

ident to the character of the service required of our troops have furnished additional evidence of their courage, zeal, and capacity to meet any requisition, which their country may make upon them. For the details of the military operations, the distribution of the troops, and additional provisions required by the military service, I refer to the report of the Secretary of War and the accompanying documents.

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 the officers retained on the list for active duty. All the reasons which existed, when these measures were recommended on former occasions, continue without modification, except so far as circumstances have given 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, qualified them, to a certain extent, to perform the duties of every arm of the service; but to give the highest efficiency to artillery requires the practice and special study of many years; and it is not, therefore, believed 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 movement of troops, and the efficiency of an army in the field would materially depend upon the ability with which those duties are discharged. It is not, as in the case of the artillery, a speciality, but requires also, an intimate knowledge of the duties of an officer of the line, and it is not doubted that, to complete the education of an officer for either the line or the general staff, it is desirable that he shall have served in both. With this view, it was recommended on a former occasion that the duties of the staff should be mainly performed by details from the line; and with conviction of the advantages which would result from such a change it is again presented for the consideration of Congress.

NAVY.

The report of the Secretary of the Navy, herewith submitted, exhibits in full the naval operations of the past year, together with the present condition of the service, and it makes suggestions of further legislation, to which your attention is invited.

The construction of the six steam frigates, for which appropriations were made by the last Congress, has proceeded in the most satisfactory manner, and with such expedition, as to warrant the belief that they will be ready for service early in the coming spring. Important as this addition to our naval force is, it still remains inadequate to the contingent exigencies of the protection of the extensive sea-coast and vast commercial interests of the United States. In view of this fact and of the acknowledged wisdom of the policy of a gradual and systematic increase of the navy, an appropriation is recommended for the construction of six steam ships-of-war.

In regard to the steps taken in execution of the act of Congress to promote the efficiency of the navy, it is unnecessary for me to say more than to express entire concurrence in the observations on that subject presented by the Secretary in his report.

POST OFFICE.

It will be perceived, by the report of the Postmaster General, that the gross expenditure of the department for the last fiscal year was nine million nine hundred and sixty-eight thousand three hundred and forty-two dollars, and the gross receipts seven million three hundred and forty-two thousand one hundred and thirty-six dollars, making an excess of expenditure over receipts of two million six hundred and twenty-six 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 fifty-two dollars greater than the previous year. Much of the heavy expenditures, to which the Treasury is thus subjected, is to be ascribed to the large quantity of printed matter conveyed by the mails, either franked, or liable to no postage compared with that charged on letters; and to the great cost of mail service on railroads and by ocean steamers. The suggestions of the Postmaster General on the subject deserve the consideration of Congress.

INTERIOR.

The report of the Secretary of the Interior will engage your attention, as well for useful suggestions it contains, as for the interest and importance of the subjects to which they refer.

The aggregate amount of public land sold during the last fiscal year, located with military scrip or land-warrants, taken up under grants for roads, and selected as swamp lands by the States, is twenty-four million five hundred and fifty-seven thousand four hundred and nine acres; of which the portion sold was fifteen million seven hundred and twenty-nine thousand five hundred and twenty-four acres, yielding in receipts the sum of eleven million four hundred and eighty-five thousand three hundred and eighty dollars. In the same period of time, eight million seven hundred and twenty-three thousand eight hundred and fifty-four acres have been surveyed; but, in consideration of the quantity already subject to entry, no additional tracts have been brought into market.

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, 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 made such progress in the performance of their task, as to insure its completion in the time prescribed by the act of Congress.

Information has recently been received, that the peace of the settlements in the Territories of Oregon and Washington is disturbed by hostilities on the part of the Indians, with indications of extensive combinations of a hostile character among the tribes in that quarter, the more serious in their possible effect by reason of the undetermined foreign interests existing in those Territories, to which your attention has already been especially invited. Efficient measures have been taken, which, it is believed, will restore quiet, and afford protection to our citizens.

In the Territory of Kansas, there have been acts prejudicial to good order, but as yet none have occurred under circumstances to justify the interposition of the federal Executive. That could only be in case of obstruction to federal law, or of organized existence to territorial law, assuming the character of insurrection, which, if it should occur, it would be my duty promptly to 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 themselves peacefully to the free exercise of that right, and must be protected in the free enjoyment of it, without interference on the part of the citizens of any of the States.

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 Missouri, and New Mexico, is contiguous to this line, suggest the probability that embarrassing questions of jurisdiction may consequently arise. For these and other considerations, I commend the subject to your early attention.

CONSTITUTIONAL THEORY OF THE GOVERNMENT.

I have thus passed in review the general state of the Union, including such particular concerns of the federal government, whether of domestic or foreign relation, as it appeared to me desirable and useful to bring to the special notice of Congress. Unlike the great states of Europe and Asia, and many of those of America, these United States are wasting their strength neither in foreign war or domestic strife. Whatever of discontent or public dissatisfaction exists, is attributable to the imperfections of human nature, or is incident to all governments, however perfect, which human wisdom can devise. Such subjects of political agitation, as occupy the public mind, consist, to a great extent, of exaggeration of inevitable evils, or over zeal in social improvement, or mere imagination of grievance, having but remote connexion with any of the constitutional functions or duties of the federal government. To whatever extent these questions exhibit a tendency menacing to the stability of the constitution, or the integrity of the Union, and no farther, they demand the consideration of the Executive, and require to be presented by him to Congress.

Before the Thirteen Colonies became a confederation of independent States, they were associated only by community or transatlantic origin, by geographical position, and by the mutual tie of common dependence on Great Britain. When that tie was sundered, they severally assumed the powers and rights of absolute self-government. The municipal and social institutions of each, its laws of property and of personal relation, even its political organization, were such only as each one chose to establish, wholly without interference from any other. In the language of the Declaration of Independence, each State had "full power to levy war, conclude peace, contract alliances, establish commerce, and to do all other acts and things which independent States of right may do." The several colonies differed in climate, in soil, in natural productions, in religion, in systems of education, in legislation, and in the forms of political administration; and they continued to differ in these respects when they 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 had proved to be oppressive, and to separate them permanently from the mother country; the political result was the foundation of a federal republic of the free white men of the colonies, constituted, as they were, in distinct, and reciprocally independent, State governments. As for the subject races, whether Indian or African, the wise and brave statesmen of that day, being engaged in no extravagant scheme of social 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 revolutionized European colonies of America.

When the confederated States found it convenient to modify the conditions of their association, by giving to the general government direct access, in some respects, to the people of the States, instead of confining it to action on the States as such, they proceeded to frame the existing constitution, adhering steadily to one guiding thought, which was, to delegate only such power as was necessary and proper to the execution of specific purposes, or, in other words, 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 independent sovereignties.

Such is the constitutional government, the practical of which has carried us, and us a modern republics, through generations of time without the drop of blood shed in civil freedom and concert of action, the feeble colonies into power, has raised our industrial commerce, which trans the level of the richest and nations of Europe. And the tation of our political institut objects, combining local self with aggregate strength, ha the practicability of a governm to cover a continent with States.

The Congress of the Unit in effect, that congress of which good men in the Old sought for, but could nev which imparts to America from the intangible league tion, from the wars, the nu and vague aspirations after power, which convulse the governments of Europe. tive action rests in the com nent confederation pres constitution. Our balance the separate reserved right and their equal representati ate. That independent sov every one of the States, wit rights of local self-govern each by their co-equal po ate, was the fundamental constitution. Without it never have existed. How larger States might be to government so as to give tion its proportionate weig mon councils, they knew it unless they conceded to d authority to exercise at lea fluence on all the measur ment, whether legislative through their equal repr Senate. Indeed, the larg selves could not have fail that the same power was to them, for the security o mestic interests against force of the general gov word, the original States permanent league on the of exerting their common defence of the whole, and but of utterly excluding r reciprocal aggression. Each itself to all the others, n take, nor permit, any em or intermeddling with, an rights.

Where it was deemed c ular rights of the States guaranteed by the consti things beside, these right by the limitation of tin and by express reservati not granted, in the c Thus, the great power of ited to purposes of con general welfare, excludi, taining to the local legis al States, and those pu welfare and common d wards defined by specifi being matters only of a the States themselves, and foreign government, of their common and gene not be left to the separa State.

Of the circumstances o interest, and rights, in v the States, constituting of the Union different fi from another section, th was the peculiarity of a ored population in the the northern States.

A population of this iction, existed in nea but was more numerou one concernment in the North, on account of a climate and production, seen that, for the same population would dimi, later, cease to exist, might increase in oth character and magnit of local rights, not in ly, but still more in so to enter into the specic constitution.

Hence, while the g as well by the enumer to it, as by those not e before refused to it, was this matter in the se fence, it was placed un guard of the Union, in against either invasive lence, like all other b several States. Each related, as well for itse of its citizens, and e State became solemn giance to the constit held to service or labor into another, should n any law or regulati charged from such s should be delivered t party to whom such s be due by the laws of

Thus, and thus on guaranty of all the against interference o was the present form lished by our father, us; and by no othe for it to exist. If a spect the rights of ar ly intermeddles with a portion of the St their institutions ca fulfil their obligati longer United frie ed hostile ones, wh