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## PRESIDENT'S MESSAGE.

FELLOW CITIZENS OF THE SENATE

AND HOUSE OF REPRESENTATIVES:—

Another year of health and of sufficiently abundant harvest has passed; for these, and especially for the improved condition of our national affairs, our renewed and profound gratitude to God is due. We remain in peace and friendship with foreign powers; the efforts of disloyal citizens of the United States to involve us in foreign wars to aid an inexcusable insurrection have been unavailing. Her Britannic Majesty's government, as was justly expected, have exercised their authority to prevent the departure of new hostile expeditions from British ports.

The Emperor of France has, by a like proceeding, promptly indicated the neutrality which he proclaimed at the beginning of the contest; questions of great intricacy and importance have arisen out of blockade and other belligerent operations between this government and several of the maritime powers, but they have been discussed, and, so far as was possible, accommodated in a spirit of frankness, justice and mutual good will. It is especially gratifying that our prize courts, by the impartiality of their adjudication, have commanded the respect and confidence of maritime powers.

The supplemental treaty between the United States and Great Britain, for the suppression of the African slave trade, made on the 17th day of February last, has been duly ratified and carried into execution; it is believed that, so far as American ports and American citizens are concerned, that inhuman and barbarous traffic has been brought to an end.

I shall submit for the consideration of the Senate the convention for the adjustment of possessory claims in Washington Territory, arising out of the treaty of the 15th of June, 1846, between the United States and Great Britain, and which have been the source of some disquiet among the citizens of that now rapidly improving part of the country.

A novel and important question, involving the extent of the maritime jurisdiction of Spain in the waters which surround the Island of Cuba, has been debated, without reaching an agreement, and it is proposed in an amicable spirit to transfer it to the arbitration of a friendly power; a convention for that purpose will be submitted to the Senate.

I have thought it proper to subject it to the approval of the Senate to concur in an arrangement for the liquidation of the Scheldt dues, upon the principles which have been heretofore adopted in regard to the imposts upon navigation in the waters of Denmark. The long pending controversy between this Government and that of Chili, touching the seizure at Siliwa, in Peru, by Chilian officers, of a large amount in treasure belonging to citizens of the United States, has been brought to a close by the award of his Majesty, the King of the Belgians, to whose arbitration the question was referred by the parties. The subject was thoroughly and patiently examined by that justly respected Magistrate.— Although the sum awarded to the claimants may not have been as large as they expected, there is no reason to distrust the wisdom of his Majesty's decision. That decision was promptly complied with by Chili. When intelligence in regard to it reached that country, the joint commission, under the last session, for carrying into effect the convention with Peru, on the subject of claims, has been organized at Lima and is engaged in the business entrusted to it. Difficulties concerning interoceanic transit through Nicaragua are in course of amicable adjustment, in conformity with principles set forth in my last annual message.

I have received a representative from the United States of Columbia, and have accredited a Minister to that Republic.

Incidents occurring in the progress of our civil war have forced upon my attention the uncertain state of the international question touching rights of foreigners in this country and of United States citizens abroad. In regard to some governments these rights are at least partially defined by treaties. In no instance, however, is it expressly stipulated that on the instance of civil war a foreigner, residing in this country within the lines of the insurgents, is to be exempted from the rule which classes him as a belligerent in whose behalf the Government of his country cannot express any privilege or immunity distinct from that character.

I regret to say, however, that such claims have been put forward, and in some instances in behalf of foreigners, who have lived in the United States the greater part of their lives.

There is reason to believe that many persons born in foreign countries who have declared their intention to be-

come citizens, or who have been fully naturalized, have evaded the military duty required of them by denying the fact and thereby throwing upon the government the burden of proof. It has been found difficult or unpracticable to obtain this proof, from the want of guides to the proper sources of information. These might be supplied by requiring the clerks of courts, where declarations of intention may be made or naturalization effected, to send, periodically, lists of the names of persons naturalized or declaring their intention to become citizens to the Secretary of the interior, in whose department these names must be arranged and printed for general information. There is also reason to believe that foreigners frequently become citizens of the United States for the sole purpose of evading the duties imposed by the laws of their native country, to which, in becoming naturalized here, they at once repair, and, though never returning to the United States, they still claim the interposition of the government as citizens. Many altercations and great prejudices have heretofore grown out of this abuse, it is therefore submitted to your serious consideration, and it might be advisable to fix a limit, beyond which no citizen of the United States residing abroad may claim the interposition of this government. The right of suffrage has often been assumed and exercised by aliens, under pretense of naturalization, which they have disavowed when drafted into the military service. I submit the expediency of such an amendment of the laws as will make the fact of voting an estoppel against any plea of exemption from military service or other civil obligation, on the ground of alienage, in common with other Western Powers.

Our relations with Japan have been brought into serious jeopardy through the perverse opposition of the hereditary aristocracy of the empire to the enlightened and liberal policy of the Tycoon, designed to bring the country into the society of nations; it is to be hoped, although not with entire confidence, that these difficulties may be peacefully overcome. I ask your attention to the minister residing there, for the damages he sustained in the destruction by fire of the residence of the Legation at Yeddo.

Satisfactory arrangements have been made with the Emperor of Russia, which, it is believed, will result in effecting a continuous line of telegraph through that empire from our Pacific coast.

I recommend to your favorable consideration the subject of an international telegraph across the Atlantic Ocean, and also of a telegraph between this capital and the national forts along the Atlantic seaboard and the Gulf of Mexico. Such connections, established with any reasonable outlay, would be economical as well as effective aids to the diplomatic, military and naval service.

The consular system of the United States, under the enactments of the last Congress, begins to be self-sustaining, and there is reason to believe that it may become entirely so with the increase of trade which will ensue whenever peace is restored. Our Ministers abroad have been faithful in defending American rights, and in protecting our commercial interests. Our Consuls have necessarily had to encounter increased labors and responsibilities, growing out of the war; these they have for the most part met and discharged with zeal and efficiency. This acknowledgment justly includes those Consuls who, residing in Morocco, Egypt, China and other central countries, are charged with complications and extraordinary powers. The condition of the several organized Territories is generally satisfactory, although the Indian disturbances in New Mexico have not been entirely suppressed.

The mineral resources of Colorado, Nevada, Idaho, New Mexico and Arizona are proving far richer than heretofore understood. I lay before you a communication on this subject, from the Governor of New Mexico. I again submit to your consideration the expediency of establishing a system for the encouragement of emigration. Although this source of national wealth is again flowing with greater freedom than for several years before the insurrection occurred, there is still a great deficiency of laborers in every field of industry, especially in agriculture and in all our mines, as well of iron and coal as of precious metals. While the demand for labor is thus increased here tens of thousands of persons—destitute of remunerative occupation, are thronging our foreign consulates, and offering to emigrate to the United States if essential, but very cheap assistance can be offered them. It is easy to see that, under the sharp discipline of civil war, the nation is beginning a new life. The model effort demands the aid, and ought to receive the attention and support of the Government.

Injuries, unforeseen by the Government and unintended, may, in some cases, have been inflicted upon the subjects or citizens of foreign countries both at sea and on the land,

and by persons in the service of the United States. That this Government expects redress from other powers when similar injuries are inflicted by persons in their service on citizens of the United States, we must be prepared to do justice to foreigners. If the existing judicial tribunals are inadequate to this purpose, a special court may be authorized with power to hear and decide such claims of the character referred to as may have arisen under treaties and public law. Conventions for adjusting claims by joint commission have been proposed to some governments, but no definite answer to the proposition has yet been received from any during the course of the session, and I shall probably have occasion to request you to provide indemnification to claimants where, decrees of restitution have been rendered and damages awarded by the Admiralty Court, and in other cases where this Government may be acknowledged to be liable in principle, and where the amount of that liability has been ascertained on an informal arbitration. The proper officers of the Treasury have deemed themselves required, by the laws of the United States upon the subject, to demand a tax upon the incomes of foreign consuls in this country, while such a demand may not, in strict terms, be the indication of the public law, or perhaps of any existing treaty between the United States and a foreign country. The expediency of so far modifying the act as to exempt from the tax the income of such consuls as are not citizens of this United States, derived from the emoluments of their offices or from property not situated in the United States, is submitted to your serious consideration. I make this suggestion upon the ground that a courtesy, which ought to be reciprocated, exempts our consuls in all other countries from taxation to the extent thus indicated. The United States, I think ought not to be exceptionally illiberal to international trade and commerce.

The operations of the Treasury during the last year have been successfully conducted. The enactment by Congress of a national banking law has proved a valuable support of the public credit, and the general legislation in relation to loans has fully answered the expectations of its founders. Some amendments may be required to perfect existing laws, but no change in their principles or general scope is believed to be needed. Since these measures have been in operation, all demands on the Treasury, including the payments of the Army and Navy, have been promptly met and fully satisfied. No considerable body of troops, it is believed, were ever more amply provided and more liberally and punctually paid; and it may be added that by no people were the burdens incident to a great war ever more cheerfully borne.

The receipts during the year from all sources, including loans and the balance in Treasury, at its commencement, were \$90,112,567.48; the aggregate disbursements \$89,579,663.065, leaving a balance, on the 7th of July, 1863, of \$532,904,421 of the receipts. There were derived from customs \$6,905,964.249. From internal revenue \$3,764,075,795. From direct taxes \$148,510,361. From lands \$16,762,717. From miscellaneous sources \$304,661,535, and from loans \$77,668,236.157; making the aggregate of \$90,112,567.486. Of the disbursements there were \$23,253,922; for pensions, &c., \$421,652,059; for interest on public debt \$247,298,465; for the War Department \$59,927,860,583; for the Navy Department \$6,321,110,527; for payment of funded and temporary debt \$18,108,663,507 for—making an aggregate of \$89,576,663.065, and leaving a balance of \$532,904,421; but the payment of the funded and temporary debt having been made from moneys borrowed during the year, must be regarded as merely nominal payments, and the moneys borrowed to make them as merely nominal receipts and their amount, \$18,108,663,507, should therefore be deducted both from the receipts and disbursements. This being done, there remains, as actual receipts, \$71,370,999.55, leaving the balance as already stated. The actual receipts and disbursements for the first quarter and the estimated receipts and disbursements for the remaining three quarters of the current fiscal year of 1864, will be shown in detail by the report of the Secretary of the Treasury to which I invite your attention.

It is sufficient to say here that it is not believed that the actual results will exhibit a state of the finances less favorable to the country than the estimates of that officer heretofore submitted, while it is confidentially expected that, at the close of the year, both disbursements and debts will be found very considerably less than has been anticipated. The report of the Secretary of War is a document of great interest; it consists of first, the military operations of the year, detailed in the report of the Gen.-in-Chief; second, the organization of colored persons into the war service; third, exchange of prisoners fully set forth in the letter of Gen. Hitchcock; fourth, the operations under the act for enrolling and calling out the na-

tional forces detailed in the report of the Provost Marshal General; fifth, the organization of the invalid corps, and sixth, the operation of the several departments of the Quartermaster General, Commissary General, Paymaster General, Chief of Engineers, Chief of Ordnance, and Surgeon General. It has appeared impossible to make a valuable summary of this report, except such as would be too extended for this place, and hence I content myself in referring your attention to the report itself. The duties devolving on the Naval branch of the service, during the year and throughout the whole of this unhappy contest, have been discharged with fidelity and imminent success. The extensive blockade has been constantly increasing in efficiency as the navy has expanded; yet, on so long a line, it has so far been impossible to entirely suppress illicit trade. From the returns received at the Navy Department it appears that more than one thousand vessels have been captured since the blockade was instituted, and that the value of prizes already sent in for adjudication amounts to over thirteen millions of dollars. The naval force of the United States consists at this time of five hundred and fifty-eight vessels completed and in course of completion, and of these seventy-five are iron clad armored steamers.

The events of the war give an increased interest and importance to the navy, which will probably extend beyond the war itself. The armored vessels in our navy completed and in service, or which are under contract and approaching completion, are believed to exceed in number those of any other power; but while these may be relied upon for harbor defense and sea coast survey, others of greater strength and capacity will be necessary for cruising purposes and to maintain our rightful position on the ocean.

The change that has taken place in navy vessels and naval warfare, since the introduction of steam as a motive power for ships of war, demands either a corresponding change in some of our existing navy yards, or the establishment of new ones for the construction and necessary repair of modern war vessels. No inconsiderable embarrassment, delay and public injury have been experienced from the want of such government establishments. The necessity of such a navy yard, so furnished, at some suitable place upon the Atlantic seaboard, has on repeated occasions been brought to the attention of Congress by the Navy Department, and is again presented in the report of the Secretary, which accompanies this communication. I think it my duty to invite your special attention to this subject, and also to that of establishing a yard or depot for naval purposes upon one of the western rivers. A naval force has been created on these interior waters, and under many disadvantages, within little more than two years, exceeding in numbers the whole naval force of the country at the commencement of the present administration. Satisfactory and important as have been the performances of the heroic men of the navy at this interesting period, they are scarcely more wonderful than the services of our mechanics and artisans in the production of war vessels, which has created a new form of naval power. Our country has advantages superior to any other country in our resources of iron and timber, with inexhaustible quantities of fuel in the immediate vicinity of both, and all available, and in close proximity to navigable water. Without the advantage of public works, the resources of the nation have been developed and its power displayed in the construction of a navy of such magnitude, which has, at the very period of its creation, rendered signal service to the Union. The increase of the number of seamen in the public service, from 7,000 men in the spring 1861, to about 24,000 at the present time, has been accomplished without any special legislation or extraordinary bounty to promote that increase. It has been found, however, that the operation of the draft, with high bounties paid for army recruits, is beginning to effect injuriously the naval service, and will, if not corrected, be likely to impair its efficiency by detaching seamen from their proper vocation and inducing them to enter the army. I therefore respectfully suggest that Congress might aid both the army and naval service, by adequate provisions on this subject, which would at the same time be equitable to the community more especially interested.

I recommend to your consideration the suggestions of the Secretary of the Navy, in regard to the policy of fostering and training seamen for naval service. The Naval Academy is rendering signal service in preparing officers and seamen for the highly responsible duties which in after life they will be required to perform. In order that the country should not be deprived of educated officers for which legal provision has been made at the Naval School, the vacancies caused by the neglect or omission to make nominations from States in insurrection, have been filled by the

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