captain Campbell was the officer accountable for the property, and it was duly accounted for. (See copy voucher, abstract D, herewith, marked Exhibit 12.) He proceeded in like manner with all the vouchers to abstract A, and noted in pencil the amount allowed under the respective heads of appropriation. (See Exhibit No. 5.)

The examination of abstract A (Exhibit 5) having been completed, Mr. Funk next took up abstract B (Exhibit 6) for the same month, and

found voucher 2 (see copy herewith, marked Exhibit 13) was a "Receipt roll of extra-duty men, whose quarters and fuel are commuted." From the heading of the voucher he ascertained by whom the payments were made, the character of the voucher, and the place where the general-service men were stationed. He then found from section 145, Army Regulations, the number of such men there was authority to employ at Fort Leavenworth, and the rate of commutation they were entitled to, and from the act making appropriations for the support of the Army during the fiscal year 1885 the rate of extra-duty pay they were entitled to. Congress having failed to make appropriation for the Army during the fiscal year 1885 until July 5, 1884, it provided for the first four days in July, 1884, by extending the appropriation for the previous year, but the appropriation for the year 1884 failed, through an oversight, to provide for general-service men employed on extra duty, so that they were not provided for in this extension of the act for 1884; therefore, there was no authority of law for the payment of extra-duty service on voucher 2 B (Exhibit 13) during the first four days of July.

Each payment on this roll was scrutinized as to the amount due under the respective heads of appropriation, as well as the signature in receipt, and it was found satisfactory in those respects, but General Order No. 60, War Department, Adjutant-General's Office, series 1884 (see copy herewith, marked Exhibit 14), prohibited its payment to extra-duty men, except for services actually rendered, and the men on this roll had been paid for every day in the month; \$31, being the amount representing the Sundays paid for, was suspended for a certificate from Captain Campbell, showing whether the men were actually employed on Sundays, it being in violation of the Regulations to require the performance of extra duty on Sundays, unless urgent public necessity requires it. Twenty dollars and eighty cents had been paid for the service from July 1 to 4, when, as above stated, there was no appropriation for the purpose. Captain Campbell had been advised of the erroneous payments, and collected \$19.40 of the amount so paid, and charged himself with the collection on his account-current for October, 1884. The remaining \$1.40 of the erroneous payments was disallowed, thus making a stoppage of \$32.40 on the voucher. It having been ascertained from a notation made in the Quartermaster-General's Office in red ink at foot of the brief, on the outside of the voucher, that the services had been reported to that office, as required by section 1774, Army Regulations, a check devised by the War Department to prevent double payment, or if made to detect it, and the mode of payment having been found fully described, as required by section 1669, Army Regulations, the suspended and disallowed items, amounting to \$32.40, were noted to be placed on the difference sheet (see extract copy herewith, marked Exhibit 15), and the remainder was admitted to his credit.

Voucher 9 B, December, 1884 (see copy herewith, marked Exhibit 16), is for wagon transportation under contract, and is supported by several bills of lading. Credits are only allowed on "original" bills of lading, for the reason that the "original" is prima facie evidence of an unsatisfied claim against the United States. Allowing credit upon a duplicate, unless the destruction of the original was satisfactorily established, would make it possible for the original to be presented and paid, thus subjecting the Government to loss.

Mr. Funk took up the first bill of lading, found it was the "original," examined the date of the call for transportation, the date of starting the train, the date of inspection, and the date of its arrival at its destination, and after consulting the contract on file in the Second Comp-

troller's Office, and determining the distance the property was transported, he found the train was furnished and arrived at its destination within the period prescribed in the contract.

He next examined the face of the bill of lading and found the total weight of freight was correctly given, that it was all public property, and that the cost of transportation was properly payable out of funds of the Quartermaster's Department, that the total amount shipped was delivered to, and receipted for, by the proper officer. He then checked on the voucher the number of pounds transported. A similar examination was made of the respective bills of lading, each bill being checked on the voucher.

After again consulting the contract and satisfying himself that the distance carried and the rate per 100 pounds was correctly stated on the voucher, he made the necessary computations and other examinations and notations as have been described as to other vouchers, and found he was entitled to credit for the entire voucher; but from a notation made on the back of the voucher in the Quartermaster-General's Office in red ink (see Exhibit 16), it was found that the shipping officer of bill of lading No. 3, viz. C. W. Taylor, lieutenant, had failed to report the transportation to that officer, as required by section 1774, Army Regulations. He therefore was chargeable with the cost of the transportation under section 1652, Army Regulations. The amount paid on said bill of lading was \$73.09; therefore, Mr. Funk deducted a like sum from the amount of the voucher, and gave him credit for the same sum by a "personal charge" of \$73.09 to Lieutenant Taylor.

Examinations more or less like those described above were made of all the vouchers in the accounts, some admitted and others suspended for various reasons. Then Mr. Funk made a call on the book-keepers for charges against Captain Campbell on the ledgers (see copy of call herewith, marked Exhibit 17), and received a transcript from the ledgers (see copy herewith, designated "charges," and marked Exhibit 18). The "charges" exhibits all the quartermaster's funds pertaining to the fiscal year 1885, received, transferred, and deposited by Captain Campbell, so far as known to the Third Auditor up to the date on the face of the "charges," viz. October 2, 1885. He then began to make up the official statement of the account (see copy herewith, marked Exhibit 19) upon a blank made for the purpose, by writing the full name, rank, and station of the officer, the period embraced in the accounts adjusted. He then debited him with all the items on the debit side of the "charges," and after comparing them with his accounts current he found the officer acknowledged the reception of additional amounts from other officers, and, after verifying the debits with his receipts, filed with accounts of the transferring officers, to prevent double charges, he entered the additional amounts on the debit side. After debiting with all sums of a "personal" nature, he then debited him under the head of "General account of money advanced," with all sums acknowledged to have been received from sales to officers, etc., during each month, as shown by his account current. He also charged him with \$89.05, the balance of a permanent appropriation brought forward from his accounts for the fiscal year 1884, the amount having been adjusted by a counter entry in a previous settlement. He also charged under Quartermaster's Department transfer account with \$2.65, appropriation Army transportation, the same amount to be credited under the appropriation regular supplies, to adjust the appropriation, Captain Campbell having made a disbursement of that amount and charged it to the Army appropriation.

Mr. Funk then credited Captain Campbell with all the items appearing on the credit side of the charges (Exhibit 18), and on examining abstract Bb (Exhibit 4) he found many receipts of officers for funds transferred by him which did not appear on the charges. Then he placed to his credit, each under the proper date and appropriation, as shown by the receipt. He also credited him with that portion of voucher 9 B, December, 1884, heretofore mentioned, which was made a "personal charge," against C. W. Taylor, lieutenant Ninth Cavalry. He found that Captain Campbell claimed credit on his accounts current for several sums as deposited which did not appear on the charges. He gave him credit for them under the head of "General account of money advanced," upon the evidence of copies of two revenue covering warrants, furnished by the Register of the Treasury (see copy of one warrant herewith, marked Exhibit 20). He then took up each abstract, A and B, in their order, and gave him credit under "General account of money advanced" for the amounts properly expended, as indicated by the pencil remarks heretofore mentioned (see Exhibits 5 and 6, respectively), and under Quartermaster's Department transfer account, appropriation "Regular supplies," he entered \$2.65 to adjust the appropriation as hereinbefore mentioned. He then cast up the debit side of the statement, and the total debits under the respective appropriations amounted to \$428,320.56. He next cast up the credit side, and found the total of the credits under the respective appropriations was \$396,207.42, and that Captain Campbell having acknowledged a balance of \$31,443.81 due the United States on the latest account current in the settlement being made, a difference of \$669.33 was shown.

Mr. Funk next took up the vouchers against which objections were noted in the course of examination, arranged them in the numerical order in which they appeared on the respective abstracts to which they pertained, and entered them on the statement of differences No. 820, (see Exhibit 15), giving in full the reasons for the suspension, and at the end of the remark placed an abbreviation of the appropriation to which amount suspended would be chargeable, when Captain Campbell satisfied the objection noted. Then in the columns on the right of the page he entered the amount of the suspension.

In like manner each of the suspended vouchers was entered on the difference sheet, and it was found the sum total of the suspensions was \$2,075.29.

On the charges (Exhibit 18) he found several credit requisitions representing deposits made by him which did not appear on his accounts current for the period under examination. They thereby became credit items of difference. They, therefore, were carried to the difference sheet in detail, giving the number, date, and different appropriations to which they pertained. These requisitions amounting to \$1,405.96, which, having been deducted from the amount of the debit items (suspensions) left a net difference of \$669.33, thereby proving the correctness of the balance due the United States as shown by the settlement statement.

He then found that the credit requisition, appropriation for clothing, camp and garrison equipage, amounted to \$31.56, while the officer's latest account current in the settlement showed nothing due the United States under that appropriation, thereby showing that amount to be due Captain Campbell under said appropriation. The amount was placed under its proper head on the debit side of the statement with these words: "Due the officer;" and, when added to the debits already there, exhibited the total amount of funds involved in the settlement.

After a like manner he placed on the credit side the respective debit balances of appropriation due the United States, so that the two sides of the statement were now equal.

Mr. Funk then placed the undermentioned words and figures on the lower right-hand corner of the last page of the statement, viz: "Treasury Department, Third Auditor's Office, October 2, 1885. L. W. Funk, Clerk."

He then folded the sheet in the proper form, and on a form on the back for the purpose made a brief of facts for the information of those concerned, as follows: He gave the name, rank, and station of the officer, the period embraced in the settlement, the fiscal year to which the funds pertained, the date of the bond under which the disbursements were made, and the balances due the United States and that due the officer, under the proper titles, and the net balance due the United States, and the date it was "reported," that is, certified to the Second Comptroller.

The date of the charges (Exhibit 18), and of the statement (Exhibit 19), the certificate of settlement (Exhibit 21), and of the difference sheet (Exhibit 15), are always the same.

The official statement was then complete.

Mr. Funk next made the certificate of settlement (see copy herewith, marked Exhibit 22). On this paper he designated the fiscal year to which the funds in the accounts adjusted pertained; the date of the official bond under which the disbursements were made; the date of the adjustment as explained above; the name, rank, and station of the officer and the balances found due under the respective appropriation; the total debit balance; the total credit balance; and the net balance due the United States, and the name of the Second Comptroller.

The certificate was then complete, so far as the examiner was concerned.

All the papers were then made into convenient parcels and placed in the order most convenient for future use, the statement (Exhibit 19) being the top or outside paper, next the certificate, then the difference sheet, next the charges, then accounts current, etc.

He then gave the settlement to Mr. Printz (then clerk class 4), chief of section, from whom he received them.

Mr. Printz examined the papers prepared by the examiner with the view of satisfying himself that they were properly prepared; that "charges" were properly transcribed into the statement; that the respective balances exhibited by the statement were the same as those on the certificate. He also examined the difference sheet as to the suspensions and disallowances, and having found it satisfactory he placed his initials "J. P.," on the upper right corner of the brief on the back of the statement, as well as on the upper right corner of the certificate, and an ordinary check-mark on all the official papers, to indicate that they passed his scrutiny as chief of section. (He then checked the settlement on his memorandum book as to the date of settlement, by whom made, the amount of disbursements involved, the pages of manuscript written, and the balance due the United States, for use in monthly report of labor performed in the military division.)

His duty in connection with the settlement having been performed, he gave the settlement to A. S. Dunn, clerk class 2, who registered the accounts when received from the Quartermaster-General.

Mr. Dunn, on the credit side of the memorandum book, kept for use in making monthly reports, noted the adjustment of the accounts; he then withdrew the difference sheet and certificate, and on page 29, "Index register of differences and correspondence, money, vol. 5, military

division, Third Auditor's Office," made the following entry, viz: "820, Campbell, L. E., Capt. & A. Q. M. 3d and 4th quarters, 1884-'85, Oct. 13, \$32,113.14, \$669.33" (see part of leaf from book herewith, marked Exhibit 22), and delivered the difference sheet (Exhibit 15) and the certificate (Exhibit 21), to J. C. Baxter, clerk class 4, chief of section and assistant chief of division, who having satisfied himself they were in proper form, that the stoppages were made for good and sufficient reasons, and that they were so set forth that Captain Campbell would know exactly what was required to enable him to obtain the credit claimed, he placed his initials, "J. C. B.," on the certificate (Exhibit 21) immediately above the place for the Auditor's signature, indicating his scrutiny of the official papers, and turned them over to J. R. Owens, chief of division, by whom they were scrutinized; and having been found in proper form in all respects, and that all the processes above mentioned had been gone through, placed his initials, "J. R. O.," on the upper right corner of the certificate, and gave it to Thomas Cox, laborer, detailed as messenger, who carried it to the Auditor; he having been satisfied, from the initials of the chief of division, that the settlement was properly made, signed it, and returned it to the military division.

Mr. Dunn then placed the certificate and difference sheet in their proper places in the settlement, and Thomas Cox, laborer, carried them to the book-keeper's division, room 50, and delivered them to I. H. Benedict, clerk class 2.

BOOK-KEEPER'S ACTION.

Mr. Benedict, clerk class 2, then made the following entry in an index register, designated: "Record of settlements, Vol. XI, Third Auditor's Office," viz: "1885, Oct. 14, Campbell, Lafayette E., Capt. * * * Quartermaster's Department, 1885. \$32,113.14 * * * July to December, 1884." (See part of leaf herewith, marked Exhibit 23), and gave the settlement to Thomas Cox, acting messenger, who carried it to the Second Comptroller's office, room 86, and delivered it to Jacob Lyon, messenger.

SECOND COMPTROLLER'S OFFICE.

Mr. Lyon carried the settlement to room 89, and delivered it to Thomas Johnson, clerk class 4, in charge of clerks in said room. Mr. Johnson made the following entry in "Register of settlements with quartermasters," under the letter C, viz: "Campbell, Lafayette E., Capt., July to Dec., 1884-'85. * * * Oct. 2: Oct. 15. * * * (See extract copy of register herewith, marked Exhibit 24.) He then placed his initial "J." on the brief on the outside of the official statement (Exhibit 19), and placed the papers in the files to await revision. (It was the duty of Mr. Nixon, clerk class 3, to have performed the duties described above, but he being absent, Mr. Johnson performed them.)

Quartermasters' settlements are taken up for revision in the order of reception, as shown by the register of settlements (Exhibit 24). In conformity with such practice, after writing his name in the proper place on the register (see Exhibit 24), Louis Duval, clerk class 1 (Mr. Duval had been a clerk of a higher class, but had been reduced for other reasons than lack of skill as a reviser), withdrew the settlement for revision. Mr. Duval made some memoranda for his personal use, took up the "charges" (Exhibit 18), and proceeded to room 79, and on examination

of the undermentioned register, viz, "War requisitions, Third Auditor's Office," and "Refunding requisitions, Third Auditor's Office," he found on page 20 of the war requisition register, the respective requisitions found on the debit side of the charges (see sample entry on extract copy from register, marked Exhibit 25), and on page 110, refunding requisition, he found the respective requisitions noted on the credit side of the "charges" (see sample entry on extract copy from register, marked Exhibit 26). The above-mentioned registers are kept by S. B. Parris, clerk class 2.

Mr. Duval checked on the charges each item as he verified it by the records mentioned. He also checked the respective items on the registers from the charges, to guard against a double charge being raised against the officer, or a double credit being allowed. Each of the registers mentioned have an alphabetical index in which appears, after the officer's name, the numbers of the requisition he is charged or credited with, as the case may be. Mr. Duval also checked the numbers in said index as an additional safeguard against double charges and credits.

The remaining items on the charges (Exhibit 18), being amounts charged to Captain Campbell in settlement of other officers' accounts, he verified from the "Report books" (said books are kept by Mrs. A. H. Roberts, clerk class 1. See sample of an entry in vol. 115, embracing settlement 4725, August 11, 1885, to 5388, August 20, 1885, inclusive, herewith, marked Exhibit 27).

He checked the charges from the report book in the same manner and for the same reason as before mentioned relative to the requisition registers. He found the officer's name and rank were given on the official paper, the same as in the official Army Register. The date of the bond under which the disbursements were made was verified from the quartermaster's register, evidence of bond, a register kept by J. A. Schindel, clerk class 3. (See sample extract from register herewith, marked Exhibit 28.)

Mr. Duval then took up the respective vouchers for examination, and as they are subjected to the same scrutiny in all respects, as in the Third Auditor's office, which has been fully described in another part of this report, no mention will now be made of the details except where the action differs from that hereinbefore described.

In Mr. Duval's examination of the respective vouchers, the action in the Third Auditor's office as to the respective allowances and suspensions was confirmed. As to the vouchers herewith submitted as exhibits, his action was as follows, viz:

Voucher 15 A, August, 1884, after the usual examination and checking, he proceeded to room 89 and examined the "Register of contract, Army quartermaster and Signal Service, 1883-'86," and found the following entry, viz: "Moore, R. M. June 3, 1884. Maj. Jas. Gillis. 700 tons B. coal increased to 1,050 tons, \$6.30. 2,240 lbs. Ft. Lyon, Col." (See sample, extract copy of record herewith, marked Exhibit 29.)

Voucher 16 A, August, 1884 (Exhibit XI), was duly examined and action of Third Auditor confirmed.

Voucher 2 B, August, 1884 (Exhibit 13), was examined and action of Third Auditor confirmed.

Voucher 9 B, December, 1884 (Exhibit 16). The customary examination and checking was made, the voucher being for payment of services rendered under contract, and there being several stipulations in the contract to be considered in addition to the rate, examination of the contract itself was necessary. It was obtained from box C, quarter-

master contracts, 1884, in room 85, in charge of J. A. Schindel, clerk class 3. (See copy of contract herewith, marked Exhibit 3). And on examination of the voucher in connection with the contract it was found complete in all respects, and the action in the Third Auditor's office in admitting part of it to Captain Campbell's credit under "General account moneys advanced," and the remainder by a personal charge to Lieut. Chas. W. Taylor, was confirmed. Then on page 110, report book, vol. 116, (Exhibit 27), the following entry was made, viz:

"By Chas. W. Taylor, Lt. 9th Cav., amount in part of voucher 9 B, Dec., 1884, for failure to report bill of lading No. 3, Sept. 20, 1884, \$73.09, Army transportation."

The requisitions charged to Captain Campbell which did not appear on his accounts for the period embraced in the settlement were found properly entered on the difference sheet.

The total credits for disbursements allowed under the respective appropriations were registered by Mrs. Roberts, clerk class 1, on page 110, report book, vol. 116. (See Exhibit 27.)

The amount transferred under "Quartermaster's Department, transportation account," was verified. The totals under the respective appropriations, and the grand totals, were verified.

Mr. Duval next examined the certificate and found it correct and in accord in every respect with the papers submitted. He then signed the difference sheet (Exhibit 15), and the official statement (Exhibit 19). He next verified the briefing on the back of the statement and placed his initial "D" on it to indicate both the name of the examiner and that the revision was complete.

He meanwhile noted on his memorandum book such data as would be required in making his monthly report of labor performed. He also entered on the "Register of settlements with quartermasters" (Exhibit 24), in the proper column, the date the revision was completed. He then placed all the papers in bundles or parcels, in the same order as when received, and they were taken to room 91 and delivered to R. S. Pike, chief of division, who examined the official papers, placed his initials on the certificate (Exhibit 21) just below the place for the Comptroller's signature, and delivered the settlement to Mrs. Roberts, clerk class 1, room 89, who copied the statement into report book, vol. 116, pages 107 to 110 (Exhibit 27), and registered the officer's name and the number of the settlement in the alphabetical index of same volume. She dated the statement and certificate, and gave the settlement its proper numerical designation, viz: 5667, and on page 107 she made the following entries to complete the partial record made on the "Register of settlements with quartermasters" (Exhibit 24), viz: "* * * 5667, * * * \$32,113.14, * * * Nov. 13."

Mr. Pike withdrew the certificate and sent it by a messenger to the Comptroller, who signed it and returned it to Mrs. Roberts, who placed it with the settlement and delivered them to Jacob Lyon, messenger, who carried them to room 50, Third Auditor's office, and delivered them to I. H. Benedict, clerk class 2.

THIRD AUDITOR'S OFFICE.

Mr. Benedict withdrew the certificate and on the outside fold noted the number of the settlement, the name and rank of the officer, and the date of the settlement, and placed it in its proper place in a file case. He then in Vol. 11, record of settlement (Exhibit 23), completed the entry by entering the number and date of the settlement, and in Vol.

11, record of settlement of quartermaster, engineer, subsistence, and signal settlements (see Exhibit 34), in which the settlements are registered in consecutive numbers, he entered the settlements and then gave the papers to Thomas Cox, acting messenger, who carried them to room 41, and delivered them to A. S. Dunn, clerk class 2, who withdrew the official statement (Exhibit 19), and the difference sheet (Exhibit 15), and placed on it in blue pencil the number of the settlement. Then on the difference book (Exhibit 22), he entered the date and number of the settlement, as found on the official statement (Exhibit 19). He next examined the statement to see if any personal charges had been made, and found one had been raised against Lieut. C. W. Taylor. He placed a blue pencil check-mark at the head of the statement brief to indicate that he had registered the number and date of the settlement. He also placed a blue pencil check at the foot of the brief to indicate he found a personal charge had been raised. He then withdrew the voucher on which the charge was raised. He then made the following entry on page 488 of the "Index register of personal charges, money, Vol. 1. Quartermaster Department, 43. Taylor, C. W. Lt. of Cav. ——— \$73.09 L. E. Campbell 556785 9 B. Dec., 1884 * * * " placed the voucher in an envelope, briefed as per copy herewith, marked Exhibit 32, and then took the difference sheet and the personal charge to room 74, and delivered them to Miss G. Williams, clerk class 1, in charge of copyists, to be copied, so that Captain Campbell could be advised of the findings on the settlement.

Mr. Dunn meanwhile returned the settlement to the book-keeper's division to be journalized and posted, an account of which will be found in a subsequent part of this report.

A copy of the difference sheet having been made and compared with the original, both the original and the copy were delivered to Mr. Dunn, who then notified Captain Campbell of the settlement of his accounts for the third and fourth quarters, 1884. (See copy of letter herewith, marked Exhibit 33.)

The copy of the difference sheet (Exhibit 15) was inclosed in the letter, which was addressed to him at his station.

Mr. Dunn then prepared a wrapper for the difference sheet, exhibiting sundry facts (see copy of wrapper herewith, marked Exhibit 35), placed it around the difference-sheet, and completed the record in the difference book (Exhibit 22), and placed the difference sheet in its proper place in the difference-sheet files.

The foregoing comprises all the various operations connected with the settlement of Captain Campbell's accounts for the third and fourth quarters, 1884, fiscal year 1885, except journalizing and posting the settlement in the book-keeper's division, the details of which will be given in another part of this report.

In the further narration of the settlement of Captain Campbell's accounts for the fiscal year 1885, none of the details will be given except so far as may be necessary to illustrate operations not heretofore mentioned.

Captain Campbell's accounts for the first and second quarters, 1885, having been taken up for settlement by W. B. Shaw, clerk class 3, he withdrew from the difference files the difference sheet (Exhibit 15) made on the previous settlement, and withdrew from settlement 5667 the suspended vouchers.

Referring to the stoppages noted against voucher 2 B, August 1884, Congress having provided, in the deficiency act of March 3, 1885, for

the payment of general service men employed on extra duty during the first four days of July, 1884, the objection noted by reason of want of appropriation to pay, was canceled; and the Secretary of War having decided that messengers are on duty continuously without regard to Sunday (see extra copy of Circular No. XI, Headquarters of the Army, Adjutant-General's Office, December 8, 1885, herewith, marked Exhibit 36), the remaining objection against said voucher was canceled and the voucher was laid aside, \$32.44 to be admitted and the amount carried to a paper designated "Abstract of admitted vouchers," herewith, marked Exhibit 37. A like course was pursued as to other suspended vouchers, the total of the abstract being carried to the official statement of settlement 6558. (See copy herewith, marked Exhibit 38).

Mr. Shaw also wrote in red ink across the remark on the old difference sheet the reason why the amount was admitted.

The above remark applies to the respective items on said sheet. If the objection raised was not satisfied, the item was carried to the new difference. (See item as to voucher 12 A, November, 1884, on difference sheet No. 852, herewith, marked Exhibit 39.)

Voucher 38 B, January, 1885. (See copy marked Exhibit 40. Transportation over a land-grant railroad.) Mr. Shaw took the respective bills of lading in the order of their entry on the voucher, and critically examined them to see if they were the "originals;" then the starting point, the amount of freight, the point at which it was delivered, and whether the full amount of property delivered to the railroad for transportation had been receipted for at its destination by the receiving officer or agent.

Then he examined the voucher to ascertain whether the starting point, the place of delivery, and the number of pounds were correctly entered thereon, according to the classification of freight as published by the railroad company. Next he found the railroad was land grant, from Atchison to the State line, 470.58 miles, and was not entitled to pay for transportation of Government freight over that portion of the road.

The first bill of lading on the voucher is for property transported from Atchison to Albuquerque, N. Mex., and on examination of the tariff of rates he found the distance between those points was 902.43 miles, 470.58 of which was land grant, leaving the railroad company entitled to pay for transportation over 431.85 miles only, and on reference to the voucher, he found the correct distance was entered.

A like examination was made of the respective bills of lading. He then compared the rate charged in the voucher with the rates on the freight tariff, on each class of freight. He then, by an arithmetical operation, found that the freight on 2,269 pounds at \$3.37 per hundred was \$76.47; but as part of the distance was land grant, he deducted 470.58 of the amount, \$39.88, leaving \$36.59 due the railroad. A like course was pursued with each bill of lading and each item on the voucher.

He also examined the voucher in regard to all the other points in regard to which vouchers are examined as hereinbefore described, and it was laid aside as admitted.

Voucher 2 B, February, 1885, (copy herewith marked Exhibit 41, transportation of soldiers). Mr. Shaw took up the first "request" entered with voucher, and ascertained the points between which the soldier was to be transported. He found from the certificate at the foot of the "request" the transportation had been furnished, and from the certificate on the back of the "request" that the journey was performed in con-

formity with competent authority and for the benefit of the United States, and from the points named on the request and those designated on the voucher were the same. A like examination was made of all the requests.

Request 39132 he found was from Kansas City, Mo., to Albuquerque, N. Mex., for a soldier returning from furlough "without means." The soldier being absent on personal business, his transportation to his post is not a proper charge against the appropriation for the Army, yet his time and service belong to the United States, and it is to the interest of the United States to have him transported to his proper station without delay. In such case the cost of transportation is charged against the soldier on the pay-rolls of his company, and withheld from his pay by the pay department. In the case under consideration the cost of transportation for the whole distance was \$33.45, less land-grant portion, \$15.30, leaving \$18.15 to be collected from the soldier, which Mr. Shaw checked as payable by the pay department.

The voucher being correct and properly chargeable to the appropriation of the Quartermaster's Department, it was marked to be admitted, except as to the item \$18.15 above mentioned, which amount was carried to the difference sheet, which see (Exhibit 39). He then made an extract copy of the voucher covering the "request" above mentioned, which was referred to the Second Auditor for collection and transfer.

Voucher 8 B, June, 1885. Also for passenger transportation. (See copy, Exhibit 42, request 42797.) It was found necessary to refer to the Second Auditor for collection, as described above in regard to voucher 2 B, February, 1885, but requests 3163 and 3164, respectively, were for the transportation of soldiers sent in pursuit of deserters; but no evidence was furnished that the proper officer had been notified, as required by section 214, Army Regulations, of the cost, so that it might be charged on the pay-rolls against the deserters; therefore the amount of cost of transportation represented by said request was suspended against Captain Campbell on the difference sheet. (See Exhibit 39.)

After completing the examination of the accounts, Mr. Shaw called for and received from the book-keeper a transcript from the ledgers, which see (Exhibit 43), and made the official statement (Exhibit 38), on which he first entered the balances, as shown by the previous settlement (Exhibit 19), then by the various other items, as heretofore described.

On his account current for February, 1885, Captain Campbell charged himself with \$399.90 under "Army transportation," and took credit for the same under "Barracks and quarters," to correct the error in a prior portion of his account; but the error had been corrected in the previous settlement, so Mr. Shaw entered a like sum under "General account money advanced," on the debit and credit side of the statement, to balance the appropriation.

He then entered on the credit side the balance from the previous settlement and the other items of credit as in former settlement. In his account current Captain Campbell claimed credit for \$12.69 and \$6 as deposited, which did not appear on the "charges;" but on consulting the records in the "Public moneys division" of the Secretary's Office and the subsistence register it was found that \$12.69 had gone to his credit on account of Subsistence, and \$6 had been carried to his credit on the books of the Second Auditor on account of "Ordnance," and as the amounts mentioned had been charged to him in the Second Auditor's Office, he was credited in a like sum in the present settlement; and after entering the amount designated on the abstract of admitted vouchers, he finished the statement in like manner as the preceding

ones. After it had passed through the different processes heretofore described it was sent to the Second Comptroller for revision.

The findings were confirmed by the Second Comptroller, and all the other operations in connection with the settlement were completed in regular course.

Captain Campbell's accounts for the period from July to December, 1885, fiscal year 1885, having been received, they were given to Mr. Shaw for settlement, and were settled in like manner. (See copy of official statement, copy herewith, marked Exhibit 44, and difference sheet No. 907, copy herewith, marked Exhibit 45.)

The allowance of "Vouchers heretofore suspended, now admitted," in settlement 8237½, was upon the within certificate of Captain Campbell, (Exhibit 46), and copy of Captain Campbell's letter to Lieut. A. M. Patch, (Exhibit 47) herewith.

The settlement was completed in all respects as the others heretofore mentioned, was revised and the findings confirmed by the Second Comptroller, and in the regular course of business Mr. Shaw made final settlement of the accounts (see copy of official statement 8846, herewith marked Exhibit 48); the only items remaining to the debit of Captain Campbell on the last settlement, viz, 8237½, were the amount of sundry vouchers referred to the Second Auditor for allowance and transfer (see copy of reference herewith, marked Exhibit 49), and the Second Auditor's remarks indorsed thereon, informing this office that the proper amounts had been transferred. (The amount of extract voucher 62 B, July, mentioned by the Second Auditor, was allowed and transferred at another time, so that the account was balanced by a credit under general account money advanced.)

This supplemental settlement was completed in all respects as the others described above, was revised, and the finding confirmed by the Second Comptroller August 26, 1887, and on the 29th of the same month Captain Campbell was informed that his accounts for the disbursement of funds pertaining to the appropriations for the fiscal year 1885 were finally adjusted and balanced, agreeing with his last account current. A copy of the letter addressed to him is inclosed herein and designated Exhibit 50.

BOOK-KEEPERS' ACTION.

In the matter of posting and journalizing settlement No. 5667, (Exhibit 19) of Captain Campbell's accounts for the third and fourth quarters, 1884, funds of fiscal year 1885: Thomas Cox, acting messenger, having taken the settlement to room 46, delivered it to H. H. Seltzer, clerk class 1, who withdrew the official statement (Exhibit 19), placed a like number on the "charges" (Exhibit 18), and deposited the papers in temporary files, while the statement was posted and journalized. He then ruled off with a blue pencil the amount under "General account money advanced," and found that \$2,290.55 were so charged, of which sum \$89.05 was on account of a "No year" appropriation. He therefore posted the last-mentioned amount on the credit side of ledger folio 12600, under the titled head of "General account money advanced" for fiscal year 1877 and prior years (see sample of folio herewith, marked Exhibit 51), and in pencil placed the number of the folio to the left of the title of the account on the statement (Exhibit 19), and placed a check-mark (✓) next to it, indicating that a part only of the amount was thus posted; then the remainder of the \$2,290.55, viz, \$2,201.50, he posted on the credit side of folio 231, "General account ledger," for the

fiscal year 1885 (sample of folio herewith, marked Exhibit 52), and 231 was placed in pencil to the left of the title of account on the statement (Exhibit 19), immediately under 12,600, thus indicating that the entire amount was posted.

The item \$2.65 was then posted on the credit side of folio 224 of the "transfer ledger" (sample herewith, marked Exhibit 53), the ledger folio being placed in pencil on the left of the title of account, and checked as in the "general account" entries above mentioned.

The credit side of the statement was next taken up and a like course in posting to the debit of "General account" and "Transfer account" as in posting the debit side of the statement, the respective folios where posted being indicated in pencil to the left of the title of the account. The respective items were also checked for the same reason as those on the debit side of the statement. Mr. Seltzer then delivered the statement to D. F. McGowan, clerk class 3, to post the "personals."

On comparing the statement (Exhibit 19) with Captain Campbell's account for the fiscal year 1885 on ledger folio 21743 (copy of folio herewith, marked Exhibit 54), he found that the respective items of debit to A. H. Budlong, lieutenant, James Gilliss, major, and B. H. Gilman, lieutenant, were already posted to Captain Campbell's debit. He therefore placed his check-mark (✓), in pencil, to the left of the totals of the items under the respective heads of appropriations, thus indicating that he had compared the respective items and found them correct and posted. The remaining items were then footed and the following entry made, viz: "Nov. 13. To sundries 5667. \$1,045.90. \$138.50. \$991.15. \$538.43. \$23.60. \$933.45," under the proper heads of appropriations (see Exhibit 54), and the amount "due the officer" was then placed under the proper head to balance the account.

Mr. McGowan then posted to the credit of the respective officers mentioned on the debit side of the statement (Exhibit 19), after the item, "October 26, B. H. Gilman, Lt.," the several sums he was there debited with, each item under the proper head of appropriation, and he placed in pencil on the margin to the left of the name of the officer credited, the ledger folio, on which the item was posted, and checked the items under their heads of appropriations as before mentioned. (See Exhibit 19.)

Mr. McGowan then took up the credit side of the statement and found that all the items preceded by a date in the left margin were already posted. They, therefore, were checked to indicate he had compared the items and found them correct. The remaining items were there footed and credited as "sundries," under the proper heads of appropriations in like manner as on the debit side of the statement, and entered the amount due the United States to balance the account.

In the items Jos. F. Huston, lieutenant, Daniel F. Stiles, lieutenant, and Chas. W. Foster, major, Mr. McGowan found that only a portion of each amount had been credited. He therefore drew a blue pencil line in each case separating the two portions, and wrote with red ink on the margin of the statement, "new," and posted the "new" item to the debit of the proper officer, and designated in pencil on the left margin the ledger folio as in other cases. In cases where two "personals" were found, as in the case of C. W. Taylor, lieutenant, he placed in pencil on the left margin a character (*) indicating that the items were combined and posted as one. Mr. McGowan then on the face of the ledger folio deducted the debits and credit sundries not included in the settlement, balanced the account, drew a red line on the folio, placed under the proper heads of appropriations the total debits and credits

then drew another red line ruling off the account. He then charged the officer "To balance," with the respective items of balances due the United States as shown both by the ledger and the statement, and credited him "By balance" in like manner. He then charged him with "Sundries deducted and brought down," the same being the items above mentioned which were on the ledger and not in the settlement, and credited him with "Sundries deducted and brought down" in like manner.

The posting having been completed, Mr. McGowan delivered the statement to T. S. Johns in room 50.

Mr. Johns, clerk class 3, having received the official statement, entered in an itemized form in the journal in folio (copy herewith, marked Exhibit 55) all "new" matter, and added his check-mark (X) on the margin to the left of the item journalized (see Exhibit 19). The journal page was also entered on ledger folio 21743, next the date column. (See Exhibit 19.)

After the entries on the journal were completed the statement was placed with the settlement in the temporary files and with other settlements, and carried by Thomas Cox, acting messenger, to the attic and delivered to A. W. Powell, clerk class 2, by whom it was deposited in its proper place in the permanent files in the Third Auditor's Office.

Inasmuch as the method of posting all quartermaster settlements is substantially the same, the posting of the remaining settlements of Captain Campbell's accounts mentioned in this report will not be described.

Although but few items in Captain Campbell's accounts have been treated at length in this report, the foregoing description illustrates the method of adjusting quartermasters' accounts generally; nearly all accounts have peculiar cases to be adjusted, and the facts shown by the papers presented are considered in connection with existing law, regulations, and orders. If the papers presented do not establish the disbursing officer's right to credit claimed, additional evidence is called for, and when furnished, if found satisfactory, credit is given; if not, repayment is required.

The vouchers are too voluminous to print and are omitted.

ACCOUNT OF RECEIVERS OF PUBLIC MONEY.

The seventh item of business traced was an account of a receiver of public money at a local United States land office, and is as follows:

AN ACCOUNT OF W. M. TOWNSEND, RECEIVER OF PUBLIC MONEY AND DISBURSING AGENT OF THE INTERIOR DEPARTMENT AT LAKEVIEW, OREGON, FOR FISCAL YEAR 1887.

Before entering upon the history of the account it may be proper to state that Mr. Townsend acts in a dual capacity in his official relations with the Government and more particularly the General Land Office, viz, the receiver of public money at the land office in Lakeview, Oregon, and as disbursing agent of the Government at the same point. In the account, the history of which will be hereinafter given, and which contains four separate accounts rendered at different times for the four quarters of the fiscal year 1887, Mr. Townsend is treated as a disbursing agent, although in the course of the following report he is referred to as receiver on several occasions.

The account for the first quarter of the fiscal year ending June 30 1887, was received in the Interior Department on October 18, 1886, in the locked mail-bag of the General Land Office. The mail-bag was delivered to the mail messenger of the Interior Department at the city post-office, who in turn delivered it to L. G. Wilson (chief messenger of the General Land Office at \$720 per annum), by whom it was opened in the room of the Commissioner of the General Land Office. After sorting the mail, the messenger delivered the package containing the account under consideration to Mr. H. H. Carpenter, clerk of class 4, in charge of the registering room of the General Land Office, who handed it to Mr. H. S. Graves (clerk at \$1,000), who stamped on the letter of transmittal accompanying the account the date of its receipt and the number, 109,565 and handed it to Mr. S. B. Jackson (clerk at \$900), who entered the same in a book having on the back thereof the following indorsement: "Numerical index. No. 75. General Land Office." The following is a copy of the heading and entries thereunder:

Date.	Number.	From whence received.	Division to which sent.
October 18, 1886	109565	Lakeview, Oregon	M.

The numbers in the index are arranged consecutively and serve to trace the date on which the account was received. This number is not stamped on the account or on any of the vouchers, but only on the letter of transmittal. After the entry in the index had been made the account and accompanying letter were handed to Miss C. M. Archibald, clerk of class 1, who entered the account in a book having on the back thereof the following indorsement: "Register of letters received. Vol. —. Minnesota, Oregon, and Colorado. General Land Office."

The following is the heading and entry thereunder:

Date of receipt and file number.	Name and address of writer.	Date and purport of letter.	Reference.
October 18, 1886. 109565.....	Receiver.....	Disbursing account, 3d quarter, 1886.	M.

After making the entry last above the account and letter were handed to Mr. Graves, who delivered them to Mr. Fletcher Johnson, chief of the division of accounts of the General Land Office, or division M, as it is called in the office.

Mr. Johnson handed the papers to Mr. A. R. Ryan, clerk of class 3, who entered the same as received in a book having on the back thereof the following indorsement: "Record of letters received. Vol. 22. General Land Office."

The following is a copy of the heading and entry thereunder:

Date received and file No.	Name and address of writer.	Date and purport of letter.	Reference or action.
October 18, 1886. 109565....	Receiver, Lakeview, Oregon.	Oct. 1, '86, transmits dist. acct. for quarter ending Sept. 30, 1886.	Wilson, filed.

After making the last-mentioned entry Mr. Ryan indorsed the name of the clerk to whom the account was to be referred on the back of the letter of transmittal, and also placed thereon the volume and page of the book in which the same had been entered, thus: "Wilson. Vol. 22, 324." The letter was then indexed in another book by Mr. Ryan, said book having on the back thereof the following indorsement: "Index to surveyor general dist. land office and miscellaneous letters received. Vol. 2. Division M. General Land Office."

The following is the letter and heading thereunder.

Vol.	Office.	Date and page of register.
22	Receiver	10-1-86. 324.....

The letter of transmittal and account were then handed to Mr. C. C. Wilson, clerk of class 3, who made an entry of the same in a book having on the back thereof the following indorsement: "Receiver's quarterly accounts. Vol. 2. Division M."

The following is the heading and entry thereunder:

Land office.	Name of receiver.	No. of letter.	Public land accounts.					
			De-tailed.	Con-densed.	Recapit-ulation.	Salaries and com-missions.	Expenses of depos-iting.	Conti-gent ex-penses.
Oregon, Lake-view.	W. M. Town-send.	109565				(NOTE.—No. entry here in this book.)		

After making the entry last above referred to, Mr. Wilson placed the word *file* on the letter and handed it to Mr. Ryan again, by whom it was placed in the files of the division, after making the last entry in the register kept by him, viz, writing the word *filed* in red ink under the name *Wilson* in the last column of his register. Mr. Wilson also placed the number of the letter (109565) on the account in pencil, and handed it to Mr. C. C. Barker, clerk of class 2, who at that time had charge of the accounts received from Oregon.

Mr. Barker examined the account to see if it was in proper form and correctly signed and certified to by Mr. Townsend; also to ascertain if the disbursements had been made and the proper credits given in accordance with the provisions of the Revised Statutes of the United States and the various circulars governing such matters issued from time to time by the First Comptroller of the Treasury and the Commissioner of the General Land Office.

Ascertaining that all of the above requirements had been complied with as far as could be learned from the account itself, Mr. Barker placed it in a pigeon-hole marked "Lakeview, Oregon," there to await the receipt of the accounts of Mr. Townsend as receiver, until which time his accounts as disbursing agent could not be stated, as the statement of the latter is predicated on that of the former.

Pending the statement of the account for the quarter ending September 30, 1886, other and several disbursing accounts were received from

Mr. Townsend, namely: Accounts for the second, third, and fourth quarters of the fiscal year, 1887. The three accounts last above mentioned were received on January 22, 1887, May 4, 1887, and July 20 and 23, 1887, respectively, and were stamped, indexed, entered, registered, indorsed, and checked in like manner in all respects as was that for the first quarter until they were each in turn placed in the pigeon-hole marked "Lakeview, Oregon." It appears that the accounts for the second and fourth quarters must have been returned to Mr. Townsend for some purpose, as the register and index of Mr. Ryan show them to have been received in the office a second time and at a late date, namely, July 22 and 23, 1887, respectively; but no record could be found to show that the accounts were incorrect or had been returned.

In the meantime the supervision and statement of the accounts from Oregon had been transferred from Mr. Barker to Mr. A. B. Hiltman, clerk of class 2, who afterwards, on November 12, 1887, obtained a certificate from the Register of the Treasury, showing the balance due to or from Mr. Townsend on the last settlement of his accounts by the First Comptroller, and all advances made to him from the date of last settlement up to and including November 12, 1887. As no official record could be found of any request to the Register for said certificate it is supposed that Mr. Hiltman obtained it in person from the Register's Office, as was frequently done by the clerks in order to avoid delay.

Had Mr. Hiltman followed the method prescribed by the Commissioner of the General Land Office for the guidance of the clerks in such matters, he would have proceeded to fill out a blank form prepared for the purpose, calling on the Register of the Treasury for the information desired, and, after placing his initials on the same, would have passed it to the chief of division, Mr. Johnson, who would have handed it to Dr. Baldwin, the assistant chief. Dr. Baldwin, after placing his initials on the request, would have returned it to Mr. Johnson, who, also, would have initialed it and passed it to the law examiners, where it would have been examined and initialed by Mr. W. O. Conway, law examiner at \$2,000, from whom it would have been passed to Mr. Frank Gordon, another law examiner, by whom it would have been initialed and forwarded by messenger to the room of the Commissioner of the General Land Office, where it would have been received and the name of the Commissioner stamped thereon by Mr. H. A. Norton, clerk at \$1,600. It would then have been returned to the division of accounts, placed in the hands of Mr. Ryan, clerk of class 3, and by him a record of the same and also of the name of the clerk who originally filled up the blank would have been made. The request would then have been handed to Mr. Hiltman, passed to Mrs. H. E. Gray, and by her recorded at length in the record of letters written in the division, initialed and handed again to Mr. Hiltman, by whom a letter-press copy of the same would have been made, an envelope addressed to the Register of the Treasury and placed with inclosure in a basket, whence they would have been carried by messenger to the mailing room to be forwarded to their destination. Upon the receipt of the request at the Treasury it would have been handed to Mr. H. M. Gilman, clerk of class 4, by the messenger who opens the mail, and the required certificate showing the balance on the last account as certified to the Register by the First Comptroller, and also all advances to date, made out by Mr. Gilman, initialed "G" on the certificate, and handed to Mr. Holliday, chief of the division. Mr. Holliday would have placed on it his initial, "H," and forwarded it by messenger to the Assistant Register, Mr. Reid, who would have signed and delivered it to a messenger to be mailed to the Commissioner of the General Land Office.

When received in the Land Office the certificate would have been delivered by messenger to Mr. H. H. Carpenter, clerk of class 4, by him handed to Mr. H. S. Graves, clerk at \$1,000, who would have placed around it a jacket, stamped on the jacket the date of its receipt in the office and the running number of the communication as shown by the index, briefed the contents of the certificate on the back of the jacket, and then handed the certificate to Mr. S. B. Jackson, clerk of \$900. After entry by Mr. Jackson in a book called the "Numerical index," the jacket would have been checked and handed to Miss C. M. Archibald, clerk of class 1, who would have entered the certificate in the "Register of accounts and letters received," checked the jacket and forwarded it with its contents by messenger to Mr. Johnson, chief of the division of accounts, by whom the same would have been handed to Mr. Ryan. Mr. Ryan would have entered the certificate in a "Register of accounts and letters received," and also in an "Index of letters and accounts received," checked the jacket, indorsed thereon the volume and page of the register in which it had been entered and handed it to Mr. Hiltman, the clerk who originally made the request.

After receiving the certificate from the register, Mr. Hiltman, having previously examined and stated the account of Mr. Townsend as receiver of public moneys, upon which statement of his account as receiver the account for disbursements now under consideration is predicated, turned the account over to Mr. McConnell, clerk of class 2, who stated the account of Mr. Townsend as disbursing agent for the whole fiscal year of 1887, as follows:

He (Mr. McConnell) examined the various accounts for the several quarters in connection with the register's certificate, and the account of Mr. Townsend as receiver, charging him with the amounts advanced under the appropriation for "Salaries and commissions of registers and receivers, 1887," and crediting him with the legal amount paid the register (as shown by his receipt) and with the legal amount due him as receiver on account of salary and commission for the fiscal year 1887.

In the account now under consideration the balance due the disbursing agent as claimed by him is nothing, and the balance due the disbursing agent, as shown by the report of the Commissioner of the General Land Office, is \$187.50, which difference is caused by the failure on the part of the disbursing agent to credit himself with the full amount due and payable to himself as receiver.

After ascertaining the correct balance due the disbursing agent, Mr. McConnell made up the report of the Commissioner of the General Land Office and initialed the same. He also prepared a statement of differences on the back of the report and signed the same as "accountant." The account and report were then handed to Mr. Bell, clerk of class 3, who examined the arithmetical calculations to see if they were correct, and also to see if the proper fees and commissions had been taken from the receiver's account, and finding the work to be correct, posted the result in a ledger having on the back thereof the following indorsement: "Adjustments of disbursing accounts of receivers acting as disbursing agents. General Land Office."

The following is a copy of the heading and entries thereunder:

Salaries and commissions of registers and receivers, 1887.

1887	Dec. 20.	To wt. No. 736, dated Oct. 8, '86...	\$1,500	1887.	Dec. 20.	By disbursements	\$5,812.50
"	"	" " " 1120, " Nov. 11, '86...	1,500			rept. 42266, 1887.	
"	"	" " " 1744, " Feb. 2, '87...	1,500				
"	"	" " " 2585, " May 17, '87...	1,125			Balance due	187.50

After making the entries last above referred to, Mr. Bell placed his initials on the report and passed the same to Mr. Johnson, the chief of his division. In the meanwhile Mr. McConnell had prepared two letters to accompany the account, one a letter of transmittal to the First Comptroller, the other a notification to Mr. Townsend that his account for disbursements had been adjusted and forwarded to the First Comptroller. After initialing both of these letters, Mr. McConnell placed them on the desk of Mr. Johnson. The accounts, report, and letters were handed to Dr. Baldwin, the assistant chief, who initialed the report and both letters and handed the whole to Mr. Johnson, who initialed the report and letters and passed them to the law examiners, where they were received by Mr. Conway, law examiner, who initialed the report and both letters and forwarded the same by messenger to the Commissioner of the General Land Office for his signature. The Commissioner signed the report, his name was stamped on the letters, and the whole was forwarded by messenger to the desk of Mr. Ryan, clerk of class 3, who recorded the account as passed and also the name of the clerk who adjusted it. He also recorded the letters and the name of the clerk who had written them and handed the account, report, and letters to Mr. McConnell, from whom they were delivered to Miss K. J. McNeal, clerk of class 1, who recorded the same at length on page 118 of a book of records, vol. 63, and returned them to Mr. McConnell. The letter of transmittal and the account were then forwarded to the room of the chief clerk, where an entry of the same was made in a book in which the First Comptroller's Office receipted for the account when transmitted to said office by messenger.

The letter of notification was placed in the mail by messenger and forwarded to Mr. Townsend at Lakeview, Oregon.

(It is proper to here state that Mr. Johnson, the chief of the division of accounts, explains the unusual delay in stating this account as resulting from the fact that the receiver's accounts as originally rendered to his office for three of the quarters of the fiscal year 1887 were incorrect, necessitating their return to Mr. Townsend, who retained them in his possession at Lakeview, Oregon, until September 30, 1887, and then transmitted them to the General Land Office, only after being notified that all advances for salaries and commissions would be suspended until the corrected accounts should be received; and, notwithstanding the suspension of his salary, Mr. Townsend failed for three months longer to make the corrected returns. The advances referred to were suspended by special order of the Commissioner of the General Land Office after the whole matter had been fully brought to his attention by the chief of the division of accounts.)

The following is a copy of a letter written to Mr. Townsend on the subject on July 1, 1887:

W. M. Townsend, esq., receiver of public money, Lakeview, Oregon:

SIR: You will forward to this office without further delay the accounts returned you for correction, as per letter of November 19, 1886, and you are advised that no further advances will be made you until said accounts are rendered corrected as therein stated.

Yours, respectfully,

S. M. STOCKSLAGER,
Acting Commissioner.

The account the history of which we are tracing was delivered by messenger to the chief of the division of land accounts in the office of the First Comptroller, Judge L. H. Mangum, who receipted for the same

in the book heretofore referred to, and turned them over to Mr. Dan. Grosvenor, clerk of class 2, who stamped on the report the date of its receipt, and entered the same in a book having on the back thereof the following indorsement: "Register of accounts of receivers. Disbursing accounts. No. 5. First Comptroller's Office."

The following is a copy of the heading and entry thereunder:

When received.	Date of report.	No.	Name.	Nature of account.	To whom referred.	Due from U. S.	Warrant.	
							No.	Date.
1887. Jan. 4....	1887. Dec. 21	42, 266	W. M. Townsend	Disbursing agent, fiscal year 1887.	Mangum.			

After the entry last above referred to, Mr. Grosvenor delivered the account to Mr. G. P. Northrop, clerk of class 2, who examined the same, and finding it correct, signed it and entered it in a book having on the back thereof the following indorsement: "Register of land accounts. No. 8. First Comptroller's Office."

The following is a copy of the heading and entries thereunder:

Date of rept.	No.	Name.	District.	For what period.	Date of Comptroller's admission.	Balance due.	
						To U. S.	From U. S.
1887. Jan. 4	42, 266	W. M. Townsend.	Lakeview, Oregon	Fiscal year 1887.	1887. Jan. 16.	.....	\$187. 50

After the last entry was made the account was placed in a pigeon-hole to await a deficiency appropriation by Congress, no funds being available at that time to pay the balance due the disbursing agent.

When such deficiency appropriation shall have been made the account will be handed to Judge Mangum for his initials; forwarded to the Deputy First Comptroller for his signature; entered by Mr. Grosvenor; and delivered to Mr. Lovejoy, of the Register's Office, for the purpose of copying the report. The copy of the report will be forwarded to the Secretary of the Interior for his requisition, which requisition will be sent to the division of warrants, estimates, and appropriations, in the office of the Secretary, where it will be examined, checked, entered, and a warrant drawn in accordance therewith. The warrant will be checked, initialed, entered, indorsed, and wafered to the requisition, signed by the Secretary of the Treasury, countersigned by the First Comptroller, again entered, initialed, checked, entered, indorsed, and recorded and forwarded to Mr. Lovejoy for copy. The original will go to the division of accounts in the office of the Treasurer of the United States, where it will be entered, initialed, recorded, checked, indorsed, and treated in all respects as was the warrant in the case of M. I. Townsend, United States district attorney, heretofore reported.

Your committee would call special attention to the unnecessary labor and farcical routine performed in obtaining from the Register of the Treasury a certificate showing the balance due to or from the receiver on his last settlement.

Instead of the chief of the division of accounts (M) or the clerk in charge of the accounts sending a simple request to the Register for the certificate and receiving back in reply thereto the proper certificate as is done in other offices, the clerk in charge of the account uses a blank prepared for the purpose, asking for the certificate from the Register, fills it out and places his initials thereon and sends it to the chief of division; the assistant chief receives it, initials it, and hands it to the chief, who also initials it and sends it to the law examiners, one of whom initials it and passes it to another, who also initials it and sends it by messenger to the office of the Commissioner of the General Land Office, where a clerk stamps the name of the Commissioner thereon and returns it back to the division of accounts, where a clerk makes an entry on record of the same and of the name of the clerk who prepared it and handed to another clerk, who records it in full in the record of letters written, doubtless with all the solemnity of a last will and testament, initials it and hands it to another clerk, who takes a letter-press copy of same, and then it is inclosed in an envelope and sent to the Register of the Treasury, where an answer is prepared and mailed to the Commissioner of the General Land Office. When the answer is so received it is delivered to a clerk, who delivers it to another clerk, who places around it a jacket, stamps thereon the date of its receipt and its index number, entering it on a record book called numerical index, showing date, number, the Department sending it, and the letter of the division to which to be sent, and makes a brief on the back and hands to another clerk, who enters the brief in full on a record book called register of letters received, and also the date received, the division to which sent, the Department sending it, and the file number and date of the report, and then sends it to the division of accounts, where it is again entered by a clerk in a record book (register of accounts and letters received) and also in an index of letters and accounts received, so checked on the jacket, and then delivered to the clerk who prepared the original request to the Register.

When your committee was visiting the General Land Office the attention of the Commissioner was called to one of these requests to the Register which had gone through the foregoing process, bore on its face five initials, and suggested the unnecessary work being done, and received the following reply and accompanying copy of order :

W. W.]

DEPARTMENT OF THE INTERIOR, GENERAL LAND OFFICE,
Washington, D. C., November 8, 1887.

SIR: Referring to the visit of your committee to this office last afternoon, and particularly to the work of recording communications sent out from this Bureau, inclosed I send you copy of an office order of date August 9, 1886, as an indication of one of the many efforts made by this Bureau to economize time, and to utilize to the fullest extent the meager clerical force apportioned to this office for the disposition of its business that has grown to mammoth proportions. The communications to which you called my attention fall under one of these general heads, but might very well be eliminated under a still closer classification, which it is my purpose, at the earliest practicable date, to make.

Very respectfully,

WM. A. J. SPARKS,
Commissioner.

HON. F. M. COCKRELL,
Chairman Senate Select Committee on Work of Executive Departments.

DEPARTMENT OF THE INTERIOR, GENERAL LAND OFFICE,
Washington, D. C., August 9, 1886.

TO CHIEFS OF DIVISIONS:

Hereafter the following letters only are to be recorded:

- (1) To the honorable Secretary.
- (2) To the head of a Department or Bureau.

- (3) To the registers and receivers.
 (4) To employés of this Department.
 (5) To public officers when written to as such.
 (6) Such other letters as, in the judgment of the chief of division, are of sufficient importance to be recorded, the same to be indicated by him.

As a rule, personal letters, including letters to attorneys and members of Congress, are not to be recorded, but *all* letters must be press-copied and a memorandum of those which are not recorded placed in the record book in the following form:

Name of writer.

Date.

Name and address of party written to.

WILLIAM WALKER,
Chief Clerk.

Approved.

WM. A. J. SPARKS,
Commissioner.

Received, Chiefs of Divisions.

A.—W. H. Boyd.

B.—S. W. Clark.

C.—M. E. N. Howell.

D.—W. H. Walker.

E.—James Edmunds.

F.—C. M. Wilcox.

G.—H. O. Billings.

K.—L. J. Woollen.

L.—George M. Mayo.

M.—William Baldwin.

N.—Jacob Frolich.

P.—Archibald Young.

Your committee recently called at the office of the Register of the Treasury, and found there a request for certificate dated November 21, 1887, still containing five initials—first of the clerk who prepared it, then of assistant chief, then chief of division, and then of two law examiners; and also found such requests for certificates—one of December 1, 1887, with only four initials, and one dated January 14, 1888, with only three initials, those of the clerk, chief of division, and one law examiner.

Your committee called at the Land Office and showed them to the Acting Commissioner, and was informed that such requests were now only initialed by the clerk, chief of division, and law clerk—three; but the answers still go through the same process.

In the opinion of your committee this method of business is no guard whatever against errors, is wholly unnecessary, and a useless waste of time and multiplying useless records, and should be abandoned for the plain, easy, and simple method of sending directly to the Register of the Treasury from the chief of the division to whom the reply would be sent.

CLAIM FOR QUARTERMASTER'S STORES.

The eighth and last item of business traced was the adjustment and payment of a claim for quartermaster stores, under the act of July 4, 1864, commonly called a "fourth of July claim," and is as follows:

A "FOURTH OF JULY" CLAIM.

[Claim number $\frac{203}{173}$ in favor of Mrs. Prudie Hallum, administratrix of W. O. B. Hallum, deceased, late of Smith County, Tenn., for two horses and two mules, \$550.]

October 25, 1879, the claim was transmitted to the Quartermaster-General, with request for action, by Mr. A. W. Wills, attorney, of Nashville, Tenn.

October 27, 1879, the letter inclosing the claim was received at the office of the Quartermaster-General, and was opened by Mr. H. H. Parmenter, clerk class 2, who also stamped the letter of transmittal and the claim with the office stamp, as follows: "Qr. Mr. Gens. Office. Received Oct. 27, 1879," and then handed it to Mr. R. V. Belt, clerk class

4, the principal clerk of the claims branch. Mr. Belt examined the claim to see if it came within the provisions of the act of July 4, 1864, and then handed it to Mrs. H. J. Paulding, a clerk of class 1. Mrs. Paulding briefed the letter of transmittal on its first fold, as follows: "W. O. B. Hallum, deceased, Smith County, Tennessee, stock \$550. A. W. Wills files claim. Nashville, Tennessee, Oct. 25, 1879. 1 encl."

She also copied the same on the "Letters received" book for the year 1879, indexed it in the name of the claimant, and placed the running number of the entry, "13037," in the left-hand margin of the book opposite the entry, and also on the letter of transmittal, and on the claim at the left hand of the office stamp.

Mrs. Paulding then sent the claim by assistant messenger Christopher Shaw, salary \$720 per annum, to Mr. Samuel W. Tucker, clerk class 1, who, on November 3, 1879, prepared a letter for the signature of Maj. Jas. M. Moore, quartermaster U. S. Army, in charge of claims branch, acknowledging the receipt of the claim on a blank form printed for the purpose at the Government office, to Mr. A. W. Wills, attorney. At the same time Mr. Tucker made entry on claims register numbered 203, as follows:

No. 1148. Hallum, Mrs. Prudie, administratrix of W. O. B. Hallum, deceased. Smith County, Tennessee, for stores taken in Smith County, Tennessee, April 4, 1863, by Genl. Wilder's command:

2 black mules, at \$150.....	\$300	|	1 bay mare.....	\$150
1 bay horse	125	|	Amount claimed.....	550

Received Oct. 27, 1879, A. W. Wills, attorney.

November 3, 1879, receipt acknowledged.

Mr. Tucker then placed the papers in a "jacket," a XXX manila envelope, 4 by 9½ inches, and transcribed thereon as follows:

13037, Oct. 27 (Q. M. G. O.), 1879.

Case of Mrs. Prudie Hallum, administratrix est. of W. O. B. Hallum, deceased, Smith County, Tennessee, A. W. Wills, attorney.

Horses and mules, \$550.

November 3, 1879, receipt acknowledged.

Claim No. 203-1148.

The case was then passed to Mr. I. N. Thornburg, clerk class 2, in charge of files and record room, and was by him put into the hands of Miss V. J. Le Compte, a copyist, who examined the indexes of claims to ascertain if a claim had been previously presented by the same parties. At the same time Miss Le Compte examined an index of claims presented to the Board of Commissioners authorized by the act of March 3, 1871, to ascertain if a claim for the same animals had been presented to that tribunal. After this examination, Mr. Thornburg sent the claim by Messenger Shaw to Mr. Fred. A. Gee, clerk class 2, in charge of correspondence, who put the claim into the hands of Miss Emma D. Sedgwick, clerk class 1, who, on November 13, 1879, prepared two letters for the signature of Major Moore, as follows:

(1) To Lieut.-Col. James A. Ekin, deputy quartermaster-general, U. S. Army, depot quartermaster, Jeffersonville, Ind., in charge of the investigation of claims in the States of Kentucky and Tennessee, for investigation and report as to the justice of the claim and the loyalty of the decedent at the time the stores are alleged to have been taken, and thenceforward to the close of the war.

(2) To A. W. Wills, attorney, Nashville, Tenn., advising him that the claim had been referred to Col. Ekin, etc.

After writing these letters Miss Sedgwick endorsed the action on the jacket as follows: "Nov. 13, '79. Clm. to Col. Ekin, atty. adv."

Miss Sedgwick then sent the jacket to Mr. Thornburg and the letters to Mr. Gee. Mr. Thornburg put the jacket in the hands of a copyist, Miss Edmonia Crawford, who copied the action endorsed thereon by Miss Sedgwick, on the claims register, No. $\frac{203}{1148}$, and returned the case to Mr. Thornburg, who put it in its proper place on file.

Mr. Gee read the letters prepared by Miss Sedgwick and sent them by messenger to the principal clerk of the branch, Mr. Belt, who also read them, placed the initial "B" on the upper left-hand corner of each and sent them to Major Moore for signature. After signature they were given to Messenger Shaw to press-copy. After press-copying Mr. Shaw took the letters to Miss Sedgwick, who inclosed them in envelopes properly directed and handed them to Mr. Luke Devlin, a clerk of class 1, who examined each to see if correctly inclosed, and then sealed and deposited them in the mail-bag to be taken to the post-office.

The press-copy of the letter to the attorney was then sent to Mr. Thornburg for file with the case, but the letter inclosing the papers to Colonel Ekin was first copied by Mrs. Paulding on the book of "Letters sent," and indexed, and then sent to Mr. Thornburg for file.

The claim was returned to this office by Maj. J. J. Dana, quartermaster, U. S. Army, who had relieved Colonel Ekin of his duty of investigating claims in Tennessee, by letter of February 16, 1882, inclosing the agent's report and accompanying papers, together with a brief or abstract of the evidence in the case prepared by the agent, Mr. O. D. Kinsman (salary \$1,400 per annum and \$3 per diem while traveling on duty), recommending that the claim be disallowed because of the disloyalty of decedent.

The letter of Major Dana inclosing the papers was received in this office on February 18, 1882, was opened, briefed, entered on book of "Letters received," and on claims register $\frac{203}{1148}$, the same as "Letters received" hereinbefore described. After this was done the papers were withdrawn from the files by Mr. Thornburg and sent to Mr. Gee for examination and the preparation of the necessary letters.

On March 13, 1882, Mr. Frank O. Ball, clerk class 1, prepared a letter on a blank as aforesaid, for the signature of Major Moore, addressed to the Third Auditor of the Treasury, to ascertain if any of the officers charged with the seizure had taken up and accounted for the animals alleged to have been taken from the claimant on their property returns, and also, if the money accounts of disbursing officers showed that payment had been made therefor. Before sending to the Third Auditor the letter went through the same routine as the letters hereinbefore described.

On May 26, 1882, the Third Auditor replied to the above described letter and stated that the money accounts and property returns of the officers named (20) do not show any horses or mules to have been purchased, paid for, or taken from claimant. This letter was received on May 31, 1882, and opened, briefed, registered, etc., as other letters received.

On April 3, 1883, J. L. McFarland filed additional evidence as to the loyalty of decedent and letter of Mr. Wills substituting said J. L. McFarland as the attorney of record in the case.

This evidence was received, briefed, entered, indexed, etc., in the usual manner.

The case was subsequently put into the hands of Mrs. Jane P. Montgomery, copyist, for completion of the brief or abstract of the case prepared by Agent Kinsman, by adding thereto the report and recom-

mentation of Major Dana, the letter of the Third Auditor of the Treasury and the additional evidence submitted by Mr. McFarland.

It was then sent by messenger to the desk of the principal clerk of the claims branch (Mr. Gee, clerk class 4), who examined it, and as it was found ready for final action he placed it on the desk of Lieut. Col. B. C. Card, Deputy Quartermaster-General U. S. Army, in charge of the claims branch.

After reading the testimony, Colonel Card, on May 2, 1883, submitted the case to the Quartermaster-General, with report and recommendation as follows :

Respectfully submitted to the Quartermaster-General, U. S. Army.

The claim is for two mules, one bay mare and one bay horse alleged to have been taken by Gen'l Wilder's command on or about April 4, 1863.

The investigating agent and General Dana recommend that the claim be disallowed, as, in their opinion, claimant was disloyal. The weight of the testimony is, however, in favor of his loyalty.

It is clearly established that he voted the Union ticket in 1861, and he took the oath of allegiance to the U. S. August 10, 1863, Ex. 1, p. 2.

Whatever may have been the opinion of some individual persons, the additional evidence presented since the case was reported upon by the agent and General Dana corroborate the testimony of the witnesses (Ex. 5) that claimant's general reputation among his neighbors was that of a loyal man.

The testimony conclusively establishes the taking of the animals charged for by and for the use of the Army, they having been seen in possession of the troops, and in service after they were taken.

I therefore recommend allowance at governing rates.

For two mules	\$260. 00
One bay mare	120. 00
“ “ horse	120. 00
	<hr/>
	\$500. 00

Messenger Shaw then placed the case on the desk of Quartermaster-General Rufus Ingalls, who indorsed thereon the following: "Allowed, R. I."

After this approval by the Quartermaster-General, it was placed by messenger Shaw on the desk of the principal clerk of the branch, who handed it to Miss Sedgwick, who prepared—

(1) A letter for signature of the Quartermaster-General reporting the case to the Third Auditor of the Treasury with recommendation for settlement under section 300 "A" Revised Statutes United States, and section 2 of act approved June 16, 1874, chapter 285, as follows :

2 mules, at \$130 each	\$260
2 horses, at \$120 each	240
	<hr/>
	500

(2) A letter for the signature of Colonel Card, addressed to Mr. J. L. McFarland, attorney, advising him that the case had been reported to the Third Auditor, etc.

The letters were signed on May 4, 1883, and after being press-copied, etc., the same as letters hereinbefore described, were forwarded to the Third Auditor and attorney, respectively.

The case was received at the Third Auditor's office from Quartermaster-General, May 7, 1883, per messenger, and the receipt noted in general register of communications received, by Mrs. Havens, clerk class 2, and then sent to claims division. It was there entered on docket of claims, by Mr. White, clerk class 2, and was then taken by Mr. Gist, clerk class 2, for examination.

May 10, 1883, letter to attorney calling for evidence of appointment of special administrator.

May 10, 1883, attorney files brief relative to decedent's loyalty.

May 15, 1883, attorney files further evidence on question of loyalty.

July 18, 1883, attorney files certified extract from decedent's will.

October 8, 1883, attorney files evidence of appointment of special administrator.

The case having already been examined on the merits, while awaiting receipt of evidence of administration, Mr. Gist prepared for Auditor's consideration a recommendation to Second Comptroller for allowance of \$500. The papers were then finally examined by Mr. Doolittle, clerk class 4, and by the chief of the division, and were laid before the Auditor.

October 8, 1883, the Auditor approved and signed said recommendation, and record of his action was made on the docket.

October 9, 1883 (and just before the case left this office), Mr. McFarland filed power of attorney by special administrator to Mr. Wills, and substitution by Mr. Wills of Mr. McFarland.

The papers then went, by messenger, to the Second Comptroller's office.

October 9, 1883, the claim was received by the Second Comptroller, Mr. Upton, by messenger, from the Third Auditor.

On the same day it was sent to the law and miscellaneous division of the Second Comptroller's office for examination. Here it was entered in a docket kept for that purpose by a clerk in charge of those records and entries. An office reference of the docket and page was also indorsed on the papers.

The same day it was assigned to E. F. French, the revising clerk in charge of that class of claims.

The papers were then accompanied by a settlement certificate on Form 28, containing an abstract of the claim, and the amount, \$500, allowed by the Third Auditor and signed by him. Attached to this certificate was one in blank for the confirmation of the Second Comptroller.

The revising clerk, Mr. French, proceeded to examine the claim, and all the evidence and proofs, at once, and finding that these established the claim for \$500, according to the certificate of the Third Auditor, filled up the blank certificate of confirmation for the signature of the Second Comptroller, placed his initial on the same, and laid the certificate and all the papers on the desk of the chief of the division, Mr. Thomas, by whom they were examined and initialed the same day, and by him the certificate was placed before the Second Comptroller for his signature, which was the same day (October 11, 1883).

The clerk in charge of the division register entered the date of the approval by the Second Comptroller (October 11, 1883), and the claim was then sent back to the office of the Third Auditor by messenger, on the same day.

When the claim came from the Third Auditor on the 9th of October, 1883, it was accompanied by a card slip giving the Auditor's number of the claim, "No. 65572," the name of the claimant, "H. R. Hallum, admr., etc.," the post-office address of the same, the name of the auditing clerk, the action of the Auditor "allowing," and the amount of the claim, "\$500," allowed.

When the claim was returned to the Third Auditor on the 11th of October, 1883, the above card was transmitted to the book-keeper of the Second Comptroller's office, with an entry thereon of the date the claim was received by the Second Comptroller, "Oct. 9, 1883," revising clerk, "E. F. French;" action of Comptroller, that is, "Confirmed," and amount,

"\$500," and from this card so filled up the book-keeper entered the same on his register.

October 11, 1883, the case returned to the Third Auditor's office, with Second Comptroller's approval of recommendation for allowance of \$500, and record of such action was made on the docket.

The allowance was then entered upon the list of such allowances, to be reported to Congress at the next ensuing session, and a circular notice was mailed to the attorney.

The list of allowed cases (1171) under act July 4, 1864, was transmitted to the Secretary of the Treasury, per Auditor's letter of January 19, 1884; and was by the Secretary transmitted to the Speaker of the House of Representatives.

Appropriation (including this case) was made by act of Congress (Private No. 129) approved July 5, 1884. When the papers in the 1171 cases had returned from Congress, and a certified copy of the act had been furnished by the State Department, this office proceeded to prepare formal statements of account for the several sums allowed by the act.

A statement of account in this case was prepared by Mr. Bennett, clerk of class 2, which was examined by Mr. Doolittle and the chief of the division, and then laid before the Auditor, who signed it July 31, 1884; when it was noted on the docket of claims and in the register in the book-keeper's division, and was sent (with all the papers in the case) to the Second Comptroller.

July 31, 1884, the claim was received in the office of the Second Comptroller.

The same day it was assigned by him to the law and miscellaneous division.

July 31, 1884, it was assigned by the chief of division, Mr. Thomas, to E. F. French, the revising clerk. The claim was accompanied by a statement on Form 29, containing an abstract of the claim as on Form 28. This statement was dated July 30, 1884.

August 4, 1884, it was revised by E. F. French, revising clerk, and placed on the desk of the chief of the division, Mr. Thomas.

August 4, 1884, the chief of the division reviewed the action of the revising clerk, Mr. French, placed his initials thereon, as an evidence of his review, and transmitted the claim to the Second Comptroller the same day, by whom it was confirmed by his signature.

August 5, 1884, the clerk in charge of the division register entered the claim as confirmed by the Second Comptroller, and the same day all the papers were transmitted to the Third Auditor by messenger.

August 5, 1884, the case (settlement 3961) is received at Third Auditor's Office from Second Comptroller. The settlement was noted by Mr. Benedict, and the certificate of allowance was then sent to the Secretary of War (for issuing of requisition for payment).

Received certificate 3961 direct from Third Auditor at requisition division, War Department, August 7, 1884.

Entered on docket book and numbered 9265; compared with the act of Congress authorizing payment; sent to Quartermaster-General.

Treasury settlement No. 3961, dated July 31, 1884, for \$500, payable to H. R. Hallum, special administrator of estate of William Van R. Hallum, deceased, was received in Quartermaster-General's office August 8, 1884, by chief clerk of the office, Mr. J. Z. Dare (salary, \$2,000), and referred to the principal clerk of the finance branch, R. Armour (\$1,600 clerk), by him given to the clerk, Mr. Dooley, class 2, whose duty it was to keep the record-book of Treasury settlements, and after re-

ording the date of its receipt in the Quartermaster-General's office, the number of the settlement, its date, its amount, and in whose favor, it was referred for verification to the claims branch of the office, in which the claim had been originally considered, and placed on the desk of the principal clerk, who sent it to Mr. Thornburg, who gave it to Mr. W. D. Hughes, clerk class 1, who noted on the claims register No. $\frac{203}{1148}$, the number of the settlement, its date, its amount, and to whom payable. The case was then put into the hands of Mrs. S. L. Myers, class 1, who wrote the foregoing notation on the "jacket" of the claim and an indorsement on the face of the settlement for the signature of Colonel Card, stating that the settlement had been noted. After signature of Colonel Card the settlement was returned to the principal clerk of the finance branch, and a request was prepared asking the Secretary of War to issue his requisition for the amount (\$500) in favor of Hallum, administrator, which, after signature by the Quartermaster-General, was recorded in the balance books by Mr. Pratt, class 1, and the proper appropriation credited with its payment. The settlement and request for requisition were then returned to the claims branch in order that the record there might be made to show issue of request for requisition in payment of the claim, which having been done, the settlement book in finance branch was made to show date of transmittal to War Department, and the settlement and request forwarded to the chief clerk of the War Department.

Received back at office of Secretary of War with Quartermaster-General's request for requisition.

August 12, requisition No. 8808 prepared and signed by the Secretary of War.

August 13, entered on Third Auditor's register (in office of Secretary of War).

August 14, sent to Second Comptroller.

The requisition was then noted (in Second Comptroller's Office) by Mr. Paris, clerk class 2, on the book of requisitions; and after being countersigned by the Comptroller, was sent by messenger to book-keeper's division, Third Auditor's Office.

In said division it was registered by Mr. Johns, and noted by Mr. Chamberlain, and the Auditor having signed the certificate of such registry, the requisition was sent by messenger to the division of warrants, in the office of the Secretary of the Treasury.

This requisition was numbered 8808, and was received in the division of warrants, estimates, and appropriations, office of the Secretary of the Treasury, by Mr. Johnson, a clerk of class 3, who had charge of the "Register of requisitions," and by whom it was entered on said register, showing the number of the requisition, name of payee, date, and the head of Department by whom drawn (War).

The requisition was then stamped on the back thereof by a messenger with the division stamp, showing the date of its receipt in the division, after which it was delivered by the messenger to Mr. DeLos Lloyd, a clerk of class 2, who had charge of the "War warrants." Mr. Lloyd examined the requisition and act of Congress making the appropriation to see if the requisition was correct in form, name, and amount, after which he made out war warrant No. 5083, directing the Treasurer to pay to H. R. Hallum, special administrator of the estate of Wm. Van R. Hallum, deceased, the sum of \$500 on account of the appropriation made as aforesaid, which war warrant was initialed. This warrant is properly called a war pay-warrant.

The warrant was then entered on the register of war warrants by Mr. Lloyd, giving the date and number of the warrant and requisition on which issued, the Auditor by whom audited, to whom payable, appropriation from which to be paid, and amount.

The amount of the warrant was entered to the debit of the appropriation on the war ledger by Mr. H. C. Whiting, clerk of class 4, who had charge of that book. The warrant and requisition were then sent to Mr. Johnson, who had charge of the index, and who entered the number and date of the warrant on the register of requisitions opposite the number of the requisition, as heretofore set forth.

Mr. Johnson then entered the warrant in the index, showing the number, name of payee, class, amount, and date, and checked the warrant with pen and ink on the face thereof thus: "✓," indicating that it had been indexed.

The warrant and requisition were then delivered to the assistant chief of the division, Mr. O. H. Miller, who examined and compared the warrant with the requisition to see if it was correct and under seal. Finding it correct, Mr. Miller checked it, and after being attached to the requisition by wafer, both were delivered to the chief of the division, Mr. McClellan, who initialed the warrant and forwarded it to the Acting Secretary, Mr. Coon, for signature, after which it was forwarded by messenger to the office of the First Comptroller, where it was delivered to Mr. S. W. Saxton, chief of the warrant division, and by whom it was delivered to Mr. Wood, clerk of class 2, in charge of the "Record of war warrants on the Treasury."

Mr. Wood entered the warrant on page 238 of volume 21 of said records, the entry showing the number of the warrant, number of the requisition, the Auditor by whom passed, name of the payee, appropriation from which payable, folio of the ledger in which entered, and amount. The warrant was then returned to the chief of the division, by whom it was initialed and forwarded to the Deputy First Comptroller, who signed the name of the Comptroller, by himself as deputy, thereto, after which it was forwarded to the office of the Register of the Treasury, where it was delivered to Mr. S. C. Lovejoy, a clerk of class 3, in charge of the copying-room.

After being stamped by the messenger it was delivered to Mrs. H. M. Ford, clerk class 1, who separated the warrant and requisition, and examined the warrant to see if it had been correctly filled out, signed, and sealed. Finding it correct, she pinned the warrant to the requisition and entered it in the "Register of war pay warrants," and prepared and dated the certificate of the Register for the signature of the Assistant Register, who, after signing it, forwarded the warrant and requisition to the office of the Treasurer, where it was delivered in the division of accounts to Mr. Lewis Mann, clerk of class 4, who, after the warrant had been stamped on the back thereof with the receiving stamp of the office, showing it was received August 25, 1884, at 3 p. m., delivered it to Mr. Ball, clerk of class 3, who had charge of the warrant journal and by whom it was entered in that book. Said entry shows the number, amount, and class (war) of the warrant. It was then initialed by Mr. Ball and delivered to Mrs. Devine, a clerk at \$900 per annum, who had charge of the "Register of pay warrants." Mrs. Devine entered on said register the number of the warrant, name of the payee, amount, and the Assistant Treasurer on whom the draft was to be drawn, and then passed the warrant to Mr. Swartwout, clerk class 3, who put the number of the draft to be issued on the warrant and passed it to Mrs. Ourand, clerk at \$900 per annum, in charge of the notice

desk, who wrote a letter of advice to the Assistant Treasurer at Philadelphia, advising him that draft No. 36980, for \$500, in favor of H. R. Hallum, special administrator, had been drawn on him that day.

Mrs. Ourand then initialed the warrant and passed it to Mr. Payne, clerk of class 2, who had charge of the "Register of drafts issued, paid, and outstanding," by whom it was entered in said register, so as to show the number of the draft, number and amount of the warrant, and the name of the payee, on the account therein kept with the Assistant Treasurer at Philadelphia.

After this entry the warrant was given to the draft clerk, Mr. Swartwout, who drew draft No. 36980 on the Assistant Treasurer at Philadelphia, dated August 26, 1884, in favor of H. R. Hallum, special administrator, for the sum of \$500.

After initialing the draft Mr. Swartwout passed it and the warrant to Miss Mathews, clerk at \$900 per annum, who compared the draft with the warrant, and, finding it correct, initialed both draft and warrant and delivered them to Miss Heard, clerk at \$900 per annum, who made a like examination, after which she initialed them and returned them to Mr. Mann, who forwarded them by messenger to the Treasurer, who signed the draft and returned both to Mr. Mann, who delivered the draft to Mr. Guthrie, the agent of Mr. McFarland, the attorney for the payee. Mr. Guthrie receipted on the warrant for the draft. The draft has on the back of it the indorsement of A. J. Wills, attorney in fact for H. R. Hallum, and who was duly appointed and authorized to sign, as appears from the certificate of the Deputy First Comptroller thereto attached, he stating the power of attorney was on file in his office.

The draft was paid by the Assistant Treasurer at Philadelphia September 15, 1884, and by him forwarded to the Treasurer. On receipt of the draft at the office of the Treasurer it was attached to the warrant by Miss Mathews, to whom the warrant had been delivered by Mr. Mann, when the draft was delivered to Mr. Guthrie, August 26, 1884, and after the number of the draft and date of delivery thereof to Mr. Guthrie had been entered on the "Register of pay warrants" by Mrs. Devine, who after doing so initialed the warrant again.

The warrant and draft were placed in the settlement of the Treasurer for the third quarter, 1884, and forwarded to the First Auditor, who audited it, and forwarded it to the First Comptroller, by whom it was revised and forwarded to the Register of the Treasury, who gave the Treasurer credit for the payment, and placed the account in the files in the same manner as is fully shown in the settlement of the Treasurer's quarterly account involving the expenditure of the contingent fund of the Treasury Department herewith submitted.

This is a most remarkable exhibit of the methods of transacting only one out of many thousands of similar cases, and demands consideration and criticism.

Under the act of June 16, 1874, it became the duty of the Quartermaster-General and Commissary-General and Third Auditor to continue the adjustment of claims under said act of July 4, 1864, and of the Secretary of the Treasury to report such claims allowed at the beginning of each session of Congress to the Speaker of the House for action by Congress.

Under this law a schedule of Fourth of July claims, numbering 279, and amounting to \$111,299.41, allowed since June 30, 1874, was reported by the Secretary of the Treasury December 31, 1874, and is Ex. Doc.

107, H. R., Forty-third Congress, second session, and a similar report of such claims so allowed has been made for each year since.

In this manner about 10,811 claims, aggregating about \$2,500,000, have been reported to Congress, and have undergone the same process and adjustment and payment as described in the foregoing account.

In all the laws making appropriations for the payment of these claims, except the act of March 3, 1887, the same language substantially has been used.

In the act (Private, No. 129) approved July 5, 1884, providing for the payment of 1,174 claims, including the claim as before traced through its labyrinth, the following language is used :

That the Secretary of the Treasury be, and he is hereby, authorized and required to pay out of any money in the Treasury not otherwise appropriated, to the several persons in this act named, the several sums mentioned herein, the same being in full for and the receipt of the same to be taken and accepted in each case as a full and final discharge of the several claims examined and allowed by the proper accounting officers, etc.—

and then follows the names of the parties, and after each name the amount to be paid.

Each account or claim had been duly passed upon by the Auditor and Comptroller, allowed, reported to Congress, and Congress had made the appropriation of the money by law duly enacted and approved by the President, the Chief Executive Officer, directing the Secretary of the Treasury to pay to each person named the amount opposite his name.

It would seem to an ordinarily intelligent citizen that the Secretary of the Treasury had ample authority to make a payment of such claims directly to the parties named without any further examinations, certifying, entries, counter-entries, and red tape *ad nauseum*.

Thus, since 1874, 10,811 claims have each gone through the process indicated in the claim hereinbefore traced after the enactment of laws directing their payments by the Secretary of the Treasury. In the law (Private, No. 252) approved March 3, 1887, different language is used, and for the first time the language of the law is :

That the Secretary of the Treasury be, and he is hereby, authorized and required to pay, "upon the requisition of the Secretary of War, without further audit allowance or restatement of the claims by the accounting officers" out of any money in the Treasury not otherwise appropriated, to the several persons in this act named, or to their legal representatives, in case of their death, since the allowance of their claims by the accounting officers, the several sums mentioned herein, etc.—

and under this act the same routine process was followed. In each of the 10,811 claims so ordered to be paid by the Secretary of the Treasury, a statement or certificate of allowance has been prepared by a clerk in the Third Auditor's office on a printed blank about the usual size of ordinary legal cap, then examined by another clerk, then by the chief of the division, then laid before the Third Auditor and by him signed, then noted by a clerk on the docket of claims, then in the register of the book-keepers' division, and then sent with all the original papers in the claim to the Second Comptroller, and by him assigned to the chief of the law and miscellaneous division, and by him assigned to a revising clerk, by him revised and returned to the chief of the division, who reviewed the action of the revising clerk, placed his initials thereon, and sent it to the Second Comptroller, who confirmed the same by his signature and sent it to a clerk in charge of the division register, who entered it as confirmed by the Comptroller and sent it back with all the papers to the Third Auditor, in whose office the settlement or confirmation by the Comptroller was noted by a clerk,

and the certificate of allowance was sent to the Secretary of War, and there received in the requisition division, War Department, entered on the docket book, numbered, compared with law for its payment, and then sent to Quartermaster-General, where it originated.

The Treasury settlement received in office of Quartermaster-General by chief clerk, referred by him to principal clerk of the finance branch, and by him given to the clerk in charge of the record book of Treasury settlements, who recorded date of its receipt in office, the number of the settlement, its date, amount, in whose favor, and then referred it to the claims branch, wherein the original claim was first considered, and the principal clerk there gave it to another clerk, who gave it to another clerk, who noted on the claims register the number of the settlement, its date, amount, and in whose favor, and gave it to a lady clerk who wrote the notation on the "jacket" and an indorsement on the face of the settlement for the signature of Colonel Card, and sent it to Colonel Card, who signed and returned it to the principal clerk of finance branch, who prepared a request asking the Secretary of War to issue his requisition for the amount, and gave it to Quartermaster-General, who signed it and gave it to a clerk for record in balance books and credit to the appropriation. Then the settlement and request for requisition were returned to claims branch for record to show issue of request for requisition, and then sent to finance branch, where entry was made in settlement book to show date of transmittal to War Department, and the settlement and request then sent to chief clerk, War Department, who sent it to a clerk to prepare requisition, which was done and sent to Secretary of War and by him signed, and then sent to a clerk who entered same on a book entitled "Third Auditor's register," and then sent to Second Comptroller, where it was noted on book of requisitions, and then countersigned by the Comptroller and sent to book-keepers' division, Third Auditor's office, and there registered by one clerk, noted by another, and the certificate of registry signed by Third Auditor and the requisition sent by messenger to division of warrants in office of Secretary, and received by a clerk in charge of register of requisitions, and by him entered on such register showing number of requisition, name of payee, date, and Department by which drawn, and then a messenger stamped thereon date of receipt and delivered it to a clerk, who made out a warrant, called a "war paywarrant."

All this work to this point in the opinion of your committee is absolutely useless and unnecessary and not justified by the law ordering the Secretary to pay the sum named to the party named, causes much delay in the payment of these old claims after they have been passed upon by the Quartermaster-General, Third Auditor, Second Comptroller, and reported to Congress by the Secretary of the Treasury, and Congress has specifically directed the Secretary to pay to each party named the amount therein specified.

All that seems required by the law or necessary for all possible guards was for the warrant, estimate, and appropriation division in the office of the Secretary of the Treasury to have prepared one settlement warrant, embracing therein each of the 1,174 individual claims, as named in the law of Congress. And this one settlement warrant would then go through the same routine as the settlement warrant described in the first item of business herein traced—contingent expenses of Treasury Department—or through the same routine as the war pay warrants in this particular Fourth July claim, until it reached the office of the Treasurer, where separate drafts for each claimant could be prepared

and issued just as they were prepared and issued in each of the 1,174 cases separately. Much labor and time and increase of useless records would be saved, and the accounts of the Treasurer could be just as easily or more easily, in all probability, adjusted on the one settlement warrant than on 1,174 such warrants.

The useless labor expended in this absurd method of paying these Fourth of July claims is clearly shown by the following extract from the report of the requisition and accounts division in the office of the Secretary of War, page 26, War Department report: "During two months immediately after the adjournment of Congress, in each of the years 1884, 1885, and 1886, an average of two clerks worked from 4 to 10 o'clock p. m., which extra time is not shown in above statement, but is shown by the books of this division, and *such extra work* was required to dispose of the thousands of claims provided for in the deficiency and Fourth of July acts." There has doubtless been an equal amount of labor so expended in each year since 1874.

Your committee recommend that hereafter such language be used in the laws authorizing the payment of such claims as will require the Secretary of the Treasury to dispense with this useless routine which has been in practice since 1874. In this particular claim, traced in all its meanderings, the law directing its payment was approved July 5, 1884, and the clerks in Third Auditor's office began the process *leading toward payment* in the last days of July, 1884, and the Third Auditor signed the statement July 31, 1884, and the draft for payment issued August 26, 1884, this mystical process having consumed about one month.

PAYING ENLISTED MEN IN SIGNAL CORPS.

The following shows the method of paying the enlisted men of the Signal Corps, their commutation of rations, commutation of quarters, commutation of fuel, and their pay proper.

The money for the payment of the items of commutation of rations, commutation of quarters, commutation of fuel, and for the pay proper of the enlisted men of the Signal Corps, is appropriated at present in the sundry civil act; it is specifically appropriated for the Signal Service and is divided into four separate and distinct items, or appropriations, as enumerated above.

The disbursement of these several appropriations is placed, by the Secretary of War, in the hands of three separate and distinct bureaus of the War Department, as follows:

The Commissary Department, which disburses the appropriation for commutation of rations.

The Pay Department, which disburses the appropriation for pay proper.

The Signal Bureau, which disburses the appropriations for commutation of quarters and for commutation of fuel.

Both the Pay Department and the Commissary Department are dependent upon the Signal Bureau for the preparation and the furnishing of proper vouchers and rolls upon which the disbursement of the appropriation under the control, respectively, of each, is based; and therefore the act of paying on the part of said departments is, to a certain extent, perfunctory.

The men are paid monthly, and as the force allowed by law is 470 men, it requires considerable time and labor to effect a monthly settlement.

Thus to pay the corps of 470 men the Chief Signal Officer would have to prepare 470 vouchers, in duplicate, and transmit them to the Commissary-General and the same number to the Paymaster-General, and for the appropriations which the Chief Signal Officer disburses, 470 other duplicate vouchers are required. These vouchers alone, for one month, require the signature of each man to be written six times.

To pay each man outside of Washington, each disbursing officer has to draw a check for a total of 323 men, or 969 checks per month are required. Those checks are transmitted through the office of the Chief Signal Officer, necessitating the writing of letters, copying same, and other work incident to mailing those 969 checks, as well as proper entries in the office records of each check of the 969 and the filing of the same number of acknowledgments.

Assuming that the force of the Service will remain in number as now authorized (470) and will be distributed for duty as at present, then under the present system of payment it would require the following number of pay-rolls and vouchers to pay the corps for one year:

Three rolls per month for payment of fuel and commutation of quarters with 147 names on each roll.

Three rolls per month for payment of commutation of rations with 147 names on each roll.

Three rolls per month for payment of pay proper with 147 names on each roll. A total of nine rolls, each man's name being written nine times per month.

The above rolls are required to pay the men on duty in Washington, to which add three rolls made up monthly to pay the pay proper of the 323 men (the remainder of the 470) on station. There is a total of rolls as follows:

Nine rolls per month with names of 147 men on each roll=108 rolls per year.

Three rolls per month with names of 323 men on each roll=36 rolls per year, or 144 rolls with 27,504 names on them.

As the men outside of Washington, D. C., are distributed at stations over the country, it is impracticable to pay them on rolls or in person; so under the present system it requires six vouchers monthly from each of the 323 men (or such number as may be) on station to cover the following pay: Two vouchers for payment of commutation of fuel and quarters, two vouchers for payment of commutation of rations, and two vouchers for payment of pay proper, or six vouchers per month from each of the 323 men=1,938 per month, or in all 22,256 vouchers per year.

So that the total number of pay-rolls and vouchers required to pay 470 men for one year is 22,400.

As the record of each man in the Service as to time and amount due is kept at the office of the Chief Signal Officer, all of these rolls and vouchers are prepared (showing the amount due) at that office. The rolls and vouchers are forwarded monthly to the disbursing officers, and in transmitting them, so as to have a correct record of what vouchers were sent for payment, it is necessary to name each man twice in the two letters of transmittal, which for one year would be 7,752 names written.

The men on duty in Washington are paid in cash by two of the disbursing officers and by checks by the third one.

By regulations, payments are ordered to be made once a month and the men are usually paid on the last day of the month, at three different times on that day, by three different disbursing officers. It is a safe estimate to say that each man, to get his pay and commutations

(in three installments) loses a total time of one hour per day each month, or a total of one hundred and fifty hours per month, which equals, say, twenty-three working days of six hours and thirty minutes each lost to the Government every month, or two hundred and eighty days a year, nearly equal to the services of one man per annum.

The method of payment now in force for the Signal Corps is a needless triplication of papers from the starting point until they are stowed away in the Treasury, after passing the accounting officers.

To recapitulate: It thus requires the services of 3 disbursing officers, 7 clerks, 144 pay-rolls, 22,256 vouchers, 13,392 checks to consummate the payment of the entire enlisted force of the Signal Corps.

This should be reduced to 1 disbursing officer, 3 clerks, 12 pay-rolls, 7,752 vouchers, 5,640 checks, which would effect a saving of 2 disbursing officers, 4 clerks, 132 pay-rolls, 14,504 vouchers, 7,752 checks.

It requires 1,764 checks per annum to pay the men on duty in Washington, D. C.

The payments should be made on one roll or on one voucher to each man, by one regular disbursing officer, either of the Pay Department, Commissary Department, Quartermaster's Department, or preferably by the officer who is responsible for the accuracy of the vouchers, the disbursing officer of the Signal Service.

SURGEON-GENERAL'S OFFICE.

METHODS OF BUSINESS ADOPTED IN ORGANIZING THE HOSPITAL CORPS OF THE UNITED STATES ARMY.

The act of Congress approved March 1, 1887, entitled "An act to organize the Hospital Corps of the Army of the United States, to define its duty and fix its pay," authorized the organization of that corps to be attached to the Medical Department.

Your committee inquired of the Surgeon-General in regard to this organization, the system of keeping its records, etc., and received in reply the following letter and three accompanying cards. (The official regulations referred to and accompanying such letter are contained in "General Orders No. 56, Headquarters of the Army, Adjutant-General's Office, August 11, 1887," printed in a pamphlet of 11 pages, and are not deemed important to print herein.)

WAR DEPARTMENT, SURGEON-GENERAL'S OFFICE,
Washington, D. C., January 24, 1888.

SIR: In reply to your letter of the 18th instant, received on the 20th, I have the honor to submit the following statement relative to the organization of the Hospital Corps of the United States, its numbers, the system of keeping its records, and samples thereof.

Following the passage of this act, and upon my request, a board of medical officers was detailed to formulate rules for the government of the corps. It convened in Washington, and performed its work in a very satisfactory manner. The result is embodied substantially in the official regulations, inclosed. The corps is now fully organized, and, while its complement of men is not yet complete, the necessary transfers are being made as rapidly as is consistent with the care requisite in securing suitable men. The number allowed by law is as follows: Hospital stewards, 164; acting hospital stewards, 105; privates, 600; and to this has been added, as a matter of convenience, 160 hospital matrons, making a total aggregate of 1,029 persons whose names appear upon the rolls.

The system by which the records of this corps are kept is very simple; it is an adaptation of the well-known "card library system" to official business records, and consists in the use of two sets of cards, on one of which—the "individual card"—an epitomized history of each individual is entered, and on the other—the "post card"—is

entered a similar history of each military post at which men belonging to the Hospital Corps are stationed; each set is thus a check upon the other. A return is required monthly concerning the corps, its numbers and equipment, from each station, on which is entered all the information desired at this office. These returns are mailed from posts in pasteboard tubes to prevent creasing, and when all are received are bound in monthly series for reference. The system is best illustrated by following a case from its commencement to the end, viz: Private J. S., Company B, Third Infantry, desires to enter the Hospital Corps, and, after due examination, is found qualified. The post surgeon makes formal recommendation for his transfer from the line to this staff corps, which is concurred in by the post commander, approved by intermediate commanders, and is referred by the Adjutant-General to the Surgeon-General for remark. On receipt of this paper at the Surgeon-General's Office it is stamped with date, given its number in the general record room, and sent to the Hospital Corps section; here the case is epitomized on an "individual card" (sample inclosed), everything relating to it of importance being noted. If proper, the approval of the Surgeon-General is given, and the paper is returned to the Adjutant-General, with recommendation for transfer and assignment to a post.

The transfers and assignments are made at the Adjutant-General's Office in orders, a copy being sent to this office; an entry of these facts is made on the "individual" card, and on the "post" card (sample inclosed), the name of the man is entered; the "individual" card now shows that Private J. S. is a cook at Fort Leavenworth, was transferred from Company B, Third Infantry, stationed at Missoula, by special order with date, and that the office number of his case is 17412; the post card of Fort Leavenworth shows the name of J. S. as cook.

The monthly returns are carefully scrutinized on receipt and all facts noted on the cards. To continue the case, J. S. dies, and the fact is reported by the post surgeon on the return; it is at once noted on the "individual" and "post" cards and the case is terminated; or, he is examined for promotion to the grade of acting hospital steward. This fact is noted on the "individual" card, and, when promoted, a new card is given him, and so on to the end, the card giving a complete though brief history of every man. These cards are kept in file boxes, all being arranged alphabetically.

The system is very successful in its operation. First. It is economical, no books whatever are kept, and three clerks do the work that under the old system would require eight or ten. Second. It is accurate, each set of cards is a check on the other, and the return checks the whole. Third. It is ready of reference; a card can be examined in an instant of time. Fourth. It is indestructible.

Very respectfully, your obedient servant,

JNO. MOORE,
Surgeon-General U. S. Army.

Hon. F. M. COCKRELL,
United States Senate, Washington, D. C.

[Individual card.]

Cook.

JOHN SMITH.

[Late private Co. B, 3d Inf'y.]

Application: 17642—1887.....
 Transfer: S. O. 97, par. 3, A. G. O., Dec. 10, '87.....
 Station: Fort Leavenworth, Kansas.....
 Enlisted: May 19, 1883.....
 Transferred to Fort Douglas, U. T., S. O. 104, p. 9, A. G. O.,
 Dec. 20, '87.....
 Station: Fort Douglas, U. T.....
 Date of arrival: December 27, '87.....
 Recommended for promotion to acting hospital steward, 14,
 1888.....
 Examined and found qualified, 27, 1888.....
 So informed, January 29, 1888.....
 Recommended for re-enlistment, 1017—1888.....
 Re-enlisted May 19, 1888.....
 Detailed as acting hospital steward: S. O. 106, p. 2, A. G. O.,
 June 14, 1888.....
 Station: Fort Bridger, Wyo.....
 (See card of acting hospital steward.)

[Individual card.]

Acting Hospital Steward.

JOHN SMITH.

Examination
 Detail: S. O. 106, p. 2, A. G. O., June 4, 1888.....
 Station: Fort Bridger, Wyo.....
 Date of arrival: June 10, 1888.....

[Post card.]

FORT LEAVENWORTH, KANS., DEPARTMENT OF THE MISSOURI.

Garrison. 10	Allowances.		
	H. S.	A. H. S.	H. S. A. H. S. P. M. 2 1 8 3
Randolph Knight	Murray	Smith, cook. Ellis, nurse. Keman, nurse. Harrison, nurse. Montague, nurse. Sullivan, nurse. Daly, orderly. Craft, amb. driver.	
Matrons.			
Walters. Emery. Hines.			

Term expires April 9, '88.
 Wants a cook 1718-88.

Your committee desire to call special attention to the plain, simple, and practical system adopted for keeping the records of this Hospital Corps by the well-known card system; which is economical, dispenses with the keeping of large record books, reduces the labor to be performed to a minimum, enables one clerk to do as much work as two or three could do under the old record-book system, is accurate, easy and ready of reference, and is indestructible.

It is a decided improvement and a reform in the right direction, and should be adopted elsewhere wherever practicable.

COPYING LETTER-PRESS COPIES INTO RECORDS.

In the examination of these sundry reports it was found by your committee that there were in the different Departments sundry employes engaged in copying from the letter-press copy-books, and from letter-press copies into large record-books, the utility and importance of which work were questionable. Your committee thereupon addressed a letter to the heads of the Departments asking for a statement of the number, class, etc., of all employes so engaged in whole or in part in such work, and received from the Departments reports giving the desired information. From these reports your committee have compiled the following data in reference to such work in each of the Departments and several

bureaus showing the number, class, and salary of the employés so engaged in whole or in part.

The following statement, compiled from the reports of the heads of the various Executive Departments, shows the number, class, and salary of the employés engaged, in whole or in part, in transcribing from letter-press copy-book or letter-press copies into record-books in each of such Departments, respectively :

In the Department of State :

One clerk, class 2, \$1,400, appointed temporarily in 1868, transcribes into record-books communications and letters written in the Consular Bureau and press-copied.

One clerk, \$900, appointed temporarily in 1881, performs same work in Diplomatic Bureau.

One clerk, \$900, appointed temporarily in 1879, copies from press-copies into records all communications from the Department to private individuals or firms in the United States.

One clerk, class 1, \$1,200, appointed temporarily in 1874, at certain times, so copies communications from the Department for Congress or committees.

Total so engaged in the Department of State, four.

In the Department of Justice :

One clerk, class 3, \$1,600, copies " letters sent " from press copy-books into records.

One copyist, \$900, copies opinions of the Attorney-General from press copy-books into records ; not so engaged all the time.

Total so engaged in the Department of Justice, two.

In the Department of the Navy :

One clerk, class 1, \$1,200, so engaged principally.

Two clerks, class 1, \$1,200, so engaged but do other work.

One clerk, class \$1,000, so engaged principally.

One clerk, class \$1,000, so engaged incidental to other duties.

Three clerks, class \$900, so engaged principally.

One clerk, class \$900, so engaged partly.

One clerk, class \$750, so engaged partly.

One employé at \$3.20 per day, so engaged partly.

Total so engaged in the Department of the Navy, eleven.

In the Department of War :

In the office of the Secretary of War :

One clerk, class 1, \$1,200 ;

One clerk, class \$1,000.

Each perform other duties.

In the office of the Adjutant-General :

Six clerks, class 1, \$1,200.

One clerk, class \$1,000.

No press copy-books being copied, the press copies of letters, indorsements, etc., are taken on detached sheets, and are then copied into " letters sent " record-books, and the press copies filed with the papers to which they belong.

In the office of the Quartermaster-General :

Four clerks, class 1, \$1,200 ;

Four clerks, class \$1,000 ;

Three copyists, \$900.

Most of these perform other duties also.

In the office of the Commissary-General of Subsistence ;

One clerk, class 1, \$1,200 ; assisted by

One clerk, class 1, when work is behind.

In the office of the Surgeon-General :

Three clerks, class 2, \$1,400.

Two clerks, class 1, \$1,200.

In the office of the Chief of Engineers :

One clerk, class 2, \$1,400 ;

One clerk, class 1, \$1,200.

When not so engaged, perform other work.

In the office of the Chief of Ordnance

One clerk, class 1, \$1,200.

In the office of the Judge-Advocate-General :

Three clerks, class \$1,000, detailed to bring up the work which had fallen more than a year in arrears.

Total so engaged in the Department of War, thirty-two.

In the Post-Office Department :

Two clerks, class 2, \$1,400.
 Six clerks, class 1, \$1,200.
 One clerk, class \$900.
 One clerk, \$720.

They also direct the envelopes for all the mail from the office of the Second Assistant Postmaster-General, and index the letter-press and record-books.

Total so engaged in the Post-Office Department, ten.

In the Department of the Treasury:

In the office of the Secretary of the Treasury :

Appointment division : One clerk, \$900 ; one copyist, \$840 ; one copyist, \$840, detailed ; these three copy letter-press copies into record-books ; one copyist, \$840, engaged in transcribing.

Warrant division : One clerk, class 1, one-third of her time.

Public moneys division : One copyist, \$900 ; one copyist, \$550.

Customs division : Ten clerks, one of class 3, \$1,600 ; one of class 1, \$1,200 ; one of class \$1,000, and seven copyists at \$900 each, so engaged in copying. Of these ten, four copy letter-press copies into record-books, and are not always so engaged.

Mercantile marine and internal-revenue division : Two copyist, \$900 each.

Loans and currency division : One copyist, \$900, so copies and also keeps alphabetical index of such letters and a record of all letters received and referred.

Revenue marine division : Two clerks, class \$1,000.

Stationery division : One clerk, class \$900, part of the time.

Special agent's division : One clerk, class \$900.

Superintendent of buildings division : One clerk, class \$1,000, so engaged, and one assistant messenger, \$720, so engaged about one hour daily.

In the Bureau of the Mint :

One clerk, class \$1,200.

In the Marine Hospital :

Three copyists at \$900 each.

In the Bureau of Statistics :

One clerk a small portion of the time.

In the Life-Saving Service :

One clerk, class 1, \$1,200, principally, but not wholly.

One clerk, class \$1,000, one-half hour daily.

One clerk, class \$900, on an average of two hours daily.

In the Light-House Board :

One clerk, class 1, \$1,200, one-third of the time.

One clerk, class \$900, two-thirds of the time.

One clerk, class \$900, five-eighths of the time.

One clerk, class \$900, one-eighth of the time.

One clerk, class, \$900, one-half of the time.

In the Bureau of Engraving and Printing, none ; letter-press copies carefully taken are found not to fade any more readily than original writing, and all errors are avoided, and at the end of the year the letter-press copies are arranged and bound in permanent form.

In the office of the Supervising Architect :

Six copyists at \$840 each, four employes at \$3 per day.

In the office of the First Comptroller such work is discontinued.

In the office of the Second Comptroller, none.

In the office of the Comptroller of the Currency, none.

In the office of the Commissioner of Customs :

Two clerks, class 1, \$1,200 each.

One clerk substitute, \$1,100, also performs miscellaneous work.

In the office of the First Auditor one copyist, \$900, copies from press-copy books on type-writer on sheets and the sheets are bound into books of record, and is occupied but a portion of the time.

In the office of the Second Auditor such work was discontinued in 1876.

In the office of the Third Auditor one clerk, class \$1,000, so engaged a part of the time.

In the office of the Fourth Auditor :

One clerk, \$900.

Two clerks, \$800 each.

In the Office of the Fifth Auditor one clerk, class 1, \$1,200, about one-half of the time.

In the Office of the Sixth Auditor, none.

In the Office of the Treasurer, one clerk, class \$900.

In the Department of the Treasury—Continued.

In the Office of the Register, no such copying; letters written by type-writers, two copies, one to be sent and one to be retained.

In the Bureau of Internal Revenue:

Two clerks, class \$1,000 each; and

Two copyist, at \$900 each; so engaged a portion of the time only.

Of 44,007 letters written during the fiscal year 1886, only about 5,000 were recorded, and 39,000 press-copied letters were carefully arranged and bound into volumes, paged, and indexed for reference.

In the Bureau of Navigation; two clerks, class \$900 each, so engaged principally.

In the Coast and Geodetic Survey; one type-writer, \$720, so engaged a small part of the time.

According to a consolidated statement furnished by the Treasury Department, there are ninety-four employes engaged, more or less, in copying, and of these eighteen are engaged in copying from letter-press copies into records. According to my reading of the reports of the chiefs of bureaus and divisions, there are fifty-nine employes so engaged in copying letter-press copies into records, more or less time.

In the Department of the Interior the Secretary reports seven employes in the Department so principally engaged, to wit:

One clerk, class 1, \$1,200.

One clerk, class \$1,000.

Two copyists, \$900 each.

One skilled laborer, \$720.

One laborer, \$720.

One laborer, \$720; but there are many employed in the various grades, but not exclusively.

In the Office of the Secretary of the Interior:

Appointment division: One skilled laborer, \$720, detailed from Patent Office.

Finance division: One clerk, \$900, a part of her time.

Patents and miscellaneous division: One clerk and type-writer, \$1,200, principally occupied in type-writing, and so engaged a part of her time.

Indian division: One clerk, class \$1,000, also performs type-writing work.

Lands and railroad division: One copyist, \$900.

Stationery and printing division: Such work done by any clerk to whom assigned, and at intervals when least crowded with business.

Document division: None; letter-press-copy books found sufficient.

Office of the Assistant Attorney-General, none.

Board of pension appeals, none in first, second, and fourth boards, and in the third board one laborer at \$480.

In the General Land Office, sixteen clerks; six at \$1,000, five of class 1 at \$1,200, partly so engaged, but perform other work.

In the Pension Office, none.

In the Office of Indian Affairs:

One clerk, class 1, \$1,200.

One copyist, \$900.

In the Patent Office, none.

In the Bureau of Education, one copyist, \$900, one-half of the time.

In the United States Geological Survey, one laborer, \$720, so employed.

The publications division uses the system of filing and preserving letters employed by the superintendent of documents of the Department, which does away with the work of transcribing letters into permanent record books.

In the office of the Commissioner of Railroads, one copyist, \$900, a part of the time.

In the Bureau of Labor, during the fiscal year 1885 one clerk at \$4 per day was employed about two months. Since then the press of business has prevented such work; would take three clerks nearly one year to bring up the work.

According to these bureau reports there are thirty-nine employes so engaged, more or less, in copying letter-press copies into records.

COPYING INKS.

Your committee addressed a letter to the Secretary of War, asking for information in regard to any tests which had been made in regard to copying inks, and received from him the following reply and accom-

panying letter from W. M. Mew, acting assistant surgeon, U. S. Army, to Surgeon-General Moore :

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WAR DEPARTMENT,
Washington City, November 21, 1887.

SIR: In response to your request of the 18th instant, I have the the honor to inclose a copy of a report of Acting Assistant Surgeon W. M. Mew, U. S. Army, dated July 14, 1887, of his investigation "for the purpose of determining the quality of the inks used in the War Department, especially those used for type-writers, with the view to the promulgation of rules prescribing the kind of inks to be used in type-writing in order to secure permanency of records."

Nine different type-writer ribbons were tested by Dr. Mew, by exposure for two months to strong diffused daylight and for several hours a day to sunlight, and also chemically. He reports that No. 1, Underwood's record ink ribbon (written on the caligraph); No. 3, black record ribbon (written on the Hammond); and No. 5, indelible copying ribbon (written on the Hammond) withstood the tests well, and that No. 9, Underwood's indelible copying ribbon, was slightly faded. He concludes that all of the above may be safely used for record purposes.

For copying in the usual press-copy way, he doubts whether the best of them could be depended upon for permanency, and expresses the opinion that those dependent upon aniline for their color should not be used where permanence is desirable.

Of the press copies made, only two failed to be entirely obliterated. These were three sheets written with Underwood's carbon paper and two sheets written with the Hammond type-writer, using the indelible copying ribbon.

At the request of the Post-Office Department, Dr. Mew analyzed certain writing and copying inks submitted to him. Of these he reported that the best were: No. 32, Pomeroy's blue-black copying fluid; No. 17, Pomeroy's combined writing and copying fluid; and Nos. 78 and 79, Thomas's blue-black ink.

Of red inks submitted, Dr. Mew recommended that none of these inks be used except "for ruling or other comparatively unimportant uses."

In view of the report of Dr. Mew, directions will be given that the inks recommended by him be hereafter used, and a copy of the orders to heads of bureaus on the subject will be furnished you as soon as promulgated.

Very respectfully, your obedient servant,

WILLIAM C. ENDICOTT,
Secretary of War.

Hon. F. M. COCKRELL,
Chairman Select Committee, United States Senate.

WAR DEPARTMENT, SURGEON-GENERAL'S OFFICE,
Washington, D. C., July 14, 1887.

SIR: In the month of April last the Secretary of War directed that an investigation be made by me "for the purpose of determining the quality of the inks used in the War Department, especially those used for type-writers, with the view to the promulgation of rules prescribing the kind of inks to be used in type-writing in order to secure permanency of records."

On the 25th of April last I had the honor, agreeably to your orders, to forward a preliminary report, giving the result of an examination made last year for the Post-Office Department of a large number of writing inks, which might be found useful by the Department. To this information, I venture to suggest, may be added the result of this year's examination for the Post-Office Department, a copy of which I had the honor to forward to you on the 27th ultimo, at your request, and the letter to me of the chief clerk of the Post-Office Department, giving the names of the makers of the best inks in this year's supply, which I forwarded to you on the 5th instant.

The specimens of type-writing tested were made with ribbons named as follows:

- No. 1.—Written with the caligraph, with Underwood's record ink ribbon.
- No. 2.—Written with the caligraph, using Underwood's purple copying ribbon.
- No. 3.—Written with the Hammond type-writer, using the black record ribbon.
- No. 4.—Written with the Hammond type-writer, using the red copying ribbon.
- No. 5.—Written with the Hammond type-writer, using the indelible copying ribbon.
- No. 6.—Written with the caligraph, using Underwood's black copying ribbon.
- No. 7.—Written with the Hammond type-writer, using the purple copying ribbon.
- No. 8.—Written with the Hammond type-writer, using the red copying ribbon.
- No. 9.—Written on a Remington type-writer, with an Underwood indelible copying ribbon.

In addition to the above were copies upon the usual press-copying paper of those designated copying inks.

The tests made may be divided into two kinds, (a) which may be said to be the natural or practical, the other (b) chemical.

(a) May be regarded as the equivalent of some (perhaps many) years of trial under ordinary conditions of office use condensed into a period of about two months, and consisted in the exposure of the specimens during that time to strong diffused daylight and for several hours a day to sunlight.

(b) Was simply an application of my usual laboratory tests. The results of these tests are as follows:

No.	(a)	(b)
1	Withstood the tests well.....	Withstood the tests well.
2	Considerably faded.....	Entirely obliterated.
3	Withstood the tests well.....	Withstood the tests well.
4	Considerably faded.....	Entirely obliterated.
5	Withstood the tests well.....	Withstood the tests well.
6	Slightly faded.....	Somewhat faded.
7	Badly faded.....	Entirely obliterated.
8	Considerably faded.....	Do.
9	Slightly faded.....	Slightly faded.

An inspection of the results obtained by the two methods will show that the chemical tests, which I have long used, are about identical in their effects to prolonged exposure to strong diffused daylight and to sunlight.

Of the pressed copies forwarded but two have withstood the test, (a) or, rather, it should be said, were not obliterated by it. These were three sheets written with Underwood's carbon paper, and two sheets written with the Hammond type-writer, using the indelible copying ribbon. One of these two sheets fared better than the other, the original impression being more perfectly made. All the others were either absolutely obliterated or faded so as to be unrecognizable without the use of chemical reagents. The best of these is the "indelible copying ribbon with Underwood's carbon paper." But this did not pass the ordeal unscathed, while the other would, in all probability, have been obliterated by another month's exposure.

From the foregoing the conclusion may be fairly drawn that for purposes of record Nos. 1, 3, 5, and probably 9 may be safely used; but for copying in the usual press-copy way it is open to doubt whether the best of them could be depended upon for that degree of permanency so essential in Departmental records.

It is quite certain that those dependent upon aniline for their color should not be used where permanence is at all desirable.

The pressed copies are herewith returned.

Very respectfully, your obedient servant,

W. M. MEW,
A. A. Surgeon, U. S. A.

The SURGEON-GENERAL, U. S. ARMY.

Your committee also received from the Secretary of War the following communication with the accompanying copies of communications issued by him to chief of each bureau:

WAR DEPARTMENT,
Washington City, January 13, 1888.

SIR: Referring to my letter of November 21 last, inclosing a copy of a report of Acting Assistant Surgeon W. M. Mew, U. S. Army, dated July 14, 1887, of his investigation "for the purpose of determining the quality of the inks used in the War Department, especially those used for type-writers, with the view to the promulgation of rules prescribing the kinds of inks to be used in type-writing in order to secure permanency of records," I have the honor to inclose copies of letters of the 17th and 29th ultimo on this subject, similar letters having been addressed to the chief of each bureau of this Department, from which it will be seen that the inks now on hand and already contracted for may be used, but that no other inks than those that have met the tests shall be purchased after existing contracts are filled.

Very respectfully, your obedient servant,

WILLIAM C. ENDICOTT,
Secretary of War.

HON. F. M. COCKRELL,
Chairman Select Committee, U. S. Senate.

[Confidential.]

WAR DEPARTMENT,
Washington City, December 17, 1887.

GENERAL: I am directed by the Secretary of War to communicate, for your information, the results of an investigation made by Acting Assistant Surgeon W. M. Mew, U. S. Army, "for the purpose of determining the quality of the inks used in the War Department, especially those used for type-writers, with the view to the promulgation of rules prescribing the kind of inks to be used in type-writing, in order to secure permanency of records."

Nine different type-writer ribbons were tested by Dr. Mew, by exposure for two months to strong diffused daylight, and for several hours a day to sunlight, and also chemically. He reports that No. 1, Underwood's record ink ribbon; No. 3, black record ribbon, and No. 5, indelible copying ribbon, withstood the tests well, and that No. 9, Underwood's indelible copying ribbon was slightly faded. He concludes that all of the above may be safely used for record purposes.

For copying in the usual press-copy way, he doubts whether the best of them could be depended upon for permanency, and expresses the opinion that those dependent upon aniline for their color should not be used where permanency is desirable. Of the press-copies made, only two failed to be entirely obliterated. These were three sheets written with Underwood's carbon paper, and two sheets written with the indelible copying ribbon.

At the request of the Post-Office Department, Dr. Mew analyzed certain writing and copying inks submitted to him. Of these he reported that the best were No. 32, Pomeroy's blue black copying fluid; No. 17, Pomeroy's combined writing and copying fluid; Nos. 78 and 79, Thomas's blue black ink; No. 36, Hoyer's copying ink, and No. 4, Underwood's chemical cobalt extra copying ink.

Only the inks and type-writer ribbons favorably reported upon by Dr. Mew will be used in the Department. If other inks or ribbons are desired, they must first be submitted for a test of their permanency.

Very respectfully, your obedient servant,

JOHN TWEEDALE,
Chief Clerk.

General ABSALOM BAIRD,
Inspector-General, U. S. Army.

[Confidential.]

WAR DEPARTMENT, Washington City, December 29, 1887.

GENERAL: Referring to a letter from this office of the 17th instant, in reference to the use of inks by the War Department, I beg to advise you that the Secretary of War directs that the inks now on hand and already contracted for may be used, but that no other inks than those that have met the tests shall be purchased after existing contracts are filled.

In addition to the inks referred to in the above-mentioned letter, the Surgeon-General reports as follows: "The Kosmian safety ink has been subjected in the laboratory to every conceivable test without disturbing its integrity. In the matter of durability I regard it as being as near perfection as it is possible to make an ink. It is practically indestructible, in my opinion."

Very respectfully, your obedient servant,

JOHN TWEEDALE,
Chief Clerk.

General ABSALOM BAIRD,
Inspector-General, U. S. Army.

In the opinion of your committee there is no necessity for the copying of letters from letter-press books into the large record-books, or from letter-press copy sheets into such records, and that the letter-press copies when the originals are written with best quality of inks, upon the best quality of paper, and the press copies therefrom taken upon the best quality of paper, are sufficiently durable and permanent for the records of the Government, and consequently much labor and the time of many employes are expended to no beneficial purpose. And such work should be discontinued.

TIME AND ATTENTION DEVOTED TO BUSINESS AND THE AVERAGE AMOUNT OF WORK, INEQUALITY, ETC.

The average number of days and the time and attention devoted to the consideration and transaction of business by the different employés varies, and in some instances in a marked degree—these variations, very clearly shown by the reports from the various divisions, are too manifest to escape a watchful eye to the interests of the Government. Some employés perform their work well, diligently devoting themselves to its transaction, and disposing of as much as possible; while others—many others—devote just as little time and attention to their duties as possible, and perform just as little work as possible, seemingly considering the honest, intelligent, and faithful discharge of their duties and prompt transaction of the public business mere incidents to their main pursuit—an easy, pleasant, social good time in Washington.

The average amount of work performed is less than the employés can and should perform, and the chiefs of divisions and heads of Bureaus should be held to a strict account for the work which can and should be efficiently and promptly performed by their employés.

WORK BY PROXY OR SUBSTITUTE.

In the respective reports of the Secretaries of State and Navy, and of the Attorney-General, no work is reported to have been done by proxy or substitute.

In the report of the Secretary of the Interior, in the record division of the Patent Office, 6 days in 1884, 30 days in 1885, and 15½ days in 1886 are shown to have been worked by proxy.

In the report of the Secretary of War—in the publications division and the stations division of the Chief Signal Officer, work was performed by proxy to the number of 277 days in 1884, 278 days in 1885, 286 days in 1886, and 47 days in 1887, up to March 1.

In the report of the Secretary of the Treasury, work by proxy is shown to have been performed to the number of days, and in the divisions, respectively, as follows: 19 days in 1885, 247 days in 1886, and 119 days in 1887, in the division of warrants, estimates, and appropriations; 145 days in 1885 in the division of mercantile marine and internal revenue; 50 days in 1885 and 42 days in 1887, in division of loans and currency; 52 days in 1884, 45 days in 1885, and 53 days in 1886 in the division of captured property, claims and lands; 270 days in 1884, 348½ days in 1885, 313 days in 1866, and 41 days in 1887, up to March 1, in the office of the Supervising Architect.

Your committee believe that the practice of permitting employés to furnish proxies or substitutes to perform their work at their salary, or at a reduced compensation, as is the case in most instances, is not for the best interests of the public service and should be discontinued.

THE DUTY OF GOVERNMENT OFFICIALS AND EMPLOYÉS.

The States and the people having business transactions with the Government of the United States, to be considered and disposed of in the various Executive Departments in their sundry Bureaus and divisions, have a right to demand and require that such business matters shall be considered and disposed of in the same careful, faithful, fair, and prompt manner, by the officers and employés of the Government, in which good

business men, and the officers and employés of business firms, corporations, associations, bank institutions, clearing-houses, etc., consider and dispose of their business.

It is the duty of the Government officers and employés to consider, adjust, and finally dispose of every class of business matters coming before them fairly, justly, promptly, and finally. In all cases where the Government officers and employés have kept the vouchers and records of the business matters had and transacted with individuals and with States, corporations, firms, associations, officers and soldiers and sailors of the Army and Navy, and all other civilian officers and employés, it is their duty to consider, adjust, audit, and finally dispose of all such business matters with promptness, celerity, and dispatch. And if, upon such auditing and final disposition, any sum of money is found to be due and owing from the United States to any person, on any account whatever, such creditor should be promptly notified and paid without the concealment or suppression in any manner of the fact of such indebtedness, and without waiting for the presentation of any claim therefor by such creditor; and if, on the contrary, upon such auditing and final disposition, any sum of money is found to be due and owing to the United States from any person whomsoever, on any account, such debtor, and any and all persons who may be liable for such indebtedness to the United States as surety, bondsman, or otherwise, should be promptly notified and payment thereof promptly and vigorously enforced without waiting for the death of the debtor or his sureties, or the lapse of the life-time of a generation or two.

In all cases wherein the Government officers and employés have not kept all the vouchers and records of such business matters in such manner as to enable them to adjust, audit, and finally dispose of such matters, then they should examine and adjust such matters as fully as they can, and ascertain and determine the additional information, evidence, and data requisite and necessary to enable them to make a final audit and disposition of such matters, and at once and promptly notify the party or person in interest of such additional information, evidence, and data requisite and necessary to a final disposition thereof, and require him to furnish the same promptly, and give him a reasonable time to present and furnish the additional requirements according to the nature and character of such matters and such additional requirements. If such person fail, neglect, or refuse to comply therewith within a reasonable time, then they should proceed to a final disposition thereof, and not file the papers away in pigeon-holes to be called up at some distant period of time when the parties to the business matter may be dead, out of office, and their whereabouts unknown, or if living and found all recollection of the matter beyond the recall of memory. And if after such notice and failure, and such final disposition, any indebtedness is found to be due to the United States from any person, on any account, then payment thereof should be promptly and vigorously enforced.

LAXITY AND DELAYS IN DISPOSING OF BUSINESS.

That these plain common-sense principles have not been observed in the methods of transacting the public business in the various Departments is made only too manifest in the accumulations and pendency of business matters arising in ages past and now undisposed of.

For a long series of years in the past there have been laxity and delay in making final settlements and adjustments of claims and balances

due from the United States to official, employé, soldier and sailor, and other creditors, and apparently a concealment of the fact of such indebtedness by the United States, as shown by the vouchers and records kept in the possession of their own departments and awaiting for the presentation of a claim therefor by the claimant or some claim agent, and the creation of a suspicion of collusion between Government officers and employés and such claim agents, and not only such laxity and delay in the final adjustment and payment of claims due from the United States to creditors of various classes, but also in the adjustment of claims and balances due to the United States from accounting officers, agents, employés, and others, and in the prompt and vigorous enforcement of the collection of such balances.

For indisputable evidence of these laxities and delays, and the consequent evils, your committee need only refer to H. R. Ex. Doc. No. 140, Forty-first Congress, third session, entitled "Balances due from collectors of internal revenue," transmitted to the House by the Secretary of the Treasury, February 18, 1871, showing balances due to the United States aggregating \$20,700,983.33; and to S. Ex. Doc. No. 97, Forty-fifth Congress, second session, in regard to balances due from same officers, showing amount of aggregate balances against collectors not in office July 1, 1875, amounting to \$11,983,501.70, and a balance at that date, May 31, 1878, of \$3,760,249.44 after deducting unadjusted credits; and to H. R. Ex. Doc. No. 363, Forty-ninth Congress, first session, entitled "Balances due to and from the United States," transmitted to the House by the Secretary of the Treasury July 28, 1886, and showing, according to the books of the Register of the Treasury, balances due the United States amounting to \$25,809,194.40, and due from the United States to sundry persons amounting to \$382,104.50; and also to the last annual report of the Second Auditor of the Treasury, for the fiscal year 1887, wherein he says:

OVERPAYMENTS DURING THE LATE WAR.

There are upward of 1,500 charges on the books of this office against officers and enlisted men of volunteers who served in the late war, ranging in amount from 56 cents to nearly \$3,000. Most of these cases have been investigated and demands made for refundment. In some instances, on proof being furnished the payees that they had really received more than the law allowed, repayment was made either at once or by installments. In other cases, where the payees refused or neglected to make restitution, and where their circumstances seemed to warrant such action, suits were instituted through the Department of Justice. But in the great majority of cases it has been found either that the debtors had died leaving no estate, or, if living, that they were without means of satisfying the demands of the Government. The replies elicited by letters addressed to local authorities as to the pecuniary condition of persons charged with overpayments are not without melancholy interest, showing, as they do, the low estate of many officers of the war of the rebellion. The following extracts are given as illustrations: "Disabled by wounds and financially embarrassed;" "No visible means of support;" "A poor man with a large family;" "Bankrupt and covered with judgments;" "Without home or means;" "In a charity hospital;" "Paralyzed and helpless."

Although there is hardly a possibility that the charges will ever be collected, there is no authority for removing them. The names of the payees must therefore remain on the list of persons indebted to the United States.

USELESS BRIEFINGS—RECORD ENTRIES AND RECORD BOOKS AND WASTE OF TIME AND LABOR.

The investigations of your committee have forced them to the conclusion that in the Treasury Department, the War Department, and Interior Department, and to a greater or less extent in other departments,

there are more briefings, notations and record entries made, copying done and record books kept, than is necessary or requisite in preserving proper records of the transactions of the public business, or as safeguards and checks against errors, mistakes, or frauds.

They complicate the methods of business, cause unnecessary delays in its transaction, and much unnecessary work, and add to the accumulations of files of papers and record books seldom referred to, and tend greatly to lessen the sense of responsibility on the part of the employés.

Likewise the items of business matters are required to pass through the hands of too many different officers and employés, and through the hands of the same persons too often, thus causing the consumption of too much time in the disposition thereof, and dividing the responsibility therefor among too many different employés. Some one clerk or employé, too often of the lower grades or classes as to salary, makes the examination and adjustment, and places his initials thereon, and all the others, through whose hands the item of business may pass in its routine, act simply upon the faith of the initials so made by the one clerk or employé.

Your committee found the labor and time necessary to investigate and determine all the steps taken in the transactions of the multitudinous items of business matters coming before the various Departments for disposition under the present methods of business prevailing therein, and to point out the steps or links in the present systems which could be left or taken out without detriment to accuracy and safety, too great to undertake with any prospect of completion in any reasonable time.

THE SUGGESTED REMEDY.

The most feasible and practical remedy your committee can suggest, is for the Secretary of the Treasury and the Secretary of War to select a committee or commission of three competent, industrious, painstaking officers or employés of their respective Departments most familiar with the existing methods of business therein, and with correct, proper, and prompt business methods generally, and not wedded to the idea that the age of the existing methods has made them the only correct and proper ones, or that any change therein will be an improvement.

This committee or commission in each Department should personally trace from inception to final disposition the various classes of public business therein transacted, ascertain the exact number of persons, officers or employés through whose hands the same passes, the time, attention, and labor devoted thereto by each, the kind of work done thereto by each, and the entries and records made by each. With these data plainly and fully before them and understood by them, they ought then to be able to determine with certainty, safety, and accuracy, exactly what can be omitted, what necessary to be added, and the safe and proper changes to be made, and then devise and prepare judicious, safe, and correct methods for the transaction of the various classes of public business, so that they can be finally disposed of with the greatest possible degree of correctness and promptness and with the least possible labor, briefing, notating, and copying, and with the smallest number of record entries and record books, and by passing through as few different hands as possible, etc.

When they have completed their work and prepared the report thereof, they should then present the same to the Secretary appointing them, and if approved by him, or when corrected and approved by him after

full and free consultation, then the Secretary should cause the methods of business so determined upon to be strictly and rigidly carried out in every bureau and division of his Department, and hold the chiefs of bureaus and divisions to a strict accountability for the adoption and enforcement of such methods.

If it should be found that legislation is necessary to adopt or carry out the proposed methods, the requisite legislation should be prepared and submitted to Congress for consideration and action.

Your committee therefore recommend to the designated Secretaries to select such committees or commissions and give them full authority and power to make the necessary examinations and such assistance as may be proper.

Your committee have addressed letters to the Secretaries of the Treasury and of War embodying these views and recommendations for their consideration and action.

PUBLIC AND RENTED BUILDINGS—INSUFFICIENCY OF ROOM AND CONSEQUENT DELAY OF BUSINESS.

Your committee made a personal examination of the various Departments in the Department buildings proper and also in the rented buildings, and called upon the Postmaster-General, the Secretaries of the Treasury, Interior, and War Departments for a report as to rented buildings. The Postmaster-General, under date of November 17, 1887, furnished your committee the following statement:

Buildings in the city of Washington rented by the Post-Office Department in which to conduct the business of said Department, location thereof, the bureaus or divisions, and the number of employes of each bureau or division occupying each building; space occupied in and rent of each building.

Name and location	Occupied by—	Number of employes.	Square feet space occupied.	Rent per annum.
Money-order office, Eighth and E streets northwest.	Post-Office Department :			
	Money-order bureau.....	66	} 24,002	\$8 000
	Foreign mails bureau.....	10		
	Inspection division of bureau, Second Assistant Postmaster-General.	26		
	Sixth Auditor's Office, Treasury Department:*			
	Registry division.....	20		
	Recording division.....	5		
Reviewing division.....	6			
Marini's Hall, 914 E street northwest.	Foreign mails division.....	12		
	Sixth Auditor's Office, Treasury Department: *			
	Checking division.....	} 220	21,625	4,500
Inspecting division.....				
Recording division.....				
Topographer's office, 418 and 420 Ninth street northwest, part of second and third floors.	Office of the topographer, Post-Office Department.	24	3,882	1,500

* Employes in Sixth Auditor's Office are Treasury employes engaged on post-office work.
 † Heating included.

The Secretary of the Treasury, under date of November 16, 1887, furnished your committee the following statement:

Buildings rented for use of the Treasury Department in the city of Washington.

Location of building.	For what purposed used.	Annual rental.	No. of employés	Square feet of space occupied.
Southwest corner Seventeenth and F streets.....	Office Second Auditor	\$3,000	36	} *4,098 13,170
Fourth and fifth floors of No. 610 Seventeenth street.	Additional offices, Second Auditor..	825	(?)		2,976
No. 1421 G street	Office U. S. Marine Hospital Service	1,800	17	4,264
No. 407 Fifteenth street.....	Bureau of Statistics.....	3,000	34	3,873
		8,625		

* For files.

† By employés.

‡ Files rooms.

The Secretary of the Interior furnished, under date of November 17, 1887, the following statement:

Location of buildings and rooms rented for the use of the Department of the Interior and subordinate offices in the city of Washington, amount of rental, number of officers and employés therein, and amount of floor space occupied.

Location of building or rooms.	For use of—	Whole or part of building.	Annual rental.	Number of occupants.	Floor space.
Hoe Building, F, between Thirteenth and Fourteenth streets.	Geological Survey	Except first floor.	\$10,000	218	Sq. ft. 39,641
Second National Bank, Seventh, between E and F streets.	Indian Office.....	Except bank room.	5,500	83	8,299
Northeast corner Eighth and G streets.	Bureau of Education..	Whole.....	4,000	39	11,500
Kellogg Building, F, beetwen Fourteenth and Fifteenth streets.	Bureau of Labor.....	Rooms	2,400	31	2,407
Northwest corner Eighth and G streets.	General Land Office.....	do	} 1,800	} 5	} 568½
Do	Commissioner of Railroads.	do			
Do	Census division, Interior Department.	do			
Southeast corner Fourth and F streets.	U. S. Pension agent ..	Whole.....	1,800	12	2,002
Glover Building, F, between Fourteenth and Fifteenth streets.	Storage of public documents.	Room.....	360	None.	380
			26,860	398	66,333½

The Secretary of War, on December 28 1887 furnished the following statement:

Buildings rented for use of the War Department and Army purposes in Washington, D. C.

Office and location.	Annual rent.	No. of employes.	Office space.	Hall space.	Storage space.	Totalspace.
			<i>Sq. ft.</i>	<i>Sq. ft.</i>	<i>Sq. ft.</i>	<i>Sq. ft.</i>
Adjutant-General's Office:						
610 Seventeenth street northwest	\$2,000	26	4,881	300	1,564	6,745
620 Seventeenth street northwest	2,000	23	3,730	(*)	1,272	5,002
1704 G street northwest	1,690	38	4,599	(*)	621	5,220
Quartermaster-General's Office, Fifteenth street and Pennsylvania avenue northwest		145	13,618	3,000	6,482	25,000
Depot quartermaster, Fifteenth street and Pennsylvania avenue northwest	9,000	21	1,900	(*)	(*)	
Office of Commissary-General of Subsistence, 17 Fifteen-and-a-half street northwest	2,500	40	7,500	(*)	1,000	14,900
Depot Commissary of Subsistence, Fifteenth street, between B and C streets southwest	214	8	700	400	5,300	
Surgeon-General's Office, 1503 Pennsylvania avenue northwest	3,220	77	7,000	(*)	2,500	9,500
Office attending surgeon and U. S. Army Dispensary, 1814 G street northwest	1,000	7	11,156	(*)	(*)	11,156
Paymaster-General's Office, Seventeenth street and Pennsylvania avenue northwest		40	7,032	(*)	(*)	7,502.115
Post paymaster, Seventeenth street and Pennsylvania avenue northwest	3,600	4	470.115	(*)	(*)	
Office of Chief of Engineers, 614 Seventeenth street northwest	1,200	5	(*)	(*)	3,706	3,706
Signal Office:						
618 Seventeenth street northwest	900	24	2,091	(*)	(*)	2,091
1719 G street northwest	1,900	43	3,842	(*)	(*)	3,842
1721 G street northwest		24	2,483	(*)	(*)	2,483
1725 G street northwest	1,200	41	2,941	(*)	(*)	2,941
1732 G street northwest	120	3	512	(*)	(*)	512
1744 G street northwest	2,400	63	5,040	(*)	(*)	5,040
1720 G street northwest	300	(*)	(*)	(*)	288	288
1813 F street northwest	540	(*)	(*)	(*)	400	400
War Records Office, Twentieth and G streets northwest	1,200	26	3,900	1,100	500	5,500
Total	34,904	667	83,395.115	4,800	23,633	111,828.115

* Not given.

After such examination and consideration of the reports touching rented buildings, your committee find and so report, that, in their opinion, there is sufficient room for the officers and employés in the office of the Attorney-General and in the offices of the Secretary of State and of the Navy, to perform their duties efficiently, in the buildings and rooms occupied by them respectively. In the office of the Postmaster-General there is not sufficient room in the post-office building proper for keeping the books and records conveniently accessible, and for the officers and employés to do their work efficiently. Your committee closely examined the building rented for the checking, inspecting, and recording divisions of the office of the Sixth Auditor of the Treasury for the Post-Office Department, known as Marini's Hall, 914 E street northwest, wherein are employed 220 persons, inspecting, checking, and recording money-orders, domestic and international, and postal notes, and adjusting all money-order accounts of postmasters and late postmasters in the United States, and calculating the commissions accrued to postmasters, etc., which requires room and light to perform the work efficiently and rapidly.

In the judgment of your committee there is neither sufficient suitable room to store away and keep the records, and paid money-orders, and postal notes, etc., nor sufficient suitable room or light for the officers and employés to perform their work efficiently and rapidly. And for

want of such room and light the work is unavoidably delayed, or more time consumed in the disposal of such work than would otherwise, with sufficient room and light, be required; and, in addition, the health of the employés is endangered. Additional room for the use of the Post-Office Department proper, and a more suitable building, with more room and better light for the office of the Sixth Auditor of the Treasury for the Post-Office Department, are necessary to enable the officers and employés therein to perform their duties properly and rapidly.

In the Treasury Department proper there is generally sufficient room to enable the employés to perform their work properly.

If possible, the office of the Second Auditor should be in the same building with the other auditors and the comptrollers. The buildings now occupied by the Second Auditor are not well adapted to the work of his office and to the storage of the records and papers therein for ready and convenient use. Were his office in the same building with the Comptrollers, his business could be more efficiently and rapidly disposed of.

Additional room in the Treasury building may be obtained when a proper disposition shall be made of the files of papers which have been accumulating therein for many years past, and are not needed in the transaction of the current business and have no permanent value or historical interest.

In the Interior Department building proper there is not sufficient room for the proper use of the office employés now engaged in work therein, and for storing in convenient and accessible condition the records, papers, etc. The business of the Patent Office and of the General Land Office is much retarded and delayed for want of suitable room for the employés and for storage purposes.

The Government is now paying an annual rental of \$25,860 for buildings, outside the Department building proper, for the use of the offices and Bureaus of that Department.

The office of the Commissioner of Indian Affairs is in the Department building, and the other officers, employés, and records are in a separate rented building. A part of the General Land Office is also in a separate rented building.

In the Pension Office building there is very little more room than is necessary for the employés and records. In order to enable the officers and employés of the Interior Department to keep their records, papers, models, etc., in convenient and accessible condition, and to perform their duties properly and with dispatch and promptness, another large building is an absolute necessity, in the judgment of your committee. There is not sufficient room in the Interior Department building for the suitable accommodation of any additional employés in the Patent Office or General Land Office.

In some divisions and sections in the War Department building, as now occupied, there is not sufficient room for the employés to perform their work efficiently and rapidly, and many rented buildings are now occupied. This may be remedied to a very great extent when the unoccupied portions of the building now nearing completion and readiness for occupancy shall be taken possession of and used, and additional room in the building may be obtained when a proper disposition shall be made of the files of papers which have accumulated for years past and are not needed in the transaction of current business and have no permanent value or historical interest.

Your committee call special attention to the old museum building on Tenth street, between E and F, occupied by the record and pension

division of the Surgeon General. It needs repairs very much, and the necessary repairs would greatly facilitate the disposition of the business in that division, and remove causes of injury to health existing especially in warm weather from defective plumbing, etc.

CONDITION AND ARREARS OF THE PUBLIC BUSINESS.

Your committee carefully considered the respective reports from the heads of the various Departments and compiled therefrom a detailed statement showing the arrears of business pending and undisposed of on March 1, 1887. The result of this compilation is as follows:

IN THE DEPARTMENT OF JUSTICE.

No arrears of business pending and undisposed of were reported, and no delay found in the transaction and disposition of the current business.

IN THE DEPARTMENT OF STATE.

No arrears of current business were reported pending and undisposed of, and such business is transacted and disposed of as received without any considerable delay, and only such as may be necessary for its thorough investigation and intelligent disposition.

There are great masses of arrears of necessary and important work, which have been accumulating for many years, and which should be disposed of and properly arranged for easy and ready reference, and when so done would greatly facilitate the transaction and disposition of important current business.

The chief of the diplomatic bureau, in his report, on page 6 of the Department of State report, says:

The work of this Bureau would be greatly facilitated by means of a subject index, or card catalogue, embracing the principal matters apart from purely routine details claiming its attention.

Hon. Thomas F. Bayard, Secretary of State, on page 3 of his Department report, says:

I will ask the attention of your committee to that part of the report of the chief of the Bureau of Indexes and Archives, which has reference to a communication made by me to Congress on October 1, 1886, a copy of which is also communicated to you in print, by which it will appear that the arrears of work are very serious, and that prior to January 1886 no index is in existence. This is such an obvious gap in the essential continuity of the history of the Government, that I desire now to emphasize my opinion of the necessity for an increase by Congress of the clerical force to bring the records into the proper shape.

The report of the chief of the Bureau of Indexes and Archives will be found on pages 12, 13, 14, and following of the Report of the Department of State, from which the following extracts will more fully show the existing status of the arrears of work referred to by the Secretary:

This Bureau was instituted June 1, 1870. Before that time the duties which now devolve upon it were distributed among at least six divisions of the Department. Upon the reorganization of the Department (June, 1870) these duties were assigned to this Bureau, and soon additional ones were imposed upon it. Subsequently it was found that it was not enough to keep a mere chronological index of the communications, and an attempt was made to introduce an index of subjects, so that a ready reference to all the papers in the Department relating to a particular subject might, with very little trouble and at small expense of time, be made. A subject index was commenced, the entries being made in a large register. This register became a great auxiliary to the usefulness of the Bureau, and as time went on, and the period over which it ranged extended, it became a very important aid to the Bureau. In 1874

experience proved the inadequacy of the book form of subject index, and the card system was introduced. This latter system has a great advantage over the other, as it always permits the arrangement of the subjects in alphabetical order. The correspondence of the Department increased to such an extent that with the limited clerical force at its command it was impossible to keep the subject index up with the current work, and it gradually fell behind in spite of constant efforts to prevent. Notwithstanding this, an index according to subjects has been completed from June 1, 1870, to 1882.

Whenever it becomes necessary to make a search for the correspondence upon any one subject (covering this period) all the papers can be collated in a very short time, giving very little additional labor to the Bureau. A search covering the period previous to the introduction of this system, and subsequent to the date of its completion, entails upon this Bureau a great deal of extra labor, frequently involving the loss of days and sometimes weeks in the collation of the correspondence. Calls of this character are constantly being made, and no record can be kept that will convey any adequate idea of the labor and time involved in these searches. Congress on several occasions has been requested to make provision for additional index clerks to bring up to date and carry on this very important branch of the Bureau. A memorandum of the Secretary of State, dated October 1, 1886, presented to the Committee on Appropriations of the House of Representatives for its consideration, states:

"Although seven or eight of the clerks of highest intelligence and largest experience are assigned to this Bureau, it is impracticable to do more than keep up the entry registers. The work of the Department is rapidly and continually increasing; the amount of correspondence has doubled within the past four or five years. The constant labor of the entry and recording clerks is inadequate to keep up the synoptical and subject indexes, which are now some five years behind. This entails much loss of time, and many pages of entry must be gone over to find a paper which could be placed in a moment were the subject indexes brought up to date. To accomplish this only the most skilled and experienced aid would be serviceable. The few men who are competent, through training and linguistic knowledge, to conduct this work can not be taken from the other Bureaus of the Department unless their places can be filled by equally competent and intelligent clerks." (H. E. Doc. No. 5, Forty-ninth Congress, second session.)

The subject index I consider to be one of the most important branches of the work of the Bureau, requiring the most intelligent and experienced clerks for its proper prosecution.

After the Department moved (in 1875) to the building it now occupies a careful examination of the archives was made, which developed the fact that the earlier records were in a very unsatisfactory condition. Many of the papers which should have been bound in their proper volumes were unbound, and those that were bound were so badly arranged, that it was found necessary to rearrange the bound papers, introduce those unbound, and rebind them properly. None of these papers, covering a period from 1789 to January, 1836, were indexed. As a matter of fact very little of the early correspondence of the Department, covering a most interesting period of the history of the Government, is indexed.

Efforts have been made from time to time to remedy this condition of things, and some progress has been made towards that end, but little can be done, owing to the want of additional force.

The "miscellaneous letters," being those received by the Department from the year 1789 to July 1, 1818, have been collated, rearranged, and indexed; and those up to 1815, inclusive, have been bound, leaving the papers covering the period from July 1, 1818, to December 31, 1836, to be similarly collated, re-arranged, indexed, and bound for permanent preservation.

The "miscellaneous letters" to the Department from January 1, 1837, down to the present date are indexed and bound; but the indexes of those prior to June 1, 1870, are very indifferent, particularly the earlier ones. It appears from an examination of these indexes that the Department learned by experience the necessity of having a good index to its correspondence, and a visible improvement manifests itself from year to year. These papers should be re-indexed. My experience teaches me that clerks become discouraged when, in making searches after correspondence, they are compelled to refer to these old indexes, which necessitate wading through a great mass of matter to find the object of their search.

There are no indexes of dispatches received from consuls prior to 1828.

The indexes of instructions to consuls begin about 1833.

Prior to 1828 there are no indexes to notes received from foreign ministers.

The indexes of notes from the ministers from Great Britain, France, the Netherlands, and Russia commence about 1828. Those of all other countries, including Spain, Portugal, Austria, Belgium, Denmark, Venezuela, Peru, etc., do not begin until 1850 or 1853.

There are no indexes of "miscellaneous letters" from the Department from the foundation of the Government to June, 1870, except a mere page index, giving the name of the persons written to and the page of book upon which the letter is recorded. The subject is not given, and, consequently, each must be read to learn its contents. These indexes should be completed, as we are often compelled to make searches among the papers to which they relate.

These matters are important and have heretofore been before Congress for its consideration and action, and are again presented by your committee for favorable consideration and appropriate action.

Your committee made a personal examination in the State Department, during which, in a conversation with the Secretary of State, he called the special attention of the committee to his great need of means to investigate our agencies abroad, and said in substance:

There are no means whatever by which we can investigate our agencies abroad. We have had letters this month, some very recently, disclosing the condition of foreign consulates, but have no means of investigating them. This is the only Department of the Government which has no special agents.

The consul at Batavia is in a detached but important position, with a very small salary, \$1,000 per annum, too small to live on if he were not permitted to engage in trade, and this gives him a very decided and improper advantage over his rivals in business.

The result was that he was charged with fraud, etc., imprisoned, and is now an insane man.

These facts were learned after very great delay from a vice consul about whom little or nothing is known. There ought to be at least two men—special agents—of intelligence and integrity and pay sufficient, whom the Department of State could send to investigate and examine the affairs of consulates. There are now serious complaints lodged against several consuls. It is not fair to strike a man in the dark without a hearing, and I have no means of hearing him. If I write him he will probably deny the charges, and then I have no means to ascertain the truthfulness or falseness of the complaints. There is plenty of important and necessary work for such agents, who can be the ears and eyes of the Department.

Your committee respectfully submit the facts for consideration and action, believing that some appropriate means should be provided for the State Department, to enable it to make thorough investigation of the consular service when deemed necessary.

IN THE POST-OFFICE DEPARTMENT.

Your committee find that on March 1, 1887, there were pending undischarged of 379 claims, under the act of March 17, 1882, for losses by postmasters by fire, burglary, etc., in the office of the Assistant Attorney-General for that Department.

Of such claims there were:

Pending Jan. 1, 1884	852
Received in 1884	469
Disposed of in 1884	747
Pending Jan. 1, 1885	574
Received in 1885	514
Disposed of in 1885	508
Pending Jan. 1, 1886	580
Received in 1886	484
Disposed of in 1886	703
Pending Jan. 1, 1887	361
Received up to March 1, 1887	102
Disposed of up to March 1, 1887	84
Leaving pending March 1, 1887	379

(See page 32, Post-Office Department report.)

In the office of the Chief Post-Office Inspector there were 20,543 cases, designated as Classes A, B, C, and F, pending, which would require about twenty-two days to dispose of, which is about the usual

time required to complete the necessary correspondence before assigning cases to inspectors for personal investigations. (See page 35, Post-Office Department report.)

IN THE OFFICE OF THE FIRST ASSISTANT POSTMASTER-GENERAL.

In the salary and allowance division, wherein claims under the act of March 3, 1883, for the readjustment of salaries of postmasters are considered and adjusted, your committee has found it difficult to ascertain the exact number of cases presented. On page 169 of the report is a statement showing the volume of business transacted for the fiscal years ending June 30, 1884, 1885, 1886, and to March, 1887. In this statement, following this description of business, "claims for readjustment of postmasters' salaries under act of March 3, 1883," under 1884 is given 26,892, under 1885, 16,521, under 1886, 11,897, and under July 1, 1886, to March 1, 1887, 16,122. These numbers added make 71,432 cases presented.

On page 163 is a statement showing the progress of the work of revising the adjustment of salaries under said act. In this statement the total number of cases reviewed is given as 36,143, which, deducted from 71,432, would leave 35,286 cases pending March 1, 1887. The Postmaster-General, in his annual report for 1886, on page 10, states that "applications to the number of 49,851 have been received, of which 28,418 have been passed on;" and in his annual report for 1887, page 36, states that "the total number of claims already reviewed is 54,453," and that "there remained at the date of the last report from the office 6,578 claims on file for consideration. These can be completed with the present force in time for a final appropriation on this account during the coming (present) session of Congress."

Your committee, through its chairman, called personally at the Department to get exact information and received in reply the following letter:

POST-OFFICE DEPARTMENT,
OFFICE OF THE FIRST ASSISTANT POSTMASTER-GENERAL,
SALARY AND ALLOWANCE DIVISION,
Washington, D. C., November 3, 1887.

SIR: In reply to your request I have the honor to inclose herewith, for your information, a tabulated statement showing the progress of the work of reviewing the salaries of postmasters and ex-postmasters of the third, fourth, and fifth classes, in compliance with the requirements of the act of March 3, 1883, from the commencement of the work in April, 1884, to October 31, 1887, inclusive; also, a statement showing the number of cases reviewed and the aggregate amounts involved from March 1, 1887, to October 31, 1887, inclusive. I beg to state further that the estimated number of cases to be reviewed is about 8,500 and that the cases are being disposed of as rapidly as possible. It is expected that they will all be reviewed in time for all amounts found due to be included in the deficiency bill to be considered during the coming session of Congress.

Very respectfully,

A. E. STEVENSON,
First Assistant Postmaster-General.

Hon. F. M. COCKRELL,
United States Senate, Washington, D. C.

In the long tabulated statement accompanying the foregoing letter the total number of cases reviewed to March 1, 1887, is stated at 36,146, the same as in the report, and the total number of cases reviewed to October 31, 1887, is stated at 59,549, showing 23,403 cases reviewed between March 1, 1887, and October 31, 1887, and 5,096 cases reviewed from July 1, 1887, to October 31, 1887, and included in the 23,403 cases.

Your committee addressed another letter to General Stevenson, First Assistant Postmaster-General, calling attention to apparent discrepancies, and received in reply the following letter :

POST-OFFICE DEPARTMENT,
OFFICE OF THE FIRST ASSISTANT POSTMASTER-GENERAL,
SALARY AND ALLOWANCE DIVISION,
Washington, D. C., November 5, 1887.

SIR: Your letters of the 3d and 4th instants, relative to data in regard to the review of the salaries of postmasters of the third, fourth, and fifth classes, under the act of March 3, 1883, have been received.

In reply I have the honor to state that the tabulated information as furnished was sent in response to your verbal request as made while Mr. Scott was absent on departmental business with the Department of Justice. The statements furnished show the number of cases reviewed and disposed of from the commencement of the work in April, 1884, to March 1, 1887, and to October 31, 1887, inclusive, and a showing of the aggregate number of cases and amounts involved for the period from March 1 to October 31, 1887.

The apparent discrepancy to which you call attention is occasioned by the fact that the number of claims received, as shown by the various annual reports of the Postmaster-General, should not be confounded with the number of cases reviewed. The statement as furnished shows the total number of cases reviewed and disposed of to October 31, 1887, and gives an estimate of the number of cases yet on hand. In the number of claims received the apparent discrepancy is accounted for by the fact that on taking the same up, as the series of schedules of claims by States and Territories were considered, it was found that a large number of claims or applications were duplicated and triplicated, and quite a number were for periods outside of the time specified by the law. These applicants were properly advised, but such claims or applications were not considered as being reviewed.

As shown by your letter of the 4th instant, the statement was furnished before your letter to General Vilas was received; otherwise, a briefer statement would have been furnished.

Very respectfully,

A. E. STEVENSON,
First Assistant Postmaster-General.

Hon. F. M. COCKRELL,
Chairman Select Committee, United States Senate, Washington, D. C.

In none of the tabulated statements, either in the reports of the Postmaster-General or to your committee, is any statement of the exact number of cases presented to the Department. The nearest approach is in the table on page 169 of the report of the Department to your committee, as hereinbefore given, which apparently makes the exact number 71,432.

In the tabulated statement accompanying the letter hereinbefore given, of November 3, 1887, the total number of cases reviewed is given at 59,549, and the letter itself states, "that the estimated number of cases to be reviewed is about 8,500," which added to the cases reviewed, 59,549, makes the number presented 68,049.

The readjustment of these salaries under said act, about which there has been so much controversy, will doubtless be fully made in a very short time, and the entire work finally disposed of.

In the office of the Third Assistant Postmaster-General in the division of registration there were 821 miscellaneous cases, mostly requiring correspondence in order to complete them, and until answers could be received could not be disposed of. (See page 345.)

In the money-order system there were pending 9,510 items of business, mostly weekly statements to be examined, duplicate money-order and postal-note stubs to be filled up, and receipts for money-order books to be checked. (See page 381.)

In the Dead Letter Office there were pending 54,100 cases or items of unclaimed and unmailable matter to be disposed of.

In this office there were—

	Cases.
Pending January 1, 1884.....	233,700
Received in 1884.....	4,564,142
Disposed of in 1884.....	4,545,442
Pending January 1, 1885.....	252,400
Received in 1885.....	4,618,943
Disposed of in 1885.....	4,806,843
Pending January 1, 1886.....	64,500
Received in 1886.....	4,885,917
Disposed of in 1886.....	4,831,717
Pending January 1, 1887.....	118,700
Received in January and February, 1887.....	952,262
Disposed of in January and February, 1887.....	1,016,862
Leaving pending March 1, 1887.....	54,100

(See page 391.)

IN THE NAVY DEPARTMENT.

The Secretary of the Navy reports that—

The business of the office for each of the years mentioned was disposed of during the year, and nothing left over to the next, except such as required further examination and consideration before a proper decision thereon could be reached, or involved the collection of additional data or information, and could not with a due regard to the interests of the Government be hastily disposed of. (See page 9.)

The Chief of the Bureau of Equipment and Recruiting reports (see page 22):

The business of the Bureau is dispatched promptly and everything is complete up to date with one exception, which has been caused by delay in the Fourth Auditor's office. Requests have been made in 79 cases to furnish certain information in reference to applications for duplicate discharges, to which no replies have been received. A second call has been made for this information, and the applicants have been notified of the status of their cases.

In a supplemental report the same chief reports:

The 79 applications for duplicate discharge referred to Fourth Auditor and not heard from, which was referred to in the last report, has been reduced to 9, and in a day or two expect to have them all here. (See page 24.)

The chief of the Bureau of Ordnance reports:

There was no routine business pending and undisposed of on the 1st January, 1884-'85-'86, and up to March 1, 1887, excepting the following office work:

Cost of ships in service and responsibility of stores.

Examination of returns and record thereof.

Examination of accounts of manufacture.

Posting gun register.

Construction and endurance of guns in service.

Gun-carriage register.

Powder: Data regarding life of powder and reliability.

The more important details of experiments made during development of the new armaments.

The records of the office were and are behind three years prior to the adoption of the new system (January 1, 1885), owing to the inadequate force of clerks employed. (See page 33.)

The chief of the Bureau of Medicine and Surgery (page 49) reports:

In the pension department action commences on the receipt from the Commissioner of Pensions of a request for the medical history of the applicant. This communication is indexed and answered as soon as practicable. The medical journals of the Navy and all records of sick obtainable are on file in the Bureau, and the labor of searching the records devolves upon one clerk. A passed assistant surgeon has been detailed for duty in the pension department, but a large portion of his time is occupied in preparing medical records for retiring and examining boards. The chief of the Bureau has year after year, with the approval of the Secretary of the Navy, made strenuous efforts to obtain an additional clerk for duty in the pension department, in order that the requests for information sent by the Commissioner of Pensions

might be more promptly met, but the efforts have thus far proved unsuccessful. It is physically impossible for one clerk to make the requisite searches for prompt replies necessary to keep up with current work. In the medical department of the Army 280 clerks are engaged in the performance of the duties required of the single clerk in the medical department of the Navy. After the records in the cases have been found by the clerk they are submitted to the passed assistant surgeon, who prepares them, or directs their preparation, for the signature of the Surgeon-General and transmission to the Commissioner of Pensions. All requests for information are filed for preservation and reference, and copies retained. * * * With the exception of the work in the pension department which has been previously referred to, and for which a remedy is suggested, there is no unfinished business in the Bureau of Medicine and Surgery.

According to this report and a table therewith (page 50) the calls from Pension Office pending, received, and disposed of were as follows:

	Cases.
On hand January 1, 1884	39
Received in 1884	1,566
Disposed of	1,393
Pending January 1, 1885	212
Received	1,612
Disposed of	1,731
Pending January 1, 1886	93
Received	2,285
Disposed of	1,801
Pending January 1, 1887	577
Received up to March 1, 1887	308
Disposed of to same date	312
Leaving pending March 1, 1887	573

In the office of the Judge-Advocate-General there were pending, undisposed of, on March 1, 1887, 88 matters, miscellaneous, 4 cases of general courts-martial, and 2 cases of examinations for promotion. (See pages 55, 56.)

IN THE DEPARTMENT OF WAR.

Your committee find the following arrears of business on hand, undisposed of, in the various divisions and Bureaus of the War Department:

IN THE OFFICE OF THE SECRETARY OF WAR.

In the requisition and accounts division:

No record was kept of the amount of business on hand or disposed of at the dates named, and it is impossible to give a statement thereof. Every case is disposed of as soon as complete (page 23).

In the disbursing division there were pending 93 cases of salaries and miscellaneous accounts paid, March 1, 1887 (page 35).

OFFICE OF THE JUDGE-ADVOCATE-GENERAL.

In this office there were pending 71 applications from Second Auditor, Commissioner of Pensions, and Adjutant-General, for abstracts of proceedings of trials by courts-martial and other information essential to the investigation of claims for back pay, bounty, and pensions, and to the correction and completion of the files of the War Department (page 50).

Also 22 applications for copies of proceedings of courts-martial to parties tried, and to the War and Treasury Departments and the Pension Offices, were pending (page 51).

Also 12 applications for reports and opinions upon proceedings of courts-martial, miscellaneous questions of law, applications for executive clemency, and preparation of legal papers were pending (page 52).

OFFICE OF CHIEF SIGNAL OFFICER.

In the examiner's division there were pending 491 cases of vouchers for purchases and expenditures, returns of signal equipment and stores, and accounts current for telegraph line receipts and appropriations (page 57).

In the property division there were pending 25 back indexes, and property and telegraph accounts for four months (page 60).

In the review division, the meteorological record for and subsequent to portions of January and February, 1886, was pending (page 62).

In the fact and international bulletin division there were pending monthly weather review for February, 1887, international summary and review for February, 1886, and meteorological record for and subsequent to portions of January and February, 1886 (page 63).

OFFICE OF QUARTERMASTER-GENERAL.

In the accounts division there were pending 2,652 money accounts (page 103) and 1,649 returns of quartermasters' stores (page 106).

In the clothing returns division there were pending 1,504 returns of clothing and equipage (page 107).

In the transportation division there were pending 67 bonded Pacific Railroad, land-grant railroad, miscellaneous railroad, water, wagon, stage, toll, and telegraph accounts, and accounts for transportation for other departments of the Government (page 109).

In the regular supplies division there were pending 13 claims and accounts (page 110).

In the record, files, and claims division there were pending 469 claims (page 116).

In the claims division there were pending 3,222 claims under act of July 4, 1864, and certain miscellaneous claims (page 119).

OFFICE OF THE COMMISSARY-GENERAL OF SUBSISTENCE.

In the accounts and returns division there were pending 1,084 accounts current and returns of subsistence stores and property (page 137). In the claims division there were pending 1,588 claims, as follows: 2 under act of July 4, 1864, 1,086 for commutation of rations of Union soldiers while held as prisoners of war, and 500 miscellaneous war claims (page 138).

OFFICE OF THE CHIEF OF ORDNANCE.

In the property division there were pending 5,992 property returns (page 152).

OFFICE OF THE CHIEF OF ENGINEERS.

In the fourth division or division of accounts there were pending 63 disbursing officers' accounts not fully posted in ledger, and about 125 pages "Letters sent" not recorded and indexed (page 158).

OFFICE OF THE PAYMASTER-GENERAL.

In the revising division there were pending 33 accounts for the monthly disbursements of paymasters (page 171).

In the correspondence division there were seemingly pending 26,705 old files of official correspondence acted upon without recording, but now recorded and awaiting index for completion (page 172).

In the examining division there were 2,804 accounts, vouchers, etc., pending, consisting of 22 accounts and 1,391 vouchers (page 173).

In the volunteer division there were pending 2,184 letters of inquiry from the Second Auditor, the Second Comptroller, the Adjutant-General, and Commissioner of Pensions, etc., touching payments to ex-volunteer officers and enlisted men (page 175).

In the finance division there were pending 51 papers for examination and record (page 177).

OFFICE OF THE SURGEON-GENERAL.

In the record and pension division there were pending March 1, 1887, 1,293 applications for medical evidence in pension and other claims (page 204). Under the existing system every application is answered within four working days from its receipt (page 204).

OFFICE OF THE ADJUTANT-GENERAL.

Unattached divisions.—In volunteer register division, unfinished registers on hand July 18, 1884, 13; registers commenced since that date, 16; total, 29. Registers completed from July 18, 1884, to March 1, 1887, 14; in hand unfinished, 15 (page 217).

Enlisted branch.—In correspondence division there were pending 4,000 applications of a sundry character for information touching enlisted men, the correction of their record, removal of charges of desertion, certificates of services in lieu of lost discharges, transfers, discharges, etc. (page 238).

In deserters' division.—Formally constituted July 1, 1886, but *de facto* existing from July 1, 1885. The statement of its operations from July 1, 1885, to June 30, 1886, is embodied in the foregoing statement of the correspondence division for that period. There were pending 3,300 cases for preparation of briefs, which, when completed, are turned over to correspondence division (page 250).

Volunteer service branch.—In the volunteer service division there were pending March 1, 1887, 17,721 cases, consisting of 672 calls from Pension Office, 1,216 from Second Auditor and 56 from Third Auditor for information, and 15,705 cases involving questions of muster, of which last number 15,293 were under acts of June 3, 1884, and February 3, 1887, 23 cases of discharge, and 49 miscellaneous cases (page 253).

Enrollment division.—There were 2,364 cases pending, including the uncurrent work received from volunteer rolls and register division (page 255).

Bounty and claims division.—There were pending 2,138 claims and applications for data from Second Auditor and Second Comptroller and as to special and local bounty in deserters' cases (page 258).

Colored troops division.—There were pending 3,620 cases, including applications or calls for information—2 from Land Office, 143 from Paymaster-General, 2,444 from Pension Office, 361 from Second Auditor, and 670 miscellaneous cases (page 260).

Enlisted volunteer pension branch.—In the room of the chief clerk, there were pending 48 calls for information (p. 262). In the volunteer rolls and record room, first division, there were pending 19,982 applications or calls for information, consisting of calls from Auditors, 3,691; from Pension Office, 14,659; from Land Office, 161; from Commissary-General, 40; from Quartermaster-General, 4; and letters of all classes, 1,427 (page 264).

In this division there were (page 264)—

	Cases.
Pending January 1, 1884	5, 788
Received in 1884	199, 065
Disposed of in 1884	226, 799
Pending January 1, 1885	8, 076
Received in 1885	222, 247
Disposed of	246, 488
Pending January 1, 1886	13, 562
Received in 1886	264, 314
Disposed of	282, 966
Pending January 1, 1887	24, 027
Received to March 1, 1887	43, 892
Disposed of to March 1, 1887	52, 562

The discrepancies in the number of cases pending, received, and disposed of, as given above, arise from the fact that in the tabular statement in the report from which the above aggregates are taken there are ten different items or classes of business, and under the headings "pending" and "received" at and during the respective dates, the 7th, 8th, 9th, and 10th items, "discharge certificates furnished and office musters-in made," "Correction of records, bounty, and claims, and Second Comptroller's" "rolls and returns copied," and "rolls and returns repaired," respectively, are not stated, while the number of such items are stated under the headings "disposed of," thus making it appear that many thousand more cases were disposed of than were pending and received.

Volunteer rolls and record room, second division.—There were pending 5,319 calls for reports or information, consisting of 602 from branches of Adjutant-General's Office, 2 from Quartermaster-General, 12 from Commissary-General, 1,771 from Second Auditor, 2,928 from Pension Office, and 4 from General Land Office (page 267).

Discontinued commands division.—There were pending 767 calls for reports and information (page 270).

Division of records of prisoners of war.—There were pending 3,193 calls for reports and information (page 272).

Death and disability division.—There were pending 313 calls from Pension Office for reports and information (page 275).

Pension record division.—There were pending 22,697 calls from Pension Office recorded, and, according to the record, unanswered. This division keeps the record of all calls made by the Commissioner of Pensions for the military history of enlisted men who are claimants for pensions, except those of the regular Army and U. S. colored troops and the above number of calls includes all unanswered calls from Pension Office pending in War Department, except those relating to soldiers of regular Army and U. S. colored troops (page 277).

IN THE DEPARTMENT OF THE TREASURY.

IN THE OFFICE OF THE FIRST COMPTROLLER.

Arrears pending undisposed of on March 1, 1887, 972 accounts (page 119).

IN THE OFFICE OF THE SECOND COMPTROLLER.

Law and miscellaneous claims division (page 145).....	cases..	35
Navy division (page 147).....	do.....	45
Indian division (page 149).....	do.....	89
Army paymaster's division (page 151).....	do.....	181
Army pension division (page 153):		
Pension agents' accounts		7
Claims of deceased pensioners.....		17
Single vouchers.....		260, 848
Army pay division, Army pay and bounty claim (page 156).....		2, 169
Quartermaster's division (page 159).....	accounts..	138

IN THE OFFICE OF THE REGISTER OF THE TREASURY.

In the note, coupon, and currency division 4,161,341 coupons, interest checks, and bonds to be registered and examined (page 172).

In the loan division 4,894 canceled bonds, amounting to \$28,003,550, awaiting preliminary examination and preparation for record (pages 184) and 227 canceled bonds to be examined and entered on journals and 41,050 bonds to be entered on numerical registers (page 189).

IN THE OFFICE OF THE FIRST AUDITOR.

Miscellaneous division, accounts (page 193)	1,405
Warehouse and bond division, accounts (page 196)	87
Public debt division, interest accounts (page 198)	33
Judiciary division, accounts (page 200)	563
Customs division, accounts (page 204)	2,737

IN THE OFFICE OF THE SECOND AUDITOR.

According to "a consolidated statement in detail of business" (page 237) there were 53,634 accounts, claims, and all other items in division reports, composed of 1,716 accounts of disbursing officers, 39,905 war claims, 95 Indian claims, 3,073 war property accounts, 155 Indian property accounts, and 8,690 all other items in division reports. The arrears, according to reports of chiefs of division, were as follows:

Paymaster's division, accounts and longevity claims (page 260)	750
Ordnance, medical, and miscellaneous division, accounts of disbursing officers (page 262)	652
Indian division, accounts and claims (page 263)	568
Pay and bounty division, claims for arrears of payment and bounty (page 265):	
In examining branch	39,520
In auditing branch	381
Total	39,901
Fraud division (page 267)	6,846
Inquiries and replies division, inquiries from various offices (page 268)	2,594
Property division, quarterly returns of clothing, etc. (page 270)	3,073
Making a total of	54,384

IN THE OFFICE OF THE SECOND AUDITOR.

Pending July 1, 1883	cases ..	49,591
Received in fiscal year 1884	do	185,819
Disposed of	do	1,430,169
Pending July 1, 1884	do	50,152
Received in fiscal year 1885	do	194,372
Disposed of	do	2,051,499
Pending July 1, 1885	do	54,842
Received in fiscal year 1886	do	213,201
Disposed of in same year	do	2,240,560
Pending July 1, 1886	do	57,799
Received in fiscal year 1887 up to March 1, 1887	do	85,097
Disposed of in same time	do	2,037,759
Leaving pending	do	53,634

according to consolidated statement, or 54,384 according to reports of chiefs of divisions.

From the above it would seem that many thousand more cases were transacted and disposed than were pending, received, and on hand undisposed of at and during the times stated, which arises from the fact that in the tabular statement of the business in the Second Auditor's Office (page 257), there are eight distinct items or classes of cases, and

opposite the items "requisitions" (War and Interior), under the headings "pending" and "on hand undisposed of," no numbers are given, while the numbers under the headings "received" and "disposed of" are given, and opposite the item "letters written," under the respective headings, "pending," "received," and "on hand undisposed of," no numbers are given, while the number of letters written is given under the heading "transacted and disposed."

The number on hand and undisposed or pending at the dates stated does not include any of the items "requisitions" (War and Interior) or "letters written."

IN THE OFFICE OF THE THIRD AUDITOR.

In the claims division 4,237 miscellaneous claims, 18 claims for vessels lost in military service, and 704 Oregon and Washington Indian war claims. Of these miscellaneous claims there were (page 275)—

Pending July 1, 1883	15,328
Received during fiscal year 1884	8,745
Disposed of	2,453
Pending July 1, 1884	21,620
Received in fiscal year 1885	4,259
Disposed of in same year	3,640
Pending July 1, 1885	22,239
Received in fiscal year 1886	7,623
Disposed of in same year	20,210
Pending July 1, 1886	9,652
Received in fiscal year 1887 up to March 1, 1887	4,900
Disposed of in same time	10,315

Leaving above 4,237 claims pending March 1, 1887.

In Army-pension division 2,806 notifications of issue of pension certificates to be recorded, 130 accounts for settlement, and 131,238 vouchers (page 280.)

In the horse-claims division 9,545 claims. There were (page 283)—

Pending July 1, 1883	8,075
Received in fiscal year 1884	6,834
Disposed of	762
Pending July 1, 1884	14,147
Received in fiscal year 1885	452
Disposed of	935
Pending July 1, 1885	13,664
Received in fiscal year 1886	188
Disposed of	2,813
Pending July 1, 1886	11,039
Received up to March 1, 1887	91
Disposed of	1,585
Leaving pending	9,545

In collection division 312 cases (page 286).

In military division 2,678 accounts and 1,692 returns (page 287), making 4,370 items of labor to be performed (page 294).

In miscellaneous division re-imbursement section, 226 claims (page 299).

IN THE OFFICE OF THE FOURTH AUDITOR.

General claims division, cases (page 304)	395
Navy pay and allotment division, accounts (page 306)	31
Paymaster's division, accounts (page 307)	19
Prize, record, and files division, prize-money claims (page 309)	80

IN THE OFFICE OF THE FIFTH AUDITOR.

Miscellaneous division, cases (page 312).....	39
Internal-revenue division, cases, including 2,717 coupon-books to be counted and 2,631 to be scheduled (page 314).....	5,567
<hr/>	
Diplomatic and consular division (page 316):	
Accounts	295
Reports of Fifth Auditor to be copied.....	8,155
Comptroller's certificates to be copied.....	8,155
Letters to be copied.....	2,407
Consular certificates to invoices and debentures to be posted from returns of collectors of customs	14,400
<hr/>	
Total.....	33,412

IN THE OFFICE OF THE SIXTH AUDITOR.

In the collecting division 16,212 general postal accounts of late postmasters (page 321). There were—

Pending July 1, 1883.....	27,586
Received in fiscal year 1884.....	11,381
Disposed of.....	9,594
Pending July 1, 1884.....	29,373
Received in fiscal year 1885.....	10,492
Disposed of.....	13,528
Pending July 1, 1885.....	26,337
Received in fiscal year 1886.....	20,503
Disposed of.....	24,683
Pending July 1, 1886.....	22,157
Received up to March 1, 1887.....	24,055
Disposed of in same time.....	30,000
Leaving pending.....	16,212

In the stating division 64,802 accounts of postmasters and late postmasters to be stated (page 324). In the checking division 8,201,031 unassorted, unchecked, unnumbered, and not-filed money-orders, postal-notes, international coupons, and money-orders, and postal-notes. In a note the Auditor reports: "These orders and notes have been inspected and checked, and by September 1, 1887, the entire number will be filed" (page 341).

In the foreign division 1,866,387 coupons of international orders to be assorted, examined, checked, and filed (page 345.)

In book-keeping division 8,820 accounts of late postmasters (page 355.)

In missing and unaccounted-for money-order division 98,899,887 orders to be re-counted and 101,051,681 entries to be examined (page 362.)

IN THE OFFICE OF THE TREASURER OF THE UNITED STATES.

In the redemption division \$211,955.18 (page 382.)

In loan division 26,377 paid interest checks, coupons, and miscellaneous United States securities to be examined, counted, etc. (page 386.)

In national-bank redemption agency \$2,854,639.28 of national-bank notes to be redeemed and assorted (page 389.)

IN THE OFFICE OF INTERNAL REVENUE.

Law division, claims (page 410)	428
Stamp division, claims (page 418)	120
Assessment division, reports and claims (page 420).....	2,799
Distilled spirits division, returns, etc. (page 423)	23,505
Accounts division, accounts (page 428)	13

I DEPARTMENT OF THE INTERIOR.
ARREARS OF BUSINESS.

OFFICE OF THE SECRETARY, PROPER.

In the lands and railroad division 2,127 appeals from the General Land Office awaiting action by the Assistant Attorney-General and the Secretary, and also 20 unlawful fencing cases (page 14).

These appeal cases are simply received in this division and retained there for the convenience of the Assistant Attorney-General, who has no room for filing them in his office (page 64).

In the Indian division, 8 cases, relating, 4 to Indian lands, 1 to annuities, etc., and 3 to inspection of Indian agencies (page 28).

In the patents and miscellaneous division, 136 cases, including 1 concerning the Yellowstone National Park, 3 from Patent Office, 1 from the Bureau of Education, and 1 concerning Territorial matters, 116 appeals from Pension Office as to attorneys' fees, etc., 10 for disbarment and suspension of agents and attorneys, and 4 applications of disbarred attorneys for reconsideration (page 37).

In the finance and disbursing division is the returns office, established by act of Congress approved June 3, 1862, Revised Statutes, section 512. In this office copies of all contracts made by the War, Navy, and Interior Departments are required to be filed. In 1884, 3,705 such contracts were received, acknowledged, briefed, and filed; in 1885, 3,451; in 1886, 4,167, and in 1887 to March 1, 1,131 (page 41).

In the census division there were pending 4 unpublished volumes of the Final Reports of the Tenth Census, being Vol. 17, part 2, Report on the Water Power of the United States; Vol. 19, part 2, Report on Social Statistics of Cities; Vol. 21, Report on Deaf, Dumb, Blind, Insane, Idiotic, etc.; Vol. 22, Mechanical Reports and Ice Manufacture. In a foot-note to the report of the division it is stated: "These volumes, with the exception of No. 21, are practically complete. Of volume No. 21, 318 pages are in type" (page 61).

BUREAU OF EDUCATION.

In the statistical division there was pending March 1, 1887, 1 circular of information, not then prepared for the press, and also the unfinished Report of the Commissioner of Education for the fiscal years 1885 and 1886 (page 73).

OFFICE OF INDIAN AFFAIRS.

In the accounts division, 122 accounts, 8 sets of explanations to accounts, and 94 letters.

In explanation it is stated :

On the 1st day of January, 1887, there were pending and undisposed of 122 quarterly accounts, and on the 1st of April, 1887, a corresponding quarterly period, there were pending and undisposed of 100 quarterly accounts. Since that, during the first quarter of 1887, the number of pending accounts was reduced 22 (page 103).

In the finance division 1,276 letters and 367 claims. In a note it is stated :

In explanation of the large number of letters on hand and undisposed of on March 1, 1887, it is stated that all annual estimates for the next fiscal year are received during January of each year, but are not disposed of till in May or June of the year (page 112).

In the files and record division: "Letters disposed of from January 1, 1884, to March 1, 1887, 5,500; approximate amount on hand and undisposed of March 1, 1887, 69,562" (page 115).

In land and law division 687 letters pending (page 120).

IN THE GENERAL LAND OFFICE.

In the recorder's division (B), patents are recorded and issued, and transmitted either to the register of the proper land office or direct to the party who may have surrendered the duplicate receipt, together with other work.

Agricultural patents were recorded and issued (page 200):

In the fiscal year 1884	51,337
In the fiscal year 1885	71,131
In the fiscal year 1886	19,885
In the fiscal year 1887 to March 1	12,967

The number of patents transmitted to the registers of the proper land offices or to the proper parties, was:

During the fiscal year 1884	42,629
During the fiscal year 1885	73,172
During the fiscal year 1886	23,957
During the fiscal year 1887 to March 1	12,524

In the public lands division (C), page 202, is this statement, touching the duties, etc., of this division:

In this division, as soon as the public surveys are made, tract-books (containing about 500 pages each, or half that number of folios) are opened, the record of three sections of land being kept on a folio, and therein are noted in pencil the legal subdivisions established by the survey. These books become permanent records, and all entries, locations, selections, reservations, grants, etc., are entered therein in ink. Of these books about 3,500 have already been opened and are in constant use.

It is the duty of this division to examine the greater portion of the entries, locations, etc., made with regard to the regularity of the papers returned and the sufficiency of the proof submitted where proof is required; to see that errors are corrected, preparing the necessary correspondence for that purpose, and to approve claims of parties found to be entitled, or hold those of parties found not entitled for cancellation, as the case may be; and heretofore it was the duty of the division to examine and pass upon a multitude of contested cases, submit appeals therein to the appellate authority, communicate results to the proper local officers and to the parties interested, and give the necessary instructions.

In addition there is a great deal of miscellaneous business, such as the work necessary for disposing of abandoned reservations under special acts of Congress, for giving effect to such acts in favor of private parties having rights to be adjusted with regard to public lands, and in the preparation of lists and proclamations for public sales, or for restoring to market lands withdrawn for various causes.

With the exception of the adjustment of swamp grants, this division has now in charge the consideration of the several grants of land to States and Territories, as well as the reservations in the Territories for school purposes, this branch of the work having been transferred from the pre-emption division September 7, 1885.

It devolves on this division to examine and pass upon the following classes of entries:

- Entries made at public sales.
- Private entries (entries of offered lands with cash, military warrants, agricultural college scrip, and private land scrip).
- Original and final homestead entries.
- Commutations of homestead entries.
- Original and final timber-culture entries.
- Original and final desert-land entries.
- Entries under the timber and stone land act.
- Entries of saline lands.
- Locations with Valentine, Porterfield, and the different kinds of Indian scrip.
- State and Territorial selections.
- Entries of lands in California enhanced to the double minimum price of \$2.50 per acre, selected for agricultural colleges.
- Entries of lands in California under the confirmatory act of March 1, 1877.

On page 210 is a statement of the public lands division, as to the amount and character of business received and disposed of, etc.:

The following statement shows the amount and character of business received, transacted, and disposed of during the period, and on hand, pending, and undisposed of, at the dates specified below, in the public lands division of the General Land Office, Department of the Interior:

Character of business.	Pending July 1, 1883.*	Received during 1884.	Disposed of in 1884.	Pending July 1, 1884.*	Received during 1885.	Disposed of in 1885.
Letters		45,810	130,105		50,721	132,159
Pages of record covered by letters written		20,230	20,230			20,458
Entries and filings		1286,812	5327,186		1241,524	5398,993

Character of business.	Pending July 1, 1885.*	Received during 1886.	Disposed of in 1886.	Pending July 1, 1886.*	Received from July 1, 1886, to Mar. 1, 1887.	Disposed of from July 1, 1886, to Mar. 1, 1887.	Pending Mar. 1, 1887. ^a
Letters		51,860	131,979		32,147	21,996	
Pages of record covered by letters written			21,148			12,784	
Entries and filings		1249,808	5325,914		1144,952	5216,604	

* Not known.

† This represents the number of the letters written in the division in answer to letters, and in respect to entries and subjects of various kinds coming before it for action. Many of the letters received do not require answer.

^a The area covered by these entries and filings has not been computed.

‡ The exact number of filings and entries posted is not known. This total shows the postings and annotations of all kinds made on the tract-book.

It will be seen that there is no statement here of the amount of business pending and undisposed of at the beginning of the fiscal years named. The note after the asterisk states that it is not known. According to the above table, the number of entries and filings received in this division during the fiscal years 1884, 1885, 1886, and 1887 to March 1, amount to 923,096, while the entries and filings disposed of in the same period amount to 1,263,697. Indicating that 345,601 more entries and filings were disposed of than were received.

In the private land claims division (D) there were 4,391 docketed cases pending, ascertained by inventory, and in connection with the statement of pending business made by this division on pages 214 and 215 is the following:

An inventory has been made, with the above showing, of *docket cases* upon which final action has not been taken by the Land Department of the Government.

There are, however, a large number of private claims in the territory acquired by purchase or treaty, which may at any time be called up for action here, but which are not "docket cases" in the General Land Office. The approximate number of such claims can not be given. In the State of Louisiana alone it has been estimated that there are some 10,000 private claims, donations, etc., of which number it is found by actual count that 1,292 have been finally adjusted in the private land claims division.

Attention is respectfully called to the statements, in this connection, to be found in "The Public Domain," p. 365 *et seq.*, 1112 *et seq.*, and General Land Office Report, year 1882, pp. 43-51.

In the surveying division (E) there were pending 7 surveying contracts, 388 plats and transcripts of field-notes of surveys of public lands and private land claims, and 33 reports of special agents and field-work of surveys (page 218).

In the railroad division (F) there were pending 10,439 applications for lands within limits of railroad, wagon road, and canal grants, 18,213,755.03 acres of railroad selections, and 211,773.51 acres of wagon-road selections.

The number of such applications for lands within such limits pending, received, and disposed of was as follows:

Pending July 1, 1884	7,484
Received in fiscal year 1885	2,069
Disposed of in fiscal year 1885	1,388
Pending July 1, 1885	8,165
Received in fiscal year 1886	4,879
Disposed of in fiscal year 1886	2,173
Pending July 1, 1886	10,871
Received in fiscal year 1887, to March 1	1,948
Disposed of in fiscal year 1887, to March 1	2,380
Leaving pending as above	10,439

The number of acres of railroad selections pending, received, and disposed of was:

Pending July 1, 1884	11,861,608.51
Received in fiscal year 1885	2,411,449.31
Disposed of in fiscal year 1885	1,153,950.00
Pending July 1, 1885	13,119,109.81
Received in fiscal year 1886	2,298,241.81
Disposed of in fiscal year 1886	100,823.02
Pending July 1, 1886	15,316,526.60
Received in fiscal year 1887, to March 1	3,092,662.41
Disposed of in same time	195,434.98

The number of wagon-road selections pending, received, and disposed of was (page 221):

	Acres.
Pending July 1, 1884	29,436.95
Received in fiscal years 1884, 1885, 1886, and 1887, to March 1	183,436.95
Disposed of in fiscal year 18-5	549.42
Disposed of in fiscal year 1886	549.42
Disposed of in fiscal year 1887	None.

In pre-emption division (G) there were pending March 1, 1887:

<i>Ex parte</i> cash entries	45,122
Contest cases	55
Town site entries	47
Town lot entries	152
Town site contests	4

The number of such *ex parte* cash entries pending, received, and disposed of was (page 228):

Pending July 1, 1883	12,542
Received during fiscal year 1884	17,830
Disposed of in fiscal year 1884	11,012
Pending July 1, 1884	19,360
Received in fiscal year 1885	33,914
Disposed of in fiscal year 1885	15,547
Pending July 1, 1885	37,727
Received in fiscal year 1886	19,390
Disposed of in fiscal year 1886	14,408
Pending July 1, 1886	40,622
Received in fiscal year 1887, to March 1	18,230
Disposed of in same time	10,330
Leaving pending March 1, 1887	45,122

In the swamp land division (K), on page 232 the following statement is made:

Up to January 1, 1884, the amount of lands claimed under the swamp-land grants was 71,588,756.45 acres, of which 54,503,517.35 acres had been patented to the several States, the remainder being made up of duplicate selections, lands disposed of to individuals or under other grants, lands for which indemnity has been allowed, or is claimed, or lands for which the claims of the States have been rejected.

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The actual amount of land for which claims remain to be adjusted, or for which indemnity may be claimed at any particular date, can not be stated.

Since January 1, 1884, up to March 1, 1887, the selections received and the amounts patented to the States during the calendar years are as follows:

Year.	Selected.	Patented.
	<i>Acres.</i>	<i>Acres.</i>
1884.....	1, 113, 761. 19	1, 422, 259. 77
1885.....	2, 740, 256. 92	693, 936. 23
1886.....	1 840, 444. 34	67, 707. 42
1887.....	23, 740. 28	1, 699. 46

Up to January 1, 1884, indemnity for swamp lands had been allowed as follows: In money, \$1,252,403.01; in land, 601,217.92 acres. Since that date to March 1, 1887, the allowance made of indemnity by calendar years is—

Year.	In money.	In land.
		<i>Acres.</i>
1884.....	\$72, 058. 92	26, 438. 79
1885.....	53, 777. 69	52, 965. 23
1886.....	101, 763. 89	43, 985. 17
1887.....	10, 207. 14	558. 19

In the division of accounts (M) there were pending March 1, 1887, 308 letters and 1,523 accounts (page 252).

In the mineral division (N) there were pending March 1, 1887, 5,012 suspended and unexamined mineral and coal entries. Such suspended and unexamined entries were pending, received, and disposed of as follows:

Pending July 1, 1883.....	2, 471
Received in fiscal year 1884.....	2, 060
Disposed of in fiscal year 1884.....	1, 704
Pending July 1, 1884.....	3, 057
Received in fiscal year 1885.....	1, 617
Disposed of in fiscal year 1885.....	547
Pending July 1, 1885.....	4, 105
Received in fiscal year 1886.....	1, 392
Disposed of in fiscal year 1886.....	708
Pending July 1, 1886.....	4, 842
Received in fiscal year 1887, to March 1.....	1, 047
Disposed of in same time.....	975
Leaving pending, as above.....	5, 012

There were also pending 214 contest cases, not closed; 64 quasi contests, not closed; and 68 suspended and unexamined agricultural entries involving mineral questions.

The board of review division (O) was organized December 1, 1886, and considers such cases, only, as the other divisions recommend for patent. Such cases are sent to this division for final action and review.

On pages 266 and 267 are the following statements as to the business received and disposed of:

The following statement shows the amount and character of business received, transacted, and disposed of during the period, and on hand, pending, and undisposed of at the dates specified below in the board of review, division O, of the General Land Office, Department of the Interior:

Character of business.	Pending Dec. 1, 1886.	Received from Dec. 1, 1886, to Mar. 1, 1887.	Disposed of from Dec. 1, 1886, to Mar. 1, 1887.	Pending Feb. 28, 1887.
All kinds of entries.....	39, 572	1, 793	1, 811	39, 554
All kinds of entries charged to the division actually pending, but not yet received in the division because of want of room.....		7, 900		7, 900

Correspondence in relation to all cases with the division, no record kept.

The following statement shows the average amount and character of business performed, transacted, and disposed of during the periods specified, by the employes in the board of review, division O, of the General Land Office, Department of the Interior:

All kinds of entries disposed of:

1886, December	604
1887, January	604
1887, February	604

Some cases were abstracted and ready to be disposed of on March 1, which did not leave the division until after that date, which accounts for the low average above indicated.

Experience has shown that a fair approximate average number of cases per month for a force of eleven employes to dispose of would be 1,750.

The following statement shows the average number of employes in the board of review, division O, of the General Land Office, Department of the Interior, during the periods specified:

1886, December	11
1887, January	12
1887, February	11

The following statement shows the amount and character of business received, transacted, and disposed of during the period, and on hand, pending, and undisposed of from March 1 to April 1, 1887, in division O (board of review) of the General Land Office, Department of the Interior:

Character of business.	Pending Mar 1, 1887.	Received to April 1	Disposed of of up to April 1, '87	Pending Mar., 1887.
Final homesteads.....	11, 127	1, 748	832	12, 043
Cash entries (all kinds).....	27, 154	103	3, 861	23, 396
Timber-culture finals.....	851	.....	355	496
Desert-land finals.....	260	3	41	222
Warrant locations.....	151	13	15	149
Graduation entries.....	5	.....	.....	5
Town-lot entries.....	6	.....	.....	6
Total.....	39, 554	1, 867	5, 104	36, 317

From which it will be seen that there were pending March 1, 1887, 39,554 entries in the room of this division, and 7,900 additional entries charged to the division, but not taken into the room for want of space.

The statement for April, 1887, shows 1,867 cases received, and 5,104 cases disposed of, leaving 36,317 cases pending April 1, 1887, which necessarily does not include the cases charged to the division but not delivered for want of room.

The special-service division has charge of all cases touching fraudulent entries, unlawful inclosures, timber depredations, etc.

There were pending March 1, 1887, 8,008 cases, consisting of the following kinds: Timber-trespass cases, homestead entries, cash entries, S. filings, timber-culture entries, timber-land entries, desert-land entries, mineral entries, miscellaneous entries, and fencing cases.

The report does not give the number of each of these kinds of cases pending July 1, 1834, or July 1, 1885 (page 273).

On pages 273 and 274 the following statements occur:

During fiscal year ending June 30, 1885, 41 timber agents were employed, their aggregate services being equivalent to the services of 22 agents for the twelve months and 1 for four months. They reported 396 cases, on an average of 1½ cases each per month. During same time 28 land agents were employed, their aggregate services being equivalent to the services of 22 agents for the twelve months and 1 for three months. They reported 2,512 cases, or an average of 9½ cases each per month.

During fiscal year ending June 30, 1886, 50 timber agents were employed, their aggregate services being equivalent to the services of 21 agents for the twelve months and 1 for seven months. They reported 301 new cases, or an average of 3 cases each per month. During same time 40 land agents were employed, their aggregate services being equivalent to the services of 25 agents for twelve months. They reported 3,073 cases, or an average of 10 cases each per month.

From July 1, 1886, up to February 28, 1887, 31 timber agents were employed, their aggregate services being equivalent to the services of 26 agents for the eight months and 1 for six months. They reported 410 cases, or an average of 2 cases each per month. During same time 36 land agents were employed, their aggregate services being equivalent to the services of 28 agents for eight months and 1 for four months. They reported 2,666 cases, or an average of 12 cases each per month. During the last two years the time of the timber agents has been largely occupied in reinvestigating, securing evidence, and attending court in trespass cases reported upon by previous special agents, and the land agents in reinvestigating, securing witnesses, and attending hearings in fraudulent land-entry cases, reported upon by previous agents.

It will be observed that in the report of the public lands division, no statement was given in regard to the arrears of business pending and undisposed of. Your committee have examined the annual report of Hon. W. A. J. Sparks, late Commissioner of the General Land Office, for 1887, and make the following extracts therefrom, found on pages 100 to 105, as follows :

WORK IN ARREARS AND INCREASE OF WORK.

The general work of this office has been for the last ten or fifteen years from one to two years or more in arrears, while in some divisions, as in railroads and private land claims, no estimate of the much larger arrearages could be made.

The unexampled rapidity with which public lands are being taken up floods this office with a mass of entries that can not be reached for action with the present force, and arrearages necessarily accumulate in precisely the proportion that the volume of work is in excess of the means for disposing of it.

In the division of public lands there were, on August 20, 1887, 67,873 unposted agricultural entries, 42,865 similar entries posted but not examined, and 28,882 suspended cases, the accretions of former years; and in the pre-emption division there were 53,000 unexamined and 14,000 suspended cases; making a total of 206,620 cases in these two divisions that have not passed a preliminary examination. In addition, there were 52,342 cases pending before the reviewing board—a total of nearly 260,000 cases, involving homestead, pre-emption, timber-culture, timber-land, and desert-land entries, awaiting preliminary or final action. In the contest division there were at the same date 12,708 undecided contest cases and upwards of 14,000 unanswered letters. In the mineral division there were 5,000 uncompleted cases. Upwards of 275,000 individual cases—an aggregate of fully three years' accumulated work—are therefore pending, besides an unknown volume of private land claims, and nearly the entire work of railroad land-grant adjustments and the adjustment of swamp, school, internal-improvement, and other Congressional grants and Indian allotments, and the work of fraudulent-entry and timber-trespass examination.

DIVISION OF PUBLIC LANDS.

In 1884 there were in this division 111 clerks, a force not then sufficient to keep up with current work, the volume of which augments every year. The returns from most of the local offices are heavier every quarter, and the correspondence steadily increases. Yet the force in this division has been reduced by imperative drafts for other divisions until now there are but 77 clerks, a force not equal to keeping up the preliminary work of posting the returns of filings, entries, and relinquishments, conducting the general correspondence, and disposing of current miscellaneous business, leaving the work of examining upwards of 140,000 accumulated cases and the yearly work of examining upwards of 100,000 original and upwards of 60,000 final entries, with the voluminous correspondence incident thereto, wholly unprovided for. It is necessary to provide for the examination and disposal of 150,000 original and 75,000 final entries annually to bring up this work and to keep it within reasonable bounds, irrespective of any exceptional increase. Twenty-five per cent. of original and final homestead entries, 75 per cent. of desert-land entries, and 50 per cent. of timber-culture entries involve more or less correspondence, a considerable proportion of which is necessary to correct errors of local officers, who are unable from lack of clerical force to properly examine either their own records or the papers presented by entrymen. The examination of final proofs also requires an application of the

land laws, and of the rulings and decisions of this office and Department, and of the general rules of evidence to every case.

To examine and dispose of 5,000 cases, original and final, in one year, is the full work of one competent clerk, and much more than can be averaged by the general force employed. But estimating the number of 5,000 cases annually to one clerk, it will require 35 clerks of the best capacity to examine and dispose of 175,000 cases a year. This division, therefore, needs not less than 35 such clerks additional to its present force.

PRE-EMPTIONS.

The number of preemption entries returned to this office in 1880 was 5,745. In 1884 the number was 21,286; in 1887 the number was 34,435, showing an increase of nearly 700 per cent. since 1880. The increase in 1887 over 1886 was 30 per cent. The pre-emption division commences the current fiscal year with an accumulation of 67,000 unexamined and unsettled cases, exclusive of contests. The strength of the division is 26 clerks, of whom 19 are female employes of low grade of compensation.

The voluminous correspondence and great amount of miscellaneous work devolving upon this division occupies the greater part of the time of the clerical force. Twelve clerks, generally low-grade employes, are engaged in the adjudication of cases and the correspondence incident thereto, and this force finally disposes of about 12,000 cases per annum. At this rate the division is five and a half years in arrears. To bring up the arrears of work at that rate would therefore require five and a half times the present adjudicating force, or 65 additional clerks for one year. At the same rate 32 additional clerks would be required for two years, while to keep up with the present ratio of current business, apart from arrearages, without estimating for increase, will require 20 additional clerks. This increase should be exclusively of higher grade clerks. The estimate of 32 additional clerks to bring up arrearages of work is based upon the present standard of employes in this division. If clerks of the second, third, and fourth classes should be employed, the number might be reduced to 16, making a total of 36 additional clerks of the higher grades needed in this division.

CONTESTS.

Individual contests of homestead, pre-emption, timber-culture, and desert-land entries increase in proportion to the scarcity of available land for original entry. Twelve thousand five hundred such cases, many of which have been pending for two or more years, are now before this office and are expected to be disposed of with the present force of 16 adjudicating and 8 miscellaneous clerks in about one year. Meanwhile new contests are being received at the rate of 2,000 cases per month, and this ratio will undoubtedly be increased. Without increase, there will be 25,000 cases to be disposed of in the next fiscal year. An additional force of 12 adjudicating and 4 miscellaneous clerks is therefore required.

MINERAL LANDS.

The chief of the mineral division reports an increased force of 14 examiners, 3 draughtsmen, and 5 miscellaneous clerks necessary to bring up the work now in arrears in that division and to keep the same up to current demands. If the work should not increase, a part of this additional force can be dispensed with after the arrearages are brought up and the work of examining lists of railroad selections from mineral districts has been concluded.

PRIVATE LAND CLAIMS.

The work of adjusting private land claims depends upon the action of Congress in respect to such claims. It is impossible to estimate the time necessary to close up this work, or the increased force demanded for its execution. Some provision should, however, be made for acting upon claims as they arise, additional to the present force.

INDIAN ALLOTMENTS.

Under the act of Congress of February 8, 1887, providing for the allotment of Indian lands, it is estimated that 200,000 cases will be presented within the next two years. A patent has to be written and recorded in each individual case and tract books and records have to be examined. Twenty patents a day is a fair estimate of the average work that one clerk will perform in writing, and the same in recording patents. In a year of 227 official days (exclusive of Sundays, holidays, and vacations) 1 clerk can write 5,500 patents, and 1 copyist can record them. It will therefore require 37 clerks and copyists to issue and record 200,000 patents in two years, in addition to making necessary examinations. This is wholly new work, for which there is no present provision of clerical force.

RAILROADS.

In the railroad division there are now pending some 7,500 settlers' claims within railroad limits, and about 5,000 new cases are annually received. There are 6 clerks employed in adjusting this class of cases, who dispose of about 3,500 cases per year with the assistance of a proportion of the miscellaneous force engaged in docketing, indexing, copying, recording, etc. To bring up the work in arrears and to keep up with new work requires 6 additional clerks of the fourth class and 4 additional clerks for miscellaneous work.

RESTORATION OF INDEMNITY LANDS.

The restoration to the public domain of lands heretofore embraced in railroad indemnity withdrawals, so far as the orders of restoration have been promulgated up to the present date, opens over 21,000,000 acres to immediate settlement and entry, exclusive of lands in Indian reservations and other temporary appropriations which may hereafter become subject to entry, and some additional restorations are yet to be made. The total restorations may be estimated at 25,000,000 acres. At 160 acres per entry the restored indemnity lands now available for settlement will accommodate 131,250 entries. That these lands will generally be entered at once, there is no doubt. In so far as the lands have been embraced in unapproved railroad selections, and a large proportion of them are so embraced, the entries made will be contested by the railroad companies, as a matter of course, in accordance with the habitual policy of these corporations.

It is within a reasonable probability that there will be from 25,000 to 50,000 contests confronting this office by the 1st of July, 1888, and this number may be largely augmented thereafter. An estimate of 25,000 cases a year for the next two or three years is not an exaggeration. It will require at least 25 additional clerks of the higher grades and not less than 15 miscellaneous clerks to handle and dispose of the inevitable volume of new work resulting from railroad restorations. And this is not an expenditure to be deprecated. The addition of 25,000,000 acres to the nearly exhausted area of lands available for the homes of the people is worth to the country something more than the salary of a few additional land-office clerks.

RAILROAD ADJUSTMENT.

The act of Congress of March 3, 1887, providing for the speedy adjustment of railroad land grants, contemplates a work that the insufficiency of appropriations for the past thirty years has left unperformed. It is now a mandatory requirement of law, as well as a business necessity of the first importance, that these adjustments be at once made, the lands that belong to the railroad companies patented to them, the lands that do not belong to them restored to the public domain, and vexatious and expensive contests between the corporations and settlers brought to a termination. The execution of the railroad adjustment act in good faith requires suitable appropriations, without which it can not be performed within the present century.

During the past year 9 clerks and 2 draughtsmen have been exclusively employed in the work of adjusting these grants, and have examined 10 roads, aggregating 2,000 miles in length. The total mileage of land-grant railroads and wagon roads being about 20,000 miles, it would take at this rate nine years to complete the work with the present force. To do it in one year would require 80 clerks and 18 draughtsmen; to do it in two years would require 40 clerks and 9 draughtsmen, and to do it in four years would require 20 clerks and 5 draughtsmen. With increased force and efficiency it is probable that the time here computed may be somewhat reduced, but the work should certainly be completed within four years, and it ought to be done in two years. It is therefore within the imperative necessities of the case that 20 additional clerks of a competent class and 5 additional skilled draughtsmen, be provided for this purpose.

RAILROAD SELECTIONS.

There are pending in this office for adjudication and allowance for patent or certification lists of railroad selections aggregating 20,000,000 acres. Action in a large proportion of these selections has been suspended to await an adjustment of the grants or in view of legislative measures in Congress. But the force of this office is unequal to the patenting of lists to which there is no objection. The adjustment of grants, determining finally what lands and what quantity of lands different companies are still entitled to, will rapidly increase the work of issuing patents and certificates. One clerk only has heretofore been employed in making up railroad lists for approval, as the other work of the division would not permit a larger detail. Two additional clerks to prepare such lists, 2 patent writers, and 2 record clerks are necessary for

this purpose, and are required in justice to the railroad companies, who are entitled to have their patents for the land to which they have legal right without the unreasonable delay to which, with the present clerical force, they are unavoidably subjected.

DRAUGHTING.

In addition to the special force of 5 skilled draughtsmen needed in the work of railroad adjustment, a further increase of expert mechanical force is also needed for the increased demand for right-of-way railroad maps and other skilled work in the draughting division. The adjustment of railroad grants also brings an equivalent demand for copies of land-grant withdrawal maps called for by railroad companies. An order from a single company now pending can not be filled within one year.

THE SPECIAL SERVICE.

The services of the various special agents scattered over the different land States and Territories would be rendered more efficient if their work could be systematized and overlooked by a competent supervision in the field.

It is also a matter of the first consequence to important financial interests involved in suits for timber trespass and for the recovery of valuable coal and other lands that special agents shall have competent assistance in the preparation of cases for action by United States attorneys. The employment of a supervising inspector to have charge of these important duties is a need of unquestionable merit, and I have recommended an appropriation of \$2,500 for this purpose.

These extracts show the status of the business pending and undisposed of in said office on the 20th August, 1887, at the close of the last fiscal year.

From the statement on page 100 it is found that there were pending and undisposed of on the 20th of August, 1887 :

In the public lands division 67,873 unposted agricultural entries, 42,865 similar entries posted but not examined, and 28,882 suspended cases, the accretion of former years, making a total in that division of 139,620 pending entries.

In the pre-emption division 53,000 unexamined cases and 14,000 suspended cases, making a total in that division of 67,000 cases pending.

In the board of review division, 52,342 cases pending.

In the contest division, 12,708 contest cases and 14,000 unanswered letters.

In the mineral division, 5,000 uncompleted cases.

Thus making a total of 276,670 individual cases pending and undisposed of in these five divisions, and 14,000 unanswered letters.

And beside this immense mass, there were an unknown volume of private land claims, and nearly the entire work of the railroad land grant adjustment, and the adjustment of swamp, school, internal improvement, and other Congressional grants, Indian allotments, and the work of fraudulent entry and timber trespass examination.

THE PATENT OFFICE.

Arrears of business pending March 1, 1887, in the—

First division, 79 cases (page 278).

Second division, 65 new applications and 58 work returned (page 278).

Third division, 106 applications and 91 amended cases (page 281).

Fourth division, 191 applications and 126 caveats (page 284).

Fifth division, 110 applications (page 285).

Sixth division, 177 applications and 107 amended cases (page 289).

Seventh division, 169 applications (page 292).

Eighth division, 174 applications (page 294).

Ninth division, 956 applications (page 296).

Tenth division, 247 applications (page 299).

Eleventh division, 151 cases examining, amending, etc. (page 300).

- Twelfth division, 141 new cases and 34 old cases (page 302).
 Thirteenth division, 105 applications (page 304).
 Fourteenth division, 38 new cases and 3 old cases (page 306).
 Fifteenth division, 177 new applications and 95 amended (page 311).
 Sixteenth division, 175 applications (page 312).
 Seventeenth division, 147 new applications and 93 old (page 313).
 Eighteenth division, 153 applications (page 317).
 Nineteenth division, 234 new applications and 65 amended (page 318).
 Twentieth division, 214 applications (page 320).
 Twenty-first division, 119 new cases and 140 amended (page 322).
 Twenty-second division, 86 cases (page 325).
 Twenty-third division, 223 applications, 45 trade-marks and labels (pages 327-9).
 Twenty-fourth division, 216 applications (page 331).
 Twenty-fifth division, number not specifically given (page 333).
 Twenty-sixth division, 287 applications (page 336).
 Twenty-seventh division, 125 new applications and 151 old (page 338).
 Twenty-eighth division, 122 new applications and 76 old (page 342).
 Twenty-ninth division, 136 applications (page 344).
 Assignment and copying division, 628 assignments for record and 495,800 manuscript copies for recording (page 349).
 Examiners-in-chief division, 69 *ex parte* cases and 21 interference cases (page 354).
 Draughtsman's division, 143 orders for drawings and 47 orders for tracings (page 357).
 Interference division, 82 cases for final decision and 514 for interlocutory action and 97 for declaration (page 362).

In the twenty-fifth division the tabular statement on page 333 does not show the number of cases pending on March 1, 1887, but gives the probable number of new and old applications pending January 1, 1884, at 1,100; January 1, 1885, 1,100; January 1, 1886, 1,100; and January 1, 1887, 1,120, but does not give the number received or disposed of in any of these years under these items; but under the designation "Number of applications," during 1884 was 912, during 1885, 826, during 1886, 841, and during 1887, to March 1, 240; and under another designation, "number of applications, new and old, disposed of," the number disposed of in 1884 is 839, in 1885 is 950, in 1886 is 726, in 1887 to March 1, 95. Making the most probable deduction from this very badly arranged tabular statement, there, it would seem, must be some 1,200 or more applications, new and old, pending in this twenty-fifth division. Judging from the table given it would be very difficult to ascertain exactly the amount and character of business pending before this division.

In this table the number of actions is very conspicuous; but the actions, judging from the cases undisposed of, amount to very little, probably opening the papers and making some examination or entry or reference and filing them away.

ARREARS OF BUSINESS AND EFFORTS TO FACILITATE ITS TRANSACTION.

Your committee addressed letters to the Secretaries of the Navy, War, Treasury, and Interior, giving to each a detailed statement of the arrears of business pending March 1, 1887, in their respective Departments undisposed of, as hereinbefore set forth, calling their attention respectively to such arrears, with suggestions as to facilitating the disposition thereof.

TREASURY DEPARTMENT.

Your committee received from the Secretary of the Treasury the following communication and accompanying reports from the Auditors and Comptrollers:

TREASURY DEPARTMENT, December 10, 1887.

SIR: In reply to your letter of the 8th ultimo, asking whether the work in the Auditors' and Comptrollers' offices can be brought up by increasing the hours of labor, etc., I have the honor to transmit herewith copies of letters from each of the Auditors and Comptrollers in reply thereto.

Respectfully, yours,

C. S. FAIRCHILD,
Secretary.

Hon. F. M. COCKRELL,
Chairman Senate Select Committee.

TREASURY DEPARTMENT, FIRST AUDITOR'S OFFICE,
Washington, D. C., November 28, 1887.

SIR: In response to your request for a report upon the present condition of the work "reported in arrears" in my office, and "whether said work can be brought up by increasing the number of hours of labor performed by the clerks," etc., I have the honor to submit the following:

My work-report for October shows that we had on hand, at the close of business October 31, 3,782 accounts as against 4,825 reported in the statement of Senator Cockrell's committee as existing on the 4th of March, 1887.

This number of accounts will be further reduced by the 1st of January by the settlement of 285 old cases, known as inspector cases, which grew out of the act of Congress, March 3, 1881, fixing the minimum per diem pay of inspectors of customs. These cases have been passed upon in my office just as fast as satisfactory evidence could be obtained.

This number will also be reduced before the 1st of January by the settlement of 227 railroad cases, which have accumulated in my office awaiting the decision of the Supreme Court of the United States in the Central Pacific Railroad cases appealed from the Court of Claims and the instructions of the Secretary of the Treasury based thereon. These accounts have all been examined since the receipt of the Secretary's instructions, June 23, 1887, and will be stated certainly before the 1st of January.

With the exceptions mentioned the work in my office is current work. We will necessarily have on hand an average of about 3,000 accounts. The settlement of these accounts will not be delayed a day except for satisfactory evidence, necessary explanation in making our examinations, and the certificates of the Register of the Treasury.

The premises considered, I am of the opinion that the work in my office will not be facilitated "by increasing the number of hours of labor performed by the clerks."

Respectfully,

JAS. Q. CHENOWETH,
Auditor.

Hon. HUGH S. THOMPSON,
Acting Secretary of the Treasury.

TREASURY DEPARTMENT, SECOND AUDITOR'S OFFICE,
Washington, D. C., November 30, 1887.

SIR: I compliance with the request contained in your letter of the 23d instant, I have the honor to submit the following report as to the present condition of the work in the seven divisions of this office therein specified:

PAYMASTERS' DIVISION.

On March 1, 1887, there were 746 accounts and 4 longevity claims on hand. The number of claims remains the same, 134 having been received and 134 settled since March 1. The number of accounts has been reduced to 493, of which 148 have been examined, but are held up for explanations from the paymasters concerned, in accordance with the rules adopted by the accounting officers and approved by Mr. Secretary Manning November 10, 1885 (see inclosure No. 1). There are therefore only 345 paymasters' accounts not acted upon, some of which, however, are in course of examination.

ORDNANCE, MEDICAL AND MISCELLANEOUS DIVISION.

On March 1, 1887, there were 652 accounts on hand. There are now 617, of which 263 have been examined, but are retained under the rule already mentioned, leaving 354 under examination and awaiting examination.

INDIAN DIVISION.

There were 568 accounts and claims on hand March 1, 1887. There are now 462, of which 85 are current claims under examination and 65 are cash accounts that have been examined, but are held back under the rules of the accounting officers. The number of accounts (exclusive of claims which are not in arrears) awaiting or undergoing examination is only 332.

Before the receipt of your letter I had taken measures to bring the settlement of all disbursing officers' accounts as nearly up to date as practicable, and in connection with this matter would respectfully invite attention to the accompanying extract from my annual report for 1887) see inclosure No. 2):

PAY AND BOUNTY DIVISION.

The number of claims on hand March 1, 1887, was 39,901. The number now unsettled is 42,163, their condition being as follows:

Awaiting information from the Adjutant-General's Office.....	7,000
Suspended for further evidence from claimants or their attorneys.....	32,449
Claims of Indian soldiers suspended for reasons set forth in my annual report for 1885 (see inclosure No. 3)	2,179
In hands of auditing clerks	530
In hands of examining clerks.....	5
Total	42,163

The number of claims reported as awaiting information from the Adjutant-General's Office is approximately correct. The annual report of the Adjutant-General for 1887 shows that on October 1 he had 6,977 unanswered calls from the Second Auditor.

Attention is invited to the fact that there are only 5 claims for arrears of pay and bounty which have not been acted upon. Those reported as in the hands of auditing clerks (530) have already been examined and found correct in form. The claims of Indian soldiers are now being investigated by special agents in the Indian Territory. As soon as their labors shall have been concluded the entire number of this class of claims will at once be disposed of.

The delay in obtaining reports from Adjutant-General's Office and other causes of delay in the adjustment of claims for arrears of pay and bounty were the subjects of remarks in the last annual report of this office. (See inclosure No. 4.)

FRAUDS DIVISION.

On March 1, 1887, there were 6,846 (not 6,848) cases pending. There are now only 4,782 on hand. Steps were taken some time ago to effect a clearance of this class of business; the result so far is very satisfactory, 2,064 cases having been disposed of during the nine months commencing March 1, 1887. The average number disposed of during the last nine years was 840 per annum.

PROPERTY DIVISION.

The number of returns of clothing, camp and garrison equipage on hand March 1, 1887, was 3,073, which has been reduced to 2,887. These unsettled returns cover the fourth quarter of 1886 and the first and second quarters of 1887, and are mostly "open accounts," which can not be adjusted until later returns come in.

INQUIRIES DIVISION.

The number of inquiries unanswered on March 1, 1887, was 2,594. The number now on hand is 3,842, as follows: From the Adjutant-General, 1,864; from the Paymaster-General, 990; from the Commissioner of Pensions, 555; from the Third Auditor, 242; from the Commissary-General of Subsistence, 169; from other sources, 22. The condition of this class of business is as follows:

Awaiting information from the Paymaster-General's Office.....	348
Awaiting information from other officers.....	10
In the hands of clerks for proper action	262
Awaiting action	3,222
	<hr/>
	3,842

The 990 inquiries from the Paymaster-General's Office have been received since August 1, 1887. They have not been replied to because it is understood that the information asked for is required merely to complete the records of that office.

Replying to the concluding portion of your letter, in which you request a report whether, in my judgment, the work of this office can be brought up by increasing the number of hours of labor performed by the clerks, I have the honor to say that I am satisfied the work can be brought up without recourse to such a measure, which would be impracticable during the winter months unless the Department, at considerable expense, introduced gas or other artificial light into all the rooms now occupied by the Bureau.

Respectfully, yours,

WM. A. DAY,
Auditor.

The SECRETARY OF THE TREASURY.

[Inclosure No. 1.]

VIII.—SUSPENDED ITEMS.

When items are suspended in the settlement of an account by the Auditor, he will cause a copy of the suspended items, with the reasons for suspension, to be served upon the claimant or mailed to him with notice that he may, within sixty days, submit evidence or statements in explanation, at the expiration of which time the Auditor will proceed to adjust the account.

Settlement of the account will not be delayed by the Comptroller for further explanations, and if new suspensions are made in his office a statement thereof will be transmitted to the Auditor with the papers in the case upon the adjustment of the account, who will serve a copy of the same upon the claimant, who may furnish explanatory evidence upon the settlement of his subsequent account, or upon a supplemental settlement.

[Inclosure No 2.—Extract from Second Auditor's Report for 1887.]

Recognizing the importance, not only to the Government, but to its officers who have been intrusted with the disbursement of large sums of public money, that the accounts of such disbursement should be promptly adjusted as required by law, I have endeavored to bring this class of business as nearly up to date as possible. The accounts of Army paymasters, who disburse about \$13,500,000 per annum, have been audited and the balances certified to the Second Comptroller to include March, 1886. As they do not reach this office until about three months after their date (that time being consumed by the administrative action of the Pay Department) they are twelve months in arrear. It is deemed practicable to bring them up to within six months, and a strong effort will be made to attain that end. The proposed substitution of monthly instead of bi-monthly payments to the rank and file of the Army—commissioned officers being already paid monthly—will, if effected, materially increase the bulk, through not the number, of paymaster's accounts, and will, of course, correspondingly increase the work of auditing them.

The accounts of disbursing officers of the Adjutant-General's Department, the Medical and Ordnance Departments, and sundry miscellaneous disbursing officers, whose payments average about \$3,500,000 per annum, are well in hand and do not call for special comment.

The accounts of Indian agents and other disbursing officers of the Indian Department, who expend about \$2,300,000 per annum, have been audited as nearly up to date as is practicable; in fact, many settlements have had to be postponed until the receipt of further accounts from the Indian Office.

[Inclosure No. 3.—Extract from Second Auditor's report for 1885.]

SUSPENDED CLAIMS OF INDIAN SOLDIERS.

In last year's report mention was made of claims of Indian soldiers who served in the late war, which have not been audited for want of means to verify or disprove the statements of the claimants and their witnesses. There are now about 2,000 of these claims awaiting action, and claimants and their attorneys are pressing for early settlement; but I should not be justified either in certifying for payment or in disallowing any of them until their true merits shall have been ascertained by personal investigation. The fact that these soldiers and their heirs are "wards of the nation," as well as claimants, is an additional reason why speedy justice should be accorded to them; and I recommend that Congress be asked to appropriate the sum of \$3,000, or as much thereof as may be necessary, to be expended under the direction of the Secretary of the Treasury, in investigating the claims of Indian soldiers and their heirs for arrears of pay and bounty.

[Inclosure No. 4.—Extract from Second Auditor's report for 1887.]

CLAIMS FOR ARREARS OF PAY AND BOUNTY.

The increase in the number of claims for arrears of pay and bounty presented to this office during the last seven years is sufficiently remarkable to call for special notice, and serves to explain the fact that twenty-two years after the close of the war of 1861-'65 there are upward of 42,000 claims awaiting adjudication. The minimum appears to have been reached in 1881, when only 8,682 claims were filed. The yearly record since then is as follows: 1882, 13,789; 1883, 16,971; 1884, 14,919; 1885, 19,762; 1886, 19,922; 1887, 24,480. These figures show that nearly three times more claims were presented in 1887 than in 1881. The increase is attributable to new legislation and decisions of the Supreme Court and Second Comptroller, of which the following is a list:

(1) Decision of Second Comptroller, January 18, 1882, that every officer, regular or volunteer, in service during any part of the two years from July 1, 1866, is entitled to the increase of 33 $\frac{1}{3}$ per cent. on pay proper, under the act of March 2, 1867. (14 Stat., 422; Comptroller's Digest, vol. 2, section 788.)

(2) Acts of July 19, 1848, and February 19, 1879, and decision of Supreme Court December 8, 1884, in relation to three months' extra pay for services in the Mexican war. (9 Stat., 248; 20 Stat., 316; 112 U. S. Reports, 512.)

(3) Decision of Supreme Court in relation to longevity pay of retired officers—Captain Tyler's case. (105 U. S. Reports, 244.)

(4) Acts of February 24, 1881, and June 30, 1882, and decisions of the Supreme Court in relation to longevity pay of Army officers for service as cadets at the Military Academy—Captain Morton's case. (21 Stat., 346; 22 Stat., 118; 112 U. S. Reports, 1.)

(5) Act of June 3, 1884, to provide for the muster and pay of certain officers and enlisted men of the volunteer forces. (23 Stat., 34.)

(6) Act July 3, 1884, granting three months' extra pay to heirs of certain volunteer officers. (23 Stat., 66.)

(7) Act July 5, 1884, to relieve certain soldiers from the charge of desertion. (23 Stat., 119.)

(8) Decision of Second Comptroller, December 24, 1885, in regard to bounty under act of April 22, 1872. (17 Stat., 55.)

(9) Act May 17, 1886, to remove charge of desertion against certain soldiers. (24 Stat., 51.)

(10) Act February 3, 1887, amendatory of the act of June 3, 1884, for the muster and pay of certain volunteers. (24 Stat., 377.)

Experience has shown that not only those persons who have valid claims under new laws and decisions make demands upon the Treasury, but that thousands of others who fancy they have not been paid in full present formal applications in such comprehensive terms as to include every kind of pay, emolument, bounty, or other allowance that has been authorized since April 19, 1861. Under the practice that obtained prior to 1882, claims of the class last mentioned would have been summarily rejected by the Second Auditor, but by a decision of the Second Comptroller, which has governed the disposition of such cases since January 1, 1882, they must be examined and certified to that officer, with all vouchers and other evidence, for his action under section 277, Revised Statutes. The continued influx of claims devoid of merit explains the apparently undue proportion of disallowances which, last year, was nearly 58 per cent. of the entire number disposed of. If it were possible that the time spent in the examination and investigation of worthless cases could be devoted to the adjustment of meritorious ones, the list of unsettled claims could be rapidly diminished, and creditors of the Government might expect that their business with this office would be transacted within a reasonable period.

There are other causes which militate against the prompt liquidation of claims for pay and bounty. One is, that through pressure of other business the calls of this office upon the Adjutant-General's Department for necessary information touching the military history of soldiers whose cases are under consideration have accumulated until they are seven or eight months in arrears; but I have reason to expect that this cause of delay will shortly be removed. Another is found in the absence of appropriations applicable to the payment of such claims as soon as they are certified. This is a matter than can be remedied only by legislative action.

Alluding to these claims, in his report for the fiscal year 1880, my predecessor said: "The difficulties attending the adjustment of these claims increase rather than diminish. Questions of law and fact, heirship, identity, etc., now arise that were comparatively unknown when the claims accrued, and call for an amount of careful investigation and tedious correspondence not required ten years ago."

Experience demonstrates that, as we recede from the period of the war, each year adds increased difficulties to the transaction of this class of business.

TREASURY DEPARTMENT, THIRD AUDITOR'S OFFICE,
Washington, D. C., November 30, 1887.

SIR: I have the honor to acknowledge the receipt of your letter of the 23d instant, in which you inform me that Senator Cockrell, chairman of the Senate Select Committee, makes the following statement of the arrears of business pending in this office and not disposed of on March 1, 1887:

In claims division, "4,237 miscellaneous claims; 18 claims for vessels; and 704 Oregon and Washington Indian claims" (page 275).

In Army pension division, "2,806 notifications of issue of pension certificates for record; 130 accounts for settlement; and 131,238 vouchers" (page 280).

In horse claims division, "9,545 claims" (page 283).

In collection division, "312 cases" (page 286).

In military division, "2,672 accounts and 1,692 return (page 287); making 4,370 items of work to be performed" (page 294).

In miscellaneous division, "reimbursement section, 226" (page 299).

You request me to report to you as to the present condition of the work reported in arrears and whether, in my judgment, the work can be brought up by increasing the number of hours of labor performed by the clerks.

To which I reply, giving the divisions in the order set forth in your letter:

THE CLAIMS DIVISION.

The statistics quoted in your letter show the condition of the business on March 1, 1887, eight months ago, and was taken from the report which I submitted to you at that date in response to the call of Senator Cockrell's committee.

It should not be overlooked that the exhibit then made showed a reduction from about 22,000 to about 4,200, within less than two years, in the "miscellaneous claims," which class includes more than ninety-nine one-hundredths of the work of this division. But there has been a still further reduction, the number "on hand" at the end of October last being only 1,927.

There would seem to be a misapprehension in respect to the term "on hand." It is not the fact that at the end of October last there were 1,927 claims waiting to be reached and taken up for examination. Not one-tenth of that number was in that condition, the business being kept so constantly up that claims do not remain a single week before examination. The number "on hand" includes all suspended cases wherein further action can not be had until the receipt of additional evidence or information.

In any office which is constantly receiving an influx of claims for adjudication it is inevitable that there should always be a considerable percentage "on hand," *i. e.*, not finally disposed of. The matter is not under the control of the office, being largely governed by the movements of claimants and their attorneys.

An exceedingly small proportion of claims are in a status, when received, which would enable immediate final decision, either favorable or adverse; and this for many reasons. Comparatively few claimants are represented by professional attorneys, accustomed to really prepare cases. Applications are often so vague as to afford scarce an outline of the nature of the claim intended. Competent attorneys can not foresee what information the records and accounts of the Government may furnish, and thus can not anticipate all the evidence which may become necessary. Also, unless an adverse decision would be proper upon the face of the petition, it is necessary to suspend a case, for information to be obtained from accounts and records in other offices; for no case should be allowed upon an *ex parte* showing, unless impossible to test it by information to be obtained on the Government's part.

This accumulation of suspended cases is a gradual growth of years. When claimants can not furnish evidence to substantiate their demands, they very seldom so inform the office, but simply let the office letters remain unanswered and the cases stand suspended. Nor is there any sufficient remedy for this, as only the elapse of a very unreasonable period will warrant peremptory disallowance upon presumption of abandonment.

In the "Oregon and Washington claims" there is not a single case waiting to be reached for examination. All those reported as "on hand" are suspended; and the vast majority have been suspended for many years. These claims originated in 1885 and 1886. Five years elapsed before the United States made any provision for their adjudication, and in that interval, and in the interval which has since elapsed many of the parties have died or removed, and the heirs of decedents have become scattered; thus making very difficult to communicate with interested parties. Under such circumstances any speedy application of the presumption of abandonment would be harsh.

In the claims for vessels, etc., lost in military service it is also true that there is not a single case waiting to be reached in its order for examination. Within about two years the number reported "on hand" has been reduced from about 60 to 18.

The 18 remaining "on hand" are all suspended cases, and nearly all have been in that condition for long periods.

As fast as the requirements of justice will permit they will be in some way finally disposed of.

ARMY PENSION DIVISION.

As to the arrears of business pending in this division March 1, 1887, I have the honor to state that the 2,086 "notifications" on hand March 1, 1887 (date of report), were received at this office during the month of February, and were entered on the books by March 5, representing about two days' work of the "Record" section.

These reports vary in the number received during different months. There are now on hand about 1,400, which will be entered on the books by the following day. Notifications dated in February are received at this office up to March 20. It is, therefore, impossible to enter the February notifications during that month. The purpose is, to have all, or nearly all, the notifications received during the month entered on the books at the end of that month. This is practically accomplished, the pending reports at the end of the month never representing more than two or three days' work.

The 130 accounts consist of 56 "Army pensions" and 74 "arrears of Army pensions." The latter contain but few vouchers and of small amounts, and are settled annually instead of quarterly. For months agents make no disbursements on account of "arrears." These accounts are allowed to accumulate, as a matter of convenience, in the distribution of the office work.

Of the 56 "Army-pension" accounts, 32, representing 98,479 vouchers, had been examined and entered, and were only awaiting the return of suspended vouchers sent to agents for correction.

The remaining 24 accounts, representing 32,759 vouchers, consist of accounts for the fourth quarter, 1886, and the month of January, 1887, which were received at this office during the latter part of February. The accounts are settled quarterly and were necessarily on hand at date of report, March 1, 1887.

The accounts for one quarter are in hand and near enough completion to avoid loss of time when the accounts for the following quarter are received. Seventeen accounts of third quarter, 1887, have been received at this office and are now under examination. They represent 356,842 vouchers. Of this number 119,235 have been examined. The purpose of the dispatch in the examination of vouchers is to notify agents of erroneous payments before payments are made for the succeeding quarter.

This is usually accomplished when agents are prompt in forwarding their accounts.

HORSE CLAIMS DIVISION.

In my report of March 1 last it was stated that the whole number of horse claims on hand was 9,545. It was not intended to convey the impression that all of these claims and the work incident to their settlement should be classed as "arrears of business pending."

Without an understanding of the character of these claims, of the methods adopted to further prompt adjustment of them, and a knowledge of the delays incident to the presentation of the additional testimony required to substantiate a claim, it would perhaps be natural to presume that all claims filed and unsettled for horses lost in the military service more than twenty years ago are in "arrears." The fact is, however, that the largest proportion of these claims were filed between the dates of the going into effect of the two statutes of limitation of filing, and therefore have not the age that might be inferred from the dates of losses, as set up by the claimants.

The term "arrears," however, as applied to the condition of the work in progress necessary to a satisfactory disposition of these claims, is not warranted by the facts. While the statute has for nearly four years prohibited the further filing of claims, there is no law requiring claimants to prove their claims within any specified time. Once filed, a claim may be held a reasonable time for other proof of its validity before settlement.

After the expiration of a reasonable time the claim can be rejected for want of requisite evidence to support it. An arbitrary rejection because of incomplete testimony does not operate as a final rejection of the claim. Hence, a wholesale rejection of claims of this character, in the absence of a law cutting off the right to further prosecute the claim, would only result in the transfer of the papers from one set of files to another. Their status would be changed only by removing them from one condition of suspense to another of a different degree. The claimant has the right on presenting additional and material testimony to have a rejected case reopened and reconsidered, in which case the papers are taken from the rejected files and reviewed.

Claims not subjected to this method of disposition are held for proof called for by correspondence with claimants or their attorneys, and with officers having the custody of records. While awaiting such proof they can not be hurried to settlement.

As fast as the proofs are presented the cases are taken up and disposed of. Strictly speaking, this is current work, and of the class that can not be expedited by any increased effort or labor on the part of the clerks in charge of it.

There are a large number of claims which accrued before the war of the rebellion. These are held for evidence that claimants were loyal to the Government during that war, and should not be classed as "work in arrears."

After carefully looking over the whole situation of the business of this division as it stands to-day, and on comparing it with its condition on March 1, 1887, nine months ago, I am pleased to report that no part of the current work is in arrears. In the disposition of cases the division has made more rapid progress the past year than at any other period of its existence.

There have been added to the 9,545 cases on hand March 1, 1887, 334 claims by reason of their having been reopened after rejection and the filing additional testimony justifying a review, making a total of 9,879 cases. Of these, 2,893 have since been allowed or rejected, leaving on hand at this date 6,986. A continuation of this improved condition of the work of this division ought to result in the further reduction of the claims on hand during the coming twelve months to less than half their present number.

COLLECTION DIVISION.

There are at this date 149 cases in this division on hand and undisposed of as against 312 on March 1, last. This has been accomplished notwithstanding an unusual number of cases were referred by you during August and September last, from the Department of Justice and the Court of Claims, requiring a close and careful examination of accounts on file in this office.

The cases undisposed of at this date can, in no sense, be termed as work in arrears, but can be fairly classed as current work, since with few exceptions they have been received in that division during the month of November.

MILITARY DIVISION.

It is perhaps proper that I should state here, and the remark will apply to every division in this office, that it is impossible to determine with any degree of certainty the amount of work on hand by a mere array of figures. If all the accounts and returns on hand were approximately alike as to the multiplicity of papers, the character and size of the disbursements of money, and the transfer and expenditure of property, a comparatively close estimate could be made from a tabular statement exhibiting the numbers of accounts and returns on hand at the closer of each month.

If the accounts and returns adjusted in this division were received direct from the disbursing officers, and the action in this office was final, a closer exhibit could be made; but they first pass through administrative action in the proper military bureaus and are transmitted to this office in irregular quantities and periods, and when adjusted are sent to the Second Comptroller and there remain indefinite periods, corresponding, of course, to a greater or lesser extent upon the bulk of the papers and the intricacy of the settlements made. Settlement of a subsequent period can not be made while accounts of a prior period await confirmation, it being in the interest of economy for an officer to have an opportunity to make necessary corrections before subsequent accounts are adjusted.

The present indications are that unless some unforeseen difficulties arise the number of accounts and returns adjusted and the amounts involved therein will be greater the present fiscal year than any previous year in my administration of the Third Auditor's Office.

I beg to reiterate the remark made in my annual report for the fiscal year 1887, that at present we are as close to the military bureaus and the Second Comptroller as it is possible or profitable to be.

The accounts and returns on hand are of various sizes, and require different degrees of skill and different amounts of labor to adjust. Some of them it will require an expert clerk some weeks to settle, while a clerk can settle several of the small ones in a single day.

From an inspection of the records of this division I find that during the period from March, 1886, to November, 1886, 3,502 accounts, involving \$7,948,827.86, were received, and 3,087 accounts, \$10,745,639.65, were settled, and 5,041 returns were received and 4,701 returns were settled; and that during the corresponding period of the present year 4,409 accounts, involving \$6,841,417.22, were received, and 3,847, involving \$13,114,944.42, were adjusted, and that 4,539 returns were received and 5,275 returns settled; so that 760 accounts, involving \$2,369,244.77, and 574 returns more were adjusted during the period from March to November, 1887, than during the corresponding period in 1886.

MISCELLANEOUS DIVISION.

The 226 reimbursement claims reported on hand March 1 last have all been disposed of. At this time there are 95 claims pending; 16 are awaiting replies to "inquiry cards" mailed to pension agents, 10 are under investigation by the secret service division of the Pension Office, and the remainder, 69, are awaiting additional evidence called for by this office. The claims now pending were filed as follows:

April, 1887.....	1
May, 1887.....	1
June, 1887.....	3
July, 1887.....	2
August, 1887.....	5
September, 1887.....	14
October, 1887.....	:0
November, 1887.....	49
Total.....	95

With this showing, which is exceedingly gratifying, I respectfully submit that the necessity does not exist for increasing the number of hours of labor to be performed by the clerks in this office.

Very respectfully,

Hon. C. S. FAIRCHILD,
Secretary of the Treasury.

JNO. S. WILLIAMS,
Auditor.

TREASURY DEPARTMENT, FOURTH AUDITOR'S OFFICE,
Washington, D. C., November 26, 1887.

SIR: Replying to yours of the 23d, which asks for a report from this Bureau for Senator F. M. Cockrell, chairman of the Senate Select Committee, I have the honor to submit the following:

Of the 395 unsettled claims on hand March 1, 1887, in the general claim division, 269 have been adjusted, leaving 126 still unsettled. Of that number 61 were, until recently, awaiting the decision of the Supreme Court in the Mullan case, and all except one or two of these are incomplete and require additional evidence; the remaining 65 are either incomplete or awaiting the decision of the Supreme Court in a test case now before the court.

Of the 80 claims in the prize division on the 1st of March, 1887, 3 have been settled; the remainder can not be adjusted until the claimants have completed them. These cases are for prizes captured twenty-five years ago, and it is with great difficulty that the accounting officers can be furnished with satisfactory evidence of the claimants' rights.

Of the 19 accounts on hand in the paymaster's division March 1, 1887, you are informed, that under the regulations a paymaster is entitled to from thirty to sixty days after the expiration of the quarter in which to send in his accounts. The accounts generally come in from all the paymasters about the same time, and at that time it would seem that the office was behind, but the accounts are taken up and settled before those of the next quarter come in.

In the Navy pay and allotment division the accounts remaining on hand March 1, 1887, have all been settled; they are the accounts of Navy pay agents and are received and settled in a manner similar to the paymasters' accounts.

In my annual report for this year it will be observed that at the end of the last fiscal year there were no accounts remaining unsettled in this division, something which has not occurred for years.

In my letter of the 22d of May, 1887, to you, transmitting detailed statement of the work of this Bureau for Senator Cockrell's committee, I said: "The apparent delay in the settlement of claims in this office is due principally to the neglect or inability of the claimants to present the required evidence to complete their cases, and in many instances there are questions of law involved that are before the courts for decision, and the claim is suspended until the question is adjudicated."

This Bureau is up with all of its current works. No additional number of working hours would be able to bring the work any nearer up to date.

With the exception of a few claims the work of this Bureau is auditing the accounts of disbursing officers, and as it is a settlement by the Government with one of its officers the parties to whom the money is paid does not suffer from apparent delay, nor would they from actual delay, because they have already received their money before the accounts are sent here for settlement.

Very respectfully,

Hon. C. S. FAIRCHILD,
Secretary of the Treasury.

C. M. SHELLEY,
Auditor.

TREASURY DEPARTMENT, FIFTH AUDITOR'S OFFICE,
Washington, D. C., November 25, 1887.

SIR: In answer to your communication of the 23d instant, transmitting a statement of Senator F. M. Cockrell, chairman of the Senate Select Committee, concerning arrears of business pending in this Bureau and not disposed of March 1, 1887, to wit:

In miscellaneous division, "39 cases" (page 312).

In internal-revenue division, "5,567 matters" (page 314).

In diplomatic and consular division, "33,412 matters" (page 316).

I have the honor to state the explanation regarding the work of the diplomatic and consular division is: That the accounts (295) included those in process of adjustment and such as were suspended for information.

The number thus conditioned was very small considering the amount of this character of business annually transacted. The numbers of Fifth Auditor's reports and of Comptroller's certificates, 8,155 each, respectively, remaining uncopied, were those of the Alabama judgments returned for the completion of the office records. They are being copied and indexed at intervals when the copyists are not busy with current work. The letters remaining uncopied (2,407) are also work of an uncurrent nature, done at times when the clerk is not employed on current work. They are letters to be transcribed from the press-copy books into permanent records.

The 14,400 numbers of consular certificates to invoices and debentures from returns of collectors of customs, which were undisposed of, included only a part of the February returns, then being worked off, and involved but a few days' work until the returns of March would come in.

The accounts stated in the internal-revenue division of this office are received each quarter from the Internal Revenue Bureau. It occurs that at some period in each quarter this division is flooded with accounts and vouchers, as was the case on March 1, 1887. At that time there were before the division 187 accounts, with 5,380 vouchers, nearly all of which were stub-books of tobacco, spirit, and oleomargarine stamps, each book of stubs constituting a voucher. None of the accounts coming before the internal-revenue division of this office are carried over to a succeeding quarter unless there may be an occasional one held up for information or proper vouchers.

The work of the miscellaneous division is not in arrear. The 39 cases as reported "undisposed of" are for the most part awaiting the decision of the First Comptroller, in cases which are now before him involving the same questions.

Respectfully, yours,

ANTH. FICKHOFF,
Fifth Auditor.

Hon. HUGH S. THOMPSON,
Acting Secretary of the Treasury.

OFFICE OF THE AUDITOR OF THE TREASURY
FOR THE POST-OFFICE DEPARTMENT,
Washington, D. C., November 30, 1887.

SIR: Permit me to acknowledge receipt of your letter of the 23d instant, calling my attention to the statement of Hon. F. M. Cockrell, chairman of the Senate Select Committee, relative to the arrears of business pending in this Bureau and not disposed of March 1, 1887, in which letter you request a report upon the present condition of said business.

In reply, I report by divisions, being the most concise form; first quoting from Mr. Cockrell's statement as to the arrears in each division March 1, and following with a statement of the present condition.

Collecting division, March 1, 1887.—16,212 general postal accounts of late postmasters (page 321, Mr. Cockrell's statement).

About 5,000 of these remain unadjusted, held for various causes, some awaiting completion by action of late postmasters, others requiring proof as to legal representatives of deceased postmasters, but none are held by reason of non-action of this office.

Stating division.—64,802 quarterly accounts of postmasters and late postmasters (page 324).

There being over 55,000 present postmasters, each having an account, 55,000 of the 64,802 should not in any sense be classed as in arrears. The 9,802 have been disposed of by transfer to collecting division, and any remaining unacted upon in that division are included in the 5,000 reported as still remaining in collecting division.

8,201,031 money orders and postal notes to enter March 1, 1887, which had been inspected and checked, and it was reported that all of the entire number would be filed by September 1, 1887 (page 341). These have all been filed and the work upon them completed.

In foreign division.—1,866,387 coupons and international orders to be examined, checked, and filed, of which 1,163,934 had been assorted alphabetically into offices and numerically arranged preparatory to checking (page 345).

During the calendar years 1880, 1881, 1882, 1883, 1884, and the first six months of 1885 these coupons, which are the only means of verifying the lists of money-orders issued by postmasters in the United States for payment in foreign countries, were not compared with statements or checked, and the accounts of postmasters were, during that time, audited without such verifications being made. Commencing with July 1, 1885, the coupons upon all orders issued since that date have been compared. During the months of May to December, 1885, I had the coupons pertaining to the year 1880 compared and verified, and the 1,866,387 coupons remaining are the coupons of orders issued in 1881, 1882, 1883, 1884, and the first six months of 1885. This work is being pushed as vigorously as the current work of the office will permit, and I hope to have it completed within the next twelve months.

In book-keeping division.—8,820 accounts of late postmasters (page 255). This report of accounts refers to the ledger accounts of late postmasters, which show a balance, either debit or credit, and as each account is closed upon the collecting division the same account upon the ledger is closed. The report of the collecting division, therefore, embraces these same accounts.

This work may be called up to the current work, as the number of such accounts at this date does not exceed 4,000.

In missing and unaccounted for money-order division.—98,899,887 orders to be re-counted; 101,051,681 entries to be examined (page 362).

From the commencement of the money-order system until July 1, 1885, no current record of missing money orders was kept.

The work of recounting was commenced in 1883, and the orders issued from 1864 to 1871 have been recounted and lists of missing orders prepared. The orders yet to be examined are the orders from 1871 to 1885.

This work is solely a work of perfecting the records of the office and in no way affects the current business.

It gives me pleasure to report that whenever I have requested the clerks employed in this Bureau to give additional time to the duties of their desks, as I have repeatedly done when the business of this office so required, the response of the very great majority has been hearty and zealous.

Respectfully,

D. McCONVILLE,
Auditor.

Hon. HUGH S. THOMPSON,
Acting Secretary of the Treasury, Washington, D. C.

TREASURY DEPARTMENT, FIRST COMPTROLLER'S OFFICE,
Washington, D. C., November 25, 1887.

SIR: I am in receipt of your communication of November 23, in which, after stating that Senator Cockrell, chairman of the Senate Select Committee, has referred to the fact that on the 1st day of March, 1887, there were 972 accounts remaining unadjusted in this Bureau, you ask that I report to you the present condition of the work, and whether, in my judgment, said work can be brought up by increasing the number of hours work to be performed daily by the clerks in this Bureau.

In reply I have the honor to state that it is true that on the 1st day of March last 972 accounts were on hand unadjusted in this office; but I beg to state that that number of accounts did not constitute more than from twelve to fifteen days' work of the force employed. I find upon examination that in the month of February last 2,081 accounts were examined, more than twice as many as were left on hand at the end of the month. During the month of October 2,223 accounts were adjusted, leaving unadjusted 1,233. There are now on hand unadjusted 1,143 accounts. Nearly 70 are daily received, on an average, so that you will readily see that it would require only about fifteen days' work to adjust the accounts now remaining on hand. It is true that while those accounts are being adjusted more will come in; but it is impossible to keep the work absolutely up to date. Some accounts require the time of a clerk for from a month to six weeks in their examination; others for a week or ten days; and the number of accounts will temporarily increase. Some accounts, too, are held up awaiting explanations from the parties presenting them.

I therefore consider that the work is practically well in hand, and that there is no necessity of requiring that the clerks work an extra number of hours. I beg to state, however, that in particular instances where the work seemed to accumulate I have

requested that the clerks perform extra service, and that request has been cheerfully complied with. I will state also that the number of accounts now on hand is a little larger than the average, owing to the fact that more accounts are received during the first than during the second half of the month.

Very respectfully,

M. J. DURHAM,
Comptroller.

Hon. HUGH S. THOMPSON,
Acting Secretary of the Treasury.

TREASURY DEPARTMENT, SECOND COMPTROLLER'S OFFICE,
Washington, D. C., December 6, 1887.

SIR: I am in receipt of your communication of the 23d ultimo requesting me to state the present condition of the work in this office in arrears on March 1, 1887, as shown by your report to Senator Cockrell.

I beg leave to make the following report:

(1) The condition of the work in this office at the close of the month of November, 1887, is shown in detail by the reports of the seven chiefs of division hereto appended. From these it appears that there were pending in this office on December 1, 1887, 2,478 claims and accounts; on March 1, 1887, 2,664 claims and accounts, as follows:

	Mar. 1, 1887.	Dec. 1, 1887.
Army back-pay and bounty division.....	2,169	1,269
Army paymasters' division.....	181	60
Army pension division.....	7	35
Quartermaster's division.....	138	161
Navy division.....	45	76
Indian division.....	89	182
Miscellaneous division.....	35	695
Total.....	2,664	2,478

From these divisional reports it will be seen that the estimated time to dispose of all cases pending December 1, 1887, in but one division exceeds thirty days. In the Navy division, ten days; in the paymasters', fourteen days; in the back-pay and bounty, twenty days; in the Army pension, twenty-two days; in the miscellaneous claims, thirty-five days, and in the Indian and Quartermasters' division, thirty days each. Therefore to dispose of all matters awaiting settlement in this office upon December 1, 1887, I estimate that a time not exceeding thirty days would be necessary.

(2) You inquire "whether, in your judgment, said work can be brought up by increasing the number of hours of labor performed by the clerks in your Bureau."

Since my previous report as to the condition of work on March 1, 1887, there has been a reduction of 8 in the clerical force in this office, making a total reduction of 20 within two years. I believe that with the remaining clerks the work can be kept within a limit of thirty days from any given date. I do not consider the present departmental hours (9 a. m. to 4 p. m.) excessive, but I should hesitate before recommending a permanent extension of working hours in this office, for I do not consider that the sanitary condition of that part of the Treasury Building occupied by the clerks of this Bureau (the easterly side) is such as to justify the attendance of clerks for a longer period in each day than seven hours.

Respectfully submitted.

Your obedient servant,

SIGOURNEY BUTLER,
Comptroller.

Hon. CHARLES S. FAIRCHILD,
Secretary of the Treasury.

TREASURY DEPARTMENT, SECOND COMPTROLLER'S OFFICE,
Washington, D. C., December 1, 1887.

SIR: I have the honor to make the following report of the work performed in the Indian division from March 1, to November 30, 1887:

On March 1, 1887, there were on hand 89 accounts. Since that time, and up to and including November 30, 1887, there have been received 2,370 accounts, making a

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total of 2,459. Of these, all have been adjusted (not including 11 returned to the Auditor without final action) except 182, not exceeding thirty days' work of the division.

The average number of clerks employed, and the accounts received and disposed of in each month, will appear from the following table:

Month.	Accounts received.	Accounts revised.	Average number of clerks.
On hand March 1, 1887.....	89		
March.....	278	313	4.59
April.....	182	192	4.96
May.....	209	211	4.73
June.....	201	196	4.00
July.....	217	235	4.48
August.....	254	206	5.27
September.....	282	267	4.62
October.....	396	336	4.92
November.....	351	310	
Total.....	2,459	2,266	

The increase in the number of unsettled accounts is largely accounted for by the fact that the clerical force of the Indian division has been reduced by 1 copyist, and, in my opinion, is now insufficient to properly and safely transact the business.

The labor of managing the Indians is becoming more and more complicated each year; the number of disbursing officers is increasing and the labor of handling the accounts becomes greater. Civilization necessarily involves a multiplication of details. The number of appropriations have increased and are becoming more specific, while their scope and object vary each year.

The accounting officers are acting the part of disbursing officers in auditing individual claims before payment is made and as shipping and forwarding agents in the transportation of supplies purchased at remote points from their places of use and consumption.

While all this augments the labor of handling the accounts, it is conceded that it can be done in this manner at less expense than would be necessary if claims were paid before auditing and regular shipping agents and officers employed. Notwithstanding the many thousands of packages transported to distant points for the last three years, not one has been lost for which the value has not been recovered. This fact speaks loudly in praise of the system and records employed in managing this business.

Very respectfully,

J. D. TERRILL,
Chief of Division.

Hon. SIGOURNEY BUTLER,
Second Comptroller.

TREASURY DEPARTMENT, SECOND COMPTROLLER'S OFFICE,
ARMY BACK-PAY AND BOUNTY DIVISION,
Washington, D. C., December 1, 1887.

SIR: I have the honor to submit the following report for the nine months ending November 30, 1887, showing the number of arrears of pay and bounty claims received and disposed of:

Months.	On hand first day of month.	Received.	Disposed of.	Average number of clerks.
March.....	2,169	2,033	2,372	15.28
April.....	1,830	1,793	1,927	14.79
May.....	1,696	1,421	1,942	12.84
June.....	1,175	1,837	1,716	11.90
July.....	1,296	1,965	1,250	11.33
August.....	2,011	1,281	1,569	10.22
September.....	1,723	1,416	1,567	10.50
October.....	1,572	1,470	1,541	10.25
November.....	1,501	1,492	1,724	10.94
December.....	1,269			

On March 1, 1887, there were 2,169 claims on hand and unadjusted. During the period above stated 14,708 claims were received and 15,608 were disposed of, thus leaving 1,269 claims on hand and unadjusted on December 1, 1887; estimated to be twenty days' work for 11 clerks.

Very respectfully,

Hon. SIGOURNEY BUTLER,
Second Comptroller.

W. P. MONTAGUE,
Chief of Division.

TREASURY DEPARTMENT, SECOND COMPTROLLER'S OFFICE,
ARMY-PENSION DIVISION,
Washington, D. C., December 1, 1887.

SIR: In compliance with your directions for a report of the operations of this division from March 1 to November 30, inclusive, 1887, I have the honor to submit the following:

There were pending March 1, 24 accounts and claims. Subsequent to that date there had been received up to the close of business on November 30, ultimo, 1,929 accounts and claims, making a total of 1,953. Of that number 1,918 have been disposed of, leaving 35 still to be adjudicated, namely, 6 accounts of pension agents and 29 claims of deceased pensioners.

The following table shows the number of accounts received and disposed of during each month, as well as the average number of clerks employed:

Month.	Accounts received.	Accounts revised.	Average number of clerks.
March	344	309	8
April	207	223	8.67
May	212	212	8.67
June	106	136	8.67
July	281	244	8.67
August	162	191	8.67
September	216	204	7.67
October	192	207	7.67
November	209	192	7.67
Total.....	1,929	1,918	

The business awaiting adjustment is estimated not to exceed the work of the division for twenty-two days, and, in my judgment, 8 clerks are sufficient to dispose promptly of all business transacted by this division.

Very respectfully,

Hon. SIGOURNEY BUTLER,
Second Comptroller.

T. O. W. ROBERTS,
Chief of Division.

TREASURY DEPARTMENT, SECOND COMPTROLLER'S OFFICE,
Washington, D. C., December 1, 1887.

SIR: I have the honor to make the following report of the work performed in the Army paymaster's division of this office from March 1 to December 1, 1887.

On March 1 there were on hand 181 accounts. Since that date and up to and including November 30 there have been received 963 accounts, making a total of 1,144.

Of said accounts, 60 remain undisposed of at the present date, viz, 46 Army paymaster, 12 Soldiers' Home, and 2 special Army accounts, not exceeding two weeks' work of the division.

The average number of clerks employed and the accounts received and disposed of in each month will appear from the following table:

Month.	Accounts received.	Accounts revised.	Average number of clerks.
March.....	143	155	8
April.....	164	151	8
May.....	80	128	8
June.....	163	219	8
July.....	111	89	8
August.....	57	108	8
September.....	67	45	8
October.....	99	101	6.67
November.....	79	88	6.92
Total.....	963	1,084	.....

Very respectfully,

Hon. SIGOURNEY BUTLER,
Second Comptroller.

G. McCORKLE,
Chief of Division.

TREASURY DEPARTMENT, SECOND COMPTROLLER'S OFFICE,
Washington, D. C., November 30, 1887.

SIR: I have the honor to make the following report of the work of the quartermaster's division of this office from March 1 to December 1, 1887:

On March 1 there were on hand 138 accounts. Since that date and up to and including November 30 there have been received 1,688 accounts, making a total of 1,826. Of these, all have been disposed of except 161, as follows: 46 quartermaster, 96 subsistence, 8 engineer, and 11 signal accounts.

The following table shows the number of accounts received and disposed of each month, and the average number of clerks employed, the figures varying according as the accounts happen to be large or small:

Month.	Accounts received.	Accounts revised.	Average number of clerks.
March (on hand, 138).....	158	188	9
April.....	193	178	8
May.....	170	197	8
June.....	204	198	8
July.....	190	208	7½
August.....	191	123	7
September.....	151	79	8
October.....	236	186	8
November.....	194	308	7.16
Total.....	1,688	1,665	.....

The 161 accounts now on hand are equivalent to about a month's work of the division, and the present clerical force is adequate.

Very respectfully,

Hon. SIGOURNEY BUTLER,
Second Comptroller.

CHAS. H. BRICE,
Chief of Division.

TREASURY DEPARTMENT, SECOND COMPTROLLER'S OFFICE,
Washington, D. C., December 1, 1887.

SIR: In the Navy division there are now on hand 23 accounts and 53 claims, in all 76.

Of the accounts, 20 are of Navy paymasters; of the 53 claims, several pertain to the Minnesota and the New Hampshire, and are awaiting information from the Navy Department.

I estimate these accounts and claims to be about ten days' work of the division.

The following statement will show in detail the number of accounts on hand March 1, 1887, the number received and revised from that date to this, and the number of clerks who have done the work, month by month :

Date.	Accounts on hand.	Accounts received.	Accounts revised.	Accounts remaining.	Number of clerks.
March 1, 1887	45	269	241	73	6
April 1, 1887	73	213	253	33	6
May 1, 1887	33	202	192	43	6
June 1, 1887	43	218	214	47	6
July 1, 1887	47	175	181	41	4
August 1, 1887	41	221	211	51	4
September 1, 1887	51	227	217	61	4
October 1, 1887	61	220	207	74	4
November 1, 1887	74	247	245	76	4
Total received and revised		1,992	1,961		

Very respectfully,

GEO. H. FRENCH,
Chief of Division.

The SECOND COMPTROLLER.

TREASURY DEPARTMENT, SECOND COMPTROLLER'S OFFICE,
MISCELLANEOUS CLAIMS DIVISION,
Washington, D. C., December 1, 1887.

SIR: I have the honor to make the following report of the work of this division from the 1st day of March, 1887, to the 30th day of November, 1887, inclusive, with the number of claims on hand March 1 and December 1, 1887 :

Month.	On hand.	Received.	Revised.	Average number of clerks.
March	75	258	295	5½
April		1,009	808	5
May		969	1,027	4½
June		1,786	1,627	4½
July		881	821	4
August		639	754	3½
September		447	243	3
October		1,008	825	3½
November		1,077	1,054	3½
December	695			
Total		8,074	7,454	

Total number of claims on hand March 1, 1887 75
 Total number received from March 1 to November 30, 1887 8,074

8,149

Total number revised from March 1 to November 30, 1887 7,454

On hand December 1, 1887 695

Six hundred and ninety-five claims equal about thirty-five days' work of the division.

Respectfully submitted.

JNO. H. KEATLEY,
Chief of Division.

Hon. SIGOURNEY BUTLER,
Second Comptroller.

WAR DEPARTMENT.

Your committee received the following communication from the Secretary of War, and the accompanying reports :

WAR DEPARTMENT,
Washington City, December 1, 1887.

SIR: I have the honor to acknowledge the receipt of your letter of the 7th ultimo, inclosing a statement of the amount and character of business pending and undisposed of, on the 1st of March last, in the various divisions of this Department, and of the work pending which delays the transaction of business in other divisions of this Department or in offices of other Executive Departments.

In reply I beg to transmit copies of reports on the subject from the chiefs of Bureaus of this Department in which such work was pending.

The Paymaster-General states, with reference to the 2,184 inquiries reported unanswered, that these inquiries are received daily through the entire month, and that many were received in the latter days of the month, and had only been in the office a short time; that the delay in acting upon paymasters' accounts is unavoidable, owing to the time necessarily consumed in reporting suspensions to the various paymasters and obtaining their answers; that the arrears in the correspondence division have been explained by him in a special letter to you; that in the examining division the amount on hand (22) represents the number of paymasters' accounts, the other figures giving the number of vouchers contained in those accounts; and that in the finance division the amount on hand represents soldiers' deposits held for verification with paymasters' accounts, and would all probably be disposed of during the month.

The disbursing clerk states that the cases pending in his office on the 1st of March last were all disposed of by the 5th of that month.

The Acting Judge-Advocate-General states that the 22 applications for copies of proceedings of courts-martial, and the 71 applications for abstracts of proceedings of courts-martial, on hand March 1, 1887, have all been disposed of.

The Surgeon-General states that the arrearage of 1,293 calls for medical evidence in pension claims was practically entirely disposed of by the 14th of March last, and that since that date no case has been permitted to fall in arrear.

The Chief of Ordnance states that the present clerical force is sufficient for the current work, but not to bring up the work that is in arrears, and that an increase of six clerks for two or three years to the regular office force will bring up all the back work.

The Chief of Engineers states, with reference to the 65 disbursing accounts not fully posted in ledger, that it is impracticable that such work should always be up to date, as these accounts require detailed examination before transmission to the Auditors; and that the letters alluded to were recorded and indexed by October 14.

The Quartermaster-General states that the arrears of business in his office referred to do not delay the transaction of business in other Bureaus of the War Department or in other Departments; that many of the money accounts reported as pending were awaiting the receipt of the returns of quartermaster's stores, and others were awaiting replies from officers who had been advised of differences arising in the examination of their accounts; that the clothing and equipage returns reported are not properly in arrears, because those received each quarter must be held for comparison with those received during the succeeding quarter; that the transportation accounts reported consisted of those received on the 1st of March last and a few days previous; that the claims and accounts for regular supplies and the miscellaneous claims reported were awaiting the receipt of evidence called for; that of the 3,222 claims under act of July 4, 1864, reported, only 348 now remain to be adjudicated.

The Commissary-General of Subsistence states that the 1,084 accounts and returns reported have long since been examined and transmitted to the accounting officers; that of the 1,086 claims of prisoners of war for commutation of rations and the 500 miscellaneous claims, many of them have been disposed of, and any that may still be pending are awaiting the receipt of evidence which has been called for.

The Chief Signal Officer states that the 491 cases pending for examination and action have been acted on as far as the data at hand will permit, but 134 are necessarily held until the examination of the returns for the next succeeding quarter has been made; that the meteorological record, which was apparently behind, has been discontinued as not being practicable under the law regarding publications; that the international summary is up to date, and not behind, as data for it cannot be collected before the end of the year because of the remoteness of several of the international stations; that the 25 back indexes of letters received and sent referred to the copying of rough indexes into the regular index-books, which work has been discontinued, and that the arrears in the telegraph and property accounts were due to

the system in vogue when the present Chief Signal Officer assumed charge, which system has been superseded by one that will prevent such delays in the settlement of these important cases.

The Adjutant-General states that of the 4,000 cases relating to enlisted men, etc., reported, 2,300 are now pending, 1,100 of which are applications for the removal of charge of desertion under act of July 5, 1864; that the total number of cases on hand in the volunteer service division is 20,916, 4,704 having been filed from March 1 to June 3, 1887, and about 90 additional cases received each month; that the number of inquiries from the Pension Office, Auditors, and others has been reduced from 2,364 on the 1st of March last to 1,848; that the number of pension calls on hand in the enlisted volunteer pension branch and the several divisions in which reports are prepared on pension and Auditors' cases has been reduced from 20,031 to 12,655, while the calls from the Second Auditor, which numbered 6,251, are now 5,823; and that the 22,697 calls reported on hand in the pension record division represented the total number of calls on hand, which is now 12,655. The Adjutant-General says that full recognition of the importance of pension and kindred work has caused a reduction of the other divisions of his office to the minimum force necessary for the transaction of current business, and it is therefore not practicable to increase the present pension force, but that desk accommodation could be provided for fifteen or eighteen additional clerks, if it should be deemed necessary to make a detail from other Bureaus of the Department.

Very respectfully, your obedient servant,

WILLIAM C. ENDICOTT,
Secretary of War.

Hon. F. M. COCKRELL,
Chairman Select Committee, U. S. Senate.

[Indorsement.]

PAYMASTER-GENERAL'S OFFICE, November 11, 1887.

Respectfully returned to the honorable Secretary of War.

With reference to the inquiries reported unanswered in the volunteer division of this office, referred to in the within inclosure, I have to remark that these inquiries are received daily through the entire month, and that many were received in the latter days of the month and had only been in the office a short time.

The report of that division for the month of September shows as follows:

On hand September 1.....	2,206
Received during the month.....	2,305
	4,511
Disposed of during the month.....	3,406
	1,105

The report for the month of October shows as follows:

On hand October 1.....	1,105
Received during October.....	2,356
	3,461
Disposed of during the month.....	2,102
	1,359

The reports of the month vary as to the number of inquiries received and the number answered. The replies are attended with more or less labor and search, and can not be the same as to number. The inquiries are answered (with the exception of some few additional bounty cases, requiring extraordinary labor and search of the records) within thirty days from their receipt.

WM. B. ROCHESTER,
Paymaster-General, U. S. Army.

PAYMASTER-GENERAL'S OFFICE, November 22, 1887.

In addition to the foregoing, I have the honor to report with reference to the business on hand March 1, 1887, on page 171, revising division. The number 33 represents the number of paymasters' accounts then awaiting action. The delay in these cases is unavoidable, owing to the time necessarily consumed in reporting suspensions to the various paymasters and obtaining their answers,

With reference to the amount of work reported on hand in the correspondence division, on page 172, the report was made under a misapprehension of the object of the inquiry, and has been explained in a special letter to Hon. Mr. Cockrell.

The amount on hand represented old letters previous to 1820 which had been taken up to perfect their imperfect office briefing, etc. The necessary action had been taken on them more than half a century since. In this division there was no work on hand calling for official response. Please see printed "Note" under report for this division.

In the examining division, page 173, the amount on hand (22) represents the number of paymasters' accounts, the other figures give the number of vouchers contained in said accounts. The report of this division for the month of October shows only ten accounts on hand November 1.

In the finance division, on page 177, the amount on hand represents soldiers' deposits, held for verification with paymasters' accounts, and would all probably be disposed of during the month.

I am satisfied that the business of the several divisions of this office has been transacted with all the expedition consistent with accuracy and a due regard to the interests of the Government.

In the volunteer division I have caused every available man to be employed in the answering of inquiries from the Second Auditor, Adjutant-General, and others, and expect in a short time to reduce the unanswered ones to a small number.

WM. B. ROCHESTER,
Paymaster-General, U. S. Army.

WAR DEPARTMENT, PAYMASTER-GENERAL'S OFFICE,
Washington, November 18, 1887.

SIR: I have the honor to request that the inclosed statement of the amount, etc., of business in the correspondence division of this office be substituted for that found on page 172 of the Department of War correspondence.

The former statement is misleading and erroneous and was made under a misapprehension of the character of the report required. Prior to June 1, 1821, no record was kept of letters received, and letters were filed without being recorded. Experience in searching for data in old claims, etc., rendered desirable the arrangement and record of these papers. They were accordingly taken up for record and erroneously reported in the first statement as "pending business" from a misconception of the scope and intent of the instructions received. So far as any action by the office was concerned, these cases were settled more than half a century since.

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

WM. B. ROCHESTER,
Paymaster-General, U. S. Army.

Hon. F. M. COCKRELL,
Chairman Select Committee on Work in Executive Departments, U. S. Senate.

N. B.—On page 5 of printed correspondence the salary of the superintendent of this building is stated at \$250, and the corresponding foot-note states "per month." The salary is \$250 per year. This could be corrected by a different foot-note.

Amended statement of amount and character of business in the division of correspondence in the office of the Paymaster-General, U. S. Army, from January 1, 1884, to March 1, 1887.

Pending January 1, 1884.	Received, 1884.	Disposed of, 1884.	Pending January 1, 1885.	Received, 1885.	Disposed of, 1885.	Pending January 1, 1886.	Received, 1886.	Disposed of, 1886.	Pending January 1, 1887.	Received, 1887.	Disposed of, 1887.
None.	9,052	9,052	None.	8,913	8,913	None.	9,126	9,126	None.	1,425	1,425
.....	9,560	9,560	.....	1,870	1,870	.....	.....	.....	.....	.....	.....
.....	18,612	18,612	.....	10,783	10,783	.....	9,126	9,126	.....	1,425	1,425

The above amended statement shows the actual condition of business for the period named. In point of fact, there was no unfinished business in the division, the work on the old papers being simply their rearrangement to facilitate reference for examination. An oversight occurred in omitting to report papers sent to the "files" as having been "disposed of."

[Indorsement.]

WAR DEPARTMENT, DISBURSING OFFICE,
November 11, 1887.

Respectfully returned to the honorable Secretary of War, with remark that the cases pending in this division on March 1, 1887, as shown in the within papers, were unpaid salaries for the previous month and miscellaneous accounts for which no demands were made February 28, 1887. All were disposed of by March 5, 1887.

WM. S. YEATMAN,
Disbursing Clerk.WAR DEPARTMENT, JUDGE-ADVOCATE-GENERAL'S OFFICE,
Washington, D. C., November 18, 1887.

SIR: I have the honor to acknowledge the receipt of a copy of a communication from Hon. F. M. Cockrell, inclosing a statement of the amount and character of business pending and undisposed of in the various "divisions" of the War Department. Under the head of Office of the Judge-Advocate-General of the Army, reference is made to certain work pending and undisposed of on March 1, 1887, to wit: 71 applications for abstracts of proceedings of trials, and 22 applications for copies of proceedings of courts-martial, with the remark: "If the 3 clerks, class \$1,000, detailed to this office to bring up the work of copying from letter-press copy-books into record-books, were assigned to the work of answering these 71 and 22 applications for abstracts and information and copies of court-martial proceedings, the work could be quickly completed."

To this I have the honor to reply as follows:

The 3 detailed clerks referred to were assigned to duty in this office November 23, December 13, 1886, and January 17, 1887, respectively, on my representation to the Secretary of War of the necessity of additional clerical force to bring up the work of furnishing copies of records of courts-martial to parties tried, and of transcribing reports, indorsements, etc., into the permanent record books of the office, which work at that time was greatly in arrears. The clerks detailed have been employed at this work, and it is now nearly completed. The 22 applications for copies of proceedings of courts-martial on hand March 1, 1887, have all been disposed of, together with a large number received since that time. At the present date but 8 applications remain to be filled, which will be done on or before the end of this month. To show the extent of this work, I would state that 11,145 legal-cap pages of court-martial records were copied and compared during the year ending September 30, 1887, and since that date 1,267 pages have been copied.

In furnishing abstracts of proceedings of courts-martial (charges, specifications, findings, and sentence), 2 clerks are constantly occupied, which is all the force that could be spared to this branch of the work without detriment to other public business of the office. The 71 cases pending on March 1, 1887, have all been disposed of, together with 934 cases which have been received since that time. There are now about 100 cases on hand, all of which will be disposed of in from ten to twelve days.

Very respectfully, your obedient servant,

G. NORMAN LIEBER,
Acting Judge-Advocate-General.Hon. WILLIAM C. ENDICOTT,
Secretary of War.

[Indorsement.]

WAR DEPARTMENT, SURGEON-GENERAL'S OFFICE,
November 17, 1887.

Respectfully returned to the Secretary of War, with the remark that while there was 1,293 calls for medical evidence in pension and other claims pending and undisposed of in the record and pension division of this office on the 1st of March, 1887, the arrearage was practically entirely disposed of by the 14th of that month, there being only 337 such calls in that division on that day, and every one in the hands of the clerks engaged upon the work. Since that date no case has been permitted to fall in arrears; all calls being returned with the desired report within four working days from the day of receipt.

JNO. MOORE,
Surgeon-General, U. S. Army.

[Indorsement.]

ORDNANCE OFFICE, *Washington, November 12, 1887.*

Respectfully returned to the Secretary of War.

An increase of the clerical force has for many years been asked from Congress.

The present force is efficient, and it is believed to be sufficient for the current work, but not to bring up the work that is behindhand.

The present force is industrious and faithful, and it is not believed that an increase of hours will add in proportion an increase of work. Six and one-half hours of steady labor of this sort is as much as a man can accomplish, without loss of health.

It is believed that a temporary increase (say for two or three years) of 6 clerks to our regular office force will certainly bring up all the back work.

S. V. BENÉT,
Brigadier-General, Chief of Ordnance.

[Indorsement.]

OFFICE CHIEF OF ENGINEERS, U. S. ARMY,
November 15, 1887.

Respectfully returned to the Secretary of War.

The work in arrears noted as found in the office of the Chief of Engineers is all in the division of accounts, where it is impracticable that work should always be up to date. For instance, there are 58 officers disbursing moneys, who, in the aggregate, render 61 accounts each month, all of which require detailed examination before approval and transmission to the Auditors, and there are to-day 61 disbursing accounts not fully posted up in the ledger.

The letters alluded to were recorded and indexed by October 14.

J. C. DUANE,
*Brigadier-General, Chief of Engineers.*WAR DEPARTMENT, QUARTERMASTER-GENERAL'S OFFICE,
Washington, D. C., November 16, 1887.

SIR: I have the honor to return herewith Senator F. M. Cockrell's communication of the 7th instant, with inclosures, relative to work reported as pending in this office on March 1 last, with the following report:

Attention is called by the inclosed papers to the fact that on March 1, 1887, the following official business pertaining to the Quartermaster-General's Office was pending and undisposed of:

Money accounts.....	2,652
Returns of quartermaster's stores.....	1,649
Returns of clothing and equipage.....	1,504
Transportation accounts.....	67
Claims and accounts (regular supplies).....	13
Miscellaneous claims.....	469
Claims under act July 4, 1864.....	3,222

This is precisely as reported by this office in April last, in response to a request from Mr. Cockrell, chairman of the Senate Select Committee to inquire into and examine the methods of doing business in the Executive Departments, etc.

It would seem from the papers submitted by Senator Cockrell, herewith, that the work in this office is in arrears to the extent above referred to, and the conclusion is reached that the same delays the transaction of business in other bureaus of the War Department and in other Departments. This, however, is not the case, as will be seen from the explanations given below:

On March 1, 1887, 2,652 money accounts and 1,649 returns of quartermaster stores were reported as on hand awaiting examination, etc.

In explanation of this, it is remarked that there are about 250 money accounts received at this office monthly, which are examined in connection with about 800 returns of quartermaster stores which are received quarterly. Hence, the completion of the examination of the money accounts must be deferred until the returns of quartermaster stores are received in order to ascertain whether property purchased has been properly accounted for. Of those reported as pending and undisposed of on March 1 last many were awaiting the receipt of the quarterly returns referred to, and others were awaiting replies from officers who had been advised of differences arising in the examination of their accounts.

As to the 1,504 clothing and equipage returns reported as pending March 1 last, attention is called to the fact that there are about 900 returns of this character received each quarter, and their examination can not be entirely completed until the succeeding quarter's returns are received, for the reason that the property carried forward to the new quarter must be carefully compared with the property shown as remaining on hand in the previous quarter. This work, therefore, would not be in arrears unless there were more than two returns from the same officer on hand awaiting examination.

In regard to the 67 transportation accounts reported as pending March 1 last, these consisted of those received on that day and a few days previous; all of these, however, were in process of examination, which is necessary before final disposition can be made of them.

In reference to the 13 claims and accounts for regular supplies and the 469 miscellaneous claims reported as pending March 1, 1867, it is remarked that these claims are for regular supplies and for arrears of pay alleged to be due employes of the Quartermaster's Department for services rendered during the war. They are all examined in this office as soon as received, and the necessary evidence to support them called for. No delay in their final disposition is caused by this office. As soon as the claimants or their attorneys file the proof called for the cases are at once taken up and finally disposed of.

On March 1 last there were reported as pending 3,222 claims, classified as follows: Claims filed under act of July 4, 1864, 2,971; miscellaneous claims, 251.

As to the claims filed under the act of July 4, 1864, there has been no delay that could be avoided in disposing of them. They have been kept constantly in the channels of examination and investigation, and as soon as all the evidence has been filed the cases have been taken up and finally disposed of. Of the total number, 58,279 claims, filed under the provisions of this act, only 348 now remain to be adjudicated by this office, and the evidence in these is being rapidly collected with a view to their final disposition.

A number of the 251 miscellaneous claims referred to can not be considered under existing law, and others which consist of a certified accounts in favor of persons whose residence is unknown, it is probable will never be called up.

But such of these claims that can be considered by this office, as soon as received, are at once taken up and the necessary evidence called for, and as soon as this is filed and the cases completed final action is taken.

Reference is also made in the inclosed papers to remarkable absence in the case of two copyists in this office. It is ascertained from the records that Miss M. S. Worth, daughter of the late General W. J. Worth, U. S. Army, and Miss J. C. Hoffar, are the copyists referred to, and is shown that their remarkable absence during the time stated was caused by physical incapacity, supported by physicians' certificates.

Both of the copyists named were dropped from the rolls on June 30 last.

From the foregoing it will be seen that the work in this office is in no sense in arrears. This being the case, no greater force is necessary, nor does the present condition of the public business in the office require the clerks to work longer hours than they are now employed.

Very respectfully, your obedient servant,

S. B. HOLABIRD,
Quartermaster-General, U. S. Army.

The SECRETARY OF WAR,
Washington, D. C.

WAR DEPARTMENT, OFFICE COMMISSARY-GENERAL OF SUBSISTENCE,
Washington, D. C., November 17, 1867.

SIR: I have the honor to return herewith the copy of letter of Hon. F. M. Cockrell, of November 7, inclosing a statement of the amount and character of business pending and undisposed of in the various bureaus of the War Department on the 1st of last March, and another statement (with some suggestions of Mr. Cockrell) of the work pending in these various bureaus at that time, which delays the transaction of business in the War Department or in offices of other Executive Departments.

"In the statement of business pending on the 1st of March there is the following:

Commissary-General of Subsistence:

"In accounts and returns division 1,084 accounts and returns, page 137 (Report of the War Department).

"In claims division 1,588 claims for commutation of rations of soldiers while prisoners of war, and other war claims (page 138).

In the statement of work pending and undisposed of on March 1, which delays transaction of business in other divisions of the War Department and in other Departments, is the following:

"In the office of the Commissary-General of Subsistence there were pending March 1, 1887, 1,086 claims for commutation of rations of Union soldiers while held as prisoners of war in rebel States; and 500 miscellaneous war claims (see page 838 of same report). These ought to be quickly disposed of." * * *

Official copies of these papers having been referred to me, by your indorsement of 10th instant, for information and remark, I have the honor to submit the following:

Referring to the 1,084 accounts and returns noted as pending on the 1st of March last, I have to state that all those accounts and returns have long since been examined and transmitted to the accounting officers for settlement.

Referring to the 1,086 prisoners-of-war claims for commutation of rations, and the 500 miscellaneous claims noted as pending on the 1st of March last, and of which it is said "these ought to be quickly disposed of," I have to state that very many of these cases, having been completed by information furnished in response to calls for it by the claimants or their attorneys and from the records of various public offices in this city, or having been verified by reference to the accounts and returns on file in the office of the Third Auditor, have been disposed of since that date; and that any cases of the number then pending which may still remain undisposed of on this date are awaiting information from the above sources, and will be quickly disposed of on receipt of the information.

The fact that a certain number of cases were reported on a certain date as "pending" should not be understood as indicating that there has been unnecessary delay in acting upon them. In both the divisions above referred to new cases are constantly coming in.

In the accounts and returns divisions the stated monthly accounts and returns and quarterly returns, required by law and regulations to be rendered by all persons accountable for subsistence funds, stores, or property, are received and examined.

One of the essential things to be done in this examination, is to see that all supplies procured are properly taken up and accounted for, and that the balances remaining on hand on the account or return for one month or quarter are correctly taken up on the next. This, of course, cannot be done until the next account or return shall have been received. Moreover, in the examination many cases arise in which explanations from the accountable officers are necessary to the adjustment of the account, and as these officers are scattered over the whole length and breadth of the country, time is necessarily consumed in the correspondence, which must be conducted by mail and mainly with distant places.

Notwithstanding this, the examinations are completed and the accounts transmitted to the Treasury generally in about sixty days after receipt here. As accounts, etc., for July are not required by law to be mailed until August 10, and cannot be fully examined and disposed of until after the receipt of the August accounts, not required to be mailed until September 10, and as the same occurs for other months, it is obvious that the work of this division is well kept up and not in arrears.

In the claims division new cases come in daily, and as fast as received requests are addressed to other public officers and to claimants or their attorneys for information necessary to the adjustment of the claims. Most of this information is absolutely necessary to the protection of the United States, for a very large proportion of these claims have to be rejected for want of essential proofs or by reason of their having been already paid. These requests are usually made within a day or two after receipt of the claim. As soon as replies to all these requests relating to any one case are received it is at once critically examined, briefed, and finally disposed of, unless, as frequently happens, these replies develop the necessity for securing further information. This is promptly called for, but the case must remain in abeyance for it. Thus the time required for the adjustment of a claim is mainly dependent upon persons beyond the control of this office.

From this it will be seen that, in so far as depends upon the clerical force of this office, there are no arrears, and that the work is now kept up as closely as its nature and the circumstances surrounding it permit. Consequently no delay in other offices results from arrears of work in this.

Respectfully, your obedient servant,

R. MACFEELY,
Commissary-General of Subsistence.

The SECRETARY OF WAR.

SIGNAL OFFICE, WAR DEPARTMENT,
Washington City, November 12, 1887.

SIR: Referring to War Department indorsement of 10th instant, referring to the Chief Signal Officer for remark copies of communication, with inclosures from Senator F. M.

Cockrell, relative to unfinished business, etc., I have the honor to say that the 491 cases pending for examination and action on March 1, 1887, in the examiner's division in this office have been acted on as far as the data at hand will permit, but 134 are held until the examination of the returns for the next succeeding quarter has been made. It is impossible for this division to ever report its cases as entirely disposed of, owing to the fact that all property and money returns must be held until those of the next succeeding quarter have been received, in order that this office may know that the proper amount of money and property have been brought forward on the new return.

The meteorological record in the review division, which appeared to be behind, was only apparently so; it being work inaugurated by my predecessor, but which has been discontinued by me as not being practicable under the law regarding publications. The international summary is up to date, and not behind; owing to the fact that data for it cannot be collated before the end of the year because of the remoteness of the international stations in Greenland, Iceland, Kamchatka, and elsewhere.

The 25 back indexes in the property division simply referred to the copying of rough indexes into the regular index-books, a work which in no way interferes with the transaction of public business. Such a system of indexing has been inaugurated as obviates the necessity of these transfers and consequent duplication of work in the future.

The telegraph and property accounts were necessarily in arrears, owing to the system in vogue upon the present Chief Signal Officer assuming charge. Such a system has been inaugurated as prevents any such delays in the settlement of these important papers, with the effect of reducing very largely the amount of money on hand and the time necessary to adjust the accounts in question. It may be added that a part of these delays were necessitated by the call of the commission in question. In order to furnish such information, the Chief Signal Officer suspended all but the most urgent routine business for a period of about ten days.

I am, very respectfully, your obedient servant,

A. W. GREKLY,
Chief Signal Officer.

The SECRETARY OF WAR.

WAR DEPARTMENT, ADJUTANT-GENERAL'S OFFICE,
Washington, November 22, 1887.

SIR: Referring to request on copy of the letter addressed you on the 7th instant by Senator F. M. Cockrell on the subject of cases reported as pending March 1, 1887, in some of the divisions of this office, I beg to report as follows:

Correspondence division, enlisted branch: "4,000 cases relating to enlisted men, etc., awaiting action."

The number of cases now pending is estimated at 2,300, of which number 1,100 are applications for the removal of the charge of desertion under the provisions of the act of July 5, 1884.

Deserters' division: "3,300 cases pending."

The number of such cases on hand is about 1,100, and is included in the number of cases now pending in the correspondence division of the enlisted branch.

Volunteer service division: "17,721 cases, including 672 from Pension Office, 1,216 from Second Auditor, and 56 from Third Auditor; and 15,705 cases of muster, besides 15,293 cases of muster under acts of June 3, 1884, and February 3, 1887."

The total number of cases remaining on hand is 20,916, including 18,906 cases of muster, including 18,370 cases under the acts above quoted. From March 1 to June 3, 1887, 4,704 applications have been filed, and in addition a number of cases, averaging 90 per month, have been received. These last consist of original claims resubmitted for reconsideration, or which came up in connection with claims filed with the Commissioner of Pensions or the Second Auditor of the Treasury.

Enrollment division: "2,364 cases of inquiries from Pension Office, Auditors, and others." The number of cases now on hand is 1,848.

Enlisted volunteer pension branch, colored troops division, etc.: The number of pension calls on hand in the enlisted volunteer pension branch, and the several divisions in which reports are prepared on pension and Auditors' cases, has been reduced from 20,031 on March 1, to 12,655, while the calls from the Second Auditor, which at the former date numbered 6,251, are now 5,823. The miscellaneous calls have been reduced from 3,670 to 2,469.

Since the date of the report of March 1 the death and disability division has been discontinued and the records merged with those of the first and second divisions of the volunteer rolls and records. The 22,697 calls in the pension record division re-

ported as on hand last March simply represented the total number of calls on hand in this office. This total number is now 12,655.

As I had the honor to state in my annual report for 1883, full recognition of the importance of pension and kindred work had caused me to reduce the other divisions of the office to the minimum force necessary for the transaction of current business; and it is not, therefore, in my power to increase the present pension force of my office. Should it be deemed necessary to do so by details from other bureaus of the War Department, I beg to urge that selection be made of clerks who, by reason of performance of kindred duty, are already familiar with this class of work, as otherwise the time that would necessarily be lost by the old clerks in instructing the new ones would almost absolutely neutralize whatever benefit might reasonably be expected from an increase of my present pension force. In this connection, I beg to add that desk accommodations could be provided for, say, 15 or 18 clerks.

Very truly yours,

R. C. DRUM,
Adjutant-General.

Hon. WILLIAM C. ENDICOTT,
Secretary of War.

RECORD AND PENSION DIVISION IN SURGEON-GENERAL'S OFFICE.

Your committee desire to call special attention to the business in the record and pension division of the office of the Surgeon General.

According to the report of the Secretary of War to your committee (pages 204, 205) the applications from the Pension and other offices for medical evidence in pension and other claims were as follows:

Pending January 1, 1884	16,929
Received in 1884	49,153
Disposed of in 1884	63,295
Pending January 1, 1885	2,787
Received in 1885	51,212
Disposed of in 1885	50,274
Pending January 1, 1886	3,725
Received in 1886	54,774
Disposed of in 1886	49,947
Pending January 1, 1887	8,552
Received in 1887 to March 1	12,027
Disposed of in 1887 to March 1	19,286
Pending March 1, 1887	1,293

In 1884 the greatest amount of work disposed of in any one month was 8,039 cases, in January, with an average of 330 employés, and the amount of work performed by the employé doing the most was 214 cases, and by the employé doing the least was 6 cases in that month.

In 1885 the greatest amount of work performed in any one month was 5,177 cases, in April, with an average of 306 employés, and the amount of work performed by the employé doing the most was 171 cases, and by the employé doing the least was 17 cases in that month.

In 1886 the greatest amount of work performed in any one month was 6,277 cases, in December, with an average of 297 employés, and the amount of work performed by the employé doing the most was 234 cases, and by the employé doing the least was 9 cases in that month.

In 1887 the amount of work performed in January was 9,195 cases, with an average of 293 employés, and the greatest amount performed by any one employé was 230 cases, and the least was 34 cases. And in February the amount of work performed was 10,091 cases, with an average of 293 employés, while the greatest amount performed by any employé was 212 cases, and the least was 41 cases. This record beautifully and impressively demonstrates the advantages and improvement derived from the adoption of the common-sense principle of more work instead of more employés when work is in arrears.

It will be observed that in the report of Surgeon-General Moore to the Secretary of War, under date of November 17, 1887, transmitted

to your committee by the Secretary of War in response to the letter of your committee, giving him a statement of the arrears of business in the bureaus and divisions of his Department, General Moore states that—

The arrearage (of the 1,293 cases pending in the record and pension division of his office March 1, 1887), was practically entirely disposed of by the 14th of that month, there being only 337 calls in that division on that day, and every one in the hands of the clerks engaged on that work. Since that date no case has been permitted to fall in arrear, all calls being returned with the desired report within four working days from the day of receipt.

Your committee addressed a letter to the Secretary of War asking for a detailed statement showing the methods of business and any changes therein, the number of hospital record books, etc., in the record and pension division of Surgeon-General's Office, and received in reply the following letter and the accompanying cards:

WAR DEPARTMENT,
Washington City, December 21, 1887.

SIR: In response to your request of the 15th instant, I have the honor to inclose a detailed statement, submitted by the Surgeon-General, with accompanying papers, prepared by Capt. F. C. Ainsworth, assistant surgeon, U. S. Army, in charge of the pension division of the Surgeon-General's Office, showing the number of hospital records, books, etc., from which information is obtained for use in answering calls made upon that office by the Pension Office, or any other office, for record of soldiers; the former methods pursued in answering such calls and copying the records when worn or defaced; the present method of using index cards; the progress made in the work; the time now required in answering calls; the number of pending calls unanswered on the 15th instant, and the methods adopted to keep trace of all the calls received each day.

Very respectfully, your obedient servant,

R. MACFEELEY,
Acting Secretary of War.

Hon. F. M. COCKRELL,
Chairman Select Committee, U. S. Senate.

MEMORANDUM RELATIVE TO THE WORK OF THE RECORD AND PENSION DIVISION OF THE SURGEON-GENERAL'S OFFICE.

(1) *Methods of answering calls for information from the records of the office.*—On December 13, 1886, there were 9,511 unanswered pension cases on hand. Three months later this arrearage had been reduced to 419 cases, all of which were in the hands of the clerks, and the oldest of which had been received but five days previously.

The following shows the course which an average, uncomplicated case took, and the number of days required to pass upon it, under the system in force prior to December 13, 1886:

Case examined	1st working day.
Stamped and numbered	2d working day.
Indexed	6th working day.
Examined on general index	7th working day.
Briefed	15th working day.
Examined	16th working day.
Casualties and stations noted	20th working day.
Issued to original searcher	42d working day.
Issued to researcher	51st working day.
Endorsed	60th working day.
Examined	61st working day.
Prepared for signature and finally examined	62d working day.
Signed	63d working day.

(2) *The number of unanswered calls on hand* December 15, 1887, the date of the accompanying letter of Senator Cockrell, was 421, all of which were in the hands of the clerks. Under the present system about one-half of the cases are completed on the first two working days after their receipt, and the remainder should be completed on the third day. Recently, however, some of the cases have been delayed to the fourth or fifth day, but this need not occur, and the limit of three days need not

be exceeded, if the record and pension division be given sufficient control of the horse and wagon provided for communicating between the two sections of the division so as to enable it to move cases promptly in any direction that may be necessary.

(3) *Methods adopted for the purpose of keeping trace of the cases received each day and of fixing the responsibility for any delay to which they may be subjected.*—As soon as the day's mail is received each case is stamped with a consecutive number and the date of receipt, and then passes into the hands of the clerks to go through the various stages of indexing, examining on general index, briefing, searching, indorsing, etc. To the *first* case which is stamped a slip is pinned (see inclosure A), upon which the clerks into whose hands it may come are required to note the exact hour and minute of its receipt and final disposition. To the *last* case of the day's mail a similar slip is pinned (see inclosure B), and upon it similar notes are required to be made. As soon as the cases to which these slips are pinned are issued to the searchers, the slips are removed and sent to the officer in charge of the division, who is enabled, by an examination of them, not only to locate accurately any given day's mail, but also to fix the responsibility for any delay to which it may have been subjected.

It has not been found necessary to have the time slips accompany the cases while in the hands of the searchers, because no searcher is allowed at any time to have more than one case in his possession, which he must complete and turn in before he can receive another. The cases are issued to the searchers by means of a set of boxes, similar to the letter-boxes in a post-office. Each searcher has his own box or pigeon-hole, and when he returns a completed case he finds in his box another case, which has been placed there by the issuing clerk.

At the close of each day the status of all the cases in the hands of the clerks in all portions of the division is required to be reported, giving the number on hand and the date of receipt of the oldest. It has been found that when work is suspended at the close of the day a case may be found in any one of thirty different situations. These are indicated on a form (see inclosure C) upon which the reports made at the close of each day from the different sections of the division are consolidated. A glance at this report enables the officer in charge to see whether any section is in possession of a case which should have been in a more advanced state. If such a case is found, inquiry readily develops the cause of the delay and the name of the individual clerk responsible for it, and steps are at once taken to prevent its recurrence.

(4) *Number of hospital records, books, etc., on file.*—There are on file in the record and pension division of the Surgeon-General's Office nearly 19,000 bound volumes of hospital records, 4,000 of which are registers of patients, the remainder being prescription, order and letter, clothing-issue, case, and other miscellaneous forms of books in use in the various hospitals.

Upon the registers of patients of each hospital the names of the sick and wounded soldiers are recorded chronologically in the order of their admission to the hospital, together with rank, company, regiment, disease, or wound, and the date and cause of death, discharge, or other disposition of the patient. The names thus recorded number over 7,000,000.

(5) *Former method of copying hospital records.*—To prevent the final destruction of these records, consequent upon the constant wear and tear to which they are subjected daily by the handling of many clerks, who search them for the evidence required in pension and other claims against the Government, a large number were formerly copied into new books; but as these copies were made in exactly the same form as the originals, the names being still arranged in chronological order, the difficulty of finding the record of treatment of a soldier in hospital when the name or the location of the hospital is unknown was not obviated, and in consequence the copies soon fell into the condition of their originals and required recopying.

(6) *Present method of copying upon index-slips.*—In order to improve upon the state of affairs referred to in the preceding section it was decided, early in the present year, to copy on a separate card of substantial paper the medical history of each soldier as it appears on the hospital register, assort these cards by regiments, and then arrange them alphabetically, by name, within the regiment, so that when the registers shall have all been copied, the cards showing the medical history of a soldier who may have been treated in any number of hospitals, and in any part of the country, will by this simple arrangement all fall together automatically; and his whole history can be found by simply turning to the file-box containing the cards of the regiment, where they will appear side by side under the proper letter of the alphabet.

The advantages of this system of index-slips may be summed up as follows: They answer all the purposes of a copy or duplication of the valuable records now fast going to destruction; their alphabetical arrangement, in order of surnames under each regiment, will obviate tedious, and in some cases unsuccessful, searches now required to be made; a soldier's medical history can be readily furnished in cases where it is impossible to obtain data upon which to base a search, other than his name and military organization; and, finally, should it ever be desired to print the hospital records, the index-slips, which contain everything recorded in the old registers, are in the best possible shape to send to the printers.

To facilitate and insure the proper distribution of the cards, the initial of the soldier's surname is placed conspicuously at the upper left-hand corner; the abbreviation of the State to which his regiment belonged at the upper right-hand corner, and the number of the regiment in the center. (See inclosure D.)

In order to insure the authenticity of these cards, the file number and page of the register are entered on them, so that a card can at any time be readily compared with the original record; and in addition, after the card has been found to be a correct copy, there is impressed upon it with an automatic numbering machine a stamp showing the consecutive number of the card and the date when stamped.

In most of the hospitals, and especially the large general hospitals, the register of patients practically contains in one entry a complete history of the soldier during his stay in that hospital; in these cases but one card needs to be made for the soldier's treatment (see Inclosure E), but in many of the smaller hospitals, especially camp, field, and garrison hospitals, in the absence of a hospital register of proper form, a soldier's record consists of entries made each day or week throughout the book, during his stay in the hospital; in such cases, before the final distribution of the card copied from a book of this kind, those relating to the same soldier, which vary from five to one hundred or more, are consolidated on one card, so as to exhibit in compact form the record of the soldier's treatment in that hospital. (See Inclosure F, upon which are consolidated 161 separate and distinct entries.)

(7) There have already been made 600,000 index slips, and the work is being pushed as energetically as possible.

It is proper to state in this connection, that all this has been done since April last in addition to performing the current work of the office, by utilizing the services of wounded, or otherwise disabled men, together with such clerks as could from time to time be spared from the pension work, their number depending upon the varying number of calls for information in pension cases, which ranged from 55 to 345, made upon this division daily.

It would greatly expedite the work and hasten the time when a large permanent reduction of the force of the office can safely be made, if Congress would restore the twenty clerks cut off from this division by the act approved July 31, 1886.

Respectfully submitted.

F. C. AINSWORTH,

Capt. and Assistant Surgeon, U. S. Army, in Charge of Division.

DECEMBER 17, 1887.

A.

Time slip which is pinned to the first case of each day's mail as it goes into the hands of the clerks of the record and pension division of the Surgeon-General's Office.

SURGEON-GENERAL'S OFFICE,
RECORD AND PENSION DIV.,
Washington, D. C., Dec. 15, 1887.

Sub-div.	Desk.	Rec'd.	Transf'd.
		Dec. 15.	Dec. 15.
Adm	Ex'g mail	} 11.00	} 11.50
End't	Arranging		
"	Stamping		
"	Indexing .....			11.50	12.00
"	Ex'g index	12.00	12.20
"	Briefing	12.25	12.28
"	Ex'g brief	12.28	12.29
Record	Station	1.55	} 3.00
	D. & D.	2.35	
			Dec. 16.
Record ...	Issuing	3.02	10.05

B.

Time slip which is pinned to the last case of each day's mail as it goes into the hands of the clerks of the record and pension division of the Surgeon-General's Office.

S. G. O., RECORD AND PENSION DIVISION,
Washington, D. C., Dec. 15, 1887.

Sub-div.	Desk.	Rec'd.	Transf'd.
		Dec. 15.	Dec. 15.
End't	Indexing	12.00	1.55
"	Ex'g index	1.55	2.50
"	Encl'g old slips		
			Dec. 16.
"	Briefing	2.55	10.00
		Dec. 16.	
"	Ex'g brief	10.00	10.10
Record ...	Station	11.15	11.30
Record ...	Issuing	11.35	2.35

Pin this slip to the first case examined on general index not containing old slips.

Send this slip to adm. sub. div. when case is issued.

No. 479938.

Pin this slip to the last case of to-day's mail indexed.

Send this slip to adm. sub. div. when case is issued.

No. 480077.

C.

Consolidated report which shows the status of the work at the close of each day in all portions of the record and pension division of the Surgeon-General's Office.

Status of work at close of day.

Cases in hands of clerks eng'd upon—	Sub-div.	Date of receipt.		No. of cases on hand.			
		Earliest.	Latest.	Fin-ished.	Unfin-ished.	Total.	
1 Mail received.....	Adm.						1
2 Numbering.....	End't.						2
3 Indexing.....	"						3
4 Examining general index.....	"						4
5 Enclosing former slips.....	"	15th			25	25	5
6 Briefing.....	"	"			19	19	6
7 Examining briefs.....	"	"		27	23	50	7
8 Noting stations.....	Record.	"			26	26	8
9 " casualties.....	"						9
10 Searching D. and D.....	D. and D.						10
11 " casualties.....	Record.	14th	15th		10	10	11
12 Issuing original.....	"	13th	15th	16	39	55	12
13 " research.....	"	12th	14th	12	15	27	13
14 " 3d search.....	"						14
15 " verification.....	"						15
16 Examining searchers' work.....	"	12th	14th		42	42	16
17 Rep'ts on hosp't's, not on indexes.....	"	"	"		3	3	17
18 Pres. and status cases.....	"						18
19 Cases in hands of searchers (estd.).....	"	"	"		51	51	19
20 Searching hosp'l papers.....	"						20
21 To be returned to searchers.....	"						21
22 " sent to endorsers.....	"	"	"	27		27	22
23 Searching monthly rp'ts.....	Report.						23
24 " ".....	Stat'l.						24
25 " surgical ".....	Surg'l.						25
26 Endorsing.....	End't.	"	"		46	46	26
27 Examining endorsements.....	"	"	"		4	4	27
28 Returned to examiners.....	"	10th	"		4	4	28
29 Preparing for signature.....	"						29
30 In adm. and misc. branch.....	S. G. O.						30
31 Unaccounted for.....	"	12th	15th			32	31

Recapitulation.—End't, 148; record, 241; misc., 32; total, 421.
Oldest case has been in the office 4 working days.

S. G. O., RECORD AND PENSION DIVISION,
Dec. 15th, 1887, 4 p. m.

D.

Index slips showing manner in which entries in the hospital records on file in the record and pension division of the Surgeon-General's Office, are now being copied.

M.	16	Wis.
GEORGE MASON.		
Rank, Pvt.; Co. G, 16 Reg't, Wis. Vols.		
Complaint, intermit. fever.		

Admitted Dec. 15, 1864.		
To 3d Div. 5th Army Corps Hosp. Army of the Potomac.		
Ret'd to duty, Jan. 12, 1865.		
Deserted 18		
Disch'd from service 18		
Sent to G. H. 18		
On furlough 18		
Died 18		
Remarks:		

A. C. Reg. No. 168; Hos. No. 101; page 106.

Wm. F. COBB,
Copyist.

[R. and P. Div., S. G. O., Dec. 15, 1887, 232116.]

C.	119th	Pa.
T. A. COBURN.		
Rank, private; Co. C, 119th Reg't, Penn.		
Admitted December 7th, 1863,		
To No. 3 (new), U. S. A., Gen'l Hosp., Nashville, Tenn.		
From Bridgeport, Ala.		
Diagnosis, G. S. W. left face (fract. malar bone.)		
Missile, conical ball.		
W'd at Wauhatchie Valley, 18		
Treatment, simple dressing.		
Ret'd to duty 18		
Transf'd to I. C. 18		
Transf'd to G. H., April 6th, 1864.		
Furloughed 18		
Deserted 18		
Disch'd from service 18		
Died 18		
Re-adm'd from furlough or des'n 18		
Remarks: Transferred to Louisville, Ky.		

Tenn. Reg. No. 73; Hos. No. 112; page 7.

GOODMAN,
Copyist.

[R. and P. Div., S. G. O., Dec. 15, 1887, 309091.]

E.

Index slip showing a case in which the soldier's record is contained in one entry on a hospital register.

P.	73	Ind.
ERASTUS PHILLIPS.		
Rank, Pvt.; Co. A, 73 Reg't, Ind. Vols.		
Complaint, pneumonia.		

Admitted, March 12, 1862.		
To No. 9, U. S. A., Gen'l Hosp., Nashville, Tenn.		
Ret'd to duty 18		
Deserted 18		
Disch'd from service 18		
Sent to G. H. 18		
On furlough 18		
Died March 15, 1862		
Remarks:		

Tenn. Reg., No. 152; Hos. No. —; page 1.

Wm. F. COBB,
Copyist.

[R. and P. Div., S. G. O., Dec. 15, 1887, 293317.]

F.

Index slip showing a case in which 161 separate and distinct entries in a hospital book have been consolidated upon one slip. (See reverse side of slip.)

C.	5 Art.	U. S.
WM. CARPENTER.		
Rank, Pvt.; Co. F, 5 Reg't, U. S. Art'y.		
Complaint, contusio.		

Admitted August 1, 1862.		
To 1 Div., 3 Army Corps Hosp., A. of Potomac.		
Ret'd to duty 18		
Deserted 18		
Disch'd from service 18		
Sent to G. H. 18		
On furlough 18		
Died 18		
Remarks: In qrs.		
Also appears on		
Page 99, Aug. 6, diag. diarrhoea, qrs.		
" 101-108 " 7-10, treated.		
" 109 " 11, duty.		

A. C. Pres. Reg., No. 40; Hos. No. 27; page 89.

Wm. F. COBB,
Copyist.

[R. and P. Div., S. G. O., Dec. 15, 1887, 306095.]

The reverse side of slip "F" contains the remainder of the 161 separate entries of this soldier's name on the hospital book, giving each page, with date, diagnosis, and whether treated.

G.

Index slips in the case of a soldier who appears on the registers of three different hospitals.

M.	14	Mass.	M.	14	Mass.	M.	14	Mass.
<p>JAMES MORRISON. Rank, Pt.; Co. B, 14 Reg't, Mass. V. Complaint, G. S. W. left leg. ----- Admitted Oct. 23, 1864, To depot field hosp., 2d Army Corps, City Point, Va. Ret'd to duty....., 18 . Deserted....., 18 . Disch'd from service....., 18 . Sent to G. H., Oct. 29, 1864. On furlough....., 18 . Died....., 18 . Remarks: Connecticut. ----- A. C. Reg., No. 76; Hos. No. 11237; page 196.</p>			<p>JAMES MORRISON. Rank, Pt.; Co. B, 14 Reg't, Mass. V. Admitted Oct. 30, 1864, To Columb. College, gen'l hosp., Washington, D. C. From Army of Potomac. Diagnosis, fracture of tibia 3 inches. ----- Misalle..... W'd at Petersburg, Oct. 27, 1864. Treatment..... Ret'd to duty....., 18 . Transf'd to I. C....., 18 . Transf'd to G. H. May 26, 1865. Furloughed....., 18 . Deserted....., 18 . Disch'd from service....., 18 . Died....., 18 . Re-adm'd from furlo' or des'n....., 18 . Remarks: Phila., Pa., gen'l hosp. ----- D. C. Reg., No. 211; Hos. No. 11521, page 49.</p>			<p>JAMES MORRISON. Rank, Pt., Co. B, 14 Reg't Mass. V. Admitted May 27, 1865, To gen'l hosp., White Hall, near Bristol, Pa. From Columbia, G. H. Diagnosis, G. S. W. left leg, and chr. rheumatism. ----- Missile, ball. W'd at Petersburg, Va., Oct. 27, 1864. Treatment..... Ret'd to duty....., 18 . Transf'd to I. C....., 18 . Transf'd to....., 18 . Furloughed....., 18 . Deserted....., 18 . Disch'd from service June 20, 1865. Died....., 18 . Re-adm'd from furlo' or des'n....., 18 . Remarks: By reason of physical disability. ----- Pa. Reg., No. 476; Hos. No. 2554; page 83.</p>		
<p>JAMES COLE, <i>Copyist.</i> [R. and P. Div., S. G. O., Dec. 15, 1887, 209098.]</p>			<p>JAMES COLE, <i>Copyist.</i> [R. and P. Div., S. G. O., Dec. 15, 1887, 210104.]</p>			<p>JAMES COLE, <i>Copyist.</i> [R. and P. Div., S. G. O., Dec. 15, 1887, 212107.]</p>		

H.

Index slip in the case of a soldier whose name appears on the same hospital register seven times. The seven entries are consolidated on one slip.

K.	2 Cav.	N. Y.
<p>HENRY KIRKWOOD. Rank, Pt., Co. F, 2 Reg't, N. Y. Cav. Complaint, rheumatism, chronic. ----- Admitted June 13, 1864, To U. S. A., general hosp., Tullahoma, Tenn. Ret'd to duty....., 18 . Deserted....., 18 . Disch'd from service....., 18 . Sent to G. H....., 18 . On furlough....., 18 . Died....., 18 . Remarks: Page 12, covering Dec. 64, shows above named man died Dec. 7, 1864. Patients remaining under treatment, carried forward monthly on this register, until dis- posed of. ----- Tenn. Reg., No. 877; Hos. No.; page 3.</p>		
<p>R. M. PATRICK, <i>Copyist.</i> [R. and P. Div., S. G. O., Dec. 17, 1887, 300449.]</p>		

I.

Index slip in the case of a soldier whose name appears on the same hospital register four times. The four entries are consolidated on one slip.

H.	2 Arty.	U. S.
<p>WILLIAM HENDERSON. Rank, Pri.; Co. G, 2 Reg't, U. S. Arty. Complaint, feb. remittens. ----- Admitted June 25, 1862, To 1 Div., 3 Army Corps Hosp., Army Potomac. Ret'd to duty....., 18 . Deserted....., 18 . Disch'd from service....., 18 . Sent to G. H....., 18 . On furlough....., 18 . Died....., 18 . Remarks: In qrs. Also appears Page 33 and 34, June 26 and 27, treated in qrs. " 35 " 28, duty. ----- A. C. Reg., No. 411; Hos. No. 13; page 32.</p>		
<p>R. M. PATRICK, <i>Copyist.</i> [R. and P. Div., S. G. O., Dec. 17, 1887, 300393.]</p>		

The reforms in the system and methods of business introduced by Dr. F. C. Ainsworth since he took charge of the record and pension division of the Surgeon-General's Office, in December, 1886, are most manifest and most commendable. He has reduced the entire work of the division, one of the largest in any of the Departments—having by law 280 employés—to a uniform method and an exact system seldom found in any branch of the Government service, and yet remarkably plain and simple in operation and accurate in its results, enabling each employé to perform the maximum amount of work in the minimum of time, and enabling him, as chief of the division, to know daily the exact condition of all the work in his office, and the amount and character of work performed by every employé, and where the delays occur. But the most prominent feature in his system is the application of the well-known library-card-index system to a card-index record, which is a card containing not only an index to every hospital record book wherein a soldier's name appears, but also containing the entire record of such soldier, and is therefore properly described as a "card-index record." Upon the nearly 19,000 volumes of hospital records over 7,000,000 of names are entered of record, the name of the same soldier often occurring many times not only on one record-book but some times on several. In addition to answering the 9,511 calls on hand December 13, 1886, he has caused to be answered promptly the current calls from day to day in most cases in two and three days after receipt of call.

And still, in addition to this, he has prepared the cards and introduced his card-index-record system, and had, since April up to December 17, 1887, made 600,000 card-index records, nearly one-tenth of the entire work of making card-index records of all the 7,000,000 of soldiers' names appearing on the hospital records. And as the names on each hospital record are transcribed therefrom to the card-index record, the amount of work to complete the card-index-record system of all the records is reduced, and the means for answering promptly all calls for such records increased.

All this work has been done not only without any increase of force, but with a reduction of the number of employés in the division on the work. It is reasonably certain that this system, with the present force allowed by law, can be completed within eighteen to twenty-four months, and then we will have a card-index record containing the name of every soldier appearing on any of the hospital records in that office, and showing the record where it appears, however often it may have been written, and also containing an exact transcript or copy of all the entries therein of record, arranged by regiments in alphi-alphabetical order. These card-index records dispense with the necessity of any reference whatever to the original record, except only in case of a dispute as to their correctness, and can and should be, as soon as completed, printed in book form.

At the request of your committee Dr. Ainsworth prepared specimen pages of these card-index records as they will appear when printed in book form, which are as follows:

SEVENTY-SECOND NEW YORK.

Name.	Rank.	Co.	Arm of service.	Date of admission.	To what hospital admitted.	Diagnosis
Ashley, John.....	Sergt.	"	"	July 5, '62 June 1, '63	G. H., Annapolis, Md. Div. No. 2, G. H., Annapolis, Md.	Vul. sclopet..... " " ".....
Berkley, George.....	Corp..	B	"	May 6, '64 June 17, "	Div. No. 1, G. H., Annapolis, Md. Div. No. 2, G. H., Annapolis, Md.	Inflammation of tonsils. " " ".....
Collins, Wm.....	Priv..	C	"	Sept. 1, '62 Dec. 13, "	Mansion, H. G. H., Alexa., Va. South St., G. H., Phila., Pa.	Vul. sclopet..... Chronic diarrhoea.....
" W.....	Corp..	"	"	July 4, '63	Hosp. 2, Div. 3, A. C. A. of P.	G. s. w. left leg, rec'd at Gettysburg, Pa., July 3, 1863.
" Wm.....	Priv..	E	"	" 10, "	Summit H. G. H., Phila., Pa.	G. s. w. left thigh.....
Donnelly, J. W.....	Sergt.	D	"	July 21, '62 June 15, '63	Mill Creek, G. H., nr. Ft. Monroe, Va. Conv. Camp, Alexa., Va.	Contusion..... " " ".....
" Joseph W J. W.....	Priv..	"	"	July 3, '63 " 11, "	F. H. Gettysburg, Pa. Summit H. G. H. W., Phila.	G. s. left leg..... G. s. w. below knee.....
" ".....	Sergt.	B	"	" 29, "	Mower G. H., Phila., Pa.	" left leg.....
" J. Wm.....	"	"	"	Dec. 6, "	3 Div. G. H., Alexa., Va.	" rt. forearm, rec'd at Mine Run, Va., Nov. 27, '63.
" J. W.....	"	"	"	Apl. 29, '64 May 27, "	De Camp G. H., David's Island, N. Y. H. Conv. Bks. Hos., Ft. Wood, Bedloe's Isl., N. Y. H.	G. s. flesh wd. rt. arm..... " " ".....
Everts, Edward.....	Corp..	E	"	Sept. 1, '62	Union Chapel G. H., Wash., D. C.	Typhoid fever.....
" ".....	"	"	"	"	Conv. Cp., Alex., Va.	" " ".....
Fisher, Alex'r.....	Sergt..	F	"	July 3, '63 " 10, "	F. H., Gettysburg, Pa. Satterlee G. H., Phila., Pa.	G. s. w. rt. thigh..... Vul. sclopet.....
Greer, Henry.....	Priv..	G	"	Sept. 3, '62 Jan. 14, '63	Race St. G. H., Phila., Pa. Chestnut Hill G. H., Phila., Pa.	Wounded in rt. shoulder. G. s. w.—axilla.....
" ".....	"	"	"	July 15, "	16 and Filbert Sts. G. H., Phila., Pa.	" " ".....
Hughes, Thos.....	"	H	"	Dec. 15, '62	Trinity Ch. G. H., Geo. Town, D. C.	Hernia.....
Jones, Edgar.....	"	I	"	May 9, '63	Carver G. H., Wash., D. C.	V. S.....
King, James.....	Sergt.	K	"	May 25, '64 Aug. 27, "	Armory Sq. G. H., Wash., D. C. Ward G. H., Newark, N. J.	Lacerating wound rt. leg, rec'd at Spottsylvania May 10, '64. Ball. G. s. w. rt. leg.....

FIFTY-SEVENTH MASSACHUSETTS.

Allen, George.....	Priv..	K	Inf.	Apr. 21, '64	Div. No. 2, G. H., Annapolis, Md.	Bronchitis.....
Adams, J. L.....	"	B	"	May 27, '64	Lincoln G. H., Wash., D. C.	Epilepsy.....
" ".....	"	"	"	" 29, "	Turner's Lane G. H., Phila., Pa.	" " ".....
Anderson, James....	"	B	"	June 24, '64	Mt. Pleasant G. H., Wash., D. C.	G. s. w. rt. pelvic region (slight).
" ".....	"	"	"	July 22, '64	Chestnut Hill G. H., Phila., Pa.	Chronic diarrhoea.....
Barker, Henry.....	Sergt.	H	"	May 12, '64 " 13, "	Hosp. 1 Div., 9 A. C. D. F. H. 9 A. C., Fredericksburg, Va.	G. s. w. rt. foot..... " " " slight.....
" ".....	Priv..	"	"	" 26, "	Campbell G. H., Wash., D. C.	" (flesh) scalp and small toe.

SEVENTY-SECOND NEW YORK.

Disposition and remarks.	Where entry is found on original record.			
	File mark.		Hosp'l No.	Page.
Transferred to Div. No. 2 June 1, 1863.....	Md...	Reg..	257	4408
Returned to duty Aug. 26, 1863	"	"	289	Alpha
Transferred to G. H. No. 2 June 17, 1864	"	"	260	1634
Returned to duty Aug. 1, 1864	"	"	290	18432
Transferred to G. H., Phila., Dec. 12, '62.....	Va....	"	240	26
Returned to duty Jan'y 13, '63	Pa....	"	86	1125
.....	Bms ..	Part 2.	65	43
Returned to duty Sept. 29, '63.....	Pa....	Reg..	253	913
" " " Aug. 7, '62.....	Va....	"	190	25
" " " June 25, '63.....	"	"	586	7989
Transferred to G. H. July 10, '63	Pa....	"	555	Alpha
" " " " 29, '63.....	"	"	253	1278
Returned to duty Aug. 17, '63.....	"	"	264	4694
Transferred to N. Y. Apl. 29, '64.....	Va....	"	276	1643
Returned to duty May 27, '64	N. Y..	"	340	10113
" " " " 30, " Discharged	"	"	479	90
" " " Nov. 10, '62.....	D. C ..	"	84	168
Discharged from service Feb. 4, '63, for heart disease.....	Va....	"	576	1822
Transferred to G. H. July 12, '63	Pa....	"	554	805
Deserted July 23, '63. Readmitted from desertion and returned to duty Dec. 21, '63—121 Co., 2 Batt., V. R. C.	"	"	217	8646
Transferred to Chestnut Hill Jan'y 14, '63.....	"	"	325	156
" " " 16 and Filbert Sts. July 15, '63.....	"	"	264	1191
Returned to duty Aug. 10, '63, detailed as clerk at M. D. O., left hospital Aug. 10.	"	"	385	3610
Discharged from service Jan'y 2, '63.....	D. C ..	"	17	184
Furloughed Oct. 5. Readmitted from furlough Dec. 29, '63. Discharged from service Mch. 18, 1864. Cause, phthisis and haemoptysis, great anaemia, manifestation of debility, and scurvy.	D. C ..	"	246	134
Transferred to Newark, N. J., Aug. 25, '64.....	"	"	100	1810
Discharged from service Nov. 27, '64. Discharge papers rec'd previous to admission to hospital.	N. J ..	"	53	2290

FIFTY-SEVENTH MASSACHUSETTS.

Deserted May 2, 1864.....	Md ...	Reg..	292	69
Transferred to G. H. May 28, 1864	D. C ..	"	402	10199
Furloughed June 14, 1864. Readmitted July 5, 1864. Discharged from service Nov. 26, 1864; cause, confirmed epilepsy.	Pa....	Reg..	205	2018
Transferred to G. H. July 20, 1864.....	D. C ..	"	489	13538
Returned to duty Sept. 20, 1864	Pa....	"	267	12181
Transferred to G. H. May 13, '64, Fredericksburg, Va.....	A. C ..	"	270	9
" " " May 23, '64.....	"	"	322	8
" " " June 2, '64, Portsmouth Grove, R. I.....	D. C ..	"	158	4428

FIFTY-SEVENTH MASSACHUSETTS—Continued.

Name.	Rank.	Co.	Arm of service.	Date of admission.	To what hospital admitted.	Diagnosis.
Barker, Harry	Sergt.	H	Inf.	June 2, '64	Str. Western Metropol- olis.	.....
“ Henry	“	“	“	“ 5, “	Lovell G. H., Ports- mouth Grove, R. I.	G. s. w. in head and foot.
“ “	“	“	“	Aug. 6, “	Com. Bks. Hosp., Ft. Wood, Bedloe's Isl., N. Y. H.	.....
Crawford, Wm	Corp.	G	“	“ 31, “	D. F. H., 9 A. C., City Pt., Va.	Diarrhoea
“ “	“	“	“	Oct. 7, “	G. H., Beverly, N. J.	Rheumatism
“ “	“	“	“	Dec. 4, “	Turner's Lane G. H., Phila., Pa.	Chronic rheumatism
“ “	“	“	“	“ 6, “	Satterlee G. H., Phila., Pa.	Loss of use of rt. eye, l. eye sympathetically affected.
Davis, Chas.	Priv.	I	“	Apr. 5, '65	Harewood G. H., Wash., D. C.	G. s. w. neck and poste- rior part of left chest, rec'd at Ft. Steadman Mar. 25, '65.
Ellis, John	“	B	“	July 29, '64	D. F. H., 9 A. C., City Pt., Va.	Sick
“ “	“	“	“	Aug. 3, “	Mt. Pleasant G. H., Wash., D. C.	Sprain rt. ankle joint, rec'd July 30, '64.
Franklin, E.	“	C	“	May 16, “	Fairfax Seminary G. H., nr. Alex., Va.	G. s. w., causing loss of 4th and 5th fingers of rt. hand.
“ “	“	“	“	“ 22, “	McClellan G. H., Phila., Pa.	G. s. w., amp. of little finger and ring finger rt. hand at knuckle, rec'd May 12, '64.
Grant, George	“	A	“	Dec. 15, '62	Trinity Ch. G. H., Geo. Town, D. C.	Hernia
Harris, John	“	D	“	June 11, '64	Carver G. H., Wash., D. C.	G. s. w. up. 3d left leg, rec'd at Cold Harbor June 1, '64.
“ “	Corp'l.	“	“	July 2, “	Cony G. H., Augusta, Me.	G. s. w. left leg.
“ “	Priv.	“	“	“ 14, “	G. H., Readville, Mass.	“ “ “
Johnson, Wm.	“	E	“	May 29, “	Lincoln G. H., Wash., D. C.	G. s. w. rt. leg. mid. 3d., flesh, rec'd May 24, '64.
“ “	“	“	“	Aug. 14, '65	Stanton G. H., Wash., D. C.	Convalescent
King, Edgar	Sergt.	H	“	May 13, '64	Finley G. H., Wash., D. C.	G. s. frac. rt. index finger, 1st phalanx; amp. 1st phalanx on field May 11, '64; wounded at Spotts. C. H., May 10, '64.

FIFTY-SEVENTH MASSACHUSETTS—Continued.

Disposition and remarks.	Where entry is found on original record.			
	File mark.	Hosp'l No.	Page.	
Transferred to G. H. June 5, '64	H. A.	Reg ..	150 24	6
Returned to duty August 5, '64.....	R. I.	"	10 7382	
" " " " 15, " Potomac	N. Y.	"	484	1
Transferred to G. H. Oct. 4, '64.....	A. C.	"	319 7257	
" " " Dec. 4, '64	N. J.	"	68 1432	
" " " Satterlee, Phila., Dec. 6, '64.....	Pa.	"	205 2544	
Discharged from service June 7, '65. Impaired vision caused by sunstroke.	"	"	219 17742	
Returned to duty May 16, '65.....	"	"	268 18697	
No disposition.....	A. C.	"	302 654	
Returned to duty Nov. 22, 1864.....	D. C.	"	489 15241	
Transferred to G. H. May 21, '64, Phila., Pa	Va.	"	506 12157	
" " I. C. May 3, '65, 46 Co., per S. O. O. P. M. G.	Pa.	"	336 3016	
Discharged from service Jan'y 2, 1863.....	D. C.	"	17 184	
Transferred to G. H., Portland, Me., June 27, '64.....	"	"	246 4738	
" " " July 14, '64.....	Me.	"	29 630	
Furloughed July 21, '64. No evidence of return	Mass.	"	27 109	
" " June 11 and Nov. 5, '64. Readmitted Sept 11 and Nov. 15, '64. Transferred to Stanton Hosp'l, D. C., Aug. 14, '65.	D. C.	"	402 10323	
Discharged from service Aug. 19, '65. State for M. O.....	"	"	453 3034	
Furloughed May 24. Transf. to Cliff. B'ks July 14, '64. D. C. Reg. 237, p. 124, shows him furloughed July 10, '64. No evidence of return.	"	"	221 2023	

FORTY-NINTH OHIO.

Name.	Rank.	Co.	Aarm of service.	Date of admission.	To what hospital admitted.	Diagnosis.
Lewis, Henry	Priv ..	C	Inf	Aug. 24, '64	Hosp. 3 Div. 4 A. C., nr. Atlanta, Ga.	Debility
" "	"	E	"	Sept. 11, "	G. H. No. 2, Chattanooga, Tenn.	"
Louis, "	"	C	"	Oct. 11, "	G. H. No. 8, Nashville, Tenn.	Chronic diarrhoea
Lewis, "	"	"	"	Apr. 20, '65	Cumberland G. H., Nashv., Tenn.	Palpitation of heart
Miller, John	"	D	"	Nov. 18, '63	Div. No. 2, G. H., Annapolis, Md.	Flesh wd. of low. extremities, left side of body, rec'd in battle.
Manning, Wm	"	E	"	Dec. 22, '64	G. H. No. 2, Nashv., Tenn.	G. s. w. rt. posterial region, rec'd at Nashville, Dec. 10, '64.
" "	"	"	"	Jan. 3, '65	Sedgwick G. H., Louisville, Ky.	G. s. w. lower third rt. thigh.
" "	"	"	"	Apr. 21, "	Crittenden G. H., Louisville, Ky.	G. s. flesh wd. rt. thigh, lower 3d.
" "	"	"	"	July 8, "	G. H. Cp. Dennison, O.	G. s. w. rt. thigh
Noble, George	Sergt.	F	"	Sept. 30, '64	Hosp. 3 Div., 4 A. C., A. of C.	Hypertrophy of heart
Noble, George	Sergt.	F	"	Oct. 3, "	G. F. H., D. of C., Atlanta, Ga.	Chronic diarrhoea
" "	Priv ..	"	"	" 27, "	G. H. No. 2, Nashville, Tenn.	Convalescent from other hosp'l.
" "	"	"	"	June 13, '65	G. H. No. 2, Nashville, Tenn.	Chronic rheumatism
" "	Sergt.	"	"	July 23, "	Cumberland G. H., Nashv., Tenn.	Chronic pleurisy
" "	"	"	"	Ang. 3, "	Dennison G. H., Camp Dennison, Ohio.	" " and heart disease.
O'Hare, Pat'k	Priv ..	G	"	June 13, "	G. H. No. 2, Nashville, Tenn.	Inflammation of the bladder.
" "	"	"	"	July 23, "	Cumberland G. H., Nashv.	Chronic hepatitis
" "	"	"	"	Sept. 11, "	Dennison G. H., Camp Dennison, Ohio.	Lumbago
Pearson, Lewis	"	H	"	July 10, '64	Hosp. 3 Div., 4 A. C., A. of C.	Gen'l debility, scarbutus, diarrhoea.
" "	"	"	"	" 20, "	G. H. No. 14, Nashville, Tenn.	Chronic diarrhoea
Pierson, L	"	G	"	" 23, "	G. H. No. 4, N. Albany, Ind.	" "
Pearson, L	"	H	"	" 12, "	Dennison G. H., Camp Dennison, Ohio.	" "
Reed, James	Corp..	I	"	May 6, '64	G. H., Chattanooga, Tenn.	Inflammation of tonsils.
" "	"	"	"	June 17, "	G. H. No. 2, Chattanooga, Tenn.	" " "
" "	"	A	"	Aug. 25, "	Cumberland G. H., Nashville, Tenn.	Chronic diarrhoea
" "	"	I	"	Sept. 18, "	Jefferson G. H., Jeffersonville, Ind.	" "
" "	"	"	"	Nov. 2, "	G. H. No. 19, Nashville, Tenn.	" "
" "	"	"	"	June 13, '65	G. H. No. 2, Nashville, Tenn.	" "
" "	"	"	"	July 8, "	Dennison G. H., Camp Dennison, Ohio.	" "

FORTY-NINTH OHIO.

Disposition and remarks.	Where entry is found on original record.			
	File mark.		Hosp'l No.	Page.
Transferred to Gen'l Hosp'l, Sept. 10, '64	A. C ..	Reg ..	142	328
" " Nashville Oct. 8, '64	Tenn ..	"	418	6654
Furloughed Nov. 4. Readmitted Dec. 29, '64. Transf'd to G. H. Apr. 20, '65.	"	"	127	5432
Transferred to Inv. Corps May 3, '65	"	"	296	14902
Returned to duty Jan'y 5, '64	Md ..	"	291	1292
Transferred to Louisville, Ky., Jan'y 3, '65	Tenn ..	"	58	5393
Furloughed Jan'y 17, '65	Ky ..	"	201	191
Transferred to G. H. July 6, '65. Str. <i>Mercury</i>	"	"	170	2792
Returned to duty July 17, '65	Ohio ..	"	164	22298
Transferred to G. H. Oct. 3, '64	A. C ..	"	144	Alpha
Transferred to G. H. Oct 26, '64	A. C ..	Reg ..	710	..... 35
Furloughed Nov. 2. Readmitted Nov. 20, '64. Returned to duty Dec. 2, '64.	Tenn ..	"	58	3368
Transferred to Cumberland G. H. July 23, '65	"	"	59	2485
" " G. H., Louisville, July 30, '65	"	"	296	18426
Discharged from service Aug. 19, '65. Mustered out	Ohio ..	"	164	22504
Transferred to Cumberland G. H. July 23, '65	Tenn ..	"	59	2486
Furloughed Aug. 9, '65, to report at Nashville, Tenn. No ev. of return.	"	"	296	18415
Mustered out of service Oct. 7, '65	Ohio ..	"	164	22824
Transferred to G. H., Nashville, Tenn., July 19, '64	A. C ..	"	148	..... 13
" " " Louisville, Ky., " 22, "	Tenn ..	"	193	..... 32
" " " Cp. Dennison, O., Aug. 11, '64	Ind ..	"	232	..... 78
Furloughed Aug. 25, '64. Readmitted Sept. 28, '64. Deserted Oct. 19, '64. Transferred to Inv. Corps Dec. 3, '64.	Ohio ..	"	163	16321
Transferred to G. H. No. 2 June 17, '64	Tenn ..	"	459	634
.....	"	"	417	279
Transferred to G. H., Louisville, Sept. 17, '64	"	"	294	9490
Returned to duty Oct. 26, '64	Ind ..	"	188	6841
" " " Feb. 3, '65	Tenn ..	"	246	13453
Transferred to Northern Hosp'l, July 1, '65	"	"	59	2491
Mustered out July 15, '65	Ohio ..	"	164	22297

As many copies as may be necessary for all the purposes of the Government in every branch of the service where information as to such records of soldiers may be desirable, can be printed and placed in such division or bureau where needed. And there will be no necessity for any more calls by any officer or employé upon the Surgeon-General for such information. Such officer or employé can go to the printed book, showing the number and State of the regiments therein printed on its back, and turn to the page and obtain such record in full as easily and quickly as he could go to a dictionary and find the definition of any word therein. And the services of over 200 employés can then be used in other branches of the service if needed, and if not needed, that number can be discharged.

The manifold advantages and benefits already secured and to be secured by this card-index record system, applied to these hospital records, led your committee to inquire why such a system had not heretofore been adopted. This inquiry developed the fact that Dr. Ainsworth, in April, 1887, when he had disposed of the arrears and was performing current work, realizing the endlessness of the work being performed in his division and the constant wear and tear of the records, necessitating the frequent copying of some records, only to be worn and defaced again, devised and prepared these card-index records, and placed some of the employés to copying thereon from the hospital records, book by book, the names of the soldiers, the entries thereon relating to such soldier, the book and page where such entries were found, and then to arranging the record cards by the regiment of the soldier, and then in alphabetical order, and caused such card records to be used in answering calls from Pension Office, without using the hospital record books so indexed.

This was done and successfully executed without any knowledge on his part that any such effort had been previously made.

After he had so perfected and carried out this system, it has been found that many years ago a clerk in that division, Mr. J. P. Kepner, long since dead, proposed a system different but little in its essential features from the present card-index record system; and after a brief and fruitless trial it was abandoned on account of the imaginary difficulties in the way of carrying it out. And Mr. Kepner's proposed system was soon forgotten, and would in all probability never have again been heard of had not Dr. Ainsworth introduced and carried out his present card index record system.

Your committee deem the foregoing statement due in justice and right to Dr. Ainsworth, and also to Mr. Kepner. The successful introduction of this system only demonstrates the truth of the old saying, "Where there is a will there is a way."

OFFICE OF ADJUTANT-GENERAL, U. S. ARMY, AND THE MUSTER-ROLLS
THEREIN.

It will be seen from the foregoing reports that progress has been made in the disposition of the arrears pending on the first of last March.

For years past there has been an accumulation of business in the office of the Adjutant-General, the disposition of which required an examination of the muster-rolls of the volunteer forces during the late war, numbering 402,916 separate rolls.

These rolls have been examined and used until many of them have become worn and defaced—many so worn that they have been copied and the copies have become badly worn, and many others have, from

time to time, been mended and patched over with tracing paper, pasted over parts of them with mucilage. Thus much time and labor have been unavoidably expended in copying and mending these rolls, and the work of obtaining therefrom the record and military history of the soldiers called for by Congress, the heads of bureaus of other Departments, and also of the War Department, has been unavoidably delayed.

The remedy has been a most serious and perplexing question both to Congress and the War Department. Your committee determined, if possible, to solve the question and arrive at some practicable system which, when carried out, would protect and preserve these rolls and obviate any reference to or use of such rolls, and thus save much time and labor and prevent delays in furnishing from the office of the Adjutant-General information in response to all calls therefor. Some years ago Congress made an appropriation and has continued it from year to year, for the compilation of "regimental registers" of the volunteer forces during the late war, in order to preserve the record of the military service of each individual who served in the Army in regimental or other organizations, and also to facilitate, by such concentration of records, the answering of calls from the various Departments of the Government. This work has been in progress for some time, and regimental registers of the volunteer forces from the States of Maine, Massachusetts, Vermont, Rhode Island, Connecticut, and New Hampshire have been about completed, and also registers of some thirty or more regiments of the New York volunteers.

In the examination of these registers your committee found that the items of stoppages for clothing and ordnance stores had been omitted opposite the names of the soldiers, and, upon suggestion to the Adjutant-General, orders were promptly made that the registers on which these items had been omitted be completed in this respect and hereafter all such shortages be noted.

At the request of your committee the following memorandum concerning these registers, with samples of the military history of soldiers compiled therefrom, was furnished by the Adjutant-General:

MEMORANDUM.

Regimental registers of the volunteer forces during the war are being compiled for the purpose of preserving the record of the military service of each individual who served in the Army in regimental or other organizations, and also to facilitate by such concentration of records the rendition of reports required by the various Executive Departments.

The contents of each register may be briefly stated to be as follows:

First, an exact copy of the original muster-in roll of the field and staff, non-commissioned staff, and band, followed by all the "gains" to it during the period of the regiment's service, gathered and compiled from the various records of the office.

Second. An exact copy of the original muster-in rolls of the companies, with all the "gains" to each company of officers and men—by appointment, transfer, re-enlistment as veteran volunteers, enlistment as recruits, etc.

Third. An exact copy of the original muster-out rolls of the field and staff, non-commissioned staff, and band, and of the companies in regular order. These original rolls do not, as they should, account for all the men that belonged to the organization during its entire service, except only in rare cases; hence it is necessary to carefully examine the rolls intermediate between muster-in and muster-out, and add to the register the names unaccounted for on the last-named rolls.

Opposite the names of all the officers and men is added *in red ink* (to show that such data has been obtained from other rolls and records) the full military history of each from the beginning to the end of his service. (See samples herewith of military histories taken from registers.)

Fourth. A list of the stations at which the organization served, and the battles and skirmishes in which it was engaged.

Remarks.

The "gains" to regiments often exceeded the numbers in the original organizations, and when it is remembered how incomplete the muster-rolls were made, it is evident

that the compilation of the data necessary for a complete history of each man is a work which requires very intelligent and careful research on the part of the clerks so employed. It is not alone necessary that the records of the office relating to the war be exhausted in searching for information, but also that calls be made for required data to other bureaus of the War Department, and to several bureaus of the Treasury Department.

The only items heretofore omitted from the registers, opposite the names of the men, are stoppages for clothing and ordnance stores, and orders have been given that the registers on which this has been omitted be completed in this respect; and that hereafter all such stoppages be noted.

With this correction a register will be so complete that reference to the original rolls for information will not be necessary.

WAR DEPARTMENT,
Adjutant-General's Office, December 12, 1887.

[Samples military history taken from register.]

Military history of James Paterson, private Company A, Thirty-second Regiment New York Volunteers, as shown by register of said regiment:

He was enrolled and mustered in with the company May 31, 1861, at New Dorp, Staten Island, New York, for two years. Name is omitted from muster-roll of June 30, 1861. Is reported on roll July and August, 1861, and to include roll for September and October, 1862, "present." Regimental returns for June, 1862, and July, 1862, "missing in action June 27, 1862, at Gaines Hill, Va." Prisoner-of-war records, "captured at Savage Station, Va., June 27, 1862; confined at Richmond, Va., June 30 and July 5, 1862; paroled at Aiken's Landing, Va., August 5, 1862." Regimental return for August, 1862, "Joined from missing in action August 12, 1862, at Harrison's Landing, Va., exchanged, returned from Richmond." Roll November and December, 1862, "Deserted at New Baltimore, Va., November 17, 1862." Roll January and February, 1863, "present, returned to company February 23, 1863; under charges before general court-martial, for absence without leave." Roll March and April, 1863, "present, pay stopped for absence without leave from November 16, 1862, to February 23, 1863. Due Sutler W. W. Rose, \$7."

Charges of desertion and absence without leave are removed; while on duty as escort to a wagon train November 16, 1862, he was hurt by lifting a wagon wheel, and sent to hospital at Warrenton, Va. He remained at hospital, Warrenton, Va., and Convalescent Camp, Alexandria, Va., from on or about November 16, 1862, until February 13, 1863, when he was returned to his regiment from Convalescent Camp, Alexandria, Va.

Mustered-out with company June 9, 1863, at New York City (as James Patterson) with remark, "cash value of one Springfield rifle and bayonet to be stopped; absent without leave from November 16, 1862, to February 23, 1863." Clothing account not stated, number of miles to place of rendezvous 240, number of miles from place of discharge home, 240.

Jacob Goetz, private Company K, Fifth New York Veteran Volunteers.

Jacob Goetz, private Company K, Fifth New York Veteran Volunteers, originally enrolled and mustered in as private, Company G, Eighty-fourth New York Volunteers (Fourteenth State Militia), December 16, 1863, at New York, by Captain Hanley, and transferred to Company K, Fifth New York Veteran Volunteers, per Special Orders, No. 130, Headquarters, Fifth Army Corps, June 1, 1864.

Borne on roll May and June, 1864, as "present." Rolls July and August, September and October, and November and December, 1864, "missing in action August 21, 1864, near Petersburg, Va." January and February, 1865, "absent with leave from missing in action since January 5, 1865." March and April, 1865, "absent with leave since January 5, 1865." May and June, 1865, "present."

Prisoner-of-war records show him "captured near Petersburg, Va., August 21, 1864; confined at Richmond, Va., August 22, 1864; admitted to treatment at Belle Isle, Richmond, Va., September 17, 1864, with rheumatism; sent to Salisbury, N. C., October 9, 1864; paroled at North East Ferry, N. C., March 1-2, 1865; reported at Camp Parole, Md., March 12, 1865, and was sent to Camp Distribution, Va., or regiment, May 2, 1865."

Tried by general court-martial on charge of sleeping on post; found guilty; sentence promulgated in General Orders No. 57, headquarters Department of the East, New York City, July 17, 1865.

On individual muster-out rolls as follows: "Mustered out and dishonorably discharged August 9, 1865, at Hart Island, New York Harbor, by sentence of general court martial, per General Orders No. 57, Headquarters Department of the East, dated

July 17, 1865, paid for January and February, 1865. by Major Sallade. *Bounty received* \$100, *due* \$200. *Amount for clothing drawn* \$105.94. *Due United States for clothing overdrawn* \$23.21. *Due United States for transportation* \$4.10. *Due Henry Weldon, sutler Fifth New York Veteran Volunteer Infantry,* \$20. *Due soldier three months' entire pay per telegraph order from Secretary of War, dated May 30, 1865; prisoner of war from August 19, 1864, to March 7, 1865.*

Joseph N. Allen, private, Company A, Fifth Regiment New York Veteran Volunteers.

Enrolled July 13, 1863, at Buffalo, N. Y., by William H. Benson, for three years, and mustered in August 28, 1863, at New York City by Lieut. R. B. Smith, as sergeant.

Borne on muster-roll dated October 31, 1863, as present, with the remarks, "re-enlisted as a veteran volunteer, discharged July 1, 1863, from Thirteenth Michigan Volunteers, for disability." On subsequent rolls to April 30, 1864, present. On roll May and June, 1864, "killed in action near Cold Harbor, Virginia, June 2, 1864." (So reported on regimental return for June, 1864.) His name is dropped from subsequent rolls to December 31, 1864, inclusive.

On roll January and February, 1865, "absent with leave, prisoner of war June 2, 1864, gained from missing in action February 20, 1865."

Roll March and April, 1865, private, "absent with leave at Camp Parole, Maryland, reduced to the ranks December 5, 1864."

Mustered out May 2, 1865, at Baltimore, Md., to date April 1, 1865, in accordance with Special Orders No. 188, paragraph 77, War Department, A. G. O., April 26, 1865, by reason of promotion to Second Lieutenant, Third United States Colored Volunteers. Last paid by ——— to February 28, 1864. *Bounty paid,* \$225; *due,* \$275. *Clothing drawn since enlistment,* \$44.92. (*Vide individual muster-out roll.*)

Prisoner-of-war records show him "captured at Cold Harbor, Va., June 2, 1864; confined at Richmond, Va., June 3, 1864; sent to Andersonville, Ga., June 8, 1864; paroled at Charleston, S. C., December 13, 1864; admitted to hospital, Division No. 2, Annapolis, Md., December 23, 1864; furloughed January 16, 1865, for thirty days; re-admitted to said hospital March 10, 1865, from furlough, and sent to Baltimore, Md., March 13, 1865."

In the preparation of these registers it will be seen that the muster-in rolls of the field and staff, non-commissioned staff, and band, and of each company of the regiment, with all gains, and also the muster-out rolls of the same, are copied in full, and then all the rolls intermediate between the muster-in and muster-out are examined and their contents as to each name thereon entered on such register, and thus each roll must be examined.

Were these registers completed, then from their contents all calls for information could be easily answered, and the original rolls would only be referred to in the event of a claim that the register was not correct.

To complete these regimental registers for each regiment will require years of labor and a large expenditure of money, and the continuance of the work and compilation thereof will be justified if no better means of accomplishing the same end can be devised.

The end to be attained is some record convenient to handle and use, readily and easily accessible and containing the entire history and record of each soldier of every regiment, from which the full military history and record of every soldier can be promptly taken without having to refer to or handle the worn and mutilated rolls, except in a case where there may be a dispute as to the correctness of such response.

The continued use of such rolls must sooner or later wear out and almost totally destroy them and their copies also, and it is exceedingly important to preserve them in the best possible manner and to the fullest extent avoid their repeated folding and unfolding, which, however carefully handled, rapidly wear and mutilate them.

Your committee fully and freely conferred with General R. C. Drum, Adjutant-General, and found him ever ready and willing to test any proposed measure and to aid in solving the question of preserving such rolls and devising some record to contain the data thereon so as to enable his office to give any desired information without the necessity of

handling and using such rolls. Your committee discussed with him the projects of taking all the rolls of each company and mounting them on tracing-linen and binding them in atlas form, and then of printing all the rolls, and also of having all the rolls photolithographed. He quickly consented to testing these projects and ascertaining the probable cost, and had one set of rolls mounted and bound in atlas form, and secured estimates of the probable cost thereof and also of photolithographing and reproduction of the rolls by the platino-type process, and also of printing them, and furnished them to your committee through the Secretary. The letters of the Secretary of War and of General Drum to him are as follows.

WAR DEPARTMENT,
Washington City, January 25, 1888.

SIR: Referring to the plan suggested by you for the preservation of the muster-rolls in the office of the Adjutant-General, viz, mounting them on tracing-linen and binding, in atlas form, all the rolls of one company, I have the honor to inclose a copy of a report of the 20th instant on the subject from the Adjutant-General, who states that, pending receipt of reports and estimates on this subject, which will be transmitted as soon as they are received, he is not prepared to say that mounting rolls in the manner suggested offers the best solution of this important question.

I also inclose samples of tracing-cloth.

Very respectfully, your obedient servant,

WILLIAM C. ENDICOTT,
Secretary of War.

HON. F. M. COCKRELL,
Chairman Select Committee United States Senate.

WAR DEPARTMENT, ADJUTANT-GENERAL'S OFFICE,
Washington, January 20, 1888.

SIR: Referring to the plan suggested by Senator Cockrell for the preservation of the muster-rolls in this office, viz, mounting them on tracing-linen, and binding in atlas form, all the rolls of one company, I beg to report as follows:

The same book submitted herewith, equal to a complete set of company rolls from muster-in to muster-out rolls, has been prepared with great care, but doubtless the work of mounting the rolls could probably be improved by proper facilities, such as smooth surfaces, presses, etc.

Rolls of the Fifth New York Heavy Artillery have been selected for the sample book, because no other regiment could be found which had a sufficient number of copied and duplicate or "retained" rolls from which a complete set could be selected and temporarily spared from the files without delaying the search of cases.

By comparing the size of cavalry, artillery, and infantry rolls, it is ascertained that the majority of rolls of cavalry companies could be inclosed in covers about 3 inches shorter and 2 inches wider than the sample book (some of the rolls being folded), and that the infantry rolls would, averaging the size of cavalry books, vary somewhat, but always with some folding of long rolls.

When mucilage is applied to rolls for the purpose intended it continues to harden with time, making the sheet stiff and brittle, and while the cloth is a protection, the latter, when firmly and uniformly attached to the paper, will in time break from constant handling. It is believed that the quality of tracing or document cloth now in use is the best attainable for the purpose intended. Cloth with dull back is used because the glazed or varnished side, if exposed, has great attraction for insects, which by destroying the coating materially impair the transparency of the tracing-linen.

The loss of transparency after the varnished side of the tracing cloth has been gummed to the roll for some time is probably due to the dissolution of the glazing by moisture in the mucilage, and this is equally true to a certain extent when the unglazed side is gummed to the roll.

The several sheets comprising the sample book show numerous spaces cut out of the cloth to conform to the shape of the pieces previously attached. To make such spaces with exact precision is very difficult, and becomes impossible if the cloth is cut before being gummed to the paper, as the cloth stretches when moistened. If allowed to lap over the edges of original patches the cloth will be double and not sufficiently transparent, and if any space be left between the edges of the cloth and those of the pieces already attached it is but to leave a weak place and insure a break.

The book, when opened for the purpose of examination, occupies a space 5 feet 4 inches by 1 foot 11 inches. The average size of the desk-tops in the pension branch

of this office is 3 feet 11 inches by 2 feet 6 inches, and, as the limited floor space allotted necessitates placing the desks side by side and back to back in close contact, it will be seen that the open book would more than cover the width of two desks.

With regard to the cost of the suggested plan the following statement, carefully prepared, gives the estimated expense of mounting and binding rolls as proposed:

Number (estimated) of rolls of volunteer troops, including 30,640 rolls of colored organizations.....	402,916
Number of sets of rolls on books.....	22,384
Material for mounting rolls of one book.....	\$3.65
Labor (clerk of class \$1,000).....	19.62
Material for binding one book.....	1.90
Labor for binding one book.....	1.06
Total cost of one book.....	26.23
Making for 22,384 books an estimated cost of \$587,132.32.	

Recognition of the great importance of the adoption of the best means to preserve the muster-rolls on file in my office had led to investigation and trial of the possibility (and probable cost) of perpetuating the military records these rolls contain by photolithography and printing. Pending receipt of reports and estimates on this subject, which will be submitted as soon as they are received, I am not prepared to say that mounting rolls on tracing-cloth and binding them in atlas form offers the best solution of this important question.

Very truly, yours,

R. C. DRUM,
Adjutant-General.

Hon. WILLIAM C. ENDICOTT,
Secretary of War.

WAR DEPARTMENT,
Washington City, January 30, 1888.

SIR: In connection with previous correspondence relative to the plan suggested by you for preserving the muster-rolls in the Adjutant-General's Office, I have the honor to inclose a communication of this date from the Adjutant-General, submitting estimates for the reproduction of the rolls by photolithography, the platino-type process, and by printing.

Very respectfully, your obedient servant,

JOHN TWEEDALE, *Chief Clerk.*
(In the absence of the Secretary of War.)

Hon. F. M. COCKRELL,
*United States Senator, 1518 R street northwest,
Washington, D. C.*

WAR DEPARTMENT, ADJUTANT-GENERAL'S OFFICE.
Washington, January 30, 1888.

SIR: Referring to my letter of the 20th instant on the plan suggested by Senator Cockrell of preserving the muster-rolls in this office by mounting them on tracing-linen and binding in atlas form all the rolls of one company, I beg to submit the following estimates for the reproduction of the rolls by photolithography, the platino-type process, and by printing:

Mr. Norris Peters, of this city, estimates the cost of photolithographing the rolls at about \$4 a page. There are 402,916 rolls, and therefore the total cost would be \$1,611,664, and this sum would be somewhat increased by the fact that quite a number of the rolls have entries on both sides of the sheet.

General Albert Ordway has estimated that the reproduction of the rolls by the platino-type process would be about \$2 for each copy. The total cost by this method would, therefore, be \$805,832. This process is not considered as satisfactory in its results as photolithography, as it reproduces all blots, discolorations, and other blemishes of the original roll.

It must be borne in mind that either of these processes can only be used advantageously for reproducing rolls in fairly good condition and that by reason of the dilapidated condition of very many of the rolls and the very inferior quality of the ink used, none of this large class can be successfully reproduced by either of these methods.

The Public Printer estimates that for printing all the information entered on the rolls the cost will be \$899,061. There being, however, on the muster-rolls several columns containing data never used in preparing military histories of men, he further estimates that for printing only the essential part of the rolls the cost would be reduced to \$659,617.

I beg to say in conclusion that a scheme looking to the concentration on one paper of the entire history of a man from the date of his muster in the service to that of his muster out, death, etc., including data from regimental hospital, prisoners of war records, etc., is now under consideration, which, if it prove successful, as indicated by preliminary inquiries, will do away with the necessity of any of the plans already suggested, and present the best solution of the question.

Very truly, yours,

R. C. DRUM,
Adjutant-General.

The SECRETARY OF WAR.

What would be the advantages of having the rolls mounted and bound in atlas form by companies, or photolithographed, or reproduced by the platino-type process, or printed?

If mounted and bound in atlas form by companies, the original rolls would be preserved in about their condition when so bound, and a searcher in tracing the military history and services of a soldier would only have to turn one roll after another instead of unfolding and then folding as now done, and could doubtless perform two to three times as much work in the same length of time.

If photolithographed, reproduced by platinotype process, or printed, then the original rolls could be filed away, and the copies thereof could be used in obtaining the record of a soldier. There would be no occasion to use the original rolls, and they could be kept in the files substantially in their present condition, but an employé in any office where such photolithographed, reproduced or printed copies might be placed for reference and use would, in order to obtain the full military record and services of any soldier, be compelled to search for the name of the soldier on and examine each copy of the rolls of the company of such soldier, and the Adjutant-General, in order to answer calls for information from any source, would be compelled to have a search and examination made of the copies of such rolls, just as now made of the originals, but a searcher could easily perform three or four times as much work in the same length of time.

The very most that could be secured by any of the proposed measures would be the facilitation of answering calls for information. And the information desired would still be contained in such copies of the rolls and could only be obtained therefrom by an actual search and examination of each copy of the rolls of the company.

Your committee in conversation with Dr. F. C. Ainsworth, in charge of the record and pension division of the Surgeon-General's Office, in regard to the card-index record system used in his division, an account of which is given in detail in this report, treating of the work of his division, suggested to him the applicability of the same system to the rolls and records in the office of the Adjutant-General. And after full and free discussion Dr. Ainsworth consented to prepare such a card-index record blank for trial of its adaptability to the muster-rolls.

Your committee discussed the measure with General Drum, who at once had a set of muster-rolls delivered to Dr. Ainsworth, who at once went to work to prepare such a card-index record, which would contain appropriate headings in print, under which could be written all the data in regard to each soldier on all the rolls, records, reports, etc., containing any data relating to such soldier from muster-in to muster-out, and in due time completed the same and delivered them to General Drum, who at once had them printed. The following is a sample of

such card-index record, as printed with the appropriate blanks to be filled according to the facts shown by the rolls.

--	--	--

Name _____.
 Rank _____, Co. _____, Regt. _____.
 Age _____ years. Enrolled _____, 18____, at _____ by _____.
 Mustered-in _____, 18____, at _____ by _____ Period _____ years.

The rolls and other records show the following :

Muster-roll for—	Last paid.	Bounty.		Clothing.			Present or absent.	Remarks.
		Paid.	Due.	Date of last settle-ment.	Drawn since last settle-ment.			
					Dolls.	Dolls.			Dolls.	Cts.
April								
May and June								
July and Aug.								
Sept. and Oct.								
Nov. and Dec.								
Jan. and Feb.								
Mar. and Apr.								
May and June								
July and Aug.								
Sept. and Oct.								
Nov. and Dec.								
Jan. and Feb.								
Mar. and Apr.								
May and June								
July and Aug.								
Sept. and Oct.								
Nov. and Dec.								
Jan. and Feb.								
Mar. and Apr.								
May and June								
July and Aug.								
Sept. and Oct.								
Nov. and Dec.								
Jan. and Feb.								
Mar. and Apr.								
May and June								
July and Aug.								
Sept. and Oct.								
Nov. and Dec.								

The following is a sample of a completed card-index record of one soldier, prepared by Dr. Ainsworth from the rolls furnished him by the Adjutant-General, at the request of your committee :

S	27	Ohio.	Inft.
---	----	-------	-------

Name, John R. Shuck.
 Rank, priv. Co. G, 27 Regt. Ohio Vols.
 Age 18 years. Enrolled July 27, 1861, at Camp Chase, O., by Frank Lynch.
 Mustered-in Aug. 14, 1861, at Camp Chase, O., by Capt. H. Stansbury. Period, 3 years.
 The rolls show him as follows:

Muster-roll for—	Last paid.	Bounty.		Clothing.			Present or absent.	Remarks.
		Paid.	Duc.	Date of last settlement.	Drawn since last settlement.			
					Dolls.	Dolls.			Dolls.	Cts.
Apr								
May and June 1861.								
July and Aug. Sept. and Oct. ..	No pay since enlistment.						Present ..	
Nov. and Dec. 1862.								No rolls on file.
Jan. and Feb. ..	Dec. 31 ..						Present ..	Name appears as John L. on this and subsequent rolls.
Mar. and Apr. 1862.							"	No rolls on file.
May and June	May 1 ..						"	
July and Aug.	June 30 ..						"	
Sept. and Oct. ..	"						"	
Nov. and Dec. 1863.	Aug. 31 ..						"	
Jan. and Feb. ..	Oct. 31 ..						"	
Mar. and Apr. 1863.	Feb. 28 ..						"	
May and June.	"						"	
July and Aug. ..	June 30 ..			Aug. 31, '62	44		"	Rank is given as corporal.
Sept. and Oct. ..	Aug. 31 ..						"	Reduced from corp. to priv. by S. O. No. 199, H. Q. 27 Ohio V. I., Memphis, T., Oct 19, '62.
Nov. and Dec. 1864.	Oct. 31 ..						"	
Jan. and Feb. ..	Jan. 31 ..	60	340				"	Re-enlisted Dec. 25, '63, at Prospect, Tenn., for 3 years. Mustered in Jan. 1, '64, at Prospect, Tenn.
Mar. and Apr. ..	"	60	340				"	
May and June.	"	60	340				"	
July and Aug. ..	"	60	340	Jan. 1, '64	26	23	Absent ..	Wounded July 4, and sent to hospital.
Sept. and Oct. ..	"	60	340				"	In hosp. at Cumberland, Md., by reason of w'd's rec'd in action July 4, '64. To be stopped for transportation furnished \$6.20.
Nov. and Dec. 1865.	"	60	340	Jan. 1, '64	26	23	"	Same remark as for Oct.
Jan. and Feb. ..	"	60	340				"	" " " " " "
Mar. and Apr. ..	"	60	340	Dec. 31, '63	26	33	"	" " " " " "
May and June.								Rolls not on file.
July and Aug. ..								No muster-out roll on file.
Sept. and Oct. ..								
Nov. and Dec. ..								

At the instance of your committee, Dr. Ainsworth prepared a sample of what such card-index records will be when printed in book form, which, while not complete as to the entire record of the soldier Shuck the only data as to him having been taken from the muster-rolls (some of which were wanting), shows fully how they can be printed and the entire practicability of printing them. The sample is as follows:

COMPANY G, TWENTY-SEVENTH OHIO INFANTRY.

GOULD, ORRIN B., private; age 30; enrolled July 27, 1861, at Camp Chase, Ohio; mustered in Aug. 14, '61, at Camp Chase, Ohio, for 3 years. 1861: *Aug.*, present; *Oct.*, no pay since enlistment, present; *Dec.*, no rolls on file, 1862; *Feb.*, last paid to Dec. 31, '61, present, name appears as Orin; *Apr.*, no rolls on file; *June*, last paid to May 1, '62, present; *Aug.*, last paid to June 30, '62, present; *Oct.*, last paid to June 30, '62, absent; wounded and sent to hospital, Corinth, Miss., Oct. 4, '62, and so borne on subsequent rolls to *Apr.* 30, '64; *June*, last paid June 30, '62; bounty due \$100; discharged by order of Maj. Gen'l Heitzelman at Columbus, Ohio, May 19, '64, by reason of wounds rec'd at battle Corinth, Miss.

SHUCK. JOHN R., private; age 18; enrolled July 27, '61, at Camp Chase, Ohio, mustered in Aug. 14, '61, at Camp Chase, Ohio, for 3 years. 1861: *Aug.*, present; *Oct.*, no pay since enlistment, present; *Dec.*, no rolls on file. 1862: *Feb.*, last paid to Dec. 31, '61, present; name appears as John L. on this and subsequent rolls; *Apr.*, no rolls on file; *June*, last paid to May 1, '62, present; *Aug.*, last paid to June 30, '62, present; *Oct.*, same; *Dec.*, last paid to Aug. 31, '62, present. 1863: *Feb.*, last paid to Oct. 31, '62, present; *Apr.*, last paid to Feb. 28, '63, present; *June*, same; *Aug.*, last paid to June 30, '63; date of last settlement of clothing Aug. 31, '62; amount drawn since, \$44, present; rank is given as corporal; *Oct.*, last paid to Aug. 31, '63, present; reduced from corporal to private by S. O. No. 199, H. Q. 27 Ohio V. I., Memphis, T., Oct. 9, '63; *Dec.*, last paid to Oct. 31, '63. 1864: *Feb.*, last paid to Jan'y 31, '64; bounty paid, \$60.; due, \$340; present; reenlisted Dec. 25, '63, at Prospect, Tenn., for 3 years, mustered in Jan'y 1, '64, at Prospect, Tenn; *Apr.*, last paid Jan'y 31, '64, present; *June*, same; *Aug.*, last paid to Jan'y 31, '64; bounty paid, \$60; due, \$340; date of last settlement of clothing, Jan'y 1, '64; drawn since \$26.23, absent wounded July 4, and sent to hospital; *Oct.*, pay and bounty the same as on preceding roll; absent in hosp. Cumberland, Md., by reason of wounds rec'd in action July 4, '64; to be stopped for transportation furnished, \$6.20; *Dec.*, same as for Oct. 1865: *Feb.* and *Apr.*, same as for Oct. '64; *June*, no rolls on file. No muster-roll on file.

In the opinion of your committee this card-index record system is the solution, and the only practical, feasible, and economical solution, of the vexed question in regard to the preservation of these rolls without further wear and destruction, and the placing of the data contained in them in an easily accessible and convenient condition for use without the handling of the rolls.

Your committee, therefore, unhesitatingly recommended the adoption of this system to the Secretary of War and the Adjutant-General, and recommend that the work upon the volunteer regimental registers be discontinued, and all the available force of employes be placed at work in compiling from the rolls upon these card records, the military history and services, etc., of the officers and soldiers whose names are borne thereon, the rolls to be taken by States, and as soon as the rolls, reports, records, etc., relating to the soldiers of any one State are completed upon these card-index records, then that the card-index records, arranged alphabetically by regiments, without regard to rank, be printed in sufficient numbers to furnish copies to all the divisions and Bureaus of all

the Departments having any occasion to call for the military history, services, etc., of soldiers for any purpose in the work of such divisions and Bureaus, and be prosecuted as rapidly as possible until completed as to all the States, then printed and distributed as above indicated.

When so completed, printed, and distributed, then all the labor in the various divisions and Bureaus of all the Departments in writing applications to or calls upon the Adjutant-General for information in regard to officers and soldiers, and all the labor in the office of the Adjutant-General in searching these rolls and answering such calls can be dispensed with, and the further use, wear, and tear of the rolls will cease, and there will be no occasion to refer to or use the rolls except in case of a dispute as to the correctness of such card-index record, when the card-index record will show the particular rolls to be referred to for verification.

The employés in any office desiring any information in regard to any soldier can, by knowing his regiment and State, quickly take the printed book containing the names, record, etc., of the soldiers of that regiment and State, and find the information desired as easily and quickly as he could take a dictionary and find the definition of any word.

This work is so important, that it should be prosecuted with the greatest vigor and by every available employé, and, if necessary, there should be an additional force provided for.

RECORDS IN OFFICES OF PAYMASTER-GENERAL AND SECOND AUDITOR.

Your committee, finding so many calls had been made, particularly from the Second Auditor of the Treasury, for information upon the office of the Paymaster-General, requested General W. B. Rochester, Paymaster-General, to make a report in regard to the records in his office and the method of answering such calls, etc., and received from him the following letter and accompanying exhibits, in part hereto appended.

WAR DEPARTMENT, PAYMASTER-GENERAL'S OFFICE,
December 3, 1887.

SIR: In compliance with your verbal request of the 30th ultimo, for information touching the nature, composition, uses, etc., of the volunteer records of this office, I have the honor to state that, under the requirements of the laws of Congress and the regulations of the War Department, this office is charged with the duty of all disbursements to the officers and enlisted men of the Army on account of pay proper, and the various other allowances granted to them from time to time.

Records are kept of these disbursements in books prepared for that purpose, and each individual voucher is recorded alphabetically therein, showing the name of the officer or soldier, his rank, time for which paid, or the nature of the payment, the amount paid, the name of the paymaster by whom paid, and the number of his account (each account being numbered on its receipt by this office), the date of such payment, and the State, regiment, and company to which the soldier belonged. Payments to companies are recorded as such, under the name of their respective commanders. Payments to the non-commissioned staffs are recorded as such under the letter N. Soldiers detached from their regular commands are generally paid on detachment pay-rolls, which are recorded under the letter D; and payments to hospitals are recorded as such under the letter H. Sample pages of these records, showing the respective heads, etc., are herewith inclosed.

After the vouchers are thus entered on the records of this office, and a careful preliminary examination of the disbursements made thereon, they are forwarded to the Second Auditor of the Treasury for examination and file in his office; but they are not separately recorded by him, it is presumed, as in this office.

The volunteer record division of this office is the depository of these records, and they are classified in groups, or sections, as follows:

First. "State books" (numbering 42 volumes), in which are recorded all payments to volunteer officers, companies, non-commissioned staffs, detachments, hospitals, regiment bands, etc. (See sample herewith, marked A.)

Second. "Miscellaneous books" (numbering 11 volumes), showing all payments to Presidential and special appointees, and other miscellaneous payments. (See sample herewith, marked B.)

Third. "Discharge books" (47 volumes), containing a record of final payments, payments of ordinary bounty, etc., to discharged enlisted men. (See sample herewith, marked C.)

These "discharge books" are also subdivided into sections, as follows: "Eastern and miscellaneous," "middle," "western," "veteran reserve corps," and "U. S. colored." The eastern and miscellaneous contain payments to discharged soldiers from the New England, Southern, and the minor Western States, and the Territories. The middle books show similar payments to men of the States of New York, New Jersey, Pennsylvania, Delaware, and Maryland; and those of the western section to soldiers from the larger Western States, such as Ohio, Indiana, Illinois, Missouri, Iowa, Michigan, Wisconsin, and Minnesota. The classes designated "veteran reserve corps" and "U. S. colored," suggest the nature of their own records without further explanation.

Fourth. "Additional bounty books" (1,238 volumes), in which are recorded all claims for bounty (whether paid or disallowed) under the act of July 28, 1866.

Fifth. "Division of referred claims" (42 volumes), containing a record of miscellaneous claims adjusted by that division during the years 1865 to 1869, including the claims for "additional bounty," referred to above. Many thousands of these claims were rejected for various reasons, the papers in most of which are still on file in this office, some of them being occasionally called up and transferred to the Second Auditor for revision or renewal.

Sixth. "Florida and Mexican war records" (3 volumes), in which appear, or are supposed to appear, all payments to volunteer officers and companies, and the final payments to discharged soldiers during those wars.

The present clerical force of the volunteer record division of this office (seven diligent clerks) are kept almost constantly employed in giving information from these records to claimants, or their legal representatives, and to the heads of the various bureaus of the Government, chiefly, however, to the Second Auditor of the Treasury, to aid in the adjustment of claims pending in his office, or elsewhere, and for the completion of the records therein.

Samples of the usual form of inquiry received from the last-named officer, and the replies of this office thereto, are herewith inclosed, marked from 1 to 8, inclusive. When an inquiry is received it is assigned to the clerk having charge of the records supposed to contain the information called for, and after a careful examination of those records, it is returned to the writer, or otherwise appropriately referred, with the result of such examination noted thereon, provided the information sought be not prohibited by the rules of the Department.

The examination of these records is necessarily tedious, but the work of this division is never delayed beyond the time required for an accurate and full report in each case (upon which often depends the allowance or rejection of the soldier's claim), averaging usually less than thirty days, except in a comparatively few cases requiring more extended examinations; and at present there remains on hand but 875 unanswered inquiries—the work of about ten days.

The almost constant use of these records for many years has rendered the copying of some of them an absolute necessity, which is being done as rapidly as the other work, already referred to, will allow; and in thus transcribing them they are arranged separately by States, thus simplifying their future examination for information called for, an arrangement which was not, and could not have been, effected at the time they were originally made.

It is believed the foregoing contains all the information asked for on the occasion referred to, and hoping it may prove satisfactory for the purposes desired, I have the honor to be, sir,

Very respectfully, your obedient servant,

WM. B. ROCHESTER,
Paymaster-General, U. S. A.

Hon. F. M. COCKRELL,
U. S. Senator, Washington, D. C.

A.
STATE BOOKS.

Names.	Rank.	Time paid for.	Amount paid.	Name of paymaster.	No. of account.	Date of payment.	Of what State or Territory.	Remarks.
Bailey, David J.....	Col.....	16 Sept., '61, 31 Oct., '61..	\$347.40	Wm. Patten	1672	8 Nov., 1861	New York..	49 Inf., 3 years.
Barnett, Jacob.....	2d lieut.....	3 Aug., " 31 " " "	226.42	J. A. Lawyer	1582	6 " " "	"	17 " Co. B, 3 years.
Barker, William.....	Surgeon.....	4 Oct., " 31 " " "	183.84	T. W. Yard.....	1674	14 " " "	"	4 Mtd Rifles, war.
Bath, Henry.....	Capt.....	12 Sept., " 31 " " "	214.64	Wm. M. Wiley	1745	13 " " "	"	45 Inf., Co. C. "
Do.....	Company.....	" " " " " " "	1,715.26	" do.....	"	" " " "	"	" " " " "
Burne, Robert.....	Adjutant.....	22 " " 31 " " "	162.65	Wm. B. Rochester..	1478	1 " " "	"	45 " 3 years.
<i>Band</i>		10 Aug., '61, 31 " " "	1,976.25	J. B. Brua.....	1460	12 " " "	"	33 " muster in.
Bavey, Geo. F.....	1st lieut.....	17 May, " 30 June, "	162.75	O. H. Fry.....	1382	7 Aug., "	"	18 " Co. K, 3 years.
Bartlett, A. E.....	Regt. qr. mr.....	1 June, " 9 Aug., "	320.91	M. K. Houlton.....	1422	9 " " "	"	39 " Garibaldi Guards.
Bolton, N. T.....	Chaplain.....	20 " " 31 July, "	211.27	T. P. Andrews.....	1379	20 " " "	"	8 State mil., 3 years.
<i>Payments on detachments.</i>								
Detachment, muster out..	Private.....	Back pay and bounty...	2,961.89	Geo. B. Ely.....	5022	29 Oct., 1864	New York..	3 Inf'try, Co. C, m. out.
Do.....	Non-com. off. and private	" " " " " " "	2,196.72	" do.....	"	27 " " "	"	89 " " E, "
Do.....	" " " " " " "	" " " " " " "	670.92	S. Lounsbury.....	5038	21 Nov., "	"	96 " " G, "
Do. paroled prisoners.		1 Sept., '64, 31 Oct., '64	3,268.00	J. Herbert.....	5483	31 Dec., "	"	Different regts.
Do. unassigned recruits.		" " " " " " "	3,045.40	F. A. Hixon.....	5417	24 " " "	"	" " "
Do. muster out..								
		1 Jan'y, '65, 11 July, '65.	4,924.09	R. H. Howell.....	6514	13 July, 1865	"	11 Cav. Co. E (Scott's 900.
		Diff. dates to 17 June, "	10,700.08	J. D. Pulsifer.....	6497	24 June, "	"	3 Hvy. Art. " F, travel pay and bty.
Do. do.....	Non-com. off. and privs.	" " " 5 July, "	8,928.72	T. J. Saunders.....	6760	12 July, "	"	1 Engrs. Co. C, bty.
<i>Payments to hospitals.</i>								
Hospital rolls.....	Patients and attendants.	Diff. dates to 30 June, '65.	7,850.81	Lupton.....	6834	2 Aug., 1865	New York..	Central Park, N. Y. City.
Do.....	" " "	" " " " " " "	957.79	Voorhis.....	6846	17 " " "	"	David's Island, " harbor.
Do.....	" " "	30 Apr., '65 " " " "	4,763.89	C. T. Davies.....	6811	15 July, "	"	Ira Harris, Albany.
Do.....	" " "	1 Jan'y, " 31 May, "	5,678.24	Phelps.....	7047	25 " " "	"	Elmira.

B.

MISCELLANEOUS BOOKS.

Names.	Rank.	Time paid for.	Amount paid.	Name of paymaster.	No. of account.	Date of payment.	Of what State or Territory.	Remarks.
Morgan, R. C.....	Major-general.....	1 June, '65, 30 June, '65.	\$459.45	L. T. Thurstin.....	6974	3 July, 1865	New York..	Major-general vols.
Mott, Frederick.....	Lt. col.....	1 May, " " " "	473.82	Geo. M. Mitchell..	6949	14 " " "	Ohio.....	Chief com. of subs.
McPhail, D. H.....	Major.....	" " " " 31 May, "	215.41	S. A. Safford.....	6997	1 June, " "	Penna.....	Addl. paymaster, U. S. A.
McKinney, T. W. C....	Capt.....	"Feb'y," " " " "	605.24	N. C. Sawyer.....	6818	31 May, " "	Ky.....	A. A. G. vols.
Mendenhall, John.....	Brig. genl.....	1 Aug., " 31 Aug., "	316.95	J. W. Smith.....	7357	4 Sept., " "	Cala.....	Brig. gen'l vols.
Moore, Alex.....	Chaplain.....	1 May, " 31 May, "	164.00	F. Bridgman.....	6946	13 June, " "	Mo.....	Hosp'l chaplin—3 mos. extra pay.
Moss, Richard.....	Surgeon.....	1 Nov., " 31 Jan'y, '66.	625.95	R. R. H. Whitney..	7764	5 Feb'y, 1866	N. J.....	Brigade surgeon vols.
McIntosh, Wm. H.....	Col.....	20 Dec., " 28 Dec., '65.	27.22	J. P. Canby.....	7690	19 " " "	New York..	Com. of sub. pd. diff. of pay betw. capt. and lt. col.
Morris, Scratchim.....	1st lieut.....	1 Aug., " 31 Aug., "	170.96	Z. Voorhis.....	7462	10 Sept., 1865	Nev.....	Signal Corps and A. D. C.
Marshall, W. L.....	Medical cadet.....	1 July, " 31 Aug., "	125.20	W. C. Haines.....	7450	15 Sept., " "	D. C.....	U. S. V.
Mitchell, Wilfried.....	Paymaster's clerk.....	1 Nov., " 30 Nov., "	97.50	W. D. Wheeler.....	7357	30 Nov., " "	.....	Clerk to Maj. McPhail.
Miles, Robert.....	Lieut. col.....	1 Dec., " 31 Dec., "	197.34	J. E. Burbank.....	7662	4 Jan'y, 1866	Penna.....	Provost marshal, U. S. vols.
Band.....	.....	1 May, " 20 July, "	3,232.56	J. B. Etting.....	7220	25 July, 1865	.....	1st Brigade, 2d Div., 17th Army Corps.

C.

DISCHARGE BOOKS—MIDDLE STATES.

Names.	Rank.	Time paid for.	Amount paid.	Name of paymaster.	No. of account.	Date of payment.	Of what State or Territory	Remarks.
Hill, James G.....	Private	31 Oct., '61 17 Apr., '62.	\$72.20	N. S. Brinton.....	1211	22 Apr., 1862	Penna.	45 Inftry, I.
Hoffman, Henry.....	3d-class musician.....	1 Jan'y, '62 11 " " "	82.47	D. McClure.....	1218	10 May, " "	" " "	87 " band.
Hogland, Chas. T.....	Corp'l.....	1 Mch, " 21 May, " "	31.12	Wm. Tillman.....	1382	15 Aug., " "	" " "	104 " C.
Huff, Isaac A.....	Sgt. major.....	1 " " 18 Apr., " "	16.35	W. Cumback.....	1232	21 Apr., " "	New York..	7 Cav. I.
Herr, Daniel H.....	Sergt.....	1 May, " 11 Aug., " "	60.69	J. Townsend.....	1369	15 Aug., " "	" " "	2 Inftry, D.
Hickman, Theo.....	Drummer.....	4 Sept., " 4 May, '63	78.95	Mc. D. Lyon.....	1704	30 Mch., '63	" " "	1 Hvy. Arty., M.
Hines Hugh.....	Teamster.....	1 May, " 20 Oct., '62.	95.24	D. Taggart.....	1404	29 Oct., '62	" " "	78 Inftry, G.
Hatton, Austin.....	Bugler.....	1 July, " 8 Jan'y, " "	79.88	O. M. Dorman.....	1506	6 Nov., " "	" " "	2 Cav., L, dis.

Entries under the head of other States made in like manner.

Sample 1.

(FORM 29.)

• TREASURY DEPARTMENT, SECOND AUDITOR'S OFFICE,
Washington, D. C., November 21st, 1887.

SIR: Please give the last payment and any ordinary and add'l bounty payments, when and by whom made, to George Jenkins, jr., late private Company C, 209 Penn. Volunteers, who was discharged on the 27th day of April, 1865.

Very respectfully,

WM. A. DAY,
Auditor.

By S.

To the PAYMASTER-GENERAL.

WAR DEPARTMENT, PAYMASTER-GENERAL'S OFFICE,
Washington, D. C., Dec. 1, 1887.

SIR: It appears on record that George Jenkins, jr., late private Company C, 209 Regiment Penna. Volunteers, was last paid by Major Jameson, ac. 7416, on the 5 day of May, 1865, and \$190 b'ty.

No record of add'l b'ty.

Very respectfully,

WM. B. ROCHESTER,
Paymaster-General.

By B.

To the SECOND AUDITOR OF THE TREASURY.

Sample 3.

(FORM 29.)

TREASURY DEPARTMENT, SECOND AUDITOR'S OFFICE,
Washington, D. C., Dec. 1st, 1887.

SIR: Please give the last payment and any ordinary or add'l bounty payments, when and by whom made, to John Smith, late corp'l Company G, 14 Mass. Volunteers, who was mustered out on the 17 day of June, 1864, with a detachment.

Very respectfully,

WM. A. DAY,
Auditor.

By S.

To the PAYMASTER-GENERAL.

WAR DEPARTMENT, PAYMASTER-GENERAL'S OFFICE,
Washington, D. C., Dec. 2d, 1887.

SIR: No record of individual payment detachment muster out was paid by Major Johnson, ac. 3319, on the 17 day of June, 1864, back pay and bounty.

Paid \$100 add'l bounty by Maj. Tucker, August 24, '68.

Very respectfully,

WM. B. ROCHESTER,
Paymaster-General.

By B.

To the SECOND AUDITOR OF THE TREASURY.

(Across the face:) Please make special. (Signed) Wm. A. Day, Auditor.

Sample 4.

(FORM 24.)

TREASURY DEPARTMENT, SECOND AUDITOR'S OFFICE,
Washington, D. C., Nov. 22nd, 1887.

SIR: Please inform this office whether a claim for bounty, under act of July 29, 1866, has been paid to Alex'r Johnston, late of Co. "H," 69th N. Y. Volunteers; and

if so, forward a copy of the report of the assistant treasurer at New York, or, if disallowed, all the papers in said case, together with his discharge certificate, if on file.
Certificate given to ———.

Very respectfully,

WM. A. DAY,
Auditor.
By W.

To the PAYMASTER-GENERAL.

WAR DEPARTMENT, PAYMASTER-GENERAL'S OFFICE,
Washington, D. C., Dec. 1st, 1887.

SIR: See statement of payment herewith enclosed.
Very respectfully,

WM. B. ROCHESTER,
Paymaster-General.
By B.

To the SECOND AUDITOR OF THE TREASURY.

WAR DEPARTMENT, PAYMASTER-GENERAL'S OFFICE,
Washington, Dec. 1st, 1887.

Respectfully returned to the Second Auditor.

The claim of Alexander Johnston, "H" Co., 69 Reg't New York Vols., for add'l bounty, act July 28, '66, was allowed Jan'y 13th, 1868, and check No. 19276, for \$100, was issued by Maj. A. D. Robinson, paymaster, and sent to Hamilton and Moses, attorneys, Albany, N. Y. The check is reported "covered in" by the assistant treasurer in statement rendered June 30th, 1874.

When a claim is allowed, the check is drawn to the order of the claimant, and sent, with his discharge, to his attorney, or to himself where no attorney has been appointed, and is payable only upon indorsement by claimant, unless the latter shall, by power of attorney executed subsequently to the date of the check, authorize his attorney to act for him. If any check is paid on improper indorsement, the assistant treasurer of the United States at New York City, on whom all checks for additional bounty are drawn, is the responsible party to whom the payee, in such case, must look for payment. It will thus be seen that the soldier can not be defrauded, unless, by his own act, he places himself in the power of his attorney.

WM. B. ROCHESTER,
Paymaster-General, U. S. A.
By B.

Sample 7.

(FORM 29.)

TREASURY DEPARTMENT, SECOND AUDITOR'S OFFICE,
Washington, D. C., * * * 1887.

SIR: Please give the last payment, and state whether or not 3 mos. ex. pay prop. was made, and if so, when and by whom, to John L. Smith, late capt. Company B, 64th Illinois Volunteers, who was discharged on the 11th day of July, 1865. Any stoppages?

Very respectfully,

WM. A. DAY, Auditor.
By S.

To the PAYMASTER-GENERAL.

WAR DEPARTMENT, PAYMASTER-GENERAL'S OFFICE,
Washington, D. C., * * * 1887.

SIR: It appears on record that John L. Smith, late captain Company B, 64th Regiment Illinois Inf'ty Volunteers was last paid by Major M. L. Strong on the 21 day of August, 1865, the three mos. extra by Maj. Elliott, acc. 7496, Ap'l 2, '66.

Very respectfully,

WM. B. ROCHESTER,
Paymaster-General.
By B.

No record of stoppages.

To the SECOND AUDITOR OF THE TREASURY.

Your committee call attention to the remarkable condition of business shown in the foregoing report and the exhibits, copies of calls for information by the Second Auditor.

The Second Auditor, with all the original pay-rolls and vouchers filed away in his office, and containing the very information asked of the Paymaster-General, makes hundreds and even thousands of calls by letters upon the Paymaster-General to furnish his office information, to be taken in the office of the Paymaster-General from copies of records made in the Paymaster-General's office from the originals as they passed through his office to the Second Auditor, in whose office they are preserved.

This anomalous condition arises in this way: The paymasters, when they made payments on regular pay-rolls, detached rolls, or individual rolls, sent them to the Paymaster General to be by him examined and sent to the Second Auditor. The Paymaster-General, as these rolls were received, made the records described in his report to your committee by copying from such rolls, and then sent the rolls to the Second Auditor to adjust and audit the accounts of the respective paymasters making such payments. And when received in the office of the Second Auditor, from time to time, these rolls were examined and the accounts of the paymasters adjusted and audited, and the rolls were then filed away in the office of the Second Auditor, as vouchers for the payments made by such paymasters under the names of the paymasters making them.

The accounts of the paymasters have long since been adjusted and audited according to these rolls, and when soldiers apply for arrears of pay or bounty, the Second Auditor, having these original rolls in his office, but arranged as vouchers for the respective paymasters under their names, can not without great labor and loss of time use them for obtaining the information desired, and finds it more expeditious in adjusting such claims for arrears of pay and bounty to apply to the Paymaster-General for information to be taken from the data entered of record in the books described in his office; the rolls, when transmitted to the Second Auditor, were used to adjust the accounts of the paymasters without any reference whatever to the payments shown therein to have been made to the soldiers individually, and are in an inaccessible condition for use without much labor and loss of time in adjusting the claims of individual soldiers, and can not now be made easily accessible for such use without an entire rearrangement for that particular purpose, which would require much labor and time.

Your committee did not have the time to make the necessarily tedious examination of these rolls and the records in the office of the Second Auditor to devise or determine upon any system for the re-arrangement of these rolls so as to make them easily and readily accessible in auditing the claims of soldiers, and to ascertain the labor and time and the probable cost to be expended in so doing.

INTERIOR DEPARTMENT.

BOARD OF PENSION APPEALS.

Your committee received from the Secretary of the Interior no formal reply to the letter transmitting a statement of the arrears of business pending undisposed of on March 1, 1887, in the different bureaus and divisions, but received or obtained separate reports as to the business in some of the bureaus and divisions.

From the reports touching the board of pension appeals, your committee have compiled the following data. For fifteen years prior to January 1, 1881, the average number of appeals taken annually from the action of the Pension Office to the Secretary of the Interior was 285.

Since January 1, 1881, the number of appeals taken is as follows :

1881	479
1882	513
1883	1, 079
1884	2, 148
1885	2, 621
1886	2, 874
1887	1, 940

Number of appeal cases—

Disposed of in 1884	1, 446
Pending January 1, 1885	1, 223
Disposed of in 1885	1, 177
Pending January 1, 1886	2, 672
Disposed of in 1886	1, 652
Pending January 1, 1887	3, 894
Disposed of in 1887	5, 457
Pending January 1, 1888	377

The following communication from Assistant Secretary Hawkins in regard to the above number of pending appeal cases is explanatory of their condition.

DEPARTMENT OF THE INTERIOR,
Washington, January 5, 1888.

DEAR SIR: Inclosed I transmit for your information report of the work of the board of pension appeals for the week ending December 31, 1887, showing appeals pending, 377.

I desire to state in this connection that, while this number of cases is on our docket as pending, as a matter of fact we are now disposing of current appeals. The practice in the Pension Bureau is that, when a case is appealed by reason of the rejection of the soldier's claim for pension, before the papers are forwarded to this Department by the Commissioner of Pensions they are submitted to a board, known as the board of re-review, who are required to re-examine the whole record in the case with a view to the correction of errors and mistakes that may have been committed in the original examination of such claim; and to-day the 377 cases that appear as pending upon the Department docket are now before the different boards for re-examination by the Pension Bureau for the purposes above stated. After the board of rereview has acted, if the former rejection is adhered to, or reversed, the Department is notified by the Pension Bureau of its action in this behalf. So that there are to-day no accumulation of cases ready for final action by this Department.

As soon as I can have a few decisions in the Brockman case printed I will take great pleasure in forwarding the same to you for distribution, as requested.

I may also state as a matter of information that from the commencement of the year 1888 there will be many changes with a view to improved methods in the transaction of the duties assigned me by the Secretary of the Interior, all tending to a greater promptness in the disposition of these matters as well as a great saving in expense.

Very respectfully, yours,

D. L. HAWKINS,
Assistant Secretary.

Hon. F. M. COCKRELL,
United States Senate, Washington, D. C.

PATENT OFFICE.

CLASSIFIED ABRIDGMENTS.

Your committee also addressed a letter to the Commissioner of Patents in regard to a classified abridgment of patents, its necessity, importance, and value, and the approximate cost of preparing and publishing the

same, and received in reply the following letter and accompanying report :

DEPARTMENT OF THE INTERIOR, UNITED STATES PATENT OFFICE,
Washington, January 21, 1888.

DEAR SIR: I herewith hand you the report of the chief draughtsman of this office on the matters referred by you in November last, relative to the abridgment of patents. This report contains a full history of the work which was begun under the appropriation made in 1881. In my opinion this work should be continued, as it will be of great value to the office, and appropriation should not only be made for publishing the abridgment made under the former appropriation, but to continue the work through all the other classes of invention.

I regret the delay incident to the preparation of this report, but, as already explained to you, it was unavoidable.

Very respectfully, your obedient servant,

BENTON J. HALL,
Commissioner.

Hon. F. M. COCKRELL,
Chairman Senate Committee, United States Senate.

DEPARTMENT OF THE INTERIOR, UNITED STATES PATENT OFFICE,
Washington, D. C., January 20, 1888

SIR: I have the honor to submit the following relative to the communication of Hon. F. M. Cockrell, chairman Senate Select Committee, calling your attention, first, to the question "of the necessity, importance, and value of a classified abridgment of patents," and, second, "an approximate estimate of the expense of preparing and publishing the same."

I have deemed it advisable, for a full understanding of this matter, to present herewith the opinions of your predecessors upon this subject, together with a review of the main points embodied in the Senate committee letter, and such other available facts as are pertinent thereto.

The reasons which suggested to your predecessors the desirability of such an abridgment would seem to have lost none of their cogency, but, on the contrary, would be the more forcible, in view of the formidable increase in American and foreign patents.

Amongst the causes which urge the necessity of this publication are, most notably, the following:

(1) The large number of patents heretofore granted and their rapid increase renders the proper official examination of applications for patents next to impossible.

(2) It would be of great utility in facilitating office work.

(3) It would, by lessening the work of examiners, obviate the constant demand for additional force, and, when completed, would permit a considerable decrease of force.

(4) It would enable an examiner to familiarize himself with the state of any particular art without going over the vast number of United States patents, periodicals, and inventions described in scientific journals.

(5) It would be the means of preventing the issuance of defective and worthless patents, thereby avoiding litigation and pecuniary losses to inventors and manufacturers.

The importance of an abridgment is apparent, for the following reasons:

(1) It would enable attorneys and patent solicitors to prepare their cases with intelligence and precision, thereby greatly assisting the Commissioner of Patents and the judges of the courts in deciding questions of patentability, interferences, and infringements.

(2) It would enable manufacturers to more definitely understand their own rights and the rights of patentees.

(3) It would serve to prevent the imposing of royalties under worthless patents, or those of narrow scope.

The value of such a publication to the public can not be estimated, as the knowledge thus given would show to the inventive mind the ground already covered by certain lines of invention, and it has been fully demonstrated that such knowledge is suggestive of changes in, or improvements on, existing methods.

Such widely diffused knowledge of practical inventions is largely beneficial to the manufacturing and industrial interests of the country.

(1) Such an abridgment would be remunerative to the Government, from its ready sale to manufacturers and inventors, as it is believed that the receipts from such a source would exceed the entire cost of preparation and publication.

(2) It would, if distributed as was provided under section 2 of the act approved March 3, 1881, be accessible for public reference, and save inventors many expensive journeys to Washington for the purpose of consulting the office records.

The attention of Congress was first called to the necessity of an abridgment of patents by Hon. Thomas Ewbank, in the year 1848.

The first attempt at an abridgment was made in 1881, under the act of Congress approved March 3, 1881, by which act \$10,000 was appropriated for the purpose.

The amount was expended in preparatory work, and some 14,000 patents were abridged ready for printing and binding.

An appropriation of \$20,000 is suggested to enable the office to resume the work under a system modified by experience gained in the first effort. Thus, instead of performing the work by classes of inventions, commence with the earliest patent granted and proceed with patents by consecutive numbers.

The work already prepared in the class of agricultural implements could thus be utilized.

No better example of the utility of the plan under discussion can be given than the existing official publication of patents relating to electricity; copies of such patents from the year 1790 to July, 1880, were compiled and bound for the Electrical Congress held in Paris, France, in 1880.

This publication is continued yearly, and now comprises forty-nine large volumes, including all patents issued in that line of invention to July, 1887.

It is doubtful whether, were it not for these ready volumes covering all that is known on American electrical patents, the work of the office could have kept pace with the vast number of applications which have been filed since the impetus given to this class of invention since the advent of the practical electric light and telephone.

How much more available even these would have been had they been abridged is only too apparent.

The extracts from reports of former Commissioners are appended hereto.

All of which is respectfully submitted.

M. GARDNER,

Chief of Draftsman's Division.

Hon. BENTON J. HALL,
Commissioner of Patents.

Extracts from reports of Commissioners of Patents.

Commissioner of Patents Ewbank in his report of 1848 recommends and urges the preparation of a general analytical and descriptive index of discoveries and inventions as follows:

"The work once completed and a copy placed in every city, town, and district library, would in each place be a fountain of knowledge to which inquisitive spirits might have recourse. It would save half of the examiner's time and supersede three-fourths of an irritating correspondence arising from disallowed claims. Till it is undertaken the examining corps will have to be increased with the increasing business of the office; when done no such re-enforcement would be wanted. In a pecuniary point of view such a work is therefore most desirable to the office, to inventors, and the public at large. When made accessible to popular reference it will be the saving of millions."

He suggests that an appropriation of \$6,000 be made for the purpose of beginning the work.

Commissioner Mason in 1856 calls attention to the necessity of "a complete analytical index of patents."

Commissioner Leggett, 1873, states:

"An examination of the past work of the office develops the fact that there are about 7,500 different things which are made the subjects of patents. In the new classification of these subjects which I have caused to be made during the past year, they have been grouped, according to their analogy, into 145 classes. It is very desirable that a thorough digest, showing clearly and fully the present state of the art in each one of these classes, should be made. This is the work that will need to be commenced very soon. The industry of the country, the interests of inventors and manufacturers, as well as the facility of the office work, demands such digest. If a competent person could take the subject of fire-arms, for instance, giving the present state of the art in that class, by showing exactly what has been invented, and by whom, from time to time, and the improvements that have been made, it would enable the office to make examinations with far greater facility and accuracy, and in much less time than at present; would enable manufacturers to know more exactly their own rights and the rights of patentees and the public; would enable attorneys and patent solic-

itors to prepare their cases with far more intelligence and precision, and would greatly assist the Commissioner of Patents and the judges of the courts in deciding questions of patentability, interferences, and infringements. If such volumes could be prepared under the supervision of the Commissioner of Patents, and be published in sufficient numbers to supply the demand for the same, I am convinced they could be made not only profitable in the way of furnishing much needed information, but remunerative to the Government. I would respectfully ask the attention of Congress to this matter, and that the Commissioner be authorized to immediately commence this work."

Commissioner Thacher, 1875, states that:

"There is also urgent need of complete digests of all the patents in each one of the one hundred and forty-five subdivisions, as inventions have been classified in the office. These would render the work of examining more expeditious and certain. The English Government has published such digests. These contain in greatly abridged form, properly classified and arranged, all the patents issued by the Government, and appear to have met with great favor. There is also a strong demand for the publication of such abridgment of specifications in this country. If the Commissioner should be authorized to publish the volumes as fast as completed, in form something like that of the English abridgment, they would doubtless meet with a ready sale, which would nearly, if not quite, cover all the expense of publication. So seriously is the want of this abridgment felt by inventors and manufacturers that every year examiners in the Patent Office are importuned by persons outside to prepare complete abridgments of patents in their class for publication and sale as a private enterprise, and in some instances large sums have been offered for complete digests of some special classes."

Commissioner Spear, 1877, states that:

"I renew a suggestion made by the Commissioner of Patents in 1873, relating to the publication of digests or abridgments of patented inventions such as are published by the British Government.

"These abridgments contain in classified form brief summaries of the inventions patented in Great Britain.

"Each volume contains some special class of inventions, arranged chronologically and with subject-matter indexes. Any one desiring to be fully and accurately informed in relation to the patents granted in that country in all classes of inventions, may readily glean the information from the volume of abridgments, without which he would be compelled to search laboriously through the great mass of patents issued, now amounting to over 1,700 volumes.

"The indexes are not full, but are sufficient to indicate the nature of the invention, and direct the inquirer to the volume and page where a full description and illustration may be found.

"No such indexes have ever been made by this Government. It has been attempted by private individuals in a few special classes. The completion of the whole work would require two or three years. It can be best done under the supervision of the office, and in connection with the special office work of examination. These indexes would enable one searching for special information to perform in a few moments the work of a day. They would effect a saving to the office greater than their cost, and would find a ready sale at remunerative prices among manufacturers and inventors.

"The need of them increases each year, with the increase of the number of patents, and if generally distributed they would serve more effectually than any other means to defeat those who, throughout the country, under worthless patents of narrow scope, impose upon the unwary and ill-advised. They might be distributed in the same way as the Official Gazette, to public libraries in the Congressional districts, and would furnish an epitome of the entire record of the patents of the country, and ready information as to the state of the arts accessible to all."

Commissioner Paine, 1879, states:

"The interests of the public and of the office imperatively demand that provision be made without further delay for the preparation of a general analytical and descriptive index of inventions and discoveries.

"Each succeeding year has augmented the force of most of the reasons suggested by Commissioner Ewbank for the preparation of this index. It is impossible now to estimate the advantages which inventors, the public, and this office would derive from such a work if it were in the hands of the examiners and accessible to the public. The saving of time and money which would result from its use to the office would be immense. It is, of course, impossible to estimate the millions that would be saved to inventors and to those who use inventions if the knowledge which it would furnish could be accessible to them.

"A work of such magnitude should not be undertaken without a most thorough consideration of the method to be adopted for its accomplishment. I earnestly commend this subject to the attention of Congress."

Commissioner Marble, 1880, states:

"Attention has been called by several of my predecessors to the necessity of having a digest made, for the use of the office and of the public, of the inventions pat-

ented in this and foreign countries, as well as those disclosed in publications technical works, and in scientific and other libraries. At the risk of repetition I desire also to call the attention of Congress to the importance of such work, in the hope that the necessity so long felt and so often referred to may, at no distant day, be relieved, and the wants of the office and the public supplied. Nearly 240,000 patents have already been issued by this office. If the examinations of the office upon applications filed were limited to American patents only, the necessity for a digest of such patents would, to any person at all acquainted with the business of this office, be apparent; but when to this number of patents are added those issued in foreign countries, as well as the inventions described in scientific and other works, the importance of such a digest, in order that an examiner may know what the state of the particular art is, can not be overestimated. As well might it be expected that a lawyer could promptly tell what the law is upon a given subject from the isolated decisions found in the reports of the decisions of the courts of this and other countries without a digest of such decisions, as that an examiner, although an expert in the particular class, can determine from the great number of inventions already patented, as well as those described in books and publications, whether a particular device or composition of matter is patentable without some book in which reference is made to all the patents which have been issued in that particular class, as well as the inventions described in books and publications.

"The preparation for such a work would cost, it is true, a large sum of money and consume considerable time, but I think the expense to the Government would soon be reimbursed by its sale. If not in that way directly, certainly it would by its sale and the increased facility which it would afford to the examining corps of the office, lessening their labors, and hence the necessity for so large a number of persons being employed on that kind of work. The advantage to the public, and especially to inventors and manufacturers, would be incalculable. Inventors often spend months and even years in producing a device to do a certain thing, only to find at the end of the time thus spent that their inventions have been fully anticipated by other devices, if not identical with the one presented, in all respects similar to it.

"Capital, always cautious, seeks investment in property the chief value of which consists in the fact that its owner has the exclusive right to produce or use it, which right is guaranteed by a patent of the United States, more cautiously than in any other kind of property, because of the uncertainty, felt in such guaranty of the Government until the validity of such patent is tested by the severe ordeal of a trial in the courts. This feeling of uncertainty, this want of confidence, and hesitation on the part of capitalists and manufacturers may be overcome, in a large degree at least, by having the inventions, each and every class, so brought together that at least those skilled in a particular art can determine whether a particular device or composition of matter is anticipated in a former patent or publication.

"For the foregoing reasons, and for the reasons which have been given by my predecessors in their reports on this subject, I earnestly recommend that action be taken by Congress looking to an early commencement of the preparation of this work. At some time, if our patent system is continued, such a work will become so necessary that its preparation can no longer be delayed. Delay in its preparation will only add to its cost when it is commenced, because the material to be examined and classified is constantly increasing. In the mean time the office must suffer the inconvenience of not having it for daily use."

Acting Commissioner Stockbridge, 1881.

"The digest of American patents, for which a provisional appropriation was made by Congress at its last session, has been in progress since the beginning of August last. It is proposed to furnish to the office and the public at large classified briefs of all American patents. The classification in the body of the work will conform in general to that already existing in the several examining divisions, while the indexes will contain cross-references to every sub-device which is of sufficient importance to be described in the specification of the invention to which it belongs. Thus the examiner or the inventor will not only have at hand an adequate digest of each case under its proper classification, but he can dispense with a search that is often very laborious for references in the broader classes under which the special invention is comprised. It is hardly possible to overestimate the benefit that will ensue to the office and to inventors from the prosecution of this work. A specimen of the work already done will soon be laid before Congress, and it is believed when its nature becomes clearly understood from actual examination there will be no doubt as to the desirability of completing it."

Commissioner Marble October 1, 1881, in explanation of estimates, states that: "Under the law providing for the abridgment of patents of the United States, and appropriating \$10,000 therefor, said work has been commenced.

"The plan for making this abridgment, adopted by me, is to give a brief statement of the invention patented, together with the claims of the inventor, and an illustration or illustrations of the device invented and patented.

"As it has been shown that the most economical method of producing work of this character is by the photolithographic process, similar to that used in producing the Official Gazette, I have submitted as my estimate for photolithographing or otherwise producing plates for the classified abridgment of patents of the United States, including the pay of employes, the sum of \$50,000."

Commissioner Marble, 1882, states that:

"No appropriation having been made for the abridgment of patents, that work was discontinued on the 1st of August last. The manuscripts prepared during the fiscal year 1881-'82 have been carefully arranged and stored. At some future time, I have no doubt, this work will be revived and completed. Under the appropriation made for this purpose I had nearly completed the abridgment of all patents relating to agricultural implements. Some provision should be made for the completion and publication of the work already done. I have so fully heretofore stated my views of the necessity of a classified abridgment of all the patents issued by this office, that I deem it unnecessary to restate them or add thereto, further than to say that, where a bureau of the Government is sustained by the receipts from particular classes of individuals such classes should have furnished them all the information obtainable on the subject in which they are interested. If this work were completed, not only would the office be greatly benefited thereby, but the information thus placed within the ready reach of every inventor, manufacturer, and user of articles, devices, and compositions of matter covered by patents, would be such as could not be obtained anywhere else. If the bureau were a burden to the Government because its receipts were less than its expenditures, such suggestions might be considered improper; but when its receipts are annually largely in excess of its expenditures, and its accumulations are more than \$2,000,000, it is difficult to understand why a work so much needed should be procrastinated."

Your committee call special attention and favorable consideration to the very manifest and unanswerable arguments and reasons given in behalf of such a publication, which has become, and now is, an imperative necessity to enable the Patent Office to perform efficiently, intelligently, and promptly the immense amount of accumulated and constantly increasing work in the office. The preparation and publication of such an abridgment should be commenced at once, and prosecuted rapidly to completion as to all patents granted, and kept current with patents as hereafter granted.

Your committee report herewith a bill "To provide for continuing the work of classified abridgments of letters patent granted by the United States," and recommend its passage.

A Bill to provide for continuing the work of classified abridgments of letters patent granted by the United States.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the sum of twenty thousand dollars be, and the same hereby is, appropriated out of any moneys to the credit of the patent fund or out of any moneys in the Treasury not otherwise appropriated, to be expended under the direction of the Commissioner of Patents in continuing the preparation of classified abridgments of letters patent granted by the United States.

SEC. 2. That the said abridgments shall be printed and bound, and one copy shall be furnished to each Senator, Representative, and Delegate in Congress; one copy to each of eight public libraries to be designated by each Senator, Representative, and Delegate; and two copies to the Library of Congress; and also copies to such foreign governments, libraries, and learned societies as the Commissioner of Patents may designate: *Provided,* That copies shall be sold at the cost of printing and binding, and all sums received from such sale shall, on or before the first day of each month, be paid into the Treasury.

DELAYED APPLICATIONS IN PATENT OFFICE.

Your committee addressed a letter to Hon. B. J. Hall, Commissioner of Patents, on November 11, 1887, asking for a full report as to the number of applications for patents which have been kept alive for the period of more than two years from the date of filing, the process by which this is done, the motives and reasons of applicants and their attorneys

in continuing the pendency of such applications, etc.; and received in reply the following letter and accompanying report.

DEPARTMENT OF THE INTERIOR, UNITED STATES PATENT OFFICE,
Washington, January 14, 1888.

DEAR SIR: I have the honor to herewith transmit, in response to the communication of your committee dated November 11, 1887, a very full report made to me by the chief of the draughtsman's division of this office, relative to the number of applications pending in this office which have been kept alive for a period of more than two years from the date of filing.

I regret that this report has been so long delayed, but it has been utterly impossible to collect the data from the various examining divisions and brief the same, in order that your committee could understand the situation, at an earlier date.

Very respectfully, yours,

BENTON J. HALL,
Commissioner.

Hon. F. M. COCKRELL,
Chairman Senate Select Committee.

DEPARTMENT OF THE INTERIOR, UNITED STATES PATENT OFFICE,
Washington, D. C., January 13, 1888.

SIR: In compliance with the request of Hon. F. M. Cockrell, chairman Senate Select Committee, as to the number of applications for patents which "have been kept alive for the period of more than two years from the date of filing, the process by which this is done, the motives and reasons of applicants and their attorneys in continuing the pendency of such applications," I have the honor to report what, in accordance with your order, the several examining divisions were called upon for reports covering the information called for, which reports are transmitted herewith, together with a compendium of the number of applications, and a synopsis of the reasons and motives, as called for in your order.

The following cases are cited as examples of the processes by which applications may be kept alive for a period of more than two years:

[Alvan D. Brock and Fenelon B. Brock, steam-boilers. Application serial No. 74,650, filed October 19, 1882. Patented October 4, 1887, No. 371,030. Case pending five years.]

ACTIONS.

	1. Amendment; further description of invention.....	Oct. 20, '82
Official.	2. Rejection; references cited.....	Oct. 24, '82
	3. Amendment.....	Oct. 24, '82
Official.	4. Rejection on former and further references.....	Oct. 25, '82
	5. Amendment (afterwards canceled).....	Oct. 25, '82
	6. Amendment.....	Jan. 29, '83
	7. Amendment.....	Feb. 20, '83
Official.	8. Rejection on merits.....	Feb. 23, '83
Official.	9. Letter advising applicant of status of case.....	Apr. 23, '83
	10. Amendment.....	Apr. 26, '83
Official.	11. Rejection.....	Apr. 30, '83
	12. Amendment.....	May 4, '83
Official.	13. Notice of interference.....	May 5, '83
Official.	14. Letter of interference.....	Oct. 26, '83
	15. Amendment limiting claims.....	Nov. 20, '83
	16. Letter to Office asking allowance.....	Mar. 15, '86
Official.	17. Rejection; examiner claims abandonment.....	Mar. 17, '86
	18. Letter denying examiner's assertion; reconsideration asked.....	Mar. 25, '86
Official.	19. Rejection; informalities; objection as to lapse of time waived.....	Apr. 1, '86
	20. Argument.....	Sept. 10, '86
Official.	21. Rejection.....	Sept. 30, '86
	22. Amendment; argument.....	Aug. 26, '87
Official.	23. Rejection.....	Sept. 10, '87
	24. Amendment.....	Sept. 12, '87
Allowed September 16, 1887.		

SUMMARY.

Cause of delay: Case declared in interference. A period of two years and four months allowed to lapse by error of examiner, who claims that a verbal request was made by applicant for postponement until further notice. Applicant denies same.

[James Howard, paper for roofing. Filed February 5, 1867. Patented June 8, 1869, No. 91,133
Pending two years and one month.]

ACTIONS.

Official. 1. Rejection on merits; references cited.....	May 11, 1867
2. Amendment.....	Mar. 16, 1869
Allowed March 26, 1869.	
Time consumed by office since date of filing.....	3 months, 16 days
Time consumed by examiner in action, after case was reached.....	10 days

SUMMARY.

Delay of one year and ten months caused by failure of applicant to respond to first official action. Further delay of two months, by reason of applicant's negligence in paying final fee, after allowance.

The actions of the examiner were promptly taken after case was taken up, and all the causes of delay were with applicant.

[James Howard, machine for tarring paper for roofing. Filed February 5, 1867. Patented October 12, 1869, No. 95,689. Pending two years and eight months.]

ACTIONS.

Official. 1. Rejection on merits; reference cited.....	May 16, 1867
2. Amendment.....	Mar. 16, 1869
Allowed April 8, 1869.	
Time consumed by office since date of filing.....	4 months, 3 days
Time consumed by examiner in actions after case was reached.....	22 days

SUMMARY.

Delay of one year and ten months caused by failure of applicant to respond to first official action. A further delay of five months and seventeen days caused by neglect of applicant to pay the final fee, after allowance.

The actions of the examiner were promptly taken after case was reached. All the causes of delay were with the applicant.

[L. A. Daelen, caloric engines. Filed November 1, 1875. Patented February 6, 1886, No. 336093. Pending ten years and three months.]

ACTIONS.

Official. 1. Rejection; references cited.....	Nov. 15, '75
2. Letter of inquiry.....	Feb. 2, '77
Official. 3. Examiner's answer.....	Feb. 6, '77
Official. 4. Notice of interference.....	Jan. 29, '77
5. Power of attorney.....	Jan. 2, '78
Official. 6. Information to attorney relative to status of case.....	Jan. 5, '78
7. Amendment.....	May 1, '79
Official. 8. Rejection; further references cited.....	May 15, '79
9. Associate power of attorney.....	Jan. 21, '80
10. Argument.....	Feb. 24, '81
Official. 11. Rejection; further references cited.....	Feb. 28, '81
12. Amendment; substitute claims.....	Jan. 29, '83
Official. 13. Reference to informalities in specification.....	Feb. 17, '83
14. Substitute specification.....	Dec. 26, '84
Official. 15. Reference to informalities in specification.....	Dec. 30, '84
16. Amendment.....	Jan. 5, '85
Official. 17. Reference to informalities in specification.....	Jan. 14, '85
18. Amendment.....	Jan. 23, '85
Official. 19. Oath informal.....	Jan. 24, '85
20. Affidavit.....	Aug. 17, '85

Allowed August 25, 1885.

Time consumed by examiner's actions after reaching case, six months twenty days.

SUMMARY.

Delay caused by failure of applicant to respond promptly to official actions. On three actions the time allowed to expire before response was, respectively, one year nine months; one year ten months; one year eleven months; while on the remaining actions the time allowed to expire was from five months to one year.

Cause of delay in this case clearly with applicant.

[William H. Balmain, method of making material objects self-luminous. Filed November 20, 1878
Patented September 26, 1882, No. 264918. Pending three years and ten months.]

ACTIONS.

Official.	1. Rejection; division required	Nov. 21, '78
	2. Substitute specification	Jan. 10, '79
Official.	3. Rejection; references cited	Jan. 24, '79
Official.	4. Examiner's statement as to abandonment	Apr. 13, '82
Official.	5. Commissioner's decision	Apr. 14, '82
	6. Affidavit	Apr. 11, '82
	7. Amendment; substitute specification	Apr. 21, '82
	8. Amendment; statement state of art	Apr. 28, '82
	9. Supplemental oath	Aug. 12, '82

Allowed August 14, 1882.

SUMMARY.

Delay in prosecuting this application caused by death of applicant and ignorance on the part of his executors of his having an application on file in this office.
More than three years allowed to lapse for the above reason.

[Thomas A. Edison, electric lamp. Filed August 27, 1880. Patented November 2, 1886, No. 351855.
Pending six years.]

ACTIONS.

Official.	1. Rejection; references cited	Sept. 3, '80
	2. Amendment; substitute claim	Apr. 25, '81
Official.	3. Rejected on same reference	Apr. 30, '81
	4. Argument and request for reconsideration	July 9, '81
Official.	5. Reiterating former objections	July 9, '81
	6. Amendment	July 21, '81
Official.	7. Rejection	Aug. 23, '81
	8. Power of attorney	Feb. 4, '82
	9. Argument	July 28, '82
	10. Revocation and power of attorney	Aug. 14, '82
Official.	11. Rejection; references cited	Aug. 24, '82
	12. Oath	Oct. 11, '82
	13. Request for reconsideration on last reference	Aug. 22, '84
Official.	14. Rejection; former references	Sept. 8, '84
	15. Substitute specification	Sept. 6, '86
	16. Amendment	Oct. 1, '86

Allowed October 2, 1886.

Time consumed in official actions after reaching case, three months.

SUMMARY.

On two actions in this case applicant allowed the two-year period to lapse within two days each. In another instance one year was allowed to expire before responding to official action. Causes of delay were with applicant.

[T. A. Edison, incandescing electric lamps. Filed August 7, 1882. Patented March 1, 1887, No. 358600
Pending four years and seven months.]

ACTIONS.

Official.	1. Rejection; references cited	Aug. 24, '87
	2. Amendment; substitute claims	Aug. 22, '84
Official.	3. Rejection on former references	Sept. 8, '84
	4. Appeal to board	Sept. 8, '86
Official.	5. Examiner's answer	Sept. 18, '86
Official.	6. Decision of board	Dec. 20, '86
	7. Substitute claims; amendment	Jan. 7, '87
Official.	8. Rejection; further references cited	Jan. 13, '87
	9. Argument	Jan. 20, '87

Allowed January 23, 1887.

Time consumed by examiner in actions after case was reached, four months.

SUMMARY.

Delay in this case was caused by applicant. Advantage was taken of section 31-165, Rules of Practice, whereby applicant is allowed the period of two years in which to respond to each official action.

On one action applicant allowed the full period of two years to lapse before filing his answer, and in another instance one year eleven months and twenty-eight days,

[T. A. Edison, incandescent electric light. Filed November 9, 1882. Patented December 7, 1886. No. 353783. Pending four years and one month.]

ACTIONS.

Official.	1. Rejection; references cited	Dec. 21, '82
	2. Amendment	Mar. 2, '83
Official.	3. Rejection; references cited	Mar. 7, '83
	4. Amendment	Mar. 6, '85
Official.	5. Amendment; informal	Mar. 11, '85
	6. Amendment	Jun. 21, '86

Allowed June 26, 1886.

Time consumed by office from date of filing to allowance, one month twenty-seven days.

Time consumed by examiner after reaching case, fifteen days.

SUMMARY.

On one official action in this case the applicant allowed one year eleven months and twenty-eight days to expire before filing his answer.

T. A. Edison, furnishing light and power from electricity. Filed February 5, 1880. Patented August 30, 1887, No. 369280. Pending seven years and six months.]

ACTIONS.

Official.	1. Rejection; references cited	Mar. 30, '80
	2. Amendment	May 31, '80
Official.	3. Rejection; references cited	June 12, '80
Official.	4. Rejection; further reference	Aug. 7, '80
	5. Amendment	Sept. 21, '80
Official.	6. Rejection; references cited	Oct. 8, '80
	7. Drawing returned to attorney	Oct. 18, '81
	8. General power of attorney for record	Feb. 4, '82
	9. Revocation and power of attorney	Aug. 14, '82
	10. Substitute specification	Oct. 6, '82
	11. Oath	Oct. 11, '82
Official.	12. Rejection; further references cited	Oct. 31, '82
	13. Request for reconsideration	Oct. 22, '84
Official.	14. Reconsidered and finally rejected	Oct. 30, '84
	15. Appeal; not found in file	Oct. 30, '86
Official.	16. Examiner's statement; not in file	Nov. 16, '86
	17. Appeal withdrawn; paper not in file	Dec. 26, '86
	18. Amendment	Jan. 29, '87
Official.	19. Rejection	Feb. 5, '87
	20. Argument	Feb. 14, '87
Official.	21. Rejection; former references	Feb. 15, '87
	22. Amendment	Feb. 20, '87
Official.	23. Letter calling for correction of informalities in specification	Mar. 8, '87
	24. Oath	July 29, '87

Allowed August 5, 1887.

SUMMARY.

Case delayed five years on the part of applicant by failure to respond to official actions; time allowed to lapse on the sixth, twelfth, and fourteenth actions, respectively, one year and ten days; one year eleven months and twenty-two days, and two years.

Cause of delay clearly with applicant. Case also appealed to board, and delayed on various other actions.

The following reasons and motives are specified as the most obvious for continuing the pendency of such applications:

First. Financial inability to prosecute the application.

Second. "Drag nets" to catch applications filed by others pertaining to the same subject-matter.

Third. Interference proceedings and appeals.

Fourth. Dilatory actions of attorneys, and their failure to act in the interest of their clients by keeping applications alive for the purpose of receiving additional fees.

Fifth. Failure of applicants or attorneys to properly prepare their applications, through ignorance of patent laws.

Sixth. Prolonging the pendency of applications to derive the benefits of protection before the term of patent commences, thus deferring the date of the patent, provided a patent be granted; this may be done by filing amended papers just in time to prevent abandonment. This protection would be secured by marking the articles "patent applied for."

- Seventh. Attorneys' actions on cases about to expire, hoping that some favorable change on the part of applicants may induce their further employment thereon
- Eighth. To extend the lives of monopolies.
- Ninth. To enable applicants to make improvements and applications for such improvements while the application originally filed is pending before the office.
- Tenth. To enable applicants to restrain manufacturers from making machines or products under the plea of "patent applied for" for worthless devices not patentable.

Number of applications in each division which have been kept alive for more than two years.

	Cases.
Div. I. Tillage.....	294
Div. II. Farm, stock and products.....	100
Div. III. Gas, metallurgy, brewing, and distillation.....	342
Div. IV. Civil engineering.....	160
Div. V. Fine arts.....	247
Div. VI. Chemistry.....	426
Div. VII. Harvesters.....	291
Div. VIII. Household furniture.....	460
Div. IX. Hydraulics.....	389
Div. X. Land conveyances.....	141
Div. XI. Leather working.....	244
Div. XII. Mechanical engineering.....	130
Div. XIII. Metal working.....	100
Div. XIV. Metal working and packing vessels.....	274
Div. XV. Plastics, oils, fats, and glue, and refrigeration.....	166
Div. XVI. Electricity, A.....	507
Div. XVII. Printing, binding, and paper manufactures.....	325
Div. XVIII. Steam engineering.....	100
Div. XIX. Calorifics.....	387
Div. XX. Builders' hardware and surgery.....	226
Div. XXI. Textiles.....	320
Div. XXII. Fire-arms, navigation, and stone-working.....	216
Div. XXIII. Instruments of precision and trade-marks.....	147
Div. XXIV. Designs and sewing-machines.....	377
Div. XXV. Milling, thrashing, brakes, and gins.....	315
Div. XXVI. Electricity, B.....	303
Div. XXVII. Washing, brushing, and abrading.....	250
Div. XXVIII. Pneumatics.....	400
Div. XXIX. Wood-working.....	108
Total	7,745

Attention is called to report of examiner of Division XIV for an elaboration of the methods and reasons for continuing the pendency of applications; also to sections 4894 and 4897, Revised Statutes, and to rules 165 and 166, Rules of Practice.

Very respectfully,

HON. BENTON J. HALL,
Commissioner of Patents.

M. GARDNER,
Chief of Draughtsman's Division.

Your committee call special attention to the very great length of time allowed by applicants to elapse between dates of filing application and final allowance thereof, and to the means or processes resorted to to secure such delay, and to the reasons and motives for continuing the pendency of such applications so long. Your committee can not condemn too strongly the reasons and motives stated under the headings "Second," "Sixth," "Eighth," and "Tenth" on the part of applicants, and "Fourth" and "Seventh" on the part of patent solicitors and attorneys.

GENERAL LAND OFFICE.

Your committee also received from the Secretary of the Interior the following letter and accompanying supplemental report from the Acting Commissioner of the General Land Office to the Secretary.

DEPARTMENT OF THE INTERIOR,
Washington, January 21, 1888.

SIR: I have the honor to transmit herewith a supplemental report of the Acting Commissioner of the General Land Office, dated 17th instant, in relation to the business and work of that office.

Very respectfully,

WM. F. VILAS,
Secretary.

HON. F. W. COCKRELL,
Chairman Select Committee, United States Senate.

DEPARTMENT OF THE INTERIOR, GENERAL LAND OFFICE,
Washington, D. C., January 17, 1888.

The SECRETARY OF THE INTERIOR:

SIR: Referring to your personal request, based upon a communication received by you from the chairman of the Senate select committee "to inquire into and examine the method of business and work in the Executive Departments," I now respectfully ask to submit herewith a supplemental report, and attach herewith copies of office orders affecting the methods of transacting business in this Bureau, which have been issued and put in force since the original report, made April 29 last, viz:

The first in order of date is that of May 26, 1887, establishing contest division H.

The object had in view in forming this division was to facilitate the disposal of the many thousands of contests which were accumulating in the "Public lands" and "Pre-emption" divisions and to secure hereafter uniformity in decisions written by the clerks engaged in said work. Previous to its organization clerks engaged on contest work were widely separated and promiscuously scattered through the two divisions. Very few of them were on this work exclusively, but were encumbered with miscellaneous work of different kinds.

This division has been in operation since June 1, 1887. A brief statement of its organization, the condition of the work at that date and at present, and of the results accomplished and in prospect may be of service, to show whether its formation was justified or not.

The division was organized with very inadequate force at first, owing to the fact that sufficient room could not be obtained at once to accommodate the necessary clerks, and that the clerks had to be gradually withdrawn from other work on which they were engaged. On June 1 only 16 clerks were in this division, including the chief of division and 5 clerks detailed as docket and file clerks. By January 1, 1888, the force had been gradually increased to 23, including chief, 2 copyists, and 5 docket and file clerks. The force now in said division consists of 30 clerks, which is deemed sufficient to keep up with contest work as fast as it is received, but will make no appreciable gain on the arrears now on hand.

Preliminary to the organization of the division on April 1, 1887, a contest board was formed for the purpose of getting the accumulated work of that nature in shape for the new division. Two weeks were consumed in transferring the files and letters from the other divisions to the rooms to be occupied by the new one, and in getting them arranged in order. Up to June 1 very little work could be done on contest cases, only the regular correspondence and actions on applications to contest being kept up. In the meantime, cases were received all the time, and filed with said board, to be acted on in their order. A close estimate shows that 8,747 cases and 11,850 letters (including the letters transmitting said cases) were transferred to said board on April 1. Some of these cases had been in the office over two years, awaiting action in their turn, because they happened to be in a section or division which was behind with its contest work; while other cases of the same character, from other sections, were ready to be acted on, although only in the office two or three months. On being removed to their present quarters, the cases were arranged according to the order of their reception in this office, without regard to the State or Territory from which they came, and this arrangement is followed with all that are received. They are acted on in this order, also, so that no part of the country has any advantage in priority of time over any other part in having its contests decided.

The decisions prepared in different sections were frequently contradictory of each other. Clerks working, sometimes in examining final proof on entries purely *ex parte*, and sometimes on examining records made up in litigated cases, would fail frequently to make the necessary distinction between the two classes of cases.

Although much time and labor has been consumed in settling plans of work and in arranging the files of the new division so as to make the system as nearly uniform and perfect as possible, still it is believed that the work as accomplished from April 1 to January

7, 1888, of itself, justifies the formation of the division and gives reason to expect a great increase of the work done there within the immediate future, owing to the system of work becoming well defined, the force well organized, and the increased number of clerks now in the division. Below is found a statement of work received and work done by the division from April, 1887, to January 7, 1888:

Cases received (partly by reference from other divisions).....	10,351
Transferred (as above) April 1.....	8,747
Total cases received.....	19,098
Letters received (partly by reference from other divisions).....	12,751
Transferred April 1.....	11,850
Total letters.....	24,601

WORK DONE.

Letters written (including decisions of cases).....	6,633
Cases examined and disposed of.....	8,397
Appeals from registers and receivers decided, not involving facts in cases....	212
Applications to contest acted upon.....	665
Motions for review, rehearing, and certiorari acted on.....	78
Pages type-writing.....	6,054
Pages of press-copy letter book filled.....	9,095

Besides the above much unclassified work has been done, such as making certified copies of records, forwarding cases to the honorable Secretary on appeal, promulgating Secretary's decisions, etc.

There were 10,699 cases undisposed of on January 7, 1888. On August 13, 1887, the number undisposed of had reached 12,708, the highest number reached since the organization of the division, showing a gain, since that date, of 2,009 cases. This gain was in the class of unappealed cases which are being rapidly disposed of and will soon be brought up to date, being now about eight months in arrears. The appeal cases, of which there are about 2,000 on hand, constitute the most difficult as well as the most important class of work in this division. The disposal of these cases has only fairly begun. It is expected that as many of this class of cases will be decided as are received until the unappealed cases are brought up to date, after which slight gains may be expected.

I earnestly call attention, however, to the recommendation of the late Commissioner Sparks as to an increase of force in this Bureau. It is necessary, in order to bring up the arrears of work in the office, as the force in one division of the office is increased only by detailing the same from other divisions.

I hereto attach copy of the order establishing contest division.

Order.] DEPARTMENT OF THE INTERIOR, GENERAL LAND OFFICE,
Washington D. C., May 26, 1887.

It having become necessary for the efficient and proper dispatch of the business of this office to formally and permanently organize a division in the nature of a "board of contest," to which all contest cases hereafter arising in the public lands division (C) and the pre-emption division (G) be sent for action thereon, the same is hereby organized and designated as division H, and by that initial to be recognized by the chiefs and employes of this office, and the clerks heretofore assigned to duty on the board of contest are designated to serve as clerks of said division, and Mr. Frank Gordon, law examiner, is temporarily assigned to act as chief of said division until a permanent chief thereof shall be duly appointed and qualified.

WM. A. J. SPARKS,
Commissioner.

Approved, May 27, 1887.

H. L. MULDROW,
Acting Secretary.

DEPARTMENT OF THE INTERIOR, GENERAL LAND OFFICE,
Washington, D. C., June 24, 1887.

TO CHIEFS OF DIVISIONS, GENERAL LAND OFFICE :

It is hereby directed, in order to avoid possible mistakes and complications, that it will be the duty of the chief of the special service division (P), whenever any information shall reach said division involving the bona fides of any entry, to immediately withdraw the papers in said entry from the divisions in which they have been filed, and retain them in the files of division P, until the same have been investigated and reported thereon; thereupon, and not until then, will said papers be returned to their original division with action of division P indorsed thereon, and whenever any information reaches the chiefs of other divisions affecting or in the least tainting the validity of any entry filed in their respective divisions, such as in their judgment would justify an investigation, they will refer all the papers in said case to P division, indorsing on said papers the date of such reference, and there said papers are to remain in the files of said P division until action thereon, and report indorsed on same as heretofore provided, and the papers in the case of no entry undergoing an investigation as to the validity of such entry shall be permitted to remain in the files of any other division than that of the special service, except as it may be found necessary to remove them from time to time for the purpose of the examination, or other temporary purposes, when he (chief of division P) will see to their due return.

WM. A. J. SPARKS,
Commissioner.

The purpose of this order was to prevent the possibility of any case, against which charges were pending in any division, from going to patent, and to save the labor which had heretofore been required of having the special-service division examine all the cases on each list as it came from the board of review before going to patent to see that no charges existed against any entry on the list.

The next in order of date is that of June 29, 1887. There are hundreds of thousands of papers received yearly in this office. The utmost care and the most perfect system that can be devised has to be exercised in order to prevent the misplacing of any paper, so that it may be found with the least loss of time, and to fix a definite responsibility upon each division and each clerk that may have had occasion to handle them, and that was the end sought to be attained by the order of the above date.

DEPARTMENT OF THE INTERIOR, GENERAL LAND OFFICE.
Washington, D. C., June 29, 1887.

TO CHIEFS OF DIVISIONS :

When the card hereto attached [4-609] is sent to a division, if the papers specified are in the division, the chief receiving said card will cause to be placed on said card in ink the date received in his division, and will also have placed on the papers in red ink the date said papers left his division. When received in P division, the chief of said division will, in like manner, indorse the date received, and when they are returned to the original division. And when received back in the original division, there, in like manner, to be indorsed with date of return, and this card surrendered. All indorsements of date to be over initial of proper clerk.

If the papers are not on file in the division to which the card is first sent, then the chief of such division is to note the card, date of receipt, and the initial of the division to which they have been sent, and return to P.

All application by P for withdrawal of papers must promptly, and without delay, be attended to by the division to which they are addressed. Chief of division P will guard against the accumulation of these cards before sending them to the several divisions, and thereby avoid sending in such numbers that they can not be promptly attended to.

WILLIAM WALKER,
Chief Clerk.

Approved.
WM. A. J. SPARKS,
Commissioner.

Sample.

(4-609.)

PRE-CASH ENTRY.

No. 681.

BY

CHAUNCEY S. ALDRICH.

Description of land:

SW $\frac{1}{4}$. 5, 38 N., 8 E., Del Norte
District, Colo.

WITHDRAWN BY

W. A. KING, Div. "P."

January 10, 1888-364.

This card received January 10, 1888.

G. W. MORGAN,
Chief of Div. G.

The next in order is that of August 25, 1887, and speaks for itself, and is an effort to stimulate the force of the office to greater energy.

DEPARTMENT OF THE INTERIOR, GENERAL LAND OFFICE,
Washington, D. C., August 25, 1887.

CHIEFS OF DIVISIONS:

In view of the great amount of work in arrears in many of the divisions of this office, now that the heated term is over, and the majority of the clerks having had liberal leaves for rest and recuperation, you are requested to impress upon the clerks of your respective divisions that I am instructed to say to you, that it is expected that the work of the office be brought up nearer to date than at present exists, and it is hoped by renewed energy and industry this may be done during the hours now fixed for attendance at their desks, and that a failure to do so may bring about the necessity of more hours of daily attendance. The work must be brought up either by increased efforts during the present hours of attendance, or the number of hours must be increased. It is hoped and expected that each of you will heartily co-operate in bringing about this much-desired result.

WILLIAM WALKER,
Chief Clerk.

Approved.

S. M. STOCKSLAGER,
Acting Commissioner.

Order of August 30, 1887.

The next in order of date is that of August 30, 1887. The object sought to be attained by it was to facilitate the business of this office by accomplishing the following results:

(1) By avoiding the recommendation of *defective* entries to the board of review, thus delaying necessary amendment till reached in that division.

(2) By avoiding improper suspension of cases for amendment or other cause, viz: On account of imperfect examinations many cases have been suspended for *minor* defects, and after the delay incident to amending these, some *fatal* defect or omission is found necessitating additional amendment and delay, thus multiplying the work of the office and annoyance to claimant.

Any mistakes like the foregoing are necessarily avoided as a rule by the use of the examination card.

By referring to those accompanying this report, which are "briefs" of actual cases now pending in the board of review (the number and class of entry being noted on each case), it will be observed that the exact status of each case, whether good or bad, can be seen within a small compass, all the elements of compliance being connectedly set forth in their order.

It is impossible for the best clerk to examine the various points in a case and carry them in logical connection in his mind to a correct conclusion without making serious and frequent mistakes. For instance—

By examining the card herewith sent, applying to homesteads or preemptions, 12 statutory essentials will be noted about which there can be no discretion exercised

by examiner, and without observing which no case can properly be patented, regardless of the "good faith" which may be shown by improvement, cultivation, etc. Description, area, date of residence, entry, proof, advertisement, officer taking proof, residence claimed, military service, and naturalization are such requirements.

The remaining points likewise are essential in determining intelligently the character of compliance. So when an examination is made as contemplated by the cards now used in the General Land Office, the exact status of any entry is evident. If good, it goes to patent at once; if defective, all defects are seen and cured *at one time*.

If bad, the entry can be held for cancellation without doubts as to propriety of the action.

Examiners can dispose of more cases by the use of the card than without it, for the reason, viz:

In filling up the card from the papers in a case, the operation is simply clerical, without any mental worry as to the *character* of the compliance. Experience has demonstrated that from twenty to forty cases are the daily average of clerks according to the kind of entries examined and clerical ability of examiners.

When examinations have been thus made, the clerk making same does not pass on the sufficiency of compliance, but some experienced clerk in each section is required to pass on the examinations as made, he being able to dispose of the examinations of four examiners.

It has thus been demonstrated that this is the surest and most expeditious method of disposing of all classes of cases.

It is confidently believed that the use of these cards will greatly increase the efficiency of the clerical force in the Land Office, and that even clerks of limited experience may do good work in preparing the examinations to be passed on by those only who better understand the requirements of the law and regulations touching final proof.

And that the use of these cards will, to a great extent, do away with the necessity of a second examination of the various papers and records in each case by the board of review, which was undoubtedly necessary under the old system of approving cases for patent, as appears fully by some of the examination cards accompanying this report.

DEPARTMENT OF THE INTERIOR, GENERAL LAND OFFICE,
Washington, D. C., August 30, 1887.

To CHIEFS OF DIVISIONS C, G, P, F, AND O, GENERAL LAND OFFICE:

In order to facilitate the business of this office and to guard against mistakes and errors of judgment—

- (1) In recommending improper cases to the board of review;
- (2) In incorrectly suspending cases for amendment, or for other cause, thus delaying the proper and speedy disposition of land entries, you will observe and strictly enforce the following requirements:

I.

All clerks in your respective divisions who make final examinations in homestead, pre-emption, desert land, timber culture, and all cash cases, will henceforth conform such examinations to the points embraced in the examination cards to be hereafter furnished.

II.

Such clerks or examiners will carefully fill out the blanks on said card, extending their notes on the back thereof (if necessary), in a distinct, legible hand, written in ink, signing their initials, with date of examination.

III.

Examiners will be held strictly responsible for all mistakes or omissions found in examinations made by them, and their efficiency and carefulness will be graded accordingly.

IV.

The recommendation of cases to the board of review and the suspension of cases for any cause will no longer be made by the clerks examining the same.

V.

After cases have been examined or briefed, they will be disposed of by the chief of division or section, or by one or more experienced clerks, as may be required, specially designated for the purpose by the chief, who will carefully inspect all

[On back of each card.]

Clerks using these cards will be held to a strict responsibility for all errors and omissions, and in estimating their reliability and efficiency all such errors and omissions will be considered.

These cards to be used only for the purpose intended.

WILLIAM WALKER,
Chief Clerk.

(4-647.)

PRE. No. 11638.

District, Huron, Dakota.
No. of acres, 160.
Errors in description, none.
Date of settlement, Mch. 26, 1884.
" " residence, " " "
" " entry, " " "
" " proof, Dec. 1, 1884.
" " advertised, " " "
" of certificate, " " "
Officer taking proof, receiver.
No. of weeks advertised, 6.
Proof by clm't.
Improvements, house 14 x 18 ft., and barn 14 x 32 ft.
Value of, \$575.
Acres broken, 50.
" in crop, 50; No. of seasons, 1.
Kind of crops, flax and vegetables.
Residence claimed, 8 mos. and 5 days.
Military or naval service claimed, —
" " " " verified, —
No. of absences, none.
Native-born.
Claimant's family, wife and 4 children.
Remarks.—Receiver omits signing jurat to pro-
emption affidavit.
Secretary says: "Not a defect requiring amend-
ment." (See 14 C. L. O., 162, Sept. 17, '87.)
Recommendation, tabulate.
Examined 10 day of January, 1888.

W. L. SPALDING,
Examiner, Board of Review.

(4-647.)

PRE. No. 669.

District, Bismarck, Dakota.
No. of acres, 160.
Errors in description, none.
Date of settlement, June 8, 1883.
" " residence, " " "
" " entry, " " "
" " proof, July 8, 1884.
" " advertised, " " "
" of certificate, Oct. 17, "
Officer taking proof, probate judge.
No. of weeks advertised, 6.
Proof by clm't.
Improvements, house, 1½ story, 16 x 22 ft., addi-
tion 10 x 12 ft., and well.
Value of, \$385.
Acres broken, 11.
" in crop, —; No. of seasons, —.
Kind of crops, no crop shown.
Residence claimed, 13 months.
No. of absences, no absences.
Native-born.
Claimant's family, wife and 2 ch.
Papers missing, —.
Remarks.—Register's certificate not signed.
Return to local office to have register's signature
attached.
Recommendation, suspend.
Examined 10 day of January, 1888.

W. L. SPALDING,
Examiner, Board of Review

(4-647.)

F. C., 8136.

District, Kirwin, Kansas.
No. of acres, 160.
Errors in description, none.
Transmitted, D. S. filed June 3, set May 30, 1878.
Date of settlement.
" " residence, Sept. 1, 1879.
" " entry, June 15, 1878.
" " proof, March 6, 1885.
" " advertised, " " "
" of certificate, " " "
Officer taking proof, register.
No. of weeks advertised, 6.
Proof by clm't.
Improvements, sod house 16 x 24, 2 windows, door,
and well.
Value of, \$200.
Acres broken, 65.
" in crop, —; No. of seasons, 6.
Kind of crops, not stated.
Residence claimed, 6 yrs. 8 mos. and 19 days.
Military or naval service claimed, —
" " " " verified, —
No. of absences, none.
Native-born.
Claimant's family, wife and 1 child.
Remarks.—Residence not established within 6
months from date of entry, and no explanation.
Call for affidavit explaining why.
Recommendation, suspend.
Examined 10 day of January, 1888.

W. L. SPALDING,
Examiner, Board of Review.

(4-647.)

C. H., 136.

District, Devil's Lake, Dakota.
No. of acres, 160.
Errors in description, none.
Date of settlement, June 15, 1882.
" " residence, " " "
" " entry, Oct. 4, 1883.
" " proof, January 15, 1884.
" " advertised, " " "
" of certificate, Feb'y 5, "
Officer taking proof, register.
No. of weeks advertised, 6.
Proof by clm't.
Improvements, sod shanty, 12 x 24 ft., and well,
Value of, \$200.
Acres broken, 20.
" in crop, —; No. of seasons, 2.
Kind of crops, not stated.
Residence claimed, 7 months.
No. of absences, none.
Native-born.
Claimant's family, single man.
Papers missing, none.
Remarks.—Entry investigated by special agent.
Div. "P" reports: "No fraud found."
Recommendation, tabulate.
Examined 10 day of January, 1888.

W. L. SPALDING,
Examiner, Board of Review.

(4-654.)

TIMBER AND STONE.

(Act June 3 1878.)

No. 6291.
 District, Humboldt, Cal.
 No. acres, 160.
 Character of land, timber land, unfit for cultivation.
 Date of sworn statement, April 21, 1884.
 " " first pub. " 30, "
 No. weekly insertions, 10.
 Date of proof, July 19, 1884.
 " certificate, " 21, "
 Native-born.
 Examined 10th day of January, 1888.
 W. L. SPALDING,
Examiner, Board of Review.

(4-658.)

PRIVATE CASH.

No. 15078, district, Marquette, Mich.
 No. acres, 320.
 Date of offering, June 3, 1848.
 " " purchase, Nov. 28, 1883.
 " " withdrawal, none.
 " restored, "
 " re-offered, "
 Price paid per acre, \$1.25.
 Errors in description, none.
 Examined 10th day of January, 1888,
 W. L. SPALDING,
Examiner, Board of Review.

(4-647.)

F. C., 2216.

District, Des Moines, Iowa.
 No. of acres, 39.00.
 Date of settlement, Oct. 20, 1874.
 " " residence, " " "
 " " entry, June 2, 1875.
 " " proof, May 30, 1882.
 " advertised, " " "
 " of certificate, June 5, "
 Officer taking proof, cl'k dist. court.
 No. of weeks advertised, 5.
 Proof by clm't.
 Improvements, dwelling, 22x24 ft., stable, sheds,
 well, and 3 acres of trees.
 Value of, \$500.
 Acres broken, 15.
 " in crop, 12 or 15; No. of seasons, "every."
 Kind of crops, not stated.
 Residence claimed, 7 yrs. 7 mos. and 10 days.
 No. of absences, none.
 Native-born.
 Claimant's family, son.
Remarks.—H'd application not signed by register.
 Witness, Daniel Rutledge; advertised Daniel
 Ritchey by mistake of register. (See dec'l of int.)
 Recommendation, tabulate.
 Examined 10 day of January, 1888.
 W. L. SPALDING,
Examiner, Board of Review.

The next is that of September 17, 1887, and was intended to facilitate the furnishing of copies of records, the former practice having been to submit the copies after they had been examined and initialed by the chief of division to the law examiners for their examination and initials, before presenting them to the Commissioner for his signature, in some cases causing several days delay because of the accumulation of work pending before the examiners.

DEPARTMENT OF THE INTERIOR,
 GENERAL LAND OFFICE,
 Washington, D. C., September 17, 1887.

To CHIEFS OF DIVISIONS, GENERAL LAND OFFICES: .

In order to obviate delay in furnishing certified copies of records, and to facilitate furnishing them to applicants as promptly as practicable, the same will be, after they have been examined and initialed by the chief of division, presented direct to the Commissioner for his signature, and you will be held responsible for any defects in the same.

WILLIAM WALKER,
Chief Clerk.

Approved,
 WM. A. J. SPARKS,
Commissioner.

The next in order is that of October 18, 1887, and was intended to guard against absenteeism without having been granted leave of absence.

Order hereto attached:

DEPARTMENT OF THE INTERIOR,
GENERAL LAND OFFICE,
Washington, D. C., October 18, 1887.

To CHIEFS OF DIVISIONS:

GENTLEMEN: Hereafter in sending in your weekly time reports you will accompany the same with all cards granting employes leave of absence for a day or fraction thereof, during the week. Absence for a day or fractional part of a day not covered by cards returned will be charged to clerk's record as absence "without leave." Care should be exercised to preserve all the above-named cards.

WILLIAM WALKER,
Chief Clerk.

The next in order is that of December 16, 1887, to fix more definitely, and to impress upon the chiefs of divisions the responsibility resting upon them as such. The effect of this is to dispense with the reading and initialing by assistant chiefs of all letters from divisions:

Order.] DEPARTMENT OF THE INTERIOR, GENERAL LAND OFFICE,
Washington, D. C., December 16, 1887.

To CHIEFS OF DIVISIONS:

That the order of May 26, 1887, is hereby so modified as to read as follows, to wit:

That all communications from a division requiring the official signature of the Commissioner shall represent the views of the chief of said division and bear his initials. The clerk writing said letter and putting his or her initials on the same, together with the assistant chiefs in case they do not agree with the views of the chief as expressed in said letter, may append a brief note stating their respective views on the subject matter.

S. M. STOCKSLAGER,
Acting Commissioner.

The next in order is that of January 3, 1888, in the nature of an appeal to the employes of the office for renewed efforts and increased energy in the discharge of their official duties. Order hereto attached:

DEPARTMENT OF THE INTERIOR, GENERAL LAND OFFICE,
Washington, D. C., January 3, 1888.

To CHIEFS OF DIVISIONS:

GENTLEMEN: At the beginning of the calendar year I desire to call your attention to, and earnestly impress upon you, the fact of the large amount of work in arrears in your respective divisions, and whilst this condition is largely attributable to the inadequate clerical force in this office, yet the interest you feel in the proper and prompt dispatch of the work of this office is appealed to that you will, with renewed efforts and increased energy, do all in your power, both by precept and example, to increase the efficiency of your several divisions, and to impress upon the clerks that *promptness* and a *faithful discharge* of duty will not be overlooked, and is the safest passport to promotion. It is hoped and expected that with your sincere devotion to duty that there will be a manifest increase in the amount of work disposed of. Let us fully realize that we are but the people's public servants, and they have a right and will expect of us a faithful and energetic discharge of the trust committed to us. It will be my pleasure and duty, as well as my constant effort, to aid you in any way and at all times in properly and promptly disposing of the work of your divisions.

Respectfully,

WILLIAM WALKER,
Chief Clerk.

Approved.

S. M. STOCKSLAGER,
Acting Commissioner.

The next in order is that of January 6, 1888, discontinuing the work of transcribing from press-copy books to formal records, and utilizing the time of the 27 copyists, wholly or partially engaged in such work, to such other more important and pressing duties as they are found capable of performing. And in this connection will add that steps are now being taken to inaugurate such a system of press-copying by the use of proper ink, paper, books, etc., as will obviate in future this tedious work.

DEPARTMENT OF THE INTERIOR, GENERAL LAND OFFICE,
Washington, D. C., January 6, 1888

Ordered.

To CHIEFS OF DIVISIONS, GENERAL LAND OFFICE :

That the work of transcribing from press-copy books to formal records be discontinued until further orders, and that all clerks engaged in such work be assigned to other and more pressing duties.

It is highly important that great care should be exercised in taking press copies, and you are requested to require the same be done, and not overlook any neglect in this matter.

WILLIAM WALKER,
Chief Clerk.

Approved.

S. M. STOCKSLAGER,
Acting Commissioner.

The next in order is that of January 7, 1888, which was intended to discontinue the practice of suspending entries upon the technical failure to advertise strictly according to circular March 20, 1883, and providing that when this was the only defect they be submitted to the board of equitable adjudication. This order was made after a test case had been submitted to the board of equitable adjudication and confirmed by it, and affects about 25,000 cases in the office. It saves claimants the delay and expense of re-advertising in all these cases by curing a defect for which they are not responsible, and saves an immense amount of labor in this office by dispensing with that requirement and letting the cases go to patent after being confirmed by the board.

DEPARTMENT OF THE INTERIOR, GENERAL LAND OFFICE,
Washington, D. C., January 7, 1888.

Ordered.

To CHIEFS OF DIVISIONS, GENERAL LAND OFFICE :

You will not hereafter suspend any entry now in the General Land Office wherein the only defect is a failure on the part of the register to publish notice of intention to make final proof for a shorter period than required by the circular of March 20, 1883, viz: six weekly insertions.

2. Pre-emption cases having this defect only will be recommended to board of review for submission to board of equitable adjudication under Rule I.

3. All other classes of entries having same defect will be likewise submitted under special rule.

WILLIAM WALKER,
Chief Clerk.

Approved.

S. M. STOCKSLAGER,
Acting Commissioner.

DEPARTMENT OF THE INTERIOR, GENERAL LAND OFFICE,
Washington, D. C., May 18, 1887.

To CHIEFS OF DIVISIONS, GENERAL LAND OFFICE :

It has been observed in some instances that the general weekly report of work performed in a division, and the reports of work done by individual clerks, do not agree.

Your attention is specially called to this matter, and hereafter the reports of individual work must harmonize with the general summary report of the work of the whole division.

WILLIAM WALKER,
Chief Clerk.

Approved.

S. M. STOCKSLAGER,
Acting Commissioner.

A change has also been made in the matter of work in the mineral division (N). There were up to a recent date about 150 unexamined coal entries in said division, and there were about 2,750 unexamined mineral entries. The practice has been to take up all entries according to the numerical order of date, the result of which has

been to delay the examination of these coal entries, and the issuing of patents on the unobjectionable entries delayed, because there were a large number of mineral entries awaiting examination. The change consists in classifying these several kinds of entries, and placing the coal entries in a distinct and separate class, and that class to be dealt with according to numerical order of date of entry. The result of such change will be that the coal entries will be rapidly brought up, and not be dependent upon the large number of mineral entries that may precede them in date. They will have a distinct classification and be dealt with accordingly.

Much has been accomplished as the result of said orders, and I have great hopes that by continued efforts and changes in methods as experience may suggest, now that the great incubus of old, suspicious entries is to some extent removed, that there will be manifest improvement in the dispatch of work in the Bureau.

The effect of these changes is already apparent in the disposal of business. In the three months and a half ending on the 17th day of January, 1888, 16,324 cases have been sent from the board of review to the recorder's division for patent. This is a large increase, and it is hoped it can be kept up until the large arrears of cases now pending, and especially those against which no evidence of bad faith exists, may be promptly disposed of and patents issued at the earliest day possible.

Before closing this report I am constrained to call your attention to the constantly increasing business. As some indication of that fact, I would state that the general registering room shows that there were received and registered during the calendar year 1887, 146,726 letters, which do not include about 11,500 duplicate reports of local officers and applications for circulars, etc., which were included in all former years previous to August, 1885. The total number received in 1885, including these 11,500, were only 132,481; deducting the 11,500 would leave only 120,981 in 1885, as compared with 139,088 in 1886 and 146,726 in 1887, clearly indicating a large per cent. of annual increase in the business. Notwithstanding this annual increase in the volume of business, the records of this office show there are now carried on the rolls 6 less regular employes for the year 1887 than for 1885 and 1886, and although the highest degree of energy may be exercised and the very best methods that can be devised may be put in operation, it is a physical impossibility, with the present force, to bring up the whole arrears of business that has been accumulating for several years.

Respectfully,

S. M. STOCKSLAGER,
Acting Commissioner.
W. W.

Your committee desire to call special attention to the condition of the public business in the General Land Office.

From the quotations hereinbefore given from the official report of Hon. W. A. J. Sparks, late Commissioner, for fiscal year 1887, it will be seen that on August 20, 1887, there were pending in the five divisions of "Public lands," "Pre-emption," "Review," "Contest," and "Mineral," 276,670 individual cases, and 14,000 unanswered letters, and besides all this immense mass an unknown volume of private land claims, and nearly the entire work of the railroad land grant adjustments and the adjustments of swamp, school, internal improvement, and other Congressional grants and Indian allotments, and the work of fraudulent entry and timber-trespass examination, which mass has been accumulating for years past, and only increasing with the lapse of time.

The annual reports of the Commissioners of the General Land Office for years past have shown these accumulations, and their appeals for increased clerical force and increase of salaries would indicate that in their judgment the actual cause of such vast accumulations of undisposed of business was an insufficient number of clerks and smallness of salaries allowed by laws of Congress. And therefore Congress alone was responsible for such accumulations.

Your committee can see no sufficient reason for honest, intelligent, and worthy employes in that office in positions earnestly and persistently sought for by many other honest, intelligent, and competent applicants desiring such positions at the salaries allowed by existing law, to be negligent, indifferent or slothful in the performance of their duties on account of the smallness of salaries, and can not, therefore, believe that

the failure of Congress to increase the salaries is any cause contributing to this vast accumulation. It must be found elsewhere.

Your committee have made a personal examination of the various divisions in the General Land Office, and have endeavored to ascertain the actual causes which have produced this accumulation of arrears in this office.

Your committee found that decades past plat or tract books were prepared for use in the Land Office, having on their back designations of the land office, or the State or Territory wherein the lands therein situate were to be entered, and generally numbered Volume I and upwards in each State.

In these plat or tract books was intended to be recorded a complete history of each tract or subdivision of land, and space was left on each double page for the entry of each subdivision of three sections. At the top of the double pages were printed "Township No. —, Range No. —, District of —," leaving the numbers of the townships and ranges and the designation of the local land offices to be inserted, and then printed designations and ruled columns with appropriate printed headings under which were to be written the subdivision of the section, the numbers of the section, township, and range, the contents in acres, the rate per acre in dollars and cents, the amount of the purchase money, the name of the purchaser, date of the sale, the number of the receipt and certificate of purchase, to whom patented, date of patent, and the volume and page where recorded.

The manifest intention was to prepare and keep in one book a complete record of every tract and subdivision of land disposed of by the Government situate in any particular land district, State, or Territory, and in an easily acceptable form, so that any one seeking to ascertain the status of any particular tract of land in any given land district could quickly find the particular book, and on turning to the page containing the section, township, range, and land district, could there at a glance find the particular subdivision of the section which had been disposed of, the contents thereof in acres, the rate per acre at which it had been disposed of, the amount of the money paid therefor, the name of the purchaser, the date of the sale, the number of the certificates or receipt issued by the local land office, to whom patented, the date of the patent, and the volume and page of the record-book where the patent was recorded, and any action of contest, suspension, or cancellation.

Your committee found that the proper entries under the different headings in these plat or tract books had not been made or filled in since about the year 1832, and that since about that year there is no one record-book in the office wherein all the information intended to be preserved in such plat or tract book can now be obtained. The result of this gross carelessness and negligence is, that whenever inquiry is made orally or in writing by any person to ascertain the complete history of any particular part of a given section, township, and range in a particular land district, State, or Territory, the employé whose duty it may be to answer such inquiry consumes time and labor in obtaining such information and ascertaining all the facts intended to be entered of record in such plat or tract book, and which can now only be found in different records and places in the office, and thus unnecessary time and labor are consumed and expended.

The public domain is the rightful inheritance of all the people, and the General Government is intrusted with its preservation and disposition under the laws enacted by Congress for the use and benefit of the people.

It was impracticable for the Government to dispose of these lands by and through one General Land Office, located at Washington, without great inconvenience and expense to all individual applicants who might desire to segregate particular tracts thereof from the public domain to their individual ownership under the laws enacted for its disposition. The territory wherein public lands were situate was therefore divided in convenient local land districts, with defined boundaries, and a land office established at some accessible point in each district and local officers created and appointed for each district and stationed in the local office therein—a register and a receiver of public moneys.

Congress enacted the laws for the sale and disposition of the public lands and prescribed the duties of the General Land Office, giving it supervision and final control over the disposition of the lands, and also over the local land officers and their actions, and also prescribed the functions and duties of the local land officers, and made them quasi-judicial officers, to receive the applications of individuals desiring to obtain individual title to the public lands under the various laws of Congress for their disposition, and to judge of the qualifications of the applicant and his compliance with the laws of Congress and the rules and regulations of the General Land Office made in pursuance of the laws for their guidance; and upon the application of each qualified applicant and his compliance with the laws and the said rules and regulations to issue to him a certificate of location or duplicate receipt, or other proper evidence thereof, which, by the laws of probably every State and Territory, is made *prima facie* evidence of title in such person and declared to be sufficient to maintain actions for trespass and ejection, and to authorize the taxation of such land to such individual by the State, Territory, and local authorities; and, upon the issuance of such certificate by the local land officers, they are required to make return of such certificate and of all the papers filed with them by such applicant, in the manner prescribed by the laws and the said rules and regulations, to the General Land Office for final supervision and action; and if approved therein, the patent of the United States to be issued thereon to such person, and the proper entries thereof to be made in the General Land Office, and the transaction between the Government and the entryman closed.

Section 453 of the Revised Statutes of the United States provides that—

The Commissioner of the General Land Office shall perform, under the direction of the Secretary of the Interior, all executive duties appertaining to the surveying and sale of the public land of the United States or in anywise respecting such public lands, and also such as relate to private claims of lands and the issuing of patents for all grants of land under the authority of the Government.

Section 456 provides that—

All returns relative to the public lands shall be made to the Commissioner of the General Land Office.

Section 2478 is as follows :

SEC. 2478. The Commissioner of the General Land Office, under the direction of the Secretary of the Interior, is authorized to enforce and carry into execution, by appropriate regulations, every part of the provisions of this title not otherwise specially provided for.

Registers and receivers for each land district are appointed by the President, by and with the advice and consent of the Senate, for a term of four years, and are required to reside at the place where their land office is situate, and shall give bond in the sum of \$10,000, with approved security, for the faithful discharge of their trust, and are authorized to administer any oath required by law or the instructions of the General

Land Office in connection with the entry or purchase of any tract of public lands.

The General Land laws prescribe the qualifications of all classes of entrymen and the terms and conditions upon which entries of the public lands can be made, and the proofs required to be furnished by every entryman and the manner in which such proofs shall be taken, and all other requirements necessary to perfect an entry of the public lands.

Section 2263 of the Revised Statutes regulating pre-emption entries is as follows :

SEC. 2263. Prior to any entries being made under and by virtue of the provisions of section 2259, proof of the settlement and improvement thereby required shall be made to the satisfaction of the register and receiver of the land district in which such lands lie, agreeably to such rules as may be prescribed by the Secretary of the Interior ; and all assignments and transfers of the right hereby secured, prior to the issuing of the patent, shall be null and void.

In all other entries the register and receiver take the final proofs and pass upon all entries of all kinds, acting in such cases in their quasi-judicial functions ; issue appropriate receipts or certificates to the entrymen, and deliver one of such certificates to the entryman, and forward the other, with all papers relating thereto, to the Commissioner of the General Land Office.

In some of these certificates of entry occurs this language :

Now, therefore, be it known that on presentation of this certificate to the Commissioner of the General Land Office, the said — [naming the entryman] shall be entitled to receive a patent for the lot above described.

In the disposition of the public lands the registers and receivers in the respective land districts are the most important factors, possess quasi-judicial powers, are the guardians of the public domain to protect it from speculators and spoliators and corrupt combinations, and to see that only qualified applicants are allowed to make claims thereto under the laws of Congress and the regulations of the Department, and to judge of and judicially pass upon their qualifications and their compliance with laws and regulations before issuing to them certificates of purchase or entry, to which the laws of all the States and Territories attach so much value in courts of justice, and when certificates of entry are issued to make returns of their actions and the proceedings therein to the Commissioner of the General Land Office for his supervision and final action. When so returned to the Commissioner the laws prescribe the action to be had thereon.

The following sections of the Revised Statutes explain themselves:

BOARD OF EQUITABLE ADJUDICATION.

SEC. 2450. The Commissioner of the General Land Office is authorized to decide upon principles of equity and justice, as recognized in courts of equity, and in accordance with regulations to be settled by the Secretary of the Treasury [Interior: see act February 27, 1877], the Attorney-General, and the Commissioner, conjointly, consistently with such principles, all cases of suspended entries of public lands and of suspended pre-emption land-claims, and to adjudge in what cases patents shall issue upon the same.

SEC. 2451. Every such adjudication shall be approved by the Secretary of the Treasury and the Attorney-General, acting as a board ; and shall operate only to divest the United States of the title of the lands embraced thereby, without prejudice to the rights of conflicting claimants.

SEC. 2452. The Commissioner is directed to report to Congress at the first session after any such adjudications have been made a list of the same under the classes prescribed by law, with a statement of the principles upon which each class was determined,

SEC. 2453. The Commissioner shall arrange his decisions into two classes; the first class to embrace all such cases of equity as may be finally confirmed by the board, and the second class to embrace all such cases as the board reject and decide to be invalid.

SEC. 2454. For all lands covered by claims which are placed in the first class, patents shall issue to the claimants; and all lands embraced by claims placed in the second class shall ipso facto revert to, and become part of, the public domain.

SEC. 2455. It may be lawful for the Commissioner of the General Land Office to order into market, after due notice, without the formality and expense of a proclamation of the President, all lands of the second class, though heretofore unproclaimed and unoffered, and such other isolated or disconnected tracts or parcels of unoffered lands which, in his judgment, it would be proper to expose to sale in like manner. But public notice of at least thirty days shall be given by the land-officers of the district in which such lands may be situated, pursuant to the directions of the Commissioner.

SEC. 2456. Where patents have already been issued on entries which are confirmed by the officers who are constituted the board of adjudication, the Commissioner of the General Land-Office, upon the canceling of the outstanding patent, is authorized to issue a new patent, on such confirmation, to the person who made the entry, his heirs or assigns.

SEC. 2457. The preceding provisions from section twenty-four hundred and fifty to section twenty-four hundred and fifty-six, inclusive, shall be applicable to all cases of suspended entries and locations which have arisen in the General Land-Office since the twenty-sixth day of June, eighteen hundred and fifty-six, as well as to all cases of a similar kind which may hereafter occur, embracing as well locations under county-land warrants as ordinary entries or sales, including homestead entries and pre-emption locations or cases; where the law has been substantially complied with, and the error or informality arose from ignorance, accident, or mistake which is satisfactorily explained; and where the rights of no other claimant or pre-emptor are prejudiced, or where there is no adverse claim.

To ascertain the exact causes of the vast accumulations of pending and undisposed business in the General Land, will require a close scrutiny of the conditions of such arrears, and the methods in the General Land Office in disposing of same.

All the pending cases, the 276,760 individual cases hereinbefore described, were, if the local land officers, the registers, and receivers did their duty, approved of by them, and forwarded under their official oaths to the General Land Office for patents.

The registers and receivers have approved and forwarded to the General Land Office many hundreds of cases of final proof and entry papers without dates and without their signatures, and also without the signatures of the claimants or entrymen, and without the signatures of witnesses to their affidavits of proof.

They have received the final proofs and approved and forwarded final entries in disregard of the plain and essential requirements of the law and regulations of the Department, and particularly in disregard of the requirements in regard to the publications of notices of intention to make final proof as required by law and Department regulations, and in many other cases the notices published by the register are so ambiguous and alternative as to time, place, and the officer taking the proof, as to afford no legal notice to contestants or other interested parties.

In other cases the published notices certified by the registers as having been posted by them according to law are either mutilated by erasures in ink or have letters and figures cut out of the description and other letters and figures pasted in. In many cases the registers and receivers have passed on and approved the sufficiency of final proof papers when such proof, in whole or in part, was taken not only on a different day but before an officer not named and at a place different from that advertised.

The cases on file in the Department show these derelictions of duty in the registers and receivers, and their correction causes unnecessary

labor and consumption of much time on the part of the employes. There are, in addition to the foregoing, many other kinds of omissions, carelessness, and inattention on the part of local land officers, such as variances in the description of the lands, and in writing the names of applicants, etc., all of which cause delay and increase the labor and consume the time of the employes in the General Land Office in examining the cases, discovering the defects, and corresponding with the registers and receivers to secure revision and amendment, and unavoidable delay in disposing of such cases results.

These failures, omissions, neglects, and carelessness on the part of registers and receivers can be traced back for many years past, and have been permitted and tolerated only too long.

Instead of being required by the General Land Office to perform their proper duties efficiently and carefully, they seem to have been considered for many years past as mere clerks for the General Land Office, to receive applications, proofs, and issue mere receipts or certificates for the papers and money, and then to dump by cart-load masses of papers into the General Land Office, there to be arranged, corrected, and passed upon.

The result has necessarily been to delay the disposition of the cases in the General Land Office, and to increase the work necessary to be done in the General Land Office and to consume much time.

It would be difficult to estimate the actual amount of additional work imposed upon the General Land Office by the negligence and carelessness of local land officers in accepting and approving final proofs and notices, but it is beyond question or doubt that such additional work so imposed is very great, and at least twice as much as would be required if they had properly performed their duties.

Among the mass of arrears in the General Land Office your committee found 790 suspended entries in the State of Missouri, made under the graduation law of August 4, 1854, which was repealed by act of June 2, 1862.

The following letter from Commissioner Sparks shows their number, etc.:

DEPARTMENT OF THE INTERIOR, GENERAL LAND OFFICE,
Washington, D. C., September 30, 1887.

SIR: In compliance with your request at your personal call of the 29th instant, I have the honor to state that there appears on the docket of suspended entries in division C of this office 790 Missouri entries, made under the graduation law of the 4th August, 1854. These entries are adjusted as they are called up, as the co-operation of the parties in interest is required in most instances to facilitate final action thereon. To furnish abstracts of these entries for publication in the counties where the land is situate, as was suggested by you, would involve the examination of the papers with the county map of the State, and consume several weeks to determine the causes of suspension in the various cases and the mode of procedure of perfect title thereto under the law and the rules.

With the limited and insufficient force now at my command engaged on the pressing current duties of the office, it will be impossible at this time to furnish such an abstract of those entries with the necessary statement of each case as would seem to be required by you for publication.

Very respectfully,

WM. A. J. SPARKS,
Commissioner.

Hon. F. M. COCKRELL,
United States Senate.

On March 3, 1857, Congress passed an act entitled "An act to confirm certain entries of land therein named" (11 Statutes, page 186), confirming all entries made under the act of August 4, 1854, prior to March 3, 1857, in which the purchaser had made the affidavit and paid

the purchase money as required by said act and the instructions issued and in force, and in the hands of the register at the time of making said entry, and ordering patents to be issued to the parties respectively, excepting those entries under said act which the Commissioner of the General Land Office may ascertain to have been fraudulently or evasively made, and also excepting entries which had previously been annulled or vacated on account of fraud, evasion of law, or other special cause, and reserving the rights of actual settlers and cultivators residing on any lands so entered.

On February 17, 1873, Congress passed an act entitled "An act to confirm certain entries of lands therein named," almost in the exact language of said act of March 3, 1857, and confirming all such entries made prior to its date, with like exceptions and provisos.

Your committee also find many suspended entries made in the State of Oregon under the donation act of September 27, 1850 (9 Statutes, p. 496), and supplemental legislation of February 14, 1853 (10 Statutes, pp. 158 to 160), and July 17, 1854 (same, pp. 305, 306), which acts expired by limitation December 1, 1855.

Some of these suspended entries, made over thirty years ago, in which the local land officers, acting in their official capacity, had received the applications and proofs, approved the same, and issued the proper certificates therefor, and delivered the same to the parties and forwarded all the papers to the General Land Office, have recently been taken up and held for cancellation in the General Land Office.

Upon the lands embraced in the many suspended entries, the entrymen, relying upon the approval of the local land officers, officers of the United States expressly authorized to act in such cases, and their certificates issued and delivered to them, have made valuable and lasting improvements, and in many cases have sold and conveyed these lands for large sums of money to bona fide purchasers who have also made valuable improvements, and in many cases the lands have been sold and conveyed many times.

In the personal knowledge of members of your committee there are instances, in fact many instances, in which two patents have been issued by the General Land Office for the same tracts of land—one to one purchaser and the other to another and different purchaser.

In the year 1861 the records of the local land office in the then Warsaw (Missouri) district were burned and destroyed. In 1865, or about that time, copies of the lands in that district, entered and unentered, were furnished from the General Land Office to the local office, then at Booneville, Mo., which showed many tracts of land unentered. These were speedily entered, and much litigation resulted, and in some cases the occupants, the original entrymen or their vendees, were able to establish the prior entries and maintain their titles, and in other cases they could not, and the lands were taken from them and they bankrupted.

Many other instances might be given and can be found by the examination of the accumulated masses of arrears in the General Land Office.

The condition of the business in the General Land Office for many years past has been and now is chaotic, and has resulted and now exists from a want or lack of plain, correct, business methods, and requirements, promptly, rigidly, and uniformly enforced upon the local land officers and the employes in the General Land Office.

Had the tract or plat books hereinbefore described been promptly and correctly filled in as the returns of entries from the registers and receivers were received in the General Land Office, the instances of patents having been issued to two different persons for the same tract of

land would have been rare and few, and only such as unavoidably result in human transactions.

A practice has grown up and existed for many long years past in the General Land Office for employés in the examination of the cases of entry forwarded from the registers and receivers upon the discovery or finding of some actual or supposed non-compliance of entrymen or the registers and receivers with the laws and the sundry regulations and circulars of instruction issued by the General Land Office to suspend such cases and pigeon-hole them, and then wait for the entrymen or some other persons, attorneys in many cases, to call up such suspended cases for further action.

Such practice is illustrated and shown by the 790 suspended graduation entries in Missouri and the suspended donation entries in Oregon, the former made under a law repealed June 2, 1862, and the latter made under a law expiring by limitation December 1, 1855.

In many cases these suspensions have been made by ordinary clerks, not versed in such matters, upon a hasty examination of the papers in the cases returned to the General Land Office by the registers and receivers upon their understanding and mere recollection of the contents of such papers, and without making any brief of their contents with the legal and departmental requirements in such cases before them as a guide; and some cases have been suspended by one employé and precisely similar cases favorably passed by another employé, and in some cases the suspensions have been made upon the most frivolous grounds. There are now in the General Land Office many cases of suspension made upon the grounds of some non-compliance with laws and regulations, or some neglect, omission, or fault on the part of registers and receivers who are not now in office and have not been for many years, and some of whom are now dead.

The results from the lack of plain, correct business methods, and requirements promptly, rigidly, and uniformly enforced upon the local land officers and employés of the General Land Office, by that office, are the vast accumulated and accumulating arrears of business now found in that office, and have caused honest, bona fide entrymen to incur heavy expenses, and in some instances to lose their homes; and have encouraged and emboldened speculators and spoliators to fraudulently and corruptly seize upon the public lands, and blackmailers and corruptionists to institute contests against uneducated poor claimants, and have compelled entrymen to employ attorneys in Washington to attend to their cases in the General Land Office; and in some cases persons in this city representing themselves as attorneys have sent out circulars or cards indicating that they had special facilities for hastening action in the Department, thus creating the suspicion of collusion between such parties and employés in the General Land Office, and have caused entrymen to appeal to Congressmen to aid them in securing early action on their cases, and also to write thousands of letters to the Department inquiring about their cases and appealing for prompt action, thus multiplying the labors of the employés and of Congressmen.

In the opinion of your committee the remedy is not in an increase of clerical force, the want of which seems to have been considered by the various Commissioners of the General Land Office for years past according to their official reports, the cause of the accumulation of arrears.

It seems strange that the plan of more and better work by the employés instead of an increase has never suggested itself to the General Land Office. Barely six hours and thirty minutes per day are devoted to business in the Department, and an increase to eight hours daily

could not injure the employés and would result in a decided increase in amount of work performed.

Delay in the transaction of the business in the General Land Office results in manifest injury to all honest claimants and in decided benefit and advantage to the dishonest claimants.

Certain principles should govern in the local land offices and in the General Land Office.

The business should be performed correctly and uniformly, and should be disposed of with promptness.

The ends to be sought and attained are: To patent good entries promptly, to cure defective entries promptly, and to cancel illegal, fraudulent entries promptly. To secure the desired ends, radical and permanent reforms in the methods and system which have prevailed for years, and now prevails to some extent, must be introduced. The local land officers must be made to realize that they must perform all their duties in strict compliance with the existing laws and the regulations of the Department.

The method and system which your committee suggest, are:

First. The Commissioner of the General Land Office should at once prepare one general circular, addressed to registers and receivers, containing all the requirements of the Department in each class of entries, and abrogating all the sundry circulars and regulations heretofore issued, *to be the sole guide for such officers, and to be approved by the Secretary of the Interior.*

Second. The Commissioner should likewise prepare forms of printed briefs or reports—one for each class of entries—to be signed and returned by the registers and receivers with the papers in each entry approved by them. These briefs or reports should be in interrogatory form, the questions propounded being such as to require the registers and receivers to answer specifically as to compliance with all legal and all the departmental requirements set forth in the *one consolidated general circular, to be issued as before suggested, and to which alone reference should be made*; and, also, such as to require them to answer specifically in regard to the most frequent mistakes, errors, and omissions found in the cases heretofore approved and returned by them to the General Land Office, thus preventing their recurrence. Samples of such interrogatories in such briefs or reports might be as follows:

(1) Have you properly signed all papers?

Answer.

(2) Have claimants and witnesses properly signed their names to all papers?

Answer.

(3) Do they agree with the published notice?

Answer.

(4) Do names and descriptions agree in published notice, original proof, and final entry papers?

Answer.

And similar questions as to all requirements—legal and departmental—in each class of entries.

The closing questions should be, substantially:

Have you any doubt of claimant's compliance in good faith with all requirements? If so, state it fully.

Answer.

Have you any reliable information or belief, outside of the record and papers, which casts any suspicion of illegality or fraud on this entry? If so, state it fully.

Answer.

In the different classes of entries the briefs or reports and interrogatories would vary according to the laws and requirements in each.

Third. The Commissioner of the General Land Office should address a general circular letter to registers and receivers, *to accompany the said one circular*, containing all legal and departmental requirements, and *the said briefs or reports with interrogatories*, calling the special attention of such officers thereto, and also to the most frequent mistakes, errors, and omissions found to exist in cases heretofore returned by them, and requiring them in every entry approved and forwarded by them to accompany the papers therein with a brief or report applicable thereto, and containing a specific answer to every interrogatory, and warning them in vigorous and unmistakable language that they will be held to a rigid account for any and all mistakes, errors, and omissions, etc. This circular-letter should have upon its face the approval of the Secretary. To the making of this brief or report and answering the interrogatories, in each class of entries, to be returned to the General Land Office with the papers in each case, the flimsy and stereotyped objection will doubtless be made of a want of clerical force. If the registers and receivers know their duties and the legal and departmental requirements in each class of entries they can fill in all the blanks in the printed briefs or reports furnished to them by the General Land Office, and answer practically by simply writing yes or no to each interrogatory, inside of five minutes, and ought to answer them all in any one case in three minutes.

If they do not understand their duties and the requirements of the law and regulations, then their places should be filled by others who do, and they should all and each be held to a strict accountability.

Your committee believe that such a system properly and rigidly enforced would reduce to a minimum mistakes, errors, and omissions on the part of entrymen and local land officers, and also reduce to a minimum the amount of labor to be performed in the General Land Office by the employés in the examination of entry papers and passing them to final action and patent, and, with a proper system in the General Land Office, would enable the same number of employés therein, in the same length of time, to properly and correctly dispose of four to five times as many cases as they now do.

It would be very difficult for your committee to indicate clearly and specifically the exact methods and system which should be adopted and carried out in the General Land Office in the disposition of entries made after the introduction of the methods and system proposed as to the local land officers, and also as to the disposition of the masses of arrears now pending. And the same methods and system may not be practically applicable to the two classes of entries—those made in future and those now pending.

As to the cases to be received from the local land offices after the introduction of the proposed system, your committee would suggest that certain officers in the General Land Office—the Assistant Commissioner, the chief clerk, the law clerks or certain persons to be designated for that specific duty, who are familiar with the laws and regulations in each class of entries—should receive and take in charge all entry papers hereafter received, and immediately examine the brief or reports returned by the local land officers with such case, to see if all the interrogatories are properly answered; and if found so answered, then the brief or report should be separated from the papers and numbered serially from each land office district and sent to the review division; and all the papers in each case excepting the brief or report should be sent to the proper division, there to be examined and briefed on the forms of briefs now in use in the General Land Office, or on such other forms of briefs as may be deemed most suitable. And when such

brief has been made and examined by the chief of division and found correct, then all the papers with such brief should be sent to the review division, and the review division should then examine such brief and compare it with the brief or report on its files sent in by the local land officers, and if found to correspond and both to be correct, then case should be passed to patent.

If, however, the officers designated to receive and examine the cases returned by the local land officers should find any mistakes, errors, or omissions or any non-compliance by the local land officers or entrymen with the laws and regulations which materially affect the validity of the entry or proceedings, then the case should be held and a report made at once to the Commissioner of the General Land Office, and if necessary to the Secretary of the Interior, and the local land officers should at once be notified fully and specifically, and if the fault is on their part should be *vigorously* and *emphatically* notified that such fault must not be repeated at their peril, and if necessary the papers returned to them for correction. If, however, the brief or report and answers to interrogatories are found correct on first examination by the proper officers and then are sent to the proper division to be examined and briefed, and are, by such brief so made upon the examination of all the papers without the clerk making such examinations having before him the brief or report of the local land officers, found to be defective, the chief of such division should immediately report the case to the officers who sent the case to his division, and they should then pursue the same course substantially as if the defect had been discovered by them at first, or, if found better in practice, the chief of such division wherein the case was briefed and defect found might report the case with all the papers and his brief to the division of review, there to be re-examined and compared with the brief or report of the local land officers and such action then taken to report the case to the Commissioner to be returned to the local land officers if necessary, or to be sent to the board of equitable adjudication or such other disposition as may be deemed best, excepting only not to pigeon-hole the case to await calls, letters of inquiry, etc., from claimant, attorneys, Congressmen, or others, thus multiplying the work of the office and causing delays which may result fatally to an honest claimant, or may benefit a dishonest or fraudulent claimant.

The most difficult task is the proper disposition of the masses of pending business which have been accumulating for a generation or more in the past.

The first suggestion of your committee is, more work by the employés in the General Land Office.

When such masses of arrears are found in any office, it is certainly a **business**—correct as well as legal—course to require more work by each employé to bring up such arrears, and no complaint should be made to eight hours' work daily, an increase of one and one-half hours, which should enable five clerks to do the work now done by six, and be practically an addition of one-sixth to the working force.

The next suggestion is to dispense with every incompetent employé—every drone who fails to do his or her work correctly or to do his or her proper share, the proper amount, and to supply the places according to existing laws with those who are competent and will do correctly the proper amount daily. With the vast accumulation of arrears in the General Land Office, there should be no forbearance shown to inefficient, incompetent employés on account of age, sex, condition, or influence. It is not a pension office.

Your committee take pleasure in calling special attention to the order of August 30, 1887, to the chiefs of divisions C, G, P, F, and O, requiring

them in all final examinations in homestead, pre-emption, desert land, timber-culture, and all cash cases to use and fill in the blanks in the examination cards, copies of which accompany the same. The improvement in the disposition of cases under the requirements of this order is so manifest as to demonstrate beyond question its correctness and advantages. It is an oasis in the desert.

The board of review of division O was established by the Commissioner of the General Land Office December 1, 1886, and was a wise and judicious act. The work performed by this division during the time given was as follows:

	Cases.
December 1, 1886, to August 31, 1887 :	
Received	92, 153
Patented	30, 234
Suspended for amendment and correction	7, 532
Pending August 31, 1887	54, 387
August 31, 1887, to January 27, 1888 :	
Received	7, 209
Patented	20, 684
Suspended for amendment and correction	3, 104
Pending, awaiting action	37, 808

The system of having the employés in examining cases to brief them on the cards instead of attempting to read over the papers and then adjudge the case ready for patent, suspension, or holding for cancellation, to be pigeon-holed, is a decided improvement for the better, and should be extended to all cases examined by employés not thoroughly familiar with the law and requirements, and then submitted for decision to a competent chief or person designated to examine such brief.

The change in the method of disposing of cases in the mineral division is also a decided improvement.

The orders of January 6, 1888, discontinuing the useless practice of copying from letter-press copy-books into formal record books, and of January 7, 1888, discontinuing the suspension of entries for failure of register to publish notice of intention to make final proof for a shorter period than required by office circular of March 20, 1883, namely, six weekly insertions, and submitting them to the board of equitable adjudication, are improvements in the right direction.

The appeal made under date of January 3, 1888, to the chiefs of division for renewed efforts and increased energy in their work is most commendable, and should be rigidly enforced. The policy of more work instead of more employés can not be too strongly commended or too rigidly enforced.

According to the supplemental report of the Acting Commissioner of the General Land Office in regard to the contest division and its work, it would seem to be in the line of improvement and properly conducted may facilitate the proper disposition of the many contested cases, which should certainly be disposed of as rapidly as possible, both for the interest of honest claimants and contestants and for the discomfiture of would-be black-mailers and dishonest contestants.

Your committee can not too strongly condemn the practice of suspending entries and then pigeon-holing them to await being called up for action by the claimant or some attorney or Congressman. And such suspensions are frequently for some trifling defect not material. As a sample of such suspensions and the consequent delay, your committee give the following actual case—the case of the mining claim, Bay State Lode Claim, Lake City, Colo.

Application for patent in name of *Jonas H. White* and *Frank E. Leland* filed in Lake City, Colo., land office, October 30, 1882. Abstract of title showed title in *Jonas H. White* and *Frank E. Leland*.

Notices were in the names of *Jonas H. White* and *Frank E. Leland*. The affidavit of citizenship by *White* was plainly signed "*Jonas H. White.*"

In the register's final certificate of entry the name of claimant *White* was written so that it might be considered *Jonus H. White* or *Janus H. White*.

On January 21, 1884, a letter was written in the mineral division of the General Land Office to the register and receiver, purporting to inclose and return the final certificate of entry for correction, but the certificate was not inclosed or sent by mistake, or otherwise, and was not corrected. The difference in the spelling of the name *Jonas*, as it appeared in the register's final certificate was the only objection to the claim, it being regular in all other respects and no contest.

The case was pigeon-holed and remained in the *suspended files* until November 19, 1887, some five years from date of application for patent, and nearly four years from date of letter to register and receiver purporting to return certificate for correction. It was passed to patent in November, 1887.

A uniform and business system and method should be adopted in regard to all cases suspended for any reason.

Your committee suggest that proper printed letters with suitable blank spaces be prepared, and in every case of suspension for any omission, mistake, error, or non-compliance on the part of registers and receivers one of such letters be filled out, stating specifically the omission, mistake, etc., fully and requiring correction to be made within a given number of days and sent to such register and receiver; and if not corrected within such time or reasonable cause shown for failure, then that the delinquent or delinquents be summarily dealt with as an example, lesson, and warning to others. And in every case of suspension for any fault, omission, or non-compliance on the part of entrymen one of such letters be filled out stating specifically the fault, omission, or non-compliance, and all the additional requirements to perfect the entry for patent and requiring compliance therewith within the time limited by law and departmental regulations, giving reasonable time according to the situation and surroundings; and if compliance therewith or good and sufficient cause for failure be not received within such time, then the entry should be held for cancellation and notice thereof given, and final action thereon had according to departmental regulations without delay.

A rigid enforcement of such a system would relieve the suspended files and prevent the accumulation of cases, and could work no harm to a diligent and deserving entryman.

These suggestions as to reforms in the methods and system of transacting the business in the General Land Office are made for the consideration and action of the officers of the Department, upon whom alone rests the responsibility of methodizing and systematizing the work in the General Land Office, so as bring up the arrears of work and to dispose promptly of incoming cases; to pass to patent all good entries, and to correct defective entries and to cancel illegal fraudulent entries promptly. Delays are detrimental to honest claimants and contestants, and beneficial to dishonest, corrupt, black-mailing claimants, contestants, and spoliators. Your committee have addressed a letter to the Secretary of the Interior embodying these recommendations of methods and system of transacting business.

ADDITIONAL EFFORTS TO FACILITATE ARREARS OF BUSINESS.

Your committee also addressed letters to the Commissioner of Pensions, asking for a statement of all calls made by his office upon other

Departments and Bureaus, for information in pension claims which remained unanswered, thereby delaying the action of his office thereon, and also to the Secretary of the Treasury, asking for a statement of all calls made by heads of Bureaus upon other Departments or Bureaus for information in cases therein pending and remaining unanswered, thereby delaying the action of his Department or any Bureau thereon, and also to the Adjutant-General, asking for statement of calls in pension cases made by his office upon the Second Auditor remaining unanswered.

Your committee received in reply from the Pension Office a voluminous list of sundry and numerous calls, amounting to thousands, made upon Departments and Bureaus for information.

Your committee thereupon addressed letters to each head of Department whereon these calls for information had been made, inclosing to them the list of such calls respectively. Your committee also received a report from the Secretary of the Treasury with a copy of a letter from the Second Auditor, and a report from Maj. Thomas Ward, assistant adjutant-general, giving a statement of calls made by his office upon the Second Auditor of the Treasury for information in pension cases.

Your committee thereupon addressed another letter to the Secretary of the Treasury giving the statement of calls from the office of the Adjutant-General upon the Second Auditor remaining unanswered.

Your committee received from the Secretary of the Treasury a letter with accompanying reports from the Second, Third, and Fourth Auditors in regard to the calls from the Pension Office, and also from the Adjutant-General, and also from the Bureaus of his own office upon other Bureaus therein. Your committee, upon receiving reports from the various Departments and Bureaus in regard to the unanswered calls from the Pension Office, at once wrote the Commissioner of Pensions, returning most of the lists with the accompanying reports thereon and calling his attention thereto and to many alleged errors in such calls.

Your committee do not insert all this correspondence and the long lists of calls from the Pension Office upon other Bureaus, because they are too voluminous to justify printing, and the main object was to facilitate the answering of these respective calls for data. Your committee hereto append the letter from Major Ward of November 28, 1887, showing calls upon the Second Auditor, and the letters of the Secretary of the Treasury of December 12, 1887, with the accompanying report of the Second Auditor (omitting the inclosures of the Second Auditor, No. 1, containing lists of calls, the number of which are stated in his report, and Nos. 2 and 3, which are forms of briefs), and also of January 10, 1888, with the accompanying reports from Second, Third, and Fourth Auditors.

WAR DEPARTMENT, ADJUTANT-GENERAL'S OFFICE,
Washington, November 28, 1887.

SIR: I have the honor to inform you that the records of this office show that the following numbers of pension calls are awaiting reports from the Second Auditor of the Treasury, called for by this office, as follows:

August	13
September	91
October	227
November	156
Total	487

Very respectfully, your obedient servant,

THOMAS WARD,
Assistant Adjutant-General.

Hon. F. M. COCKRELL,
United States Senate.

TREASURY DEPARTMENT, *December 12, 1887.*

SIR: In reply to your letter of the 22d ultimo in regard to calls which have been made and awaiting answer by heads of Bureaus upon other Departments or Bureaus, I transmit herewith a copy of a letter from the Second Auditor, with accompanying papers, in reference thereto.

Respectfully, yours,

C. S. FAIRCHILD,
Secretary.
T.

Hon. F. M. COCKRELL,
Chairman of Select Committee, United States Senate.

TREASURY DEPARTMENT, SECOND AUDITOR'S OFFICE,
Washington, D. C., December 2, 1887.

SIR: The inclosed letter, addressed to you on the 22d ultimo, by Hon. F. M. Cockrell, United States Senate, was received in this office on the 25th, and is respectfully returned, with the following report:

The Senator suggests that if a list of the names, etc., of persons in whose cases unanswered calls for information have been made by each Bureau of this Department upon other Departments or Bureaus could be conveniently made out, one copy to be furnished to him and one copy to each head of Bureau or Department upon which said unanswered calls have been made, it might tend to hasten answer thereto.

There are two classes of calls made by this office, namely:

(1) Those made by the "division of inquiries and replies" upon other Departments and Bureaus for information to enable said division to answer inquiries.

(2) Those made by the "pay and bounty division" upon the Adjutant-General of the Army for military histories of officers and enlisted men, and upon the Quartermaster-General, Commissary-General, Surgeon-General, Chief of Ordnance, and Third Auditor, for reports as to indebtedness or otherwise of commissioned officers who have claims pending in this office.

Letters asking for necessary information are also written in other divisions, but as they are not sufficiently numerous to be classified, and as no complaint is made of delay in obtaining answers thereto, they do not call for special comment.

With reference to the first class I will say, that on the 25th ultimo the number of unanswered calls sent out by the inquiries division amounted to 353, as follows:

Calls upon the Paymaster-General.....	343
Calls upon the Adjutant-General.....	4
Calls upon the Third Auditor.....	3
Calls upon the Fourth Auditor.....	2
Calls upon the Navy Department.....	1
Total.....	353

I inclose a list of these cases, giving all the data asked for by Senator Cockrell (inclosure No. 1), and would observe that I have no reason to believe there is any avoidable delay on the part of the above-mentioned Bureaus, etc., in answering calls emanating from the division of inquiries.

With regard to the second class of calls, I have to say that the only cases in arrears are those in which the Adjutant-General has been requested to furnish information required in the settlement of claims for arrears of pay and bounty. A list of these cases can be furnished; but it is estimated that it will take six clerks nearly one month to obtain the requisite information.

It has never been deemed necessary to keep a list of calls made by the pay and bounty division upon the Adjutant-General and other officers. A brief accompanies each claim, showing the various steps taken towards settlement (see inclosure No. 2). If any letters are written, the press copies of such letters are filed with the claim to which they pertain, and in each case is complete in itself. To ascertain whether any claim is held up for information from the Adjutant-General's Office or other Bureau, it would be necessary to take the papers out of the envelope-case (see inclosure No. 3) and examine the brief. There are 42,163 claims on file, of which about 7,000 are held for information from the Adjutant-General's Office, and upwards of 32,000 for information from claimants or their attorneys.

The Adjutant-General states in his report for the year ending October 1, 1887, that he had then 6,977 unanswered calls from the Second Auditor, from which I infer that he keeps a regular record of such calls. I would therefore suggest that the list requested by Senator Cockrell, so far as regards calls by the Second Auditor upon the Adjutant-General's Office, can be more readily furnished by that office than by this.

At the same time I beg leave to say that if it is deemed necessary that a list be prepared by this office, it shall be done with the least possible delay.

Respectfully, yours,

WM. A. DAY,
Auditor.

The SECRETARY OF THE TREASURY.

TREASURY DEPARTMENT, *January 10, 1888.*

SIR: In reply to your letter of the 26th ultimo, inclosing lists of calls made upon certain Bureaus of this Department, I have the honor to transmit herewith copies of letters from the Second, Third, and Fourth Auditors in reply thereto.

Respectfully, yours,

C. S. FAIRCHILD,
Secretary.
T.

Hon. F. M. COCKRELL,
Chairman Select Committee, United States Senate.

TREASURY DEPARTMENT, SECOND AUDITOR'S OFFICE,
Washington, D. C., January 4, 1888.

SIR: By your reference of the 29th ultimo I am in receipt of the list of calls made upon this office by the Commissioner of Pensions between March 12 and October 31, 1887, which are said to have remained unanswered on December 5, 1887, I have the honor to return said list (which was furnished to you by Hon. F. M. Cockrell) with marginal notes, from which it appears that the first 2 calls, dated March 12 and July 22, 1887, were answered April 29 and September 29, 1887, respectively. The fourteenth case, dated October 3, was answered the following day. Two calls were answered November 29, 2 on December 1, and 3 on December 2, making altogether 10 calls which were answered prior to the date of the Commissioner's report. Seventeen were answered between December 7 and 28. The other cases are accounted for as follows:

Call of August 27, held for return of muster-rolls from Second Comptroller's Office. Call of October 7, case of John Lewis, held for information from the Paymaster-General's Office, which has just been received. Call of October 21, case of Wade Collins, returned to Pension Office October 24 for completion, the State to which the organization belonged not being given; it was received back November 21. Five cases are undergoing examination; and the residue (12 calls made in October) are awaiting action, and will be disposed of with as little delay as possible.

Respectfully, yours,

WM. A. DAY,
Auditor.
J. R.

The SECRETARY OF THE TREASURY.

TREASURY DEPARTMENT, SECOND AUDITOR'S OFFICE,
Washington, D. C., January 4, 1888.

SIR: In reply to the inclosed letter, addressed to you by Hon. F. M. Cockrell, December 26, and received from your office on the 29th ultimo, relative to the delay in answering calls from the Adjutant-General of the Army in pension cases, I have the honor to say that on December 31 all such calls received in August, September, and October had been answered, except 8 received in August, 48 received in September, and 209 received in October. The unanswered August cases, and some of the September ones, have been examined once without finding the information asked for, and are held for further examination. As the granting or denial of a pension in each of these cases may depend upon the report of this office, it is deemed right and just to exhaust all sources of information before final action be taken. The other September cases, and such of the October ones as were received prior to the 21st of that month, are being answered as rapidly as the required information can be obtained from the office of the Paymaster-General and the files of this office. Calls received since October 21 are awaiting action.

With regard to the cause of delay in answering these calls, I can only say that it is attributable to pressure of business.

Respectfully, yours,

WM. A. DAY,
Auditor.
J. R.

The SECRETARY OF THE TREASURY.

TREASURY DEPARTMENT, THIRD AUDITOR'S OFFICE,
Washington, D. C., January 3, 1888.

SIR: I have the honor to acknowledge the receipt of your communication of December 29, 1887, inclosing copies of letters from the Hon. F. M. Cockrell, chairman of the Senate select committee, relative to business in this office. In these letters my attention is directed to the statement that 13 calls for information made upon this office by the Commissioner of Pensions and 3 by the Second Auditor remained unanswered on November 1, 1887, and an explanation of the apparent default is requested which I will proceed to give as briefly as possible.

As to the 13 calls of the Commissioner of Pensions, I beg to refer to the following facts: The pension cases of David H. Wiggins, No. 43869, and Thomas Brooks, No. 23874, never reached this office, and inquiry made by me at the old war and Navy division of the Pension Bureau does not show that any such calls were ever issued by the Pension Office. Pension cases numbered 44316 and 33224 were not answered on November 1, the records of this office showing that replies were mailed to the Commissioner of Pensions on September 17 and October 19, 1887, and the cases 44212, 44352, 44484, 44422, and 44540 were answered September 7 and December 8, 14, and 21, of the same year. While 90 per cent. of the Commissioner of Pensions' calls for report of service in the war of 1812 can be and are answered within three or four days after they have been received, there are cases upon which a prompt report can not be made, in view of the fact that sometimes an extended search is required before a proper answer can be returned.

The bounty-land case of Samuel Jacobs, No. 331654, was delayed at the suggestion of the clerk in charge of the case at the Pension Bureau, on account of this office not being able to furnish the desired information. To obtain this I wrote to the claimant's attorney on June 3, August 22, and September 10, 1887, and if the Commissioner of Pensions had by a second call intimated his desire for an official reply, as is his custom when answers to calls are delayed beyond ninety days, I should have at an earlier date forwarded to him the answer which I made in this case on December 30, 1887.

Pension cases Nos. 11571, 6995, and 11175, calling for report of service on the Western rivers during the war of the rebellion, were received October 13, 24, and 25, 1887, and could not have been answered prior to November 1, 1887. In each of these cases it was necessary to apply to the Quartermaster-General for information from the files of his office. One of these I had to refer to him twice, which occasioned the unusual delay, but I am glad to inform you that they have since been returned to the Commissioner of Pensions.

Referring to the 3 calls made by the Second Auditor and alleged to have been answered on November 1, 1887, permit me to observe that the call for the service of Andrew McDonald was received November 3 and answered December 6, 1887. The call for the military history of Sun-a-coo-ya, late private in the Indian home guards, was dated August 4, 1885, and appears to have been filed away without answer on August 6.

This office does not contain the military history of Indian home guards. The information called for was only to be obtained from the records of the Adjutant-General's Office in the War Department, a fact that should have been known to the Second Auditor. For this reason, I am informed, the letter was directed by the late chief of the horse-claims division to be filed without answer. I may add that if my attention had been called to the matter it would have been returned to the Second Auditor as having been sent to this office by mistake. The only case remaining unexplained is the call of the Second Auditor for the military history of George W. Davis, of Missouri, which the record shows was received September 19, 1885. In all such cases the call is handed to the clerk, who at the earliest practicable moment makes the necessary examination, briefs the information on the back of the call, and when a press copy of the same is taken, transmits the original paper, with the indorsement, to the office whence it emanated. In the Davis case the most thorough search failed to show any trace of the call after it had reached this office. As this is the only call apparently unanswered and unaccounted for among the immense number of official documents received since I took possession of the Bureau, aggregating 149,164, it is fair to presume that it was accidentally mislaid, or if answered was lost in the same manner after it had been prepared for transmittal and had left this office. While it is not proposed to evade any responsibility for the supposed loss of the missing paper, it is easy to see that in the vast volume of official documents annually received, a miscarriage of this kind might possibly occur without "negligence or carelessness." Had the original call been found here, answered or unanswered, when attention was directed to these matters by the chairman of the Senate committee, the "guilt" assumed to lie in this case might be conceded; but as the paper seems to be no longer in this Bureau, the rational conclusion is that it was lost, either here or elsewhere, by one of those accidents to which human nature is liable, and against which it is scarcely possible for human care or foresight to provide. If any additional proof was needed to establish the evidence of this fact, it is unconsciously furnished by the careful and painstaking chairman of the Senate committee himself, who, in one of his letters transmitted to me for official action, vouchsafed the information that the list of 13 alleged unanswered calls made upon this office by the Commissioner of Pensions was sent "by error" to the Secretary of the Navy instead of to the Secretary of the Treasury, and was promptly returned by the former official to the honorable chairman.

Very respectfully,

Hon. C. S. FAIRCHILD,
Secretary of the Treasury.

JNO. S. WILLIAMS,
Auditor.

TREASURY DEPARTMENT, FOURTH AUDITOR'S OFFICE,
Washington, D. C., December 30, 1887.

SIR: In answer to yours of the 29th instant, inclosing copies of letters from Hon. F. M. Cockrell, chairman of the Senate select committee, I have the honor to make the following report. The call of the Second Auditor in the case of George Handy was not made on the 31st of October, 1885, but on the 31st of October, 1887. It would have been answered sooner, but there was a large lot of papers in the case that had to be copied.

In the case of W. J. Sullivan, a letter was received from the Second Auditor, dated 27th of June, 1887, in which he requested certain information which is not a matter of record in this office, and could only be obtained from the claimant himself. The attorney was called upon, the date after the receipt of the Auditor's letter, to furnish the required evidence. No reply to that letter has ever been received, and therefore it was impossible for me to furnish the information to the Second Auditor.

Referring to the 100 calls upon the Fourth Auditor by the honorable Commissioner of Pensions, I would state the following: Eight of those calls have never been received by this office, the balance have all been answered; and up to the 29th instant, the date upon which your letter was received, there were only 15 unanswered calls from the Commissioner of Pensions. Of these, 1 was received November 21, which can not be answered until the rolls are returned from the bindery, and 14 were received yesterday; consequently, you will see that the office is as near as possible up with this work.

I return herewith Mr. Cockrell's letters and list of calls.

Very respectfully,

L. N. BUFORD,
Acting Auditor.

Hon. C. S. FAIRCHILD,
Secretary of the Treasury.

Your committee also wrote the Paymaster-General of the U. S. Army advising him of calls made by the Second Auditor upon his office for information, inclosing to him the list of such calls (being inclosure No. 1 of the letter of the Second Auditor, hereinbefore referred to, and omitted because of its length), and received the following replies:

WAR DEPARTMENT, PAYMASTER-GENERAL'S OFFICE,
Washington, December 27, 1887.

SIR: In answer to your letter of yesterday, received to-day, I have the honor to state that none of the calls specified on the list from the Second Auditor's Office are now in this office. I regret that it is impracticable to answer your inquiry as to what calls were unanswered on November 25, as it has not been the practice to make a record of the several calls, as that would involve additional delay. Whenever a call is duplicated or repeated it is immediately put in hand for answer. I am satisfied that every inquiry on the Auditor's list has been answered, and has probably been misplaced in his office. Attention is invited to the fact that in several instances on the Auditor's list a time later than November 25, 1887, is given as the date of inquiry.

I confidently expect, from the statement of the chief of this division, that on the last day of this month the unanswered calls will not number over some 400, about equal to the receipts of five days.

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

WM. B. ROCHESTER,
Paymaster-General, U. S. Army.

Hon. F. M. COCKRELL,
United States Senate.

N. B.—The Auditor's statement is herewith returned.

WAR DEPARTMENT, PAYMASTER-GENERAL'S OFFICE,
Washington, D. C., December 28, 1887.

DEAR SIR: During my interview with you last night reference was made to your letter to me, in which you expressed the hope that we should reduce answers to the inquiries of the Second Auditor within ten days. Did I not understand you to say that this was an error on the part of your clerk, and that you had intended to say five days? You will see by my official letter of yesterday that I expected by the end of the present month to reduce the time to five days, and I now feel assured that it

will be reduced even below that, perhaps to three. Every effort and every available clerk's time will be utilized to this end, to the exclusion of all leaves.

I have caused the desirability and *necessity* of accomplishing this work to be impressed upon the clerks, and I expect gratifying results.

Very truly yours,

WM. B. ROCHESTER.

Hon. F. M. COCKRELL,
United States Senate.

WAR DEPARTMENT, PAYMASTER GENERAL'S OFFICE,
Washington, December 31, 1887.

SIR: I have the honor to inform you that every inquiry from the Second Auditor has been answered; *not one remains in this office.*

This result has been accomplished by extraordinary exertions and stoppage of other work. It is my purpose and full expectation that hereafter all inquiries shall be answered within three days from their receipt in this office.

Very respectfully, your obedient servant,

WM. B. ROCHESTER,
Paymaster-General, U. S. Army.

Hon. F. M. COCKRELL,
United States Senator.

It gives your committee real pleasure to refer to the letters of Paymaster-General Rochester, showing all arrearages disposed of and every call upon his office by the Second Auditor on December 31, 1887, answered, and that hereafter all such calls shall be answered within three days.

This shows that where there is a will a way can be found to dispose of accumulated business by more work rather than by a call for more clerks.

PENSION OFFICE—FAILURE TO ANSWER LETTERS, ETC.

Thousands upon thousands of letters—affidavits and other papers relating to pension claims or increase—are received in the Pension Office, and no receipt or acknowledgment is sent by that office to the person sending such letters, affidavits, etc. After impatient, discontented waiting such person either again writes to the Pension Office or appeals to a Senator or Representative to know whether the papers were received and what is the condition of the case.

This failure on the part of the Pension Office produces discontent and anxiety among applicants and pensioners, causes an accumulation of papers on the files of the office, and imposes an onerous correspondence on the part of Congressmen. Your committee, when visiting the Pension Building, called the attention of Commissioner Black to this failure on the part of employes in his office, and suggested that appropriate circulars could be prepared, with suitable blanks, and printed, upon which the receipt of every letter, affidavit, or other papers relating to claims therein pending could be quickly and easily answered and the cause of discontent removed, and much onerous labor saved on the part of Congressmen.

Your committee most earnestly renew the recommendations made to the Commissioner of Pensions, and urge that the system of answering the receipt of letters, affidavits, and other papers in the Pension Office be adopted and punctually enforced in all cases.

FILES OF WORTHLESS PAPERS, THEIR INCUMBRANCE AND PROPER DISPOSITION.

In the investigations of your committee in the different Departments, it became manifest that there were large masses of files of papers, which

have been accumulating for a long series of years and now occupy much room and are not needed or useful in the transaction of current business in such Departments, and have no permanent value or historical interest, and are not referred to or examined for any purpose. Upon an examination of the laws now existing in reference to any sale or other disposition of such valueless papers, it was found that in "An act making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1882, and for other purposes," approved March 3, 1881, on page 412, 21 Statutes, is the following provision :

That the Postmaster-General is hereby authorized to sell as waste paper, or otherwise dispose of, the files of papers which have accumulated or may hereafter accumulate in the Post-Office Department that are not needed in the transaction of current business and have no permanent value or historical interest; and the proceeds of said sales he shall pay into the Treasury and make report thereof to Congress.

And that in the similar bill for like purposes, approved August 5, 1882, on page 228, 22 Statutes, is the following provision :

And the Secretary of the Treasury is hereby authorized to sell as waste paper, or otherwise dispose of, the files of papers which have accumulated or may hereafter accumulate in the office of the Auditor of the Treasury for the Post-Office Department, that are not needed in the transaction of current business and have no permanent, official, or historical value; and the proceeds of said sales he shall pay into the Treasury and make report thereof to Congress.

And that in "An act making appropriations for sundry civil expenses of the Government for the fiscal year ending June 30, 1883, and for other purposes," approved August 7, 1882, is the following provision :

And it shall be the duty of the Clerk and Door-keeper of the House of Representatives and the Secretary and Sergeant-at-arms of the Senate to cause to be sold all waste paper and useless documents and condemned furniture that have accumulated during the fiscal year 1882, or that may hereafter accumulate in their respective departments or offices under the direction of the Committee on Accounts of their respective houses, and cover the proceeds thereof into the Treasury; and they shall at the beginning of each regular session of Congress report to their respective houses the amount of said sales.

These were the only provisions of law found by your committee in regard to sales or other disposition of such files and papers.

Your committee ascertained that there were large masses of such valueless files in the Treasury Department and also in the War Department.

Your committee requested the Secretary of War to have inquiries made in regard to such valueless papers, and received from him in answer thereto the following letter and accompanying reports, and also the accompanying reports made upon the subject in 1870:

WAR DEPARTMENT,
Washington City, January 20, 1888.

SIR: Referring to your several visits to the Department and your oral inquiries in regard to the character and quantity of the records of this Department that could be destroyed or otherwise disposed of without detriment to the public interests, I have the honor to state that the question was referred to the heads of the several Bureaus, and to invite attention to the inclosed reports, which present their respective views upon the subject.

In this connection I deem it proper and of probable interest to you to state that this subject has heretofore engaged the attention of this Department. In July, 1870, the Secretary of War appointed a board "to examine into and report upon the existing methods of keeping the records and transacting the current business of the War Department and its Bureaus."

The report of the board shows that the vast and steady accumulation of records of no public value formed a subject of their consideration, and as showing the views entertained by them, I quote from their report as follows:

"The yearly accumulation of papers in the various public offices has engaged the attention of the board. Most of these papers possess no value whatever after the lapse of differing periods of time, while others are never likely, within reasonable probability, to prove of sufficient value to justify the care and expense of their preservation. Unsuccessful applications for office, mere letters of transmittal, the monthly personal reports of officers, changes of station or duty, applications for discharge of soldiers or remission of their court-martial sentences, and vast numbers of other papers will suggest themselves to the officers in charge of public records as falling within the view of the board."

This subject was likewise then referred to the heads of the Department Bureaus, and I inclose also copies of their respective reports, as showing the views held by them in regard to the destruction of old and valueless records.

Very respectfully, your obedient servant,

WILLIAM C. ENDICOTT,
Secretary of War.

Hon. F. M. COCKRELL,
Chairman Select Committee, United States Senate.

WAR DEPARTMENT, PUBLICATION OFFICE, WAR RECORDS, 1861-'65.
Washington, November 23, 1887.

SIR: Complying with instructions contained in your letter of yesterday's date relating to the character and quantity of old records in this office which can be destroyed or otherwise disposed of, I have the honor to state that the nature of the material referred to no longer required is the printed matter—first and second proofs of volumes of the Record already published—and many volumes of a preliminary print of the record which have been used in office work now no longer required; all copied manuscript of published volumes, *i. e.*, manuscript papers not original; and the accumulated daily waste paper of the office. These accumulations extend back to the beginning of the work of the office under act of Congress, and their quantity is probably over a ton's weight.

The office space is very limited, and the accumulated papers of the character above set forth materially interfere with the convenient working of the office.

Very respectfully, your obedient servant,

H. M. LAZELLE,
Lieut. Col. Twenty-third Infantry, in Charge.

The SECRETARY OF WAR.

WAR DEPARTMENT, INSPECTOR-GENERAL'S OFFICE,
Washington, D. C., November 23, 1887.

SIR: In reply to letter from your office of 22d instant, I have the honor to report that there are no old records in this office which it would be proper to destroy, if a law similar to that quoted should be enacted.

Very respectfully, your obedient servant,

A. BAIRD,
Brigadier and Inspector-General, Brevet Major General, U. S. Army.

The SECRETARY OF WAR.

WAR DEPARTMENT, PAYMASTER-GENERAL'S OFFICE,
Washington, November 23, 1887.

SIR: In response to the circular letter of the War Department, of November 22, in reference to old records, I have the honor to forward herewith a letter from Mr. M. M. Bartlett, clerk in charge of the correspondence division, to the chief clerk of this office.

Mr. Bartlett has had, for many years, charge of the correspondence, and, from frequent examination and rearrangement of the files, has a thorough acquaintance with them, and being a man of good judgment, I am disposed to give weight to his suggestions, and therefore to recommend that the files of this office be not destroyed or otherwise disposed of.

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

WM. B. ROCHESTER,
Paymaster-General, U. S. A.

The SECRETARY OF WAR.
S. Rep. 507—16

DIVISION OF CORRESPONDENCE, PAYMASTER-GENERAL'S OFFICE,
November 23, 1887.

SIR: I have the honor to submit the following data and suggestions regarding the old files of this office, covering the period from the commencement of the office records in 1808 to the year 1860, inclusive.

The approximate number of these files is 27,000, embracing nearly 50 per cent. of the letters received during that period. It is estimated that less than 5 per cent. of these papers are of a purely transient character, *i. e.*, letters of transmittal and of acknowledgement.

During the period covered by these files no record was made of executive or administrative action "indorsed" upon papers, which often became precedents for guidance in subsequent cases.

Further, under the old system, the record of these papers is too imperfect and vague to be relied upon for more than an indication of their contents. Again, much of the recorded correspondence of the office is based on these papers, which are needful for a complete understanding of the matters considered.

These papers possess a historic interest whose value is constantly increasing. The data contained in them is sometimes unique and can not probably be found elsewhere. The statistical information which may be gathered from them may be worth something in the future if not of value now. The item of military history to be found may supplement and complete desired information hereafter, the modern system of indices now being applied to these papers rendering it available.

The value of the space gained by the destruction of these papers bears no comparison with their value as facts susceptible of proof by ocular demonstration, and not to be misinterpreted through the medium of a careless copyist. Their care and preservation is a very small matter with the modern file boxes now in use, and hardly needs to be mentioned as worthy of consideration.

These records or files cover the period of all the wars of the nation (except the Revolutionary), and being of a military character their historic value will increase in the same ratio that time decreases the number of living participants in the events they record.

A few years since the Second Comptroller applied for information regarding final payment in the case of Lieut. Henry Middleton, who resigned in July, 1816. His widow claimed payment; the auditing officers of the Government had no record of the case; this office from its files (No. 3335 of 1817) furnished the receipt of the officer for \$540.09, the total amount due, and the widow's claim was ignored.

This single case demonstrates the fact that even old papers have value in Government offices.

Respectfully submitted.

M. M. BARTLETT,
Chief Division Correspondence.

The CHIEF CLERK.

WAR DEPARTMENT, JUDGE-ADVOCATE-GENERAL'S OFFICE,
Washington, D. C., November 25, 1887.

SIR: Referring to circular of the War Department, dated the 22d instant, directing me to report as to the character and quantity of old records in this office which could be destroyed or otherwise disposed of if a law similar to those in force in the Post-Office and Treasury Departments providing for the disposition of old and useless files of papers should be enacted relative to papers on file in the War Department and bureaus, I have the honor to state that there are on file in this office a large number of records of regimental, garrison, and field officers' courts martial, estimated at about 144,985, which, in my opinion, may be destroyed or otherwise disposed of. These records consist of trials from 1829 to the commencement of the war of the rebellion, and from the termination of the war to the passage of the act of March 3, 1877, providing that records of inferior courts-martial held in departments should be filed at department headquarters for two years, and authorizing their destruction after that period. A small number of records of garrison courts held at posts not within my department are also filed here. The punishments adjudged by these courts consist mostly in some slight corporal punishment or forfeiture of a small amount of pay. The Eighty-third Article of War provides that such courts shall not have power to inflict a fine exceeding one month's pay, or imprisonment for a longer period than one month. In the experience of this office no instance is remembered which required an examination of the records referred to for any public purpose.

Records of cases tried during the war are still of value, requests from the Second Auditor, Commissioner of Pensions, and Adjutant-General being frequently received for information in regard to these trials. It is, in my opinion, too early as yet to destroy any of these.

I have the honor, therefore, to state my opinion that all records of regimental, garrison, and field officers' courts which have been, or may hereafter be, on file in this

office for two years or more, may properly be disposed of in the manner indicated in the acts of Congress cited in the circular, excepting the records of courts of the character mentioned, which were held between April 19, 1861 and August 20, 1866.

This office has no other records or papers which it can report for disposition under the circular.

Very respectfully, your obedient servant.

G. NORMAN LIEBER,
Acting Judge-Advocate-General.

Hon. WILLIAM C. ENDICOTT,
Secretary of War.

SIGNAL OFFICE, WAR DEPARTMENT,
Washington City, November 25, 1887.

SIR: In reply to your letter of the 22d instant, directing report as to the character and quantity of old records of this office which could be destroyed or otherwise disposed of, if a law authorizing such were enacted, and requesting an expression of my opinion in the matter, with date within which records should not be destroyed, I have the honor to report that in the correspondence division of this office the number of recorded "letters received" since the organization of the Bureau is, in round numbers, 270,000, and of these it is believed that three-fourths were of but passing interest at time of receipt and might now be destroyed without prejudice to public or private interests. Their destruction would make available about 548 square feet of wall space, or one-third less cubic feet. There are also a large number of "letters received" in the other divisions of the office, especially the property division, most of which could be destroyed, though not in so large a proportion in the latter case.

In the "letters-received" and "letters-sent" books, of which there are 142 and 256 volumes, respectively, in the correspondence division, as the unimportant parts could not be separated without mutilating the books, it is recommended that they be kept intact, at least until securing space shall become an object of more pressing importance.

There are also records, miscellaneous in character, among the more important of which are the order books, 13 in number, and documents—books, rolls, returns, loose papers, etc.—pertaining to the war, 1861-'65, which are frequently referred to in pension and other cases, and the preservation of which is indispensable.

Muster-rolls, enlistment papers, monthly returns, descriptive lists of deserters, etc. (the originals of which are on file in the Adjutant-General's Office), educational examination papers of candidates for enlistment; rosters showing duties and attendance of employes, with physician's certificates covering absence from duty; telegraph detachment returns; reports of studies of enlisted men, of instruction of officers and enlisted men, of drills, etc.; acknowledgments of orders issued, and other documents of a similar character, incidental to the management of the service, form a large accumulation, and as they have served their purpose could be destroyed. They occupy in the correspondence division about 82 cubic feet of space. In the property division the memorandum receipts and property returns (which are only memorandum returns, being signed by enlisted men, who are not directly responsible) it is recommended be destroyed up to and including 1880.

There is, in addition, a large quantity of records to give details as to which would cause delay, but may be described generally as forms, reports, etc., containing meteorological information, which has been discussed or is available in some other form, and the destruction of which would now entail no loss.

The Chief Signal Officer considers that no interest would suffer while needed space would be secured by the destruction yearly of such records as are not less than three years old, are of no living or lasting interest, and do not involve questions of the rights of persons or the disbursement of appropriations and accountability for public property; the chief of the Bureau to be vested with power to use his discretion within these limitations in selecting those to be destroyed or sold as waste paper. This to apply to present and future accumulations.

In this connection it may be pertinent to suggest that some latitude be allowed as to what "letters received" should be briefed, recorded, etc., as some very slight importance indeed, such as inquiries as to address of employes, and numerous papers of that character which come into a large bureau, are scarcely worthy of record, and the answers to which, copied in "letters-sent" books, would be a sufficient record.

I am, very respectfully, your obedient servant,

A. W. GREELY,
Chief Signal Officer.

The SECRETARY OF WAR.

WAR DEPARTMENT, SURGEON-GENERAL'S OFFICE,
Washington, D. C., December 1, 1887.

SIR: In conformity with instructions from the War Department, dated November 22, 1887, I have the honor to report that there are old papers which have accumulated in this office which are believed not to be necessary in transacting the current business, or to have any permanent value or historical interest.

They may be classified as follows:

(1) Copies or draughts of letters, or reports, which have been entered in full in books of record.

(2) Letters received transmitting papers, but containing no information in addition to the papers transmitted.

(3) Statements of the hospital fund more than seven years old.

(4) Duplicate accounts, the originals of which have been settled.

(5) Copies, extracts, and notes prepared for temporary use in conducting the business of the office.

(6) Medical prescriptions, after any accounts to which they relate have been settled.

(7) Estimates and specifications for the repair of hospitals, after two years.

(8) Odd numbers of serial publications, of which there are otherwise complete series.

(9) Printed blanks and circulars no longer in use.

These useless papers, which now encumber the office, occupy an aggregate space of perhaps 250 cubic feet.

Very respectfully, your obedient servant,

JNO. MOORE,
Surgeon-General, U. S. Army.

The SECRETARY OF WAR.

[First indorsement.]

QUARTERMASTER-GENERAL'S OFFICE,
Washington, D. C., December 2, 1887.

The within communication relative to the destruction or other disposition of old records in this office is respectfully returned to the honorable the Secretary of War.

Soon after the present Quartermaster-General assumed the duties of his office he ascertained that there were a large amount of old records and papers filed in the building occupied by the Quartermaster-General's Office which were not needed in the transaction of current business, and directed that the same be examined and such as were not needed to be boxed and shipped to Schuylkill Arsenal, Philadelphia, Pa., for storage in vacant fire-proof public buildings at that depot.

The shipment of this matter has continued up to the present time. About 575 boxes of old records, papers, etc., have been so shipped, the contents of each box being carefully inventoried and a record thereof retained in this office. There is, therefore, nothing of the character as referred to above now remaining in this office that can be safely destroyed or otherwise disposed of.

The Quartermaster-General does not favor the destruction of any of the permanent records of the office, but thinks that if legislation could be secured for the erection of a hall of records on a suitable site in this city where these old records and papers could be filed and made easy of access, it would be then only necessary to keep five or six years' records and papers in the office for current use.

There are some returns and papers relating to estimates and requisitions that in any event may be sold for paper stock in case the law will authorize the careful selection and disposal of papers and documents not relating to claims, contracts, services, and property accountability.

S. B. HOLABIRD,
Quartermaster-General, U. S. Army.

OFFICE OF THE CHIEF OF ENGINEERS, UNITED STATES ARMY,
Washington, D. C., December 7, 1887.

SIR: I have the honor to acknowledge receipt of circular letter of the Department, dated November 22, 1887, calling for a report upon the character and quantity of the records of this office that could be destroyed or otherwise disposed of if a law should be enacted similar to those for the Post-Office Department and the Sixth Auditor's Office, and requesting views and suggestions on the subject.

It is believed that such papers as acknowledgments of receipts, personal reports, monthly reports of operations, returns of officers and hired men, letters asking information, property returns, accounts current, abstracts of disbursements, monthly esti-

mates of funds needed, monthly and weekly statements of funds, applications for orders, duty, appointments, reports, maps, etc., and annual and other reports, except in special cases, that have been printed, may with safety be destroyed after a lapse of five years.

It is estimated that the records that could thus be disposed of now occupy a space of about 775 cubic feet.

Should a law be enacted authorizing the sale as waste paper of such records, it is suggested that the act should provide for deducting from the amount received the expenses attending the sales.

Very respectfully, your obedient servant,

J. C. DUANE,
Brig. Gen., Chief of Engineers.

Hon. WILLIAM C. ENDICOTT.

WAR DEPARTMENT,
OFFICE COMMISSARY-GENERAL OF SUBSISTENCE,
Washington, D. C., December 8, 1887.

SIR: I have the honor to acknowledge receipt of your circular of November 22, requesting a report as to the character and quantity of old records in this office which can be destroyed or otherwise disposed of, if authorized by appropriate legislation (such as was enacted in 1881 and 1882 in respect to the accumulation of obsolete papers in the Post-Office Department and office of the Sixth Auditor), and asking my views and suggestions on the general subject, particularly as to the dates within which records should not be destroyed. In compliance therewith, I respectfully submit the following report:

OLD FILES PRIOR TO 1877.

The files of official papers of this office, from the time of its original establishment in 1818 to the year 1877, are stored in wooden chests in the store-rooms attached to this office, and, as it is very seldom that any occasion arises for consulting them, but little is definitely known as to their variety or usefulness. It is very strongly probable, however, that many mere letters of transmittal, letters of acknowledgment, etc., and many stated reports and other papers that were of current interest when rendered, but now no longer of any official value or even of historical interest, are preserved in these accumulations of old papers.

FILES SINCE 1877.

The files from the year 1877 to the present time are known to contain many papers which are of no permanent value, but which, under the requirements of the book of instructions for keeping the records of the War Department, issued by the Secretary of War October 1, 1870, are briefed, recorded, indexed, and filed. These instructions require, in general, the briefing, recording, and filing of all "communications reaching the Bureau to which future reference may become necessary or desirable," and, as a consequence, nearly all papers received have been briefed and recorded, and where not necessary to be sent permanently away from the Bureau have been filed. Under existing laws and regulations and the varying exigencies of the service a vast amount of correspondence and reports gravitates to the Bureau at Washington, where it remains permanently on the files.

DISPOSITION OF USELESS PAPERS.

The provisions of sections 4 and 5 of the act of February 26, 1853 (10 Stat. Large, 170), now embraced in sections 5403 and 5408, Revised Statutes, prevent the destruction of "any paper, or document, or record filed or deposited in any public office," or any attempt to destroy the same.

Some provision of law for relieving the files of useless papers, I think, is needed. I estimate that the papers now constituting the files of this office could, by judicious elimination of unnecessary matters, be reduced from one-half to two-thirds of their number, with a corresponding reduction in their bulk, which chiefly affects the question of storage.

DATES WITHIN WHICH RECORDS SHOULD NOT BE DESTROYED.

In all public offices there must be documents in the nature of permanent records which from their nature must be retained, while there are vast numbers of various classes of letters, reports, etc., of a transient usefulness and value only. The periods

of usefulness and value of these various classes of papers vary according to the class, so that while one class will have fulfilled the full measure of its usefulness in a month, the value of others would persist through a long period of time.

There doubtless does come a time when certain papers have become, by lapse of time, utterly devoid of any enduring official or historical value, and the statutes of limitations do not afford a complete criterion for determining when that stage has been reached in all cases. The likelihoods are, however, that a paper which from its nature was at first of merely transient importance will in ten years after filing have become wholly inert and valueless. In any legislation that may be invoked, therefore, looking to the destruction of useless papers, a proviso should, in my opinion, be inserted, prohibiting the destruction of any paper on file for a less period than ten years; and in any regulations established under such legislation I think it would be advisable to prescribe that the selection of papers for destruction should be made by a board composed of persons familiar with the business of the office to which the papers to be destroyed belong, who shall leave a written record of the separate and specific papers recommended to be destroyed by them, which recommendation shall be approved by the Secretary of War before the papers are destroyed, and that proper entry of such destruction shall be made on the permanent registers and records of such papers wherever practicable. I deem the precaution of a board and written record important, in view of the penal restrictions of sections 5403 and 5408, Revised Statutes.

CHARACTER OF PAPERS TO BE DESTROYED.

I do not recommend the destruction of any record books. These being usually the books in which the business of the Bureau is generalized or summarized, their destruction could not properly be recommended.

The following classes of papers and documents on the files of this office for a period of ten or more years might, in my opinion, be destroyed, viz:

Miscellaneous division.—Tabular statements from chief commissaries of subsistence; letters acknowledging receipt of instructions given for procurement of stores on tabular statements; requisitions for stores from post commissaries at arsenals and recruiting depots; special requisitions for stores from various posts; weekly statements of funds; monthly statements of funds; consolidated statements of funds sent to Treasurer United States; monthly personal reports of officers of the subsistence department; monthly personal reports of commissary sergeants; copies of orders detailing officers for duty as A. C. S.; monthly reports of officers doing duty in the subsistence department; annual reports of chief commissaries of subsistence; requisitions for blanks; estimates of funds; applications for cook-books, ration tables, commissary books, registers, index books, etc., and letters acknowledging receipt of same; applications for authority to make sundry purchases; bills for public printing, and unbound public documents, bills, reports, etc., as issued by the Public Printer.

Accounts and returns division.—Letters explanatory of errors, omissions, discrepancies, etc., in accounts and returns; applications for certificates of service as A. C. S.; letters of transmittal forwarding inventory and inspection reports, reports of boards of survey, etc.; notifications of Treasurer United States of advances made to disbursing officers of the subsistence department; copies of post orders ordering commutation of rations to be paid to enlisted men; reports of deposit of subsistence funds to credit of Treasurer United States; letters transmitting monthly reports of purchases; letters of paymasters reporting charges made against officers and enlisted men and deposit of collections therefor; reports of change of personnel among employes of officers of the subsistence department.

Contracts.—Letters transmitting advertisements; proposals (with the envelopes in which they were contained), and abstracts of proposals with their letters of transmittal; contracts and letters transmitting same; printed copies of advertisements and circulars inviting proposals.

Respectfully, your obedient servant,

R. MACFEELEY,
Commissary-General Subsistence.

The SECRETARY OF WAR.

[First indorsement.]

ORDNANCE OFFICE, January 5, 1888.

Respectfully returned to the Secretary of War.

There are in the files of this office a quantity of reports, returns, etc., which have no lasting historical or financial importance and could with propriety be destroyed if the within laws were made to apply to the War Department. Among these are

the duplicate property received prior to 1870 (the originals of these are filed in the Second Auditor's Office). There are also weekly and monthly reports of funds, which have no value after the receipt of the monthly accounts of the disbursing officers, and many other papers of like temporary character, which now are wholly without value.

S. V. BENÉT,
Brig. Gen., Chief of Ordnance.

WAR DEPARTMENT,
Washington City, January 11, 1888.

SIR: I have the honor to acknowledge the receipt this day of War Department circular dated November 22, 1887, calling for a report of the character and quantity of old records in this division, which could be destroyed or otherwise disposed of if authorized by law, and in reply respectfully report:

The supply division of the War Department was organized in the month of August, 1884, and the accumulation of records since that time has been so slight and gradual that no necessity exists at this time for the destruction of any.

I feel, however, at liberty to report, under the instructions contained in the circular referred to, that many unimportant letters and papers, such as ordinary letters of transmittal with bills and vouchers, the accounts for which have been settled; letters asking for contracts; letters of inquiry, and letters calling attention to certain articles of manufacture not in general use by the War Department, and others similarly classified, may be disposed of at some future time when the accumulation appears to call for it, without interfering in any way with the completeness of the records.

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

C. H. HOYT,
Captain, in charge of Supply Division.

The SECRETARY OF WAR.

WAR DEPARTMENT, ADJUTANT-GENERAL'S OFFICE,
Washington, January 27, 1888.

SIR: Referring to letter from the War Department, dated November 22, 1887, requesting a report as to the character and quantity of old records in my office which could be destroyed or otherwise disposed of, if a law similar to that now governing the Treasury and Post-Office Departments should be enacted relative to the papers on file in the War Department and its Bureaus, I beg to state as follows:

In view of the importance of the subject, I assembled a board composed of the three senior officers of my Department on duty in this office, to make an examination of the several divisions of record, and report "what papers and records might be disposed of as waste paper, being no longer necessary in the transaction of the business of this office or worthy of being retained for historic purposes." I have examined the report submitted by the board and beg to say that the following classes of papers and records can, in my judgment, be withdrawn from the files and destroyed or otherwise disposed of, as being not necessary to the completeness or usefulness of the "official records" of this office. I have also added, in each case, the date at which the papers described have ceased, or may cease, to have any value.

LETTERS.

Acknowledgment of receipt of court-martial orders in cases of enlisted men; asking that penitentiaries be designated for their confinement; requesting the convening of general courts-martial at recruiting depots (one year after receipt).

Applications for enlistment or re-enlistment of married men; for enlistment of men for special organizations; for recruits to fill regiments; for musicians, mechanics, and for special assignment (one year after receipt).

Mere letters of transmittal covering monthly rolls, returns, etc.; roughs of letters prepared at a period antecedent to the late war and, of course, long ago recorded in "letters-sent" books (at once).

Unsuccessful applications and recommendations for cadetships; applications for appointment of members of the Board of Visitors at the Military Academy; miscellaneous letters of inquiry relative to status of individual cadets, mode of admission, etc. (after one year).

ROLLS.

Descriptive and assignment rolls of recruits. These rolls are made in duplicate, the second one accompanying the detachment to its destination, when the assignment of recruits is noted, the roll signed by the post commander and it is sent to this office. (The final roll to be destroyed after receipt and comparison of the second one, completed as above stated.)

ACCOUNTS AND RETURNS.

Post, regimental, and depot fund accounts prior to 1882. Several thousand of these accounts prior to 1866 are unentered, and all of them, it is fair to presume, have been settled. Under the provisions of General Orders No. 7 of 1882 these accounts are, after examination and approval at department headquarters, placed on the Departmental files, and, therefore, none have been received here since that date. (The accounts here should be disposed of at once.)

Quarterly returns of property in the hands of assistant adjutants-general at headquarters of departments and of the recruiting service, pertaining to contingent fund of the Adjutant-General's Department (after three years).

Tri-monthly and monthly returns of prisoners at the Leavenworth Prison, as the information they contain is made of record in the register of prisoners (after six months).

Accounts current of the Leavenworth Prison mess fund; estimates; reports and all other papers which are printed in public documents or recorded in registers (after one year).

REPORTS.

School reports; reports of general prisoners at depots; personal or monthly reports of officers on leave, sick, or retired; monthly reports of non-commissioned officers on the general staff (after one year).

Weekly and monthly reports of recruiting funds on deposit, having only temporary use as a current check upon disbursing officer from week to week. These officers, in addition, render monthly accounts (with vouchers) and their accounts and check books are periodically examined by officers of the Inspector-General's Department (after one year).

Tri-monthly reports of departmental recruiting officers at military posts (after receipt and verification of the quarterly returns from such posts).

Quarterly returns from recruiting officers, showing nativities and occupations of accepted recruits and causes of rejection. The data they contain is compiled and recorded by fiscal years in this office, but the Surgeon-General making his statement of rejections by calendar years, they should be kept on file longer than otherwise necessary (after two years).

Weekly statements of public funds on hand and to the credit of disbursing officers of the Military Academy (after one year.)

RECORD BOOKS.

Thirty books in which, from 1870 to 1880, are recorded calls from the Pension Office, Second Auditor, Paymaster-General, and Commissary-General for military histories of enlisted men. These books are never referred to, the calls having all been answered (at once).

Thirty-nine old index books of letters received. The contents of these books have been copied into other books on an improved plan, facilitating ready reference to entries.

MISCELLANEOUS.

Manuscript indexes of special orders of the War Department for the years 1865 and 1866, since supplemented by *printed* indexes; all manuscript indexes since 1878, when the present system of printing the index after the close of each year was adopted (at once).

Files of extracts of War Department special orders distributed from this office to the headquarters of the several military departments and districts existing between 1863 and 1876 and returned with the records and files of those departments when they ceased to exist (at once).

Office memoranda forming the basis of special orders of the War Department, printed and issued from 1870 to 1885 (at once).

Similar memoranda of later date (after two years).

About 50,000 memorandum slips containing military history of men in the Army prior to its reorganization in 1821. The information on these slips has been entered in registers and compared (at once).

Some 34,000 similar slips can be destroyed after entry in registers and comparison. All printed copies of general and general court-martial orders, from 1863 to 1880, in excess of 150 copies of each order (at once).

RECORDS OF DISCONTINUED BUREAUS AND MILITARY COMMANDS.

Provost-Marshal-General's Office.

Applications for clerkships, roughs of letters sent; mere letters of transmittal covering returns, etc.; invoices and requisitions for blanks; daily and tri-monthly reports of the draft and of musters; ration and provision returns; manifold copies of descriptive lists of deserters; daily telegrams of men received and disposed of at State draft rendezvous; morning reports; and daily and tri-monthly reports of fines at rendezvous (at once).

Rough memoranda; searchers' reports; data from other divisions (as soon as a permanent record has been made in each case).

Bureau of Colored Troops.

Letters.—Applications for appointment as officers of colored troops. Of no possible value; except to applicants because of recommendations accompanying such applications, but never, or rarely, called for (at once).

Acceptances of appointment.—These have been recorded and the entry made is sufficient for all official purposes (at once).

Personal reports of officers, inquiries in regard to status or location of officers and men (the first at once, the latter as soon as answered).

Reports.—Of inspections; ordnance, camp, and garrison equipage; quartermaster's stores; boards of survey; officers of the day (at once).

Books.—Regimental books and papers relating to councils of administration (at once).

Miscellaneous.—Duplicates of military histories of officers and men furnished the accounting officers of the Government (at once).

Discontinued commands.

The papers enumerated below were originally part of the files of the several departments, army corps, divisions, and brigades of the Army during the late war.

Requisitions for ordnance supplies, etc., inspection and other reports not necessary for the transaction of the business of the office and never consulted (at once).

Books containing full or partial copies of orders received. The original orders being on file, these books are never referred to (at once).

There are, besides the papers and records enumerated above, many useless papers of various kinds that will still remain on the several files, but prudence requires that they be sifted out by expert clerks in each division of record able to determine the exact value of each paper examined and to separate the valueless papers, with a view to prepare and submit a report that will enable the Adjutant-General to recommend suitable action.

Of obsolete publications, consisting of tactics, military pamphlets of divers kinds, etc., a large number of copies remain on hand. I recommend that the excess over 100 copies each be destroyed or otherwise disposed of.

A similar recommendation is made with regard to surplus copies over 100 of the Army Register published prior to 1880.

There is also a large number of copies of the "Table of Distances" on hand. The last edition contains so many corrections and changes that the others are worthless, and if allowed to go out might work confusion and injury.

While Parts No. IV, V, and VII of the Volunteer Army Register are out of print, and but 50 copies of Part VI and 30 of Part VIII remain on hand, the number of copies of Parts I, II, and III ranges from 3,500 to 3,700 each. I recommend that all surplus copies of these parts, in excess of 100, be disposed of.

It is estimated that the elimination from the records and files of the office of the books, reports, and papers enumerated at length in this report will reduce by 1,500 cubic feet (over 60,000 pounds weight) the space required at present by those files and

records, and to that extent increase the very moderate amount of desk-room provided for the accommodation of my clerks.

Very truly, yours,

R. C. DRUM,
Adjutant-General.

Hon. WILLIAM C. ENDICOTT,
Secretary of War.

[Indorsement.]

Respectfully returned to Inspector-General Schriver, War Department. The recommendations of the board on records, etc., as expressed within, can be adopted beneficially so far as this office is concerned.

J. K. BARNES,
Surgeon-General.

SURGEON-GENERAL'S OFFICE, *November 21, 1870.*

OFFICE COMMISSARY-GENERAL OF SUBSISTENCE,
Washington City, November 23, 1870.

SIR: In compliance with your instructions of November 16, 1870, to make a brief and prompt report upon an "extract from the report of the board of records and clerical business of the War Department," I have the honor to state:

The records of this office from its organization (1819) to the close of the year 1850 (excluding the record books) amount to 64½ cubic feet. These contain some valuable papers and should be scrutinized before being destroyed. Such scrutiny, with the present clerical force of this office, would be a work of time.

After separating the valuable papers from the old records no difficulty would occur in keeping distinct such current papers as are only of temporary value, in order that they may be destroyed when the necessity for them ceases to exist.

Very respectfully, your obedient servant,

A. B. EATON,
Commissary-General of Subsistence.

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

WAR DEPARTMENT, QUARTERMASTER-GENERAL'S OFFICE,
Washington, D. C., November 21, 1870.

SIR: I have the honor to acknowledge the receipt of extract from report of board on records and business of the War Department proposing a plan for the disposition of old and useless records, dated the 16th instant, and to remark that it is desirable that some such mode of disposing of records which are no longer useful be adopted.

It is believed that the indexes of records since 1861, in this office, are already full and complete.

The clerical force of this office with difficulty keeps up its current business, and I can not advise that any of it be detailed to revise or make more complete the indexes already in existence.

Very respectfully, your obedient servant,

M. C. MEIGS,
Quartermaster-General, Brevet Major-General, U. S. Army.

Hon. W. W. BELKNAP,
Secretary of War, Washington, D. C.

ORDNANCE OFFICE, WAR DEPARTMENT.
Washington, November 23, 1870.

SIR: In respect to the suggestions of the board on records and clerical business of the War Department, which were referred to the bureaus of the Department under date of the 16th instant for remark, I beg to make the following report:

The proposition to overhaul the records that have been on file for more than twenty years, and to remove therefrom all such papers as have manifestly no further value

historically, politically, or financially, and to inaugurate a general system of yearly dispositions of useless records, meets with the approval of this Bureau.

A full index of all important cases likely to be referred to hereafter, or which might furnish precedents in the consideration of analogous cases hereafter to arise, would be of extreme usefulness to the executive branch of this Bureau.

The perfecting of an index of all records accumulated since the beginning of the late war would be a work of considerable magnitude. Since January 1, 1860, more than 100,000 business letters of all descriptions, exclusive of letters of mere transmittal, have found their way to this office and been entered upon the various registers of "letters received."

These letters have been briefed and entered alphabetically in the order of date of receipt, but without further indexing as to names or subject-matter. A considerable portion of them, say one-third, would not now, from their unimportant character, require indexing at all, while the remainder would require from one to six or eight entries in an index book such as is proposed in the "Instructions for keeping the records of the War Department" recently received. The number of "letters sent" since January 1, 1860, has been proportionally large.

The system of briefing and recording "letters received," as heretofore practiced in this office, while it has answered very well all the exigencies of our method of doing work, lacks that attention to detail with a view to copious indexing which is the essential feature of the new system. An old letter from the files to be now indexed would have to undergo the same clerical scrutiny as a letter newly received, in order that no item of its contents should escape the proper references in the index books. The new system contemplates the indexing both of "letters received" and "letters sent," and the same degree of care would be applicable to both these classes of letters.

The execution of the suggestions of the board in respect to removing superfluous papers from the files and the indexing of all records accumulated since the beginning of the late war, could not, in addition to the current work, be undertaken at this time with the limited clerical force of this office.

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

A. B. DYER,
Chief of Ordnance, U. S. Army.

The SECRETARY OF WAR.

[Remarks upon extract from the report of the board on records and clerical business of the War Department, in relation to destroying certain useless papers on file.]

The plan proposed in the extract above referred to would involve the careful attention of some experienced officer of each bureau; if possible, the head of a bureau alone should make the examination. The difficulty attending such examination would be want of time to be diverted from other pressing business.

The people of this country seem to be just awaking to the idea that there can be an antiquity in their national and personal histories, and information is often eagerly sought from the oldest records to trace supposed public service of an ancestor. On this account discrimination should be made in the destruction even of mere personal records.

Yet there are doubtless many papers for which it is quite improbable there can ever be any use, and which ought to be destroyed.

The plan recommended for the Adjutant-General's Office, where an exact system of indexing has always been maintained, would be simply to note in the books of record when a paper has been entered, that such a paper has been destroyed as useless, under authority of the War Department.

It has been the habit of this office to cause the destruction of mere letters of advice and others of manifestly no importance, whenever they have been known to exist.

Respectfully submitted.

E. D. TOWNSEND,
Adjutant-General.

ADJUTANT-GENERAL'S OFFICE,
Washington, November 18, 1870.

PAYMASTER-GENERAL'S OFFICE, WAR DEPARTMENT,
Washington, December 13, 1870.

SIR: In compliance with your circular letter of November 16, forwarding extracts from the record of the board on records, etc., I have the honor to report, that previously to the receipt of this circular instructions had been given to overhaul and arrange a large mass of miscellaneous papers, the collection of many years. This

task has been partly accomplished, and we find very many papers of no value, and which might well be destroyed, consisting of press-copies of letters sent, copies of abstracts and accounts of paymasters, estimates for pay of the Army, annual statements of the Pay Department, monthly statements of paymasters, nominations of clerks by paymasters, and their appointment, etc. There are also applications for appointment as paymasters from 1812 down to 1863.

These it is conceived are of little value and might be destroyed.

There are regular files of letters received from 1808 down to the present time. It is thought that these might be culled, and those of no value remaining on hand over twenty years, or even as late as to include 1860, be destroyed.

I would suggest that a board, to consist of a paymaster of experience in this office, the chief clerk, and another clerk of judgment and experience, be appointed to examine critically the papers referred to, with reference to the disposal of such as shall be found valueless.

I would further report that there is a large number of muster in and out rolls, accumulated during the late war. These are of no value in this office, but possibly may be of use in the office of the Adjutant-General. These are somewhat in confusion, but might be arranged and turned over to the Adjutant-General.

Very respectfully, your obedient servant,

B. W. BRICE,
Paymaster-General.

Col. EDMUND SCHRIVER,
Inspector-General, U. S. Army, War Department.

OFFICE OF THE CHIEF OF ENGINEERS,
Washington, D. C., December 17, 1870.

SIR: In reply to the circular of the War Department of November 16, 1870, inclosing an extract from the report of the board of records and clerical business of the War Department, recommending an examination of the files that have been on hand more than twenty years, and that those that are of no further value be reported by classes to the Secretary of War for disposition, I have the honor to report, that this duty of examining the files prior to 1850, for the papers of the Corps of Engineers, and also for the Corps of Topographical Engineers, was immediately upon the receipt of the circular put in hands of two experienced persons in this office, and that the papers to be destroyed will be classified and reported at the earliest moment after the completion of the examination.

Very respectfully, your obedient servant,

A. A. HUMPHREYS,
Brig. Gen., Chief of Engineers.

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

Respectfully returned by the Secretary of War to the Chief of Engineers. It was the intent of the circular of November 16, 1870, to call out the views of the chiefs of Bureaus upon the propriety and desirability of getting rid of useless records and the best means of ascertaining and classifying such as fall within that designation. It is not desired that all the archives of the bureaus be examined and assorted before the principle of suppressing the useless ones is adopted.

ED. SCHRIVER,
Inspector-General.

WAR DEPARTMENT, *December 19, 1870.*

OFFICE OF CHIEF OF ENGINEERS,
Washington, December 21, 1870.

Respectfully submitted to the Secretary of War. I coincide entirely with the views of the board appointed to examine into the methods of keeping the records, etc., of the War Department as to the desirability of disposing of the useless records and papers.

It is believed that in this department such papers as "acknowledgments of receipts," "Personal reports," "Monthly reports of officers and hired men," "Letters asking information," "Property returns," "Accounts current," "Monthly estimates of funds needed," "Applications for duty, for maps, for reports, appointments, etc.," may with safety, after a lapse of twenty years, be destroyed.

There are many papers however in this Department which with their age obtain a great value for the professional and scientific investigations of the Corps of Engineers, such for example are the reports, maps, and other records of surveys generally; the

surveys and investigations connected with the works of internal improvements and fortifications, and the various technical questions involved in their prosecution. To carry out the views of the board I should recommend a careful examination of all papers of date prior to 1850, and cause those mentioned above, and of like character as proper to be rejected, to be destroyed.

A. A. HUMPHREYS,
Brig. Gen., Chief of Engineers.

WAR DEPARTMENT, BUREAU OF MILITARY JUSTICE,
Washington, D. C., December 17, 1870.

GENERAL: Referring to the circular transmitted to the Bureaus of the War Department under your indorsement of the 16th ultimo, I have to regret that, owing to a misapprehension of its intent, no answer was returned thereto at the time by this Bureau.

My answer to the same would now be, that there are no records which have been on file in the Bureau (or the "office" which preceded it) "for more than twenty years," except records of courts-martial and courts of inquiry, and these are required by statute to be filed, and could not, in my opinion, properly be destroyed in any part without the authority of Congress.

Of the other records of the Bureau, consisting of records of provost-courts, letters, and the papers of the late Colonel Turner and General Baker, all have been added to the files since the commencement of the late war of the rebellion, and by far the greater part may be said to have still a historic value. It is, in my judgment, too early as yet to contemplate the question of the destruction of any portion.

The Bureau has therefore no ancient or valueless papers or books which it can properly report to the Secretary of War "for disposition" under the circular.

Very respectfully, your obedient servant,

J. HOLT,
Judge-Advocate-General.

Maj. Gen. E. SCHRIVER,
Inspector-General.

Your committee recommend that proper legislation be enacted for the sale and disposition of such valueless papers, and have prepared a bill for that purpose, which is herewith reported and its passage urged.

UNNECESSARY AND DUPLICATING WORK.

In connection with the subject of accumulated files of valueless papers in the Departments, your committee invite favorable consideration of the statements and suggestions in the letter from General Macfeely, Commissary-General, to the Secretary of War, dated December 8, 1887, which is as follows:

WAR DEPARTMENT,
OFFICE COMMISSARY-GENERAL OF SUBSISTENCE,
Washington, D. C., December 8, 1887.

SIR: In connection with the subject of the disposition of old records, referred to in your circular of the 22d ultimo, I deem it desirable to bring to your notice and (should you deem it proper) to the notice of the "Select Committee of the Senate appointed to inquire into and examine the methods of business and work in the Executive Departments of the Government," the operation of certain laws causing the preparation and execution of a great quantity of papers in connection with the contracts and purchases made by the Subsistence Department of the Army, and the consequent performance of much clerical labor and the duplication and accumulation at the seat of Government of many papers of doubtful practical value.

The first enactment to which I invite attention is that portion of section 3744 which requires a copy of every contract, together with all bids, offers, and proposals made to obtain the same, and a copy of the advertisement soliciting the proposals, to be filed in the returns office within thirty days after the making and signing of the contract papers.

In drawing up contract papers for purchases made in the Subsistence Department not less than four copies of each are absolutely necessary to be made, viz, one copy for the contractor, one for the contracting or receiving officer, one for the Second Comptroller of the Treasury under section 3743, Revised Statutes, and one for the

Commissary-General of Subsistence. With the copy sent to the Commissary-General of Subsistence is an abstract of proposals, accompanied by all the bids, offers, and proposals received, and a copy of the advertisement soliciting the proposals; this latter is absolutely necessary, as all such contracts are made subject to the approval of the Commissary-General, and to enable him to decide whether or not a contract should be approved it is essential that he have before him all the papers on which it is based.

In addition to these papers, absolutely necessary in the office of the Commissary-General of Subsistence for the transaction of the public business of the Subsistence Department, a duplication thereof is required by sections 3744 to 3746, Revised Statutes, to be sent to the returns office. As a copy of the contract is required by law to be filed in the office of the Second Comptroller, and a copy of the contract and all papers on which it is based filed in the office of the Commissary-General, an office of the War Department to which the matter pertains, it would seem that the duplication of the same papers, for file in an office of the Department of the Interior, which Department has no connection with the purposes of the contracts, might well be dispensed with, and much time and clerical labor be saved.

Section 229, Revised Statutes, requires the Secretary of War to lay annually before Congress a statement of all "contracts" for supplies or services which have been made by him or under his direction during the preceding year.

At the time the law was passed in 1809 the War Department and the Army were so small that the Secretary of War managed all the business of the entire War Department. Several of its Bureaus are now vast institutions compared with the magnitude of the entire Department in 1809.

In the report which I had the honor to transmit on November 29, in compliance with the requirements of section 229, there were over 8,600 separate entries of supplies contracted for in the Subsistence Department in the fiscal year 1887, covering 210 folio-post pages of manuscript tables. I respectfully suggest that that table be brought to the attention of the Senate committee on the work of the Executive Departments, and the question of the propriety and usefulness of its preparation be considered, with the view of influencing the repeal of the legislation which now requires it.

The proviso in the Army appropriation act approved July 5, 1884 (23 Stat. L., 109), herein above referred, to requires that—

"The Commissary-General of Subsistence shall report promptly all purchases of supplies made by his Department, with their cost, price and place of delivery, to the Secretary of War, for transmission to Congress annually."

The clerical force of this office is inadequate to the task of preparing, in addition to the current work of the office, a report to include every purchase of supplies made throughout the entire territorial limits of the United States by the officers of the Subsistence Department and officers doing duty in the Subsistence Department in any fiscal year. If the report of contracts required by section 229, transmitted on November 29, be considered voluminous, a report under this law would be colossal. It is not believed that the magnitude of the work imposed on this Bureau was appreciated by Congress when it made the above enactment, and I respectfully recommend that the subject be also brought to the attention of the Senate Committee on the Work of the Executive Departments, with the view of influencing a repeal of the law now requiring such a report to be made.

Respectfully, your obedient servant,

R. MACFEELY,
Commissary-General Subsistence.

The SECRETARY OF WAR.

In the examination of the reports of the heads of the various Executive Departments to your committee the attention of your committee had been called to section 3744 of the Revised Statutes, page 738, which provides that—

It shall be the duty of the Secretary of War, of the Secretary of the Navy, and of the Secretary of the Interior to cause and require every contract made by them severally on behalf of the Government, or by their officers under them appointed to make such contracts, to be reduced to writing and signed by the contracting parties with their names at the end thereof, a copy of which shall be filed by the officer making and signing the contract in the returns office of the Secretary of the Interior as soon after the contract is made as possible and within thirty days, together with all bids, offers, and proposals to him made by persons to obtain the same, and with a copy of any advertisement he may have published inviting bids, offers, or proposals for the same. All the copies and papers in relation to such contracts shall be attached together by a ribbon and seal, and marked by numbers in regular order, according to the number of papers composing the whole return.

Section 2745, same page, requires the officer to affix a prescribed form of affidavit as to the correctness of the copy of the contract, the manner of letting it, etc.

There may have been some sufficient reason for the enactment of these provisions, requiring so much labor and time, but your committee fail to see any reason for their continuance now. They add much labor to the work in the various Departments and consume much time, without any equivalent safeguard, restriction, or benefit.

REOPENING QUESTIONS PREVIOUSLY SETTLED—DELAYS IN DISPOSING OF CASES—CONFLICTING JURISDICTION BETWEEN DIFFERENT DEPARTMENTS—AN ASSISTANT SECRETARY OF WAR—INCREASE OF BUSINESS, ETC.

Your committee received from the Secretary of War the following communication and copy of letter to Secretary of Interior:

WAR DEPARTMENT,
Washington City, January 28, 1888.

SIR: I have the honor to invite the attention of your committee to the fact that some of the most intricate questions that come before the Department arise in connection with claims long since disposed of, but which, as there is no general statute of limitation, are presented to each new administration. It is a well-settled principle that a claim finally decided and settled by the proper official will not be reopened in the Department except upon newly-discovered evidence, proof of fraud, or manifest error in its adjustment. This has been established by repeated decisions of the Attorney-General and the courts, and yet it has happened that such claims are reopened in other Departments of the Government, requiring a review of the case by this Department. I would therefore recommend legislation to cure this defect.

A case in point is the claim of the city of Monterey, Cal., to the military reservation at that place, and I inclose for your information a copy of my letter of the 21st of December last to the honorable Secretary of the Interior upon the subject. I would also invite your attention to the accompanying copy of a letter dated February 17, 1877, of the Secretary of War to the Hon. Allen G. Thurman, chairman of the Committee on Private Land Claims, United States Senate, in the matter of the claim of the St. James Mission to the Fort Vancouver Military Reservation, from which it will be seen that this claim has been pending over thirty years, and is now pending, so far as this Department is advised, in the courts of Washington Territory, the Attorney-General defending the interests of the United States.

The prompt transaction of business is also impeded by the extensive jurisdiction claimed by the accounting officers of the Treasury based upon their construction of section 191, Revised Statutes, which construction, it is submitted, is at variance with decisions of the Supreme Court, the Court of Claims, and the opinions of the Attorney-General.

Under this section the accounting officers of the Treasury assert the right to decide what are proper orders for the Secretary of War to issue, what is proper military duty, and also when an officer is entitled to commutation of quarters, to mounted pay, and similar matters, although the points in question have already been settled by the decisions of the Secretary of War, exercising that discretion which, by long standing judicial opinions, is his prerogative. Such rulings of the accounting officers set aside the decision of the Secretary, and the right to maintain the same is denied because a change in balances might occur.

The intended scope of section 191, Revised Statutes, is shown in the debate when it was pending (see Congressional Globe, part 2, second session Fortieth Congress, 1867-68, page 1404, and part 1, page 219).

The scope the section is now held to have by the accounting officers is shown in the testimony of the Second Comptroller. (See Mis. Doc. No. 255, H. R., Forty-ninth Congress, page 152 *et seq.*) It is greatly to be hoped that some action will be taken by Congress at its next session to prevent such difficulties which impede the transaction of public business, and are never-ending sources of embarrassment to faithful officers, who, having obeyed the orders of their lawfully-constituted superiors, find their accounts suspended. This may seem a strong statement, but that it is not overdrawn is shown by some accounts of officers disallowed within a few years.

I would be very happy to present a draught of a bill embodying my views, if you desire.

The above was prepared last summer, but through inadvertence was not communicated to you.

A recent decision of the First Comptroller denying to the Secretary of War the right to delegate to his chiefs of Bureaus the power to make contracts, and requiring his signature to all such papers, will cause material delay in the transaction of business of this Department, changing as it does the former custom of allowing each chief of Bureau to sign such contracts, and imposing this duty upon the Secretary himself.

The foregoing presents additional reasons to those heretofore given for the appointment of an Assistant Secretary of War, and will serve to show that it is necessary for the proper transaction of the public business that provision be made for the appointment of such an officer, and the attention of your committee is invited to my remarks on this subject contained on page 39 of my annual report for 1885, and pages 47 and 48 of my annual report for 1886, copies inclosed. Attention is also invited to the inclosed tabular statement showing by years the amount of work performed in the several divisions of the office of the Secretary of War during the period of ten years ending December 31, 1885, together with a summarized statement showing the percentage of increase of work as between the first and the last year of said period. This statement relates only to the office of the Secretary of War, but it is not doubted that similar statements, if prepared, would show a like ratio of increase in the various Bureaus of the Department, the effect of which increase is to enlarge in corresponding proportion the labors devolving upon the Secretary.

The business of the Department has been constantly increasing during the past fifteen years, and the augmentation of the work has devolved very great labor upon the chief clerk and the principal clerks in the office of the Secretary, and has made it necessary for me to call to my assistance officers of the Army in order that the public business may be properly dispatched.

I may add with reference to the act making appropriations for the legislative, executive, and judicial expenses of the Government, approved August 5, 1882 (22 Stat. L., 237), which authorized the appointment of an Assistant Secretary of War at a compensation of \$3,500, that I am advised that no appointment was made because of the difficulty in selecting a person of suitable capabilities who would accept the office at the compensation.

My attention has been called to the letter of the Secretary of the Navy, dated January 16, 1883, published on pages 3 and 4 of House Report No. 1923, Forty-seventh Congress, second session, of which I inclose a copy. It sets forth fully the necessity for an Assistant Secretary of the Navy, and presents, inferentially, even more cogent reasons for an Assistant Secretary of War.

In February, 1886, when a bill was pending in the Senate for the appointment of an Assistant Secretary of the Navy, I addressed letters to the chairman of the Committees on Military Affairs of the Senate and House of Representatives, respectively, on the subject of the appointment of an Assistant Secretary of War, inclosing a draught of a bill to accomplish that purpose. I inclose copies of these papers, from which it will be seen that I expressed the opinion that \$5,000 per annum would be more nearly a proper compensation for the duties for the officer than the amount stated in the estimate, namely, \$4,500.

An imperative necessity also exists for the appointment of a civil officer versed in the practice of law to assist the Secretary in passing upon purely legal questions, which constantly occupy the attention of the Department.

The act authorizing the appointment of a solicitor of the War Department was repealed by an act approved July 28, 1866, and under the provisions of the act of June 22, 1870 (section 357, Revised Statutes), whenever a question of law arises in the administration of this Department, the cognizance of which is not given by statute to some other officer from whom the head of the Department may require advice, it shall be sent to the Attorney-General, to be by him referred to the proper officer in his Department, or otherwise disposed of, as he may deem proper. This course of procedure causes delay in the transaction of business.

The act of July 29, 1866 (14 Stats., 434), provides that the Judge-Advocate-General shall receive, revise, and have recorded the proceedings of all courts-martial, courts of inquiry, and military commissions, and shall perform such other duties as had been previously performed by the Judge-Advocate-General of the Army. It would seem that the duties of the Judge-Advocate-General relate entirely to the military establishment. It is believed, therefore, that in deciding the questions of law relating to matters disconnected with the military establishment, the Secretary should have the assistance of a law officer appointed from civil life.

In submitting my annual report for 1887 (copy herewith), I have taken the occasion to renew the recommendations contained in my previous reports and in those of my predecessor for the appointment of an Assistant Secretary and of an Assistant Attorney-General for the War Department.

Very respectfully, your obedient servant,

WILLIAM C. ENDICOTT,
Secretary of War.

Hon. F. M. COCKRELL,
Chairman Select Committee, U. S. Senate.

WAR DEPARTMENT,
Washington City, December 21, 1886.

SIR: I have the honor to advise you that this Department has received notification, through the commanding general, Division of the Pacific, under date of the 20th of October last, from the surveyor-general of California, of a decision of the Commissioner of the General Land Office of date September 25, 1886, in the matter of the claim of the city of Monterey, Cal., to the military reservation at that place, in which he holds that the title to the military reservation in question passed to the city by the adjudication of the Board of Land Commissioners created by the act of March 3, 1851, by the *laches* of those whose duty it was to protect the rights of the Government, in neither appearing before said Board nor appealing from their adjudication.

I would ask that you will not adopt or approve of this ruling of the General Land Office, nor issue a patent to any lands lying within the bounds of the military reservation at the city of Monterey, for the following reasons:

The decision of the Commissioner of the General Land Office of September 25 last, if permitted to stand, would not only reverse the decision of his predecessor in office, but would go much beyond that. It would, in fact, reverse the decision of the head of the Department to which the office of the Commissioner is subordinate.

It has repeatedly been held by the Attorneys-General that the deliberate decision of a former administration is binding upon his successor in the same office; thus Mr. Attorney-General Black, in a decision of September 26, 1857 (IX Opins., 10), says:

"But it is very well settled that when a Secretary has officially decided or determined any matter or case, and goes out of office leaving the decision on record, his successor can not lawfully overturn it, unless upon the production of such new evidence as would be sufficient in a court of chancery to sustain a bill of review, or to get a new trial in a court of law. This rule is so obviously necessary * * * that I do not think it necessary to set forth the many reasons by which it might be defended."

Mr. Attorney-General Wirt (II Opins., 9) says: "The preliminary question is, 'how far the present executive is authorized to review and unsettle the acts of its predecessor.' If it has such authority, the executive which is to follow us must have the like authority to review and unsettle our decisions and set up again those of our predecessors, and upon this principle no question can be considered as finally settled.

* * * Hence I have understood it to be a rule of action prescribed to itself by each administration to consider the acts of its predecessors conclusive as far as the executive is concerned. * * * In conversing with President Adams on this subject I understood him to concur in the general rule of considering all acts of the preceding administration as final."

To the same effect is the opinion of Mr. Attorney-General Toucey in the case of A. G. and A. K. Benson (V Opins., 29), which was a claim presented to the Secretary of the Navy for damages arising from a supposed breach of contract by one of his predecessors. Mr. Toucey says: "* * * There is no law which authorizes the head of any Department to supervise the acts of its predecessor. * * * It might well be asked which of the two high functionaries, exercising the same authority, would, in contemplation of law, be deemed to be in the right—the one who at a proper time and on a proper occasion exercised his legitimate authority, according to his best judgment, or the one who undertook to go back into a past stage of administration and to reverse and revise the acts of his predecessor, whose power was equal or identical with his own. * * * The principle of *res judicata* would seem necessarily to apply to a claim thus deliberately considered and rejected. If not, and this decision without any new grounds might be reversed, then the reversal might be reversed, and so on in endless succession, according to the whim or caprice of successive incumbents."

Authorities might be multiplied, but in view of the emphatic and unqualified language of those quoted it is not deemed necessary.

On account of various parties claiming tracts within the Monterey military reservation, "some under American alcalde grants, and some under the Pueblo title of the city of Monterey," the Secretary of War, November 26, 1866, submitted the papers in the case to the Secretary of the Interior, and also submitted for his consideration "the propriety of devising and instituting such proceedings as shall hereafter fix beyond dispute or question the title of the United States" to the lands of the reservation, all of which were referred by the Secretary of the Interior to the then Commissioner of the General Land Office, viz, Joseph S. Wilson, by whom they were returned to the then Secretary of the Interior, *i. e.*, Hon. O. H. Browning, December 21, 1866, with decision, as follows:

"The General Land Office then regards the right of the United States to the Monterey reserve as resting upon a basis too well established ever to be disturbed, and as a consequence no adverse interest, either in law or equity, is acknowledged by this office as existing thereto," which decision was adopted by the Secretary of the Inte-

rior and transmitted to the Secretary of War, in answer to his inquiries and suggestions of November 26, 1866.

The Commissioner of the General Land Office and the Secretary of the Interior then in 1866 regarded the title of the United States to the Monterey reserve as resting upon a basis too well established ever to be disturbed, and, in my judgment, the present Commissioner of the General Land Office, in the absence of new and material evidence, had neither law, nor precedent for reversing the decision of his predecessor of twenty years ago, or *a fortiori*, for revising the decision of a former head of the Department to which his office is subordinate.

It seems to be perfectly clear, therefore, that the Interior Department, by its action in 1866 exhausted its powers in the matter, and that the present action of the Commissioner of the General Land Office can not properly be recognized, it being contrary to established legal precedent.

I would invite your attention to a letter which was addressed to you on this subject under date of January 21, 1886, in response to your letter of December 22, 1885, wherein I intimated very briefly the same objection to opening the question anew after the decision of the former head of your Department had settled it conclusively.

Very respectfully, your obedient servant,

WILLIAM C. ENDICOTT,
Secretary of War.

The SECRETARY OF THE INTERIOR.

Your committee addressed a note to the Secretary of the Interior to ascertain the action taken touching the military reservation at Monterey and the letter of the Secretary of War of December 21, 1886, and received the following reply and copy of decision. (It seems that the Commissioner of the General Land Office never notified the Secretary of War of the decision):

DEPARTMENT OF THE INTERIOR,
Washington, February 13, 1888.

SIR: In answer to your telegram, just received, I have the honor to state that on November 2, 1885, the city of Monterey applied to the General Land Office for the issue of patent for its Pueblo lands.

On September 25, 1886, the Commissioner, by letter to the surveyor-general for California, denied this application.

From this action the city of Monterey appealed to the Secretary of the Interior as to tract No. 2 of said land.

On October 4, 1887, the appeal was decided by this Department, and the action of the General Land Office modified. A copy of said decision is herewith transmitted.

The letter of the Secretary of War of December 21, 1886, was filed with the papers in the case for consideration by this Department.

Very respectfully,

WM. F. VILAS,
Secretary.

Hon. F. M. COCKRELL,
United States Senate.

PRIVATE CLAIM—PUEBLO LANDS—SURVEY.

PUEBLO OF MONTEREY.

Under the laws of Mexico in force in California at the time of the acquisition of the latter country the pueblos were entitled, for their benefit and that of the inhabitants, to the use of the lands constituting the site of the town and adjoining it, within prescribed limits; and such lands could be disposed of by the municipal authorities in *solares* or building lots, or retained for common use, except such portions as were required by the General Government for warehouses, arsenals, or other public edifices, needed for national purposes.

The military reservation, custom-house, state-house, and quartel were not granted to the city, or intended to be granted, and the decree of the Board, confirming said grant, only passed title in accordance with the laws, usages, and customs of the nation from which the claim was derived, and conferred no larger estate than the grant.

In establishing boundaries the survey must follow the calls of the decree of confirmation, and the officers of the Land Department have no authority to establish a different line agreed to by co-terminous owners.

If the call is plain and no particular course is prescribed the shortest route, a straight line, must necessarily be adopted.

Acting Secretary Muldrow to Commissioner Sparks, October 4, 1887.

I have considered the matter of the pueblo lands of Monterey, brought before this Department on appeal from your decision of September 25, 1886. The lands in ques-

tion were, on January 22, 1856, confirmed to the city of Monterey by the Board of Land Commissioners, under section 14 of the act of March 3, 1851 (9 Stat. L., 631). No appeal having been prosecuted from the decree of the Commission, the same became final.

The lands confirmed are described in the decree as follows:

"From the mouth of the river Monterey in the sea to the Pilarcitos; thence running along the cañada to the Laguna Seca, which is in the high road to the Presidio; thence running along the highest ridge of the mountains of San Carlos unto Point Cypress, further to the north, and from said point, following all the coast unto said mouth of the river of Monterey, excepting and reserving therefrom such portions thereof as are held by individual owners by right or title derived from competent authority other than said pueblo or city."

On January 5, 1869, the surveyor-general of California, in accordance with act of July 1, 1864 (13 Stat., 332), forwarded plat and field-notes of survey of said lands for the approval of your office. Under this survey the said lands were laid off in three separate and disconnected tracts, because of the intervention of other grants, the validity of which had been recognized by surveys and patents, and which came within the exception in the decree of confirmation.

Tract No. 3, as laid down on the plat of survey, is a narrow strip of land lying between the Monterey or Salinas River and the Bay of Monterey, extending south from the mouth of said river to the northern boundary of the Rancho Rincon de las Salinas and containing 110.55 acres.

Tract No. 1 lies south of the Rancho Rincon de las Salinas; has the Bay of Monterey and the Rancho Punta de Pinos for its western boundary, the Salinas River and the Pilarcitos Cañon for its eastern, and the Ranchos Laguna Seca, Saucito, Agujito and Pescadoros for its southern—the Rancho Noche Buena being carved out of it, near the shore of the Bay of Monterey. Tract No. 1 contains 28,323.25 acres.

Tract No. 2 adjoins on the south the Ranchos Laguna Seca and Saucito, and is laid off as containing 2,431.40 acres.

Further information being desired by your office as to the correctness of the location of said pueblo lands, the surveyor-general of California was instructed, on July 18, 1879, to make an investigation and report as to (1) the location, condition, etc., of the mouth of the Salinas or Monterey River in 1830 and afterwards; (2) the location, dimensions, etc., of the old custom-house, state-house, etc.; (3) to ascertain and represent by sketch upon the official plat the highest ridge of mountains from the Laguna Seca to Point Cypress, so as to show its direction and relation to Tract No. 2 and the southern portion of Tract No. 1.

On January 21, 1880, the surveyor-general forwarded his report, with certain testimony taken in the course of his investigation and a topographical map of the mouth of the Salinas River, sketches showing the location and boundaries of the custom and state house lots; also topographical map showing the location of the south boundary of the pueblo lands as surveyed, and the range of mountains running from near the Laguna Seca to Cypress Point. As a result of his investigation, the surveyor-general was of opinion that the mouth of the Salinas River had been located too far north, and that Tract No. 3 was erroneously included in the survey of 1869.

Inasmuch as the questions relating to tract No. 3 were entirely distinct from those arising upon the location of the other portions of said grant, on the application of the Pacific Coast Steamship Company, claiming to have purchased said tract from the city, your predecessor, Commissioner Armstrong, took up that branch of the case, and on March 10, 1880, rendered a decision wherein he concurred with the surveyor-general, and held that said tract No. 3 had been improperly included in the survey. From this decision the city of Monterey appealed; and on February 2, 1881, my predecessor, Secretary Schurz, reversed the same and declared that tract No. 3 was part of the pueblo lands, and was properly included in the official survey. Therefore, so far as the location of tract No. 3 is concerned, it has passed in *rem adjudicatam*, and questions touching the same are eliminated from the case.

Within the city of Monterey proper are situated what are known as the custom-house, the state house, and the quartel, and the lots belonging to the same, whilst adjacent is what is known as the military reservation. The custom-house and other lots are included in the survey of tract No. 1 as part of the confirmed pueblo lands, and the military reservation is excepted from said survey as not being included in the lands confirmed to the city. In your decision of September 25, 1886, you approve of the action of the surveyor-general as to the custom-house, etc., and disapprove of it as to the military reservation.

As to tract No. 2 you say in your said decision, "the survey does not appear to be in accord, so far as its eastern and southern boundaries are concerned, with the boundaries fixed in the final decree." After quoting the language of the decree and referring to the topographical map and report submitted in relation to said tract, you say, "Now, with the points Laguna Seca and San Carlos Mission properly located, without entering into a detailed description of the survey of 1869, which is set forth

in the reports alluded to, it follows that a straight line between them would constitute the southern boundary of tract 2, up to the point where it strikes the highest ridge of the mountains 'situated towards the Mission of San Carlos,' thence following the ridge, etc. And you direct a new survey to be made in accordance with your views.

From said decision, so far as the same relates to a resurvey of tract No. 2, an appeal has been taken by the city, and also by David Jacks, who claims to have purchased from the city said lands; and so far as said decision relates to the military reservation, the Secretary of War files an earnest protest, and asks a reversal thereof.

As to the custom-house, it is stated in your said decision that, on May 20, 1875, the Secretary of the Treasury by letter informed your office that inasmuch as the customs office had been discontinued at Monterey, there was no desire on the part of his Department "to contest the title to the property." With this statement all further consideration of the claim of the Government to these lots is dismissed by you.

With regard to the military reservation, you hold that being within the boundaries of the grant as confirmed, and not excepted therefrom by the decree of confirmation, the United States is bound by the decree and estopped through the action of its own tribunal and its own officers from setting up any claim to said property now.

In approaching the consideration of some of the questions involved in this case, a brief reference to the history and tenure of the pueblo lands of Mexico is desirable.

After the conquest of Mexico by Spain, the earlier settlements, pueblos, or towns, naturally sprung up around or near the place where was situated the presidio or military establishment, especially as the early missions were also located at or near the presidios.

As early as August 17, 1773, the viceroy of Spain authorized the commandant of the establishment of San Diego and Monterey "to designate common lands" and to grant titles to individuals in the vicinity of the presidios and missions. Further regulations were from time to time issued in relation to these common lands, and on March 22, 1791, the captains of the presidios were authorized to make such grants to the "extent of 4 common leagues, measured from the center of the presidio square, viz, 2 leagues in every direction. (See p. 140, Halleck's Report, Sen. Ex. Doc. 18, Vol. 9, first session Thirty-first Congress.)

After the independence of Mexico the constituent Congress, on August 18, 1824, passed a decree relating to the colonization of the territories of the Republic and the granting of lands therein; regulations under this decree were issued November 21, 1828. Under these laws and regulations the governors of the territories were authorized to make grants of vacant lands, but those for colonies and towns were not to be valid until approved by the supreme Government; and if within 10 leagues of the coast a similar approval was required as to all grants, public or private. By clause 5 of said decree the general Government reserved to itself the right to make use of any portions of the granted lands for the purpose of constructing warehouses, arsenals, or other public edifices, which it might deem expedient for the welfare or security of the nation. Again, on April 6, 1830, the same Congress enacted that "the executive may take such lands as it considers useful for fortifications or arsenals * * * indemnifying the states for the value thereof out of the amount due by them to the federation.

In brief, it may be said that under the laws of Mexico in force in California at the time of the acquisition of the latter country, the pueblos or towns were entitled, for their benefit and that of their inhabitants, to the use of the lands constituting the site of the town and adjoining it within the prescribed limits; and such lands could be disposed of by the municipal authorities in *solares* or building lots; or retained for common use, except such portions as were required by the General Government for warehouses, arsenals, or other public edifices needed for national purposes. (*Grisar v. McDowell*, 6 Wall., 363.)

The exact nature of the estate in the public lands is not very clear. The Supreme Court, in the case of *Townsend v. Greeley* (5 Wall., 267), in discussing this subject say:

"It was not an indefeasible estate; ownership of the lands in the pueblos could not in strictness be affirmed. It amounted to little more than a restricted or qualified right to alienate portions of the land to its inhabitants for building or cultivation, and to use the remainder for commons. * * * This right of disposition and use was, in all particulars, subject to the control of the Government of the country."

Such being the history and tenure of the public lands, the particular grant involved in this case is the next subject of consideration.

The records show that Monterey was in existence as a presidio as early as 1770. It was incorporated under the decree of the Cortez as a city June 23, 1813, and became the capital of the province of Upper California.

In the petition for confirmation filed before the Board of Land Commissioners it is stated that the original papers, showing the grant of the pueblo lands to the city of Monterey, were lost, but that proof of its confirmation and limits were to be found in

the journal of proceedings of the departmental legislature on July 24, 1830, a copy of which journal was filed. It is not alleged, and no evidence is adduced to show, that said grant ever received the sanction of the National Government, which was required under the law, both because of being town lands, and within 10 leagues of the ocean. And it may well be questioned whether such sanction was ever given. But be that as it may, the grant was confirmed by the commission, as hereinbefore stated, and the propriety of that confirmation is not now to be inquired into.

The first question which presents itself for consideration is as to the correctness of your action in directing the surveyor-general to embrace within the survey of tract No. 1 the military reservation claimed by the United States.

You decide, in substance, on this question, that inasmuch as the boundaries of the grant as confirmed embrace within their limits the military reservation, custom-house, etc., and no exception in favor thereof was made in said decree, it necessarily confirms the land covered by the reservation, etc., to the city.

It is said in support of this position that the act of March 3, 1851, *supra*, organized a commission to "ascertain and settle" private land claims in California; that such ascertainment and settlement, could not be made without determining what were public and what private lands, and separating the latter from the former; that such ascertainment necessarily involved any claim, title, or right which the United States might have to any lands claimed; that it was intended the rights of the Government should be passed on by said commission, for Congress provided, by section 4 of said act, for the appointment of an officer whose declared duty it was "to superintend the interests of the United States in the premises;" and by section 8 that said Board should decide the case on the evidence of claimant and that "produced in behalf of the United States;" and by section 15 that final decrees under said act "shall be conclusive between the United States and said claimants."

Conceding the force of these arguments, the answer is that the lands claimed by the Government never were included in the lands granted to the city; were not included in the claimed grant submitted to the Board, consequently the right of the Government to said lands was not submitted to, questioned, or passed upon by that tribunal, and its decree in no way affects the Government's title to the same.

Now it has been shown that by the laws of Mexico, in force at the time of the acquisition of California, the General Government expressly reserved from the operation of the Pueblo grants all lands needed for national purposes, and prohibited any interference with such reservations by the municipal authorities by attempted disposition or otherwise. Nor was Mexico singular in this respect, for from the very necessity of the case, such laws, either written or unwritten, were common to all nations at that time.

As has been before stated, Monterey was one of the earliest settlements under the Spanish dominion in Mexico of which we have any record. About 1770 the mission of San Carlos was established under the protecting care of the presidio at Monterey, then an actual military reservation. About the same time was built the old battery, San Carlos, first established near the water's edge; later enlarged, improved, and extended up the hill. Still later, another and auxiliary battery was built. Halleck states in his report (*supra*, p. 132) that there are in the Government archives numerous orders, both from the viceroys of New Spain and the ministers of the Mexican Republic, for the repairs of these identical works, for the mounting of guns on them, etc. These fortifications have played their parts in the military history of the country; were assailed and captured by the insurgents under Alvarado in 1836, and again by the naval forces under Commodore Jones in 1842, and finally were occupied as and constituted the defenses of the harbor of Monterey at the time of its final capture on July 7, 1846, when they were taken possession of by the military authorities of the United States.

Early in 1847 a survey and map of the premises was made by Captain Warner, United States topographical engineer, the original of which was filed in the War Department and a copy transmitted with Halleck's report to Congress. From the time of its capture in 1846 the property remained under the control of the United States Government; but intruders were constantly making encroachments on the same; and under the new order of things the town authorities were easily persuaded to make pretended sales and conveyances of lots within the reservations. In order to put a stop to these annoyances, on the recommendation of the Secretary of War, the President, November 23, 1866, issued an order that—

"The reservation at Monterey, Cal., as described in the survey and field notes of Lieutenant Warner, Corps of Engineers, made in 1847, by order of General (then captain) Halleck * * * is hereby made for military purposes, and the Secretary of the Interior will cause it to be noted in the Land Office, to be reserved as a military post."

The letter of the Adjutant-General, conveying this order to General Halleck, then commanding in California, directed him to "hold military possession of the reservation."

It will thus be seen that this property has been held as a military reservation, occupied as a fortification and garrison from about 1770—long before any pretended grant to the town—down to the time of the capture of Monterey, sixteen years after the date of the alleged grant, and since then continuously claimed by the United States as such reservation.

Can it be supposed that the town authorities in seeking the grant would have ventured to propose the cession of lands then in use and occupied by the Federal authorities for civil and military purposes? Or can it be believed that the national authorities would have made such a grant if it had been thought that it gave title and possession to a fortification built more than fifty years before and maintained at a great expense, at an important point on the coast, essential to the protection and defense of one of the oldest towns in the country, then the provincial capital, the legislature of which was then in session within the capitol building; the custom-house in use in the collection of needed marine revenue for the nation, and the fort garrisoned by its troops?

Is it not very evident then that the lands in question were not included, or intended to be included, in the grant made by the Territorial legislature of California, even if it had possessed authority so to do; but that under the laws then in existence, the usage and custom of nations, such property was expressly excepted from the operation of said grant and reserved for the use of the national Government of Mexico?

Nor can there be any question that, prior to the conquest, under the laws, the Mexican authorities could at any time have taken possession and made reservation for national purposes of lands embraced in the pueblo grant. To this right of Mexico and all others the United States succeeded, first by conquest in 1846, and then by treaty in 1848; and, in continuous assertion of a right to this property for military purposes, in 1847 Captain Warner, by command of his superior officer, made survey of and staked off the lines of the military reservation. But the reservations for national purposes, for fortifications and garrison, for custom-house, quartel and state house had many years before been made, and the premises selected were in open and notorious use and occupation for the designated purposes long prior to the date of the alleged grant to the town. Whether there be record evidence of such reservations is immaterial in the face of the authoritative, open, notorious, and conceded occupation and use of the premises for national purposes.

I therefore assume, as beyond controversy, that neither the military reservation, custom-house, state-house, or quartel were granted or intended to be granted to the city, and the question arises whether the decree of the Board of Land Commissioners confirmed as belonging to the town lands which were never granted to it.

Section 11 of the act of 1853, organizing the Board of Land Commissioners, is as follows:

"The commissioners * * * in deciding on the validity of any claim * * * shall be governed by the treaty of Guadalupe Hidalgo, the law of nations, the laws, usages, and customs of the Government from which the claim is derived, the principles of equity, and the decisions of the Supreme Court of the United States, so far as they are applicable."

The petition asking for confirmation of the grant was filed in the name of the corporate authorities of Monterey, described the outboundaries of the grant, declared that evidence of its limits and confirmation would be found in the proceedings of the departmental legislature of July 24, 1830, and applied for its confirmation "in accordance with the laws, usages, and customs of the Government of Mexico then in force." In short, the claim was for Pueblo lands theretofore designated; to be confirmed as Pueblo lands, subject to all the incidents of that tenure. The Board of Commissioners confirmed the claim as petitioned for; that is, it confirmed the Pueblo lands as designated, and, under the provisions of the above-quoted section of the organic act, said confirmation only passed title in accordance with "the laws, usages, and customs of the nation from which the claim was derived," and which expressly excepted from the operation of the grant lands reserved or needed for public purposes; the decree conferring no larger estate or property than the grant. (See *San Francisco v. Canavan*, 42 Cal., 555.) Such being the settled law, doubtless it never occurred to the Commissioners to declare that their decree should not operate upon property which the law had already reserved and excepted from such grants, and to which no claim had been set up by petitioners.

I therefore think your judgment was erroneous in relation to the tracts reserved, as before stated.

The remaining question to be determined relates to the east and south line of tract No. 2, as located by the surveyor-general; and about the description of which there seems to be a discrepancy in the official documents purporting to be copies of the decree of the Board of Land Commissioners.

By section 2 of the act organizing the Board of Commissioners it is required that the secretary thereof "shall keep a record of the proceedings of the Board, in a bound

book, to be filed in the office of the Secretary of the Interior on the termination of the commission."

In the record of the proceeding thus filed and in your office, and to the correctness of which, in addition to the Secretary, the three judges have certified after examination, the decree of confirmation is in the exact language first herein quoted, and gives the line, after arriving at Laguna Seca, as "thence running along the highest ridge of the mountains of San Carlos unto Point Cypress," etc. In your decision the language of the decree of the Board is not quoted, but the boundaries as defined by the territorial deputation are given, and you state, "the Board made a decree confirming to the pueblo its lands by the boundaries above described."

The description quoted from the proceedings of the Territorial deputation differs from the decree of the board only in the language used in reference to the line, after leaving Laguna Seca; that language is, "thence running along the highest ridge of the mountains [situated towards the mission] of San Carlos," the words in brackets not being found in the official copy of the decree on record in your office.

The surveyor-general, in his report, gives what purports to be a copy of a copy of said decree, certified to by the clerk of the United States district court. In this copy the same language is used as in your decision, and in all the briefs of counsel filed in the case the same language is found. It would therefore seem that either all parties have fallen into the error of adopting the language of the Territorial deputation, or that the words in brackets were inadvertently omitted from the official record, and the omission was not observed by the secretary and the three judges when it was examined, before the certification, by them.

The old church and buildings of the Carmelo or San Carlos Mission were located on the north bank of the Carmelo River, where the latter empties into the bay of Carmelo. The river flows toward its mouth in nearly an east and west course. Parallel with the course of the river, and at a short distance north thereof, is a range of mountains. Along the valley of this river, and extending to the top of this range of mountains, were formerly the lands occupied by the Indians belonging to the mission, and known as the mission lands. This is the one continuous range of mountains, lying south of Monterey, north of the mission lands, and terminating with a gradual descent at Point Cypress. So that there is but one range of mountains which can be referred to in the decree, whether that range be described therein as "the mountains of San Carlos," or as "the mountains situated towards the mission of San Carlos." In my opinion the discrepancy between the two descriptions is not very material, and properly considered can make no difference as to what seems to be the plain meaning of either or both expressions. I shall therefore pass upon the remaining question of boundary as though the decree were as you have quoted it.

The boundaries thus defined are:

"From the mouth of the river of Monterey in the sea to the Pilarcitos; thence running all along the cañada to the Laguna Seca, which is in the high road to the presidio; thence running along the highest ridge of the mountains situated towards the mission of San Carlos unto Point Cypress, further to the north, etc."

The line thus described follows the banks of the river from its mouth in a southeasterly direction until it reaches the Pilarcitos Cañada; it then turns almost at right angles, at the point of intersection, and runs along the cañada in a southwest course until it comes to the end of the cañon. There is no controversy about the line, so long as it continues in the Pilarcitos Cañada. But the surveyor-general, after he reached the portuello or opening of the cañada, did not fully follow the outboundaries of the grant as described in the decree, and go "to the Laguna Seca, which is in the high road to the presidio"; but deflected further to the west and completed the survey of tract No. 1. He thereafter commenced the survey of tract No. 2, at the southwest corner thereof, at a point which constitutes the common corner of the James Meadows tract, the Ranchos Agnajito and Canada de la Segunda. Thence the lines are run north and east until the northeast corner of said tract No. 2 is reached, which corner seems, from the field-notes, to have been established by drawing a line from the common corner formed by tract No. 1, the Rancho Pilarcitos, and the Rancho Laguna Seca, to a point from which an oak tree, "marked M 15, standing on the main ridge, bears south 25 degrees west, distant 35 chains." Throughout no reference is made or regard paid to the call for the Laguna Seca in the road to the presidio, but a dry laguna, located near the portuello of the Canada Pilarcitos, is delineated upon the plat, though the road is not represented, nor is said laguna stated to be the one described in the decree.

On the topographical map, made under the orders of your officers by Deputy Surveyor Herrman, a dry lagoon is located about a mile to the west and south of the first. From this it is apparent, if the Herrman map is correct, that in making the official survey the plain call for the Laguna Seca in the road to the presidio was entirely ignored and an arbitrary point established as the northeast corner of tract No. 2. It is asserted by the appellants here that, even if said call was ignored, the northeast corner is substantially the same which would have been established if the call

had been followed, as shown on the Herrman map. This apparently is so, but I am not prepared to concede it as a matter of fact.

In your decision you reject the east, south, and a portion of the north line of said tract as established in the official survey, and draw a straight line from the head of the Pilarcitos Cañon to the Laguna Seca, in the road to the presidio, as shown on the Herrman map. Having then the Laguna Seca, in the presidio road, as the starting point, you draw a straight line therefrom to the ruins of the old buildings of the mission, as it is designated and marked on the same map; and you say that this straight line from the Laguna "to the point where it strikes the highest ridge of the mountains 'situated towards the mission of San Carlos'", thence along said ridge until intercepted by the southern boundary of the patented rancho Saucito at course No. 38 on the Herrmann map, "would constitute the southern boundary of tract No. 2."

This line, if adopted, would exclude from the survey nearly the whole of said tract as located by the surveyor-general. But I am very clear that you misapprehended what, to me, is the plain call of the decree, and prescribed a line not in accordance therewith. Evidently you must have understood the call to be from the laguna "towards the old mission buildings until the intersection of the highest ridge of the mountains."

It is clearly the duty of the surveyor to go to the Laguna Seca in the high road to the presidio. Having attained this point, the next call is equally plain and mandatory. It is, "thence running along the highest ridge of the mountains (situated towards the Mission of San Carlos." The plain call here to be gratified is "the highest ridge of the mountains." No particular course is prescribed by which that ridge is to be reached, and the shortest route, which is a straight line, must necessarily be adopted. I do not see any escape from this inevitable conclusion. Exactly at what point the highest ridge will be attained I can not say, but apparently the point marked No. 1 on Herrman's map would be the nearest in a straight line from the laguna, as located on that map, and not the red line designated by him as the "proper line."

The mountain ridge to be reached is not only the highest but the main ridge of the mountains—the "cuchillo," as termed by the witnesses—and when reached the main ridge is to be followed throughout its course to Point Cypress.

I observe that instead of following the mountain ridge in its course and curves, the official survey delineates the southern boundary of No. 2 as a straight line, it being sometimes north and sometimes south of the ridge, as laid down by Herrman. This is without any authority whatever, and must not be. The official survey must be in accordance with the line described in the decree; that says, "running along the highest ridge of the mountains * * * unto Point Cypress"; and along the highest ridge the line must run. It is said that the straight line was run by agreement with the coterminous owners, on what is called "the give and take principle." But the surveyor-general is clothed with no authority to make any such agreement in relation to his official surveys. After such survey is made in accordance with law, approved, and carried into patent, it is of course competent for coterminous owners to straighten their lines, or to do otherwise as they may determine. But the officers of the Land Department are without authority to carry into their official acts matters of private agreement as substitutes for official requirements or excuses for disregarding the same.

Your said decision is accordingly modified, the official survey of Wagner rejected, and you will direct a new survey to be made in accordance with the views herein expressed.

Herewith are returned the papers in the case, and you will inform the Secretary of War and the Secretary of the Treasury hereof.

Since the case has been pending in this Department the counsel for one of the appellants have filed a number of affidavits relating to the boundaries of No. 2. But inasmuch as I find no ambiguities in relation to the boundaries of said tract I have not considered the affidavits, and send the same to you to be kept with the other papers.

The letter of Hon. J. D. Cameron, late Secretary of War, dated February 17, 1877, to Hon. Allen G. Thurman, late chairman of the Senate Committee on Private Land Claims, referred to in the letter of Secretary Endicott, is in the form of a printed pamphlet, giving the history of the Fort Vancouver Military Reservation and the claim of the St. James Mission thereto, and being already in print, is not printed herewith.

Section 191 of the Revised Statutes, in the construction of which the conflict of jurisdiction referred to has arisen, is as follows:

SEC. 191. The balances which may from time to time be stated by the Auditor and certified to by the heads of Departments, by the Commissioner of Customs, or the

Comptrollers of the Treasury, upon the settlement of public accounts, shall not be subject to be changed or modified by the heads of Departments, but shall be conclusive upon the executive branch of the Government, and be subject to revision only by Congress or the proper courts. The head of the proper Department, before signing a warrant for any balance certified to him by a Comptroller, may, however, submit to such Comptroller any facts in his judgment affecting the correctness of such balance, but the decision of the Comptroller thereon shall be final and conclusive, as hereinbefore provided.

Your committee addressed a letter to the Secretary of War, asking him to prepare and present draught of a bill embodying his views, and received in reply the following letter and draught of a bill:

WAR DEPARTMENT,
Washington City, February 6, 1888.

SIR: Referring to previous correspondence, and in connection with your letter of January 30, 1888, asking that the Department prepare and transmit to you a draught of a bill to provide for the determination of questions arising between heads of Executive Departments and the accounting officers of the Treasury, in reply I beg to inclose the draught of the bill desired.

Very respectfully, your obedient servant,

WILLIAM C. ENDICOTT,
Secretary of War.

Hon. F. M. COCKRELL,
Chairman Select Committee, etc., U. S. Senate.

Proposed draught of bill asked for by Senator Cockrell.

A BILL to provide for the determination of questions arising between heads of Executive Departments and the accounting officers of the Treasury.

Be it enacted, etc., Whenever any of the accounting officers of the Treasury shall for any reason other than for errors in computation, disallow an account which has been approved by the head of an Executive Department, such accounting officer shall state the grounds and reasons for such disallowance, and shall notify the head of the Department who has approved the account of his action. If the head of Department shall not agree with the accounting officer as to the propriety of such disallowance, he may, within thirty days from the receipt of notice of such disallowance from the accounting officer, apply to the Court of Claims for a decision thereon, which decision shall be conclusive upon both parties, unless appeal be taken to the Supreme Court. Pending such decision, or any lawful appeal therefrom, the stoppage of said account shall be suspended.

Your committee referred said proposed bill to the Secretary of the Treasury for his views, and received the following reply:

TREASURY DEPARTMENT, OFFICE OF THE SECRETARY,
Washington, D. C., February 20, 1888.

SIR: I have the honor to acknowledge the receipt of your letter of the 10th instant, inclosing copy of a proposed bill to provide for the determination of questions arising between heads of Executive Departments and the accounting officers of the Treasury, and asking an expression of the views of this Department as to the propriety or impropriety of enacting such proposed bill into a law.

The bill provides, in substance, that whenever any of the accounting officers of the Treasury shall, for any reason, except errors in computation, disallow an account which has been approved by the head of an Executive Department, such accounting officer shall state the grounds and reasons for such disallowance, and shall notify the head of the Department who approved the account of his action; and if the head of the Department does not agree with the accounting officer as to the propriety of such disallowance, he may, within thirty days after receiving notice thereof, apply to the Court of Claims for a decision thereon, which decision shall be conclusive upon both parties, unless appealed to the Supreme Court. It is also provided that pending such decision or appeal the stoppage of said account shall be suspended.

The provisions of this proposed bill, if enacted into a law, would give to the heads of Departments the power, not now possessed, to review the action of the accounting

officers on all those claims and accounts which have been approved by the head of a Department and rejected by the accounting officers for any reason other than errors in computation. This would effect a material change in the practice of the accounting officers in respect to such claims and accounts, and would, it seems, permit an interference with the authority of these officers to judge of the legality of the expenditure in an important class of cases.

The law now in force, which makes the action of the accounting officers in the settlement and adjustment of all claims and demands final and conclusive upon the executive branch of the Government, has been tested by experience, and it is believed that the operation of the present system of accounting is rendered more successful in checking unnecessary and improvident expenditures by reason of the exclusive jurisdiction now conferred upon these officers. Any measure, therefore, which proposes to take away or abridge this jurisdiction in any case must be regarded of doubtful propriety.

The principal object of the bill, however, appears to be to enlarge and extend the provisions of existing law authorizing a reference of claims to the Court of Claims.

The authority of a head of a Department to refer a claim to the Court of Claims is confined, under the existing statutes, to claims pending in the Department from which the reference is made. (See section 1063, R. S.; section 2 of the "Bowman Act," 22 Stat., 485; and section 12 of the act of March 3, 1837, 24 Stat., 505.)

This feature of the bill is open to the objection that it proposes to give to the head of another Department authority to refer to that court certain claims which have been acted upon and finally disposed of in the Treasury Department. It is true the bill applies to rejected cases only; but the present law does not authorize the head of a Department to refer a rejected claim to the Court of Claims. In order that such claim may be certified to that court, it must first be reopened; and the law and the rules and regulations of the Treasury Department provide that a rejected claim can not be reopened by the accounting officers unless for error in calculation, or upon the production of new and material evidence previously unknown, and which could not have been procured on the original hearing. But the provisions of the proposed bill would permit certain rejected claims to be referred to the Court of Claims by the head of a Department, and to be reopened and re-examined by that court without requiring the production of any new evidence, or without compliance with any of the conditions now required with respect to the rehearing of such claims by the accounting officers.

Although purporting to be a measure to provide for the determination of questions arising between the heads of Departments and the accounting officers of the Treasury, yet it is believed that its provisions would materially change the law and the rules and regulations of this Department in the particulars herein specified.

Attention is called to the fact that, while the bill seems to contemplate an issue of some sort between the accounting officers on the one side and the head of a Department on the other, which issue it is proposed to submit to the Court of Claims, it does not appear which side of this "issue" would be represented by the United States; nor is there any provision made for counsel to represent the Government in the trial of the supposed issue. Nor is there any provision made for transmitting to the court the vouchers, papers, etc., pertaining to the claim, as is now provided by the several statutes on the subject. There are other defects and omissions apparent in the bill, to which it is not deemed necessary now to refer.

For the reasons herein stated the proposed bill, in the opinion of this Department, should not be enacted into a law.

Respectfully, yours,

C. S. FAIRCHILD,
Secretary.

Hon. F. M. COCKRELL,
United States Senate.

AN ASSISTANT SECRETARY OF WAR.

In addition to the statements set forth in the letter of the Secretary of War quoted, your committee call attention to the following extract in the report of the Secretary to your committee, on page 24:

Until recently all the official papers for the action of the Secretary of War were submitted by the chief clerk of the Department, except papers pertaining to the personnel of the Army, which were, and still are, submitted by the Adjutant-General, and occasional cases presented in person by chiefs of other bureaus. The business of the Department has, however, increased so much during the last few years that, failing to obtain legislation from Congress to authorize the appointment of an Assistant Secretary of War and a Solicitor, the Secretary found it necessary to detail two officers

from the Army to take charge of portions of the mail, and now Major Adams, of the Corps of Engineers, takes charge of all papers pertaining to rivers and harbors and other engineering matters, and Captain Taylor, of the Ordnance Department, takes charge of all papers in which questions arise in the adjustment of the accounts of officers with the accounting officers of the Treasury, and of papers relating to extra allowances to soldiers, and he has just been assigned to the charge of the accounts for arming and equipping the militia, and providing them with quartermaster's stores and camp equipage. All other matters not enumerated above are submitted by the chief clerk.

There has been from year to year during the past ten years a decided increase in the amount of business to be transacted in the Department of War, as also in the Navy Department. Your committee believe that the best interests of the public service and the prompt disposition of the public business would be greatly benefited and promoted by the creation of the offices of Assistant Secretary of War in the War Department and Assistant Secretary of the Navy in the Navy Department, to act as Acting Secretary of the War and Navy Departments respectively in absence of the respective Secretaries, and to be the executive officers of their respective Departments, and to give personal supervision and direction to the business matters coming before the respective Departments, and to see to the prompt and proper disposition of all such matters, and to prevent any accumulation of arrears in any branch. Your committee believe that such officers could render services and promote the prompt, uniform, and proper disposition of the public business more than the equivalent of the increase of expenditure by the creation of such officers.

Your committee respectfully submit the foregoing letters of the Secretary of War, and the accompanying bill, and of the Secretary of the Treasury, giving the views of his Department in regard to the proposed bill, for the consideration and action of Congress.

In the opinion of your committee some of the objections of the Secretary of the Treasury are not well taken. The jurisdiction and powers of the accounting officers of the Treasury are almost unlimited, and in cases of conflicting views between them and the heads of the Departments, touching their respective rights and authority, their views are final, and the heads of Departments must yield, without any means at present of testing their correctness before any tribunal.

Whether some tribunal shall be named or constituted for the determination of such questions is exceedingly important; and your committee have not been able to give the matter the consideration it deserves; and do not therefore make any specific recommendation, and only submit the whole matter for the consideration and action of Congress.

Your committee call the special attention of Congress to the following letter from the Quartermaster-General in regard to the adjustment of the accounts of certain land-grant railroads for transportation, and the labor imposed by the special laws in relation thereto, and ask for the suggestions such action as may be deemed best:

QUARTERMASTER'S DEPARTMENT.

WAR DEPARTMENT,
QUARTERMASTER-GENERAL'S OFFICE,
Washington, D. C., April 21, 1887.

SIR: I have the honor to submit the following statement for the consideration of the Select Committee of the Senate appointed to inquire into and examine the methods of business and work in the Executive Departments of the Government, etc.

The appropriation to pay for Army transportation over certain land-grant railroads is made in the following terms, as shown by the inclosed copy of the law:

"Arrears of Army transportation on certain land-grant railroads for the payment of Army transportation lawfully due such land-grant railroads as have not received

aid in Government bonds, to be adjusted by the proper accounting officers in accordance with the decisions of the Supreme Court in cases decided under such land-grant acts, but in no case shall more than fifty per centum of the full amount of the service be paid, fifty thousand dollars: *Provided*, That such compensation shall be computed upon the basis of the tariff rates for like transportation performed for the public at large, and shall be accepted as in full for all demands for such services."

A similar appropriation (usually \$125,000, however), has been made annually since 1879, in the same terms. It is founded on a decision of the Supreme Court in a suit brought by the Atchison, Topeka and Santa Fé Railroad.

The terms are peculiar, in requiring the adjustment of the accounts by the accounting officers, being the only appropriation of the War Department where such a provision is made.

The effect of this provision has been that not only land-grant railroad accounts, pure and simple, have been transmitted to the accounting officers for adjustment before payment, but by decision of those officers all railroad accounts, involving the joint service of land-grant and non-land-grant railroads, must also be sent to Washington for that purpose.

The work thus thrown upon the transportation branch of this office of receiving and scrutinizing and forwarding these unpaid accounts to the Treasury, and supervising their settlement generally, may be best understood by stating that for the fiscal year 1886 they aggregated over \$400,000.

The system imposes upon the Secretary of War, the Quartermaster-General, and the accounting officers the duty of disbursing public funds, which seems more properly to pertain to bonded officers of the Quartermaster's Department. The work involved is a work of immense detail, and although promptly performed it is clear that the delays of settlement are necessarily greater than if the accounts were paid by local quartermasters.

These quartermasters, under the instructions of this office, prepare all these accounts for settlement; and, as a rule, they are paid through the accounting officers of the Treasury as so prepared; the experienced officers and clerks of the Department being kept well informed of all laws and regulations governing the settlement of such accounts.

A consideration of these circumstances has suggested the propriety of making an effort to have expunged from the Army bill a distinct appropriation for land-grant railroads, and merging the same into the appropriation Army transportation, using such language as will authorize disbursing quartermasters to pay the accounts, and thus place them on the same footing with the accounts for the ordinary expenditures of the Department.

It seems clear that such action would materially reduce the current work of this office and that of the accounting officers of the Treasury, and would probably expedite the payment of the accounts to the railroad companies.

Very respectfully, your obedient servant,

S. B. HOLABIRD,
Quartermaster-General U. S. Army.

Hon. F. M. COCKRELL,
Chairman Select Committee, United States Senate.

COMMISSION TO REVISE METHODS OF BUSINESS, ETC.

In reply to the letters of your committee to the Secretaries of the Treasury and War Departments your committee received the following letters:

TREASURY DEPARTMENT, OFFICE OF THE SECRETARY,
Washington, D. C., February 24, 1888.

SIR: I have the honor to acknowledge the receipt of your communication of the 10th instant, giving extracts from the report of the Select Committee of the Senate required to investigate the methods of business and work done in the Executive Departments, and to inform you that, in accordance with your request, I shall select a committee composed of three competent officers or employes, to make an examination as to the possibility of improving and simplifying the methods of conducting the public business under the control of this Department.

The committee will be directed to make a full report, and if it is found that, in order to carry out their approved recommendations, legislation is necessary, it will be requested.

Respectfully, yours,

C. S. FAIRCHILD,
Secretary.

Hon. F. M. COCKRELL,
Chairman of the Senate Select Committee.

WAR DEPARTMENT,
Washington City, February 28, 1888.

SIR: Referring to your letter of the 10th instant, suggesting the appointment of a commission whose duty it shall be to devise and prepare judicious, safe, and correct methods for the transaction of the various classes of public business in the War Department, in order that it may be ascertained what profitable changes may with safety be made in the methods now in vogue, I have the honor to advise you, in reply, that a commission such as you suggest will be appointed on the part of this Department.

Very respectfully, your obedient servant,

WILLIAM C. ENDICOTT,
Secretary of War.

Hon. F. M. COCKRELL,
Chairman Select Committee, U. S. Senate.

Your committee hereby return their thanks to the heads of the various Departments, and the heads of bureaus, chiefs of divisions, and employés generally, for their uniform courtesy and readiness in assisting your committee in their inquiries and labors.

For the detailed statements of the methods of transacting the various items of business hereinbefore given, your committee are indebted to Hon. E. P. Baldwin, Deputy First Auditor of the Treasury, and the efficient assistants selected by him for the work.

Upon the application of your committee to the Secretary of the Treasury, Mr. Baldwin was authorized to perform any work desired by your committee and to select such assistance as he desired, and performed all the work required by your committee in a most efficient and satisfactory manner.

Your committee only regret that time and physical endurance did not permit them to make their work as thorough and complete as they desired, and caused them to omit many investigations and inquiries in regard to the condition and methods of business in various bureaus of the Departments which they desired to make.

Your committee were compelled to select for their investigations the places where there was apparently the greatest accumulation of undisposed-of business.

Your committee respectfully submit the foregoing report and the accompanying reports from the heads of Departments for the further consideration and action of the Senate, earnestly hoping that beneficial results may follow more than commensurate with the light expense incurred by your committee and their labors.

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