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REPORT OF THE SECRETARY OF THE INTERIOR.

DEPARTMENT OF THE INTERIOR, *November 30, 1861.*

SIR: The report of the operations of this department during the fiscal year ending June 30, 1861, will exhibit a diminished amount of business in some of the most important bureaus connected with the department. This is attributable mainly to the insurrection which has suddenly precipitated the country into a civil war.

GENERAL LAND OFFICE.

The decline of business has very sensibly affected the operations of the General Land Office. Official intercourse has been entirely suspended with all the southern States which contain any portion of the public lands, and consequently no sales have been made in any of those States.

In all the northern States in which any of the public lands are situated the war has almost entirely suspended sales. The demand for volunteers has called into the ranks of the army a large number of that portion of our people whose energy and enterprise in time of peace incline them to emigrate to the west and settle upon the public lands, thus laying the foundations of future prosperous communities and States. Besides, the ordinary channels of trade and commerce have been so obstructed by the war that the sources of income, from which the settlers upon the public lands have realized the means of purchasing, have been greatly diminished.

On the 30th September, 1861, there were 55,555,595.25 acres of the public lands which had been surveyed but not proclaimed for public sale. The lands surveyed and offered at public sale previous to that time, and then subject to private entry, amounted to 78,662,735.64 acres, making an aggregate of public lands surveyed and ready for sale of 134,218,330.89 acres.

Since the last annual report of this department no proclamation for a public sale of lands has been made, as the quantity already subject to private entry is more than sufficient to meet the wants of the country. During the fiscal year ending 30th June, 1861, and the first quarter of the current year, ending 30th September, 1861, 5,289,532.31 acres have been disposed of. Of this amount 1,021,493.77 acres have been certified to the States of Minnesota, Michigan, and Louisiana, under railroad grants made by Congress; 606,094.47 acres have been certified to States as swamp lands; 2,153.940 acres have been located with bounty land warrants, and 1,508,004.07 acres have been sold for cash, producing \$925,299 42.

It will be seen from this statement that the public lands have ceased substantially for the present, at least, to be a source of revenue to the government. The liberal manner in which the acts of Congress, granting swamp and overflowed lands to the States, have been construed and executed, the grants of large quantities to aid in the construction of railroads, and the quantity required to locate bounty land warrants for military services, have combined to reduce the cash sales to an amount but little more than sufficient to meet the expenses of our land system. The net income from sales during the last fiscal year will hardly reach the sum of \$200,000. During the last fiscal year there were certified to the States for railroad construction, under the several acts of Congress making grants for such purposes: To Minnesota, 308,871.90 acres; to Michigan, 636,061.42 acres; and to Louisiana, 76,560.45 acres. The whole amount certified to all the States, under such grants, is 9,998,497.77 acres.

The grants of swamp and overflowed lands to the States have absorbed a large amount of valuable lands, and have caused a heavy drain upon the treasury. The claims of the several States cover an aggregate of 57,895,577.40 acres.

The United States have also paid to the States, in cash, under the indemnity act of March 2, 1855, on account of lands claimed as swamp lands, and which were sold by the United States subsequent to the date of the grant, \$276,126 50.

Certificates have been issued for location upon any of the public lands subject to entry, to indemnify the States for lands claimed as swamp lands, but which had been located by bounty land warrants after the date of the grant, amounting to 145,595.92 acres. Additional claims are pending, yet undecided, for cash, \$142,435, and for lands, 301,429 acres.

The bounty land warrants and scrip issued under different acts of Congress, previous to September 30, 1861, embrace an aggregate of 71,717,172 acres of land. Of this amount there have been located: For revolutionary services, 8,200,612 acres; for services in the war with Great Britain, 4,850,120 acres; for Canadian volunteers, 72,750 acres; for services in the Mexican war and other services, under the acts of 1847, 1850, 1852, and 1855, in all 51,138,970 acres; leaving yet to be located on warrants and scrip, already issued, 7,454,720 acres.

Unless Congress shall authorize the issue of additional warrants, this drain upon the public lands will soon cease.

The propriety of issuing bounty land warrants to the volunteers who have been called into service to suppress the existing insurrection, is already a subject of discussion, and must be determined by Congress. A warrant for 160 acres to each volunteer engaged in the service would absorb over one hundred millions of acres, a much larger amount than has been issued under all previous laws. It is evident that the issue of such an amount of warrants would destroy all hope of deriving any revenue from the public lands, at least for many years. And while such a measure would deprive the government of all income from this source, it would afford but little benefit

to the volunteers. These warrants are now sold in the market at about fifty cents per acre. An addition of the large amount necessary to supply the volunteers would necessarily reduce the price of them to a merely nominal sum.

The bounty of the government, dispensed to the volunteers in this form, would fail to realize to them the advantages intended. All the best lands would fall into the hands of speculators, who would be enabled to purchase them at a nominal price and sell them to settlers at full prices as fast as emigration to the west would require them for settlement. If additional compensation to the volunteers, beyond the amount now authorized by law, shall be deemed just and proper, it will be better both for the government and the volunteers to make such compensation by a direct appropriation of money, or of government securities. This would give them the full benefit of the appropriations made, while the government would, by keeping the lands until they shall be demanded for settlement, realize their full value.

The expense of surveying private land claims in the territory acquired from Mexico, based upon grants of the Mexican government, have heretofore been paid by the United States. These surveys have cost the government large sums. The cost of surveying one claim amounted to twenty-two hundred dollars; another cost the government fourteen hundred dollars. The aggregate cost of surveying them has taken from the treasury a large amount of the public funds. No valid reason exists, in my judgment, for taxing the government with the cost of these surveys. There is no obligation resting upon the United States to ascertain and define the boundaries of grants made by Mexico to individuals previous to the cession of the territory. The claimant realizes all the benefit and should be charged with the expenses of defining the boundary of his claim. The surveys should be made under the authority of the United States, but the cost of the survey should be paid by the claimants, and patents for the land should be withheld until the expenses of the survey are paid.

The valuable and extensive mineral lands owned by the government in California and New Mexico have hitherto produced no revenue. All who chose to do so have been permitted to work them without limitation. It is believed that no other government owning valuable mineral lands has ever refused to avail itself of the opportunity of deriving a revenue from the privilege of mining such lands. They are the property of the whole people, and it would be obviously just and proper to require those who reap the advantages of mining them to pay a reasonable amount as a consideration for the advantages enjoyed.

The territorial governments of Colorado, Dakotah, and Nevada have been successfully organized since the adjournment of the last Congress. The surveys of the public lands in those Territories have already been commenced, and the lands are now open for settlement. The productiveness of the soil and the mineral wealth of those Territories, with the advantages of legally organized governments, will

doubtless invite a large immigration to them as soon as the termination of the war shall restore to civil employments that portion of our people now under arms.

Congress, by an act passed May 26, 1860, authorized the appointment by the President "of a suitable person or persons" who should, in conjunction with persons to be appointed on behalf of the State of California, "run and mark the boundary lines between the Territories of the United States and the State of California." Fifty-five thousand dollars was appropriated for the performance of the work. Sylvester Mowry was appointed a commissioner on the part of the United States, and the sum of \$37,551 19 was placed at his disposal for the prosecution of the work.

Very soon after taking charge of the department, I ascertained that the whole sum which had been placed in the hands of the commissioner had been disposed of by him, and a large amount of drafts for additional sums had been drawn upon the department, while no progress had been made in the work beyond the fixing of one of three initial points, viz: the intersection of the 35th parallel of north latitude with the Colorado river. The whole appropriation had been squandered, while the work had been only commenced. Under these circumstances I deemed it to be my duty to arrest the creation of further claims against the government without authority of law, and accordingly directed the suspension of the work and a discontinuance of the services of the commissioner. It is believed that the whole work might have been completed for the sum appropriated by Congress; but while only a small part of the work has been accomplished, the claims presented amount to nearly \$20,000 beyond the appropriation. It remains for Congress to determine whether further appropriations shall be made for the continuance of the work.

The running of the boundary lines between the Territories of the United States and the State of Texas, authorized by the act of Congress of June 5, 1858, has been completed in the field, and the office details will in a short time be finished. For this work \$80,000 was appropriated. Of this sum \$73,250 81 had been expended on the 30th September, 1861, leaving an unexpended balance of \$6,749 19. This balance is estimated to be sufficient for the completion of the entire work.

For more detailed information in regard to the operations of the General Land Office, reference is made to the able and elaborate report of the Commissioner.

INDIAN AFFAIRS.

Our Indian affairs are in a very unsettled and unsatisfactory condition.

The spirit of rebellion against the authority of the government, which has precipitated a large number of States into open revolt, has been instilled into a portion of the Indian tribes by emissaries from the insurrectionary States.

The large tribes of Cherokees, Chickasaws, and Choctaws, situated

in the southern superintendency, have suspended all intercourse with the agents of the United States.

The superintendent and agents appointed since the 4th of March last have been unable to reach their posts or to hold any intercourse with the tribes under their charge. The superintendent and some, if not all, of the agents of the southern superintendency, who were in office on the 4th of March, have assumed an attitude of revolt to the United States, and have instigated the Indians to acts of hostility. Some of these, who lately held their offices under the United States, now claim to exercise the same authority by virtue of commissions from the pretended confederate government.

Although the Indian Office has not been able to procure definite information of the condition of affairs, and of the extent to which the Indians have assumed a hostile attitude, enough has been ascertained to leave no room for doubt that the influences which have been exerted upon the Indians have been sufficient to induce a portion of them to renounce the authority of the United States and to acknowledge that of the rebel government.

It has been currently reported through the press that a portion of them have been organized as a military force, and are in arms with the rebels; but the department has no official information confirming these rumors.

The hostile attitude assumed by portions of the tribes referred to, has resulted from their fears, produced by violence and threats of emissaries sent among them, and the withdrawal from their vicinity of the troops of the United States, whose presence would have afforded a guarantee of protection. It is unfortunate that the War Department has been unable to send to that region such a body of troops as would be adequate to the protection of those tribes, and revive their confidence in the ability as well as the will of the United States to comply with their treaty stipulations. Cut off from all intercourse with loyal citizens; surrounded by emissaries from the rebels, who represented that the government of the United States was destroyed, and who promised that the rebel government would assume the obligations of the United States and pay their annuities; assailed by threats of violence, and seeing around them no evidence of the power of the United States to protect them, it is not surprising that their loyalty was unable to resist such influences. Many white men of far greater intelligence have joined the insurrectionists against their own convictions of right, under much less pressure.

We have reason to believe that as soon as the United States shall re-establish their authority in the Indian country, and shall send there a sufficient force for the protection of the tribes, they will renounce all connexion with the rebel government and resume their former relations with the United States.

The payment of their annuities has been suspended. The Commissioner of Indian Affairs expresses the opinion, in which I concur, that Congress should make the usual appropriations to comply with the treaty stipulations of the United States, that the means may exist

to pay them, if circumstances and the condition of the tribes shall hereafter render it proper and expedient to do so.

The tribes upon the Pacific slope of the Rocky mountains have manifested a turbulent spirit, but have committed no acts of violence. With vigilance on the part of the agents it is hoped they may be restrained from depredations upon the white settlers, and be gradually brought under the control of the laws of the United States.

Much trouble has been experienced in New Mexico from depredations committed by some of the tribes in that Territory. The withdrawal of the troops of the United States has encouraged them to acts of violence, while the active interference of disloyal persons from Texas has induced them to disregard the laws and authority of the government. The presence of a military force in that Territory is indispensable to preserve the peace and cause the Indians to respect the laws.

The tribes in Kansas and Nebraska, and in the States of the northwest, are gradually progressing in the arts of civilization. The plan of allotting portions of their reservations to the individual members of the tribes has been found by experience to result beneficially. Many of them have improved their lands and become quite proficient as farmers. A continuance of this policy, by familiarizing them with the habits of agricultural life, will gradually lead them to depend upon the cultivation of the soil for subsistence.

The report of the Commissioner of Indian Affairs, which is herewith submitted, furnishes full information in regard to the several tribes, and suggests in detail such matters as require the action of Congress.

The practice of licensing traders to traffic with the Indians, has been productive of mischievous results. The money received by them in payment of their annuities, generally passes immediately into the hands of the traders. The Indians purchase goods of the traders upon a credit, to be paid for upon the receipt of their next annuity. When the payment is due, the debts of the Indians are usually sufficient to absorb the whole amount. But, if anything is left after the payment of their debts, it is used for new purchases from the traders. The result of this system of trade is that the Indians pay for the goods they purchase, much more than they are worth. But this is not the only evil resulting from it. When a treaty is made, a large array of debts is presented, and provision usually made in the treaty for their payment. Witnesses are produced who establish the debts by evidence, which cannot be contradicted by any available proof, sufficient to absorb most of the proceeds of their lands. They are left to depend upon their annuities from the government for subsistence, and these find their way into the hands of the traders, while the Indians receive from them goods at a profit of from one to three or four hundred per cent.

It is apparent to all acquainted with Indians, that they are incompetent to manage their own business, or to protect their rights in their intercourse with the white race. It is the duty of the government to shield them from the arts of designing men, and to see

that they realize the full benefit of the annuities to which they are entitled. This can only be accomplished by breaking up the whole system of Indian trading. The power granted to agents to license persons to trade with the Indians should be revoked. All contracts made with them, and all obligations for goods or other property sold to them, should be declared utterly void. All future treaties should provide for the payment of their annuities in goods and agricultural implements, at the lowest prices at which they can be procured by the government. The department should be authorized to procure the consent of the tribes, with which treaties exist providing for the payment of cash annuities, that it shall furnish them with such goods and agricultural implements as their wants require, at the wholesale prices of such articles in the best markets, in lieu of the cash annuities provided for in the treaties.

By such a change the Indians would avoid the payment of profits which are now paid to the traders, and would realize a much larger amount in goods for their annuities than they now receive.

PATENT OFFICE.

No branch of the public service connected with this department has been so much affected by the insurrection of the southern States as that of the Patent Office.

The receipts of the office from January 1 to September 30, 1861, were \$102,808 18; and the expenditures were \$185,594 05, showing an excess of expenditures over receipts of \$82,785 87.

During the corresponding period of the last year the receipts were \$197,348 40, being \$94,840 22 more than the receipts for the same part of this year. During the same period 3,514 applications for patents and 519 caveats have been filed, 2,581 patents have been issued, and 15 patents have been extended.

To meet this deficiency in the income of the office, the commissioner, with the concurrence of the department, has reduced the clerical and examining force by the discharge of thirty of the employés, and reduced the grade of the remainder in order to lessen their compensation. By this reduction it is believed by the commissioner that the expenditures will be brought within the receipts.

The expenses of the office have been increased during the present year by the printing of the drawings and specifications authorized by the 14th section of the act of March 2, 1861. The Commissioner contracted for the printing in conformity with the law, and the work was executed in a satisfactory manner until the 1st of November, when, in consequence of the decline in the receipts of the office, it was discontinued.

The printing of the drawings and specifications of patents, in the manner in which it has been done under the law of March last, would unquestionably be of great service to the office, as well as to all interested in its business, and should, if possible, be continued. Although the expenses of the Patent Office have been increased by this printing, a saving of a larger amount has been effected to the

treasury. The mechanical reports of the Patent Office have heretofore been printed at the expense of the government. These reports consist of extracts from the specifications of the patents issued, giving a brief and general description of the improvements or inventions for which the patents were issued. They possess no interest for the general reader, while they are too brief to be of service to mechanics or inventors. The plates for the Mechanical Report of 1860 cost the government \$47,398 21—a sum greater than the entire cost of printing provided for by the law of March last. The cost of paper, printing, and binding was probably as much more, while the work was without practical value. The printing of the drawings and specifications, as provided for by the law of March last, will render unnecessary the printing the mechanical reports, and save the expense heretofore incurred for their publication.

Several amendments to the law of March last are proposed by the Commissioner of Patents, which would doubtless render it more effective, and they are recommended to the favorable consideration of Congress.

The law regulating copy-rights should be amended to effect the objects contemplated by Congress.

The act of February 3, 1851, authorizes the clerks of the United States district courts to grant copy-rights, and requires the author to deposit a copy of his work with the clerk. The clerks are required to send to the Department of the Interior all such copies deposited in their offices. This duty is very imperfectly performed. Probably not more than half the books, maps, charts, and musical compositions which are copy-righted are deposited in this department, as required by law.

The object of collecting in one library copies of all the copy-righted literary productions of the country is thus defeated. To secure this object an amendment of the law is recommended which shall give the sole power of granting copy-rights to the Commissioner of Patents, and require from every applicant the payment of a fee of one dollar and a deposit in the Patent Office of a copy of the work to be copy-righted.

PENSION OFFICE.

The report of the Commissioner of Pensions furnishes, in detail, the operations of this bureau during the past year. The number of pensions has diminished, during the year, five hundred and seventy-five, and the amount required to pay them was \$43,246 87 less than the previous year.

The whole number of pensioners, of all classes, on the rolls on the 30th of June, 1861, was 10,709, requiring for their payment an aggregate of \$957,772 08.

They were classified as follows: 4,725 invalid pensioners, receiving \$425,256 02; 63 revolutionary pensioners, receiving \$3,690 85; 2,728 widows of revolutionary soldiers, receiving \$212,548 36; 2,236

widows and orphans, half-pay, receiving \$178,672; 957 navy pensioners, receiving \$137,604 85.

The casualties of the conflict in which the government is now engaged, will increase the list of pensioners very largely. The amount of the increase cannot be estimated, as it will depend upon the duration of the war. The large amount of business which will necessarily be thrown upon the office from this cause will render an increase of the clerical force employed indispensable.

The Commissioner of Pensions, with the concurrence of the department, has construed the pension laws now in force as authorizing the granting of pensions to invalids and the widows and children of deceased soldiers who have been killed or wounded in the existing insurrection. If this construction of the laws should be deemed improper, the corrective is with Congress.

It has been ascertained that many of those who have been placed upon the pension rolls in the insurrectionary States have attached themselves to the rebel cause, and have taken up arms against the government. I have deemed it my duty in all such cases to direct a suspension of the payment of the pensions awarded to them. I have also directed a suspension of payment to all pensioners in any of the States who have in any manner encouraged the rebels, or manifested a sympathy with their cause.

It is respectfully suggested that Congress should authorize this department to cause the names of all such persons to be stricken from the pension rolls.

EIGHTH CENSUS.

The returns of the Eighth Census are being condensed for publication, with all the expedition practicable in a work of such magnitude and varied and comprehensive details.

The report which the Superintendent of that work will be prepared to make during the present Congress, will confirm the general belief, that no previous period of our history has been distinguished by greater prosperity or evidences of more substantial progress in all the material interests effecting the welfare and happiness of a people.

In this connexion I feel constrained to recommend the establishment of a Bureau of Agriculture and Statistics, the need whereof is not only realized by the heads of department, but is felt by every intelligent legislator.

The maintenance of such a bureau, on a respectable footing, by a different arrangement of offices which at present exist on a basis too contracted for extensive usefulness, would be attended with no expense to the government additional to that incident to the present organization of the departments, while the advantages gained to the public service would be incalculable. One of the objects contemplated by Congress in the appropriations for the promotion of agriculture was the "collection of agricultural statistics." Correct reports from every portion of the country exhibiting the peculiarities

of the soils and their adaptation to the various crops, with the character and extent of their annual productions, would constitute a fund of information of great practical value. The appropriations heretofore made by Congress have not been sufficient to accomplish this object, and at the same time provide for the distribution of seeds and the propagation of new varieties of plants to the extent which the public expectation appeared to demand.

Annual reports made under the direction of such a bureau, setting forth the condition of our agriculture, manufactures, and commerce, with well digested statements relative to similar facts in foreign countries, which the present rapid intercommunication enables us to obtain often in advance of their publication abroad, would prove the most valuable repertories of interesting and important information, the absence of which often occasions incalculable loss to the material interests of the country. The vigilance of such a bureau would supply timely warning of the failure of crops abroad or at home, and lead to the judicious investment of capital and employment of labor in agriculture and manufactures.

While we expend vast sums for experiments in gunnery—the promotion of science—in illustrating the physical features of unpeopled territory at home and regions beyond the seas, and publish costly volumes of undigested correspondence relating to foreign trade, it is a source of pain to every statesman and political economist to reflect that it is only once in ten years that the country is supplied with reliable returns respecting the value of our agriculture and manufactures, while altogether ignorant of the extent of our internal commerce and possess no means of ascertaining its importance.

All enlightened foreign governments and several of the States sustain statistical bureaus, while the United States, with a population second to no other in intelligence, and with productions and resources the most varied, have yet to institute an agency which would prove an invaluable guardian of our most material interests. The want of such a bureau has long been felt and has been frequently brought to the notice of Congress, but at no period has the necessity been so universally recognized as at the present.

Upon the Agricultural and Statistical Bureau would naturally devolve the charge of the census, for which timely preparation would be made, and its administration conducted with improved accuracy and ease. In fact the execution of that work collects a mass of valuable details, and reveals innumerable and reliable sources of information of deep interest, heretofore lost to the country, which a permanent bureau would be able to develop to advantage.

The extent to which the documents of that office have reached, and the frequent reference made to them for public and private purposes, make it indispensable to maintain a permanent clerical force to have them in charge. Confident that such a bureau will assert its claim to public preservation, and by its utility prove the wisdom of the measure, I recommend its immediate formation.

AFRICAN SLAVE TRADE.

The President, by an order dated the 2d of May last, devolved upon this department the execution of the act of 3d March, 1819, and other laws enacted for the suppression of the African slave trade.

The subject was immediately taken in hand, under a deep sense of our obligation as a nation, to put an end, if possible, to this odious traffic, and with a full conviction that the power of the government, in the hands of competent, honest, and faithful officers, was adequate to the purpose. Among other things, I caused the marshals of the loyal Atlantic States to assemble at New York for consultation, in order to insure greater concert of action. They were thereby afforded an opportunity of inspecting vessels fully equipped for the African slave trade, and of seeing the arts and devices employed to disguise and conceal the real objects of their voyage, thus enabling them to detect and prevent the clearance of vessels designed for this trade. It is gratifying to know that unprecedented success has crowned the efforts of the past few months. Five vessels have been seized, tried, and condemned by the courts. One slaver has been taken on the coast of Africa with about nine hundred negroes on board, who were conveyed to the republic of Liberia. One person has been convicted at New York as the captain of a slaver, having on board eight hundred captives, and two others, (mates of a different vessel,) and another one at Boston for fitting out a vessel for the slave trade. In the first named case the penalty is death; in the others it is fine and imprisonment. Hitherto convictions under the laws prohibiting the African slave trade have been very rare.

This is probably the largest number ever obtained, and certainly the only ones for many years. It is believed that the first mentioned case is the only one involving capital punishment in which a conviction has been effected.

The full execution of the law in these instances will no doubt have a most salutary influence in deterring others from the commission of like offences.

A number of other indictments have been found which are yet to be tried.

Much credit is due to the United States attorneys and marshals at New York and Boston for the vigilance and zeal evinced by them, and I avail myself of the first occasion to make them this public acknowledgement.

Within a little more than a year the government of the United States, under contracts made with the government of Liberia, through the agency of the American Colonization Society, have taken into that republic four thousand five hundred Africans, recaptured on the high seas by vessels of our navy. They are supplied with food, clothing, and shelter, medicines and medical attendance, for one year from the date of landing, and are thus brought within the civilizing and christianizing influences of a government founded and administered by intelligent and right-minded persons of their own race.

They are under the special charge and supervision of an agent of the United States, the Rev. John Seys, who has been a devoted missionary in Africa for many years. His report, when received, will no doubt afford abundant evidence of the wisdom and philanthropy of the policy adopted by the United States in regard to these unhappy victims of a cruel and relentless cupidity, whose misfortunes have thrown them upon the fostering care and protection of the American people.

Great Britain and the United States have engaged, by the treaty dated at Washington the 9th of August, 1842, that each shall prepare, equip, and maintain in service on the coast of Africa a sufficient and adequate squadron or naval force of vessels of suitable numbers and descriptions, to carry in all not less than eighty guns, to enforce, separately and respectively, the laws, rights, and obligations of each of the two countries for the suppression of the slave trade.

It seems to be the opinion of those having most experience on the subject, that two or three fast steam vessels-of-war stationed on the coast of Africa would be able (in consequence of the light winds that usually prevail there and their capacity to go in any direction) to more effectually accomplish the object than a much larger number of sailing vessels. Vessels are always selected for the slave trade with special reference to their sailing qualities; and it would probably be wise to seek a modification of the treaty of 1842, in order to admit of some such change in the character of the vessels employed.

But, after all, while we must continue to watch the coast of Africa, the most economical and effectual mode of preventing our citizens from engaging in the slave trade is by preventing the fitting out of vessels in our own waters for that purpose, and the plans now in operation will therefore continue to be vigorously prosecuted.

It is believed that the unexpended balances of appropriations for the suppression of the slave trade will be sufficient to meet the requirements of the service during the next fiscal year, and no further appropriation is asked; but that fact will render it necessary to remove the limitation in the appropriation of March 2, 1861, as to the compensation that may be allowed to marshals and others who may be employed. The limitation of ten thousand dollars was confined to the operations of one year, and although the whole amount will not be required for such services during the current fiscal year, it will not, probably, be sufficient to cover the necessary expenditures of that character for two years.

JUDICIARY.

The expenditures from the judiciary fund, during the fiscal year ending June 30, 1861, were \$727,000 61. This includes the expenses of the courts, jurors, and witness' fees, rent and repairs of court-houses, and all other expenses attendant upon the administration of the laws of the federal judiciary, except the salaries of the judges, district attorneys, and marshals.

The suspension of the courts in several of the southern States will

diminish the expenses of the judiciary to that extent; but what may be gained from this cause will be more than counterbalanced by extraordinary expenses in the northern States, occasioned by the insurrection, chargeable to the judiciary fund.

The annual rent of rooms occupied by the federal courts constitutes a large item of the expenses. As a matter of economy, as well as of convenience to all connected with the courts, it is desirable that the government should own the buildings required for that purpose.

The United States now own the buildings in which the courts are held at Portland and Bangor, in Maine; at Windsor and Rutland, in Vermont; at Boston, in Massachusetts; at Providence, in Rhode Island; at Buffalo, in New York; at Pittsburg, in Pennsylvania; at Wilmington, in Delaware; at Richmond, in Virginia; at Wilmington, in North Carolina; at Savannah, in Georgia; at Pensacola and St. Augustine, in Florida; at Mobile, in Alabama; at Pontotoc, in Mississippi; at St. Louis, in Missouri; at Chicago, in Illinois; at Cleveland and Cincinnati, in Ohio; at Indianapolis, in Indiana; at Detroit, in Michigan, and at Santa Fé, in New Mexico. Buildings to be so occupied are in process of erection by the government at Key West, in Florida; at Galveston, in Texas, and at Madison, in Wisconsin.

Much inconvenience is daily experienced for the want of a suitable court-house, owned by the government, in the city of New York. The building formerly known as Burton's Theatre has been occupied by the courts since 1858, at a rent of \$16,000 per annum. The government has already expended over \$30,000 in altering the building to adapt it to the wants of the courts, and in necessary repairs. To render it convenient and comfortable will require additional expenditures, which may be lost by the sale of the property. The lease contains a clause giving to the government the option of purchasing the property within three years, at the price of \$215,000.

The time has elapsed, but it is understood that it may yet be purchased, within a reasonable time, for that price.

Mr. Burton has deceased since the date of the lease, and the settlement of his estate will probably require a sale of this property. If it should be sold to persons who would require the removal of the courts, the government would be subjected to great inconvenience and expense. In my judgment the best interests of the government require that the property should be purchased, and I recommend an appropriation for that purpose.

PUBLIC BUILDINGS.

The report of the Commissioner of Public Buildings exhibits the condition of the several interests confided to his charge.

The occupation of the Capitol during the past summer, by portions of the volunteer forces, necessarily caused some injury, which will require more than the ordinary appropriations for repairs.

The old portion of the building needs outside painting, as well as to give uniformity of appearance to the whole, as to protect it from decay.

A portion of the basement of the building is now used as a bakery for the army. Although this may be submitted to for a time as a military necessity, it ought not to be permitted any longer than absolute necessity will require. Immediate provision should be made to transfer this useful branch of industry to some other locality, where it may be conducted without injury to the national Capitol, or annoyance to its occupants.

The subject of the extension of the Capitol grounds has heretofore occupied the attention of Congress. The private property necessary to make the proposed extension, has been appraised in conformity with the directions of an act of Congress, at the sum of \$417,594 90.

The propriety of making a purchase involving so large an expenditure, at a time when the demands upon the Treasury for the support of the war, have rendered a resort to direct taxation necessary, must be determined by Congress. The Commissioner zealously advocates an early appropriation for that purpose, for reasons which will be found upon reference to his report.

The improvements and repairs which have been made upon the several public buildings and other works during the past year, will be ascertained on reference to the Commissioner's report.

The Washington Infirmary, located upon Judiciary square, was destroyed by fire on the morning of the 3d instant. The fire is supposed to have originated from accidental causes, and when first discovered could have been readily extinguished by an efficient fire department.

Congress by an act approved June 15, 1844, directed the Commissioner of Public Buildings to allow the medical faculty of the Columbian College to occupy this building, (which had before been used as an insane hospital,) "for the purposes of an infirmary for medical instruction and for scientific purposes, on condition that they shall give satisfactory security to keep the said building in repair, and return it, with the grounds, to the government, in as good condition as they are now in, whenever required to do so." In 1853, Congress appropriated twenty thousand dollars "to aid the directors of Washington Infirmary to enlarge their accommodations for the benefit of sick transient paupers."

This sum was expended in enlarging and improving the building which has since been under the control of the medical faculty, under the authority conferred by the law of 1844.

During the last summer extensive hospital accommodations having become necessary from the large accumulation of troops on the Potomac an order was made by this department to place the building under the control of the War Department, to be used as an army hospital. It was accordingly occupied for that purpose up to the time of its destruction. I do not consider that any public necessity requires a reconstruction of the building.

Judiciary square, upon which it is situated, was designed for other purposes, and if the erection of an infirmary should be considered necessary, a different location should be sought. I recommend that

provision be made for the removal of the walls of the building yet standing.

A street railroad through Pennsylvania avenue is a necessity which should no longer be disregarded. The great advantages of this mode of communication upon important city thoroughfares, have been so fully demonstrated in all the large cities of the United States, that no argument upon the subject will be required.

The repairs of Pennsylvania avenue have annually cost the government large sums, and the heavy transportation for army purposes which has passed over it this season will render necessary larger appropriations than those usually made.

It is probable that those who are asking from the government the privilege of constructing and using a railroad from the Navy Yard, through Pennsylvania avenue, to Georgetown, would, as a consideration for the privilege, agree to keep the avenue, at least between the Capitol and President's square, in good repair. If such an arrangement can be made, the government would avoid a large annual expense, while the citizens and those who visit the District would enjoy the great advantages of this most important improvement.

A new jail in the city of Washington is greatly needed.

The old jail is now crowded with more than double the number of persons of different colors and sexes than can be kept there with any regard to cleanliness or health. It is unfit for the purposes of a jail, and wholly inadequate to the demands made upon it. An appropriation for the erection of a new jail should be made by Congress.

PUBLIC PRINTING.

The change in the manner of executing the public printing, adopted by the last Congress, has been eminently successful. Under the direction of the present efficient superintendent the work has been performed with more despatch and at less cost to the government than at any previous time.

The system of executing the public printing in an office owned and controlled by the government was commenced on the 4th of March last. All the public printing and binding has not, since that time, been executed in the government office, for the reason that unexpired contracts have controlled a part of it.

The report of the Superintendent will show the cost to the government of the work already executed, and what would have been its cost under the prices established by the law of 1852.

It will be seen that there was a saving of \$21,127 95 on so much of the printing of the 36th Congress as was done in his office, and \$3,628 66 on that of the first session of the 37th Congress.

On the printing for the executive departments the saving amounts to 50 per cent.

Upon the binding for the executive departments there has been a saving of about \$1,000 per month; but the binding for the 36th Congress having been done under a contract existing at the time the Government Printing Office was established, there has been no opportunity to show what might have been saved on that work.

The expenditures for paper, printing, binding, engraving, and lithographing have heretofore constituted a very large item in the expenses of the government. The orders of the 34th Congress for these objects involved an expenditure of \$1,586,407 53. Of this amount \$390,679 72 was paid for printing, \$317,927 92 for engraving and lithographing, and \$364,999 84 for binding. To this should be added the cost of the Daily and Congressional Globe for the same Congress, which was \$257,904 28, and the printing for the executive departments for the same time, \$152,883 04, making the whole expenditures for the two years \$1,996,194 85. The cost of engraving and lithographing, from August, 1852, to December, 1858, was \$892,139 59. This work can be done much more economically under the direction of the Superintendent of Public Printing than by the present contract system. The Superintendent can as well control and direct this part of the work as the printing, and without additional expense. At least fifty per cent of the present cost of engraving and lithographing can be saved by having it executed in the Government Printing Office.

HOSPITAL FOR THE INSANE.

The accompanying reports of the board of visitors and superintendent of the Government Hospital for the Insane, furnish full information of the progress and condition of this valuable and beneficial institution. Too much praise cannot be awarded to Dr. C. H. Nichols, the superintendent, for the ability and fidelity with which he has executed the important and delicate trusts confided to his charge.

The appropriations made by Congress for the erection of the buildings and the improvement of the grounds, have been expended with judgment and economy.

The buildings are spacious, well ventilated and warmed; admirably arranged with every convenience necessary for the health and comfort of patients, and in every respect are well adapted to the purposes for which they were designed. The grounds are in a fine state of improvement, and with but a small additional appropriation the whole may be completed and rendered an object of just pride to the country.

Since the institution was opened, in 1855, 439 persons have been treated. The number of patients in the house on the 30th June, 1861, was 180, classified as follows: From the army, 25; from the navy, 11; from the revenue cutter service, 1; from civil life, males 71 and females 72.

Of the inmates during the last fiscal year, 19 died, 63 were discharged, of whom 15 had so far improved that they could be safely removed, and 48 were completely recovered. The large proportion of patients who were discharged as recovered, (which was fifty per centum of the admissions,) furnishes ample evidence of the skill and care of the treatment observed.

The existing insurrection has thrown upon this institution largely increased burdens and responsibilities. During the first quarter of the current fiscal year, the admissions from the army and navy have been equal to four-fifths of the whole number of all classes admitted during the previous year. But in addition to the duties imposed upon him by law, Dr. Nichols has generously, with the approbation of this department, appropriated a portion of the building, with the services of himself and his assistant, for the accommodation of the sick and wounded of the Potomac and Chesapeake fleets.

As many as fifty persons of this class have been under treatment at one time. These extraordinary demands upon the resources of the institution will furnish ample reason for the request for slightly increased appropriations by Congress.

COLUMBIAN INSTITUTION FOR THE DEAF AND DUMB AND THE BLIND.

This institution was organized in 1857. The number of pupils at the close of the first year was but seventeen. At the close of the last fiscal year the number was thirty-five. The whole resources of the institution amount to but \$8,126 19, of which \$6,425 94 was appropriated by Congress. With such limited means but small results could be expected; but from the great liberality of the Hon. Amos Kendall, president of the board of directors, and his watchful care of the interests of the institution, much good has been accomplished.

The means of the institution have not been sufficient for the instruction of the pupils in horticulture, agriculture, and the mechanic arts. Instruction in these branches of industry is important, to prepare them to earn their own subsistence.

Additional appropriations to furnish the institution with the means to supply this deficiency in the instruction of the pupils are asked for by the board of directors, and are recommended to the favorable consideration of Congress.

The buildings now occupied do not afford the necessary space and accommodations for the number of pupils who now occupy them. An appropriation is asked for by the board of directors to make some additions which are greatly needed, and which I hope will be favorably considered.

The reports of the president of the board of directors and of the superintendent, are referred to for detailed information.

METROPOLITAN POLICE.

The metropolitan police, authorized by an act of Congress of August 6, 1861, has been organized in accordance with the provisions of the law.

The report of the board is herewith presented. They recommend several amendments to the law, and an increase of compensation, with an additional number of officers. The organization has been so recently effected that time has not been given to fairly test the sufficiency of the force employed, or the wisdom of the several provisions of the law. The views of the board are fully explained in their

report, and the whole subject should be referred to Congress for such action as they may deem proper.

PENITENTIARY OF THE DISTRICT.

The number of convicts confined in the penitentiary on the 30th September, 1861, was 158, classified as follows: white males, 96; colored males, 54; white females, 2; colored females, 6.

One hundred and nine were natives of the United States, and forty-nine were of foreign birth.

Seventy-three convicts were received during the past year, and seventy-four discharged—sixty-one by the expiration of the term of sentence, thirteen by pardon of the President.

Ninety-six of the convicts are employed in the manufacture of shoes, and 25 in that of brooms. The others are employed in various branches of labor necessary to provide for the wants of the convicts and to keep the buildings in a proper condition of repair and cleanliness.

The expenses of the penitentiary during the fiscal year ending June 30, 1861, were \$32,741 26. Of this sum \$9,987 46 was received from sales of the products of the labor of the convicts; showing an excess of expenditures over receipts of \$22,753 77.

It is evident that a considerable portion of this expense has been occasioned by improper management of the institution. This is shown by the great difference in the amount of the expenditures made by the present warden and those made by his predecessor during a corresponding period. The present warden entered upon his duties on the 12th April, 1861. From October 1, 1860, to that time—a period of six and a half months—there was expended for clothing, provisions, fuel and lights, and hospital stores, \$13,118 50; for the same articles there was expended, from April 12 to October 1, 1861—a period of five and a half months—\$4,566 70.

Under the administration of the present warden the labor of the convicts has been made productive. In the shoe manufactory, from April 12 to September 30, the receipts were \$1,963 01 more than the cost of material and all other expenses, except the labor of the convicts. In the broom manufactory, for the same period, the receipts exceeded the expenditures \$710 78.

The income from the labor of the convicts can, doubtless, under prudent management, be largely increased; but whether the institution can be made self-sustaining is a matter of much doubt.

The board of inspectors, who are gentlemen of ability and experience, think there are general causes for the inability of the institution to sustain itself, which are not likely to be obviated. Their report explains in detail their views.

The penitentiary buildings are very badly adapted to the purposes for which they were constructed. Circumscribed in extent, inconveniently arranged, and illy ventilated, they are much inferior to the prisons of most of the States. It can hardly be expected, however, that Congress, in the present condition of the country, will authorize

the erection of new buildings; but while the old ones may be used for several years, and until the condition of the treasury will better justify the expenditure necessary to erect new ones, the health and comfort of the prisoners, and the convenience of all connected with the institution, require that an expenditure for improvements should be made, at least sufficient to introduce gas and the Potomac water. This can be done at a comparatively small cost, and an appropriation by Congress for that purpose is earnestly recommended.

I desire, in conclusion, to commend to your favorable notice the fidelity and zeal with which the various officers of the department have discharged the public trusts committed to them. Their several reports herewith show the extent of their labors, and exhibit a highly satisfactory condition of the business of the different branches of the department.

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

Secretary of the Interior.

To the PRESIDENT.