



TO OUR READERS.

We have just many thousand dollars by the credit system, and must do business hereafter on a cash basis. We were burned out last spring and store then have passed through very hard times. The majority of our subscriptions expire during the Fall and in January, and we ask our friends to be as prompt as possible in making renewals. We are sending out notices of expirations, and if any mistake has occurred please inform us so that we can make necessary correction.

President's Message.

Fellow Citizens of the Senate and House of Representatives:

I congratulate you upon the continued and increasing prosperity of our country. By the favor of Divine Providence we have been blessed during the past year with health, with abundant harvests, with profitable employment for all our people, and with contentment at home and with peace and friendship with other nations.

The occurrence of the twenty-fourth election of Chief Magistrate has afforded another opportunity to the people of the United States to exhibit to the world a significant example of the peaceful and safe transition of power and authority of the Government from public servants whose terms of office are about to expire, to their newly chosen successors. This example cannot fail to impress profoundly the thoughtful people of other countries with the advantages which republican institutions offer. The immediate, general and cheerful acquiescence of all good citizens in the result of the election gives gratifying assurance to our country and to its friends throughout the world that a government based on the free consent of an intelligent and patriotic people possesses elements of strength, stability and permanency not found in any other form of government.

Continued opposition to the full and free enjoyment of the rights of citizenship, conferred upon the colored people by the recent amendments to the Constitution, still prevails in several of the late slave-holding States. It has perhaps not been manifested in the recent election to any large extent in acts of violence or intimidation. It has, however, by frequent practices in connection with the ballots, with the regulations as to the place and manner of voting, and with counting, returning and canvassing the votes cast, been successful in defeating the exercise of that right preservative of all rights, the right of suffrage, which the Constitution expressly confers on our enfranchised citizens.

It is the desire of the good people of the whole country that sectionalism as a factor in our politics should disappear. They prefer that no section of the country should be united in solid opposition to any other section. The disposition to refuse a prompt and hearty obedience to the equal rights and amendments to the Constitution, is all that now stands in the way of a complete obliteration of sectional lines in our political conduct. As long as these amendments are flagrantly violated or disregarded, it is safe to assume that the people who placed them in the Constitution as embodying the legitimate results of the war for the Union, and who believe them to be wise and necessary, will continue to act together and to insist that they shall be obeyed. The paramount question still is as to the enjoyment of the right by every American citizen who has the requisite qualifications to freely cast his vote and have it honestly counted. With this question rightly settled, the country will be relieved of the contentions of the past. Bygone will indeed be bygones and political and party issues, with respect to economy and efficiency of administration, internal improvement and the tariff, domestic taxation, education, finance and other important subjects, will then receive their full share of attention, but resistance to and nullification of the results of the war will unite together in resolute purpose for their support, all who maintain the authority of the Government and the perpetuity of the Union and who appreciate the value of the victory achieved. This determination proceeds from no hostile sentiment or feeling to any part of the people of our country or to any of their interests. The inevitability of the amendments rests upon the fundamental principles of our Government. They are the solemn expression of the will of the people of the United States. The sentiment that the constitutional rights of all our citizens must be maintained does not grow weaker. It will continue to control the government of the country. Happily the history of the late election shows that in many parts of the country where opposition to the Fifteenth Amendment has heretofore prevailed, it is diminishing and is likely to cease altogether if firm and well considered action is taken by Congress. I trust the House of Representatives and the Senate, which have the right to judge of the election returns and qualifications of their own members, will see to it that every case of violation of the letter or spirit of the Fifteenth Amendment is thoroughly investigated, and that no benefit for such violation shall accrue to any persons or parties.

EDUCATION AND MEANS FOR PROMOTING IT.

It will be the duty of the Executive, with sufficient appropriations for the purpose, to prosecute unsparringly all who have been engaged in depriving citizens of the rights guaranteed them by the Constitution. It is not, however, to be forgotten that the best and surest guarantee of the primary rights of citizenship is to be found in that capacity for self-protection and can belong only to a people whose right to universal suffrage is supported by universal education. The means at the command of local and State authorities are in many cases wholly inadequate to furnish the instruction to all who need it. This is especially true where before emancipation the education of the people was neglected or

prevented in the history of slavery. Firmly convinced that the subject of popular education deserves the earnest attention of the people of the whole country, and with a view to wise and comprehensive action by the Government of the United States, I respectfully recommend that Congress, by suitable legislation and proper safeguards, supplement the local educational funds in the several States where the grave duties and responsibilities of citizenship have been conferred on educated people by devoting to the purpose grants of the public lands, and if necessary by appropriations from the treasury of the United States. Whatever government can fairly do to promote free popular education ought to be done. Wherever there is general education is found peace, virtue and social order, and civil and religious liberty are secure.

THE CIVIL SERVICE—COMPETITIVE SYSTEM OF APPOINTMENTS RECOMMENDED, ETC.

In my former annual message I have called the attention of Congress to the urgent necessity of a reformation of the civil service system of the Government. My views concerning the dangers of patronage appointments for personal or partisan consideration has been strengthened by my observation and experience in the Executive offices, and I believe these dangers threaten the stability of the Government. Abuses so serious in their nature cannot be permanently tolerated. They tend to become more alarming with the enlargement of the administrative service, as the growth of the country in population increases the number of offices and places men employed. The reasons are imperative for the adoption of fixed rules for the regulation of appointments, promotion, pay and removals, and establishing a uniform method having exclusively, in every instance, the attainment of the best qualifications for the position in question. Such a method alone is consistent with the equal rights of all citizens and the most economical and efficient administration of the public business. Competitive examinations in aid of impartial appointments and promotions have been conducted for some years past in several of the departments, and by way of direction this system has been adopted in the Custom Houses and postoffices of the larger cities of the country. In the city of New York over two thousand persons in the Civil Service have been subject to their appointments and tenure of place to the operation of published rules for the purpose during the past two years. The results of these practical trials have been very satisfactory and have confirmed my opinion in favor of this system of selection. All are subject to the same tests and the result is free from prejudice by personal favor or partisan influence. It secures for the position applied for, the best qualifications attainable among the competing applicants. It is an effective protection from the pressure of opportunity which, under any other course pursued largely exacts the time and attention of appointing officers to their great detriment in the discharge of other official duties, preventing the abuse of the service for the mere furtherance of private or party purposes and leaving the employes of the Government free from the obligation imposed by patronage, to depend solely upon merit for retention and advancement, and with this constant incentive to exertion and improvement invaluable results have been attained in a high degree in the officers where the rules for appointment by competitive examination have been applied. A method which has approved itself by experimental tests at points where such tests may be fairly considered conclusive should be extended to all subordinate positions under the Government. I believe that a strong and growing public sentiment demands immediate measures for securing and enforcing the highest possible efficiency in the Civil Service, and that the experience referred to has demonstrated the feasibility of such measures. The examinations in the Custom Houses and post offices have been held under many embarrassments and without provision for compensation for the extra labor performed by the officers who have conducted these, and whose commendable interest in the public service has induced this devotion of time and labor without pecuniary reward. A continuance of these labors gratuitously ought not to be expected; and, without appropriation by Congress for compensation, it is not practicable to extend this system of examination generally throughout the Civil Service. It is also highly important that all such examinations should be conducted upon a uniform system and general supervision. Section 1,753 of the revised Statutes authorizes the President to prescribe for the regulations for admission to the Civil Service of the United States, and for this purpose to employ suitable persons to conduct the requisite inquiries with reference to the fitness of each candidate in respect to age, health, character, knowledge and ability for the branch of service into which he seeks to enter. But the law is practically inoperative for want of the requisite appropriation. I therefore recommend an appropriation of \$25,000 per annum to meet the expenses of a commission to be appointed by the President in accordance with the terms of this section, whose duty it shall be to devise a just, uniform and efficient system of competitive examination, and to supervise the publication of the same throughout the entire Civil Service of the Government. I am persuaded that the facilities which such a commission will afford for the testing of the fitness of those who apply for offices will not only be as welcome a relief to members of Congress, as it will be to the President and heads of departments; but that it will also greatly tend to remove the causes of embarrassment which now inevitably and constantly attend the conflicting claims of patronage between the legislative and executive departments. The most effectual check upon the pernicious competition of influence and official favoritism in the bestowal of office will be the substitution of an open competition of merit between the applicants in which every one can make his own record with the assurance that his success will depend upon

this alone. I also recommend such legislation as, while leaving every officer as free as any other citizen to express his political opinion and to use his means for its advancement, shall also enable him to feel as safe as any private citizen in the refusal of all demands upon his salary for political purposes. A law which should thus guarantee true liberty and justice to all engaged in the public service, and likewise certain stringent provisions against the use of official authority to coerce the political action of private citizens or of official subordinates, is greatly to be desired. The most serious obstacle, however, to an improvement of civil service, and especially to reform in the method of appointment and removal has been found to be the practice under what is known as the "spoils system," by which the appointing power has been so largely encroached upon by members of Congress. The first step in the reform of the civil service must be a complete divorce between Congress and the Executive in the matter of appointments. The corrupting doctrine that "to the victors belong the spoils," is inseparable from the Congressional patronage as the established rule and practice of parties in power. It seems to be understood by applicants for office and by the people generally that Representatives and Senators are entitled to disburse the patronage of their respective districts and States. It is not necessary to recite at length the evils resulting from this invasion of the executive functions. The true principles of government as the subject of appointments to office, as stated in the National Conventions of the leading parties of the country, have again and again been approved by the American people, and have not been called in question in any quarter. These authentic expressions of public opinion upon this all-important subject, are the statement of principles that belong to the constitutional structure of the Government. Under the Constitution, the President and heads of departments are to make nominations for office, the Senate is to advise and consent to appointments, and the House of Representatives is to accuse and prosecute unfit officials. The best interest of the public service demands that these distinctions be respected; that Senators and Representatives with respect to appointments to office by the President, and I also recommend that the provisions of section 1,757 and of the sections following of the revised Statutes, comprising the tenure of Office Act of March 2, 1867, be repealed.

Believing that to reform the system and methods of civil service in our country is one of the highest and most imperative duties of statesmanship, and that it can be permanently done only by the co-operation of the legislative and executive departments of the Government, I again recommend the whole subject to your considerate attention.

POLYGAMY AND MORMANISM.

It is the recognized duty and purpose of the people of the United States and States to suppress polygamy where it now exists in our Territories, and prevent its extension. Faithful and zealous efforts have been made by the United States authorities in Utah to enforce the laws against it. Experience has shown that legislation upon this subject to be effective, requires extensive modification and amendments. The longer action is delayed the more difficult it will be to accomplish what is desired. Prompt and decisive measures are necessary.

The Mormon sectarian organization, which upholds polygamy, has the whole power of making and executing the local legislation of the Territory. By its control of the grand and petit juries it possesses a large influence over the administration of justice. Exercising, as the heads of this sect do, the local political power in the Territory, they are able to make effective their hostility to the law of Congress on the subject of polygamy, and in fact to prevent its enforcement. Polygamy will not be abolished if the enforcement of law depends on those who practice it and uphold the crime. It can only be suppressed by taking away the political power of a section which encourages and sustains it. The power of Congress to enact suitable laws to protect the Territories is ample. The political power of the Mormon sect is increasing. It controls now one of our wealthiest and most populous Territories. It is extending steadily into other Territories. Wherever it goes it establishes polygamy and sectarian political power. The sanctity of marriage and the family relation is the corner stone of our American society and civilization. Religious liberty and separation of church and state are among the elementary ideas of our free institutions, interest and principles, which polygamy and Mormonism have imperiled. A part of our domain has been in a great degree closed to intelligent and virtuous immigrants of all creeds by these intolerant and immoral institutions. It is recommended that the Government of the Territory of Utah be reorganized. I recommend that Congress provide for the government of Utah by a Governor and judges or commissioners, appointed by the President and confirmed by the Senate, or government analogous to the provisional government established for the territory northwest of the Ohio, by the ordinance of 1787. If, however, it is deemed best to continue the existing form of local government, I recommend that the right to vote be held only by those who are not in the Territory of Utah and are not in violation of the law against polygamy. If thorough measures are adopted it is believed that within a few years the evils which now afflict Utah will be eradicated, and this Territory will, in good

time, become one of the most prosperous and attractive of the new States of the Union.

FOREIGN RELATIONS.

Our relations with all foreign countries have been those of undisturbed peace, and have presented no occasion for concern as to their continued maintenance.

My anticipation of an early reply from the British Government to a demand of indemnity to our fishermen for injuries suffered by that industry at Fortuna bay in January, 1878, which I expressed in my last annual message, was disappointed. This answer was received only in the latter part of April in the present year, and when received exhibited a failure of accord between the two governments as to the measure of inshore fishing privileges secured to our fishermen by the treaty of Washington, and of so serious a character that I made it the subject of communication to Congress, in which I recommended the adoption of measures which seemed to me proper to be taken by this government in the maintenance of the rights accorded our fishermen under the treaty and towards security of indemnity for the injury these interests had suffered. A bill to carry out these recommendations was under consideration by the House of Representatives at the time of the adjournment of Congress in June last. Within a few weeks I have received a communication from Her Majesty's Government renewing consideration of the subject, both of indemnity for injuries at Fortuna bay and of interpretation of the treaty, in which the previous correspondence had shown the two governments to be at variance. Upon both of these topics disposition toward friendly agreement is manifested by a recognition of our right to indemnity for the transaction at Fortuna bay, leaving the measure of such indemnity to a further conference; and by an assent to the views of this government presented in previous correspondence, that the regulation of collecting interests of the shore fishery of the provincial sea coast and the vessel fishery of our fishermen should be made the subject of conference and concurrent arrangement between the two governments. I sincerely hope that a basis may be found for the speedy adjustment of the very serious divergence of views on the interpretation of the fishery clauses of the treaty of Washington, which, as the correspondence between the two governments stood at the close of the last session of Congress, seemed irreconcilable.

In the important exhibition of arts and industries which was held last year at Sydney, New South Wales, as well as in that now in progress at Melbourne, the United States have been efficiently and honorably represented. Exhibitors from this country at the former place received a large number of awards in some of the most considerable departments, and participation of the United States was recognized by a special mark of distinction. In the exhibition at Melbourne the share taken by our country is no less notable and an equal degree of success is confidently expected.

The state of peace and tranquility now enjoyed by all the nations of the continent of Europe has its favorable influence upon our diplomatic and commercial relations with them. We have concluded and ratified a convention with the French Republic for the settlement of claims of the citizens of either country against the other. Under this convention a commission presided over by a distinguished publicist appointed in pursuance of the request of both nations by His Majesty, the Emperor of Brazil, has been organized and has begun its session in this city. A Congress to consider means for the protection of industrial property has recently been in session in Paris, to which I have appointed the Ministers of the United States in France and Belgium as delegates. The international commission upon weights and measures also continues its work in Paris. I invite your attention to the necessity of an appropriation to be made to enable this Government to comply with its obligations under the Metrical Convention. Our friendly relations with the German Empire continues without interruption. At a recent International Exhibition of fish and fisheries at Berlin the participation of the United States, notwithstanding the haste with which the commission was forced to make its preparations, was extremely successful and meritorious, winning for private exhibitors numerous awards of a high class, and for the country at large the principal prize of honor offered by His Majesty the Emperor. The result of this great success cannot be but advantageously important and growing industry. There have been some questions raised between the two governments as to the proper effect and interpretation of our treaties of naturalization; but recent dispatches from our Minister at Berlin show that favorable progress is making toward an understanding in accordance with the views of this Government, which makes and admits no distinction whatever between the rights of native and naturalized citizens of the United States in practice. Complaints of molestation suffered by naturalized citizens abroad have never been fewer than at present.

There is nothing of importance to note in our unbroken friendly relations with the Governments of Austria, Hungary, Russia, Portugal, Sweden and Norway, Switzerland, Turkey and Greece. During the last Summer season of this country, sailing in the neutral waters of the West Indies, were fired at, boarded and searched by an armed cruiser of the Spanish Government. The circumstances as reported involve not only private injury to the persons concerned, but also seemed too little observant of the friendly relations existing for a century between this country and Spain. The wrong was brought to the attention of the Spanish Government in serious protest and remonstrance, and the matter is undergoing investigation by the royal authorities with a view to such explanation or reparation as may be called for by the facts. The commission sitting in this city for adjudication of claims of our citizens against the Government of Spain, is, I hope, approaching the termination of its labors. Claims against the United

States under the Florida treaty with Spain, were submitted to Congress for its action at the late session, and I again invite your attention to this long standing question with a view of final disposition of the matter.

At the invitation of the Spanish Government a conference has recently been held at the city of Madrid to consider the subject of protection by foreign powers of native Moors in the empire of Morocco. The Ministers of the United States in Spain were directed to take part in the deliberation of this conference, the result of which is a convocation signed on behalf of all the powers represented. The instrument will be laid before the Senate for its consideration. The Government of the United States has also lost no opportunity to urge upon that of the Emperor of Morocco the necessity, in accordance with the humane and enlightened spirit of the age, of putting an end to the persecutions which have been so prevalent in that country of persons of a faith other than Moslem, and especially of Hebrew residents of Morocco.

A consular treaty concluded with Belgium is not yet officially promulgated owing to the alteration of a word in the text by the Senate of the United States, which occasioned delay during which the time allowed for ratification expired. The Senate will be asked to extend the period for ratification.

An attempt to negotiate a treaty of extradition with Denmark failed on account of the objection of the Danish Government to the usual clause, providing that each government should pay the expense of arrests of prisoners whose extradition it asks. The provision made by Congress at its last session for the expenses of a commission which has been appointed and entered upon negotiations with the Imperial Government of China, on subjects of great interest to the relations of the two countries, enabled the commissioners to proceed at once upon their mission. The Imperial Government was prepared to give prompt and respectful attention to the matters brought under negotiation, and the conferences proceeded with such rapidity and progress that on the 17th of November last, two treaties were signed at Peking, one relating to the introduction of Chinese into this country, and one relating to commerce. Mr. Tresselt, one of the commissioners, is now on the way home, bringing the treaties, and it is expected that they will be received in season to be laid before the Senate early in January.

Our Minister in Japan has negotiated a convention for the reciprocal relief of shipwrecked seamen. I take occasion to urge once more upon Congress the propriety of making provision for the erection of suitable fire-proof buildings at the Japanese Capital for the use of the American legation, and a court house and jail connected with it. The Japanese Government, with great generosity and courtesy, has offered for this purpose a eligible piece of land. In my annual message I called the attention of Congress to the subject of indemnity funds received some years ago from China and Japan. I renew the recommendation then made, that whatever portions of these funds are due to American citizens should be promptly paid, and the residue returned to the nations respectively to which they justly and equitably belong.

The extradition treaty with the Kingdom of the Netherlands, which has been for some time in the course of negotiation, has during the past year been completed and duly ratified.

Relations of friendship and amity have been established between the Government of the United States and that of Roumania. We have sent a diplomatic representative to Bucharest, and have received at this capital a special envoy, who has been charged by His Royal Highness, Prince Charles, to announce the independent sovereignty of Roumania. We hope for a speedy development of commercial relations between these two great countries.

In my last annual message I expressed the hope that the prevalence of quiet on the border between this country and Mexico would soon become so assured as to justify a modification of orders then in force to our military commanders in regard to crossing the frontier without encouraging such disturbances as would endanger the peace of the two countries. Events moved in accordance with these expectations and the orders were accordingly withdrawn to the entire satisfaction of our own citizens and the Mexican Government. Subsequently the peace of the border was again disturbed by a savage band under the command of Chief Victoria, but by the continued and harmonious action of the military forces of both countries his band has been broken up and subsequently destroyed. There is reason to believe that obstacles which have so long prevented rapid and convenient communication between the United States and Mexico by railways are on the point of disappearing, and that several important enterprises of this character will soon be set on foot which cannot possibly fail to contribute largely to the prosperity of this country.

New envoys from Guatemala, Colombia, Bolivia, Venezuela and Nicaragua, have recently arrived at this capital, whose distinction and enlightenment afford the best guarantee of the continuance of friendly relations between ourselves and these sister Republics. The relations between this Government and that of the United States of Colombia have engaged public attention during the past year, and mainly by reason of the prospect of an inter-oceanic canal across the Isthmus of Panama, to be built by private capital under concessions from the Colombian Government for that purpose.

[NOTE.—Several lines in the telegraphic sheet in this place are unintelligible.]

The stupendous change in this region which would be wrought by the completion of this great enterprise—transforming as it would this Isthmus from a barrier between Atlantic and Pacific oceans into a gateway and thoroughfare between them for the navies and merchant ships of the world would demand a change in existing treaties. The views which

I expressed in a special message to Congress in March last in relation to this prospect I deem it my duty to again press upon your attention. Subsequent consideration has but confirmed the opinion that it is the right and duty of the United States to assist and maintain such supervision and authority over any inter-oceanic canal across the Isthmus that connects North and South America as will protect our national interests.

The war between the Republic of Chili on one hand and the allied Republics of Peru and Bolivia on the other still continues. This Government has not felt called upon to interfere in the contest that is within the legitimate rights of parties as independent States. We have, however, always held ourselves in readiness to aid in accommodating their differences, and have at different times reminded both belligerents of our willingness to render such service. Our good offices in this direction were recently accepted by all the belligerents, and it was hoped that they would prove efficacious; but I regret to announce that the measures which the Ministers of the United States at Santiago and Lima were authorized to take with a view of bringing about peace were not successful. In the course of the war some questions have arisen affecting neutral rights. In all, the Ministers of the United States have under their instructions acted with promptness and energy in the protection of American interests.

The relations of the United States with the Empire of Brazil continue to be most cordial, and their commercial intercourse steadily increases to their mutual advantage.

The internal disorders with which the Argentine Republic has for some time past been afflicted, and which have more or less influenced its external trade, are understood to have been brought to a close. This happy result may be expected to redound to the benefit of the foreign commerce of that Republic as well as to the development of its vast interior resources.

In the Samoa Government, King Malietoa is under the support and recognition of consular representatives. The United States, Great Britain and Germany seem to have given peace and tranquility to the islands. While it does not seem desirable to adapt as a whole the scheme of tripartite local government which has been proposed, the common interests of three great treaty powers require harmony in their relations to the native forms of government, and this may be best secured by simple diplomatic agreement between them. It would be well if the consular jurisdiction of our representatives at Ojia were increased in extent and importance, so as to guard American interests in the surrounding and outlying lands of Oceania.

The obsequies recently presented by the Khedive of Egypt to the city of New York has safely arrived in this country, and will be erected in that metropolis. A commission for the liquidation of the Egyptian debt has lately concluded its work, and this Government, at the earnest solicitation of the Khedive, has acceded to the provisions adopted by it, which will be laid before Congress for information. A commission for the revision of the judicial code for the reform of the tribunal of Egypt is now in session in Cairo. Mr. Foreman, Consul General, and J. M. Batschelder, Esq., have been appointed as commissioners to participate in the work. The organization of reform tribunals will probably be continued for another period of five years.

In pursuance to an act passed at the last session of Congress, invitations have been extended to foreign maritime States to join in a sanitary conference in Washington, beginning on the 1st of January. The acceptance of this invitation by many prominent powers gives promise of success in this important measure, designed to establish a system of international regulations by which the spread of infectious or epidemic diseases may be more effectively checked or prevented.

COMMERCE AND NAVIGATION.

The attention of Congress is invited to the necessity of appropriations for carrying into operation the schemes to enlarge the trade and commerce of the United States; through the active agency of consular officers; and through the dissemination of information obtained from them. There has been unrelaxed interest in these efforts as developed in our commercial communities, and the value of information secured by this means to the trade and manufactures of the country were recognized by Congress at its last session, and provision was made for more frequent publication of consular and other reports by the Department of State. The first issue of this publication has now been prepared, and subsequent issues may regularly be expected. The importance and interest attached to reports of consular officers are witnessed by a general demand for them by all classes of merchants and manufacturers engaged in our foreign trade. It is believed that a system of such publications are deserving of the approval of Congress and the necessary appropriation for its continuance and enlargement will commend itself to your consideration. The prosperous energies of our domestic industries and their immense production of subjects of foreign commerce invite and even require active development.

It is especially important that our commercial relations with the Atlantic and Pacific Coasts of South America, with the West Indies and Gulf of Mexico, should be direct and not through a circuit of a European system, and should be carried in our bottoms. Full appreciation of the opportunities which our front on the Pacific ocean gives to commerce with Japan, China and the East Indies, with Australia and the island groups which lay along these routes of navigation, should inspire equal efforts to appropriate to our own shipping and to administer by our own capital a due proportion of this trade. Whatever modifications of our regulations of trade and navigation may be necessary or useful to meet and direct those impulses to the enlargement of our exchange and of our carrying trade, I am sure the wisdom of Congress will be ready to supply. Our initial measures, however,