

July, 1866, allowing any loyal citizen, of proper character, to trade with the Indian tribes, is rather a disadvantage to the Indians than otherwise. The department having no authority to restrict the number, nor discretion to decide as to the fitness and ability of the applicant for a license, it follows that any adventurer, however loyal or honest, with an unsuitable or insignificant stock of goods, may engage in the trade. Licenses, in my judgment, should be allowed only to as many responsible and competent traders as the needs and circumstances of the Indians may require. I recommend a repeal of that law.

4th. Attention is called to the propriety of increasing the compensation of the head of this bureau, by making it equal to that received by some other officers of like grade, who, it is believed, have no more important trusts devolved upon them, nor more arduous duties to discharge; than appertain to his office. Also to the necessity of a reorganization of the clerical force of this office, and of the superintendencies and agencies, and of the propriety of increasing the pay of the superintendents and agents for the more efficient management of the business of the Indian service. Recommendations of these objects, with strong reasons in their support, were made in the annual reports of the Commissioner of the last two or three years, and action to some extent has been taken in the matter by Congress. I beg leave to renew those recommendations, in the hope that Congress will favorably act upon them, by passing bills similar to those heretofore submitted to that body.

5th. Should there be no general reorganization provided in reference to the superintendencies and agencies, as recommended in the preceding paragraph, it is respectfully suggested that Congress authorize the appointment of superintendents of Indian affairs, severally, for the Territories of Colorado, Idaho, Montana and Dakota. The reasons for this are obvious. By law, the governors of these Territories are made ex officio superintendents. Necessarily, much of their time and attention must be taken up in executive duties and by sessions of their respective legislatures, precluding their giving always the personal and frequent investigations which the important interests of the Indian service under their charge require. I see no good