

The Greensborough Patriot.

VOL. XVI.

GREENSBOROUGH, N. C., JUNE 17, 1854.

NO. 785.

PUBLISHED WEEKLY
BY SWAIM & SHERWOOD.

Terms: \$2 a year, in advance;
\$2.50 after three months, and \$3.00 after twelve
months, from date of subscription.

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Three " (1 col.)	10.00	15.00	20.00
Half column,	18.00	25.00	35.00

SPEECH OF MR. BADGER,

OF NORTH CAROLINA,

ON THE PRESIDENT'S VETO MESSAGE.

IN THE SENATE, MAY 11, 1854.

Mr. BADGER said: Mr. President, the Constitution of the United States having provided that when the President of the United States does not approve a bill which has passed both Houses of Congress he shall return it to the House in which it originated with his objections thereto, and that the House shall proceed to reconsider the bill, it follows as a necessary inference that it was the purpose of the Constitution that the House so reconsidering a bill should give a careful and respectful attention to the objections taken by the President and thus in pursuance of the Constitution sent to that body. The provision of the Constitution would otherwise be unmeaning; for it does not authorize the President to disprove merely, and then require a reconsideration, but it makes it his duty, with the disapproval, to communicate in writing his objections. Therefore, as I have already said, it becomes not only the right, but the duty of the body to which the bill is returned carefully to consider the objections of the President.

It is my purpose this morning to discharge, so far as I am concerned, the duty which devolves upon us of giving that careful examination to the objections of the President to the bill for the benefit of the indigent insane; to submit views which to me appear to be just, to be demanded by the importance of the matters embraced in the message, and which show, as I think, that the objections taken by the President have no foundation. It is manifest, Mr. President, that in discharging this duty high courtesy towards the official functionary at the head of the Government demands that the investigation should meet the objections of the President, so far as we understand them, upon their true merits; and that no attempt should be made to resort to mere questions of words, no effort to withdraw the attention of the Senate or the country from the principles which are really at stake; but that, on the contrary, disregarding all minor topics, putting the dialectics of verbal criticism entirely aside, we should consider fairly and respectfully the objections which the President has felt it his duty to make, according to their substance and intended import. That duty I shall endeavor to discharge in the manner and with the spirit I have indicated. This belongs to my position as a member of this body, and this I would not wilfully disregard if I did not occupy that position.

If I understand the message of the President of the United States aright, he objects to the passage of the bill providing for the indigent insane upon the ground, first, that Congress has no power under the Constitution to devote any portion of the public domain to the purposes indicated in the bill; and, in the next place, if the bill were free from that objection, if the Constitution did authorize an application of a portion of these lands to the general purposes specified in the bill, yet this measure is obnoxious to a constitutional objection, because the subsidiary provisions of the bill, which undertake to carry out its general object, assume an unconstitutional authority over and interfere in an improper manner with those local concerns which, under the Constitution, belong exclusively to the States.

Now, Mr. President, with regard to the first question, of the general constitutional power, it seems to me that there are several considerations adverted to by the President, in his message, which may be laid entirely aside. It is manifest in the first place, that no one claims or asserts the power of Congress to dispose of the public domain under the first clause of the eighth section of the first article of the Constitution, which gives to Congress the power of laying duties and imposts and other taxes. Therefore it is a matter entirely immaterial to the present discussion whether the expression, "to provide for the common defence and general welfare," following that grant of power, is to be construed in the nature of a new grant, enlarging and in addition to what was previously expressed, or as a limitation upon the power of taxation, or a directory provision as to the ends for which the money raised shall be applied.

Mr. President, in the next place, on this part of the case, we are troubled with no investigation about what are or what are not the reserved rights of the States, because when we speak of the reserved rights of the States, of the individual States, the separate members of the Union, we mean rights which belong to them in their separate capacity, and which could have been exercised by them separately but for the creation of the Union and the establishment of the Constitution which followed it; but no right could ever exist in any individual State to dispose of the land or other property belonging to the United States. Indeed, until they became "the United States" there could be no such thing as the possession of property by them in that political character.

Therefore, I think these preliminary difficulties suggested and thrown out in the message may be laid aside. The power over the public domain, whatever it may be, is conferred by a distinct provision of the Constitution. It does not fall in with the enumeration of legislative powers contained in the first article of the Constitution which relates to the organization and authority of the legislative branch of the Government. It is a power conferred in the fourth article of the Constitution, a power conferred after the Constitution has made all its general arrangements with respect to the legislative, the executive, and the

judicial branches of the Government. In this fourth article, containing various miscellaneous provisions, in the second clause of the third section, the Constitution gives the power, whatever it is, in these words:

"The Congress shall have power to dispose of and make all needful rules and regulations respecting the territory or other property belonging to the United States; and nothing in this Constitution shall be so construed as to prejudice any claims of the United States or of any particular State."

The last words contain the only provision of restriction, limitation, or qualification on the power which was granted by the previous words of that section. What was meant by that qualification? We are told by Mr. Madison, in the *Federalist*, that what were referred to by that provision, and what rendered that provision necessary, were certain jealousies and questions in the States respecting the western lands, to which, as is well known, conflicting titles and claims were set up. Therefore, the only effect, meaning, or intent that can be possibly assigned to it, is that nothing in this Constitution shall be so construed as to prejudice any claims of any particular State to any portion of territory then in the possession of the United States, or to lands claimed by different States, and thus to confine the whole operation of this power to what was rightfully the property of the United States as such.

Every word in that grant of power is worthy of consideration. In the first place, the subject-matter is spoken of as "the property of the United States." "The Congress shall have power to dispose of"—leaving out the words about making regulations, which are in no way material to the present inquiry—"the Congress shall have power to dispose of the territory or other property belonging to the United States." The territory, therefore, is treated as the "property of the United States." It is the largest word that can be used to express dominion, ownership, title. It is used its appropriate, legal significance, not as expressing merely the subject-matter in which any title is supposed to exist, but the very title, dominion, right of possession, control, and enjoyment in the territory. It is as the "property of the United States" that the clause provides for it.

Now, sir, the United States, thus owning this territory, had what? Why they had, like every other owner, the right to dispose of it—the *ius disponendi*—the essential attributes of true ownership, without which property in any thing cannot in a proper sense be said to exist, for, in strictness, if there be an owner who is competent to act, he must have power to dispose of what he owns. This power was in the United States in its fullest sense, as the true and absolute owners of the territory.

Now, what disposition have the United States made of this their property? They have granted to Congress the power to dispose of it. The *ius disponendi*, whatever it was that attaches to true ownership, and which belonged to the United States in their political capacity as the owners, is by the United States, in their Constitution, devolved upon Congress without limitation of any kind whatever.

Is it not manifest then, Mr. President, that when the question arises with regard to the power of Congress, under the clause as it stands in the Constitution, they who affirm that there is any particular limitation upon this power of disposing are bound to show it? The power is exclusive in Congress. From the very nature of the case it could not have been and cannot be exercised by individual States. It would therefore be an absurdity to suppose that it could form any portion of the rights reserved to the States. It is a power which exists somewhere, in the very nature of the case, it must exist somewhere. It belonged to the political sovereignty designated as the "United States of America," and these United States have devolved that power, by the terms of this grant, upon the Congress of the United States. It is not a question about disputed power. It is not an inquiry of interpretation. We are not engaged in investigating whether we can deduce or infer power over the public lands, as falling naturally, and appropriately, and necessarily within some power that is expressly granted. There is an express grant in terms of this power, this whole power, to Congress. This power was in the United States, and never in the State sovereignties, as such, and this power, by the Constitution, is vested exclusively in Congress, without any declared qualification.

Mr. President, I think that a rule laid down by Mr. Calhoun, in his posthumous work upon Government in relation to another subject, furnishes a very clear and safe ground for interpreting grant of power, and supports the general view I have taken. On the 202d page of his treatise he thus expresses himself:

"There is a very striking difference between the manner in which the treaty-making and the law-making power, in its strict sense, are delegated, which deserves notice. The former is vested in the President and Senate by a few general words, without enumerating or specifying particularly the power delegated. The Constitution simply provides that he shall have power, by and with the advice and consent of the Senate, to make treaties, provided two-thirds of the Senators present concur; while the legislative powers vested in Congress are, one by one, carefully enumerated and specified. The reason is to be found in the fact that the treaty-making power is vested exclusively in the Government of the United States, and therefore nothing more was necessary in delegating it than to specify, as is done, the portion or department of the Government in which it is vested. It was then not only unnecessary, but it would have been absurd, to enumerate specially the powers embraced in the grant. Very different is the case in regard to legislative powers. They are divided between the Federal Government and the State Governments, which made it absolutely necessary, in order to draw the line between the delegated and reserved powers, that the other should be carefully enumerated and specified; and, as the former was intended to be but supplemental to the latter, and to embrace the comparatively few powers which could not be either exercised at all, or, if at all, could not be so well and safely exercised by the separate Governments of the several States, it was proper that the former and not the latter should be enumerated and specified. But although the treaty-making power is exclusively vested, and without enumeration or

specification, in Government of the United States it is nevertheless subject to several important limitations."

The first limitation, he then states, is "to questions of territory," and then, in the second place, it is to be limited; but I will give his own words:

"It is, in the next place, limited by all the provisions of the Constitution which inhibit certain acts from being done by the Government or any of its departments, of which description there are many. It is also limited by such provisions of the Constitution as direct certain acts to be done in a particular way, and which prohibit the contrary; of which a striking example is to be found in that which declares that 'no money shall be drawn from the Treasury but in consequence of appropriations to be made by law.'"

Then he states that, by a necessary limitation, implied though not expressed, the treaty-making power of the country cannot be used to destroy or alter the Constitution or Government under which it is exercised.

Now, sir, I ask the attention of the Senate for a moment to this statement. The power of making treaties, Mr. Calhoun says, is a power exclusively vested in the Government of the United States. It was a power that either could not be exercised at all by the separate States or not so well and conveniently; and therefore the whole power was given to this Government. Hence, he says, there was no necessity for entering into an enumeration of particulars; it would have been absurd; the whole is given. It is an express power and an exclusive power, and therefore it is subject to no limitations, in his judgment, but those which he has specified as growing necessarily either out of the nature of the power granted, or out of express inhibitions elsewhere contained in the Constitution, or out of necessity of preserving intact the Constitution itself under which the power is exercised. But, as he says, with regard to legislative powers divided between this Government and the States, with respect to these, an enumeration of one class or the other was necessary, and those granted to Congress were selected as the powers more convenient and more proper for enumeration.

Now, sir, how exactly is that the case with regard to the grant of power over the public lands? It is not among the general enumerated legislative powers of Congress. It is a power exclusively in Congress. It is a power that never was in the States separately, and therefore could not be reserved to the States under the Constitution. It was a power that could not be exercised by the States separately at all, or it could not be exercised at least without manifold inconvenience, and therefore the Constitution vests it in Congress, vests it expressly, and vests it without limitation and from the very nature of the case, it cannot be held subject to any constitutional limitation, unless such an implied limitation as those or some of those which are mentioned by Mr. Calhoun.

The power being thus distinct, exclusive, express, unqualified, granted in the largest terms to dispose of without restriction or limitation, to give, to sell, or to use, the property which is the subject of this grant, just as an owner in fee simple used his own estate, where is the limitation upon it? I am now speaking about the grant of power by the Constitution. There is another view of the subject of which I shall speak presently. Where is the limitation? Where can you find a restriction in this instrument? There is the provision unqualified. If the power to make treaties be thus absolute, and subject to no other than those necessary and inevitable restrictions suggested by Mr. Calhoun, how does it happen that the power to dispose of the public lands, granted in equally broad terms, is not co-extensive in its largeness with the treaty-making power? As Mr. Calhoun argues, this is an express grant of an exclusive power; therefore, all the treaty-making power is in the President, by and with the advice and consent of the Senate.—Whatever may be done by a treaty may be done by the President, by and with the advice and consent of the Senate, unless it is, among other things, to exercise a power which the Constitution inhibited to the Government or any of its branches, or where a thing is authorized to be done in a particular manner and prohibited in any other, or where the power is sought to be used for the purpose of destroying or altering the Constitution. Where, then, are there any limitations upon this power over the lands? If the United States of America, as a political sovereignty, own property, they undoubtedly have power to sell or otherwise dispose of it, to sell it for whatever they please, and to give it to whomsoever they please. Well, whatever their power was, they have devolved it upon Congress in express, unmistakable terms.

This, sir, has been the opinion not only of statesmen, but of sound and enlightened jurists. Mr. Justice Story, in his work upon the Constitution, says:

"The power of Congress over the public territory is clearly exclusive and universal; and their legislation is subject to no control, but is absolute and unlimited, unless so far as it is affected by stipulations in the session, or by the ordinance of 1787, under which any part of it has been settled."—Section 1,328.

Such, Mr. President, seems to have been the opinion of General Jackson. In his message to Congress at the commencement of the session of 1832 you will find this language:

"Among the interests which merit the consideration of Congress, after the payment of the public debt, one of the most important, in my view, is that of the public lands. Previous to the formation of our present Constitution it was recommended by Congress that a portion of the waste lands owned by the States should be ceded to the United States, for the purposes of general harmony, and as a fund to meet the expenses of the war. The recommendation was adopted; and at different periods of time, the States of Massachusetts, New York, Virginia, North and South Carolina, and Georgia granted their vacant soil for the uses for which they had been asked. As the lands may now be considered as relieved from this pledge, the ships for which they were ceded having been accomplished, it is in the discretion of Congress to dispose of them in such way as best to conduce to the quiet, harmony, and general interest of the American people. In examining this question all local and sectional feelings should be discarded, and the whole United States regarded as one people, interested alike in the prosperity of their common country."

Surely it is impossible to express the power in more large and comprehensive terms. Beyond all doubt, Mr. President, Congress is bound, in the exercise of every power, and the President in making treaties is bound in the exercise of that power, constantly to bear in mind the purpose for which this Constitution was formed, as set out in the preamble; and all these powers, however absolute in the form of the grant, and however absolute in point of fact they may be—I mean as to the naked power—are always to be used, and can only be rightfully used for the purpose of accomplishing the great ends, or some of them, of establishing justice, insuring domestic tranquility, providing for the common defence, promoting the general welfare, and securing the blessings of liberty which the Constitution, in its preamble, declares to have been the motive for its formation. It is so with every power. Congress has power to declare war; it is an unlimited power. If Congress should declare an unjust war—a war of mere aggression and pure ambition, springing solely from a lust of acquisition and power—however the motive of Congress might be questioned for having exercised the power for such ends and for such purposes, it would be a lawful declaration of war; a legal though unjust exercise of power. Congress is authorized to levy duties, and in the exercise of that power they ought to levy them with a just regard to the interests of the whole country; but beyond all doubt, if Congress should pass a law by which those articles that the interests of the country require should have duties levied upon them should be let in free, and articles which the interests of the country require should come in free, should be subject to a heavy duty, Congress would most wrongfully have used power confided to them; but the power could not be impaired by that consideration, and the law would undoubtedly be a valid law; unjust, it is true, because unequal and unfair, but yet a binding and obligatory act of legislation, because within the granted power.

Sir, the President, in his veto message, has referred to two instances as the only two in which grants of land have been made for purposes similar to those contemplated by this bill. I wish to draw the attention of the Senate to the circumstances under which those two bills were passed. As he has called attention in the veto message to the fact that those bills were passed many years after the Constitution was formed, I beg to remind the Senate that they were passed at least many years nearer to the formation of the Constitution than the year 1854; and if the value of an act, as an exposition of the Constitution, depends upon its nearness, its proximity, to the time when that instrument was formed, we certainly have no right to claim any superior advantage for the exposition we may give over these, given, as they were, nearer by many years to the era of the Constitution itself. And it must be remarked, further, that at the time when these acts—the act for the Kentucky and for the Connecticut asylum for the deaf and dumb—were passed, in 1819 and 1825, the age still presented to us men who were concerned in making the Constitution, or men who were contemporaneous with it, some of whom occupied seats in both branches of the National Legislature.

Now, how were those acts passed? The first act, that of 1819, granting land for the benefit of the Connecticut asylum for the deaf and dumb, originated in the House of Representatives. On its second reading, March 1, 1819, Mr. Bassett, of Virginia, moved its commitment to a Committee of the Whole, but the motion was lost. Mr. P. P. Barbour moved its indefinite postponement; the motion was rejected. The bill was then ordered to be engrossed, and it was read a third time and passed, no yeas and nays having been called. And, sir, in the House of Representatives, to mention no other distinguished individuals, there were then, from the State of Virginia, Mr. Philip P. Barbour; and Henry St. George Tucker. If there had been any real doubt, any serious question about the constitutionality of that measure, can we doubt for one moment that these gentlemen, knowing as we do their political connections and affinities, would have called for the yeas and nays upon that bill and shown by their votes that they did not concur in its passage?

That bill then came to the Senate; it was immediately read twice and referred to the Committee on Public Lands. On the next day it was passed without a division, no yeas and nays having been taken. There were in the Senate at that day some gentlemen of no mean fame and consideration in this country. There were Mr. Daggett, of Connecticut; Rufus King and Nathan Sanford, of New York; Mahlon Dickerson and James J. Wilson, from New Jersey; Abner Loomis and Jonathan Roberts, from Pennsylvania; from Maryland, Robert H. Goldsborough; from Virginia, James Barbour and John W. Eppes; from North Carolina, Nathaniel Macon, then whom a stricter constructionist of the Constitution was not to be found; from South Carolina, Mr. Gaillard and Wm. Smith; from Tennessee, John Williams and John H. Eaton. Yet among these gentlemen, many of them eminent members of the Democratic party, and afterwards leading members of the Jackson party, no one thought it necessary to demand the yeas and nays; and therefore no one thought that the measure was unconstitutional.

Now, sir, with regard to the bill passed in 1826, the act granting a township of land for the benefit of the Kentucky asylum for the deaf and dumb, I find, upon referring to Gales and Seaton's Register of Debates, that on the 25th of March, 1826, when the Senate proceeded to the consideration of that bill:

"Mr. Conn objected to the bill on principle, as an unconstitutional grant of common property for a partial or local purpose, and argued against the bill on that ground."

"A debate of wide extent and considerable duration ensued on the merits of the bill and the validity of the objections made to it by Mr. C., and on some of its details. The bill was supported by Messrs. Rowan, Johnson of Kentucky, Benton, Barton, Eaton, Holmes, Lloyd, Mills, Edwards, Hendricks, and King."

After debate that bill was passed by a vote of yeas twenty-seven to nays six. I wish to call attention to this fact:

"Mr. Conn objected to the bill on principle, as an unconstitutional grant of common property for a partial or local purpose, and argued against the bill on that ground."

Then it was either conceded on all hands at that time that if that bill had been general and

equal in its application it would have been constitutional, or the debate must besides these matters, have embraced the question whether such a grant would be constitutional if general and equal. In the former case there must have been a general acquiescence of the Senate in the constitutionality of it, if it had been for a general and equal purpose throughout the United States, and not local and partial. And in the other case there was the judgment of an overwhelming majority that it was constitutionally notwithstanding its being local and partial. Now, sir, among those who voted in favor of that bill I find the following names—I will not read them all; I will not undertake to read some names which carry great weight with me; but I will read the names of gentlemen known for eminence in the Democratic party then and afterwards. Take notice that this vote was after discussion; it was after repeated discussion; after "a debate of wide extent and considerable duration." Among the yeas I find the names of Mr. Benton, of Missouri; of Mr. Dickson, of New Jersey; of Mr. John H. Eaton, of Tennessee; of Mr. Johnson, of Kentucky; of Mr. Kane, of Illinois; of Mr. King, of Alabama, our late Vice President; and, passed over several others, Mr. Rowan, of Kentucky; Mr. Hugh L. White, of Tennessee; and Mr. Woodbury, of New Hampshire, late a Judge on the Bench of the Supreme Court of the United States.

Mr. BUTLER. Will my friend read the names of those who voted against the bill?

Mr. BADGER. The yeas were Messrs. Branch, of North Carolina; Chandler, of Maine; Chase, of Vermont; Cobb, of Georgia; and Harper and Hayne, of South Carolina.

Thus in 1826, nearly thirty years nearer to the adoption of the Constitution than we are now, that bill passed by the vote which I have stated. In the House of Representatives also the yeas and nays were taken on the passage of the bill, and it passed by a vote of 120 to 43. Among the yeas I find these names: Mr. Buchanan, of Pennsylvania, then in the House, since in this body, afterwards at the head of the State Department, and now our Minister at the Court of St. James; Mr. Cambreleng, of New York, then an eminent member of the Democratic party; Mr. Livingston, of Louisiana; Mr. McDuffie, of South Carolina; Mr. McLane, of Delaware; Mr. Polk—James K. Polk—of Tennessee; Mr. Saunders, of North Carolina; and Mr. Wickliffe, of Kentucky.

Thus, sir, that bill, after discussion in both Houses in the year 1826, passed in the Senate by a vote of 27 to 6, and in the House by a vote of 120 to 43; and what an array of names supporting it as both a constitutional and a rightful application of the public lands! Why, sir, a President of the United States, a Supreme Court Judge, Foreign Ministers, Heads of Departments, persons high in the confidence of the Democratic party, members of the Cabinet of Gen. Jackson, men of the highest character, strict constructionists! Who more eminent for that than the late Mr. McDuffie? Who more eminent for that than William R. King? than James K. Polk?

Why, Mr. President, if we can place any reliance on authority; if we can imagine that it is possible, an exposition may be given to a clause of the Constitution by the concurrent judgments of the ablest and best men in our country, we have got it, as it seems to me, in the proceedings which took place upon the two bills to which the President has referred. Can it be said that Congress has no power to dispose of the public lands to the States for the benefit of the indigent insane, by a bill which distributes a certain amount of the public lands, according to certain fair and equal rules, among all the States of the Union for the benefit of the indigent insane; and yet that in 1819 and 1826 both Houses of Congress, after discussion, should have passed bills giving to institutions in two States, separately, grants for the benefit of the deaf and dumb; and that they should not have been wise enough to discover then that if there was an objection to a grant equal and general, there must be an overwhelming objection to a grant singular and partial?

These two bills were not only passed by Congress, but each received the approval of the President. Mr. Monroe was President in 1819, and his Cabinet was composed of gentlemen of the very first ability that this country has ever produced. Mr. Calhoun was a member of his Cabinet, so was Mr. Adams, Mr. Crawford, and Mr. Southard. I believe that the bill referred to must have been the subject of careful consideration, when it was submitted to the President of the United States, on the question of constitutional power, had there been ground of doubt.

Now, Mr. President, upon the general power of the Government over this subject I rest here, though I shall have incidentally occasion to refer to it again. I rest it upon the unqualified grant of power in the Constitution by words which import absolute dominion. I rest it upon the fact that it is an exclusive power in its nature which never could have existed in the States, and therefore it could not have been reserved to the States, nor could any part of it. I rest it upon the practice of the Government. I rest it upon the opinions of the most eminent men who have taken part in its deliberations and the conduct of its affairs, or who have presided over its destinies. I proceed now to the consideration of the second objection.

The President of the United States suggests that the particular provisions of this bill assume some control, direction, or interference with the local affairs of the States which are not within the constitutional power of this Government. Now, sir, if this bill, fairly considered, assumes any control and direction over a State in this Union in the management of its local concerns in matters reserved to it by the Constitution of the United States, then, beyond all doubt, it is a violation of the principles of that instrument, and it ought not to receive the sanction of the Senate. But does it? What does it do? It proposes to give these lands to the several States; and the substance of all its particular provisions is this: That the lands are to be sold, the money invested, and the interest only applied to the support of insane indigent persons under the care and jurisdiction of the State. What power of a State does it invade? Does it assume the control and direction of her indigent insane? Does it undertake to prescribe how they shall be treated, where located, who shall govern and manage them, the rules regulating the institutions in which they are placed, or any requisition as how the accounts are to be settled in those institutions? Not at

all. It gives to the States a certain amount of money to be produced by the sales of these lands, the interest of which is to be applied by them to the support of the indigent insane in such institutions, under such regulations, and subject, in all respects, to such control as the States shall see proper to exercise over them. As I had occasion to say once, in some remarks made incidentally upon this subject, it is no more an invasion of the reserved rights of the States, or an attempt to control them in their domestic conduct, than a grant made by my honorable friend from Illinois, who sits beside me, (Mr. Shields), to myself of \$10,000, to be applied for promoting and advancing my sons, for educating them, for putting them out as apprentices, for teaching them professions, or for giving marriage portions to my daughters, would be an invasion of my right to control and direct my own family.

But, Mr. President, if there is any apparent force in the objection, how are we to resist what has been done from almost the commencement of this Government? I have before me a list of grants of land to States for various objects, approved of by General Jackson and Mr. Polk during the time they were at the head of the Government, in which such conditions liable to equal objection, were imposed.

If these acts are looked through it will be found that Congress uniformly undertakes to direct what shall be done with the property which it grants, to what purposes it shall be applied, and prohibits its being applied to any other purposes. These grants are unnumbered. I have tables of them here, but I will not fatigue the Senate by going over them, but will hand the list to the reporter, to be published in connexion with these remarks. (See Appendix.)

Now, sir, if it be unconstitutional for Congress to grant to any of the old States a certain portion of the public lands, with a direction that the proceeds, the interest upon the amount realized from the sales of those lands, shall be applied to the support of an asylum for the insane, I wish to know whence the power was derived to give these directions, impose these conditions, and by these restrictions upon the grants made to the new States? Are the new States less sovereign than the old ones? Are they not equal members of this Union? Do they not all occupy a relation of perfect and precise equality of rights and powers?

The President vindicates these grants to the new States from the general constitutional objection upon the ground that they are dispositions made by a prudent landholder for enhancing the value of the residue of his lands. But putting aside for the present that as a source of power who was the prudent landholder? The United States. Who represented the United States in the transaction? The Congress of the United States. Well, sir, if Congress, in giving these lands to one State has no power to direct the State authorities in their application, where does Congress get the power to do it in regard to another State? If we have not the power as a Congress, then there is an end of the matter; but if we have it at all as a Congress, we have it in respect to one State as well as another. But it is said we are in this respect to be regarded only as prudent landholders. Surely by calling ourselves prudent landholders we do not acquire any power to regulate the domestic institution of the States. If we have power to grant lands, we can grant them, and impose such condition as we may annex to the grant. If we have no power to grant the lands, with or without conditions, we cannot acquire it by calling ourselves prudent landholders. The act of grant was the act, in every instance, of the Government of the United States. It was, like every other act done by this Government, an act of sovereignty. It was not an act of a private person. It was not, and it cannot be made to be, a bargain merely like that which would be transacted between my friend from Mississippi (Mr. Brown) and myself in the transfer or purchase of land or personal property. It was something more; it was an act of the sovereign authority of the United States; and if it exceeded the constitutional limits of that authority in one instance it exceeded it in every one, unless you will affirm that the new States have not equal sovereignty and independence with the old States—the land States with those that have no public lands within their limits.

Sir, this whole subject is covered over with precedents. Those precedents run back for half a century. I have a list of them here before me. They have been voted by Congresses of every political description. They have been sanctioned, without question or hesitation, by Presidents of every various political shade that we have had. I believe that it will be very difficult, I believe it will be impossible to maintain that, if the legislation of Congress in connexion with the grants of lands to the new States was constitutional, in the view I am now taking of it, the legislation in this bill is unconstitutional in regard to the old States. Congress grants lands for the purpose of establishing schools. What does it require? Why, that the lands, or the proceeds of sale, shall be sacredly kept and the interests and income applied to that purpose and to no other. It grants lands for the establishment of a university, with precisely the same restrictions. It grants lands for cutting a canal or for a railroad, with similar restrictions. And I pray you, sir, if these restrictions are not beyond our constitutional authority in regard to those States, in what possible manner do we invade the rights of the States by the condition annexed to the grants which the bill under the consideration of the Senate proposes to make to all the States?

As I have said, the fact of our assuming to act in the character of a land-owner can give us no power to control the States in their local concerns. If it be true that we can append no such conditions as this bill proposes to a grant of the public lands, then the conditions are void. Suppose they are, what is the consequence? Assume that the restrictions are invalid for want of constitutional power, then the grant takes effect, but is discharged of the condition. That is all. We, in that case, say to the States, "You shall have these portions of the public lands for the purpose, with the understanding, with the declaration that they are to be applied to the support of the indigent insane;" and on this supposition the States may pay just what respect and consideration they please to the restrictions that are thus attempted to be imposed, and may apply the proceeds of the lands in any way that they think proper. Undoubtedly that direction, or recommendation, or

...cigars of the best quality; all of which will be sold on the most liberal terms. Orders from the country promptly

