

the international character of the problem and in the desire of reaching some wise and practical solution of it.

The British government has published a resume of the steps taken jointly by the French ambassador in London and the special envoys of the United States, with whom our ambassador in London actively co-operated in the presentation of this subject to her majesty's government. This will be laid before congress. Our special envoys have not made their final report, as further negotiations between the representatives of this government and the governments of other countries are pending and in contemplation. They believe that the doubts which have been raised in certain quarters respecting the possibility of maintaining the stability of the treaty between the metals and kindred questions may yet be solved by further negotiations.

Meanwhile, it gives me satisfaction to state that the special envoys have already demonstrated their ability and fitness to deal with the subject, and it is to be earnestly hoped that their labors may result in an international agreement which will bring about recognition of both gold and silver as money upon such terms and with such safeguards as will secure the use of both metals upon a basis which shall work no injuries to any class of citizens.

RECIPROCITY.

Negotiations Pending With European and American Governments.

In order to execute as early as possible the provisions of the third and fourth sections of the revenue act approved July 24, 1897, I appointed the Hon. John A. Kasson, of Iowa, a special commissioner plenipotentiary to undertake the requisite negotiations with foreign countries desiring to avail themselves of these provisions. The negotiations are now proceeding with several governments, both European and American. It is believed that by a careful exercise of the powers conferred by that act, some grievances of our own and of other countries in our mutual trade relations may be either removed or largely alleviated, and that the volume of our commercial exchanges may be enlarged with advantage to both contracting parties.

THE MERCHANT MARINE.

Government Should Foster This Languishing Industry.

Most desirable from every standpoint of national interest and patriotism is the effort to extend our foreign commerce. To this end our merchant marine should be improved and enlarged. We should do our full share of the carrying trade of the world. We do not do it now. We should not be regarded any longer. The inferiority of our merchant marine is justly humiliating to the national pride. The government, by every proper constitutional means, should aid in making our ships familiar visitors at every commercial port of the world, thus opening up new and valuable markets to the surplus products of the farm and factory.

SEALING QUESTION.

Negotiations in Progress for Preservation of the Herds.

The efforts which have been made during the two previous administrations by my predecessors to secure better protection to the fur seals in the North Pacific ocean and Behring sea were renewed at an early date by this administration, and have been pursued with earnestness. Upon my invitation, the governments of Russia and Japan sent delegates to Washington, and an international conference was held during the months of October and November last, wherein it was unanimously agreed that under the existing regulations this species of useful animals was threatened with extinction and that an international agreement of all interested powers was necessary for their adequate protection.

The government of Great Britain did not see proper to be represented at this conference, but subsequently sent to Washington a representative of the British government of Great Britain and Canada, who had during the past two years visited the Pribilof islands, and who met in conference similar commissioners on the part of the United States. The result of this conference was an agreement on the important facts connected with the condition of the seal herd heretofore in dispute, which should place beyond controversy the duty of the government concerned to adopt measures without delay for the preservation and restoration of the herds. Negotiations to this end are in progress, the result of which I hope to be able to report to congress at an early day.

INTERNATIONAL ARBITRATION.

Recent Events Strengthen the President's Views.

International arbitration cannot be omitted from the list of subjects claiming our consideration. Events have recently served to strengthen the President's views on this question expressed in my inaugural address. The best sentiment of the civilized world is moving toward the settlement of differences between the nations without resorting to the horrors of war. Treaties embodying the humane principles on broad lines without in any way impeding our interests or our honor shall have my constant encouragement.

THE PARIS EXPOSITION.

Arguments for a Liberal Appropriation by Congress.

The acceptance by this government of the invitation of the republic of France to participate in the universal exposition of 1900 at Paris was immediately followed by the appointment of a special commissioner to represent the United States in the proposed exposition with special reference to the securing of space for an adequate exhibit on behalf of the United States.

The special commissioner delayed his departure for Paris long enough to ascertain the probable demand for space by American exhibitors. His inquiries developed an almost unprecedented interest in the proposed exposition, and the information thus secured enabled him to justify an application for a much larger allotment of space for the American section than had been reserved by the exposition authorities. The result was particularly gratifying in view of the fact that the United States was one of the last countries to accept the invitation of France.

The reception accorded our special commissioner was most cordial, and he was given every reasonable assurance that the United States would receive a consideration commensurate with the proportions of our exhibit.

The report of the special commissioner as to the magnitude of the coming exposition and the demand for space for American exhibits supplies new arguments for a liberal and judicious appropriation by congress to the end that an exhibit fairly representative of the industries and resources of our country may be made in an exposition which will illustrate the world's progress during the 19th century. The exposition is intended to be the most important and comprehensive of the long series of international exhibitions of which our own at Chicago was a brilliant example, and it is desirable that the United States should make a worthy exhibit of American genius and skill, and their unrivaled achievements in every branch of industry.

THE NAVAL ESTABLISHMENT.

Armor for New Warships and More Drydocks Needed.

The present immediate effective force of the navy consists of four battle-ships of the first class; two of the second class and six other vessels, ranging from

armored cruisers to torpedo-boats. There are under construction five battle-ships of the first class, 10 torpedo-boats and one submarine boat. No provision has yet been made for the armor of three of the five battle-ships, as it has been impossible to obtain it at the price fixed by congress. It is of great importance that congress provide this armor, as until then the ships are not fit for service. The navy's naval force, especially in view of its increase by ships now under construction, while not as large as that of a few other powers, is a formidable force; its vessels are the very best of each type; and with the increase of the naval force it is from time to time in the future and careful attention to keeping it in a high state of efficiency and repair, it is well adapted to the necessities of the country.

The great increase of the navy which has taken place in recent years was justified by the requirements of the naval defense and has received public approbation. The time has now arrived, however, when this increase to which the country is committed should for a time take the form of increased facilities commensurate with the increase of our naval vessels. It is an unfortunate fact that there is only one dock on the Pacific coast capable of docking our largest ships, and only one on the Atlantic coast, and the latter has for the last six or seven months been under repair and therefore incapable of use. Immediate steps should be taken to provide three or four docks of this capacity on the Atlantic coast, at least one on the Pacific coast, and a floating dock on the Gulf. This is the recommendation of a very competent board appointed to investigate the subject.

There should also be ample provision made for powder and projectiles and other munitions of war and for an increased number of officers and enlisted men. Some additions are also necessary to our navy yards for repair and care of the increased number of vessels. As there are now on the stocks five battle-ships of the largest class, which cannot be completed for a year or two, I concur with the recommendation of the secretary of the navy for an appropriation authorizing the construction of one battle-ship for the Pacific coast, where there is at present only one in commission and one under construction, while on the Atlantic there are three in commission and four under construction, and also several torpedo-boats authorized in connection with our general system of coast defense.

NEEDS OF ALASKA.

Existing Conditions Demand a Change in the Laws.

The territory of Alaska requires the prompt and early attention of congress. The conditions now existing demand a material change in the laws relating to the territory. The great influx of population during the past summer and fall and the prospect of a still larger immigration in the spring will not permit us to longer neglect the extension of civil authority within the territory or postpone the establishment of a more thorough government. A general system of public surveys has not yet been extended to Alaska, and all entries thus far made in that district are upon special surveys. The act of congress extending to Alaska the mining laws of the United States has been construed to put in force the general land laws of the country.

By an act approved March 3, 1897, authority was given for entry of lands for townsite purposes, and also for the purchase of no exceeding 100 acres of land thereafter occupied for purposes of trade and manufacture. The purpose of congress, as thus far expressed, has been that only such rights should apply to the territory as should be specifically named. It will be seen how much remains to be done for that vast, remote, and yet promising portion of our country.

Special authority was given to the president by the act approved July 24, 1897, to divide that territory into two land districts, and to designate the boundaries thereof, and to appoint registers and receivers of said land offices, and the president was also authorized to appoint a surveyor-general for the entire district. Pursuant to this authority, a surveyor-general and receiver have been appointed, with offices at Sitka. If in the coming year the conditions justify it, the additional land district authorized by law will be established with an office at some point in the Yukon valley. No appropriation, however, was made for this purpose, and that is now necessary to be done.

The Military Post.

I concur with the secretary of war in his suggestions as to the necessity for a military force in the territory of Alaska for the protection of persons and property. Already a small force consisting of 25 men and two officers, under command of Lieutenant-Colonel Randall, of the Eighth Infantry, has been sent to Sitka, and it is to be expected that this force will be increased to encourage the development of the country and its duty to follow up its citizens there with the benefits of legal machinery. I earnestly urge upon congress the establishment of a system of government of such flexibility as will enable us to just itself in the future to the needs attendant upon a greater population.

Relief for Starving Klondikers.

The startling though possibly exaggerated reports from the Yukon river country of the probable shortage of food for the large number of people who are wintering there without the means of leaving the country, are confirmed in such measure as to justify bringing the matter to the attention of congress. Access to that country this winter can be had only by the passes from Pelly and vicinity, which is a most difficult and perhaps impossible task. However, should these reports of the suffering of our fellow-citizens be further verified, every effort at relief should be made to carry them.

INDIAN AFFAIRS.

New Regulations for Five Civilized Tribes Are Imperative.

For a number of years it has been apparent that the condition of the five civilized tribes in the Indian territory under treaty provisions with the United States, with the right of self-government and the exclusion of all white persons from within their borders, have undergone so complete a change as to render the continuance of the system thus inaugurated practically impossible. The total number of the five civilized tribes, as shown by the last census, is 45,484, and this number has not materially increased, while the white population is estimated at from 20,000 to 25,000, which, by permission of the Indian government, has settled in the territory. The present area of the Indian territory is 25,544,340 acres, much of which is very fertile land. The United States citizens residing in the territory, most of whom have gone there by invitation or with the consent of the tribal authorities, have made permanent homes for themselves. Numerous towns have been built, in which from 1000 to 5000 white people now reside.

Valuable residence and business houses have been erected in many of them and large business enterprises are carried on in which vast sums of money are employed, and yet these people, who have invested their capital in the development of the productive resources of the country, are without title to the land they occupy and have no voice whatever in the government of the nations or tribes. Thousands of their children who were born in the territory are of school age, and the doors of the schools of the United States are shut against them and what

education they get is by private contribution. No provision for the protection of the life or property of these white citizens is made by the tribal governments and courts. The secretary of the interior reports that leading Indians have absorbed great tracts of land to the exclusion of the common people, and government by an Indian aristocracy has been practically established, to the detriment of the people. It has been found impossible for the United States to keep its citizens out of the territory, and the conditions contained in the treaties with the nations have for the most part become impossible of execution. Friends of the Indians have long believed that the best interests of the Indians of the five civilized tribes would be found in American citizenship with all the rights and privileges which belong to that condition.

The Dawes Commission.

By section 18 of the act of March 3, 1897, the president was authorized to appoint three commissioners to enter into negotiations with the tribes known as the Chickasaw, Muskogee (or Creek) and Seminole nations, commonly known as the five civilized tribes in the Indian territory. Briefly, the purpose of the negotiations was the extinguishment of the tribal title to any land within that territory, now held by any and all such nations or tribes, either by cession of the same or some part thereof to the United States, or by allotment or by division of the same in severalty among the Indians of such nations or tribes respectively as may be entitled to the same, or by such other means as may be agreed upon between the several nations and tribes aforesaid or each of them with the United States, with a view to such an adjustment upon the basis of justice and equity as may, with the consent of the said nations of Indians so far as may be necessary, requisite and practicable, enable the creation of a state or states of the United States, shall embrace the lands within said Indian territory. The commission met much opposition from the beginning. The Indians were very slow to act and those in control manifested a decided disinclination to deal with the proposition submitted to them. More than three years ago the commission effected an agreement with the Choctaw nation alone. The Chickasaws have refused to agree to its terms, and as they have a common interest with the Choctaws in the lands of said nation, the agreement with the latter nation could not have been made without the consent of the former. April 23, 1897, the commission effected an agreement with both tribes—the Choctaws and Chickasaws. This agreement, it is understood, has been ratified by the constituted authorities of the respective nations or nations or tribes, and only requires ratification by congress to make it binding.

On the 27th of September, 1897, an agreement was effected with the Creek nation, but it is understood that the national council refused to ratify the same. The Indians are yet to be heard with the Cherokee, the most populous of the five civilized tribes, and with the Seminoles, the smallest in point of numbers and territory.

The provision of the Indian appropriation act approved June 10, 1896, makes it the duty of the commission to investigate and determine the rights of applicants for citizenship in the five civilized tribes. The commission is at present engaged in this work among the tribes, and has made arrangements for taking the census of these people up to and including the 30th of the next month.

Should the agreement between the Choctaws and Chickasaws be ratified by congress and should the other tribes fail to make an agreement with the commission, then some legislation must be had by congress which, while just and honorable to the Indians, shall be equitable to the white people who have settled upon the lands by invitation of the tribal nations.

Hon. Henry L. Dawes, chairman of the commission, in a letter to the secretary of the interior under date of October 11, 1897, says:

"Individual ownership is not in itself the commission is absolutely essential to any permanent improvement in conditions, and the lack of it is the root of nearly all the evils which have so grievously afflicted these people. Allotment by agreement is the only possible method, unless the United States courts are empowered to apportion the lands among the citizen Indians for whose use it was originally granted."

I concur with the secretary of the interior that there can be no cure for the evils engendered by the perversion of these great trusts except by their resumption by the government which created them.

QUARANTINE LAWS.

Appointment of a Bacteriologist Commission Also Recommended.

The recent prevalence of the yellow fever in a number of cities and towns throughout the South has resulted in much disturbance of commerce and demonstrated the need of such amendments to our quarantine laws as will make the regulations of the national quarantine authorities paramount.

The secretary of the treasury, in that portion of his report relating to the operation of the marine hospital service, calls attention to the defects in the present quarantine laws and recommends amendments thereto which will give the treasury department the requisite authority to prevent the invasion of epidemic diseases from foreign countries, and in times of emergency, like that of the past summer, will add to the efficiency of the sanitary measures for the protection of the people and at the same time make unnecessary restrictions of commerce. I concur in his recommendation.

In further effect to prevent the invasion of the United States by yellow fever, the importance of the discovery of the exact cause of the disease, which up to the present time has been undetermined, has been obvious, and to this end a systematic bacteriological investigation should be made. I therefore recommend that congress authorize the appointment of a commission by the president to consist of four expert bacteriologists, to be selected from the attention of congress. Access to that country this winter can be had only by the passes from Pelly and vicinity, which is a most difficult and perhaps impossible task. However, should these reports of the suffering of our fellow-citizens be further verified, every effort at relief should be made to carry them.

THE BOND-AIDED ROADS.

To Protect the Government's Interest in the Kansas Pacific.

The Union Pacific railway, main line, was sold under decree of the United States court for the district of Nebraska on November 1 and 2, this year. The amount due the government consisted of the principal of the subsidy bonds, \$7,235,512, and the accrued interest thereon, \$31,211,711 75, making the total indebtedness \$38,447,223 75.

The bid at the sale covered the first mortgage lien and the entire mortgage claim of the government (less interest). The sale of the subsidized portion of the Kansas Pacific line, upon which the government holds a second-mortgage lien, has been postponed at the instance of the government to December 16, 1897. The debt of this division of the Union Pacific railroad to the government, November 1, 1897, was the principal of the subsidy bonds, \$6,395,000, and the unpaid and accrued interest, \$6,226,000 33, making a total of \$12,621,000 33. The sale of this road was originally advertised for November 4. For the purpose of securing the most public notice of the event, it was postponed until December 16, and a second advertisement of the sale was made. By the decree of the court, the upset price at the sale of the Kansas Pacific must yield to the government the sum of \$12,600,000 over all prior liens and charges.

If no other or better bid is made, this sum is all that the government will receive on its claim of nearly \$13,000,000.

The government has no information as to whether there will be other bidders or another bid than the maximum amount herein stated. The question presented, therefore, is whether the government shall, under the authority given it by the act of March 23, 1897, purchase or redeem the road in the event that a bid is not made by private parties covering the entire government claim.

To enable the government to bid at the sale will require a deposit of \$900,000, as follows: In the government cause, \$200,000, and in each of the first mortgage causes, \$200,000, and in the latter, the deposit must be in cash. Payments at the sale are to be as follows: Upon acceptance of the bid a sum which, with the amount already deposited, shall equal 15 per cent of the bid, the balance in installments of 25 per cent, 30, 40 and 50 days after the confirmation of the sale.

The lien on the Kansas Pacific, prior to that of the government on July 30, 1897, principal and interest, amounted to \$7,421,083 11. The government, therefore, should it become the highest bidder, will have to pay the amount of the first-mortgage lien. I believe that under the act of 1897 it has authority to do this, and in the absence of any action by congress I shall direct the secretary of the treasury to make the necessary deposit, as required by the court's decree, to qualify as a bidder and to bid at the sale a sum which will at least equal the principal of the debt due to the government, thereby, in order to remove all controversy, that an amendment to the law be immediately passed explicitly giving such powers and appropriating in general terms whatever sum is sufficient therefor.

In so important a matter as the government becoming the probable owner of the railroad property, which it performs must conduct and operate, I feel constrained to lay before congress these facts for its consideration and action before the consummation of the sale. It is clear to my mind that the government should not permit the property to be sold at a price which will yield less than one-half the principal of its debt and less than one-fifth of its debt, principal and interest. The government, rather than accept less than its claim, should become a bidder and thereby the owner of the property, and I submit this to congress for action.

CONGRESSIONAL LIBRARY.

Recommendations That Congress Continue to Develop It.

The congressional library, provided for by the act of congress approved April 17, 1896, has been completed and opened to the public. It should be a matter of congratulation that through the foresight and munificence of congress the nation possesses this noble treasure-house of knowledge. It is earnestly to be hoped that, having done so much toward the cause of education, congress will continue to develop the library in every phase of research, to the end that it may not only be one of the most magnificent, but among the richest and most beautiful libraries in the world.

THE CIVIL SERVICE.

Room for Further Improvement, Which Will Be Made.

The important branch of our government known as the civil service, the practical improvement of which has long been a subject of earnest discussion, has of late years received increased legislative and executive approval. During the past few months, the service has been placed on a still firmer basis of business methods and personal merit. While the right of our veteran soldiers to reinstatement in deserving cases has been asserted, dismissals for merely political reasons have been carefully guarded against, the examination system, to the service enlarged and at the same time rendered less technical and more practical, and a distinct advance has been made by giving a hearing before dismissal upon all cases where incompetency is charged or a demand is made for removal of officials in any of the departments.

This order has been made to give the accused his right to be heard without in any way impairing the power of removal, which should always be exercised in cases of inefficiency or incompetency, and which is one of the safeguards of the civil service reform system, preventing stagnation and deadwood and keeping every employee keenly alive to the fact that security of tenure depends not on favor, but on his own tested and carefully watched record of service. Much, of course, still remains to be accomplished before the system can be made reasonably perfect for our needs. There are placed now in the classified service which ought to be exempted and others unclassified may properly be included. I shall not hesitate to exempt cases which I think have been improperly included in the classified service or include those which, in my judgment, should be promoted to the public service. The system has the approval of the people and it will be my endeavor to uphold and extend it.

I am forced by the length of this message to omit many important references to affairs of the government with which congress will have to deal at the present session. They are fully discussed in the departmental reports, to all of which I invite your earnest attention.

The estimates of the expenses of the government by the several departments should have your careful scrutiny. While congress may find it an easy task to reduce the expenses of the government, it should not encourage the increase. These expenses will, in my judgment, admit of a decrease in many branches of the government without injury to the public service. It is a commanding duty to keep the appropriations within the receipts of the government and thus prevent deficit.

WILLIAM McKINLEY.
Executive Mansion, Dec. 8, 1897.

Prof. Walter T. Scheele, a scientist of Rahway, N. J., has sounded what he claims is the death knell of the mosquito, and it is to be hoped for the sake of a long suffering people that his claim is correct. Living as he does in New Jersey, famed in the funny papers as the home of the largest and most warlike members of the mosquito tribe, he has had ample opportunity to study the insects, and at the same time plenty of incentive, in the shape of attacks from the pests, to work toward their destruction. It is well known that mosquitoes breed on the surface of the water in swampy places, and the professor's idea is to kill the eggs while still on the water and before they are hatched. To do this he throws into the water a small quantity of permanganate of potash, and when this dissolves it instantly destroys the life in all the eggs lying on the doctored water. He has made experiments in his laboratory and found that with one small pinch of permanganate he can kill all the mosquitoes in a 1,000-gallon tank of water. On this basis, he says, two or three ounces will be sufficient to treat a ten-acre area. If the professor knows what he is talking about, the extermination of the annoying insects should not be a very difficult matter.

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