The duty of acknowledging, registering, endorsing, filing, investigating, deciding, and issuing warrants for such a vast number of claims, involved great labor and responsibility. It was necessary, in the first place, to prescribe forms of application and modes of proof by which they were to be established. The next step was to collect, arrange, and classify the rolls of the different companies, extending through a period of near sixty years, and embracing more than half a million of soldiers; so that the claim of each applicant might be compared with them, and his identity and term of service accurately ascertained.

No provision had been made by law to enable the office to dispose of this immense increase of business. Hence, at first, the "declarations" were merely tied up in bundles, in the order in which they were received, and deposited in a room for safe keeping, until arrangements could be made for their examination. For some months the receipts ranged from 1,000 to 1,500 per day. There was, consequently, a large accumulation of them before the necessary preparations could be made for investigating their merits and issuing the warrants.

Under these circumstances, and knowing that a tardy execution of the law would defeat the purposes of those who passed it, and deprive many aged persons of the benefit of its provisions, I felt warranted in assuming the responsibility of increasing the force of the Pension Office with reference to that particular service. This course was approved by Congress at its last session, and appropriations were promptly made, not only to pay the clerks who had thus been employed, but for a still further addition to the force.

With the view of ascertaining how many additional clerks would be necessary to keep pace with the number of applications, I called on the late Commissioner for an estimate of the probable number which would be submitted during the year. He could of course form his opinion only from the facts before him in relation to other laws of similar nature. From these data he concluded that the number presented within the first year would be about fifty thousand, or one fifth of the whole.

Guided in some measure by his estimate, but still desirous of making an allowance for contingencies, I asked for a number of clerks sufficient to adjudicate and issue warrants for 60,000 claims, which were granted. It was soon found, however, that the number of applications would be almost three times as great as had been supposed. As far as the means at my disposal would allow, I have endeavored to meet the emergency. Some additional clerks have been employed. Others who could be spared for a time from my own office have been detailed to do duty in the Pension Office, and the clerks of that bureau have been required to work an hour longer in each day than has heretofore been customary. In all these efforts to advance the progress of the business I received the cordial cooperation, not only of the head of the bureau and his efficient acting chief clerk, but of the large body of his assistant clerks engaged on that business, who have manifested the most laudable zeal in the discharge of their respective duties.

The first warrants were issued about the first of February last. For some months the number sent out each day was comparatively small, because many of the clerks were engaged in acknowledging the receipt of claims, corresponding with claimants, and registering, filing and preparing the cases for adjudication.

Notwithstanding all these difficulties, of the 157,000 claims which had been filed on the 1st of November, 1851, 76,000 had been examined and 54,000 carried into warrant; 22,000 have been rejected or suspended for further consideration. The number of warrants now issued daily exceeds 400, and by the meeting of Congress the aggregate number of warrants issued will be about 70,000.

Thus it will be seen that, in the short space of nine or ten months, almost as many cases have been adjudicated under the act of 1850, as have been disposed of under the law of 1847, in relation to Mexican warrants, since its passage.

It may not be improper here to remark that it has been the invariable rule of the office to act on the cases in the order of their presentation. If there have been occasional departures from it, they have been the effect of accident and not of design. Complaints have been made to me from various quarters that the rule had been violated, but it was found, in every instance, that the cases which it was alleged they had been improperly passed by in favor of junior applications were those which had been suspended for some defect or informality. As soon as a case is ascertained to belong to this class, it is laid aside until the defect can be supplied, and in the mean time the office proceeds with other applications in their appropriate order. Any other rule would cause endless delay.

The Report of the Commissioner of Pensions contains many valuable suggestions of amendments and modifications of the existing laws, to all of which I respectfully invite your attention. The most important are the following, viz:

First. That the benefits of the pension laws be confined to those who rendered the military service, and to the widows and *minor* children of such as are dead.

Second. That more efficient provisions be adopted to prevent frauds under the various pension laws, and more especially under those relating to invalids.

Within the last year two hundred and thirty-one applications for invalid pensions were presented from two of the Western States, all of which were authenticated according to the forms of law. But the Commissioner having conceived the suspicion that many of them were fraudulent, I caused a confidential agent to visit the neighborhood, and it was ascertained that only sixty-one were just, and that the residue were fraudulent.

Third. That warrants for bounty lands under the act of 28th September, 1850, be made assignable. Most of the holders of these claims are persons far advanced in life, or widows or orphans who have not the means of locating them to advantage, and can therefore only make them available by sale.

Fourth. The enactment of a law making it a felony to forge, utter, or publish as genuine, any forged land warrant or other evidence of claim against the United States for land, or any endorsement or assignment thereof.

The Circuit Court of the United States at Columbus, Ohio, recently quashed an indictment against a prisoner for forging a land warrant, on the ground that there was no law of the United States making it a penal offense.

I beg leave to remark that the laws of the United States in regard to the subject of forgery are exceedingly defective, and need revision. They are generally specific, and directed against enumerated offenses. I would respectfully suggest the propriety of inviting the attention of Congress to this subject, and of recommending the passage of a general law similar in its provisions to those adopted in England and most of the States of the Union, and comprehensive enough to embrace the forgery of every conceivable species of paper, to the injury of the United States, or those having claims against the Government for money, land, or any thing else of value.

In addition to the changes proposed by the Commissioner, in view of the great increase of the business of the Pension Office, I respectfully recommend that provision be made by law for the appointment of an Assistant Commissioner of Pensions. The Commissioner's judicial duties furnish him full occupation, and render it absolutely impossible for him to authenticate and transmit the large number of warrants and certificates now issued from the office, and perform the other duties of a ministerial character which he is now required by law to discharge.

I also recommend that the law regulating the compensation of clerks be so modified as to enable the Department to graduate their salaries according to the nature and value of the services rendered by them respectively. At present no temporary clerk can receive more than $3 33½ per day. This is insufficient to command the talents necessary for some branches of the service, and is more than enough for others. My proposition would involve no increase of the aggregate compensation of the clerks, but only a more equitable apportionment of it.

[The Secretary then speaks of the Public Lands, but as that portion of his Report contains merely a summary of what is given in the Report of the Commissioner of the General Land Office, which we have already published at length, we omit it.]

INDIAN AFFAIRS.

The report of the Commissioner of Indian Affairs will furnish full and precise information in regard to the present condition of all the various tribes within our borders, and the nature of our existing relations with each of them.

It will be seen that the tribes resident in New-York, and in the country west of Arkansas, are living under governments established by themselves, and making gradual advances in agriculture and all the pursuits of civilized life. Those settled in the Northwest are also beginning to assume the habits and occupations of the whites, and are living as peaceable citizens on their own territory. They have thus acquired the good-will of their neighbors, and in some instances, where, by the terms of their treaties with the United States, they are liable to be removed at the will of the President from their present abodes, petitions numerously signed by white persons resident in their immediate vicinity, have been presented, praying that they may be allowed to remain. Under these circumstances, humanity and sound policy alike require a compliance with the wishes of the petitioners; and I therefore cordially concur in the recommendation of the Commissioner to that effect.

Treaties have been negotiated with some of the tribes of the Northwest, on terms mutually advantageous to the contracting parties, by which their title has been extinguished to a large domain in Minnesota, covering an area as extensive as the State of New-York, and well adapted to the purposes of agriculture.

Treaties have also, it is believed, been negotiated with many of the tribes resident in New Mexico, California, Oregon, and the country west of the Missouri. But, as they have not yet been received, no definite information can now be given as to the precise character of their stipulations.

In New-Mexico many depredations have been committed on the inhabitants by the warlike tribes of Apaches and Camanches, notwithstanding their treaty obligations to abstain from all such aggressions. Hostile incursions have also been made by them into the territory of Mexico, and many citizens of that Republic have been carried as captives into the Indian country. The agents of the United States in that quarter have used every means in their power to prevent these outrages, but without success. It may, therefore, become proper to bring the military power of the country in aid of the civil authority in teaching these lawless bands to respect the rights of our citizens and those whom we have engaged to protect.

The acquisition of New-Mexico and California, and the rapid expansion of our settlements in Oregon and Utah have given increased importance to our Indian relations, and may render a change in our whole policy in regard to them necessary. Heretofore our settlements being confined to the eastern portion of our continent, we have been gradually forcing the Indian tribes westward, as the tide of population flowed in that direction. By this means they have been accumulated in large numbers on the western frontier. The results have been injury to the Indians, by crowding them together in such numbers that the game is insufficient for their support; and injustice to the Western States, whose security is endangered by the proximity of their savage neighbors. But, since the acquisition of California and Oregon, and the establishment of large settlements on the coast of the Pacific and in Utah, a new flow of white population is advancing upon them from the West. The pressure is therefore increasing upon them from both sides of the continent. On the north and the south they are also hemmed in by civilized communities. They are thus encompassed by an unbroken chain of civilization, and the question forces itself upon the mind of the statesman and the philanthropist, what is to become of the aboriginal race? This question must now be fairly met. A temporizing system can no longer be pursued. The policy of removal, except under peculiar circumstances, must necessarily be abandoned. And the only alternative left is to civilize or exterminate them. We must adopt one or the other. A just, humane and Christian people cannot long hesitate which to choose; and it only remains to decide upon the means necessary to be adopted to effect the contemplated revolution in the Indian character and destiny. It is a great work, and will require time for its accomplishment; but it can, and I believe will, be achieved. It must be commenced by substituting kindness for coercion; by feeding and clothing them, rather than warring upon and driving them from their territory.

It cannot be denied that most of the depredations committed by the Indians on our frontiers are the offspring of dire necessity. The advance of our population compels them to relinquish their fertile lands and seek refuge in sterile regions which furnish neither corn nor game for their subsistence. Impelled by hunger, they seize the horses, mules and cattle of the pioneers to relieve the wants and satisfy the cravings of nature. They are immediately pursued, and when overtaken severely punished. This creates a feeling of revenge on their part, which seeks its gratification in outrages on the persons and property of peaceable inhabitants. The whole country then becomes excited, and a desolating war, attended with a vast sacrifice of blood and treasure, ensues. This, it is believed, is a true history of the origin of most of our Indian hostilities. To avoid results like these, I would respectfully recommend that appropriations be made to buy food and clothing to supply their immediate wants; that they be permitted to retain suitable portions of their present territory, which should be set apart for their exclusive use and occupation; that they be furnished with implements of husbandry and domestic animals and encouraged to engage in agricultural and pastoral pursuits, and to rely on the products of their labor, instead of the spoils of the chase, for the support of themselves and their families.

The great obstacle to success, which must be met and overcome in the outset, is their nomadic mode of life. All history admonishes us of the difficulty of civilizing a wandering race who live mainly upon game. To tame a savage you must tie him down to the soil. You must make him understand the value of property and the benefits of its separate ownership. Your must appeal to those selfish principles implanted by Divine Providence in the nature of man for the wisest purposes, and make them minister to civilization and refinement. You must encourage the appropriation of lands by individuals. Attach them to their homes by the ties of interest; teach them the uses of agriculture and the arts of peace, and make them learn to substitute beef and pork and mutton as their food for the deer and the buffalo. Mildness must supplant force. Their self-respect must be stimulated, and manual labor schools introduced among them; and they should be taught to look forward to the day when they may be elevated to the dignity of American citizenship.

By means like these we shall soon reap our reward in the suppression of Indian depredations; in the diminution of the expenses of the Department of War; in a valuable addition to our productive population; in the increase of our agriculture and commerce, and in the proud consciousness that we have removed from our national escutcheon the stain left upon it by our acknowledged injustice to the Indian race.

To some, these suggestions may seem chimerical. Many regard the Indians as an inferior race and incapable of civilization; and on this fatal error our policy in regard to them has been based. The history of Powhattan, and Logan, and Cornstalk, and Osceola are sufficient to disprove it. But, were further evidence wanting, it might be found in the archives of this Department, among the records of the interviews and discussions between Mr. John R. Bartlett, the Commissioner engaged in running the boundary line between the United States and Mexico, and the chiefs of the tribes on that frontier. In elevation of sentiment, clearness of statement, force of reasoning, fervor of eloquence, and dignified yet touching pathos, these extemporaneous effusions of the untutored sons of the forest will bear a favorable comparison with the more studied harangues of our educated orators.

The condition of the tribes residing in New-York furnishes a striking illustration of what the policy I have indicated can accomplish. We find them living in the midst of a civilized community, pursuing the ordinary vocations of social life, cultivating their farms, accumulating property, educating their children, and fulfilling all the duties of good citizens.

The Cherokees, Chickasaws, Choctaws, and Creeks, in the South-west, also, although more removed from immediate contact with the whites, under the influence of the wise and humane policy which has been pursued toward them, are gradually adopting the usages and industrial pursuits of our citizens, and begin already to exhibit a just appreciation of the principles of civil liberty. With these noble examples before us, we should avail ourselves of the instruction which they afford, and lose no time in applying the same means for the regeneration of the savage tribes of the interior.

The laws regulating trade and commerce with the Indian tribes in general not being in force in Texas, our Indian relations in that State still continue in an embarrassed condition. To enable the Department to exercise the necessary authority over the Indians in Texas it is indispensable that a suitable country should be set apart for their exclusive occupancy, where measures may be introduced for their gradual civilization and improvement.

The subject of our Indian affairs in Texas has been adverted to in the annual reports of the Department and those of the Indian office for several successive years past, and I recommend that the attention of Congress be again and earnestly invited to it.

JUDICIAL EXPENSES.

The law having devolved on the Secretary of the Interior a supervisory power over the accounts of Marshals, Clerks, and other officers of the Courts of the United States, my attention has been turned to the various acts of Congress on that subject and the usages which have grown up under them. The first thing which attracted my notice was the rapid increase of the expenses of the Judicial Department, which, as will be seen by the annexed table, (A) bears no just proportion to the increase of the population and business of the country.

Upon examination I found that the laws regulating the fees of the ministerial officers of the Courts are obscure, conflicting, and, as a whole, incomprehensible. Different constructions have been given to them by different Judges, and the consequence is that the compensation in some States is inadequate, and in others extravagant. In some instances the fault is in the law; in others it is in its administration.

With the view of presenting the whole subject more fully than I could do in the limits of this report, I addressed a letter to the First Controller of the Treasury, requesting him to make a communication to me in writing, embodying a review of all the laws regulating the fees of officers of the Courts, and of the modes of charging under them in different States, together with such amendments as he might deem necessary. This has been accordingly done, and it is now submitted with this report.

The first law regulating fees is the process act of Sept. 29, 1789, which was temporary, and soon expired by its own limitation. The second was the new process act of May 8, 1792, the 3d section of which, regulating the fees of Marshals, Clerks and Attorneys, was repealed by the general law of February 25, 1799, which was the third act on the subject, and is now in force. It contains a partial bill of fees for Marshals, and one for Attorneys in Admiralty causes, in addition to a per diem of five dollars for attending Court, and a small annual salary. It allows Clerks also a per diem of five dollars, and for their services the same compensation as is allowed to the Clerks of the Supreme Courts of the States respectively, with one-third added thereto. Attorneys and Marshals are allowed in many cases the same compensation which is allowed to Attorneys and Sheriffs in the State Courts, without any addition thereto. The fee bills of the respective States were thus made the standard by which the fees of the officers of the United States Courts were to be computed. At the time this law was passed, there were but sixteen States in the Union, in all of which fees were prescribed by law. Since that date, fifteen new States have been admitted, in many of which there are no fees prescribed by law for Attorneys, and in others they are inadequate in amount.

In most of the older States the fee bills have been changed from time to time, and in some of them very liberal allowances have been made to officers. A question has therefore arisen, whether the law of 1799 (the terms of which are in the present tense) shall be construed to refer to the fees allowed in the respective States at the date of the act, or to have a prospective relation to the changes subsequently made. In some of the older States it has received the former construction, and in others the latter. The more general practice, however, is to give it a prospective operation. Under this construction, in those States where the allowances to their officers is liberal, and the business in the United States Courts large, the compensation to the officers of those courts became extravagant. To remedy this evil a proviso was inserted in the general appropriation act, approved March 3, 1841, to limit their fees, in cases where their aggregate compensation exceeded $1,500, to the fees allowed by the State statutes to attorneys, sheriffs and clerks for similar services. Difficulties having been experienced in administering this law, because it could not be known until the end of the year whether the compensation of the officer would exceed $1,500 or not, and it was therefore impossible for him to tell by what rule he should graduate his charges, a proviso was inserted in the appropriation act of 1842, requiring all those officers to return semi annual accounts of their emoluments, and limiting the charges in all cases in the districts of New-York to those allowed by law to the officers of the highest courts of original jurisdiction in that State. Some judges have held that the proviso in the act of 1841 was temporary in its character and expired by limitation. Others have held that it was repealed by the proviso in the act of 1842, and consequently that the act of 1799 furnished the only standard for calculating their fees; and thus the whole subject is involved in confusion and difficulty, and the practical effects are inequality and injustice.

The report of the Controller exposes many ingenious devices by which exorbitant compensation has been obtained by Marshals, Attorneys and Clerks, to which I invite your particular attention. It will be seen that Attorneys have in some instances received as many as TWELVE RETAINING FEES in the same cause; and a like number of fees for making out briefs and coming to Court prepared for trial. In one case a District Attorney and his predecessor received an aggregate of fees in a single criminal prosecution of hear five hundred dollars, when in some of the States he could by no possibility have received more than twenty dollars for the same service, and in others not so much.

In some States the practice prevails of suing out a habeas corpus to bring a prisoner from the jail into the Court, and a formal warrant to return him to jail again; and if the trial continues a week, similar proceedings are instituted from day to day. So also, when witnesses are committed to custody in default of surety for their appearance, they are brought out from day to day, as often as they may be needed to testify, and returned again to prison by the same complicated and expensive proceedings.

As a further illustration of the confusion of the law in regard to the fees of officers of the Courts, I will state a single example: The law establishing Courts in New Mexico and Utah provides in substance that the attorneys in those Territories shall receive the same fees and salary as the Attorney for the Territory of Oregon. Upon turning to the act establishing Courts in Oregon, it is found that the Attorney for that Territory was to receive the same fees as were allowed to the Attorney for the late Territory of Wisconsin; and on examining that act it is found that that officer was entitled to receive the same fees and salary as the Attorney for Michigan Territory, which are described in the act of February 27, 1813, creating the office of Attorney of the United States for each of the Territories, as being "*the usual fees of office*," and an annual salary of $250. Here are five references for attorneys' fees in the Territories of New-Mexico and Utah, which utterly fail to lead to any satisfactory result for want of certainty, and so it is with regard to the fees of attorneys and clerks in Minnesota and Oregon. In the Territory of Michigan the statutes allowed attorneys no taxable fee or costs, and the Controller states that none therefore could be allowed, according to law, in the Territory of Wisconsin, and that none can be allowed to the attorneys in Minnesota, Oregon, New-Mexico or Utah.

I might proceed to point out many other defects, obscurities, and incongruities in the laws, and many flagrant abuses which have grown up under them; but, as there has doubtless been enough said to call the attention of Congress to the subject, I shall content myself with a reference to the report of the Controller for more full and detailed information. Enough will appear from that to warrant the recommendation that all the laws relating to fees be promptly and carefully revised, so as to secure uniformity in compensation and to prevent future abuses. Justice and true economy require that the compensation of all public officers should be sufficient to command the services of men of talent and character. But it should be uniform in all parts of the Union, having proper reference to the expense of living and the amount of service. In no event should there be such disparity as now exists; nor should the compensation allowed to mere ministerial officers bear such disproportion to that of the Judges. As far as practicable, the compensation of Attorneys should be made by fixed salaries, and in civil suits the fees of Clerks and Marshals should be about equal to the average of the fees allowed to State officers for similar services, but uniform in all the States, even should it be found necessary in some cases, where the aggregate may not yield sufficient compensation, to make up the deficiency out of the Treasury.

Every facility should be afforded to suitors to assert their rights in the Courts of the United States. The exorbitant fees which now constitute an almost insuperable obstacle to seeking redress of injuries in those tribunals should be diminished.

The Federal Courts are daily increasing in their relative importance. The tribunals of the States, being more exposed to the influence of local prejudices and popular excitement, less confidence will be felt by non-resident suitors in their impartiality and independence; and when they have rights to assert or injuries to redress in a sister State, they will desire to seek their remedy in the Courts of the United States.

Similar considerations suggest the propriety of a general revision of the salaries of the Judges, with a view to render them more uniform and proportionate to the labor and responsibility of the office. The following table will show the amounts which they now respectively receive:

TABLE *showing the Salaries of the District Judges of the United States:*

Districts.	An'l. Salary.	Districts.	An'l. Salary.
Maine	$1,800	North Carolina	2,000
New-Hampshire	1,300	South-Carolina	2,500
Massachusetts	2,300	Georgia	2,500
Vermont	1,200	Louisiana	3,000
Rhode-Island	1,500	Mississippi	2,000
Connecticut	1,500	Indiana	1,500
New-York, (N. Dist.)	2,000	Illinois	1,500
New-York, (S. Dist.)	2,500	Alabama	2,500
New-Jersey	1,500	Missouri	1,500
Pennsylvania (E. Dist.)	2,300	Michigan	1,500
Pennsylv'a, (W. Dist.)	1,800	Arkansas	2,000
Delaware	1,500	Florida, (N. Dist.)	2,000
Maryland	2,000	Florida, (S. Dist.)	2,000
Virginia, (E. Dist.)	1,800	Texas	2,000
Virginia, (W. Dist.)	1,600	Wisconsin	1,500
Kentucky	1,800	Iowa	1,500
Tennessee	1,500	California, (N. Dist.)	3,500
Ohio	1,500	California, (S. Dist.)	2,000

In many of the districts the compensation of the judge is less than that of the clerk or marshal, and in most of them it does not equal the professional income of an attorney of respectable standing. Men of distinguished ability and merit, unless they are in affluent circumstances, cannot afford, therefore, to accept a judicial appointment. A policy which produces such results cannot be founded in wisdom. Salaries, without being extravagant, should yet be high enough to command the services of the men best suited for public stations. The office of judge is, under all circumstances, one of great dignity and responsibility. The judges expound the law, and on the wisdom of their adjudications, the security for life, liberty and property mainly depends. It is quite as important to have an able and faithful administration of the laws, as that the laws themselves should be founded in wisdom; and one of the greatest calamities which can befall a country, is to have an ignorant, corrupt, or incompetent judiciary.

The delicate nature of the functions which a Judge of the Courts of the United States has to perform renders his position one of peculiar interest and importance. His jurisdiction embraces not only cases affecting the rights of individuals, but also those involving the validity of laws passed by Congress and the States. None but men of eminent talents, character and learning should be entrusted with powers like these. And in times like the present, when laws obnoxious to particular sections of the country are opposed by violence, and the authority of the courts openly set at defiance, no reasonable effort should be spared to secure the services of judges who have not only the ability to understand their duties, but the firmness to discharge them with fidelity. To obtain them, a just compensation must be paid. And I therefore recommend that such increase of the salaries of the judges be made as may be necessary to accomplish these objects.

In conclusion, I beg leave to say that in my opinion the public interests would be promoted by the passage of a law constituting the Attorney-General the head of the department of justice, and making it his duty to seal and and countersign all commissions for Judges, Marshals and Attorneys, and to exercise the supervisory and appellate control over all accounts connected with the expenses of the judiciary, which is now exercised by this Department.

PUBLIC BUILDINGS AND GROUNDS.

Various appropriations having been made by the last Congress for the improvement of the Mall and other public grounds in this city, it was deemed proper to have a plan projected by a competent person, combining as far as practicable beauty of arrangement with utility. For this purpose the services of Mr. A. J. Downing, a gentleman distinguished for his judgment and good taste in the embellishment of pleasure grounds, were engaged. He has reported designs for grading, laying out and planting with trees the Mall and several of the public squares, some of which have been approved and partially executed. His plan for the improvement of the Mall appears to me admirably adapted to carry into effect the views of Congress. That portion of it which applies to the grounds west of Seventh-st., having been approved, is partially completed. But as the plan in regard to the section east of Seventh-st. involved a change in the location of a portion of the canal for which no appropriation had been made, you did not feel at liberty to give it your official sanction until the wishes of Congress should have been expressed in regard to it. The diagram, exhibiting the design in all its details, will be submitted to Congress, and I respectfully recommend its adoption, and that the necessary appropriation may be made to carry it into effect.

The Treasury and Patent Office buildings have been neatly painted, in pursuance of the order of Congress. The work has been faithfully executed, and will doubtless prove to be a great protection to the walls against the action of the atmosphere.

The eastern wing of the Patent Office has been placed under the direction and control of Mr. Thomas U. Walter, the architect of the Capitol, and will soon be ready for use.

No appropriation having been made by the last Congress for completing the western wing, it remains as it was at the date of my last report.

I have caused a plan to be made out by Mr. Walter for its completion, accompanied by detailed estimates of the cost. This plan contemplates some changes in the original design, which will tend greatly to improve the beauty, stability, and convenience of the building. The plan and estimates will at the proper time be laid before the Committees on Public Buildings of the two houses of Congress. In my judgment the public interests require that appropriations should be made for the completion of that wing with as little delay as possible. The present means of accommodation for the public officers are insufficient in extent, inconvenient in their location, and insecure from danger by fire.

The office of the Department of the Interior is now kept in a rented building, which is ill-adapted to such purposes, and contiguous to private dwellings, which constantly expose it to casualties. The Pension Office is also in rented apartments, in the fourth story of "Winder's Building."

The Indian Office is in the War Department, and occupies rooms which the head of that Department has assured me are indispensably necessary for the accommodation of his branch of the public service.

The Land Office is in the upper story of the Treasury building, where it is kept to the great annoyance of the Secretary of the Treasury, who is obliged to rent rooms in private buildings for the use of some his bureaus. It is believed that the rent now paid for the use of inconvenient and unsafe buildings is nearly equal to the interest on the cost of constructing a new one in all respects suitable for the purposes of the Department. When to this fact are added the loss of time in communicating with the heads of the Bureaus, who are scattered through five or six buildings, some of which are more than a quarter of a mile distant from the office of the head of the Department, and the increase of expense occasioned by the employment of additional doorkeepers, messengers, watchmen, and laborers, it will be found that true economy will be promoted by the erection of a suitable building for this Department.

The eastern wing of the Patent Office, including the basement, contains thirty rooms, besides the large saloon, two hundred and sixty-eight feet long and sixty-three wide, which is designed for the display of models. The Patent Office does not now, and probably will not for years to come, need one-third of these rooms. I propose, therefore, as soon as that wing is ready for use, to transfer to it the officers attached to the Department proper, and also those belonging to the Indian Bureau.

When the west wing shall have been completed, it should be appropriated, with the exception of the upper saloon, to the Land and Pension Offices. The War and Treasury Departments would thereby be relieved from the inconveniences to which they are now subjected, and all the bureaus connected with the Department of the Interior would be brought together under one roof. If in the progress of time the Patent Office should need more room, it could be supplied either by the construction of a building on the north side of the square, so as to complete the quadrangle according to the original design, or by withdrawing one or more of the bureaus to some other building. Many years, however, will probably elapse before such a withdrawal will become necessary. The demand for increase of room will be for the exhibition of models, and not for the accomodation of clerks; and, as the plan which I suggest contemplates the appropriation of two halls of the entire size of the wings for that purpose, it is hardly probable that they will be filled for twenty years to come.

Objection has been made to the occupation of any part of the Patent Office for purposes other than those for which it was originally designed. It is said that it was paid for out of the patent fund, and that it therefore belongs to the inventors. This objection rests upon a mistake both as to the facts of the case and the inference which is drawn from them. But, as it may possibly mislead some who are not conversant with the subject, it is proper to notice it.

It is not true that the cost of the Patent Office building has been paid out of the patent fund. On the contrary, it will be found, on a careful examination of the accounts, that but little more than one-eighth part of the cost of the principal building and two wings has been derived from the patent fund. But, if the facts were as represented, they by no means justify the inference derived from them.

The Government, for the encouragement of the talent and inventive genius of our citizens, grants, by patent, to the authors of books or inventors of new and useful improvements in machinery, &c., an exclusive ownership in them for a limited time. As a consideration for the franchises thus secured to them, the Government exacts from the patentees a fee or tax of thirty dollars, which is paid into the patent fund. When the inventor gets his patent he has received the consideration for his money, and the transaction is at an end.

The ground assumed by those who claim the Patent Office as the property of inventors, necessarily involves the proposition that they are entitled not only to their franchises, but also to the price which was paid for them. Upon the same principle, the purchasers of public lands might claim a right to control the appropriation of the money which they paid for them; or the consumers of dutiable goods the privilege of regulating the expenditure of the revenue derived from customs.

EXTENSION OF THE CAPITOL.

Since the adoption of the plan approved by you for the enlargement of the Capitol, the work has been diligently prosecuted.

The foundations of both wings are now nearly completed, and if suitable appropriations be made by Congress at its approaching session, no effort will be spared to push on the work with as much dispatch as may be consistent with its faithful execution.

THE CENSUS.

Returns have been received from the officers engaged in taking the Census in all the States and Territories except California. Partial returns have been received from Utah and California, and the remainder are expected in a few days. This delay has prevented my making the apportionment of representation among the several States, as contemplated by the act of Congress approved 23d May, 1850. That act provides that so soon as the next and each subsequent enumeration of the inhabitants of the several States directed by the Constitution of the United States to be taken, shall be completed and returned to the office of the Department of the Interior, it shall be the duty of the Secretary of the Interior to ascertain the aggregate representative population in the manner prescribed by the Constitution and the laws, and then proceed to ascertain the representative population of each State, and the number of representatives to which each is entitled.

The law further requires that the Secretary of the Interior shall transmit to the House of Representatives, and to the Executive of each State, without delay, a certificate under his seal of office of the number of members apportioned to each State.

It will thus be perceived that there are two conditions precedent to the performance of this duty. Before I can act the enumeration must be completed, and returned to the office of the Department of the Interior. Until these conditions are performed I have no jurisdiction over the subject. I am not authorized to act upon partial returns nor until they are officially made to the Department. Neither of these prerequisites having yet been complied with, I have not been able to make the apportionment.—When the enumerations are completed and returned, no time will be lost in performing the duties devolved on the Department.

A large number of clerks are now engaged in classifying and arranging in a suitable form for publication the diversified statistical information furnished by the tables. It is believed that when completed it will be the most perfect work of the kind ever presented to the public. No pains have been spared to secure perspicuity of arrangement and accuracy of execution. To avoid the errors which have crept into former works of the kind, I have required that all the calculations and classifications should be made by responsible clerks in office, instead of being confided to females and other persons having no interest in the subject, as has been done on former occasions. This course has required the employment of more clerks on that particular service, but the small increase of expense thus incurred will be more than counterbalanced by the greater accuracy of the results.

Being desirous that this great national work should be rendered as perfect as possible in all respects, by the advice of the Census Board I authorized Mr. Joseph C. G. Kennedy, the Superintendent of the Census, to visit Europe during the past Summer for the purpose of examining the systems of statistics of most of the enlightened nations of the world, and of obtaining from them and from personal communication with those most familiar with the subject all information which could be procured. He accordingly visited England, France, Belgium, Austria, and Prussia, and examined their official statistics, and had conferences with their public officers and others possessing the most extensive and varied knowledge of the subject. By these means he has gained information of much practical value in the arrangement of our own census for publication. He was also instructed to suggest to the proper officers of the respective Governments the propriety of adopting a uniform system of classification for all nations who were in the habit of making enumerations of their population and productions. At present the census of each nation is taken upon different principles, and the results are stated in different forms, so that it is impossible to institute a comparison of their relative progress in regard to any particular subject of inquiry. I proposed that each nation should suggest its plan for taking the enumeration of the population, productions, &c., and upon an examination of their respective advantages, a common system should be formed for general adoption. Uniformity being thus secured, it would be easy to make a comparison of their relative progress, and to deduce correct conclusions as to the causes which contributed to produce the different results. The suggestion was received with favor by many of the most eminent men of Europe, and a proposition has been submitted for a Congress of representatives from the principal nations of the world at Brussels in September, 1852, for the purpose of carrying it into effect.

Mr. Kennedy was also directed to inquire into the measures which had been adopted by the most enlightened nations of Europe for the development of their agricultural resources, and the agencies employed by them respectively for that purpose.

Upon all these points his report, which accompanies this communication, will afford much valuable information. The whole expense incurred by him in the performance of these important duties did not exceed one thousand five hundred dollars, being nothing more than his actual personal expenses.

In my last report I stated my belief that the sum already appropriated for paying the expenses incurred in taking the census and preparing it for publication would be sufficient for that purpose. It has been ascertained, however, that the additional sum of one hundred and fifty thousand dollars will be necessary, and I therefore respectfully recommend the appropriation of that amount for the completion of the work.

With the view of enabling Congress to form a just estimate of the importance and varied character of the admirable arrangement of the tables, the superintendent has, with my sanction, caused the returns of Maryland to be printed for the use of the members of the two Houses. That State was selected, because, from its central position, and the character of its population, soil, productions, and industrial pursuits, its census presented the best illustration of the extent and practical utility of the information which has been gained.

Another object was to furnish a specimen of the style in which, according to my judgment, it ought to be published. Such a specimen will be of great value in contracting for the publication of the entire work, by furnishing a standard by which the contractor will be governed in regard to the paper, printing, and general style of execution.

THE PATENT OFFICE.

As the Commissioner of Patents reports directly to Congress, it is unnecessary for me to present a review of the operations of that Bureau. There is one point, however, on which I deem it my duty to offer some explanation.

The Industrial Exhibition which was opened in London in the month of May, naturally attracted much attention in this country. It was the first occasion in the history of the world, when all the nations of the earth were invited to make an exhibition of their natural productions, and the results of labor in all the departments of industry.

Believing that great advantages would accrue to the people of the United States from having an agent present at this interesting display, who was competent to understand and describe all the objects of interest which might be exhibited, I authorized Mr. Charles F. Stansbury, an intelligent officer connected with the Patent Office to go to London and discharge that duty.

He accordingly spent several months in making a minute examination of the most choice and valuable products of nature and art which were presented; and I have no doubt that his report, which is now in course of preparation, will be a valuable and interesting document. He was instructed to inform himself particularly in regard to all the natural productions, implements, machinery, manufactures, and processes of manufacture, works of art, and other objects of interest, peculiar to each nation, so as to be able to impart the knowledge thus acquired to the people of our own country.

As all the latest improvements in machinery and the useful arts were there displayed, a careful description of them will be of great value to the Patent Office, in enabling it to decide whether machines and other alleged inventions and discoveries are really new and useful, so as to be proper subjects of patents, of copied from those exhibited at the London Fair. The farmer and mechanic will also be benefited by obtaining information as to the most approved implements, tools, and processes employed in their respective occupations; and the general reader cannot fail to be interested and instructed by an accurate and authentic account of the most extensive and varied collection of useful objects which has ever been brought together from the different quarters of the world. It is proposed to append this report to that of the Commissioner of Patents; and, if Congress shall deem it proper, to publish it with that document. It will doubtless greatly enlarge the circle of useful information, and give a new stimulus to the enterprise and industry of the people.

AGRICULTURAL BUREAU.

In my last report I earnestly recommended the establishment of an Agricultural Bureau. My opinion on that subject remains unchanged: and I beg leave to refer to and reaffirm all that I then said in regard to it.

Agriculture is unquestionably the great interest of our country, whether we have reference to the number of persons employed in it or to the value of their productions. It appears from the census of 1840 that the whole number of persons at that time engaged in this pursuit was 3,719,951; in manufactures, 791,749; and in commerce, 117,607. More than four-fifths of the entire population were therefore employed in the cultivation of the soil. At present it is believed that the proportion is still greater, in consequence of the change in the policy of the Government, which has induced many to become agriculturists who were formerly engaged in manufactures. And yet we find that, while a large portion of the sessions of every Congress is devoted to the protection and encouragement of manufactures and commerce, nothing has been done for agriculture. Within a few years after the adoption of the Constitution, President Washington recommended to Congress the establishment of a Bureau of Agriculture, but nothing was done to carry his recommendation into effect.

The subject has since been brought to the attention of Congress from time to time, by Executive communications, reports of the heads of Department, and petitions from the people, but without success.

As the results of the late census have furnished official evidence of the importance of this interest, and as we are now at peace with all the world, and fortunately relieved from those distracting and embarrassing topics which have so long disturbed the harmony of our Legislative Assemblies, and withdrawn their attention from the true interests of the country, it seems to me that no time could be more auspicious than the present to secure for this great subject a candid and enlightened consideration.

The best mode of illustrating the utility of an Agricultural Bureau is to present a condensed statement of the duties which it should be required to perform. It should be charged with the duty of collecting and disseminating information in regard to the cultivation of the soil, in all its branches. It should investigate every proposed improvement in the tillage of the earth or in the construction of implements of husbandry. It should collect from our own and foreign countries every variety of seed, fruit, plant and vegetable, and distribute them, with full and accurate information as to the soil, climate and mode of cultivation best adapted to each. Through the agency of our national ships and merchant vessels arrangements could be made for the importation of all the valuable vegetable productions and animals of other countries. This would enable us to appropriate to ourselves the results of the wisdom, experience, and improvements of all the world in regard to agriculture, and we should soon be rendered independent of other countries for many articles which are now imported at great cost. One or more officers should be connected with it thoroughly acquainted with the principles of geology, mineralogy, chemistry, and botany, for the purpose of investigating and reporting upon the character and properties of every variety of soil, rock, mineral, and vegetable, and their adaptation to useful purposes. To this bureau should also be entrusted the duty of superintending the taking of each decennial census, and of procuring and classifying from year to year all the statistical information which can be obtained in respect to the agriculture, manufactures, commerce, tunnage, revenue expenditures, financial and banking systems, improvements by railways, canals and roads, industrial pursuits and general progress of every State in the Union, and of the principal nations of the world. By this means a vast fund of useful knowledge, which cannot now be obtained, would be always accessible to Congress and the Executive. The value of such information in shaping our own policy can hardly be estimated. Facts like these are the groundwork of all wise legislation. In the language of an enlightened statesman of Europe, "Statistical knowledge is the true basis of every just and paternal administration, and without it it is impossible to realize the ameliorations which are necessary to the prosperity of the country." This remark is peculiarly applicable to our own country, whose interests are so diversified, and spread over such a wide extent of territory, as to render it impossible to legislate wisely in regard