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amount of registration fees collected during the last fiscal year was \$712,882.20, an increase over the fiscal year ending June 30th, 1877, of \$345,443.40. The entire number of letters and packages registered during the year was 8,338,919, of which only 2,061 were destroyed or lost in transit. The operations of the money order system are multiplying yearly under the impulse of immigration of the rapid development of the newer states and territories, and the consequent demand for additional means of communication and exchange. During the past year 338 additional money order offices have been established, making a total of 5,499 in operation at the date of this report. During the year the domestic money orders aggregated in value \$105,075,769.35. A modification of the system is suggested, reducing the fees for money orders not exceeding \$5 from 10c. to 5c., and making the maximum limit \$100, in place of \$50. Legislation for the disposition of unclaimed money orders in the possession of the postoffice department is recommended, in view of the fact that their total value exceeds \$1,000,000. The attention of Congress is again pointed to the subject of establishing a system of savings depositories, in connection with the postoffice department. The statistics of mail transportation show that during the past year railroad routes have been increased in length 6,249 miles and in cost \$1,114,382 while steamboat routes have been increased in length 2,182 miles and in cost \$134,054. The so called star routes have been decreased in length 3,949 miles and in cost \$384,144. Nearly all of the more expensive routes have been superseded by railroad service. The cost of the star service must therefore rapidly decrease in the western states and territories.

The postmaster general, however, calls attention to the constantly increasing cost of the railroad mail service, as a serious difficulty in the way of making the department self-sustaining. Our postal intercourse with foreign countries has kept pace with the growth of the domestic service. Within the past year several countries and colonies have declared their adherence to the postal union. It now includes all those who have an organized postal service except Bolivia, Costa Rica, New Zealand and the British colonies in Australia.

STAR ROUTE FRAUDS.

As has been already stated, great reductions have recently been made in the expense of the star route service. The investigation of the department of justice and of the post office have resulted in the presentation of indictments against persons formerly connected with that service, accusing them of offenses against the United States. I have enjoined upon the officials who are charged with the conduct of the cases on the part of the government and upon the eminent counsel who before my accession to the presidency were called to their assistance, the duty of prosecuting with the utmost vigor of the law all persons who may be found chargeable with frauds upon the postal service.

JUDICIARY.

The acting attorney-general calls attention to the necessity of modifying the present system of the courts of the United States, a necessity due to the large increase of business, especially in the Supreme Court. Litigation in our federal tribunals became greatly expanded after the close of the late war. So long as that expansion might be attributable to the abnormal condition in which the community found itself immediately after the return of peace, prudence required that no change be made in the constitution of the civil tribunals. But it has now become apparent that an immense increase of litigation has directly resulted from the wonderful growth and development of the country. There is no good ground for believing that the business of the United States courts will ever be less in volume than at present. Indeed, that it is likely to be much greater is generally recognized by the bench and bar. In view of the fact that Congress has already given much consideration to this subject I make no suggestion as to detail, but express the hope that your deliberations may result in such legislation as will give early relief to our overburdened courts.

ARIZONA COWBOYS.

The acting attorney-general also calls attention to the disturbance of the public tranquillity during the

past year in the territory of Arizona. A band of armed desperadoes, known as "cowboys," probably numbering from fifty to 100 men, have been engaged for months in committing acts of lawlessness and brutality, which the local authorities have been unable to repress. The depredations of these "cowboys" have also been extended into Mexico, which the marauders reach from the Arizona frontier. With every disposition to meet the exigencies of the case, I am embarrassed by lack of authority to deal with them effectually. The punishment of crimes committed within Arizona should ordinarily, of course, be left to the territorial authorities; but it is worthy of consideration, whether acts which necessarily tend to embroil the United States with neighboring governments, should not be declared crimes against the United States. Some of the incursions alluded to may perhaps be within the scope of the law; (Revised Statutes, section 5,206, forbidding military expeditions or enterprises against friendly states), but in view of the speedy assembling of your body, I have preferred to await such legislation as in your wisdom the occasion may seem to demand. It may perhaps be thought proper to provide that the setting on foot within our own territory, of brigandage and armed marauding expeditions against friendly nations and their citizens, shall be punishable as an offense against the United States. I will add that in the event of a request from the territorial government for protection by the United States against domestic violence, this government would be powerless to render assistance.

The act of 1795, chapter passed 36, at a time when territorial governments received little attention from Congress, enforced this duty of the United States only as to state governments, but the act of 1807, chapter 39, applied also to territories. This law seems to have remained in force until the revision of the statutes, when the provision for the territories was dropped. I am not advised whether this alteration was intentional or accidental, but as it seems to me that the territories should be offered protection which is accorded to states by the Constitution, I suggest legislation to that end. It seems to me that whatever views may prevail as to the policy of recent legislation, by which the army has ceased to be a part of a *posse comitatus*, an exception might well be made for permitting the military to assist the civil territorial authorities in enforcing the laws of the United States. This use of the army would not seem to be within the alleged evil against which that legislation was aimed. From the sparseness of the population, and other circumstances, it is often quite impracticable to summon a civil posse in places in which the officers of justice require assistance and where a military force is within easy reach.

The report of the secretary of the interior with accompanying documents presents an elaborate account of the business of that department. A summary of it would be too extended for this place, and I ask your careful attention to the report itself.

INDIAN AFFAIRS.

Prominent among the matters which challenge the attention of Congress at its present session is the management of our Indian affairs. While this question has been a cause of trouble and embarrassment from the infancy of government, it is but recently that any effort has been made for its solution, at once serious, determined, consistent and promising success. It has been easier to resort to convenient make shifts for tiding over the temporary difficulties than to grapple with the great permanent problem, and accordingly the easier course has almost invariably been pursued. It was natural that at the time when the national territory seemed almost illimitable and contained many millions of acres far west of the bounds of civilized settlements, that a policy should have been initiated which more than ought else has been a fruitful source of our Indian complications. I refer of course to the policy of dealing with the various Indian tribes as separate nationalities, of regulating them by treaty stipulations to the occupancy of immense reservations in the west, and of encouraging them to live independently, and by any earnest and well directed efforts bring them under the influence of civilization. The unsatisfactory results which have sprang from this policy are growing apparent to all. As the white set-

tlements have crowded the borders of the reservations, the Indians, sometimes contentedly and sometimes otherwise, have been transferred to other hunting grounds, from which they have again been dislodged when their new found homes have been desired by the adventurous settlers. These removals and the frontier colonists by which they have often been succeeded, have led to frequent and disastrous conflicts between the races. It is profitless to discuss here which of them have been chiefly responsible for the disturbances, whose recital occupies so large a share of the pages of our history. We have to deal with the appalling fact that thousands of lives have been sacrificed and hundreds of millions of dollars expended in the task to solve the Indian problem. It had, until the past few years, seemed scarcely nearer a solution than it was half a century ago, but government has of late been cautiously but steadily feeling its way to the adoption of a policy which has already produced gratifying results and which in my judgment is likely, if Congress and the Executive accord in its support, to relieve us ere long from the difficulties which have hitherto beset us. For the success of the efforts now making to introduce among the Indians the customs and pursuits of civilized life and gradually to absorb them into the mass of our citizens, protecting their rights and holding them to their responsibilities, there is imperative need for legislative action. My suggestions in that respect will be chiefly such as have been already called to the attention of Congress, and have received, to some extent, its consideration.

First, I recommend the passage of an act making the laws of the various states and territories applicable to the Indian reservations within their borders and extending the laws of the state of Arkansas to the portion of Indian territory not occupied by the five civilized tribes. The Indian should receive the protection of the law. He should be allowed to maintain in court his rights of person and property. He has repeatedly begged for this privilege. Its exercise would be very valuable in his progress toward civilization.

Second, of even greater importance is a measure which has been frequently recommended by my predecessors in office, and in furtherance of which several bills have been from time to time introduced in both houses of Congress. The enactment of a general law permitting the allotment in severalty to such Indians at least as desire it, of a reasonable quantity of land, secured to them by patent and for their own protection and made inalienable for twenty or thirty-five years, is demanded for their present welfare and their permanent advancement. In return for such consideration on the part of government there is reason to believe that Indians in large numbers would be persuaded to sever their tribal relations and engage at once in agricultural pursuits, in the belief that their tribal days were over and that it is now for their best interest to conform their manner of life to the new order of things. There is no greater inducement than the assurance of permanent title to the soil. Can they be led to engage in the occupation of tilling it? Well attested reports of their increasing interest in husbandry justify the hope and belief that the enactment of such a statute as I have recommended would be at once attended with gratifying results. A resort to the allotment system would have a direct and powerful influence for dissolving the tribal bonds, which is the prominent feature of savage life and which tends so strongly to permanency. I advise a liberal appropriation for the support of Indian schools. It is my confident belief that such a course is consistent with the best economy. Even among the most uncultured Indian tribes there is reported to be a general desire on the part of the chiefs and the older members for the education of their children. It is unfortunate, in view of this fact, that during the past years the means which have been at the command of the interior department for the purpose of Indian instruction have proved to be utterly inadequate. The success of the schools which are in operation at Hampton, Carlisle and Forest Grove, should not encourage a more generous provision for the support of these institutions, but should prompt the establishment of others of a similar character. They are

doubtless much more potent for good than day schools upon reservations, as pupils are altogether separated from the surroundings of rough life, and brought into constant contact with civilization. There are many other phases of this subject which are of great interest, but which cannot be included within becoming limits of this communication. They are discussed ably in the reports of the secretary of the interior, and of the commissioner of Indian affairs.

POLYGAMY IN THE TERRITORIES.

For many years the Executive, in his annual message to Congress, has suggested the necessity of stringent legislation for the suppression of polygamy in the Territories, especially in Utah. The existing statute for the punishment of that odious crime, so revolting to the moral and religious sense of Christianity, has been persistently and contemptuously violated ever since its enactment. Indeed, in spite of the commendable efforts on the part of the authorities who represent the United States in that Territory, the law has in very rare instances been enforced, and for a cause to which reference will presently be made, is practically a dead letter. The fact that the adherents of the Mormon church, which rests upon polygamy as its corner stone, have recently been peopling in large numbers, Idaho, Arizona and other of our western Territories, is well calculated to excite the liveliest interest and apprehension. It imposes upon Congress and the executive the duty of exerting against this barbarous system all the power which under the Constitution and laws they can wield for its destruction. Reference has been already made to the obstacles United States officers have encountered in their efforts to punish the violations of law. Prominent among the obstacles is the difficulty of procuring legal evidence sufficient to warrant a conviction, even in the case of most notorious offenders. Your attention is called to the decision of the Supreme Court of the United States explaining its judgment of reversal in the case of Miles, who had been convicted of bigamy in Utah. The Court refers to the fact that the secrecy attending the celebration of marriages in that Territory make the proof of polygamy very difficult, and the propriety is suggested of modifying the law of evidence which now makes a wife incompetent to testify against her husband. This suggestion is approved and recommended; also the passing of an act providing that in the Territories of the United States, the fact that a woman has been married to a person charged with bigamy shall not disqualify her as a witness upon his trial for that offense. I further recommend legislation by which any person solemnizing a marriage in any of the territories shall be required under stringent penalties for neglect or refusal, to file a certificate of such marriage in the Supreme Court of the Territory, unless Congress make or devise other practicable measures for obviating the difficulties which have hitherto attended the efforts to suppress this iniquity. I assure you of my determined purpose to co-operate with you in any lawful and discreet measures which may be proposed to that end.

NATIONAL EDUCATION.

Although our system of government does not contemplate that the nation should provide or support a system for the education of our people, no measures calculated to promote that general intelligence and virtue upon which the perpetuity of our institutions so greatly depends, have ever been regarded with indifference by Congress and the Executive. A large portion of the public domain has been from time to time devoted to the promotion of education. There is now especial occasion why, by setting apart the proceeds of the sales of public lands or by some other course the government should aid the work of education. Many who now exercise the right of suffrage are unable to read the ballot which they cast. Upon many who had just emerged from a condition of slavery were suddenly devolved the responsibilities of citizenship, in that portion of the country most impoverished by the war. I have been pleased to learn from the report of the commissioner of education that there has been lately a commendable interest and effort for their instruction, but all that can be done by local legislation and private generosity should be supplemented by such aid as can

be constitutionally afforded by the national government. I would suggest that if any fund be dedicated to this purpose it may be wisely distributed in the different states according to the ratio of illiteracy. By this means these locations which are most in need of such assistance will reap its separate benefit.

AGRICULTURE.

The report of the commissioner of agriculture exhibits the results of the experiments which that department has made during the past year and makes important suggestions in reference to the agricultural developments of the country. The steady increase of our population and the consequent addition to the numbers of those engaging in the pursuit of husbandry are giving to this department a growing dignity and importance. The commissioner's suggestions touching its capacity for greater usefulness deserve attention, as it more and more commends itself to the interest which it was created to promote.

PENSIONS.

It appears from the report of the commissioner of pensions that since 1860, 789,063 original pension claims have been filed; 450,949 of these have been allowed and inscribed on the pension rolls; 72,539 have been rejected and abandoned, being thirteen plus per cent. of the whole number of claims settled. There are now pending for settlement 266,575 original pension claims, 22,704 of which were filed prior to July first 1880. These, when allowed, will involve the payment of arrears, from the date of discharge in case of an invalid and from the date of death or termination of a prior right in all other cases. From all the data obtainable it is estimated that 15 per cent. of the number of claims now pending will be rejected or abandoned. This would show the probable rejection of 34,040 cases, and the probable addition of about 193,000 claims, all of which involves the payment of arrears of pensions which with the present force employed, the number of adjudications remaining, and no new business intervening, this number of claims (93,000) could be acted upon in a period of six years, and taking the first of January 1884, as a new period from which to estimate in each case, an average amount of arrears, it is found that every case allowed would require for the first payment upon it the sum of \$1,135. Multiplying this amount by the whole number of probable admissions, we fix at \$250,000,000 as the sum required for the first payments. This represents the sum which must be paid upon claims which were filed before July 1st, 1880, and are now pending, and entitled to the benefits of the arrears act. From this amount may be deducted from \$10,000,000 to \$15,000,000 for cases where the claimants dying, there is no person who, under the law, would be entitled to such pension, leaving \$235,000,000 as the probable amount to be paid. In these estimates no account has been taken of the 38,000 cases filed since June 30, 1880, and now pending, which must receive attention as current business, but which do not involve the payment of any arrears beyond that of the date of the filing the claim. Of their number it is estimated that 86 per cent. will be allowed, and it has been stated that with the present force of the pension bureau, 675 clerks, it is estimated it will take six years to dispose of the claims now pending. It is stated by the commissioner of pensions that by an addition of 250 clerks, increasing the adjudicating force rather than the mechanical double the amount of work could be accomplished, so that these cases could be acted upon within three years. Aside from the considerations of justice which may be urged for a speedy settlement of the claims now on the files of the pension office, it is no less important on the score of economy, inasmuch as fully one-third of the clerical force of the office is now wholly occupied in giving attention to correspondence with thousands of claimants whose cases have been on file for the past eighteen years. The fact that a sum so enormous may be expended by the government to meet demands for arrears of pensions is an admonition to Congress and the Executive to give cautious consideration to any similar project in the future. The great temptation to the presentation of fictitious claims afforded by the fact that the average sum obtained upon each application is \$1,300, leads me to suggest the propriety of making some special ap-