

THE PRESIDENT TO CONGRESS

Roosevelt Sends His Annual Message to Lawmakers.

MANY IMPORTANT SUBJECTS

Sees a Pressing Need for Labor and Trust Leg- islation.

NO WORD ABOUT TARIFF.

Leaves the Subject for a Special Mes- sage Which He Promises at a Later Date.

Shows Good Results from the Work of the Agricultural Department— Outlines Our Relations with Phi- lippine Countries and with the Isthmus—Urges Need of Adequate Naval Force as Guarantee of Peace and Asks for Revision of Immi- gration Laws.

Washington, Dec. 5.—President Roosevelt's annual message to congress makes some 18,000 words. In accordance with established custom considerable space is devoted to a resume of the year in the administrative departments of the government, but much of the message is given up to a discussion of those subjects which are considered of vital interest to the nation, and upon many of which he deems legislation needed. It is this portion of the message which we give below.

To the Senate and House of Representatives: The nation continues to enjoy noteworthy prosperity. Such prosperity is of course primarily due to the high individual average of our citizenship, taken together with our great natural resources; but an important factor therein is the working of our long-continued governmental policies. The people have emphatically expressed their approval of the principles underlying these policies, and their desire that these principles be kept substantially unchanged, although the course applied in a progressive spirit to meet changing conditions.

Caution Against Extravagance. The enlargement of scope of the functions of the national government required by our development as a nation involves, of course, increase of expense; and the period of prosperity through which the country is passing justifies expenditures for permanent improvements far greater than would be wise in hard times. Battleships and forts, public buildings, and improved waterways are investments which should be made as long as the money is abundant and revenues are large surplus always invite extravagance, and constant care should be taken to guard against unnecessary increase of the ordinary expenditures of government. The cost of doing government business should be regulated with the same rigid scrutiny as the cost of doing a private business.

Capital and Labor. In the vast and complicated mechanism of our modern civilized life the dominant note is the note of industrialism; and the relations of capital and labor, and especially of organized capital and organized labor, to each other and to the public at large come second in importance only to the intimate questions of family life. Our peculiar form of government, with its shifting division of authority between the national and the several states, has been on the whole far more advantageous to our development than a more strongly centralized government. But it is undoubtedly responsible for much of the difficulty of our present situation, especially in the new problems presented by the total change in industrial conditions on this continent during the last half-century. It is difficult to practice it as proved exceedingly difficult, and in many cases impossible, to get unanimity of wise action among the various states on these subjects. From the very nature of the case this is especially true of the laws affecting the employment of capital in huge masses.

With regard to labor the problem is no less important, but it is simpler. As long as the states retain the primary control of the police power, the circumstances must be altogether extreme which require interference by the federal authorities, whether in the way of safeguarding the rights of labor or in the way of seeing that wrong is not done by wealthy persons who shield themselves behind the name of labor. If there is resistance to the federal courts, interference with the mails, or interstate commerce, or molestation of federal property, or if the state authorities in some crisis which they are unable to face call for help, then the federal government must interfere; but though such interference may be caused by a condition of things arising out of trouble connected with some question of labor, the interference itself simply takes the form of restoring order without regard to the rights which have caused the breach of order—for to keep order is a primary duty and in a time of disorder and violence all other questions sink into abeyance until order has been restored. In the District of Columbia and in the territories the federal law covers the entire field of government; but the labor question is only acute in populous centers of commerce, manufacture, or mining. Nevertheless, both in the enactment and in the enforcement of law the federal government within its restricted sphere should set an example to the state governments in the matter of what is affecting labor. I believe that under modern industrial conditions it is often necessary, and even where not necessary it is often wise, that there should be organization of labor in order to better secure the rights of the individual wage-worker. All encouragement should be given to any such organization which seeks to achieve proper ends by honest means, and all such organizations should be given the same respect and decent regard for the rights of others. There are in this country some labor unions which have habitually, and other labor unions which have often, been working for good citizenship and for uplifting the condition of those whose welfare should be closest to our hearts. But when any labor union seeks improper means, all good citizens and more especially all honorable public servants must oppose the wrongdoing as resolutely as they would oppose the wrongdoing of any great corporation. Of course any violence, brutality or corrup-

tion should not for one moment be tolerated. Wage-workers have an entire right to organize and by all peaceful and honorable means to endeavor to persuade their employers to join with them in organizations. They have a legal right, which, according to circumstances, may or may not be a moral right, to refuse to work in company with men who decline to join their organizations. They have under no circumstances the right to commit violence upon those, whether capitalists or wage-workers, who refuse to support their organizations, or who, like those with whom they are at odds, find mob rule intolerable in any form.

Employer's Liability Law. The wage-workers are peculiarly entitled to the protection and the encouragement of the law. From the very nature of their occupation railroad men, for instance, are liable to be maimed in doing the legitimate work of their profession, unless the railroad companies are required by law to make ample provision for their safety. The administration has been zealous in enforcing the existing law for this purpose. That law should be amended and strengthened. Wherever the national government has power it should be a stringent employer liability law, which should apply to the government itself where the government is an employer of labor.

In my message to the Fifty-seventh congress, at its second session, I urged the passage of an employer's liability law for the District of Columbia. I now renew that recommendation, and further recommend that the congress appropriate the means for the protection of the study of extending the provisions of a great and constitutional law to all employments within the scope of federal power.

Medals of Honor. The government has recognized heroism upon the water, and bestows medals of honor upon those persons who by extreme and heroic daring have endeavored to save lives from the perils of the sea in the waters over which the United States has jurisdiction, or upon an American vessel. This recognition should be extended to the cases of conspicuous bravery and self-sacrifice in the saving of life in private employments under the jurisdiction of the United States, and particularly in the land commerce of the nation.

Prevention of Railroad Accidents. The ever-increasing casualty list upon our railroads is a matter of grave public concern, and urgently calls for action by the congress. In the matter of speed and comfort of railway travel the public interest is in no way less than that of any other nation, and there is no reason why this service should not also be as safe as human ingenuity can make it. Many of our leading roads have been equipped with the most approved safeguards for the protection of travelers and employees, yet the list of clearly avoidable accidents continues unduly large. The passage of a law requiring the adoption of such safeguards as have been proposed to the congress, I earnestly concur in that recommendation, and would also point out to the congress the urgent need of legislation in the interest of the public safety limiting the hours of labor for railroad employees in train service upon roads engaged in interstate commerce, and providing that only trained and experienced persons be employed in positions of responsibility connected with the operation of any device whatever transported at a less rate than that named in the tariffs published by the carrier must be enforced. For some time after the enactment of the law, it is to be hoped, will be a mooted question whether that act conferred upon the interstate commerce commission the power, after it had found a challenged rate to be unreasonable, to fix the maximum rate to be paid for the transportation in dispute. The supreme court finally resolved that question in the negative, so that as the law stands the commission is unable to possess the bare power to denounce a particular rate as unreasonable. While I am of the opinion that at present it would be undesirable, if it were not impracticable, finally to clothe the commission with general authority to fix railroad rates, I do believe that, as a fair security to shippers, the commission should be vested with the power, where a given rate is challenged, to order, after full hearing found to be unreasonable, what shall be a reasonable rate to be paid for the transportation. The commission should be empowered to order, in effect unless and until it is reversed by the court of review. The government must in increasing degree supervise and regulate the workings of the railways engaged in interstate commerce, and increased supervision is the only alternative to an increase of the present evils on the one hand or a still more radical proposal on the other. In my judgment the most important legislation now needed as regards the regulation of corporations is this act to confer on the interstate commerce commission the power to regulate rates and regulations, the revised rate to be in effect until the court of review reverses it.

Department of Agriculture. The department of agriculture has grown into an educational institution with a faculty of the highest order, and is now in all the sciences of production. The congress appropriates, directly and indirectly, \$6,000,000 annually to carry on this work. It reaches every state and territory in the union, and its benefits are felt by all who come under our flag. Cooperation is had with the state experiment stations, and with many other institutions and individuals. The world is carefully searched for new varieties of grains, fruits, grasses, vegetables, trees and shrubs, suitable to various localities in our country; and marked benefit to our producers has resulted. The activities of our age in lines of research have reached the tillers of the soil and inspired them with ambition to know more of the principles that govern the forces of nature with which they have to contend. Nearly half the people of this country are engaged in the growing of things from the soil. Until a recent date little has been done to prepare these millions for their life work. In most lines of human activity college trained men are the leaders. It is clear that an opportunity for special training until the congress made provision for it 40 years ago. During these years progress has been made and teachers have been prepared. Over 5,000 students are in attendance at our state agricultural colleges. The federal government expends \$10,000,000 annually toward this education and for research in Washington and in the several states and territories. The department of agriculture has given facilities for post-graduate work to 600 young men during the last seven years, preparing them for advanced lines of work in the department and in the state institutions.

Irrigation. During the two and a half years that have elapsed since the passage of the reclamation act rapid progress has been made in the surveys and examinations of the opportunities for reclamation in 13 states and three territories of the arid west. Construction has already been begun on the largest and most important of the irrigation works, and plans are being completed for works which will utilize the funds now available. The operations are being carried on by the reclamation service, a corps of engineers selected through competitive and service examinations. This corps includes experienced consulting and constructing engineers as well as various experts in mechanical and legal matters, and is commensurate in size and kindliness. More than 600 of their lives in practical affairs

connected with irrigation. The larger problems have been solved and it now remains to execute with care, economy and thoroughness the work which has been laid out. All important details are being carefully considered by boards of consulting engineers, selected for their thorough knowledge and practical experience. Each project is taken up on the ground by competent men and viewed from the standpoint of the creation of prosperous homes, and of promptly refunding to the treasury the cost of construction. The reclamation act has been found to be remarkably complete and effective, and so broad in its provisions that a wide range of undertakings has been possible under it. At the same time, economy is guaranteed by the fact that the funds must ultimately be returned to be used over again.

Forests. It is the cardinal principle of the forest-reserve policy of this administration that the reserves are for use. Whatever interest in the subject of the forest is to be avoided by every possible means. But these resources must be used in such a way as to make them permanent. The forest policy of the government is just now a subject of wide public interest throughout the west and to the people of the United States in general. The forest reserves themselves are of extreme value to the present as well as to the future welfare of all the western public-land states. They powerfully affect the use and disposal of the public lands. They are of special importance because they preserve the water supply and the timber for domestic purposes, and so promote settlement under the reclamation act. Indeed, they are essential to the welfare of every one of the great interests of the west, and it is through the wisdom of creating forest reserves is nearly everywhere heartily recognized, yet in a few localities there has been misunderstanding and the following statement is therefore desirable. The forest-reserve policy can be successful only when it has the full support of the people of the west. It cannot be imposed upon them in any case, but neither can we accept the views of those whose only interest in the forest is temporary; who are anxious to reap what they have sown, and who are leaving desolation behind them. On the contrary, it is everywhere and always the interest of the permanent settler and the permanent business man, the man who builds in the county which must be considered and which must decide. I have repeatedly called attention to the confusion which exists in government forest matters because the work is being done by independent and uncoordinated organizations. The United States is the only one of the great nations in which the forest work of the government is not concentrated under one department, in which the forest is managed by a good administration and common sense. The present arrangement is bad from every point of view. Merely to mention it is to prove that it should be reformed. The forest work of the government should be concentrated in the department of agriculture, where the larger part of the forest is now done, and where all of the trained and experienced personnel of the government are employed, where chiefly in Washington there is comprehensive first-hand knowledge of the problems of the reserves acquired through the study of the forest, and where all the sciences auxiliary to forestry are at hand for prompt and effective cooperation.

The Postoffice Service. In the past few years the service has increased in efficiency, and conditions as to revenue and expenditure continue satisfactory. The increase of revenue during the year was \$3,351,141.10, or 6.9 per cent, the total receipts amounting to \$49,382,624.80. The expenditures were \$46,031,483.20, an increase of about nine per cent over the previous year, being thus \$3,351,141.10 in excess of the current revenue. Included in these expenditures was a total appropriation of \$2,000,000 for the extension of the rural free delivery service, which was an increase of \$4,002,237.35 over the amount expended for this purpose in the preceding fiscal year. Large as this expenditure has been, the benefits attained in extending the free distribution of mails to the residents of rural districts have justified the wisdom of the outlay. Statistics brought down to the 1st of October, 1905, show that the service has reached 27,128 rural routes established, serving approximately 12,000,000 people in rural districts remote from post offices, and that there were pending at that time \$353,339 for the establishment of new routes. Unquestionably some part of the general increase in receipts is due to the increased postal facilities which the rural service has afforded. The revenues have also been aided greatly by amendments in the classification of mail matters, and the curtailment of abuses of the second-class mailing privilege. The average increase in the volume of mail matter for the period beginning with 1904 and ending June, 1905 was 10.4 per cent, or 10.4 per cent, as compared with 25.4 per cent, for the period immediately preceding, and 15.2 per cent for the four-year period immediately preceding that.

National Quarantine Law. It is desirable to enact a proper national quarantine law, and it is the duty of a state should on its own initiative enforce quarantine regulations which are in effect a restriction upon interstate and international commerce. The question should properly be assumed by the government alone. The surgeon general of the national public health and marine hospital service has repeatedly and convincingly set forth the need for such legislation.

Currency. The attention of the congress should be given to the currency question, and that the standing committee on the matter in the two houses charged with the duty, take up the matter of our currency and see whether it is not possible to secure stability in the business world by bettering the system; the committee should consider the question of the retirement of the greenbacks and the problem of securing in our currency such elasticity of issue as to give it the parity of a gold dollar should be made by law redeemable in gold at the option of the holder.

Merchant Marine. I especially commend to your immediate attention the encouragement of our merchant marine by appropriate legislation.

Tariff. On the tariff I shall communicate with you later.

Immigration and Naturalization. There is no danger of having too many immigrants of the right kind. It makes no difference from what country they come, if they are sound in body and in mind, and above all, if they are of good character, so that we can rest assured that their children and grandchildren will be worthy citizens of our children and grandchildren, then we should welcome them with cordial hospitality.

The citizenship of this country should not be debased. It is vital that we should keep high the standard of well-being among our wage-workers, and therefore we should not admit masses of men whose standards of living and whose personal conduct are such that they tend to lower the level of the American wage-worker; and above all, we should not admit any man of an unworthy type, any man concerning whom we can say that he will bring a bad example to our children and grandchildren will detract from instead of adding to the sum of the good citizenship of the country. Similarly we should take the greatest care about naturalization. It is vital that we should not naturalize improper persons, a

course to our government; and it is the affair of every honest voter, whether born, to see that no fraudulent voting is allowed, that no fraud in connection with naturalization is permitted.

Naturalization Laws Need Revision. There should be a comprehensive revision of the naturalization laws. The courts having power to naturalize should be definitely named by national authority; the testimony upon which naturalization may be conferred should be definitely prescribed; provision of impending naturalization applications should be required in advance of their hearing in court; the form and wording of all certificates issued should be uniform throughout the country, and the courts should be required to make returns to the secretary of state at stated periods of all naturalizations conferred.

Not only are the laws relating to naturalization now defective, but those relating to citizenship of the United States ought also to be made the subject of scientific inquiry with a view to probable further legislation. By what acts expatriation may be assumed to have been accomplished, how long an American citizen may reside abroad and receive the protection of our passport, whether any degree of protection should be extended to one who has made the declaration of intention to become a citizen of the United States but has not secured naturalization, are questions of serious import, involving personal rights and often producing friction between this government and foreign governments. Upon these questions our laws are silent. I recommend that an examination be made into the subjects of citizenship, expatriation and protection of Americans abroad, with a view to appropriate legislation.

Protection of Elections. The power of the government to protect the integrity of the elections of its own officials is inherent and has been recognized and affirmed by repeated decisions of the supreme court. There is no enemy of free government more dangerous and none so insidious as the corruption of the electorate. No one demands or excuses corruption, and it would seem that if there were no other more vigorous measures to eradicate it, I would recommend the enactment of a law directed against bribery and corruption in federal elections. The details of such a law are left to the wisdom of the congress, but it should be as far as possible to go, and should include severe penalties against him who gives or receives a bribe intended to influence his act or opinion as an elector, and his accomplices in the publication not only of the expenditures for nominations and elections of all candidates but also of contributions received and expenditures made by political committees.

Our Foreign Policy. In treating of our foreign policy and of the attitude that this great nation should assume in the world at large, it is absolutely necessary to consider the army, the navy, and the congress, through which the thoughts of the nation are expressed, should keep ever vividly in mind the fundamental fact that it is impossible to treat our foreign policy as a mere matter of expediency. It is not merely unwise, it is contemptible, for a nation to consider individual, to use high-sounding language to proclaim its purposes, or to take positions which are ridiculous if unsupported by actual force, and then to refuse to provide this force. It is the duty of justice for ourselves, save as conditioned upon the attitude we are willing to take toward our army, and especially toward our navy. It is not merely unwise, it is contemptible, for a nation to consider individual, to use high-sounding language to proclaim its purposes, or to take positions which are ridiculous if unsupported by actual force, and then to refuse to provide this force. It is the duty of justice for ourselves, save as conditioned upon the attitude we are willing to take toward our army, and especially toward our navy.

Striving for World Peace. The steady advance of this nation, as of all enlightened nations, should be our striving to bring ever nearer the day when there shall prevail throughout the world the peace of justice. There are kinds of peace which are highly undesirable, which are in the long run as destructive as any war. Tyrants and oppressors have many times made a wilderness and called it peace. Many times peoples who were in a state of anarchy, and who had been enervated by case or by luxury, or misled by false teachings, have shrunk in unmanly fashion from doing duty that was stern and that needed sacrifice, and have sought refuge from their own minds their shortcomings, their ignoble motives, by calling them love of peace. The peace of tyrannical terror, the peace of craven weakness, the peace of injustice, all should be shunned as we shun unrighteous war. The goal to set before us as a nation, the goal which should be set before all mankind, is the attainment of the peace of justice, of the peace which comes when each nation is not merely safe-guarded in its own rights, but scrupulously recognizes and performs its duty toward others. Generally peace tells for righteousness; but if there is contention between the two, then our reality is due first to the cause of righteousness. Unrighteous wars are common, and unrighteous peace is rare; but both should be shunned. The right of freedom of the responsibility for the exercise of that right cannot be divorced. One of our great poets has well and finely said that freedom is not a gift that carries long with it the burden of a curse. Neither does it tarry long in the hands of those too slothful, too dishonest or too unintelligent to exercise it. The eternal vigilance which is the price of liberty must be exercised, sometimes to guard against old foes; although of course far more often to guard against our own selfish or thoughtless shortcomings.

Not Ready for Disarmament. If these self-evident truths are kept before our minds, and if they are acted upon, we shall have a clear idea of what our foreign policy in its larger aspects should be. It is our duty to remember that a nation has no more right to do injustice to another nation, strong or weak, than an individual has no more right to do injustice to another individual; that the same moral law applies in one case as in the other. But we must also remember that it is as much the duty of a nation to guard its own rights and its own interests as it is the duty of an individual so to do. Within the nation the individual has now delegated this right to the state, that is, to the representative of the nation, and it is in a maximum of the law that for every wrong there is a remedy. But in international law we have not advanced by any means as far as we have advanced in municipal law. There is as yet no judicial way of enforcing a right in international law. When one nation wrongs another or wrongs many others, there is no tribunal before which the wrong can be brought. Either it is necessary to acquiesce in the wrong, and thus pay a premium upon brutality and aggression, or else it is necessary for the aggrieved nation valiantly to stand up for its rights. Until some method is devised whereby there shall be a degree of international control over offending nations, it would be a wicked thing for the most civilized powers, for those with most sense of international obligations and with keenest appreciation of the difference between right and wrong, to disarm. If the great civilized nations of the present day should completely disarm, the result would mean an immediate recrudescence of barbarism in the form or another. Under any circumstances a sufficient armament would have to be kept up to serve the purposes of international police; and until international cohesion and sense of international duties and rights are far more advanced than at present, a nation desirous both of securing respect for itself and of doing good to others must have a force adequate for the work which it feels itself obliged to do as its part of the general world duty. Therefore it follows

that a self-respecting, just and far-seeing nation should on the one hand endeavor by every means to aid in the development of the various movements which tend to provide substitutes for war, which tend to render nations and their peoples toward one another, and indeed toward their own peoples, more responsive to the general sentiment of humane and civilized mankind; and on the other hand, that it should keep prepared, as well as the orderly avoiding wrong-doing itself, to repel an wrong-doer in exceptional cases to take action which in a more advanced stage of international relations would come under the head of the exercise of the right of self-defense, and to mankind not to sink into helplessness before the powers of evil.

Second Hague Conference. We are in every way endeavoring to help on, with cordial good will, every movement which will tend to bring us into more friendly relations with the rest of mankind. In pursuance of this policy I shall shortly lay before the senate treaties of arbitration with all powers which are willing to enter into these treaties with us. It is not possible at this time to enter into an agreement to agree to arbitrate all matters, but there are many matters of possible difference between us and other nations which can be thus arbitrated. Furthermore, at our request while the earlier treaty was in force, an eminent body composed of practical statesmen from all countries, I have asked the powers to join with this government in a second Hague conference, at which it is hoped that the work already so happily begun at The Hague may be carried some steps further toward completion. This carries out the desire expressed by the first Hague conference itself.

The Monroe Doctrine. In asserting the Monroe Doctrine, in taking such steps as we have taken in regard to Cuba, Venezuela and Panama, and in endeavoring to circumscribe the theater of war in the far east, and to secure the open door in China, we have acted in our own interest as well as in the interest of the world at large. There are, however, cases in which, while our own interests are not greatly involved, strong appeal is made to our sympathies. Ordinarily it is very much wiser and more useful for us to content ourselves with striving for our own moral and material betterment here at home than to concern ourselves with trying to better the condition of things in other nations. We have plenty of sins of our own to war against, and under ordinary circumstances we can do more for the general uplifting of humanity by striving with heart and soul to put a stop to civic corruption, to brutal lawlessness and violent race prejudices here at home than by trying to bring about about wrong-doing elsewhere. Nevertheless there are occasional crimes committed on so vast a scale and of such peculiar horror as to make us doubt whether it is not our manifest duty to endeavor to show our disapproval of the deed and our sympathy with those who have suffered by it. The cases must be extreme in which such a course is justifiable. There must be no effort made to remove the deed from the beam of our eye. If we refuse to remove the beam from our own eye, but in extreme cases action may be justifiable and proper. What form the action shall take must depend upon the circumstances of the case; that is, upon the nature of the wrong done, upon our power to remedy it. The cases in which we could interfere by force of arms as we interfered to put a stop to intolerable conditions in Cuba are necessarily rare, and in the vast majority of cases, a people like ours, which in spite of certain very obvious shortcomings, nevertheless as a whole shows by its consistent practice its belief in the principles of civil and religious liberty, and its respect for the rights of a people among whom even the worst crime, like the crime of lynching, is never more than sporadic, so that individuals and not classes are molested in their fundamental rights—it is in the interest of such a nation should desire eagerly to give expression to its horror on an occasion like that of the massacre of the Jews in Kishineff, or when it witnesses such systematic and long-extended cruelty and oppression as that which is being perpetrated against the Armenians have been the victims, and which have won for them the indignant pity of the civilized world.

The Philippines. In the Philippine islands there has been during the past year a continuation of the steady progress which has steadily ever since our troops definitely got the upper hand of the insurgents. The Philippine people, or, to speak more accurately, the many tribes, and even races, suffered from one another, and they have sharply, who go to make up the people of the Philippine islands, contain many elements of good, and some elements which we have a right to hope stand for the good we are able to do in the islands. I do not overlook the fact that in the development of our interests in the Pacific ocean and along its coasts, the Philippines have played and will play an important part, and that our interests have been served in more than one way by the possession of the islands. But our chief reason for continuing to hold them must be that we ought to do good to the people of the islands, and that our interest in the islands, and this particular piece of work has been imposed upon us by the results of the war with Spain.

For Elective Government. Within two years we shall be trying the experiment of elective government in the Philippine legislature. It may be that the Filipinos will misuse this legislature, and they certainly will misuse it if they are misled by foolish persons here at home in starting an agitation for their own independence or into any factious or improper action. In such case they will do themselves no good and will stop for the time being all their efforts to advance their own government. But if they act with wisdom and self-restraint, if they show that they are capable of electing a legislature which in its turn is capable of taking a sane and efficient part in the actual work of government, they can rest assured that a full and increasing measure of recognition will be given them. Above all, they should remember that their prime needs are moral and industrial, not political. It is a good thing to try the experiment of giving them a legislature; but it is a far better thing to give them schools, good roads, railroads which will enable them to get their products to market, honest courts, an honest and efficient constabulary, and all that tends to produce order, peace, fair dealing as between man and man, and habits of intelligent industry and thrift. If they are safeguarded against oppression, and if their real wants, material and spiritual, are studied intelligently and in a spirit of friendly sympathy by such measures as these, then by any effort to give them political power, though this effort may in its own proper time and place be proper enough.

THEODORE ROOSEVELT.

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Medals of Honor. The government has recognized heroism upon the water, and bestows medals of honor upon those persons who by extreme and heroic daring have endeavored to save lives from the perils of the sea in the waters over which the United States has jurisdiction, or upon an American vessel. This recognition should be extended to the cases of conspicuous bravery and self-sacrifice in the saving of life in private employments under the jurisdiction of the United States, and particularly in the land commerce of the nation.

Prevention of Railroad Accidents. The ever-increasing casualty list upon our railroads is a matter of grave public concern, and urgently calls for action by the congress. In the matter of speed and comfort of railway travel the public interest is in no way less than that of any other nation, and there is no reason why this service should not also be as safe as human ingenuity can make it. Many of our leading roads have been equipped with the most approved safeguards for the protection of travelers and employees, yet the list of clearly avoidable accidents continues unduly large. The passage of a law requiring the adoption of such safeguards as have been proposed to the congress, I earnestly concur in that recommendation, and would also point out to the congress the urgent need of legislation in the interest of the public safety limiting the hours of labor for railroad employees in train service upon roads engaged in interstate commerce, and providing that only trained and experienced persons be employed in positions of responsibility connected with the operation of any device whatever transported at a less rate than that named in the tariffs published by the carrier must be enforced. For some time after the enactment of the law, it is to be hoped, will be a mooted question whether that act conferred upon the interstate commerce commission the power, after it had found a challenged rate to be unreasonable, to fix the maximum rate to be paid for the transportation in dispute. The supreme court finally resolved that question in the negative, so that as the law stands the commission is unable to possess the bare power to denounce a particular rate as unreasonable. While I am of the opinion that at present it would be undesirable, if it were not impracticable, finally to clothe the commission with general authority to fix railroad rates, I do believe that, as a fair security to shippers, the commission should be vested with the power, where a given rate is challenged, to order, after full hearing found to be unreasonable, what shall be a reasonable rate to be paid for the transportation. The commission should be empowered to order, in effect unless and until it is reversed by the court of review. The government must in increasing degree supervise and regulate the workings of the railways engaged in interstate commerce, and increased supervision is the only alternative to an increase of the present evils on the one hand or a still more radical proposal on the other. In my judgment the most important legislation now needed as regards the regulation of corporations is this act to confer on the interstate commerce commission the power to regulate rates and regulations, the revised rate to be in effect until the court of review reverses it.

Department of Agriculture. The department of agriculture has grown into an educational institution with a faculty of the highest order, and is now in all the sciences of production. The congress appropriates, directly and indirectly, \$6,000,000 annually to carry on this work. It reaches every state and territory in the union, and its benefits are felt by all who come under our flag. Cooperation is had with the state experiment stations, and with many other institutions and individuals. The world is carefully searched for new varieties of grains, fruits, grasses, vegetables, trees and shrubs, suitable to various localities in our country; and marked benefit to our producers has resulted. The activities of our age in lines of research have reached the tillers of the soil and inspired them with ambition to know more of the principles that govern the forces of nature with which they have to contend. Nearly half the people of this country are engaged in the growing of things from the soil. Until a recent date little has been done to prepare these millions for their life work. In most lines of human activity college trained men are the leaders. It is clear that an opportunity for special training until the congress made provision for it 40 years ago. During these years progress has been made and teachers have been prepared. Over 5,000 students are in attendance at our state agricultural colleges. The federal government expends \$10,000,000 annually toward this education and for research in Washington and in the several states and territories. The department of agriculture has given facilities for post-graduate work to 600 young men during the last seven years, preparing them for advanced lines of work in the department and in the state institutions.

Irrigation. During the two and a half years that have elapsed since the passage of the reclamation act rapid progress has been made in the surveys and examinations of the opportunities for reclamation in 13 states and three territories of the arid west. Construction has already been begun on the largest and most important of the irrigation works, and plans are being completed for works which will utilize the funds now available. The operations are being carried on by the reclamation service, a corps of engineers selected through competitive and service examinations. This corps includes experienced consulting and constructing engineers as well as various experts in mechanical and legal matters, and is commensurate in size and kindliness. More than 600 of their lives in practical affairs

connected with irrigation. The larger problems have been solved and it now remains to execute with care, economy and thoroughness the work which has been laid out. All important details are being carefully considered by boards of consulting engineers, selected for their thorough knowledge and practical experience. Each project is taken up on the ground by competent men and viewed from the standpoint of the creation of prosperous homes, and of promptly refunding to the treasury the cost of construction. The reclamation act has been found to be remarkably complete and effective, and so broad in its provisions that a wide range of undertakings has been possible under it. At the same time, economy is guaranteed by the fact that the funds must ultimately be returned to be used over again.

Forests. It is the cardinal principle of the forest-reserve policy of this administration that the reserves are for use. Whatever interest in the subject of the forest is to be avoided by every possible means. But these resources must be used in such a way as to make them permanent. The forest policy of the government is just now a subject of wide public interest throughout the west and to the people of the United States in general. The forest reserves themselves are of extreme value to the present as well as to the future welfare of all the western public-land states. They powerfully affect the use and disposal of the public lands. They are of special importance because they preserve the water supply and the timber for domestic purposes, and so promote settlement under the reclamation act. Indeed, they are essential to the welfare of every one of the great interests of the west, and it is through the wisdom of creating forest reserves is nearly everywhere heartily recognized, yet in a few localities there has been misunderstanding and the following statement is therefore desirable. The forest-reserve policy can be successful only when it has the full support of the people of the west. It cannot be imposed upon them in any case, but neither can we accept the views of those whose only interest in the forest is temporary; who are anxious to reap what they have sown, and who are leaving desolation behind them. On the contrary, it is everywhere and always the interest of the permanent settler and the permanent business man, the man who builds in the county which must be considered and which must decide. I have repeatedly called attention to the confusion which exists in government forest matters because the work is being done by independent and uncoordinated organizations. The United States is the only one of the great nations in which the forest work of the government is not concentrated under one department, in which the forest is managed by a good administration and common sense. The present arrangement is bad from every point of view. Merely to mention it is to prove that it should be reformed. The forest work of the government should be concentrated in the department of agriculture, where the larger part of the forest is now done, and where all of the trained and experienced personnel of the government are employed, where chiefly in Washington there is comprehensive first-hand knowledge of the problems of the reserves acquired through the study of the forest, and where all the sciences auxiliary to forestry are at hand for prompt and effective cooperation.

The Postoffice Service. In the past few years the service has increased in efficiency, and conditions as to revenue and expenditure continue satisfactory. The increase of revenue during the year was \$3,351,141.10, or 6.9 per cent, the total receipts amounting to \$49,382,624.80. The expenditures were \$46,031,483.20, an increase of about nine per cent over the previous year, being thus \$3,351,141.10 in excess of the current revenue. Included in these expenditures was a total appropriation of \$2,000,000 for the extension of the rural free delivery service, which was an increase of \$4,002,237.35 over the amount expended for this purpose in the preceding fiscal year. Large as this expenditure has been, the benefits attained in extending the free distribution of mails to the residents of rural districts have justified the wisdom of the outlay. Statistics brought down to the 1st of October, 1905, show that the service has reached 27,128 rural routes established, serving approximately 12,000,000 people in rural districts remote from post offices, and that there were pending at that time \$353,339 for the establishment of new routes. Unquestionably some part of the general increase in receipts is due to the increased postal facilities which the rural service has afforded. The revenues have also been aided greatly by amendments in the classification of mail matters, and the curtailment of abuses of the second-class mailing privilege. The average increase in the volume of mail matter for the period beginning with 1904 and ending June, 1905 was 10.4 per cent, or 10.4 per cent, as compared with 25.4 per cent, for the period immediately preceding, and 15.2 per cent for the four-year period immediately preceding that.