

REPORT OF THE SECRETARY OF THE INTERIOR.

DEPARTMENT OF THE INTERIOR,
November 29, 1862.

SIR: I have the honor to submit, for your consideration, the annual report of this department, with the reports of the several bureaus and institutions which by law are placed under its supervision.

It is a source of gratification that, while the social and commercial relations of the people have been greatly deranged by the civil war which rebellion has forced upon the country, in most of the loyal States the great interests of agriculture, manufactures, and commerce have been well sustained, and have returned remunerating profits for the capital and labor invested in them.

The several reports which are herewith transmitted exhibit, in detail, the operations in the several branches of the public service which are placed under the charge of this department.

GENERAL LAND OFFICE.

The demand for the public lands has continued to decline since my last report. The sales for cash have not produced a sum sufficient to pay the expenses of our land system.

On the 30th of September, 1861, there were surveyed and ready for sale 134,218,330.89 acres. From that date until September 30, 1862, there have been surveyed 3,135,067.41 acres.

During the fiscal year ending June 30, 1862, and the first quarter of the current fiscal year, there were sold for cash 154,258.65 acres, producing \$137,476 26. During the same period 712,055.77 acres have been located with bounty land warrants; 1,133,898.92 acres have been certified under railroad grants made by Congress; and 24,316.09 acres have been certified to different States as swamp lands. The aggregate amount thus disposed of was 2,024,529.43 acres, leaving, of surveyed lands ready for sale on the 30th of September, 1862, 135,328,868.84 acres.

Under the bounty land laws of 1847, 1850, 1852, and 1855, there were issued, prior to the 30th of September, 1862, 537,471 warrants, covering 58,876,430 acres of land. Of these, there were outstanding and unsatisfied, September, 30, 1862, 65,913 warrants, covering 7,123,380 acres.

The necessary steps have been taken to carry into effect the act approved May 20, 1862, "to secure homesteads to actual settlers on the public domain," and every facility contemplated by the law will be afforded to those who may desire to avail themselves of its provisions after the 1st of January next.

The estimates for surveys submitted by the General Land Office for the last as well as the present year are much less than usual. The large amount of lands already in market, and the constantly diminishing sales, have suggested the propriety of this course. The law passed at the last session of Congress, requiring the cost of surveys of private land claims in California and New Mexico to be paid by the claimants, will save to the treasury a large amount. The government paid for such surveys, before the passage of that law, \$178,769 09, while the entire benefit enured to the claimants.

The public lands for agricultural purposes can no longer be looked to as a source of revenue. The inducements to settlements presented by the homestead law will preclude extended sales for cash. The pine lands of the north will be purchased for the timber they supply, but these will be paid for mainly with warrants and the various land scrip which has heretofore been issued, or is authorized under existing laws. The amount of cash which will be hereafter received on purchases made either for the timber or cultivation will pay but a small proportion of the expenses of our land system.

The extensive mineral lands belonging to the United States, although containing inexhaustible mines of wealth, have heretofore been wholly unproductive as a source of revenue. The products of these mines have increased the wealth and prosperity of the country, but the direct profits upon their production have been enjoyed exclusively by those who have been engaged in mining them. It has become a grave question, to be determined by Congress, whether this policy shall be longer continued, or whether these vast mines of wealth shall not be made available to aid in liquidating our national debt, so far as this may be done without injustice to the enterprising men who are working them. The great auriferous region of the United States, on the western portion of the continent, extends from 31° 30' north latitude to the 49°, and from 100° of longitude to the Pacific ocean, embracing portions of Dakota, Nebraska, Colorado, New Mexico, Arizona, Utah, Nevada, California, Oregon, and Washington, and covering an area of more than a million square miles.

This vast region is traversed by extensive ranges of mountains, which are literally stocked with minerals, gold and silver being interspersed in profusion, and daily brought to light by new discoveries. The precious metals are found imbedded in mountains and in rich washings, marking the pathways of rivers and floods. The silver mines of Nevada and New Mexico promise a production greater than that of any other portion of the world. The discoveries of gold in the Colorado or southern portion of California, and in the region stretching thence up to and north of the Salmon river, in the Territory of Washington, are stimulating the mining enterprise of that region beyond all former precedent.

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Before the discovery of the gold of California the annual production of gold in all parts of the world did not exceed an average of eighteen millions. The present annual production in California is estimated to average seventy millions. The Commissioner of the General Land Office, after extensive inquiry from all available sources of information, estimates the production of gold the present year from the whole region of country before described at one hundred millions. If an amount of labor relatively equal to that expended in California had been applied to the gold fields already known to exist outside of that State, it is believed that the production of this year, including that of California, would have exceeded four hundred millions.

Our rapidly increasing public debt demands a resort to every available source of revenue. The mineral lands of the public domain are the property of the whole people, and justice, as well as sound policy, requires that they should be used as a means of relieving them, to some extent, from the burdens of taxation.

Several modes have been suggested for making these lands productive to the government. The granting of leases by the government, the collection of a certain proportion of the proceeds of the mines, and the absolute sale of the land, in small lots, have each been advocated. It has been estimated that at least \$500,000,000 could be realized by the sale of them in one-acre lots, after granting to those who are now engaged in mining a clear title, without cost, to the lands they occupy. It will be for Congress to determine which, if either of these systems shall be adopted.

It is due to those who are now engaged in mining that their interests, and the capital they have invested, should receive a proper degree of protection.

I invite attention to the able report of the Commissioner of the General Land Office upon this subject, and the information which, with much labor, he has collected in relation to the mineral lands.

Coal.—Besides the precious metals which exist in such large quantities, extensive coal fields have been discovered, many of which are accessible by navigable streams. Our vessels in the Pacific are now supplied with coal purchased in Pennsylvania and shipped to San Francisco and other points on the Pacific coast. The cost of the coal, with the freight and expense of loading and unloading at those points, amounts to nearly, if not quite, twenty dollars per ton. While the government is paying so large a price for coal, extensive coal mines are found to exist on the public lands within forty miles of San Francisco, and within five miles of the Joaquin river, which is navigable with vessels of a large class.

These mines are styled the "Mount Diablo coal mines." It is represented that the principal vein is located about one mile east from Mount Diablo, in a low range of hills; thence, running east, six miles; thence, with the course of the hills, due south, twelve miles. As far as prospected, the vein appears to be about five feet in thickness. The coal is being taken out in large quantities, and is readily sold at twelve dollars per ton.

From these mines the vessels of the United States in the Pacific can be fully supplied with coal at the cost of mining and transporting it to San Francisco. It is hoped that the attention of Congress will be early given to this subject, and that such legislation will be adopted as will secure an ample supply for the use of the government, and a fair compensation for the coal which may be taken for private use.

PUBLIC LANDS OF TEXAS.

By the joint resolution of March 1, 1845, annexing Texas to the United States, the State was allowed to retain her public lands as a fund to pay her debts. Notwithstanding the express stipulation in that resolution, that the United States should in no event assume the payment of any portion of the debts of Texas, the demands of her creditors were persistently pressed upon Congress, upon various pretexts, until Congress, by the act of September 9, 1850, agreed to pay the sum of \$10,000,000, which was subsequently paid.

The liberality of the United States has met with no other return than treason and insurrection, and the robbery of the property for which the government had paid a full consideration. The consideration was paid, too, after an express stipulation in the compact of annexation, that the property should be ceded to the United States without any other consideration than the privilege of being admitted as one of the States of the confederacy.

A large portion of the public lands of Texas remains unsold. It is estimated that the quantity is equal to 100,000,000 of acres. They are among the best agricultural lands of the State. These lands are a proper subject of confiscation. The people of the State, by their treason, have forfeited all right to them. In no State has treason been more rampant and defiant, more cruel and bloody, than in Texas. In no State have loyal citizens been persecuted with more rancor and hatred than there. These lands being the property of the whole people of Texas, cannot be reached, as the property of individuals, under the several acts of Congress for the suppression of the rebellion, but may be confiscated to the United States by an act of Congress.

It is recommended that an act shall be passed, declaring the public lands of Texas forfeited to the United States, and placing them under the operation of the homestead law. They will then be settled by a loyal and industrious population, which will rapidly develop the great natural resources of the State, and furnish a guarantee against treason in the future.

INDIAN AFFAIRS.

The administration of the business of the Indian bureau has been attended with unusual difficulties during the past year. Most of the Indian tribes with which treaties have been made (excepting the tribes in Kansas) have manifested a restless and turbulent spirit, developed, in many instances, into open hostilities.

The Indian country south of Kansas, inhabited by the Cherokees,

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Chickasaws, Choctaws, and Seminoles, was occupied by the insurgents very soon after the commencement of the war. The Indians, overawed by a strong military force in their midst, and seeing no prospect of aid or protection from the troops of the United States, renounced their allegiance to the federal government, and made treaties with the insurgent government. By those treaties that government agreed to pay them the same amount of annuities which they had previously received from the United States, and there is good reason to believe that one or more of the instalments have been paid. A large number of the Indians were organized into regiments and placed in the insurgent army. A portion of them, who refused to participate in this insurrectionary movement, attempted to resist it by force, but after two or three engagements were driven from the country.

About seven thousand, including women and children, fled to Kansas. They were driven out during the last winter, and having no shelter to protect them from the weather, and being very indifferently supplied with clothing, they were exposed to extreme suffering, and many of them perished from cold. They were destitute of food, and must have died from starvation if subsistence had not been furnished to them by the Indian bureau. During the last spring three regiments of the refugee Indians were organized under the directions of the War Department, with the expectation that they would be sent to the Indian country, and be aided by such additional forces as would be sufficient to protect them in their homes. They have since been detailed for military duties in some other portion of the country. In the meantime the women and children still remain in Kansas, and are subsisted from the annuities due to the insurrectionary tribes, under treaty stipulations.

The principal chief of the Cherokees has visited Washington for the purpose of endeavoring to restore the former relation of the nation to the United States. He insists that they have been guilty of no voluntary disloyalty, and that what they have done they did under the pressure of superior force, which they were unable to resist. The future relations of these tribes to the government should be determined by Congress.

In the month of August last the Sioux Indians in Minnesota most unexpectedly commenced hostilities against the white settlers in their vicinity, and prosecuted them with a degree of cruelty and barbarity scarcely paralleled by any acts of Indian warfare since the first settlement of this country. Men, women, and helpless children were indiscriminately slaughtered. Women were violated in the presence of their husbands and parents, and subsequently murdered; houses were burned, and every species of property destroyed or stolen. A large extent of country, in an advanced stage of improvement, was rendered utterly desolate. It is estimated that the number of lives destroyed by the savages is not less than 800. This outbreak was so sudden and unexpected that the settlers were taken by surprise, and were found without the means of resistance or defence. No effectual check could be given to the Indians until a force of two thousand men, under

the command of General H. H. Sibley, was sent from St. Paul, the capital of the State. The Indians were defeated by General Sibley, in two or three engagements, and finally dispersed.

The Sioux Indians are connected with kindred tribes, extending from the Mississippi river, and bordering upon the British possessions, to the Rocky mountains. The various tribes, united, can bring into the field ten thousand warriors. They are supplied with arms and ammunition to a considerable extent. They have it in their power to inflict great injury upon the white settlements throughout that whole region; and, without the presence of a large military force, may entirely destroy them. Their proximity to the British possessions would enable them to escape pursuit by crossing the line, where our troops could not follow them.

The press has announced that the Indian war is ended. It is true that active warfare, in the field, has ceased, and the Indians are unable to resist the organized troops of the government; but they have it in their power to break up all the white settlements and depopulate an extensive region of country, unless a large military force shall be kept there.

The causes of the Indian hostilities in Minnesota have been a subject of much discussion. After a careful examination of all the data which the Indian bureau has been able to obtain, bearing upon the causes which produced the immediate outbreak, I am satisfied that the chief cause is to be found in the insurrection of the southern States.

On the 29th of August, 1862, honorable J. R. Giddings, United States consul general in Canada, addressed a letter to the Secretary of State, in which he said: "There is little doubt that the recent outbreak of the Chippewa Indians in the northwest has resulted from the efforts of secession agents, operating through Canadian Indians and fur traders. To what extent citizens of Canada are involved I am unable to say."

This statement is confirmed by information obtained from other sources.

As early as the 5th of August last, the superintendent of Indian affairs in Utah wrote to the Commissioner of Indian Affairs that several prominent chiefs were endeavoring to effect a general rising of the tribes in that region, to exterminate the white settlers.

On the 26th of August the agent of the overland mail company telegraphed the Postmaster General that "general war with nearly all the tribes of Indians east of the Missouri river is close at hand."

The evidence of a general hostile disposition on the part of the Indians was so strong that this department considered it proper to instruct the Commissioner of Indian Affairs to publish an advertisement, warning the public of the dangers likely to be encountered on the overland route to the Pacific.

Rev. P. J. De Smet, an intelligent Catholic priest, in a letter to the Commissioner of Indian Affairs, dated September 5th, stated: "Whilst in the upper plains of the Missouri river last June and July, at Fort Barthold, among the Gros Ventres, the Ricarees and Man-

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dans, at Fort Union, among the Assinaboines, and at Fort Benton among the Blackfeet Indians, I heard it frequently stated by American traders that the Indians of the plains had been greatly tampered with by the English traders along the boundary line, and expected to assist them in the then expected war between Great Britain and the United States. This excitement took place when the news reached the upper country of the difficulties created between the two countries by the arrest of Slidell and Mason. A great number of Indians of the various tribes had been induced to come and trade their furs on the British side of the line, and were promised that they would be provided, in due time, with all that was necessary to expel the Americans from their Indian country."

It is alleged by persons who were present at the attack upon Fort Ridgely by the Sioux that orders were heard distinctly given in English, and repeated in the Sioux language. The movements and attacks of the Indians, it is said, indicated the presence and guidance of persons familiar with the mode of civilized warfare.

For some time previous to the commencement of hostilities emissaries were sent through the several tribes, with the wampum, to incite them to a general attack upon the white settlements. It is a significant fact that United States soldiers, who were made prisoners by the confederate forces, were compelled to sign a parole, containing a stipulation that they should not engage in service against Indians.

Many of the Indians were dissatisfied with the treaties by which they had agreed to part with their lands. They complained that they had been deprived of their hunting grounds and of the means of subsistence. They also complained of alleged frauds on the part of Indian agents and traders, some of which may have been well founded, but many were doubtless groundless. These complaints were aggravated and increased by insidious and false representations made by traders whose licenses had been revoked, and who were smarting under the deprivation of the profits they had been accustomed to make from their traffic with the Indians. These causes combined had for some time tended to produce a spirit of discontent and insubordination in the Indians.

The representation through southern emissaries that the troops of the United States had been defeated in several battles, and that the government of the United States was destroyed and would be unable to resist them, suggested the time as favorable for an effort to recover their lands and to gratify their desire for vengeance upon the whites.

But although the Indians had been for a long time harboring hostile designs, and providing arms and ammunition, the settlers in their vicinity, unsuspecting of danger, had made no provision for defence, and were wholly unprepared for the attack. It is alleged that the onslaught upon the whites was precipitated earlier than was intended, by a sudden raid of a band of four Sioux. These men in roaming through the country obtained some whiskey from a white man, and, becoming intoxicated, engaged in a controversy about their comparative bravery, when they agreed that the one who should first kill a

white man should be regarded as the bravest. They soon afterwards attacked and killed several white men whom they met. They then fled to their village and reported what had occurred. Little Crow, the principal chief, and his band, expecting retaliation by the whites for this outrage, determined immediately to commence the attack they had long been contemplating.

The next morning, from two hundred and fifty to three hundred Indians, headed by Little Crow, proceeded to the agency and engaged in an indiscriminate slaughter of all the whites they could find. They continued their attacks upon the white settlements with the utmost ferocity, until they were defeated by the forces under the command of General Sibley.

The Chippewas, although they have committed no hostilities beyond the plunder and destruction of some property, have for some time past manifested a spirit of discontent, and assumed a threatening attitude. Charges of fraud were made by the chiefs against the United States agent for the tribe. Steps have been taken to investigate these charges, and ascertain whether they are well-founded. Very soon after the commencement of hostilities, the agent left the reservation greatly excited and alarmed, and committed suicide.

The Winnebagoes have been charged with manifesting hostile intentions. It is alleged that some of their tribe were found in arms with the Sioux, but no evidence has been discovered calculated to implicate the tribe. The most of them have remained quietly on their reservation during the war.

The condition of affairs produced by these Indian hostilities demands of Congress prompt legislation. The people of Minnesota have suffered irreparable injuries. Large settlements have been depopulated, and numerous families have been destroyed. The loss of life is beyond the power of Congress to compensate. The destruction of property has been very great, and the sufferers are entitled to indemnity, at least to the extent of the property held by the government in trust for the tribe. No examination has yet been made from which the extent of the pecuniary loss can be ascertained. The mode and measure of indemnity must be determined by Congress.

But the people of Minnesota ask not only indemnity for the destruction of their property, but they insist upon guarantees of future protection. This, they think, can be obtained only by the removal of the Indians to some point so remote from the settlements as to preclude the possibility of another attack. No promises of forbearance and future good conduct on the part of the Indians can allay their fears. It is apparent that while they remain in the vicinity of the settlements they have desolated those settlements cannot be re-peopled. The treachery and cruelty of the recent attack upon a confiding and unsuspecting people, involving helpless women and children in indiscriminate slaughter, forbids the indulgence of confidence in the future.

It may well be questioned whether the government has not adopted a mistaken policy in regarding the Indian tribes as quasi-independent nations, and making treaties with them for the purchase of the lands

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they claim to own. They have none of the elements of nationality; they are within the limits of the recognized authority of the United States and must be subject to its control. The rapid progress of civilization upon this continent will not permit the lands which are required for cultivation to be surrendered to savage tribes for hunting grounds. Indeed, whatever may be the theory, the government has always demanded the removal of the Indians when their lands were required for agricultural purposes by advancing settlements. Although the consent of the Indians has been obtained in the form of treaties, it is well known that they have yielded to a necessity which they could not resist.

The admission of their right to the lands and of the necessity of their consent to a cession has given them a feeling of independence, and fostered a desire for vengeance for every supposed violation of their rights. They are exacting in their demands for the fulfilment of treaty stipulations, as they construe them, or as they are interpreted by dishonest and designing persons, who are interested in fomenting their discontents, and they seek revenge upon the government for real or imaginary wrongs by the slaughter of women and children.

The duty of the government to protect the Indians and prevent their suffering for the want of the necessities of life should be fully recognized. They should be taught to earn their subsistence by labor, and be instructed in the cultivation of the soil. The government should designate the place where they shall reside and afford them protection in the lands which are assigned to them for a home, and furnish them with such aid as, with the fruits of their own labor, will afford them an adequate support. They should be taught to rely on the cultivation of the soil for a subsistence, and that they can become independent only through their industry.

Kansas Indians.—The people of Kansas are very earnest in the expression of their wishes for the transfer of the Indian tribes within that State to the Indian country on the south.

The presence of Indians in such great numbers, occupying a large portion of the best lands of the State, retards the progress of the State in population and improvement. The close proximity of the Indians to the white settlements affords facilities for illegal intercourse and traffic which it is found impossible to prevent entirely. As a consequence, the Indians are encouraged in habits of idleness and dissipation, and are despoiled of their money and property. Their removal would undoubtedly result in advantage to both races.

It is not proposed to compel them to remove against their wishes. A large portion of them have expressed a desire to be removed to the Indian country south, and it is believed that the several tribes will readily enter into treaties for the removal of those who desire to be transferred. Portions of the different tribes have made such progress in civilization that they can now cultivate their lands and earn their subsistence. These would remain and become citizens of the State and subject to its laws.

While the people of Kansas and the Indians would be benefited

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by this change, it would result in benefit to the government, by diminishing the expenses now annually incurred. Instead of employing one agent for each of the tribes, one competent agent could supervise the business of all of them. That portion of the lands now held by the Indians in Kansas, which may be rightfully claimed by those who will be willing to remove, may be sold for a larger sum than will be required to purchase all the lands they will need in the Indian country.

California Indians.—A provision in one of the appropriation bills of the last session of Congress directed an inquiry into the expediency of reducing the Indian reservations in that State to two, to designate the proper places for them, and the probable cost and the value of the present reservations; also in what manner the expenses of the Indian department in that State can be diminished.

The time which has elapsed since the adjournment of Congress has been too brief to enable the department to obtain the information required; and I can only present at this time some general suggestions.

There are now two superintendents in California, one having charge of the Indians in the northern and the other of those in the southern part of the State. Both keep their offices at San Francisco. I am unable to perceive any advantage from this system of double superintendencies in a single State. By placing the supervision of all the Indians in the State in the control of one superintendent, the salary of one of them, with the expense of clerks and other employes, office rent, &c., may be saved, while a uniform system of management, under one controlling head, would be calculated to lessen the expenses of the general administration throughout the State.

No treaties have been made with any of the tribes in California. The government has assigned to them reservations, and made appropriations to aid in their support. It is expedient, in my judgment, to continue this policy.

The superintendent of the northern district reports to the commissioner that there is no one available location in that district of sufficient extent to afford a home to all the Indians. He recommends the sale of the present reservations and the purchase of two others. No report has been received from the superintendent of the southern district in relation to the subjects referred to in the act of Congress. I do not entertain a doubt that a system for the government and support of the Indians in California may be adopted, which will diminish the present expenses, while the Indians will be greatly benefitted. The length of time required for the transmission of the mails has made it impossible to obtain such information as is necessary to present the necessary details at the present time.

The object can, in my judgment, be best accomplished by the appointment of a board of commissioners, to consist of three persons, who shall make a personal examination of the country, and select suitable locations for the residence of the Indians, and have authority to purchase such claims or individual rights as may interfere with their occupation.

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Considerable difficulty has been created in Colorado and Washington with the tribes in those Territories by the great increase of immigration, attracted by newly discovered gold mines. The Indians claim that the land belongs to them, while the miners, in search of new veins, are disposed to pay but little respect to their claims. A sufficient extent of country should be assigned to the Indians, and they should be protected in its enjoyment.

I am fully convinced that many serious difficulties grow out of the practice of permitting traders to sell goods and other property to the Indians on credit. The profits which are made by the traders might be saved for the Indians. It seems to me expedient for Congress to provide by law for the purchase of such goods, agricultural implements, stock, and other articles as the Indians need, to be paid for from the sums provided by treaties to be paid to the Indians. These should be placed in charge of a storekeeper, under the control of the agent, and should be delivered to the Indians as their necessities may require, charging them only their cost and transportation. All contracts with them should be prohibited, and all promises or obligations made by them should be declared void. A radical change in the mode of treatment of the Indians should, in my judgment, be adopted. Instead of being treated as independent nations they should be regarded as wards of the government, entitled to its fostering care and protection. Suitable districts of country should be assigned to them for their homes, and the government should supply them, through its own agents, with such articles as they use, until they can be instructed to earn their subsistence by their labor.

PATENT OFFICE.

The business of this bureau has exhibited increased activity the past year. During the year from October 1, 1861, to September 30, 1862, there were received 5,302 applications for patents, of which 3,522 were granted. In the same time 811 caveats were filed, and 29 applications for extensions were received, of which 18 were granted. Seven hundred patents remain in the office awaiting the payment of the fee which is due on delivery. The law specifies no time within which patents must be taken from the office. This causes a large accumulation for an indefinite period. The law should be amended in such manner as to require the applicants to take the patents and pay the fees within a specified time; or, upon failure to do so, to forfeit their right to the patent, as well as the fees paid.

The balance in the treasury to the credit of the patent fund on the 1st of October, 1861, was \$16,750 27. From that date until October 1, 1862, there were received in payment of patent fees \$163,405 34; appropriated by Congress, \$50,855 49. During the same period there was expended \$182,853 89, leaving to the credit of the patent fund on the 1st of October, 1862, \$48,157 21.

The large model rooms of the Patent Office have been for some time past occupied as a hospital for sick and wounded soldiers. They are admirably adapted to the purpose, being very commodious and

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well ventilated. They contain at this time over 800 patients. The use of these rooms for hospital purposes has been the cause of much inconvenience to the Patent Office, and to every other bureau in the department. This inconvenience has, however, been cheerfully submitted to, in view of the benefits conferred upon the suffering soldiers.

The Commissioner has asked for an appropriation for putting up model cases in the north wing, and for additional improvements in the large hall in the south wing. These improvements are demanded by the increasing business of the office, and the application of the Commissioner is commended to the favorable consideration of Congress.

A balance of \$5,720 04 has been found due to Henry S. Davis for the erection of model cases in the west wing.

The balance of appropriation made for that object, and which was sufficient to meet this demand, was carried to the surplus fund, and cannot, therefore, be now applied. An appropriation to meet the claim, which is justly due, is respectfully recommended.

PENSIONS.

The report of the Commissioner of Pensions presents in detail the operations of the Pension bureau during the past year.

The number of pensioners of every class in the loyal States on the 30th June, 1862, was 8,159, requiring the sum of \$752,711 71 to pay their pensions. The amount actually paid the past year, including expenses of agencies and arrears of pensions, was \$782,161 41.

It is ascertained, from the latest information, that there were 2,073 pensioners in the disloyal States, whose pensions amounted to \$168,364 98. The entire amount of pensions paid in those States, in 1861, accounted for, was \$8,223 35.

At the close of the last fiscal year there remained in the hands of pension agents in the disloyal States \$23,627 56. Of this sum \$15,535 29 have been properly accounted for at different points taken and held by the federal forces at which pension agencies were located.

An examination of the statistics furnished by the records of the Pension Office shows a decrease in the number of pensioners, since 1861, of 477. The aggregate payments in that year to pensioners was \$1,072,461 55. For the present year the amount due to pensioners is \$790,384 76, being \$282,077 79 less than was paid the previous year.

The number of bounty-land warrants issued in 1861 was 5,341, granting 834,720 acres. For the present year but 1,636 warrants were issued, granting 257,860 acres, being a decrease of 3,705 warrants, and of 576,860 acres of land.

Since the adoption of the Constitution there have been granted for naval and military services 65,801,862 acres of the public domain, which, if estimated at \$1 25 per acre, amounts to \$82,257,327 50; and the aggregate amount of money expended by the government in the payment of army and navy pensions, since its organization, is ascertained to be \$90,668,521 06.

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The general pension act passed by Congress at its last session, and approved on the 14th July, 1862, has largely increased the business of the Pension Office, and will add materially to the expenditures on behalf of the pension list. The law embraces in its terms every branch of the military and naval service of the United States since the 4th March, 1861, and humanely provides for two classes of pensioners hitherto not recognized, viz: mothers and sisters, dependent for support upon officers or soldiers, and the pensions to disabled seamen, and to widows and minor children of persons in both the army and navy, are increased.

The Commissioner states that "these facts, in addition to the consideration of the great numbers now employed in the army and navy, have led to apprehensions, in some quarters, of an extravagant, if not insupportable, annual burden resulting from this law, in itself certainly no more liberal than simple justice demands towards the armed defenders of the country in this day of trial. From a careful examination of the data upon which estimates may be based, it is my conviction—always supposing the results of the war to be commensurate with what may reasonably be expected from the means employed—that the total annual sum required to carry out this law will in no year exceed \$7,000,000."

The number of applications for army invalid pensions under this act was, to November 15, 4,411. The number of applications of widows (army) under this law to the same date was 5,161; of mothers, 901; of minor children, 20; and of sisters, 10.

In the navy branch there were filed previous to November 15, 163 applications for invalid pensions, 115 for widows, 20 for mothers, and 3 in behalf of minor children. Making the total number of applications growing out of the present war 10,804.

The eighth section of the pension act of July 14, 1862, made it the duty of the Commissioner of Pensions to designate physicians and surgeons to make biennial examinations of pensioners, as required by the act of March 3, 1859, and also to examine applicants for invalid pensions under the late act. In the performance of this duty the Commissioner has selected persons in the various States with reference to their professional skill and integrity of character. It is believed that the benefits designed by this provision of the law will be fully realized, and the greatly augmented labors imposed upon the Pension bureau will be performed with little difficulty if the zealous co-operation of these officers is obtained.

The act of July 14, 1862, authorizing the appointment of a special agent of the Pension Office to assist in the detection of frauds against the pension laws, omitted to make appropriation to defray the expenses incident to the service required by the law, and I have therefore submitted an estimate of the amount that will be necessary for that purpose.

The Commissioner alludes to "certain erroneous impressions which have prevailed in some quarters" of the existence of obstacles in the way of the ready transaction of business in the prosecution of just claims for pensions; and that officer clearly explains, for the informa-

tion of all parties, the forms prescribed for the convenience of applicants under the various pension laws, and shows that any one of ordinary intelligence can, by following the instructions of the bureau, secure the admission of his claim without difficulty.

Considerable difficulty has been experienced in prescribing a mode of authenticating pension claims, which shall be sufficiently liberal to claimants, and at the same time protect the government against frauds.

To require all applications to be authenticated before a court of record causes much trouble, and, in many cases, unreasonable expense to the applicants. If the authentication before any person authorized to administer oaths shall be admitted as sufficient, experience has demonstrated that the government is exposed to gross frauds. Large sums have been obtained from the treasury upon fraudulent certificates of justices of the peace and notaries.

To remedy these evils, it is recommended that the department be authorized to appoint pension commissioners, who shall be authorized to receive applications, administer the necessary oaths, and certify the papers to the Pension Office, under proper regulations. The commissioners should receive from the applicants reasonable fees for their services, and the pension certificates should be forwarded to them to be delivered to the pensioners. A commissioner may be appointed in each county where it is probable any applicants for pensions reside.

The adoption of a system like this would protect applicants for pensions from the unjust charges which, in many cases, are now made by agents and attorneys.

The attention of Congress is invited to the accompanying able report of the Commissioner of Pensions.

THE EIGHTH CENSUS.

In my last annual report I stated that the taking of the census had been completed, and that the returns were being tabulated as fast as circumstances would admit. Since that period I communicated to Congress, at the last session, a report of the Superintendent, which embraced a narrative account of the progress and condition of our population, agriculture, manufactures, internal improvements, banking institutions, &c., &c., illustrative of the tabular statements which accompanied the report, and of others not ready for publication.

In pursuance of resolutions of the two houses of Congress, respectively, this report has been printed, and appears to have been favorably received. The work in its now detailed form is being prepared with all the rapidity consistent with correctness, and it will devolve upon Congress to direct its publication in such manner as to insure its greatest utility. Much of the work is now ready for the press, and no pains will be spared to have the whole completed at the earliest moment possible.

In the present condition of the country it is difficult to state what sum may be required to complete payments to the marshals and as-

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sistants, or such of them as should be compensated, and to complete the work. There remains due and unpaid to marshals and assistants the sum of \$223,980, being for the most part due officers in the insurrectionary States, and which was withheld on account of the known disloyalty of some, the uncertainty which existed respecting others, and the impossibility of obtaining the information necessary to enable the Superintendent to arrive at satisfactory conclusions.

The expenses of compiling the census have been increased by the demands which have been made by other departments for clerical assistance, and the calls for information by Congress and the departments, which have, at times, necessarily diverted many clerks on the census from their ordinary duties. While the law of February 22, 1862, makes this office, in a measure, subordinate to the War Department, for which it has performed much service, it has seen proper to assign a portion of its clerks, in moments of pressure, to other branches of government. For these reasons, and on account of the great increase of population and number of farms, enlarged area, multiplied manufactures, and augmentation of numerous other interests, all involving increased expenditure under the law, it will be necessary to make some additional appropriation to complete the compilation of the census, and I respectfully suggest the sum of \$50,000 as requisite for that purpose, leaving it to Congress hereafter to provide for the claims of the census takers in the insurrectionary States.

On this service, at the present time, one hundred and ten persons are employed, including clerks, laborers, messengers, and watchmen.

The appropriations heretofore made to this service	
amount to.....	\$1,627,000 00
Of which there has been paid to mar-	
shals and their assistants.....	\$1,064,432 03
For clerk hire and contingencies ...	422,934 20
	<hr/> 1,487,366 23
Leaving unexpended on the 30th September.....	<hr/> 139,633 77 <hr/>

I have heretofore recommended the establishment of a bureau of statistics in connexion with this office, and the experience of each year confirms my opinion of the propriety of such a measure.

AFRICAN SLAVE TRADE.

Continued efforts have been made, with much success, during the past year to suppress the African slave trade. Several convictions have been obtained of prominent persons engaged in fitting out vessels for this traffic, and the lesson has been impressively taught that it cannot longer be prosecuted with impunity.

The recent treaty made with Great Britain for the suppression of the slave trade will do much to accomplish the object desired.

The unexpended balance of the appropriation for the suppression

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of the slave trade made two years ago, will be sufficient to meet any ordinary expenditures during the next fiscal year, and no additional appropriation is recommended.

UNITED STATES COURTS.

The expenses of the United States courts during the fiscal year ending June 30, 1862, were \$523,662 02, being \$204,337 59 less than the expenses of the previous year.

The expenses of the several districts were as follows:

California, northern district.....	\$13,610 08
California, southern district.....	1,381 66
Colorado Territory.....	19,418 09
Connecticut.....	3,721 70
Columbia, District of, (including expenses of Supreme Court,).....	67,135 30
Delaware.....	404 62
Florida, southern district.....	1,616 65
Illinois, northern district.....	15,343 50
Illinois, southern district.....	21,563 21
Indiana.....	9,164 74
Iowa.....	10,471 09
Kansas.....	12,860 81
Kentucky.....	4,854 05
Maine.....	9,682 58
Maryland.....	26,901 67
Massachusetts.....	36,417 87
Michigan.....	18,256 16
Minnesota.....	6,200 47
Missouri, eastern district.....	18,684 06
Nebraska Territory.....	8,104 70
New Hampshire.....	1,975 78
New Jersey.....	5,125 11
New York, northern district.....	44,406 70
New York, southern district.....	66,238 47
Ohio, northern district.....	8,949 30
Ohio, southern district.....	15,912 56
Pennsylvania, eastern district.....	20,194 46
Pennsylvania, western district.....	16,019 94
Rhode Island.....	8,871 71
Vermont.....	1,298 31
Virginia, western district.....	21,991 43
Washington Territory.....	733 11
Wisconsin.....	6,016 13
Making a total of.....	<u>523,662 02</u>

The principal cause of the decrease of expenses is the suspension of the courts in the insurrectionary States.

It has been the practice heretofore in many of the districts to sum-

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mon a much larger number of jurors than was necessary to transact the business. Congress has provided the mode of selecting jurors, but has placed no limit upon the number.

In order to lessen the unnecessary expenses thus created, an order was issued by this department, directing the marshals to limit their estimates for jurors to eighteen grand and twenty-four petit jurors, which are believed to be sufficient for the transaction of the ordinary business of the courts.

The marshals in most of the districts have readily conformed to this order, and a large saving of expense has been the result. In a few of the districts the courts have denied the power of the department to limit the number of jurors, and have instructed the marshals to summon a larger number than the regulation contemplates.

There is a constant tendency to increase the expenses of the courts, which can only be checked by vigilance on the part of those upon whom the law has devolved the duty of auditing the accounts. An unlimited power to summon jurors is subject to abuse, and should not be allowed to exist. To remedy the evil, it is recommended that Congress shall limit the number to be summoned to attend any term of the court to eighteen grand and twenty-four petit jurors, unless the Secretary of the Interior shall, upon the application of the district attorney, for special reasons, authorize a larger number.

A saving in the expense of keeping prisoners convicted of a violation of the laws of the United States may be made by conferring upon the Secretary of the Interior the power to designate the prisons in which they shall be confined. Under the existing law the court is required to sentence prisoners to confinement in the State penitentiary of the district in which the conviction occurs. No limitation is placed upon the prices to be paid for subsistence, and the government is compelled to pay whatever the officers of the prison may see proper to charge. In many of the States there are prisons controlled by cities or counties in every respect equal to the State penitentiaries, and in which the prisoners are profitably employed in mechanical labor. If the power should be given to the Secretary of the Interior to contract for the keeping of United States prisoners in any suitable prison in the State, competition would be excited, and a large reduction would be made of the present rates of subsistence.

A large expense for keeping prisoners is created in the Territories from the want of suitable prisons. Guards are employed to prevent their escape, and frequently as much as four dollars a day is paid for guarding a single prisoner during the whole term of his imprisonment. This expense may be obviated by authorizing the Secretary of the Interior to direct that United States prisoners convicted in a Territory in which there is no suitable prison be sent for confinement to a penitentiary in one of the nearest States.

During the last session of Congress there was considerable discussion upon the propriety of changing the law fixing the compensation of district attorneys. As the question was not finally disposed of, I have deemed it proper to present a statement of the compensation received from the government by those officers during the fiscal year

ending June 30, 1862, as far as the same can be shown by the record of the settlement of their accounts:

California, northern district, the compensation of the district attorney for the last half of 1861 was	\$1,870 00
No settlement has been made for the first half of 1862, but, supposing his fees to be equal to the preceding six months, his compensation for the year was	3,740 00
California, southern district, returned only from February 4, 1862, at \$1,050; whole amount estimated	2,500 00
Colorado	2,403 13
Connecticut	836 58
Columbia, District of, first half of 1862, \$2,275; last half estimated at same, making	4,550 00
Dakota Territory	569 49
Delaware, last half of 1861, \$130; estimated at same for first half of 1862	260 00
Florida, northern district	1,111 10
Illinois, northern district	2,055 00
Illinois, southern district	2,320 85
Indiana	1,934 00
Iowa	1,188 00
Kansas	1,807 33
Kentucky	589 80
Maine	2,673 00
Maryland	3,791 12
Massachusetts	4,740 40
Michigan	2,549 65
Minnesota	1,413 40
Missouri, eastern district, for last half of 1861, \$1,049 96; estimate same for first half of 1862	2,099 92
Missouri, western district	171 44
Nebraska Territory	760 00
Nevada Territory, last half of 1861, \$578; estimate same for first half of 1862	1,156 00
New Hampshire	444 51
New Jersey	929 20
New York, northern district, whole amount of fees, \$8,966 68, from which are paid assistants and office expenses, leaving	6,000 00
New York, southern district, gross fees, \$18,407 33. The attorney's salary is fixed by law at	6,000 00
Ohio, northern district	1,877 69
Ohio, southern district	2,320 91
Pennsylvania, eastern district, last half of 1861, \$1,761 26; estimate same for first half of 1862, making	3,523 52
Pennsylvania, western district	1,776 23
Rhode Island	879 00
Vermont	183 40
Virginia, western district	1,807 64
Washington Territory	2,043 00
Wisconsin	882 50

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The fee bill of 1853 allows to district attorneys in criminal suits tried by a jury a counsel fee not exceeding \$30 where conviction is had. No provision is made for the allowance of a similar fee in civil cases, and it is recommended that the law be so amended as to authorize such allowance to be made upon a certificate of the judge before whom the cause is tried. Civil cases frequently consume several days in the trials, and no compensation is allowed to the district attorney under existing laws except a docket fee of \$20.

PUBLIC BUILDINGS.

The report of the Commissioner of Public Buildings exhibits, in detail, the condition of the buildings and grounds under his charge.

The large number of sick and wounded soldiers demanding attention at this point rendered it necessary, in the judgment of the Surgeon General, to occupy the Capitol as a hospital during a portion of the time since the adjournment of Congress, and it was taken possession of for that purpose by order of the War Department.

More than the ordinary expenditures for cleaning and repairs have been rendered necessary by this occupation of the building.

The outside painting of the old Capitol, authorized by Congress at its last session, has been completed, and has greatly improved its appearance. The army bakery which had been erected in the basement has been removed.

Any appropriation of the Capitol to military uses must necessarily cause injury to the building and defacement of the expensive decorations by which it is ornamented. I respectfully suggest that Congress should provide by law against its future occupation for any other than the purposes for which it was erected.

The Long Bridge over the Potomac river has been used as a railroad bridge during the past year, and has been kept in repair by the War Department at a very great expense. The structure is too weak to sustain the weight of heavy trains, and has several times given way under their pressure. The ordinary travel over the bridge has been entirely suspended by a recent order of the War Department, to the great inconvenience of the community.

To obviate these difficulties, the Alexandria, Washington, and Georgetown Railroad Company propose to construct a new bridge by the side of, and connected with, the present structure, to be occupied exclusively by the railroad track. The construction of such an additional bridge, while it would increase the capacity of the road to facilitate the transportation required by the government, would greatly promote the convenience of the public by leaving the old bridge open for ordinary travel.

It is desirable that Congress shall, as early as possible, authorize the company to construct the additional bridge proposed.

The road from the Navy Yard Bridge to the Insane Asylum needs additional repairs. The extensive injury to this road, caused by government transportation, has rendered necessary a larger expenditure than that authorized by Congress for the repair of this and another road leading from the bridge.

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A new jail and penitentiary are much needed. These may be constructed together at much less cost than would be required to construct them separately.

The northern portion of the Patent Office building remains unfinished. The estimated cost of completing it is \$60,000, and an appropriation for that purpose is recommended. This would complete the construction of the building.

CAPITOL EXTENSION AND THE NEW DOME.

By a joint resolution of Congress, approved April 16, 1862, this department was charged with the supervision of the Capitol extension and the erection of the new dome. The prosecution of these works had been suspended since the 15th of May, 1861. The joint resolution provided that no money theretofore appropriated should be expended on the Capitol, except so much as was necessary to protect the building from injury by the elements and to complete the dome.

To carry out the intention of Congress, it was deemed advisable to prosecute the work on the two eastern entrances of the Capitol extension, for the purpose of affording, at as early a day as possible, permanent protection to the eastern front, and the extensive foundations that had been laid for the steps and cheek blocks; to complete the porticoes of the connecting corridors, so that the roofing might be speedily finished, and thus remove a prolific source of deterioration to the building; to afford such temporary protection to the upper surfaces of the exposed walls of the building as might be found to be expedient, in view of the length of time that would necessarily elapse before the work could be completed, and to finish the granite steps of the basement.

The work has been steadily prosecuted in accordance with this plan. The porticoes of the two eastern corridors have been finished, and it is expected that those on the western front will be completed and the roof laid over them before the close of the season. The massive entrances to the eastern porticoes are more than half completed; the steps of the western arcades are finished, and the temporary protection to the exposed walls of the building, recommended by the architect, has been afforded.

The amount of available appropriation, when the work was resumed under the supervision of this department, was \$356,107 24. Of this there has been expended, up to October 31, 1862, \$99,099 09, leaving an unexpended balance of \$257,008 15. This sum will be sufficient to continue the work until the close of the present fiscal year. An appropriation of \$500,000 will be necessary for the next fiscal year.

The aggregate amount of all the appropriations made for the Capitol extension is \$6,283,621 74. It is estimated by the architect that additional appropriations, to the amount of \$600,000, will be required to complete the work. This will make the entire cost of the Capitol extension, when completed, \$6,883,621 74.

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NEW DOME.

The work on the new iron dome has progressed with great rapidity. The principal frame of the structure is now completed; the ribs of the cupola have been put in place, and the workmen are engaged in setting the plates which constitute the outer covering, all of which will be finished before the close of the year. This will leave nothing to be done to complete the exterior but the construction of the tholus, or lantern, upon the top of which is to be placed the statue of Freedom, which is intended as the crowning feature of the dome, and the placing of the ornaments on the upper windows and around the spring of the cupola.

The present height of the iron work above the basement floor of the Capitol is 215 feet, and the height of the portion yet to be constructed, including the crowning statue, is 71 feet 3 inches, making the entire elevation, when completed, 286 feet 3 inches.

The original estimate of the cost of the dome was \$945,000. The whole amount appropriated by Congress, up to the present time, is \$700,000. The expenditures, from the commencement of the work to the suspension, in May, 1861, were \$561,140 79, and since the resumption of the work, under the supervision of this department, to October 31, 1862, \$56,867 49, making an aggregate of \$618,008 28, leaving a balance of appropriation, at that date, of \$81,991 72.

It is estimated that an additional appropriation of \$200,000 will be necessary for the completion of the work. This will make the aggregate cost \$900,000, being \$45,000 less than the original estimate.

POTOMAC WATER WORKS.

On the 15th of July last the supervision of this work was transferred from the War Department to this department, under the authority of a joint resolution of Congress. The work was suspended in the spring of 1861, and was not resumed until after its transfer to this department. Since that time the work has been in progress, and it is estimated that it may be completed by the 1st of July, 1863,

The supply of water, at present, is obtained from Rock creek, and is found to be entirely inadequate to the demands of the public buildings and the wants of the citizens. During the extreme dry weather of the present fall it has been necessary to observe the strictest economy in the use of the water, and to suspend the high service supply of Georgetown. A full supply of water cannot be obtained until the connexion with the Potomac river shall be completed. When this shall be effected an abundant supply of pure and wholesome water will be furnished, sufficient to meet all the demands of the public buildings and the citizens of Washington and Georgetown, with any amount of population those cities are likely to acquire.

The aggregate amount of appropriations heretofore made for the work is \$2,900,000. There had been expended, previous to the transfer of the work to this department, \$2,675,832 53, leaving a

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balance of \$224,167 47. Of this sum there was expended, under the direction of this department, prior to October 1, 1862, \$9,215 80. The balance then remaining on hand of \$214,951 67 is estimated to be sufficient to complete the work, so far as to procure a full supply of water from the Potomac, sufficient to meet every requisition.

It is proposed by the engineer in charge of the work to construct a dam from the Maryland shore to Conn's island, in the middle of the river, omitting for the present the construction of that part of the dam embraced in the plan of General Meigs, which was designed to connect the island with the Virginia bank of the river. The dam on the Maryland side of the island, it is believed, will supply the conduit with sufficient water to meet the largest demands of the community for many years.

Should an additional supply be hereafter required it can be obtained by the construction of the dam on the other side of the island, according to the original plan. All the work, which will be done under the direction of W. R. Hutton, esq., the present engineer, will be in accordance with the plans of General Meigs, which have received the sanction of Congress.

An appropriation of \$10,000 will be required for superintendence and repairs of the aqueduct during the fiscal year ending June 30, 1864.

THE PUBLIC PRINTING.

The public printing during the last year has been much greater than during any preceding year. This increase has been occasioned not only by the unusual quantity ordered by Congress at the last session, but by the immense number of blanks required by the War and Navy Departments, and by the new bureau of Internal Revenue.

The government printing office has been managed with the utmost regard to economy practicable; and the cost of the printing to the government has been the pay of the workmen employed and the cost of the materials used, thus saving the large profits heretofore made by the public printer under the former system of doing the public work.

The report of the Superintendent of Public Printing, giving in detail the amount of printing done, will show that the interest of the government has been greatly promoted by the adoption of the present mode of executing it.

WASHINGTON AND GEORGETOWN RAILROAD.

This important work has been completed in a substantial manner, and is now in successful operation. The several branches of the road were completed and put in operation within the periods designated by Congress. The advantages anticipated from the construction of the road have been fully realized, and the large number of passengers with which the cars are daily thronged furnish ample evidence of their appreciation by the community. The railroad

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company is required to keep in repair eighteen feet of Pennsylvania avenue. The remainder of the street, relieved of the heavy omnibuses, when put in good order, can be kept in repair for much less than the amount heretofore expended for that purpose.

HOSPITAL FOR THE INSANE.

The duties devolved upon this institution have been discharged during the past year with great fidelity and success.

On the 30th of June, 1861, there were under treatment 180 patients—108 males and 72 females. During the year ending June 30, 1862, there have been admitted: from the army, 139; from the navy, 15; from civil life, 18 males and 12 females, and from the soldiers' home, 1—making a total of 185.

The number of patients discharged during the year was: recovered, 95 males and 8 females; improved, 15 males and 1 female; died, 24 males and 10 females—making a total of 153.

There remained in the institution June 30, 1862: from the army, 75; from the navy, 15; from civil life, 56 males and 65 females, and one from the soldiers' home—making a total of 212.

During the past year important improvements have been made for the introduction of water to the building, which have cost about \$3,000. The superintendent has completed these improvements from the ordinary funds, without asking any special appropriation.

The constantly increasing number of patients in this institution will require increased appropriations for their support. The benefits conferred upon that unfortunate class of the community who have such strong claims upon the sympathy and benevolence of the country, as well as the excellent management of the institution, should commend it to the favorable consideration of Congress.

For more specific information reference is made to the accompanying report of Dr. Nichols, the superintendent.

COLUMBIA INSTITUTION FOR THE DEAF AND DUMB AND THE BLIND.

The number of pupils in this institution on the 1st of July, 1861, was thirty-five. During the last fiscal year six were received and three withdrew, leaving, on the 1st of July, 1862, thirty-eight.

The new building, for which an appropriation was made by Congress at its last session, is now rapidly approaching completion. The directors request an appropriation to furnish the building with gas and heating apparatus. Estimates for these improvements will be found in the accompanying reports. They are much needed, and are commended to the favorable consideration of Congress.

Some additional facilities are desired by the directors for the instruction of the pupils in the mechanical arts, and also an appropriation for the extension of the grounds connected with the institution. The propriety of making the appropriations requested must be determined by Congress.

METROPOLITAN POLICE.

The police force consists of 1 superintendent, 10 sergeants, and 150 patrolmen; 121 are on duty in the City of Washington, 19 in Georgetown, and 20 in the county of Washington; 139 are on foot, and 21 are mounted.

The population of the District of Columbia, as shown by the census of 1860, is 75,080. The large number of transient residents in the district during the past year has swelled the population, during that period, to near, if not quite, 100,000.

The present police force is inadequate to the complete protection of so large a population, especially at a time when so many causes exist tending to breaches of the peace and violation of law. The police board of commissioners recommend an increase of the number to 300. For the reasons in detail upon which this recommendation is based reference is made to the report of the board accompanying this report.

The board of police earnestly recommend an increase of salaries. The present compensation is, for the sergeants, \$600, and for the patrolmen, \$480 per annum. This is below the rate of compensation paid other officers of the government whose duties are less laborious and responsible than those of the police.

The police of the Capitol receive \$1,100, messengers in the several departments, \$840, assistant messengers, \$700, and the watchmen and laborers of the department, \$600 per annum.

The propriety of increasing the compensation, as recommended by the board, must be submitted to the judgment of Congress.

An act of the last session of Congress authorized the police board to designate magistrates in the several wards, before whom offenders should be taken for examination and trial. No provision was made for the payment of the magistrates thus designated; and, as the fees which they may be able to collect do not constitute an adequate compensation for the duties imposed, they decline their performance, and thus the object of the law has wholly failed.

The present mode of trying criminals for petty offences is very defective, and is attended with great expense. In most of the cases the magistrates have no final jurisdiction, and can only commit the offenders for trial by the criminal court. If the defendants are unable to procure bail they are committed to jail, and subsisted at the expense of the government until their cases can be finally decided. A grand jury, as well as a petit jury, must then pass upon them, involving great expense and delay in disposing of trivial cases, which should be determined in a summary manner.

These evils might be removed and the expense of the administration of the criminal laws greatly diminished by the creation of a police court for the District of Columbia, consisting of a single judge, and having final jurisdiction of all offences of a less grade than felony. The court should be kept open every day except Sundays, and such other days as are not devoted to public business. Courts of this character

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have been found necessary in all the large cities of the States, and might be introduced here with great benefit to the peace of the District and economy to the government.

The subject is recommended to the attention of Congress.

PENITENTIARY.

Since the adjournment of Congress the accumulation of arms and ammunition at the arsenal in this city rendered additional buildings indispensable for their preservation. Upon the recommendation of the Secretary of War, an order was made by the President, on the 19th day of September last, to remove the prisoners and surrender the penitentiary buildings to the War Department, to be used as an arsenal. In compliance with this order I made arrangements with Amos Pilsbury, esq., superintendent of a penitentiary at Albany, in the State of New York, to receive the prisoners and subsist them until the expiration of their several terms of service, or until Congress shall make some provision for their confinement elsewhere.

In accordance with this arrangement the prisoners were carried in a transport vessel furnished by the War Department directly from Washington to Albany, and were safely delivered into the custody of the warden.

Since the prisoners were sent to Albany Dr. John B. Blake, one of the inspectors of the penitentiary of the District of Columbia, by my request visited Albany for the purpose of making a personal examination of the prison and the condition of the prisoners. He reported that the prison was well adapted to the purpose for which it was constructed, and was admirably conducted. He says: "The most striking feature of the establishment is the entire cleanliness of every department, and of the convicts themselves. On entering the workshops the impression is produced that they are neat manufacturing establishments filled with industrious artisans who are working for wages, instead of from compulsion and as a punishment."

"Strict attention is paid to the sanitary, moral, and religious condition of the prisoners. Sickness is of very rare occurrence; but when a convict complains of being indisposed, he is immediately removed to a comfortable hospital in the building, where he receives the attention of a skilful physician."

The convicts are all employed in the business of shoemaking. The number of convicts sent to Albany was 131. The cost of their subsistence there will be \$1 25 each, per week. The expense of supporting them at Albany will be less than the cost of sustaining the penitentiary in the District.

The number of convicts in the penitentiary on the 1st of October, 1861, was 158. Between that period and the 1st of October, 1862, there were received 174, of which 102 were soldiers who were convicted of various military offences by courts-martial. These were pardoned by the President, under the provisions of an act of Congress passed at the last session. The whole number of prisoners disposed of during the last year was 201, of which 71 were discharged

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by expiration of sentence, 128 were pardoned by the President, 1 escaped, and 1 was transferred to the Insane Asylum, leaving 131 on the 1st of October, 1862, which was the number transferred to the prison at Albany.

It is recommended that a law shall be passed by Congress sanctioning the transfer of the prisoners, and authorizing the confinement in the penitentiary at Albany, or in some other prison out of the District, all persons who may be convicted in the District, until a suitable prison shall be erected.

The appropriations for the support of the penitentiary of the District for the present fiscal year amount to \$30,123 75. An appropriation of \$20,000 is recommended for the next year for the support of the prisoners transferred to Albany, and for the removal and support of such as may be hereafter convicted. A small sum of money, not less than \$10, should be given to each prisoner when he leaves the prison, to enable him to reach the place to which he may desire to go. The appropriation asked for will be sufficient to meet this expenditure, and to support at least 175 convicts at Albany, including the cost of their transportation.

It is gratifying to observe the evidences of increasing prosperity which are visible in the District of Columbia. It should be the policy of Congress to give encouragement to the enterprise which produces this prosperity, and, by liberal legislation, to advance the growth and improvement of the capital of the nation.

I have the honor to be, very respectfully, your obedient servant,
CALEB B. SMITH,
Secretary.

The PRESIDENT.