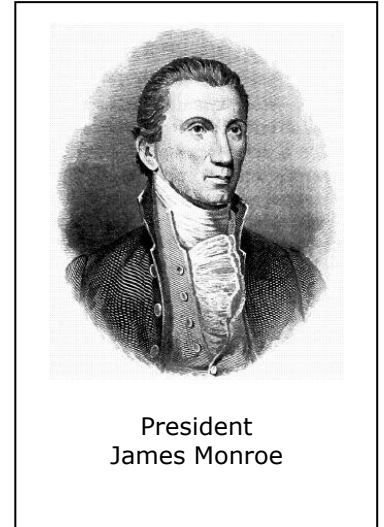


Eighteenth Congress

Dec. 1, 1823-Mar. 3, 1825

Second Administration of James Monroe

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Historical Background

The 18th Congress seemed to herald the end of the Revolutionary War era, an end that was personified by Monroe, who was the last of the Founding Fathers to serve as President. As the maturing nation entered its 47th year, the country faced a variety of issues, including the settlement of the United States' borders and ending the establishment of new European colonies in the Western hemisphere (a policy known as the "Monroe Doctrine"), the growth of the nation, both physically and in global influence, the question of whether to "civilize" or relocate the Native Americans living in U.S. territory, and the creation of infrastructure to facilitate commerce and national defense.

Monroe covered those issues during the State of the Union addresses delivered before each of the two sessions of the 18th Congress. Monroe opened his 1824 address by describing the "rapid" growth of the country, both in population and economically, as unparalleled. Monroe noted that since the founding of the nation 48 years before, eleven states had joined the Union, and another three territories were expected to be admitted as States in the near future. As the citizenry of the United States grew, the Native Americans who originally inhabited the land were becoming a problem for the expanding population. Monroe said the "aborigines" needed to be "civilized" or they would "never be incorporated into our system" and faced "extinction." However, he did not believe that the Native Americans could be civilized, so he proposed a plan to relocate them to a land between the "present States and territories, and the Rocky Mountains and Mexico." That being said, Monroe did not want to forcibly remove the tribes because of how it would be perceived. "To remove them from [their land] by force, even with the view to their own security and happiness, would be revolting to humanity and unjustifiable," he said. Rather, he proposed offering inducements to get the tribes to relocate.

House	Senate
Majority Party: Adams-Clay Republican (72 seats)	Majority Party: Jackson & Crawford Republicans (31 seats)
Minority Party: Jackson Republicans (64 seats)	Minority Party: Adams-Clay Republicans & Federalists (17 seats)
Other Parties: Crawford Republicans (53 seats); Adams-Clay Federalists (15 seats); Jackson Federalists (7 seats); Crawford Federalists (2 seats)	Other Parties: None
Speaker of the House: Henry Clay	President Pro Tempore: John Gaillard

Foreign policy during the 18th Congress was focused on finalizing the boundaries of the United States, as well as discouraging European powers from establishing colonies in British North America. Great Britain maintained its colonies in British North America (Canada), so it was the principal European power the United States sought to establish a border with. The border proposals were submitted to the British in accordance with the Treaty of Ghent (which was negotiated in 1814 ending the War of 1812), but during the 1823 State of the Union address Monroe did not report how far along the discussions were, or comment on their chances of success. He did say it was in the commercial interests of both sides to finalize the boundaries that separate the U.S. with British North America. In addition, Russia sought to finalize the boundaries between Russian America (now Alaska) and separate territories held by the United States and the British. The U.S. Government used the opportunity presented by the Russian initiative to assert what would become known as the Monroe Doctrine. The policy opposed European colonialism and proclaimed to nations of Europe are to no longer consider the American continents as locations for future colonization. Another foreign policy objective of the Monroe Administration was the end of the maritime slave trade, and he urged the nations of Europe and the Americas to help end that trade by classifying the maritime transportation of slaves as an act of piracy.

Monroe was also concerned with furthering the commercial interests of the United States. To that end he instituted a project to research the construction of roads, canals and other infrastructure that would further commerce and provide for national defense. The first phase of the project focused on canals and waterways as diverse as Lake Erie, the Ohio River, and Boston Harbor, which were assessed for the possibility of constructing connecting canals and harbor improvements. Under the second phase of the project more surveys were conducted, with those surveys focusing on roads, including the feasibility of constructing a road directly connecting Washington with New Orleans (a project Monroe supported). However, Monroe said that in order for the Army Corps of Engineers—which was conducting the survey—to complete the project's workload, Congress needed to enlarge the Corps of Engineers, the military, and Corps of Topographical Engineers.

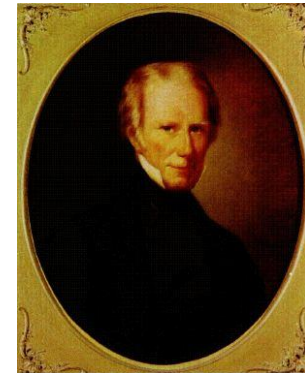
Sources:

Monroe, James. [Message from the President of the United States to Both Houses of Congress at the Commencement of the First Session of the Eighteenth Congress](#). Senate, Dec. 2, 1823. 18th Congress, 1st Session, S. Doc. 1/1 (Pr5.1/1:823). ProQuest Congressional, 89 S.doc.1/1

Monroe, James. [Message from the President of the United States to Both Houses of Congress at the Commencement of the Second Session of the Eighteenth Congress](#). House, Dec. 7, 1824. 18th Congress, 2nd Session, H. Doc. 2/1 (Pr5.1/1:824). ProQuest Congressional, 113 H.doc.2/1



President Pro Tempore
John Gaillard



Speaker of the House
Henry Clay

War or Peace?

Naval Power and Indian Wars

While the U.S. Navy's primary missions during the 18th Congress were national defense and the protection of U.S. merchant ships from pirates and privateers, President Monroe added the task of intercepting ships transporting slaves as a way to end the slave trade. The "orders have been given to all our public ships to seize American vessels engaged in the slave trade," said Monroe, who praised the Navy for its effectiveness. "Our flag is now seldom, if at all, disgraced by that traffic," he said. In addition to slave-trade interdiction, the Navy proceeded with its regular duty of protecting U.S. merchant ships, which required deployments in the Mediterranean Sea, the Gulf of Mexico, the waters around the West Indies, along the U.S.' Atlantic coast and in the Pacific Ocean. To meet the demands of those deployments, the Navy acquired several small vessels that were used to suppress piracy occurring around Cuba.

However, diplomacy also played a part in protecting U.S. ships from privateers commissioned by nations engaged in hostilities, including a conflict between France and Spain. At U.S. request, France agreed not to commission privateers to attack American ships trading with Spain. However, there had been mishaps, such as during a French naval blockade imposed on Spain that resulted in preventing a U.S. ship that was transporting the U.S. representative to Spain from docking there. Monroe, though, stated that most of the incidents involving U.S. ships were because the nations engaged in conflict disregarded U.S. neutrality. Nonetheless, despite the mishaps, the U.S. pursued a strategy of diplomacy to persuade Great Britain and Russia to respect U.S. neutrality and for them to adopt policies to not commission privateers. In addition, in order to ensure the freedom of navigation for U.S. shipping, the U.S. kept watch on other maritime conflicts, including a conflict involving Spain and Portugal, and another involving Greece.

Domestically, during June 1823 a unit of the Army was involved in an engagement in present day North Dakota with the tribe of Native Americans known as the Ricarees. The Army attack was in response to a raid by members of the Ricarees on traders who were licensed to conduct commerce with the tribe, and which resulted in several deaths, according to Monroe. To punish the Ricarees for the raid, the Army attacked the tribe's village, and it was hoped the Army's attack would deter future raids by those, and other Native American tribes located along the Missouri River.

Monroe also discussed the need for militia to defend the country, and the funds needed to be appropriated in support of those units. "It is of the highest importance that [militia] be well organized, armed and disciplined throughout the Union," he said. Congress had approved extending the regular Army's "system of tactics and regulations" to the militia. However, there had been problems with appropriations connected to the arming of those units, specifically with distributing the arms, and such a problem "merits the attention of Congress." However, other military disbursements had improved because of the implementation of a new "system of economy and accountability," Monroe said. In addition, funds appropriated for the construction of new land and maritime fortifications had been disbursed, thereby enabling the projects to commence. The funds also enabled

surveyors to explore “the western waters” to find a site for a western armory. Monroe also stressed the need for Congress to provide support for an artillery school that the Army had established.

Sources:

Monroe, James. [*Message from the President of the United States to Both Houses of Congress at the Commencement of the First Session of the Eighteenth Congress*](#). Senate, Dec. 2, 1823. 18th Congress, 1st Session, S. Doc. 1/1 (Pr5.1/1:823). ProQuest Congressional, 89 S.doc.1/1

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Economic Trends and Conditions

While the United States’ economy was believed to be growing, President Monroe urged Congress to conduct a review of the tariffs imposed on imported goods to determine the practicality of providing “additional protection” to domestically produced goods, especially items connected to the “defense and independence” of the country. Conducting a review of the tariffs was especially needed for those countries the U.S. had “the most immediate political relations, and greatest commercial intercourse.” He added that no agreement had yet been achieved with Great Britain on the conduct of trade with the British colonies in the Western Hemisphere. However, negotiations had been initiated with the British Government on that issue, he said.

Negotiations had also been undertaken with France for restitution to U.S. citizens whose property—including ships—had been seized or destroyed during France’s recent wars. The seizures were “unjustifiable,” said Monroe, who added France had made restitution in similar cases. The justification for the claims were made “on the same principle with others which have been admitted by the French Government, it is not perceived on what just grounds it can be rejected.”

Creating infrastructure was supported as a way to further facilitate commerce, and a group of citizens advocating building a canal that connected the Chesapeake Bay with the Ohio River reported that their studies indicated that such a canal was both physically and economically feasible. In addition, the benefits to the country produced by such a canal included increased access to markets for goods produced in the western part of the U.S., as well as a waterway that could enable the quick movement of troops and equipment if needed, according to Monroe. Moreover, building a canal through the middle of the country was not the only improvement to the infrastructure that was considered. The Cumberland Road—a highway that connected Cumberland, Maryland with Vandalia, Illinois and which was the first roadway to undergo improvements by the Federal Government—required maintenance, and Monroe argued tolls could fund the road’s

upkeep. Therefore, he proposed entering into arrangements with the State Governments that the road passed through for the creation of a toll system.

In the fiscal reports for 1823 and 1824, Monroe said the United States began 1823 with a surplus of more than \$4.2 million, and revenues for that year were only reported up to Sept. 30; to that date revenues were \$16.1 million, with expenditures up to Sept. 30 totaling \$11.4 million. Monroe made two additions to his fiscal report for 1823, the first being that revenues for the last quarter of 1823 would equal expenditures, thereby balancing the budget; and the second was that new accounting procedures implemented during 1823 reduced the amount of funds unaccounted for since 1817 by \$1.5 million when compared with the fiscal report for 1822. During the fiscal report for 1824, Monroe said the U.S. started 1824 with a surplus of more than \$9.4 million, and revenues for that year exceeded \$18.5 million, with expenditures—including payments on loans—totaling about \$24.9 million, leaving a surplus of \$3 million.

Sources:

Crawford, William Harris. [*Annual report of the Secretary of the Treasury on the state of the finances*](#). Department of Treasury, Dec. 31, 1823. 18th Congress, 1st Session, H. Doc. 16 (T1.1:823, I21.1:823). ProQuest Congressional, 93 H.doc.16

Crawford, William Harris. [*Report from the Secretary of the Treasury on the state of the finances*](#). Department of Treasury, Dec. 31, 1824. 18th Congress, 2nd Session, H. Doc. 26 (T1.1:824, I21.1:824), ProQuest Congressional, 114 H.doc.26

Monroe, James. [*Message from the President of the United States to Both Houses of Congress at the Commencement of the First Session of the Eighteenth Congress*](#). Senate, Dec. 2, 1823. 18th Congress, 1st Session, S. Doc. 1/1 (Pr5.1/1:823). ProQuest Congressional, 89 S.doc.1/1

Monroe, James. [*Message from the President of the United States to Both Houses of Congress at the Commencement of the Second Session of the Eighteenth Congress*](#). House, Dec. 7, 1824. 18th Congress, 2nd Session, H. Doc. 2/1 (Pr5.1/1:824). ProQuest Congressional, 113 H.doc.2/1

Major Treaties

Convention between the United States of America and Russia. The accord contained six articles including those recognizing Russian claims on the Pacific Northwest coast of North America. Signed April 17, 1824. Effective January 12, 1825. ([8 Stat. 302](#))

General Convention of Peace, Amity, Navigation, and Commerce. A commercial treaty between the United States and Gran Colombia that was the first bilateral treaty the United States concluded with another American country. Signed October 3, 1824. Ratified by both countries and entered into force in May 1825. ([8 Stat. 306](#))

Sources:

[“Convention between the United States of America and Russia. April 5-17, 1824.”](#) (8 Stat. 302; Apr. 17, 1824). ProQuest Congressional

[“General convention of peace, amity, navigation, and commerce, between the United States of American and the Republic of Colombia.”](#) (8 Stat. 306; Oct. 5, 1824). ProQuest Congressional

Landmark U.S. Supreme Court Decisions

Green v. Biddle, held that Virginia had properly entered into a compact with the United States under which Virginia surrendered its claim on land that eventually became the state of Kentucky, but the court also imposed restrictions on Kentucky’s ability to upset title to land that Virginia sold or otherwise granted at the time of the compact. 21 U.S. 1 (1823)

Johnson v. M’Intosh, held that private citizens could not purchase land from Native Americans. The opinion lays down the foundations of the “doctrine of aboriginal title” and the “doctrine of discovery.” The doctrine of aboriginal title (or “Indian right of occupancy”) was the basis under which Native American tribes and nations establish aboriginal title to land by actual, continuous and exclusive use and occupancy for a “long time.” The doctrine of discovery has been primarily used to support decisions invalidating or ignoring aboriginal possession of land in favor of colonial or post-colonial governments. 21 U.S. (8 Wheat.) 543 (1823)

Gibbons v. Ogden, held that the power to regulate interstate commerce granted to Congress by the Commerce Clause of the Constitution includes the power to regulate navigation. 22 U.S. 1 (1824)

Osborn v. Bank of the United States, held that the complainant’s (the Bank of the United States) articles of incorporation were consistent with the Constitution and enabled it to sue in federal court, and that an Ohio law authorizing defendants to seize the money was unconstitutional. The Supreme Court ruling upheld a Circuit Court decision that the defendants repay the money with interest. 22 U.S. 738 (1824)

Source:

Costello. George A. and Johnny H. Killian. [Constitution of the United States of America. Analysis and Interpretation.](#) CRS, Library of Congress, Jan. 1, 1996. 103rd Congress, 1st Session, S. Doc. 103-6 (Y1.1/3:103-6). ProQuest Congressional, 14152 S.doc.6

1823 Events

- **Jan.:** William Buckland discovers the “Red lady of Paviland,” the first identification of a prehistoric (male) human burial in a cave on the Gower Peninsula of Wales
- **Jan. 27:** President Monroe appoints the first U.S. ambassadors to South America
- **Mar. 19:** Agustín de Iturbide, also known as Augustine of Mexico, abdicates as the Emperor of Mexico, thus ending the First Mexican Empire

- **July:** The British Parliament approves the Judgment of Death Act, which allows judges to impose a sentence other than death for many crimes that previously carried a mandatory death penalty
- **July 1:** The United Provinces of Central America—Guatemala, Honduras, El Salvador, Costa Rica and Nicaragua—gain independence from Mexico
- **July 2:** Pierre Labatut, a Frenchman hired to lead units of the Brazilian Army, commands troops at the Battle of Pirajá defeating Portuguese forces thereby winning independence for Brazil
- **July 24:** Chile abolishes slavery
- **Sep. 10:** Simon Bolivar is named president of Peru
- **Sep. 23:** Burmese forces attack the British on the island of Shapura, commencing the first Anglo-Burmese War
- **Dec. 2:** [President Monroe declares the “Monroe Doctrine,” which is the U.S. foreign policy that Europe’s powers are not to establish new colonies in the Western Hemisphere](#)
- **Dec. 19:** Georgia passes the first state birth registration law in the United States

1824 Events

- **Apr. 19:** *Greek War of Independence* - British Romantic poet Lord Byron dies of fever in Missolonghi, Greece while fighting the Ottomans
- **May 26:** [The U.S. recognizes Brazil as a sovereign State](#)
- **June 21:** *Greek War of Independence* - Egyptian forces capture the Greek island of Psara in the Aegean Sea
- **July 24:** The newspaper *The Pennsylvanian* reports the results of the first public opinion poll connected to a U.S. Presidential election, saying that Andrew Jackson lead John Quincy Adams
- **Aug. 4:** Simon Bolivar’s army defeats the Spanish at the Battle at Junan in Peru
- **Aug. 15:** Freed African-American slaves establish the country of Liberia on the west coast of Africa
- **Oct. 4:** Mexico becomes a republic
- **Oct. 9:** Costa Rica abolishes slavery
- **Oct. 23:** The first steam locomotive is introduced
- **Nov. 2:** [Andrew Jackson wins the popular vote for President over John Quincy Adams, but Jackson lacks a winning majority in the Electoral College, thereby sending the election to the House of Representatives](#)
- **Dec. 1:** [The U.S. House of Representatives begins deliberating the deadlocked Presidential election between John Quincy Adams and Andrew Jackson, ultimately deciding in favor of Adams](#)
- **Dec. 9:** Peru defeats Spain at the Battle of Ayacucho thereby securing the independence of Peru

Sources:

[*Report of the committee appointed to prepare rules to be observed by the House of Representatives in choosing a President, &c. Jan. 26, 1825.*](#) House, Jan. 26, 1825. 18th Congress, 2nd Session, H.rp.41. ProQuest Congressional, 122 H.rp.41

Monroe, James. [*Extracts from 7th annual message of James Monroe, President of U.S., dated Dec. 2, 1823 \[announcing foreign policy principle opposing colonization and intervention by Europeans in Americas \(Monroe Doctrine\)\].*](#) Dec. 2, 1823, (Pr5.2:m75) ProQuest Congressional, Pr502-1

Monroe, James. [*Message from the president of the United States, transmitting, In pursuance of a resolution of the House of Representatives, of the 30th Jan. \[...\].*](#) House, Mar. 8, 1822. 17th Congress, 1st Session, H.doc.90. ProQuest Congressional, 67 H.doc.90

Neale, Thomas H. [*Election of the President and Vice President by Congress: Contingent Election.*](#) Government and Finance Division (CRS), Nov. 1, 2004. 108th Congress, 2nd Session, RS20300. ProQuest Congressional, CRS-2004-GVF-0880

Major Acts

General Survey Act. Empowered the President to initiate surveys and estimates of the cost of building roads and canals deemed of national importance for military, commercial, or postal purposes. Approved Apr. 30, 1824. ([4 Stat. 22, Chap. 46](#))

Tariff Act of 1824. Raised the rates on certain items, such as cotton goods, raw wool, and iron, establishing a rate of 37 percent. Approved May 22, 1824. ([4 Stat. 25, Chap. 136](#))

Source:

Dell, Christopher and Stephen W. Stathis. [*Major Acts of Congress and Treaties Approved by the Senate, 1789-1980.*](#) Government Division (CRS), Sept. 1, 1982. 97th Congress, 2nd Session, 82-156 GOV. ProQuest Congressional, CRS-1982-GOV-0005

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