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SATURDAY, DECEMBER 6, 1862.

THE PRESIDENT'S MESSAGE.

The Annual Message of the President of the United States as Read in the Senate and House of Representatives, Monday, December 1, 1862.

Fellow-citizens of the Senate and House of Representatives:

Since your last annual assembling, another year of health and bounty has been granted, and while it has not pleased the Almighty to bless us with a return of peace, we can but press on guided by the best light He gives us, trusting that in His own good time and wise way, all will yet be well.

FOREIGN RELATIONS.

The correspondence touching foreign affairs, which has taken place during the last year, is herewith submitted, in virtual compliance with a request to that effect made by the House of Representatives near the close of the last session of Congress. If the condition of our relations with other nations is less gratifying than it has usually been at former periods, it is certainly more satisfactory than if a nation so unhappily distracted as we are might reasonably have apprehended.

In the month of June last there were some grounds to expect that the maritime Powers which at the beginning of our domestic difficulties so unwisely and unnecessarily, as we think, recognized the insurgents as a belligerent power, would soon recede from that position, which has proved only less injurious to themselves than to our own country.

But the hopeful omens which afterward held the National arms, and which were exaggerated by our overdelayed friends abroad, have hitherto delayed that act of simple justice. The civil war, which has so radically changed, for the moment, the occupations and habits of the American people, has necessarily disturbed the industrial condition, and affected very deeply the prosperity of the nations with which we have carried on a commerce that has been steadily increasing throughout a period of half a century. It has at the same time excited profound sympathy and apprehensions, which have produced a profound agitation throughout the civilized world. In this unusual agitation we have forbore from taking part in any controversy between foreign States and between parties or factions of such states.

We have attempted no propagandism, and we have adhered to neutrality; but we have left to every nation the exclusive conduct and management of its own affairs.

Our struggle has been, of course, contemplated by foreign nations with reference less to its own merits than to its supposed and expected effects and consequences resulting to those nations themselves. Nevertheless, complaint on the part of this Government, even if it were just, would certainly be unwise.

The treaty with Great Britain for the suppression of the slave trade has been put into operation with a good prospect of complete success. It is an occasion of special pleasure to acknowledge that the execution of it, on the part of her Majesty's Government, has been marked with a zealous respect for the authority of the United States and the rights of their naval and local officers.

The convention with Hanover for the abolition of the Stade dues has been carried into full effect under the act of Congress for that purpose.

DIFFICULTIES ARISING FROM THE BLOCKADE.

A blockade of three thousand miles of sea-coast could not be established and rigorously enforced in a season of great commercial activity like the present without committing occasional mistakes, and inflicting unintentional injuries upon the commerce of neutrals and their subjects. A civil war occurring in a country where foreigners reside, and carry on trade under treaty stipulations, is necessarily fruitful of complaints of the violation of neutral rights.

All such collisions tend to excite misapprehensions and possibly to produce serious alienations between nations which have a common interest in preserving peace and friendship. In clear cases of these kinds, I have, so far as possible, heard and redressed complaints which have been presented by friendly powers.

There is still, however, a large and augmenting number of doubtful cases in which the Government is unable to agree with the friendly Governments whose protégés or citizens demand redress, even when the facts on which the claims are based are not controverted by the claimants.

There are, moreover, many cases in which the United States or their citizens suffer wrongs from the naval or military forces of foreign nations, to which the Governments of those States are not at once prepared to redress. I have proposed to some of the foreign States thus interested mutual conventions to examine and settle such complaints. This proposition has been made especially to Great Britain, to France, to Spain and to Prussia. In each case it has been kindly received, but has not yet been formally adopted.

I deem it my duty to recommend an appropriation in behalf of the owners of the Norwegian barque *Admiral P. F. Tordenskjold*, which was seized in May, 1861, prevented by the commander of the blockading force off Charleston from leaving that port with a cargo, notwithstanding a similar privilege had, shortly before, been granted to an English vessel. I have directed the Secretary of State to cause the papers in the case to be communicated to the proper committees.

FINANCIAL CONDITION.

Applications have been made to me by many free Americans of African descent to favor their emigration, with a view to such colonization as was contemplated in the enterprise of colonizing free persons of that class, at home and abroad—some from interested motives, others upon patriotic considerations, and still others influenced by philanthropic sentiments which have suggested similar measures; while, on the other hand, several of the Spanish American Republics have protested against the sending of such colonies to their respective territories.

Under these circumstances, I have declined to move any such colony to any State without first obtaining the consent of its Government with an agreement on its part that, if such be its decision, it will receive the free people of color who may be transported thither, on the same footing with other immigrants, and I have, at the same time, offered to the several States situated within the tropics, or having colonies there, to negotiate with them, subject to the advice and consent of the Senate, to favor the voluntary emigration of persons of that class to their respective territories, upon conditions which shall be equitable, just and humane.

Liberia and Hayti are, as yet, the only countries to which colonists of African descent from here could go with certainty of being received and adopted as citizens or subjects of a civilized State. I believe, however, that I may safely say that such persons are contemplate colonization do not seem as willing to migrate to those countries as to some others, or so willing, as I think their interest dictates, I believe, however, the opinion among them in this respect is improving, and that ere long there will be an augmented and considerable migration to both these countries from the United States.

This leads me to the question, WHITHER SHALL THEY GO?

The new commercial treaty between the United States and the Sultan of Turkey has been carried into execution. A commercial and consular treaty has been negotiated, subject to the Senate's consent, with Liberia, and a similar negotiation is now pending with the Republic of Hayti. A considerable improvement of the national commerce is expected to result from these measures.

Our relations with Great Britain, France, Spain, Portugal, Russia, Prussia, Denmark, Sweden, Austria, the Netherlands, Italy, Rome and the other European States remain undisturbed. Very favorable relations also continue to be maintained with Turkey, Morocco, China and Japan.

During the last year there has not only been no change of our previous relations with the independent States of our own continent, but more friendly sentiments than have heretofore existed are believed to be entertained by those neighbors, whose safety and progress are so intimately connected with our own. This statement especially applies to Mexico, Nicaragua, Costa Rica, Honduras and Guatemala.

The Commission under the Convention with the Republic of New Grenada closed its session with its hearing united and performed all the duties which were submitted to it. A proposition is pending to revive the Convention, that it may be able to do more complete justice.

The joint commission between the United States and the Republic of Costa Rica has completed its labors and submitted its report.

I have revived the project for connecting the United States with Europe by an Atlantic telegraph, and a similar project to extend the telegraph from San Francisco, to connect by a Pacific telegraph with the line which is being extended across the Russian Empire.

DEVELOPMENT OF THE TERRITORIES.

The territories of the United States, with unimportant exceptions, have remained undisturbed by the civil war, and they are exhibiting such evidence of prosperity as justifies an expectation that some of them will soon be in a condition to be organized as States, and be admitted into the Union as such, upon the terms prescribed in the Federal Constitution.

The mineral wealth of some of these territories ought to be developed as rapidly as possible.—Every step to that direction would have a tendency to improve the revenues of the Government, and diminish the burdens of the people. It is worthy of your serious consideration whether some extraordinary measure to promote this end cannot be adopted.

The means which suggests itself as most likely to be effective is a scientific exploration of the mineral regions in the territories, with a view of the publication of the results at home and in foreign countries—results which cannot fail to be auspicious.

COMMERCE BY OUR FRIENDS.

The condition of the finances will claim your most diligent consideration. The vast expenditures incident to the military and naval operations required for the suppression of the existing rebellion, have hitherto been met with a promptitude and certainty unusual in similar circumstances, and the public credit has been fully maintained.

The continuance of the war, however, and the increased demands for money to prosecute it by the augmented forces now in the field, demand your best reflections as to the best mode of providing the necessary revenue, without injuring the business and with the least possible burdens upon labor. The suspension of specie payments by the banks, soon after the commencement of your last session, made large issues of United States bills available to soldiers in no other way could the payment of the troops and the satisfaction of other just demands be so economically or so well provided for. The judicious action of Congress, securing the receivability of these notes for loans and internal duties, and making them a legal tender for other debts, has made them an universal currency, and has satisfied, partially at least, and for the time, the long felt want of a uniform circulating medium, saving thereby to the people immense sums in discounts and exchanges.

A return to specie payments, however, at the earliest period compatible with due regard to all the interests concerned, should ever be kept in view. Fluctuations in the value of currency are always injurious, and to avoid the issue of fractional currency to the lowest possible point will always be a leading purpose in wise legislation. Convertibility, prompt and certain convertibility into coin, is generally acknowledged to be the best and surest safeguard against issues; and it is extremely doubtful whether a circulation of United States notes, payable in coin, and sufficiently large for the wants of the people, can be permanently and safely maintained. Is there, then, any other mode in which the necessary provision for the public wants can be made and the great advantages of a safe and uniform currency secured?

BANKING ASSOCIATIONS PROPOSED.

I know of none which promises such certain results, and is at the same time so unobjectionable, as the organization of Banking Associations under a general Act of Congress well guarded in its provisions. To such Associations the Government might safely entrust the circulating notes on the security of United States bonds deposited in the Treasury. These notes, prepared under the supervision of the Treasury Department, would be uniform in appearance and security and convertible, always into coin, would at once protect labor against the evils of a vicious currency, and facilitate commerce by cheap and safe exchanges. A moderate revaluation from the interest on the bonds would compensate the United States for the preparation and distribution of the notes and a general supervision of the system, and would lighten the burden of that part of the public debt employed as securities. The public credit, moreover, would be greatly improved and the negotiation of new loans greatly facilitated by the steady and certain demand for Government bonds, which the adoption of the proposed system would create.

If than additional recommendation of the measure, of considerable weight, it my judgment, that it would reconcile, as far as possible, all existing interests by the opportunity offered to existing institutions to reorganize under the act, substituting only the secured, uniform, national circulation, for the local and various circulation, secured and insecured, now issued by them.

TREASURY NOTES AND EXPENDITURES.

The receipts into the Treasury from all sources, including the loans for the year ending on the 30th of June, 1862, were $583,885,237 06; of which sum $49,056,397 62 were derived from Customs, $51,765,511 75 from the direct tax and from internal revenue, $152,253 77; from miscellaneous sources, $3,257,687 64; from loans in all forms, $529,056,450 50. The remainder, $1,297,965 80, was the balance from last year.

The disbursements during the same period were:

For Congressional, Executive and Judicial purposes,	$8,959,009 29
For Foreign intercourse,	1,339,710 85
For miscellaneous expenses, (including the mints, loans, Post Office deficiencies, collection of revenue, and other like charges),	14,129,771 50
Expenses under the Interior Department,	3,102,965 52
Under the War Department,	394,828,467 26
Under the Navy Department,	42,674,560 09
For interest on the public debt,	13,190,224 45
For payment of the public debt, including the redemption of the temporary loan and redemptions,	68,088,922 09
Making an expenditure of	$570,841,700 23
And leaving a balance in the Treasury on the 1st day of July, 1862, of	$13,043,546 81.

It should be observed that the sum of $96,096,922 09 expended for the public securities and redemption of the public debt, being included also in the loans made, may be properly deducted both from the receipts and expenditures, leaving the actual receipts for the year, $487,788,829 97, and the expenditures, $474,744,778 16.

Other information on the subject of the finances will be found in the reports of the secretary of the Treasury, to whose statements and views I invite your most candid and considerate attention.

The reports of the Secretaries of War and of the Navy are herewith transmitted. These reports, though lengthy, are severally more than brief abstracts of the very numerous and extensive transactions and operations conducted through those Departments.

Nor could I give a summary of them here upon any principle which would admit of its being any shorter than the reports themselves. I therefore content myself with laying the reports before you, and asking your attention to them.

POST OFFICE DEPARTMENT.

It gives me pleasure to report a decided improvement in the financial condition of the Post Office Department.

As compared with the previous fiscal year, the receipts for the fiscal year 1861 amounted to $9,349,294 66, which embraced the revenue from all the States of the Union for the entire fiscal year.

For the fiscal year 1862, the receipts from the revenue of the Post Office Department within the limits of the United States during the fiscal year amounted to $9,020,000 by, being only $329,294 66 less than was derived from all the States of the Union during the previous year. The expenditures in 1861 were $13,606,759 11.

For the fiscal year the amount has been reduced to $11,125,364 18, showing a deficiency of about $2,105,000 in the expenditures compared with the previous year, and a deficit $3,750,000 as compared with the fiscal year of 1860.

The deficiency in the Department for the previous year was $1,551,987 35. For the last fiscal year it was reduced to $1,118,614 57. These favorable results are in part owing to the cessation of mail service in the insurrectionary States, and in part to a careful review of all expenditures in that Department in the interest of economy. The efficiency of the postal service, it is believed, has also been much improved.

The Postmaster General has also opened a correspondence, through the Department of State, with foreign Governments, proposing a convention of postal representatives for the purpose of simplifying the rates of foreign postage and to expedite the foreign mails.

This proposition equally important to our adopted citizens, and to the commercial interests of this country, has been favorably entertained and agreed to by all the Governments from whom replies have been received.

I ask the attention of Congress to the suggestion of the Postmaster General in his report respecting the further legislation required in his opinion for the benefit of the postal service.

THE PUBLIC LANDS.

The Secretary of the Interior reports as follows in regard to the public lands:

"The public lands have ceased to be a source of revenue. From the 1st of July, 1861, to the 30th of September, 1862, the entire receipts from all sources of the land system were $137,476 26, a sum much less than the expenses of our land system during the same period."

The Homestead law, which will take effect on the 1st of January next, offers new inducements to settlers that sales for cash cannot be expected to an extent sufficient to meet the expenses of the General Land Office and the cost of surveying and bringing the land into market.

The discrepancy between the sums here stated as arising from the sales of the public lands and the sums derived from the same source as reported from the Treasury Department, arises, as I understand, from the fact that the periods of time, though apparently were not really included at the beginning of it, the Treasury report including a considerable sum now, which had previously been reported from the Interior, sufficiently large to greatly overreach the sum derived from the three months now reported upon by the Secretary of the Interior, and not by the Secretary of the Treasury.

THE INDIAN TRIBES.

The Indian tribes upon our frontiers have, during the past year, manifested a spirit of insubordination, and at several points have engaged in open hostilities against the white settlements in their vicinity.

The tribes occupying that Indian country south of Kansas renounced their allegiance to the United States, and entered into treaties with the insurgents. Those who remained loyal to the United States were driven from their country.

The Chief of the Cherokees has visited this city for the purpose of restoring the former relations of the tribe with the United States. He alleges that they were constrained by a superior force to enter into treaties with the insurgents, and that the United States neglected to furnish the protection which their treaty stipulations required. In the month of August last, the Sioux Indians in Minnesota attached the settlements in their vicinity with extreme ferocity, killing indiscriminately men, women and children. This attack was wholly unexpected, and there was no means of defence had been provided.

It is now stated that not less than 800 persons were killed by the Indians, and a large amount of property was destroyed. How this outbreak was induced, is not definitely known, and suspicions, which may be unjust, need not be stated.

Information was received by the Indian Bureau, from different sources, about the time hostilities was commenced, that a concerted movement was to be made upon the white settlements by all the tribes between the Mississippi River and the Rocky Mountains. The State of Minnesota has suffered great injury from the late war. A large portion of her territory has been depopulated, and a severe loss has been sustained by the destruction of property.

The people of that State manifest much anxiety for the removal of the tribes beyond the limits of the state, as a guarantee against future hostilities. The Commissioner of Indian Affairs will transmit full reports.

I submit the subject to your special consideration, whether our Indian relations shall not be remodeled. Many wise and good men have impressed me with the belief that this can be profitably attempted.

PACIFIC RAILROAD—ILLINOIS CANAL.

I submit a statement of the proceedings of the Commissioners, which shows the progress that has been made in the enterprise of constructing the Pacific Railroad; and this suggests the earliest completion of this road, and also the favorable action of Congress upon the petition now pending for the construction of branches of the great canals, in New York and Illinois, as being of vital and rapidly increasing importance to the whole nation, and especially to the interior region of country traversed by the proposed lines. I do not propose having prepared and laid before you, at an early day, some interesting and valuable statistical information upon this subject.

The military and commercial importance of enlarging the Illinois and Michigan canal and improving the Illinois river, is presented in the report of the Secretary of the Interior herewith. I concur in the views expressed in the report, and now transmitted to Congress, I respectfully ask attention to it.

THE AGRICULTURAL DEPARTMENT.

To carry out the intentions of the 37th and 38th Congress of the 16th of May last, I have caused the Department of Agriculture of the United States to be organized. The Commissioner informs me that the organization of the Department has established an extensive system of correspondence and exchanges, both at home and abroad, which promises to effect highly beneficial results in the production of new articles of food, the introduction of improvements in agriculture, in the introduction of new products, and in the agricultural statistics of the different States. Also, that it will be able, ere long, to distribute largely seeds, cuttings, plants and cuttings, and has already published and liberally diffused much valuable information, in anticipation of a more elaborate report, which will be done in the next. The report contains some valuable tests in chemical science, now in progress in the laboratory.

The creation of this Department was for the more immediate benefit of a large class of our most valuable citizens, and I trust that the liberal basis upon which it has been organized will not only meet your approbation, but also fulfil the benevolent design of its founders. Its organization has been such as to secure the fondest anticipations of its most sanguine friends, and become the fruitful source of advantage to all our people.

On the 22d day of September last, a proclamation was issued by the Executive, a copy of which is herewith submitted. In accordance with the purpose expressed in the proclamation, I deem it my duty to respectfully recall your attention to what may be called "Compensated Emancipation."

A nation may be said to consist of its territory, its people and its laws. The territory is the only part which is of certain durability. "One generation passeth away, and another generation cometh, but the earth abideth forever."

It is of the first importance to duly consider and estimate this ever-during part. That portion of the earth's surface which is susceptible of being made the habitation of a civilized people, is well adapted to be the home of one national family, and it not well adapted for two or three its vast extent, and its variety of climate and productions are of estimable benefit to one people, whatever they might have been in former ages.

Slavery, geography and intelligence have brought these to be an advantageous combination. Nowhere else, on the broad surface of this globe, can be found the total population, and also the large and rapidly increasing amount of its products, and we shall be overwhelmed with the magnitude of the prospect presented. But this region has no exclusive right to be the home of one people. There is room for another on it. It has room for another on it. It has room for another on it. It has