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## THE PRESIDENT'S MESSAGE.

*Fellow-citizens of the Senate and House of Representatives.*—Since your last assembling, another year of health and bountiful harvests has passed, and while it has not pleased the Almighty to bless us with a return of peace, we cannot but press on, guided by the best light He gives us, trusting that in His own time and wise way all will be well.

### FOREIGN RELATIONS SATISFACTORY CONSIDERING THE CIRCUMSTANCES OF THE COUNTRY.

The correspondence touching Foreign Affairs, which has taken place during the last year, is herewith submitted, in 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 other periods, it is certainly more satisfactory than 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 so 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 temporary reverses which afterwards befel the national arms, and which were exaggerated by our own disloyal citizens 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 social condition and effected very deeply the prosperity of the nations with which we have carried on a commerce, that had been steadily increasing throughout a period of half a century. It has, at the same time, excited political ambitions and apprehensions, which have produced a profound agitation throughout the civilized world.

In this unusual agitation, we have borne taking part in any controversy between parties and factions in any States.

In such States we have attempted no propagandism, and acknowledged no revolution, and 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 merit than to its supposed, and often exaggerated effects and consequences resulting to those nations themselves. Nevertheless, complaints on the part of this Government, even if they were just, would 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 real pleasure to acknowledge that the execution of it, on the part of her Majesty's Government, has been marked with a jealous respect for the authorities of the United States and the rights of their moral and loyal citizens.

The convention with Denmark for the abolition of the Sound dues has been carried into full effect under the Act of Congress for that purpose.

### QUESTIONS WITH FOREIGNERS ARISING FROM THE BLOCKADE, PROPOSED TO BE SUBMITTED TO MUTUAL CONVENTIONS.

A blockade of 3,000 miles of seacoast could not be established and vigorously enforced in a season of great commercial activity like the present, without committing occasional mistakes and inflicting unintentional injuries upon foreign nations and their subjects; a civil war occurring in a country where foreigners reside, and carry on a trade under treaty stipulations, is necessarily fruitful of complaints of the violations of neutral rights. All such collisions tend to excite misapprehensions, and possibly to produce recriminations between nations that have 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 preferred by foreign powers. There is, however, a large and augmenting number of doubtful cases upon which it is impossible to agree with the Governments whose protection is demanded by the claimants. There are, moreover, many cases in which the United States or their citizens suffer from the naval or military authorities of foreign nations, which the governments of those States are not prepared to redress. I have proposed to some of the foreign ministers interested mutual conventions to examine and adjust 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 bark *Admiral P. Torstens*

*Riola*, which vessel was, in May, 1861, prevented by the commander of the blockading forces off Charleston, South Carolina, 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.

### AS TO THE COLONIZATION OF FREE NEGROES.

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 recent acts of Congress. Other parties at home and abroad, some from interested motives, others upon patriotic principle, and still others influenced by philanthropic sentiments, have suggested similar measures; while, on the other hand, several of the Spanish American Republics have protested against the sending of such colonists to their respective territories. Under these circumstances, I have declined to give any such colony to any State without first obtaining the consent of its government, with an agreement on its part to receive and protect such emigrants in all their rights as free men; and I have, at the same time, offered to the several States situated in the tropics or having colonies there, to negotiate with them, subject to the advice and consent of the Senate, to favor the voluntary removal of portions of that class to their respective territories, upon conditions which shall be equal, just and humane. Liberia and Hayti are as yet the only countries to which colonists of African descent from here could go with a certainty of being received and adopted as citizens, and I regret to say that such persons contemplating colonization do not seem so willing to emigrate to these countries as to some others, nor so willing to emigrate as I think their interests demand. I believe, however, that the settlement is improving, and that ere long there will be an augmented and considerable emigration to both these countries from the United States.

### FURTHER ON THE COMMERCIAL AND POLITICAL RELATIONS WITH FOREIGN POWERS.

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 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 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 continent, but more friendly relations than have heretofore existed are believed to be entertained by these neighbors, whose safety and progress are so intimately connected with our own. This statement equally applies to Mexico, Costa Rica, Nicaragua, Honduras, Peru and Chile. The Commission under the Convention with the Republic of New Grenada closed its session without having audited and passed upon all the claims which were submitted to it. A proposition is pending to revive the convention, so that it may be able to do more complete justice. The Commission between the United States and the Republic of Costa Rica has completed its labors and submitted its report.

I have favored the project of 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 wire that is being extended across the Russian Empire.

### THE MINERAL RESOURCES OF THE TERRITORIES—A SCIENTIFIC EXPLORATION SUGGESTED.

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 constitutionally admitted into the Federal Union.

The immense mineral resources of some of these Territories ought to be developed as rapidly as possible. Every step in that direction would have a tendency to improve the resources of the Government and diminish the burdens of the people. It is worthy of your serious consideration whether some extraordinary measures to promote that end cannot be adopted. The measure which suggests itself as most likely to be effective, is a scientific exploration of the mineral regions of these Territories, with a view to the publication of its results at home and in foreign coun-

tries; results which cannot fail to be auspicious.

### FINANCES—A CIRCULATING MEDIUM—OFFERED TO A NATIONAL BANK OF ISSUE.

The condition of the finances will claim your most diligent attention. The vast expenditures incident to the naval and military operations required for the suppression of the rebellion have hitherto been met with a promptitude certainly unusual in similar circumstances, and the public credit has been fully maintained. The continuance of the war, however, and the increased disbursements made necessary by the augmented forces now in the field, demand your best reflection as to the best means of providing the necessary revenue without injury to business and with the least possible burden upon labor. The suspension of specie payment by the banks, soon after the commencement of your last session, made large issues of United States notes unavoidable; in no other way could the payment of the troops and other just demands be so economically, or as well provided for. The judicious legislation 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 a 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 discount and exchange. A return to specie payments, however, at the earliest period compatible with a due regard to all interests, should ever be kept in view. Fluctuations in the value of currency are always injurious, and to reduce these fluctuations to the lowest point, will always be a leading purpose in wise legislation. Prompt and certain convertibility into coin is generally acknowledged to be the best and surest means against such fluctuations, 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, usefully and safely maintained.

### PLAN OF PRIVATE BANKS OF ISSUE SUGGESTED.

Is there any other mode in which the necessary provision for the public wants can be made, and the advantages of a safe and uniform currency secured? I know of none which promises such certain results, and at the same time so unobjectionable, as the organization of banking institutions under a general act of Congress, well guarded in its provisions. To such associations the Government might furnish circulating notes on the security of United States bonds deposited in the Treasury. These notes, prepared under the supervision of the proper officers, being uniform in appearance and security, and convertible always with certainty, would at once protect labor against the evils of a vicious currency, and facilitate commerce by cheap and safe exchanges. A moderate reservation of the interest of the bonds would compensate the United States for the preparation and distribution of the notes, and a general extension of the system would lighten the burden of that part of the public debt employed as securities. The public credit, moreover, would be greatly improved, and the negotiations of loans greatly facilitated, by the steady demand for Government bonds, which the adoption of the proposed system would create. It is an additional recommendation to the measure, of considerable weight in my judgment, that it would reconcile, as far as possible, all existing interests, by the opportunity offered to existing institutions to substitute a uniform national circulation for the local and various circulations, secured and unsecured, now issued by them.

### TREASURY RECEIPTS.

The receipts into the Treasury from all sources, including loans and balances from the preceding year, for the fiscal year ending on the 30th of June, 1862, were \$583,885,247 66; of which sum \$49,098,392 62 were derived from customs; \$1,795,331 73 from the direct tax from public lands; \$152,203 77 from miscellaneous sources; \$931,789 64 from loans in all forms; \$529,692,360 50—[Here occurs an omission in telegraphing.] The remainder, \$257,065 50, was the balance from last year. The disbursements during the same period were: For Congressional, Executive and Judicial purposes, \$50,939,009 29; for foreign intercourse, \$1,239,710 35; loans, post office and deficiencies in the collection of revenue and other like charges, \$14,129,701; for expense under the Interior Department, \$3,102,985 52; under the War Department, \$384,368,307 38; under the Navy Department, \$42,574,589 69; for interest on the public debt, \$13,190,334 45; and for the payment of the public debt, including reimbursements of temporary loan and redemption, \$96,096,923 09, making an aggregate of \$570,841,700 25, and leaving a balance in the Treasury on the

first day of July, 1861, of \$13,043,446 81. It should be observed that the sum of \$96,096,923 09, expended for reimbursements 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 \$487,788,324 97; and the expenditures, \$474,744,788 16. Other information on the subject of the finances, will be given in the report of the Secretary of the Treasury, to whose statements and views I invite your most considerate attention.

### REPORTS FROM THE WAR AND NAVY DEPARTMENTS.

The reports of the Secretaries of the Navy and War are herewith transmitted. These reports, though lengthy, are scarcely more than brief extracts of the very numerous and extensive transactions and operations conducted through these Departments; nor could I give a summary of them here upon any principle which would admit of its being much shorter than the reports themselves. I therefore content myself with laying the reports before you, and asking your attention to them.

### THE POSTOFFICE DEPARTMENT.

It gives me pleasure to report a decided improvement in the financial condition of the Postoffice Department as compared with the several preceding years. The receipts for the fiscal year 1861 amounted to \$8,349,296 40, which embraced the revenue from all the States of the Union for three-quarters of that year, notwithstanding the cessation of revenue from the so-called Confederate States during the last fiscal year. The increase of the correspondence of the loyal States has been sufficient to produce a revenue during the same year of \$8,299,820 90, being only \$50,000 less than was derived from all the States of the Union the previous year. The expenditures show a still more favorable result. The amount expended in 1861 was \$13,606,789 11. For the last year the amount has been reduced to \$11,125,364 13, showing a difference of about \$2,781,000 in the expenditures as compared with the preceding year; about \$3,750,000 as compared with the fiscal year of 1860. Deficiency in the Department for the previous year was \$4,551,966 98; for the last fiscal year it was reduced to \$2,112,814 57. These results are, in fact, owing to the cessation of the mail conveyance in the insurrectionary States, and in part to a careful review of all the expenditures in that Department, in the interest of economy. The efficiency of the postal service, it is believed, has also been much improved.

### PROPOSED IMPROVEMENTS IN THE FOREIGN MAILS.

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 suggestions of the Postmaster-General, in his report respecting the further legislation required, in his opinion, for the benefit of the Postal Service.

### LAND SALES—THE HOMESTEAD LAW.

The Secretary of the Interior reports as follows, in regard to public lands: The public lands ceased to be a source of revenue from the 1st of July, 1861, to the 30th of September, 1862. The entire cash receipts from the sales of public lands were \$137,677 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 such inducements to settlers that sales for such cannot be effected to an extent sufficient to meet the expenses of the general land office and cost of surveying and bringing the land into market. The discrepancy between the sums here stated as arising from the sales of public lands, and the sum derived from the same source, as reported from the Treasury Department, arise, as I understand, from the fact that the periods of time, through apparently so, were not really coincident at the beginning point. The Treasury report includes a considerable sum now which had previously been reported from the Interior Department, sufficiently large to overreach the sum derived from the three months now reported by the Interior and not by the Treasury Department.

### INDIAN RELATIONS—THE OUTBREAK IN MINNESOTA.

The Indian tribes on our frontier have, during the past year, manifested a spirit of insubordination, and at several points have engaged in open hostilities against the white settlers in their vicinity. The tribes occupying the Indian country south of Kansas revoked their allegiance to the United

States and entered into a treaty with the insurgents. They who remained loyal to the United States were driven from the 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 superior forces 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 attacked the settlers in their vicinity with extreme ferocity, killing indiscriminately men, women and children. This attack was wholly unexpected, and, therefore, no defense had been prepared. It is estimated 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 auspicious which may be unjust, need not be stated. Information was received by the Indian Bureau from different sources about the same time hostilities were commenced, that a simultaneous attack 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 Indian 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 great anxiety for the removal of the tribes beyond the limits of the borders, as a guarantee against more hostilities. The Commissioner of Indian Affairs will furnish full details.

I submit for your special consideration, whether our Indian system shall not be remodeled. Many wise and good men have been impressed with the belief that this can be profitably done.

### INTERNAL IMPROVEMENTS—THE PACIFIC RAILROAD—CANALS IN NEW YORK, ILLINOIS, ETC.

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 the road, and also the favorable action of Congress on the project now pending before them, for enlarging the capacities of the great canals in New York and Illinois, as being of vital and rapidly increasing importance to the whole nation, especially to the vast internal region hereinafter to be mentioned at some greater length. I 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 Col. Webster, to the Secretary of War, and now transmitted to Congress, to which I respectfully claim your attention.

### THE NEW DEPARTMENT OF AGRICULTURE.

To carry out the provisions of the Act of Congress of the 15th of May last, I have caused the Department of Agriculture of the United States to be organized. The Commissioner informs me that within the period of a few months this Department has established an extensive system of correspondence and exchanges, both at home and abroad, which promises to effect highly beneficial results in the development of a correct knowledge of recent improvements in agriculture, in the introduction of new products, and in the collection of agricultural statistics of the different States; also, that it will soon be prepared to distribute largely, seeds, cereals, plants and cuttings, and has already published and liberally diffused much valuable information, in anticipation of a more elaborate report, which will in due time be furnished, embracing some valuable tests in chemical science, now in progress in the laboratory. The creation of this Department was for the 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 that it will realize at no distant day all the fondest anticipations of its most sanguine friends, and become the fruitful source of advantage to all our people.

### THE CONDITION OF THE COUNTRY—"COMPENSATED EMANCIPATION"—POLITICAL NECESSITY OF UNION—THE QUESTION DISCUSSED.

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 second paragraph of that paper, I now 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-enduring part. That portion of the earth's surface which is owned and inhabited by the people of the United States is well adapted to be the home of one nation.

[Conclusion on fourth page.]