

REORGANIZATION OF THE INDIAN DEPARTMENT.

LETTER

FROM

THE SECRETARY OF WAR,

TRANSMITTING

*A plan for the reorganization of the Indian Department, in compliance with the resolution of the House of Representatives of the 2d of March last.*

FEBRUARY 12, 1840.

Referred to the Committee on Indian Affairs.

WAR DEPARTMENT, *January 3, 1840.*

SIR: In compliance with the resolution of the House of Representatives of the 2d of March last, I have now the honor to report "a plan for the reorganization of the Indian Department," prepared by the Commissioner of Indian Affairs.

Very respectfully, your obedient servant,

J. R. POINSETT.

HON. R. M. T. HUNTER,  
*Speaker of the House of Representatives.*

WAR DEPARTMENT,  
*Office Indian Affairs, December 30, 1839.*

SIR: The House of Representatives of the United States, on the 2d of March last, resolved, "That the Secretary of War be directed to prepare a plan for the reorganization of the Indian Department, and to report the same to this House at the next session of Congress." This resolution having been referred to this office, I submit the following views for your consideration:

There is now but a single superintendency proper authorized by law, which was established by the second section of the act of the 30th of June, 1834, requiring the superintendent to reside at St. Louis, and embracing all the Indian country not within the bounds of any State or Territory west of the Mississippi river. The thirtieth section of the intercourse law, passed on the same day, authorized the President to assign to one of the agents for the western Territory, "in addition to his proper duties, the duties of superintendent for such district of country, or for such tribe, as the President may

think fit. And the power of the superintendent of St. Louis, over such district or tribe, as may be assigned to such acting superintendent, shall cease." Under this law an acting superintendency was created, covering the Choctaws, Creeks, Cherokees, Osages, Senecas, Senecas and Shawnees, and Quapaws. A second acting superintendency was created by the act of the 14th of June, 1836, which empowered the President "to assign to the Indian agent at Michilimackinac, in addition to his proper duties, the duties of superintendent of Indian affairs for all that district of country heretofore constituting the Territory of Michigan, and lying east of the line established as the eastern boundary of the Territory of Wisconsin."

When the Territory of Wisconsin was erected by the law of 20th April, 1836, its second section provided that the governor "shall perform the duties and receive the emoluments of superintendent of Indian affairs;" and, although his salary is given generally "for his services as governor and as superintendent of Indian affairs," and fixed at \$2,500, it is presumed that \$1,000 were intended for him in the latter capacity, as that is the measure of remuneration specially named in the next case. And upon the establishment of the Territory of Iowa, on the 12th of June, 1838, the second section of the act that provided for it made the governor superintendent of Indian affairs, and the eleventh section gave him an annual salary of \$1,000 as such.

Thus stand the superintendencies of the Indian department at this time. Since the arrangement was made great changes have taken place, and a new organization is called for by altered circumstances and by the judgment of the House of Representatives. The emigration to the country west has been very large, two single tribes having removed whose number is not short of 40,000, and, with others settled there, making so large a red population, as requires a superintendent of full authority and official rank. Recent experience, too, would seem to call for as full and efficient a Government representation on the spot as can be judiciously established. The whole territory is by much too large for one superintendency. With all the tribes our relations are of the most important character, and it appears to me to be necessary that the supervision of the different agencies, and the subordinates connected with them, should be confided to an officer of higher grade than those he directs; and be made to extend over such a surface only as will place it within his physical ability to give his personal attention to every part of it, and enable him, when requisite, to visit points where complaints require investigation or grievances redress. I propose, therefore, that this division should consist of the country west of the Mississippi and south of the northern line of the Osage reservation, and be called the southern superintendency. This will embrace an Indian population of not fewer than 79,000 souls, and afford the fullest employment in a faithful discharge of his duties for the most capable and industrious superintendent.

There should be a second division, in my judgment, to be called the middle superintendency, including the Sioux on the Upper Missouri, the Mandans, and other tribes north of them on that river, the Ottowas, Chippewas, and Pottawotamies, north, and all the Indians south and west of the Missouri river, and north of the northern line of the Osage reservation. This superintendency covers a very large district of country, embracing not fewer than twenty different tribes of Indians, independent of those high up on the Missouri, with some of whom we have treaties. They are wild and their number large. Besides the Winnebagoes, the Wyandots, the Miamies, the

Sacs and Foxes of the Des Moines, the Pottawatomies that yet linger in Indiana and Illinois, with other less numerous tribes north, the Chippewas of Saganaw, for instance, must soon, by emigration, fall into this superintendency, which is now established by law, and known as the St. Louis superintendency. After much reflection, I do not think the arrangement can be improved.

So long as the Territories of Wisconsin and Iowa shall remain such, an acting superintendency will enable the department to conduct the administration of Indian affairs in Michigan, but if either of those Territories shall become a State, I think a full superintendency should be authorized. If Wisconsin ceases to be a Territory its chief executive officer is no longer an agent of the Indian department, and there will be within it the Menomones, the New York Indians, who have removed there, a large body of the Algonquins or Chippewas, and the Winnebagoes, until they are removed; and when Iowa shall be erected into a State, there will be within its limits the various bands of the Sioux, a portion of the Chippewas, the Sacs and Foxes of the Mississippi, and the tribes north, without an official head. I propose, therefore, that a superintendency shall be created by law, to be called the Northern superintendency, for which, however, no incumbent shall be appointed until one or both of the Territories named shall become a State or States: and that, in the meantime, the administration of Indian affairs shall be conducted as now, by an acting superintendent for Michigan, and the governors of Wisconsin and Iowa. This will provide for the emergency when it shall arise, save future legislation, and leave, for the present, the supervision of Indian affairs in territorial hands, where, it appears to me, the citizens have a right to expect it should be lodged.

For each of the superintendencies, full or acting, as they shall be, now or hereafter organized, there should be provided a clerk at a salary of not less than \$800. The business requires aid in this particular. The daily making up of accounts, and the recording of all official acts, the filing away and taking care of the papers and records, and the extensive correspondence with the agents under his control, and with the War Department, no man is equal to, when added to the supervision and direction of the whole machinery of his charge. The governors of Territories have, besides, their numerous and important executive duties to perform.

The next part of the organization in order, is the agencies. Of these, five are provided for by treaty, and, therefore, to be established, viz: for the Chickasaws, Choctaws, Creeks, Quapaws, and Wyandots. With the Creeks, however, may be associated the Seminoles, and with the Quapaws, the Senecas, and Senecas and Shawnees, as their contiguity of residence makes it convenient they should be, and the Wyandots, when they shall emigrate west, may be annexed to such agency as is most suitable, without a violation of the treaty provision, but, in the meantime, an agent must be appointed for the Wyandots, now in Ohio. The Cherokees will require an agent to manage their large money arrangements with the United States; and, to us, the history of the last two years has shown how necessary a Government representative is among this numerous and influential tribe. The Osages have peculiar claims upon us. There are about 5,000 of them, not badly disposed naturally, but they have long been the prey of circumstances, and have been degenerating for some years. It is believed, with a prudent and honest agent among them, there is much reason to think they may be reclaimed; and the treaty of January, 1839, places large benefac-

tions of goods, money, stock animals, and agricultural implements, at their disposal, which will be lost, if they are not aided in their use and disposition by a discreet and faithful head. The Pottowatomies of the Osage river, with the Weas, Piankeshaws, Ottowas, Kaskaskias, Peorias, and the Swan creek and Black river Indians, part of whom have emigrated, require an agent. With the first, we have very important, and with all of them, relations that call for constant attention. An agent should also be provided for the Iowas, and Sacs and Foxes of the Missouri, who will transact, also, the business of the Government with the tribes above and west of the Missouri, viz: the Pawnees, Ottoes and Missouriias, and the Omahas. The first two have considerable claims under late treaties, in money, goods, and for beneficial objects. They have had no resident agent for some time, and are becoming cross and ill-disposed. They deserve and should receive attention. The others have rights of the same kind, though not to the same amount. The united band of Chippewas, Ottowas, and Pottowatomies, near Council Bluffs, is in a peculiar position, and will require very judicious treatment. It is not to be supposed, from observation of the past, that they can long remain where they are. As soon as the Sacs and Foxes leave their present position, (if not before,) our citizens will crowd upon the united tribes. They understand something of the value of property and the nature of contracts; and, although I hope they will never be asked to part with their present location at less than its just value as held by them, it may be wise, as it is just, by a faithful adherence to treaties and kind conduct, to create no obstacle to the making of a treaty, when it may be considered proper to negotiate with them. To these purposes an agent is indispensable. The Sacs and Foxes of the Mississippi (or of the Des Moines) are a brave, manly, and (under their circumstances) intelligent people. We have already contracted heavy obligations to them, and an agency is required to perform them. They are yet on their own lands, of superior quality, between the rivers Mississippi and Missouri, but a white population is rapidly and heavily pressing upon them, and they have no natural boundaries to exclude intruders, or to prevent illicit intercourse of the worst kind with them. Circumstances will, in a short time, bring about their emigration, and their own interests will be thereby advanced. The Winnebagoes are bound to remove, by a treaty as yet unexecuted, to a district which was regarded when the stipulation was made as but a temporary resting-place, and mere circumstances would prevent its being considered, if the compact had not so treated it. It is between two tribes of deadly hostility to each other, and who must be at least very dangerous to the Winnebagoes, who are ignorant, degenerate, and of poor spirit. They have no right or pretence for remaining where they are, and an agent of the proper qualifications might contribute largely to their removal at once southwest of the Missouri, without stopping at the neutral ground. The Sioux of the Mississippi are numerous and warlike, our engagements with them are large, and demand the presence of an agent. The Indians in the peninsula of Michigan have heretofore had the benefit of an agency and sub-agency, but it seems to me one full agency there might serve all the purposes of the Government. The several agents spoken of should, I think, receive fifteen hundred dollars per annum. The magnitude of the interests committed to them, and the responsible duties expected of them, entitle them to that measure of compensation, which will probably enable the department to select incumbents of proper qualifications.

The Menomonies and New York Indians at Green Bay ; the Indians north of those in the peninsula of Michigan, and west to the eastern boundary of Wisconsin ; the Chippewas of Lake Superior ; the Chippewas of Mississippi ; the Sioux of Upper Missouri, and all above and north of them ; and the Delawares, Kansas, Shawnees, and Kickapoos, will require agents, whose compensation ought not to be less than twelve hundred dollars per annum.

The tribes mentioned, with a few slight modifications, are now arranged as they are put down, and have been supplied with agents or sub-agents ; but I deemed it not amiss to speak as briefly as possible of the most important of the contemplated agencies. The distinction of agent and sub-agent, heretofore recognised in the manner of their appointment, the grade of office, and amount of salary, it is not thought judicious to retain. Their duties are precisely the same, and it is more proper to make the difference consist of the amount of salary, graduated by the service required, in the manner proposed.

In addition to those specially provided for, there should be authority given to appoint any number of agents, not exceeding five, at a salary of one thousand dollars each. The Wyandots, Miamies, and New York Indians, will each require an agent, while they remain where they are ; and if they are emigrated under treaties, it may not be found convenient to annex them to other agencies, and experience may show that some of those named are too large to admit of an efficient discharge of duty. The proposed authority will remove any difficulty of this description, if it should arise, and if it does not, the power will not be exercised. To enable the Government to arrange all the details most advantageously, which it may be impossible to do in one law, authority should be given to cut off an agency or agencies from one superintendency, and annex it or them to another, and to remove any agency created by law, or designated by the President, from one tribe to another, or any tribe or tribes, or agent, from one agency to another ; and to discontinue any agency that may be found unnecessary. The agents should be required by law to live within the limits of their respective agencies, and not depart the same without permission of the War Department, or their respective superintendents ; and the superintendents proper, or acting, should not be allowed to leave the limits of their several districts, without the authority of the War Department for so doing. No leave of absence should extend beyond sixty days.

Interpreters are very important officers, subordinate though they be, and have not, in my judgment, been sufficiently regarded heretofore. It is through them that all negotiations must be conducted with Indian tribes ; their aid is necessary at annuity payments, and every important transaction between Government agents and Indians. Every thing depends on their capacity and fidelity. Deficiency in either may lead to the most serious difficulties. A misinterpretation to the Indians particularly, may subject the Government to the imputation, and in Indian estimation, the just imputation of fraud. Our character with these people, which it is of the utmost consequence should be entirely free from suspicion, is in the hands of the interpreters, and, as a consequence, the preservation of friendly Indian feeling, and yet this class of officers has received hitherto but three hundred dollars per annum, a sum utterly inadequate to the support of a family, scarcely equal to the maintenance of an individual, and altogether disproportioned to the services he ought to render. The salary of an interpreter should be at least five hundred dollars. There ought to be one for every agency, unless

where different languages are spoken by different tribes, and then, if one cannot be found who is acquainted with all the dialects used, authority should be given to appoint as many as necessary. There should, likewise, be an interpreter for each superintendency, whether territorial, proper, or acting, together with authority to employ occasional interpreters when required.

The general duties of superintendents are, to supervise and control, within their respective districts, the official conduct and accounts of all officers and persons employed in the Indian Department, with power to suspend from office or employment for cause, to be forthwith communicated to the War Department; to obey such instructions as they shall receive from, and to carry out the views of, the Secretary of War and Commissioner of Indian Affairs, and to conform to such regulations as may be prescribed. Agents are appointed to manage and superintend the intercourse with the Indians, according to law, to obey such instructions as they shall receive from the Secretary of War, the Commissioner of Indian Affairs, or their superintendent, and to carry out such regulations as shall be adopted. Besides the officers named, there should be authority given to appoint special agents to execute such provisions of treaties as may require their employment; for instance, to ascertain the debts due by Indians, under a treaty provision of money to pay them; to distribute money to Indians of mixed blood when it is given for the purpose, and in various other cases which might be put. All other persons employed, as teachers, farmers, mechanics, &c., will be best appointed by the War Department, on the nomination of the proper agent.

I think the exceedingly important duty of paying out the very large sums due from the Government to Indians, the delivery of live stock, agricultural implements, &c., requires a distinct provision. The ordinary agents have full employment in their duties proper, if faithfully, diligently, and efficiently discharged. By casting the pay burden on different shoulders, you secure the advantage of checks, which are lost if all duties are thrown into the same hand. I advise that four additional paymasters be appointed for the army, with power to you to detail any four in service, for duty in the Indian Department. The deservedly high character of this class of officers, gives the best assurance that occurs to me of fidelity and punctuality. As the duty of making the proper entries, rendering accounts to, and corresponding with, the department, besides all the responsibility involved, will be very onerous, each of these officers should have a clerk, at a salary of \$800 a year, without whom he cannot conduct the business. It is not intended that these gentlemen shall receive any other than the army compensation.

I think no person should hold more than one office at the same time, or receive compensation for more than one employment at the same time—except that he may receive, when they are incurred in discharge of his duty, his actual travelling expenses only, and *no other*, in addition to the compensation he may be otherwise entitled to.

By the law, as it now stands, the payment of annuities or other sums stipulated by treaty to be made to Indian tribes, "shall be made to the chiefs of such tribe, or to such person as said tribe shall appoint;" this provision would, I think, be improved by leaving it discretionary with the War Department to pay to the chiefs, the heads of families, or individuals, except where the treaty is directory, and as regards funds for education. There

should likewise be power to furnish goods for money, with the consent of the tribe.

It is sometimes convenient to cause rations to be issued from the commissariat of the army, when Indians visit military posts, or agencies; but whenever those visits are made on business of the Indian Department, this office should pay for the provisions, at contract price. The agent to whom they were delivered, would then be charged with the sum remitted to pay for them, from which he would be relieved only by showing that the rations had been used by the Indians.

Treaties frequently provide for the delivery of certain amounts in goods, deliverable after the treaty is made; and sometimes the Indians agree to receive them in lieu of money. The law, as it now is, directs contracts to be made on the receipt of proposals under advertisement. As a general rule this is very well; but it often happens that merchandise can be purchased much more advantageously than on any proposal submitted; or very great diminution in cost or improvement in quality, and sometimes both, may be secured by buying the goods on commission, especially when imported goods are used, for they may be purchased at a moderate commission on the cost and charges; by which, at all events, you get rid of the excess of the profit of the importing merchant over the commission, and the great inducement to palm inferior goods upon you is withdrawn. It should, I therefore think, be left to the discretion of the War Department to procure the goods required, in the mode that shall be deemed best calculated to give the Indians the greatest amount of goods, of the best quality, for their money. This is an important feature in the organization of the office.

It is now a long time since the Indians have observed and complained of the difference between the goods furnished by the British Government and ours. It has been, to some extent, the cause of dissatisfaction; and, if difficulties should spring up between the two Governments, it is easy to see how it might be turned to our prejudice. To effect an improvement in the quality, so as to place our supplies at least upon a level with the English, is of great consequence as a matter of policy; and it is no more than just that it should be so. To this end, I think the department ought to be free to make the purchase, as to the mode and manner of it, according to its own judgment. The rivalry of bidding, experience everywhere has shown, induces men, in the heat of the moment, to offer to furnish articles of a given quality lower than they can buy them; and, to make amends for this false step, resort is had to an effort to impose upon the department inferior articles, which sometimes may succeed. The object last year was, to equal the English supplies, which, to a considerable extent, was attained. In a year or two more, if allowed to make the trial upon the discreetest plan, I have no doubt of entire success. It may be, that proposals will often be considered in that plan, and again not. The power to do what, under existing circumstances, shall be judged wisest, is what is desirable. All persons, liable to account with the office in any way, should settle their accounts on the first day of October, so that the annual statement may be made up for presentation to Congress.

No person, in any way connected with the Indian Department, should be engaged, or have any interest, direct or indirect, or concern whatsoever, in any trade with the Indians, which should be prohibited under the severest penalties. It is important, in the relations existing between us and the Indians, with a view both to conciliation and civilization, that there should be

a sum annually placed at the disposal of the President, for distribution among the Indian tribes in domestic animals, provisions, goods, for vaccination, or as premiums for the cultivation of the soil, or proficiency in any mechanic art. Under the law of 1834, the sum of \$5,000 has been annually appropriated and expended, but to serve any useful purpose it is altogether too small. The amount ought not to be less than \$20,000, at which it was fixed in a bill reported by the committee of the House of Representatives, on the 10th day of May, 1838. It has not been unusual for delegations of Indians to visit the seat of Government without any useful object or end; to which there is reason to believe they are persuaded by interested white men who, or those who employ them, become the attendants of the Indians. The expenses of these worse than useless visits, which invariably fall upon the Treasury, are sometimes very heavy, and answer no one purpose, except the gratification of those who set them on foot. When, as there sometimes may, proper occasions occur for their presence here, the department will always be ready to grant the Indians permission to come. I would, therefore, propose the infliction of heavy penalties upon those who, by persuasion or otherwise, induce the Indians to leave the limits of their own country to make a visit to Washington or elsewhere.

Complaints are frequently made, which the department has no effective means of inquiring into, immediately and thoroughly. The points at which abuses are said to exist, are often, and indeed generally, at distant and obscure places, to which the mails go seldom and irregularly; and it may happen that, if the alleged grievance or misconduct should affect an agent, there will be no one at hand to whom an investigation can be committed. But apart from this, and supposing mismanagement, omission of duty, positive misconduct, or want of integrity, to be represented, it either reaches those whose duty it is to correct it in whispers, often assuming the form of suspicions or rumors, or is communicated confidentially; and in some cases, charges find their way into the public papers. In any, or all of these cases, it is exceedingly difficult to learn the truth; the backwardness of the residents, to embroil themselves with those implicated, closes their mouths; a suitable agent, for a single occasion, it is almost impossible to obtain, and if found, from his inexperience, he often gropes in the dark; but the reluctance mentioned, is generally insuperable. There should be attached, therefore, to the department, an officer, to be called Inspector of Indian affairs, at a suitable salary, whose general duty it should be, to move immediately, on the receipt of an order to that effect, to any tribe, agency, or superintendency, and inquire on the spot into any abuses that may be alleged, or grievances that may be complained of, obey such instructions as may be given, and render such services as may be required of him. His intercourse with the office, and his official correspondence and duty, would soon make him most useful, and give him a facility in ascertaining facts amid discordant testimony, which would make his reports a safe basis of action. Without such an officer, Indian affairs may be conducted, and the department struggle amid the most embarrassing difficulties, but I fear never can be administered as they ought to be, and as I think they can be, with the aid of such an inspecting agent. I therefore recommend, in the strongest manner, that such an officer should be provided for.

The appointment of the clerks now employed in the Indian office, has been authorized by several acts of Congress, from that of 20th April, 1818, to the law of 9th May, 1836, and one of them by a regulation growing out of



the treaties with the Chickasaws. Two of these clerks have been assigned to the special duty of reservation claims, by act of 1836, and are limited to four years, which will expire in May next; and, as already mentioned, one of them is paid for services rendered to the Chickasaws, in attending to their business, under treaties. This arrangement having received the sanction of my predecessor, and of different Secretaries of War, and one of kindred character, that of the late President, must be taken as warranted. My desire is, to put the clerkships of the office on a permanent footing, so that a division and assignment of duties can be made, which will greatly facilitate the transaction of business, and relieve it from the disadvantage of fluctuation. The Chickasaws are very rich, and there is no injustice in requiring them to pay for the time and labor bestowed upon their interests. It is true the same kind of business is attended to for several other tribes, without charge to them; but in no case, except that of the Chickasaws, is it remembered, that there is any treaty provision that taxes Indian means. If Congress shall think fit, one of the clerkships may be made permanent, and yet the salary be paid out of Chickasaw money, so long as their business shall require the services of a gentleman here. I ask for the same number of clerks that are now authorized by law, and the said regulation, being thirteen. I thought, last session, that an additional force would be necessary; and after the experience of a twelvemonth, I am not sure that that opinion is incorrect. I am, however, willing to try the experiment of administering Indian affairs, with several contemplated improvements, with the office aid I now have, and am strongly inclined to the belief that, if the Legislature will give such an organization as is herein asked, with steady industry, and devoted attention on all sides, to business, it may be kept up and discharged with satisfaction to the public, and, as my endeavor shall be, with increased advantage to the Indians. The service now performed in this branch of the War Department, is exceedingly complicated and laborious, and of the most responsible character. It is spread over all the Indian tribes in negotiations for treaties of cession or friendship; over the United States, in a correspondence with the various superintendents, agents, and commissioners employed; with all persons who are interested in land titles under Indian compacts, who present claims, propose for contracts, or complain of injuries of any kind; in the management of investments approaching to two millions, which are under the direction of this office; the receipt and distribution of the interest accruing thereon: the payment and application of the regular appropriations, which amounted last year to \$1,547,462 95; the settlement of accounts for every dollar (other than salaries) disbursed; besides the execution of treaties that must be prospective; for example, the Cherokee treaty, for which upward of six millions of dollars were appropriated in 1836 and 1838; and the numerous incidental duties arising out of the multifarious and important items mentioned in general terms. It will be seen, from this enumeration, that constant attention, unceasing vigilance, and efficient and intelligent aids to at least the number now employed, can alone enable any man to discharge the duties confided to the head of this office; as important and responsible, perhaps, as those pertaining to any branch of the public service. Without dwelling longer on the necessity of what must be apparent, I propose that there should be a chief clerk at an annual salary of \$1,800; as at present arranged, there is no such officer here, who is to be found in several other bureaus, in all of them, it is believed, where, per-

haps, however proper, the same necessity does not exist. He ought to be the right-hand of the commissioner, and his assistant in the collecting of facts and information on every case submitted for adjudication; to prepare for his decision such matters as require the personal investigation of the head of the office; superintend the ordinary correspondence; and have an eye to the general business of the department, as distinguished from the others who are charged with special duties, and have thereby such a knowledge of the working of the machinery as to be competent to the charge of the office in the absence or indisposition of the Commissioner. A proper enlargement of salary suited to his confidential and more important duty, has invariably been accorded, and seems to arise naturally out of the fitness of things. There ought to be, as there are now, three clerks at \$1,600 each, three at \$1,400, as there are at present four, including one paid out of the Chickasaw fund, three at \$1,200, and three at \$1,000 each; of whom now one receives \$1,200, and five \$1,000 each.

The proposed increase will amount to \$1,000 per annum, unless Congress should concur with me in opinion in thinking the clerk, now paid from the Chickasaw fund, should be paid out of the Treasury, which will cost \$1,400 per annum, but makes no actual increase of the expenditure in the office. Besides the chief clerk, there will be required the services of two gentlemen constantly on accounts; two on the reservations of land under various treaties; one on the emigration correspondence, claims and estimates for that service, subsistence of Indians west, &c.; one on investments, receipts of interest thereon, and the charges against and credits to agencies, Indian tribes, &c.; one on general correspondence; one to record all letters written, of which the rough draught is also preserved; one to record all reports made to the Secretary of War and miscellaneous papers; one to brief on its outer fold every letter received, and to register such brief; one to register all letters written, to make calculations, statements, &c.; and one to keep an account of property distributed among the Indians by treaty stipulations, such as goods, provisions, agricultural implements, &c., and to aid in the preparation of papers. These specific duties, (and a property account has not yet been kept, but it should be, and shall be from the first of January next,) afford the fullest employment for the gentlemen now in the office, and I ask no increase until I have fairly tested the practicability of mastering the business without it: and yet nothing has been said of copying all papers and letters that go out of the office; of the numerous inquiries continually making in every room, and calling for research and critical examination of papers often voluminous; of the statements of facts, in relation to claims of every description, that are daily asked for, and the thousand incidental duties that cannot be detailed, to all or each of which attention is given by the individual to whom it belongs, and sometimes by others whose business may not press at the moment. Since I have been in my present position, the office has been afloat. Last session a reorganization was attempted, and bills reported in either House of Congress, which, however, ended in the adoption of a resolution of the House of Representatives, calling upon you for the plan, which I now report. On the 4th July last, the services of military gentlemen to the Indian office ceased, and, looking to legislation during the present session of Congress, I could do no more than resort to such expedients as would best carry me through the year. System is the life of any well-conducted business, public or private, and system without fixedness you cannot have. If, hereafter, it should be proved that

further aid shall be necessary, a proposition with the reasons for it can be submitted to the judgment of Congress. At present, my wishes do not go beyond what I have stated. By a new and, I think, improved division of labor in the office, more may be done, and more will be required by the new property account in contemplation, and increased promptness in business. I, of course, expect to employ occasional copyists, when calls of Congress, or similar occasions out of the usual line of duty, may make it necessary, but not otherwise. For the arduous service which will and must be rendered, and now is, by the gentlemen employed, the little increase of compensation to those who will be benefited, is no more, if it is as much, as they ought to have. The salaries are graduated as will be observed: the three smallest will belong to those who have most recently entered the office; and they rise so as to reward experienced qualification and zealous devotion, as openings may occur.

It will be necessary to prescribe regulations, in amplification of the law, showing the details of duty, by way of general instruction, to all agents in the employ of the office; and authority should be given by law to the President to make them.

There are in this office two messengers, who are necessary to open and close, and to keep the eight rooms used in order; to carry messages and communications; to distribute papers among the clerks; to convey letters and documents to and from the Post Office, the Capitol, and elsewhere; besides the numerous other calls that are every moment made upon their services. Of these, one is provided for by the law of 9th May, 1836, which added several clerks to this department; the other was introduced, long before, under the old system of employing and paying messengers out of the contingent fund; but in the year 1834, and annually since, there has been an appropriation of \$700 for compensating him. In reporting a general system for reorganizing the office, I have felt it to be my duty to state these circumstances, and to say that it appears to me the appointment of this officer, at a fixed salary, should be authorized by law. The sum now received by him, viz, \$700, is a moderate compensation for the services he renders. Of the other I do not suppose any particular notice is necessary, as there is now legal provision for his employment.

Respectfully submitted.

T. HARTLEY CRAWFORD.

Hon. J. R. POINSETT,  
*Secretary of War.*