

PRESIDENT'S MESSAGE.

To the Senate and House of Representatives: The reports of the several executive departments, which will be laid before congress in the usual course, will exhibit in detail the operations of the government for the last five years, and only the most important incidents, results, and chiefly such as may be the foundation for the recommendations I shall submit, will be referred to in this annual message. The past five years have been marked by the increasing business of the government has been transacted by the several departments during the year with faithfulness, energy and success. The revenues, amounting to \$450,000,000, have been collected and disbursed without revealing, so far as I can ascertain, a single case of default or embezzlement. An earnest effort has been made to discharge the sense of responsibility and public duty on all officers and employes of every grade, and the work done by them has almost wholly escaped unfavorable criticism. I speak of them with most cordial appreciation because the credit of this good work is not mine but is shared by the heads of the several departments with the great body of faithful officers and employes who served under them. The close scrutiny of congress is invited to all the methods of administration and to every item of expenditure.

OUR FOREIGN RELATIONS.

Ties of Good Will and Common Interest

The friendly relations of our country with the nations of Europe and of the east have been undisturbed, while the ties of good will and common interest that bind us to the states of the western hemisphere have been notably strengthened by the conference held in this capital to consider measures for the general welfare. Pursuant to the invitation extended by congress, the representatives of every independent state of the American continent and of Hayti met in conference in this capital in October, 1890, and continued in session until the 19th of last April. This important conference marks a most interesting and continental epoch in the history of the western hemisphere. It is noteworthy that Brazil, invited while under an imperial form of government, shared as a republic in the deliberations and the results of the conference. The recommendations of this conference were all transmitted to congress at the last session.

The international marine conference which sat in Washington last winter reached a very gratifying result. The regulations suggested have been brought to the attention of all the governments represented, and their general adoption is confidently expected.

The legislation of congress at the last session is in conformity with the proposals of the conference, and the regulations therein provided for will be issued when the other powers have given notice of their adhesion. The conference of Brussels to devise means for suppressing the slave trade in Africa afforded an opportunity for a new expression of the interest the American people feel in that great work. It soon became evident that the measure proposed would tax the resources of the Congo basin beyond the revenues available under the general act of Berlin of 1844. The United States, not being a party to that act, could not share in its revision, but by a separate act the resources of the Congo basin were freed from the restrictions upon a customs revenue. The demoralizing and destructive traffic in ardent spirits among the tribes also attracted the earnest attention of the conference, and the delegates of the United States were foremost in advocating measures for its suppression, the influence of which will be very helpful and extend over a wide region. As soon as these measures shall receive the sanction of the Netherlands, for a time withheld, the general acts will be submitted for ratification by the senate, and a separate act will be introduced for a new and complete treaty of friendship of commerce and navigation between the United States and the independent state of Congo.

Toward the end of the past year the only independent imperial government on the western continent ceased to exist and was succeeded by a republic. Diplomatic relations were re-established with the new government, but it was not completely recognized until an opportunity had been afforded to ascertain that it had popular approval and support. When the course of events had assured us of the fact, no time was lost in extending to the new government a full and cordial welcome into the family of American commerce and friendship. It is confidently believed that the good relations of the two countries will be preserved and that the future will witness an increased intimacy of intercourse and an expansion of their mutual commerce. Our relations with the Central American States have been disturbed through a revolutionary change in Salvador which was not recognized by other states, and hostilities broke out between Salvador and Guatemala threatening a central American conflict. Under the progress which has been made toward a union of their interests, the efforts of this government were promptly and zealously exerted to compose their differences, and through the good offices of the representative of the United States a provisional treaty of peace was signed August 6, whereby the right of the republic of Salvador to exercise its jurisdiction was recognized. Gen. Ezeta, the chief of the provisional government, has since been confirmed in the presidency by the assembly, and diplomatic recognition duly followed.

The United States has been friendly to the Pacific Mail steamer Acapulco, while anchored in transit to the port of San Jose, De Guatemala, demanded careful inquiry. Having failed in a revolution to attempt to invade Mexico from Mexico, Gen. Barrundia took passage at Acapulco for Panama. The consent of the representatives of the United States was sought to effect his release, first at Champerlay, where the steamer touched, and afterward at San Jose. The captain of the steamer refused to give up his passenger without a written order from the United States minister. The latter refused to issue such an order, stipulating as the condition of his action that Gen. Barrundia's life should be spared, and that he should be tried only for offenses growing out of his insurrectionary movements. This letter was presented to the captain of the Acapulco by the military commander at San Jose as his warrant to take the passenger from the steamer. Gen. Barrundia resisted capture and was killed. It being evident that the minister, Mr. Mizner, had exceeded the bounds of his authority in intervening in compliance with the demands of the Guatemalan authorities to authorize and effect, in violation of precedent, the seizure on a vessel of the United States of a passenger of transit charged with political offense in order that he might be tried for such offenses under what is described as a legal law, I was constrained to disavow Mr. Mizner's act and recall him from his post.

The Nicaragua canal project, under the control of our citizens, is making most encouraging progress, and the preliminary conditions and initial operations having been accomplished within the prescribed time.

During the past year negotiations have been renewed for the settlement of the claims of American citizens against the government of Chili principally growing out of the late war with Peru. The reports from our minister at Santiago warrant the expectation of an early and satisfactory adjustment.

Our relations with China, which have for several years occupied so important a place in our diplomatic history, have called for careful consideration and have been the subject of much correspondence. The communications of the Chinese minister have brought interviews on the whole subject of our commercial relations with that country, and at the same time this government, through its legation at Peking, has sought to arrange various matters and complaints touching the interests and protection of our

citizens in China. In pursuance of the concurrent resolution of Oct. 1, 1890, I have proposed to the governments of Mexico and Great Britain a conventional regulation of the passage of Chinese laborers across our southern and northern frontiers.

On the 23d day of August last Sir Edmund Manson, the arbitrator selected under the treaty of Dec. 6, 1888, rendered an award to the effect that no compensation was due from the Danish government to the United States on account of what is commonly known as the Carlos-Butterfield claim.

Our relations with the French republic continue to be cordial. Our representative at that court has very diligently urged the removal of the restrictions imposed upon our meat products, and it is believed that satisfactory progress has been made toward a just settlement. The Samoan treaty signed last year at Berlin by the representatives of the United States, Germany and Great Britain, after due ratification and assent by the respective governments, has been the formation of the government agreed upon will soon replace the disorder of the past by a stable administration alike just to the natives and equally to the three powers, and will soon be installed. The annual commission of municipal council are in process of organization. A rational and evenly distributed scheme of taxation both municipal and upon imports is in operation. Malitosa is respected as king.

The new treaty of extradition with Great Britain, after due ratification, was proclaimed on the 23d of last March. Its beneficial working has been approved. The difference between the two governments touching the fur seal question in the Behring sea is not yet adjusted, as will be seen by the correspondence which has been laid before congress. The offer to submit the question to arbitration, as proposed by her majesty's government, has not been accepted for the reason that the form of submission proposed is thought to be calculated to assure a conclusion satisfactory to either party. It is sincerely hoped that before the opening of another sailing season some arrangement will be effected which will assure to the United States proprietary right derived from Russia, which was not disregarded by any nation for more than eighty years preceding the outbreak of the existing controversy.

In the tariff act a wrong was done to the kingdom of Hawaii which I am bound to presume was wholly unintentional. Duties were laid on certain commodities which are included in the reciprocity treaty now extending to the Hawaiian Islands, and the kingdom of Hawaii without including the necessary exception in favor of that kingdom. I hope congress will repair what might otherwise be a breach of faith on the part of this government.

An award in favor of the United States in the matter of the claim of Mr. Van Bokkele against Hayti was rendered on the 10th of last March. The award orders that the terms of payment were not observed. A new agreement as to the time of payment has been approved and is now in force. Other just claims of citizens of the United States for redress of wrongs suffered during the late political conflict in Hayti will, it is hoped, speedily yield to friendly settlement.

Proposals for the amendment of the treaty of extradition between the United States and Italy are now under consideration. You will be asked to provide the means for accepting the Italian government to take part in an approaching conference to consider the adoption of a universal prime meridian for time to reckon longitude and time. As this proposal follows in the track of a form sought to be initiated by the American conference at Washington, held on the invitation of the government, the United States should manifest a friendly interest in the Italian proposal.

In this connection I may refer with approval to the suggestion of my predecessors, that standing provision be made for accepting, whenever deemed advisable, the frequent invitations of foreign governments to share in conference and looking to the advancement of international reforms in regard to science, sanitation, commercial laws and procedures, and other matters affecting the intercourse and progress of modern communities.

In the summer of 1889 an incident occurred which for some time threatened to interrupt the cordiality of our relations with the government of Portugal. The government seized the Dolgoa Bay railway, which was constructed under a concession granted to an American citizen and at the same time annulled the charter. The concessionary, who had embarked his fortune in the enterprise, having exhausted other means of redress, was compelled to invoke the protection of his government. Our representations, made jointly with those of the British government, whose subjects were also largely interested, happily resulted in the recognition by Portugal of the propriety of submitting the matter to arbitration, and a settlement having been agreed upon, the interested powers readily concurred in the proposal to submit the case to the judgment of an eminent jurist to be designated by the president of the Swiss republic, who, upon the joint invitation of the governments of the United States, Great Britain and Portugal, was selected and duly qualified for the task before them.

The revision of our treaty relations with the empire of Japan has continued to be the subject of consideration and of correspondence. The questions involved are of great importance, and it is my duty to see that the interests of the United States are not by any changes exposed to undue discrimination. I sincerely hope that such revision as will satisfy the legitimate expectations of the Japanese government and maintain the present and long existing friendly relations between Japan and the United States will be effected.

and a high sense of justice, and as an incident which was for many years the subject of discussion between the governments has been disposed of in a manner alike honorable and satisfactory to both parties. For the settlement of the claim of the Venezuela Steam Transportation company, which was the subject of a joint resolution adopted at the last session of congress, negotiations have been in progress. An early conclusion is anticipated.

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OUR REVENUES.

The revenues of the government from all sources for the fiscal year ending June 30, 1890, were \$463,968,000, and the total expenditures for the same period were \$380,618,584.82. The postal receipts have not heretofore been included in the statement of these aggregates, and for the purpose of comparison the sum of \$60,885,977.92 should be added to the total of the revenues. The surplus for the year, including the amount applied to the sinking fund, was \$105,344,415.18. The receipts for 1890 were \$4,030,323.70, and the expenditures were \$1,871,571.93 in excess of those of 1889. The postal receipts increased \$5,835,442.88, and the receipts from internal revenues \$11,725,191.59, while, on the side of expenditures, that for pensions was \$10,312,975.96 in excess of the preceding year.

The treasury statement for the current fiscal year, partly actual and partly estimated, is as follows: Receipts from all sources, \$408,000,000; total expenditures, \$354,000,000; leaving a surplus of \$54,000,000, not taking the postal receipts into the account on either side. The loss of revenue on account of the same period was \$1,000,000, but from this is deducted a gain of about \$16,000,000, realized during the first four months of the year.

For the year 1890 the total estimated receipts are \$408,000,000, and the total estimated expenditures \$354,000,000, leaving an estimated surplus of \$54,000,000, which, with a cash balance of \$52,000,000 at the beginning of the year, will give \$106,000,000 as the sum available for the payment of outstanding bonds or other uses. The estimates of receipts and expenditures for the postoffice department being equal are not included in the statement of the revenues.

The act directing the purchase of silver bullion and the issue of treasury notes thereon, approved July 14, 1890, had been administered by the secretary of the treasury in accordance with the provisions of the act, and the earliest possible dates the full monthly amounts of treasury notes contemplated by its provisions, and at the same time to support the market for silver bullion and to give a position of advantage to the silver. The recent depreciation in the price of silver has been observed with regret. The rapid rise in price which accompanied the late monetary disturbances, and which was the result of the act, was influenced in some degree by speculation, and the recent reaction is in part the result of the same cause and in part of the recent monetary disturbances.

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claims on the 30th of June, 1890, of the 800,000 new calls had come in. There was not a single case that had not been examined and answered. I commend the recommendation of the secretary that adequate and regular appropriations be continued for coast defense works and ordnance. Plans have been practically agreed upon, and there can be no good reason for delaying the extension of them, while the defenseless state of our great sea ports furnish an urgent reason for speedy action. The encouragement has been extended to the militia of the states generally designated the "national guard," and should be continued and enlarged. These military organizations constitute in a large sense the army of the United States, while about fifty thousand of the annual cost of their maintenance is defrayed by the states.

DEPARTMENT OF JUSTICE.

Recommendations Made Concerning This Most Important Branch.

The report of the attorney-general, under the law, submitted directly to congress, but as the department of justice is one of the executive departments, some thought should be given to the manner in which a vigorous and in the main, an effective effort has been made to bring to trial and punishment all violators of the laws, but at the same time care has been taken to avoid the extension of the law to well disposed citizens. Special attention is called to the prosecution of violations of the election laws, and of offenses against the United States. The number of convictions secured, very many of them upon pleas of guilty, will, it is hoped, have a salutary restraining influence. There have been several cases where postmasters appointed by me have been subjected to violent interference in the discharge of their official duties and to persecutions and personal violence of the most extreme character. In all such cases where the department has been called upon to bring the particular offenders to punishment. The violation by judicial decrees of fraudulent certificates of naturalization, upon bills introduced by the attorney-general, to pursue this course in all cases where the result failed to satisfy me as a postmaster, not himself in fault, an opportunity peacefully to exercise the duties of his office. But such a course is not only unjust to the department of justice to bring the particular offenders to punishment. The violation by judicial decrees of fraudulent certificates of naturalization, upon bills introduced by the attorney-general, to pursue this course in all cases where the result failed to satisfy me as a postmaster, not himself in fault, an opportunity peacefully to exercise the duties of his office. But such a course is not only unjust to the department of justice to bring the particular offenders to punishment.

The work of the patent office has won from all sources a very high commendation. The amount accomplished has been very largely increased, as all the results have been secured to secure confidence and consideration on the suggestion of the commissioner.

The enumeration of the people of the United States under the act of March 1, 1890, has been completed and the results made at once officially announced to congress. The completion of this decennial enumeration devolves upon congress the duty of making a new apportionment of representation among the several states according to their representative number.

At the last session I had occasion to return with my objections several bills making provision for the erection of public buildings, for the reason that the expenditures contemplated were, in my opinion, greatly in excess of any public need. No class of legislation is more liable to abuse, its important provisions being limited to the public treasury than this. There should be exercised in this matter a wise economy based upon some responsible and impartial examination and report as to each case under a general law.

AGRICULTURE.

The Report of the Secretary Deserving Special Attention.

The report of the secretary of agriculture deserves special attention in view of the fact that the year has been marked in a very unusual degree by agitation and organization among the farmers looking to an increase in the profits of their business. It will be found that the efforts of the department have been intelligently and zealously devoted to the promotion of the interests of the farmer. A very substantial improvement in the market prices of the leading farm products during the year is noticed. The price of wheat advanced from 81 cents in October, 1889, to 100 cents in October, 1890, corn from 25 cents to 30 cents, oats from 19 cents to 23 cents and barley from 63 cents to 78 cents. Meats showed a substantial but not so large an increase. The export trade in live animals and fowls shows a very large increase. The total value in such exports for the year ending June 30, 1890, was \$33,000,000, and the increase over the preceding year was \$15,000,000. Nearly 200,000 more hogs were exported than in the preceding year. This export trade in beef and pork products and in dairy products was very largely increased, the increase in the article of butter alone being from 15,504,978 pounds to 29,748,042 pounds, the total increase in the value of meat and dairy products exported being \$30,000,000. This trade, so directly helpful to the farmer, is believed, will be yet further and largely increased when the system of inspection and sanitary supervision now provided by law is brought fully into operation.

The efforts of the secretary to establish the healthfulness of our meats against the disparaging imputations that have been put upon them abroad have resulted in substantial progress. Veterinary inspectors sent out by the department are now allowed to participate in the inspection of the live cattle from this country landed at the English docks, and during the severe winter they have been on duty in case of contagious pleuro-pneumonia has been reported. This inspection abroad, and the domestic inspection of live animals and pork products provided for by the act of Aug. 30, 1890, will afford as perfect a guaranty for the wholesomeness of our meats offered for foreign consumption as is anywhere given to any food product, and its non-acceptance will quite clearly reveal to the consumer any continued restriction of their use; and that having been made clear, the duty of the executive will be very plain.

The information given by the secretary of the progress and prospects of the beet sugar industry is full of interest. It has already passed the experimental stage and is a commercial success. The area over which the sugar beet is cultivated has been cultivated is very large, and another field of great value is offered to the choice of the farmers. The secretary of the treasury concurs in the recommendation of the secretary of agriculture that the official supervision provided by the tariff law for sugar of domestic production shall be transferred to the department of agriculture.

CIVIL SERVICE.

The Law Has Been Executed With Fidelity and Impartiality.

The law relating to the civil service has, so far as I can learn, been executed by those having the power of apportionment in the classified service with fidelity and impartiality, and the service has been increasingly satisfactory. The report of the commission shows a large amount of good work done during the year with very limited appropriations.

THE TARIFF.

Congress and the Country Congratulated Upon the Passage of Laws of High Importance.

I congratulate congress and the country upon the passage at the first session of the Fifty-first congress of an unusual number of laws of very high importance. That the results of this legislation will be the quickening and enlargement of our manufacturing industries, larger and better markets for our breadstuffs, and better wages for our working people, and an increased supply of provisions both at home and abroad, more constant employment and a safe currency for the transaction of busi-

ness, I do not doubt. Some of the measures were enacted at so late a date that the benefits of their operation could not have been in the contemplation of congress have as yet but partially manifested themselves. The general trade and industrial conditions throughout the country during the year have shown a marked improvement. For many years prior to 1888 the merchandise balances of foreign trade had largely been in our favor, but during that year and the year following they turned against us. It is very gratifying to know that the last fiscal year again shows a balance in our favor of over \$68,000,000. The bank clearings throughout the country during the year were business transacted for the first ten months of the year 1890 show, as compared with the same months of 1889, an increase for the whole country of about 8.4 per cent, while the increase of the volume of the country was over 13 per cent. During the month of October the clearings of the whole country showed an increase of 3.1 per cent. Before the enactment of the law the liberal enlargement of the general law should suggest a more careful scrutiny of bills for special relief, both as to the cases in which relief is granted and as to the amount allowed.

The increasing numbers and influence of the non-Mormon population in Utah are observed with satisfaction. The recent letter of Wilford Woodruff, president of the Mormon church, in which he advised his people to "refrain from contracting any marriage forbidden by the laws of the land," has attracted wide attention, and it is hoped that its influence will be highly beneficial in restraining infractions of the law of the United States. But the facts should not be overlooked that the doctrine or belief of the Mormon polygamists is not a religious belief, but a political one. The law should not be applied to deal with the faith or belief of any one; but it is quite another thing, and the only safe thing, so to deal with the territory of Utah as the people who believe polygamy to be rightful shall not have the power to make it lawful.

The admission of the states of Idaho and Wyoming to the union are events full of congratulation to the people of the United States happily endowed with a full participation in our privileges and responsibilities, but to all our people. Another belt of states stretches from the Atlantic to the Pacific.

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