Fellow-citizens of the Senate and

of the House of Representatives: The Constitution of the United States pro vides that Congress shall assemble annually on the first Monday of December, and it has been usual for the President to make no communication of a public character to the Senate and House of Representatives until advised of their readiness to receive it. have deferred to this usage until the close of the first month of the session; but my convictions of duty will not permit me longer to postpone the discharge of the oi ligation enomed by the Constitution upon the President. "to give to the Congress Information of the state of the I nion, and recommend to their consideration such measures as be shall judge necess ry and expedient."

It is a matter of congratulation that the Republic is tranquilly advancing in a career of prosperity and peace.

FOREIGN EFLATIONS .- CENTRAL AMERICA Whilst relations of amity continues to exist between the United States and all foreign powers, with some of them grave questions sideration of Congress.

Of such questions, the most important that which has arisen out of the negotiations with Great Britain in reference to Central America,

By the convention concluded between the

part of Central America. It was the undoubted understanding of the United States in making this freaty, that all the present Mates of the former republic of Central America, and the entire territory of each would thenceforth enjoy complete parties engaged equally, and to the same extent, for the present and for the future, that if either then had any claim of right in Central America, such claim, and all occupation or authority under it, were unrethereafter to be exercised or assumed in any part of Central America, by Great Britain

or the United States. in regard to a region of country, wherein we had specific and peculiar interests, only upon the conviction that the like restrictions were Britain. But for this understanding of the force and effect of the convention, it would never have been concluded by us.

So clear was this understanding on the part of the United States, that, in correspondence contemporaneous with the ratification of the convention, it was distinctly expressed, that the mutual covenants of nonthe British establishment at the Balize .-This qualification is to be ascribed to the mits me now to entertain. fact, that, in virtue of successive treaties | One other subject of discussion between with previous sovereigns of the country, the United States and Great Britain has Great Britain had obtained a concession of grown out of the attempt, which the exidomain or sovereignty; and thus it confirms | re_ruits from the United States. the natural construction and understood im- It is the traditional and settled policy port of the treaty as to all the rest of the

I transmit berewith the instructions to him | surrender. on the subject, and the correspondence between him and the British Secretary for that the two governments differ widely and irreconcileably as to the construction of the convention, and its effect on their respective relations to Central America.

Great Britain so construes the convention as to maintain unchanged all her previous tions between Great Britain and the remnunt be successfully controverted that, by the public law of Europe and America, no possible act of such Indians, or their predecessors, could confer on Great Britain any

by repeated and successive treaties, renounced and relinquished all pretensions of relations with Russia. her own, and recognised the full and sovereign rights of Spain in the most unequivoout solid foundation in the beginning, and period, revived by Great Britain against the Central American States, the legitimate successors to all the ancient jurisdiction of armed vessel intended for such hostilities | continuance of the treaty, yet may, by pos-Spain in that region. They were first applied only to a defined part of the coast of coast of Costa Rica; and they are now reasserted to this extent, notwithstanding engagements to the United States.

On the eastern coast of Nicaragua and tain, though exerted at one time in the form of military occupation of the port of San Juan del Norfe, then in the peaceful possession of the appropriate authorities of the Central American States, is now presented by her as the rightful exercise of a protec-torship over the Mesquito tribe of Indians.

But the establishment at the Balize, now the State of Hondurgs, and that of the Bay fore contrary to the very letter as States, as it was at the time of ratification, and now is, understood by this government.

The interpretation which the British government, thus in assertion and act, persist in ascribing to the convention, entirely changes its character. While it holds us whether forbidden by the municipal law or although suffering less by their depredations to all our obligations, it in a great measure releases Great Britain from these which constituted the consideration of this government for entering into the convention. It is impossible, in my judgment, for the United States to acquiesce in such a construction of the respective relations of the two governments to Central America.

upon Great Britain, to abide by, and carry

States of Honduras, Nicaragua, and Costa Rica, the British government has at length replied, affirming that the operation of the treaty is prospective only, and did not require Great Britain to abandon or contract any possessions held by her in Central America at the date of its conclusion.

This reply substitutes a partial issue, in the place of the general one presented by the United States. The British government passes over the question of the rights of Great Britain, real or supposed, in Central America, and assumes that she had such rights at the date of the treaty, and that those rights comprehended the protectorship of the Mosquito Indians, the extended jurisdiction and limits of the Balize, out the colony of the Bay Islands, and thereupon proceeds by implication to infer, that, if the stipulations of the treaty be merely future in effect, Great Britain may still continue to hold the contested portions of Central America. The United States cannot admit either the inference or the premises. - We steadily deny, that, at the date of the treaty, Great Britain had any possessions' there, other than the limited and peculiar estabare depending, which may require the con- if she had any, they were surrendered by

the convention. This government, recognising the obligations of the treaty, has of course desired to see it executed in good faith by both parties. and in the discussion, therefore, has not looked to rights, which we might assert, two governments on the 19th of April, 1850, independently of the treaty, in consideraboth parties covenanted, that "neither will tion of our geographical position and of ever occupy, or fortify, or colonize, or us- other circumstances, which create for us sume, or exercise any dominion over, Nicara- relations to the Central American States gua, Costa Rica, the Mosqueto coast, or any different from those of any government of

The British government, in its last commanication, although well knowing the views of the United States, still decleress that it sees no reason why a conciliatory spirit may not enable the two governments, independence, and that both contracting to overcome all obstacles to a satisfactory adjustment of the subject. -

Assured of the correctness of the construction of the treaty constantly adhered to by this government, and resolved to insist on the rights of the United States, yet servedly relinquished by the stipulation of actuated also by the same desire, which is the convention; and that no dominion was avowed by the British government, to remove all causes of serious misanderstanding between two nations associated by so many This government consented to restrictions to me proper not to consider an amicable of the mischief. solution of the control ersy hopeless.

There is, however, reason to apprehend that, with Great Britain in the actual occuin the same sense obligatory on Great pation of the disputed territories, and the treaty therefore practically null, so far as regards our rights, this international difficulty cannot long remain undetermined, without involving in serious danger the friendly relations, which it is the interest as well as the duty of both countries to cherish and preserve. It will afford me sincere gratification, if future efforts shall result in occupation were not intended to apply to the success anticipated heretofore with more confidence than the aspect of the case per-

the right to cut mahogany or dye-wood at | geneies of the war in which she is engaged

the United States to maintain impartial region to which the stipulations applied. - neutrality during the wars which from time It, however, became apparent, at an early to time occur among the great powers of day after entering upon the discharge of the world. Performing all the duties of my present functions, that Great Brigan still | neutrality towards the | respective belligercontinued in the exercist or assertion of ent States, we may reasonably expect them large authority in all that part of Central not to interfere with our lawful enjoyment America commonly called the Mosquito of its benefits. Notwithstanding the exiscoast, and covering the entire length of the | tence of such hostilities, our citizens retain State of Nieuragua, and part of Costa Rica; the individual right to continue all their that she regarded the Balize as her absolute | accustomed pursuits, by land or by sea, at domain, and was gradually extending its home or abroad, subject only to such relimits at the expense of the State of Hondu- strictions in this relation as the laws of war, ras; and that she had formally colonized a the usage of nations, or special treaties, may considerable insular group known as the impose; and it is our sovereign right that Bay I lands, and belonging of right, to our territory and jurisdiction shall not be invaded by either of the belligerent parties, All these acts or prefensions of Great for the transit of their armies, the opera-Britain, being contrary to the rights of the tions of their fleets, the levy of troops for Status of Central America, and to the mani- their service, the fitting out of cruisers by fest tenor of her stipulations with the United or against either, or any other act or inci-States, as understood by this government, dent of war. And these underinble rights' have been made the subject of negotiation of neutrality, individual and national, the through the American Minister in London. United States will under no circumstances

In pursuance of this policy, the laws of the United States do not forbid their citi-Foreign Affairs, by which you will perceive | zens to sell to either of the belligerent powers, articles contraband of war, or take munitions of war or soldiers on board their private ships for transportation: and although, in so doing, the individual citizen exposes his property or person to some of the hazards of war, his acts do not involve pretensions over the Mosquito coast, and any breach of national neutrality, nor of in different parts of Central America. These | themselves implicate the government. Thus, prefensions, as to the Mosquito coast, are during the progress of the present war in founded on the assumption of political rela- | Europe, our citizens have, without national responsibility therefore, sold gumpowder of a tribe of Indians on that coast, entered and arms to all buyers, regardless of the into at a time when the whole country was destination of those articles. Our mera colonial possession of Spain. It cannot chantmen have been, and still continue to be, largely employed by Great Britain and by France, in transporting troops, provisions, and munitions of war to the principal seat of military operations, and in bringing home their sick and wounded Great Britain does not allege the assent soldiers; but such use of our mercantile of Spain as the origin of her claims on the marine is not interdicted either by the in-Mosquito coast. She has, on the contrary, ternational or by our municipal law, and of notice for that purpose. therefore does not compromit our neutral

But our municipal law, in accordance with the law of nations, peremptorily forcal terms. Yet these pretensions, so with- bids not only foreigners, but our own citizens, to fit out within the United States a thus repeatedly abjured, were, at a recent | vessel to commit hostilities against any peace, or to increase the force of any foreign against a friendly State.

Whatever concern may have been felt by Nicaragua, afterwards to the whole of its cither of the belligerent powers lest private Atlantic coast, and lastly to a part of the armed cruisers or other vessels in the ser- al law, it became the right and duty of the vice of one might be fitted out in the ports | United States to relieve themselves from the of this country to depredate on the property | implication of engagement on the subject, of the other, all such fears have proved to so as to be perfectly free to act in the prembe utterly groundless. Our citizens have ises in such way as their public interests Costa Rica, the interference of Great Bri- been withheld from any such act or pur- and honor shall demand. pose by good faith and by respect for the

list or enter himself, or to go beyond the posed upon those who have occasion to use Islands, appertaining of right to the same limits or jurisdiction of the United States it. State, are as distinctly colonial governments with intent to be culisted or entered, in the This government on a former occasion as those of Jamaica or Canada, and there- service of any foreign State, either as a not unlike the present, signalized its deterthe spirit of the convention with the United of any vessel-of-war, letter of marque, or seas, and of the great natural channels of privateer. And these enactments are also navigation. The Barbary States had, for a which declares that no State has the right from all nations whose ships frequented the to raise troops for land or sea service in Mediterranean. To the late demand of such another State without its consent, and that, not, the very attempt to do it without such than many other nations, returned the exconsent is an attack on the national sov-

municipal law of the United States, no minious tax, so long submitted to by the solicitude on the subject was entertained by | more powerful nations of Europe. this government, when, a year since, the British Parliament passed an act to pro- dues differ from that of the tribute former-To a renewed call by this government vide for the enlistment of foreigners in the ly conceded to the Barbary States, still their into effect, the stipulations of the conven- on the face of the act, or in its public his- tion in right. Each was, in its origin, noth-

of such intention to this government. It was matter of surprise, therefore, to find, subsequently, that the engagement of, persons within the United States to proceed to Halifax, in the British province of Nova Scotia, and there 'enlist in the service of Great Britain, was going on extensively, steps were immediately taken to arrest and punish parties concerned, and so put an end to acts infringing the municipal law and derogatory to our sovereignty. Meanwhile suitable representations on the subject were addressed to the Britisk government.

Thereupon it became known, by the admission of the British government itself, that the attempt to draw recruits from this country originated with it, or at least had its that the public agent engaged in it had "stringent instructions" not to violate the municipal law of the United States.

takeable object of the law was to prevent lishment at the Balize, and maintain that, | every such act, which, if performed, must be either in violation of the law, or in studied evasion of it; and, in either alternative, the act done would be alike injurious to the sovereignty of the United States. In the meantime, the matter acquired additional importance by the recruitments in the United States not being discontinued, and the disclosure of the fact that they were by official authority, that recruiting renwhole business conducted under the super-British officers, civil and military, some in the North American provinces, and some in the United States. The complicity of those officers in an undertaking which could only be accomplished by defying our laws, throwing suspicion over our attitude of rights, is conclusively proved by the evidence elicited on the trial of such of their victed. Some of the officers thus implicated are of high official position, and many of them beyond our jurisdiction, so that

> These considerations, and the fact that the cause of complaint was not a mere casual occurrence, but a deliberate design, entered upon with full knowledge of our laws and national policy, and conducted by responsible public functionaries, impelled me to present the case to the British govsation of the wrong, but its reparation. The subject is still under discussion, the result of which will be communicated to you in

to the last Congress, that provision be made for the appointment of a commissioner, in connexion with Great Britain, to survey and establish the boundary line which divides the territory of Washington from the contiguous British possessions. By reason of the extent and importance of the country States, including their respective authorities, the United States. in that quarter. The prospect of a speedy arrangement has contributed hitherto to induce on both sides forbearance to assert by force-what each claims as a right. Continuance of delay on the part of the two governments to act in the matter will increase the dangers and difficulties of the contro-

Misunderstanding exists as to the extent, character, and value of the possessory rights of the Hudson's Bay Company, and the property of the Puget's Sound Agricultural Company, reserved in our treaty with Great Britain relative to the Territory of Oregon. I have reason to believe that a eession of the rights of both companies to the United States, which would be the readiest means of terminating all questions, can be obtained on reasonable terms; and, with a view to this end, I present the subject to the attention of Congress. ..

The colony of Newfoundland having enacted the laws required by the treaty of the 5th of June, 1854, is now placed on the same footing, in respect to commercial interconse North American provinces.

The commission which that treaty contemplated, for determining the rights of flishery in rivers and mouths of rivers on the coasts of the United States and the British North American provinces, has been organized, and has commenced its labors: to complete which, there is needed further appropriations for the service of another

In pursuance of the authority conferred by a resolution of the Senate of the United States, passed on the 3rd of March last, notice was given to Denmark, on the 14th day of April, of the intention of this government to avail itself of the stipulation of the subsisting convention of friendship, commerce, and navigation between that Kingdom and the United States, whereby either party might, after ten years, terminate the same at the expiration of one year from the date

The considerations which led me to call the attention of Congress to that convention, and induced the Senate to adopt the resolution referred to, still continue in full force. The convention contains an article which, although it does not directly engage the U States to submit to the imposition of tolls on State with which the United States are at | the vessels and cargoes of Americans passing into or from the Baltic sea, during the sibility, be construed as implying such submission. The exaction of those tolls not being justified by any principle of internation-

I remain of the opinion that the United States ought not to submit to the payment While the laws of the Union are thus pre- of the Sound dues, not so much because of emptory in their prohibition of the equip- their amount, which is a secondary matter, ment or armament of belligerent cruisers in | but because it is in effect the recognition of our ports, they provide not less absolutely the rights of Denmark to treat one of the that no person shall, within the territory or great maritime highways of nations as a jurisdiction of the United States, enlist him- close sea, and prevent the navigation of it

oldier, or as a mariner or seaman on board mination to maintain the freedom of the in strict conformity with the law of nations, long time, coerced the payment of tribute payment made by them, the United States, plicit answer, that we preferred war to tribute, and thus opened the way to the relief Such being the public rights and the of the commerce of the world from an igno-

If the manner of payment of the Sound military service of Great Britain. Nothing exaction by Denmark has no better foundation according to its obvious import, by tory, indicated that the British government ing but a tax on a common natural right, withdrawing from the possession or coloni- proposed to attempt recruitment in the Uni- extorted by those who were at that time

ment of it, but who no longer passess that

Denmark, while resisting our assertion of

has indicated a readiness to make some new arrangement on the subject, and has invited the governments interested, including the with little or no disguise. Ordinary legal. United States, to be represented in a convention to assemble for the purpose of reeeiving and considering a proposition which she intends to submit for the capitalization of the Sound dues, and the distribution of the sam to be paid as commutation among the governments according to the respective proportions of their maritime commerce to and from the Baltic. I have declined in behalf of the United States to accept this invitation, for the most cogent reasons .approval and Sanction; but it also appeared | One is, that Denmark does not offer to submit to the convention the question of her right to levy the Sound dues. The second is, that if the convention were allowed to It is difficult to understand how it should take cognizance of that particular question, have been supposed that troops could be still it would not be competent to deal with raised here by Great Britain, without vio- the great international principle involved which affects the right in other cases of nalation of the municipal law. The unmisvigation and commercial freedom, as well as that of access to the Baltic. Above all, by the express terms of the proposition it is contemplated that the consideration of the Sound dues shall be commingled with, and traneous,-the balance of power among the governments of Europe.

While, however, rejecting this proposition, and insisting on the right of free tranprosecuted upon a systematic plan devised | sit into and from the Baltic, I have expressed to Denmark a willingness, on the part of dezvous had been opened in our principal the United States, to share liberally with cities, and depots for the reception of re- other powers in compensating her for any derive from expenditures made by her for vision and by the regular co-operation of the improvement and safety of the naviga-

tion of the Sound or Belis. I lay before you, herewith, sundry documents on the subject, in which my views are more fully disclosed. Should no satisfactory arrangement be soon concluded, I shall again call your attention to the subneutrality, and disregarding our territorial | ject, with recommendation of such measures as may appear to be required in order to assert and secure the rights of the United agents as have been apprehended and con- States, so far as they are affected by the pretensions of Denmark.

I announce with much gratification, that, since the adjournment of the late Congress, ties of interest and kindred, it has appeared | legal proceedings could not reach the source | the question, then existing between this | the requirement of monthly returns, render government and that of France, respecting the French consul at San Francisco, has been satisfactorily determined, and that the relations of the two governments continue

to be of the most friendly nature. A question also which has been pending for several years between the United States and the kingdom of Greece, growing out of entries in their books of record or account, ernment, in order to secure, not only a ces- the sequestration, by public authorities of or to make false returns, and also requiring time prescribed by the act of Congress. that country, of property belonging to the present American consul at Athens, and deliver to their successors all books, rewhich had been the subject of very earnest discussion heretofore, has recently been set-I repeat the recommendation submitted | tled to the satisfaction of the party interested and of both governments.

With Spain peaceful relations are still maintained, and some progress has been made in securring the redress of wrongs complained of by this government. Spain has not only disavowed the conduct of the of collision between the two subjects of has also paid the sum claimed as indemnity Great Britain and the citizens of the United | for the loss thereby inflicted on citizens of

In consequence of a destructive hurricane which visited Cuba in 1844, the supreme authority of that island issued a decree, permitting the importation, for the period of six months, of certain building materials and provisions free of duty, but revoked it when about half the period only had clapsed, to the injury of citizens of the United States, who had proceeded to act on the faith of that decree. The Spanish government refused indemnification to the parties aggrieved until recently, when it was assented to, payment being promised to be made so actively engaged in defending the Indian soon as the amount due can be ascertain-

Satisfaction claimed for the arrest and that it will be, and that case, with others, the Spanish government. I do not abandon the hope of concluding with Spain some general arrangement, which, if it do not wholly prevent the recurrence of difficulties in Cuba, will render them less frequent, with the United States, as the other British and whenever they shall occur facilitate their more speedy settlement.

The interposition of this government has been invoked by many of its citizens, on account of injuries done to their persons and property, for which the Mexican republic is responsible. The unhappy situation of that country; for some time past, has not allowed its government to give due consideration to claims of private reparation, and has appeared to call for and justify some forbearance in such matters on that part of this government. But if the revolutionary movements' which have lately occurred in that republic end in the organization of a the officers retained on the list for active war nor domestic strife. Whatever of dis- of the constitution. hoped, with success, for the redress of all complaints of our citizens.

In regard to the American republics, which, from their proginity and other considerations, have peculiar relation to this government, while it has been my constant aim strictly to observe all the obligations of political friendship and of good neighborhood, obstacles to this have arisen in some of them, from their own insufficient power to check lawless irruptions, which in effect | but to give the highest efficiency to artillery throws most of the task on the U. States .-Thus it is that the distracted internal condition of the State of Nicaragua has made it incumbent on me to appeal to the good faith of our citizens to abstain from unlawful intervention in its affairs, and to adopt preventive measures to the same end, which, on a similar occasion, had the best results in reassuring the peace of the Mexican of troops, and the efficiency of an army in

States of Senora and Lower California. Since the last session of Congress a trenthe kingdom of the Two Sicilies; a treaty of friendship, commerce, and navigation with Nicaragua; and a convention of commercial reciprocity with the Hawaiian kingdom, have been negotiated. The latter kingdom and the State of Nicaragua have also acceded to a declaration recognising, as international rights, the principles contained in the convention between the Unitreaching far beyond its treaty limits into self, or hire or retain another person to en- as a privilege, for which tribute may be im- ed States and Russia, of July 22, 1854. before the Senate for ratification.

and expenditures of the treasury, have been

substantially verified. It appears from the report of the Secretary of the Treasury, that the receipts during the last fiscal year ending June 30, 1855, from all sources, were sixty-five millions three thousand nine hundred and thirty dollars; and that the public expenditures ments made in redemption of the public debt, including interest and premium, amounted

The balance in the treasury at the begin- commended for the construction of six steam ning of the present fiscal year, July 1, 1855, | sloops-of-war.

zation of portions of the Central American | ted States; nor did it ever give intimation able to obstruct the free and secure enjoy- ty-one thousand nine hundred and seventy- tion of the act of Congress to promote the six dollars; the receipts for the first quarter, and the estimated receipts for the rethe freedom of the Baltic Sound and Belts, to sixty-seven million nine hundred and eighteen thousand seven hundred and thirtyfour dollars; thus affording in all, as the available resources of the current fiscal year, the sitm of eighty-six million eight hundred and fifty-six thousand seven hundred and

ten dollars. If to the actual expenditures of the first quarter of the current fiscal year, be added the probable expenditures for the remaining three quarters, as estimated by the Secretary of the Treasury, the sum total will be seventy-one million two hundred and twenty-six thousand eight hundred and forty-six dollars, thereby leaving an estimated balance in the treasury on July 1, 1856, of fifteen million six hundred and twenty-three thousand eight hundred and sixty-three dollars and forty-one cents.

the present fiscal year are included three or liable to no postage by law, or to very million dollars to meet the last instalment of low rates of postage compared with that the ten millions provided for in the late charged on letters, and to the great cost of to contend successfully on the battle field treaty with Mexico, and seven million seven priated on account of the debt due to Tex- ter General on the subject deserve the con- ed our industrial productions, and our comas; which two sums make an aggregate a- sideration of Congress. mount of ten million seven hundred and fifty made subordinate to, a matter wholly ex- thousand dollars, and reduce the expenditures, actual or estimated, for ordinary ob- for useful suggestions it contains, as for the our political institutions to their objects. four hundred and seventy-six thousand dol-

The amount of the public debt, at the commencement of the present fiscal year, was forty million five hundred and eightythree thousand six hundred and thirty-one cruits established on our frontier; and the advantages which commerce shall hereafter dollars, and, deduction being made of subsequent payments, the whole public debt of the federal government remaining at this time is less than forty million dollars.

The remnant of certain other government stocks, amounting to two hundred and fortythree thousand dollars, referred to in my last message as outstanding, has since been

I'am fully pursuaded that it would be ment is now conducted. Notwithstanding the great number of public agents of collection and disbursement, it is believed that the checks and guards provided, including it scarcely possible for any considerable fraud on the part of those agents, or neglect involving hazard of serious public loss, to escape detection. I renew, however, the recommendation, heretofore made by me, of the enactment of a law declaring it felony on the part of public officers to insert false cords, and other objects of a public nature in their custody.

Derived as our public revenue is, in chief part, from duties on imports, its magnitude affords gratifying evidence of the prosperiity, not only of our commerce, but of the

ed for the current expenses of the the hands of the people, and the conspicuous | tion to our citizens. fact that the annual revenue from all sources exceeds, by many millions of dollars, the amount needed for a prudent and economical administration of public affairs, cannot fail to suggest the propriety of an early revision and reduction of the tariff of duties on imports. It is now so generally conceded that the purpose of revenue alone can justify the imposition of duties on imports, that, in re-adjusting the impost tables and schedules, which unquestionably require essential modifications, a departure from the principles of the present tariff is not anticipated.

The army during the past year has been frontier, the state of the service permitting but few and small garrisons in our permanent fortifications. The additional regisearch of the steamer El Dorado has not vet | ments authorized at the last session of Conbeen accorded, but there is reason to believe gress have been recruited and organized, and a large portion of the troops have alcontinues to be urged on the attention of ready been sent to the field. All the duties which devolve on the military establishment have been satisfactorily performed, and the dangers and privations incident to the character of the service required of our troops and additional provisions required for the your early attention. military service, I refer to the report of the Secretary of War and the accompanying

Experience gathered from events which have transpired since my last annual message has but served to confirm the opinion then expressed, of the propriety of making provision, by a retired list, for disabled officers and for increased compensation to stable government, urgent appeals to its duty. All the reasons which existed when justice will then be made, and, it may be these measures were recommended on former occasions continued without modification, except so far as circumstances have given | ments, imperfect, which human wisdom | refused to it, was forbidden to touch this to some of them additional force.

'The recommendations heretofore made for a partial reorganization of the army are also renewed. The thorough elementary education given to those officers who commence their service with the grade of cadet, qualifies them, to a considerable extent, to perform the duties of every arm of the service: requires the practice and special stucy of many years; and it is not, therefore, be lieved to be advisable to maintain, in time of peace, a larger force of that arm than can be usually employed in the duties appertaining to the service of field and siege artillery. The duties of the staff in all its various branches belong to the movements

which your attention is invited.

The construction of the six steam frigates, for which appropriations were made by the increase of the navy, an appropriation is re-

efficiency of the navy, it is unnecessary for me to say more than to express entire conpresented by the Secretary in his report.

It will be perceived, by the report of the year was nine million nine hundred and sixty-eight thousand three hundred and thousand one hundred and thirty-six dollars -making an excess of expenditure over receipts of two million six hundred and twentysix thousand two hundred and six dollars; and that the cost of mail transportation during that year was six hundred and seventy-four thousand nine hundred and independent sovereignties. fifty-two dollars greater than the previous year. Much of the heavy expenditures to be ascribed to the large quantity of printed In the above estimated expenditures of matter conveyed by the mails, either franked. mail service on railroads and by ocean hundred and fifty thousand dollars appro- steamers. The suggestions of the Postmas-

The report of the Secretary of the Interior will engage your attention, as well cets of the year, to the sum of sixty million interest and importance of the subjects to combining local self-government with agwhich they refer.

The aggregate amount of public land sold during the last fiscal year, located with military serip or land warrants, taken up under grants for roads, and selected as swamp lands by States, is twenty-four million five hundred and fifty-seven thousand four hundred and nine acres; of which the to America an exemption from the mutable portion sold was fifteen million seven hunand twenty-four acres, vielding in receipts the sam of eleven million four hundred and eighty-five thousand three hundred and eighty dollars. In the same period of time, the conditions of permanent confederation thousand eight hundred and fifty-four acres difficult to devise a system superior to that have been surveyed; but, in consideration of the States, and their equal representation by which the fiscal business of the govern- of the quantity already subject to entry, in the Senate. That independent sovereignno additional tracts have been brought into

> The peculiar relation of the general government to the District of Columbia renders it proper to commend to your care not only its material, but also its moral interests, never have existed. However desirous the including education, more especially in those parts of the District outside of the

> cities of Washington and Georgetown. The commissioners appointed to revise and codify the laws of the District have less they conceded to the smaller opes aumade such progress in the performance of thority to exercise at least a negative influtheir task, as to insure its completion in the

Information has recently been received, their equal representation in the Senate .that the peace of the settlements in the Indeed, the larger States themselves could Territories of Oregon and Washingtion is disturbed by hostilities on the part of the power was equally necessary to them, for Indians, with indications of extensive com- the security of their own domestic interests binations of a hostile character among the against the aggregate force of the general tribes in that quarter, the more serious in government. In a word, the original States their possible effect by reason of the unde- | went into this permanent league on the other great interests upon which that de- termined foreign interests existing in those agreed premises, of exerting their common Territories, to which your attention has al- strength for the defence of the whole, and The principle that all moneys not requir- ready been especially invited. Efficient of all its parts; but of utterly excluding all in dispute, there has been imminent danger | the steamer Black Warrior at Havana, but | ment shall remain for active employment in | lieved, will restore quiet, and afford protec-

In the Territory of Kansas, there have been acts prejudical to good order, but as yet none have occurred under circumstances to justfy the interposition of the federal Executive. That could only be in case of obstruction to federal law, or of organized resistance to territorial law, assuming the character of insurrection, which, if it should occur, it would be my duty promptly to in the compact of union. Thus, the great overcome and suppress. I cherish the hope, however, that the occurrence of any such untoward event will be prevented by the sound sense of the people of the Territory, who, by its organic law, possessing the right to determine their own domestic institutions, are entitled, while deporting ration, as being matters only of corelation themselves peacefully, to the free exercise of that right, and must be protected in them and foreign governments, which, bethe enjoyment of it, without interference on the part of the citizens of any of the

The southern boundary line of this Territory has never been surveyed and established. The rapidly-extending settlements in that region and the fact that the main route between Independence, in the State of Mis- | er section, the most important was the pecuhave furnished additional evidence of their | souri, and New Mexico, is contiguous in | liarity of a larger relative colored population courage, zeal, and capacity to meet any this line, suggest the probability that em- in the southern than in the northern States. requisitions which their country may make | barrassing questions of jurisdiction may upon them. For the details of the military | consequently arise. For these and other | tion, existed in nearly all the States, but was operations, the distribution of the troops, considerations, I commend the subject to more numerous and of more serious con-

> state of the Union, including such-particular | production; and it was foreseen that, for the concerns of the federal government, wheth- same reasons, while this population would er of demestic or foreign relation, as it ap- diminish, and, sooner or later, cease to exist. peared to me desirable and useful to bring in some States, it might increase in others. to the special notice of Congress. Unlike The peculiar character and magnitude of the great states of Europe and Asia, and this question of local rights, not in material many of those of America, these Unites States relations only, but still more in social ones, are wasting their strength neither in foreign | caused it to enter into the special stipulations content or public dissatisfaction exists, is Hence, while the general government, as attributable to the imperfections of Int - well by the enumerated powers granted to man nature, or is incident to all govern- it, by those not enumerated, and therefore can devise. Such subjects of political matter in sense of attack or offence, it was agitation as occupy the Public mind, placed under the general safeguard of the consist, to a great extent, of exaggeration | Union, in the sense of defence against eithof inevitable evils, or over zeal in social im- er invasion or domestic violence, like all provement, or mere imagination of grievance other local interests of the several States. naving but remote connexion with any of Each State expressly stipulated, as well for the constitutional functions or duties of the | itself as for each and all of its citizens, and federal government. To whatever extent every citizen of each State became solemnthese questions exhibit a tendency menac- ly bound by his allegiance to the constitung to the stability of the constitution, or lion, that any person held to service or lathe integrity of the Union, and no farther, bor in one State, escaping into another, they demand the consideration of the Exe- should not, in consequence of any law or cutive, and require to be presented by him regulation thereof, be discharged from such

Before the Thirteen Colonies became a confederation of independent States, they or labor might be due by the laws of his were associated only by community of trans- State. of troops, and the efficiency of an army in atlantic origin, by geographical position, the field would materially depend upon the and by the mutual tie of common depenguaranty of all the rights of every State ability with which those duties are dis- dance on Great Britain. When that tie was against interference on the part of another ty of amity, commerce, and navigation, and charged. It is not, as in the case of the surrendered, they severally assumed the was the present form of government estabfor the surrender of fugitive criminals, with artillery, a speciality, but requires, also, an powers and rights of absolute self-govern- lished by our fathers and transmitted to us intimate knowledge of the duties of an offi- ment. The municipal and social institu- and by no other means is it possible for it cer of the line, and it is not doubted that, to tions of each, its laws of property and of to exist. If one State ceases to respect complete the education of an officer for personal relation, even its political organi- the rights of another, and obtrusively intereither the line or the general staff, it is de- zation, were such only as each one chose to meddles with its local interests-if a portion sirable that he shall have served in both .- establish, wholly without interference from of the State assume to impose their institu-With this view, it was recommended on a any other. In the language of the Declations on the others, or refuse to fulfil their former occasion, that the duties of the staff ration of Independence, each State had obligations to them-we are no longer unishould be mainly performed by details from "full power to levy war, conclude peace, ted friendly States, but distracted, hostile the line; and, with conviction of the advan- contract alliances, establish commerce, and ones, with little capacity left of common tages which would result from such a change, to do all other acts and things which inde- advantage, but abundant means of recipro-These treaties and conventions will be laid it is again presented for the consideration | pendent States may of right do." The sev- | calinjury and mischief. eral colonies differed in climate, in soil, in | Practically, it is immaterial whether ag The statements made in my last annual The report of the Secretary of the Navy, natural productions, in religion, in systems gressive interference between the States, of message, respecting the anticipated receipts herewith submitted, exhibits in full the naval of education, in legislation, and in the forms deliberate refusal on the part of any one of operations of the past year, together with of political administration; and they con- them to comply with constitutional obligathe present condition of the service, and it | tinued to differ in these respects when they | tions, arise from erroneous conviction of makes suggestions of further legislation, to voluntarily allied themselves, as States, to carry on the war of the revolution.

The object of that war was to disenthral the United Colonies from foreign rule, which last Congress, has proceeded in the most had proved to be oppressive, and to sepasatisfactory manner, and with such expedi- rate them permanently from the mother for the same period, exclusive of payments tion as to warrant the belief that they will country: the political result was the foun- bound to take care that the laws be faithfulon account of the public debt, amounted to be ready for service early in the coming dation of a federal republic of the free white ly executed, and specially enjoined by the fifty-six million three hundred and sixty-five spring. Important as this addition to our men of the colonies, constituted, as they constitution to give information to Congress thousand three hundred and ninety-three naval force is, it still remains inadequate to were, in distinct and reciprocally independollars. During the same period, the pay- the contingent exigencies of the protection dent State governments. As for the subject public neglect of duty on my part to pass over of the extensive sea coast and vast commer- races, whether Indian or African, the wise cial interests of the United States. In view and brave statesmen of that day, being ento nine million eight hundred and forty-four of this fact, and of the acknowledged wisdom | gaged in no extravagant scheme of social | thousand five hundred and twenty-eight dol- of the policy of a gradual and systematic change, left them as they were, and thus preserved themselves and their posterity from the anarchy and the ever-recurring civil wars which have prevailed in other its advantages, disregard their constitutional was eighteen million nine hundred and thir- In regard to the steps taken in the execu- revolutionized European colonic of America. obligations to it. Although conscious of

When the confederated States found it convenient to modify the conditions of their association, by giving to the general governmaining three quarters, amount, together, currence in the observations on that subject ment direct access, in some respects, to the people of the States, instead of confining it to action on the States as such, they pro-Postmaster General, that the gross expen-diture of the department for the last fiscal which was, to delegate only such power as was necessary and proper to the execuforty-two dollars, and the gross receipts tion of specific purposes, or, in other words, seven million three hundred and forty-two to retain as much as possible, consistently with those purposes, of the independent powers of the individual States. For objects of common defence and security, they intrusted to the general government certain carefully defined functions, leaving all others as the undelegated rights of the separate

Such is the constitutional theory of our government, the practical observance of which the treasury is flus subjected, is to which has carried us, and us alone, among modern republies, through nearly three generations of time without the cost of one drop of blood shed in civil war. With free dom and concert of action, it has enabled us against foreign foes, has elevated the feeble colonies into powerful States, and has raismerce which transports them, to the level of the richest and the greatest nations of Europe. And the admirable adaptation of gregate strength, has established the practicability of a government, like ours to cover a continent with confederate States. The Congress of the United States is in

effect, that congress of sovereignties, which

good men in the Old World have sought for,

but could never attain, and which imparts

leagues for common action, from the wars, dred and twenty-nine thousand five hundred | the mutual invasions, and vague aspirations after the balance of power, which convulse, from time to time, the governments of Europe. Our co-operative action rests in eight million seven hundred and twenty-three | prescribed by the constitution. Our balance of power is in the separate reserved rights ty in every one of the States, with its reserved rights of local self-government assured to each by their co-equal power in the Senate, was the fundamental condition of the constitution. Without it the Union would larger States might be to re-organize the government so as to give to their population its proportionate weight in the common counsels, they knew it was impossible, unence on all the measures of the government, whether legislative or executive, through not have failed to perceive, that the same of reciprocal aggression. Each solemnly bound itself to all the others, neither to undertake, nor permit, any encroachment upon, or intermeddling with:

another's reserved rights. Where it was deemed expedient, particular rights of the States were expressly guarantied by the constitution; but, in all things besides, these rights were guarded by the limitation of the powers granted and by express reservation of all powers not granted. power of taxation was limited to purposes of common defence and general welfare, excluding objects appertaining to the local legislation of the several States; and those purposes of general welfare and common defence were afterwards defined by specific enumebetween the States themselves, or between cause of their common and general nature. could not be left to the separate control of

"Of the circumstances of local condition, interest, and rights, in which a portion of the States, constituting one great section of the Union, differed from the rest, and from anoth-

A population of this class, held in subjeccernment in the South than in the North, on I have thus passed in review the general account of natural differences of climate and

service or labor, but should be delivered up on claim of the party to whom such service

blind prejudice, whether it be perpetrated by direction or indirection. In either case, it is full of threa; and of danger to the dura-

bility of the Union. Placed in the office of Chief Magistrate as the executive agent of the whole country, on the state of the Union, it would be pala subject like this, which, beyond all things, at the present time, vitally concerns indivi-

dual and public security. It has been matter of painful regret to see States, conspicuous for their services in founding this republic, and equally sharing