## **SUPPLEMENT**

HEPPNER GAZETTE. THURSDAY, DECEMBER 8, 1904.

## PRESIDENT'S **MESSAGE**

## As Delivered to the 58th Session of Congress.

## **CAUTIONS AGAINST EXTRAVAGANCE**

Irrigation, Forests, Public Lands, Alaska and Our Island Possessions Receive Due Consideration.

The following is the message in full of Pre-ident Ro sevelt to the 58th congress: To the Senate and House of Representatives: The Nation continues to enjoy noteworthy prosperity. Such prosperity is, of course, pri-marily 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 substan-tially unchanged, although, of course, applied in a progressive spirit to meet changing con

The enlargement of scope of the function 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 Caution Against

would be wise in hard times. Battle ships and forts, public Extravagance. buildings and improved waterways are investments which should be

made when we have the money; but abundant revenues and a large surplus always invite extravagance, and constant care should be taken to guard against unnecessary increase of the ordinary expenses of government. The cost of doing Government business should be regulated with the same rigid scrutiny as the cost of doing a private business. vast and complicated mechanism of

our modern civilized life, the dominant note is the note of industrialism; and the relations of capital and labor Capital and Labor. and

ganized capital and or ganized labor, to each other and to the public t large come second in importance only to the intimate questions of family life. peculiar form of government, with its sharp division of authority between the Nation and the several states, has been on the whole far more advantageous to our development than a more strongly centralized govern-ment. But it is undoubtedly responsible for much of the difficulty of meeting with adequate legislation the new problems presented, by the total change in industrial conditions this continent during the last half cen-In actual practice it has proved exceedingly difficult, and in many cases impossible, to get unanimity of wise action 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 interferthe way of safeguarding the rights of labor or in the way of seeing that wrong is not done by unruly persons who shield them-selves behind the name of lubor. If there is resistance to the Federal courts, interference with the mails, or interstate commerce, the state authorities in some crisis which the Federal Government may interfere; but though such interference may be caused 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 questions which have caused the breach of orrder-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. the District of Columbia and in the territories, the Federal law covers the entire field of government; but the labor question acute in populous centers of commerce, manufactures, or mining. Nevertheboth in the enactment and in the enforcement of law the Federal Government within its restricted sphere should set an example to the state governments, especially in a matter so vital as this affecting labor. I believe that under modern industrial connot necessary it is yet often wise, that there should be organization of labor in better to secure the rights of the individual wage-worker. All encouragement should be given to any such organization, so long as It is conducted with a due and decent regard country some labor unions which have habitoften, been among the most effective agents in working for good citizenship and for uplifting the condition of those whose welfare should be closest to our hearts. any labor union seeks improper ends, or seeks to achieve proper ends by improper means, all good citizens and more especially all honorable public servants, must oppose wrongdoing as resolutely as they would oppose the wrongdoing of any great corpora-

Of course, any violence, brutality, or corruption should not for one moment be toler-Wageworkers have an entire right to organize and by all peaceful and honorable means to endeavor to persuade their fellows 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 who decline to join their organizations. They have under no circumstances the right to commit violence upon those, whether cap-italists or wageworkers, who refuse to support their organizations, or who side with those with whom they are at odds; for mob

The wageworkers are peculiarly entitled to the protection and the encouragement of the law From the very nature of their occu-pation, railroad men, for instance, are liable to be maimed in doing the legitimate work of their profession, unless the railroad com-

panies are required by provision for safety. The Ad bility Law.

tration has been zealous in enforcing the existing law for this purpose. That law should be amended and strengthened. Wherever the National Government has power, there should be a stringent employer's liability law, which should apply to the Government itself where the Government is an employer of labor.

In may message to the 52d Congress, at its second session, I urged the passage of an employer's liability law for the District of I now renew that recommendation, and further recommend that the Congress appoint a commission to make a com-prehensive study of employer's Hability with

as good service as Prevention of Railtion, and there is no road Accidents reason why this service should not also be

as safe as human ingenuity can make it. Many of our leading roads have been foremost in the adoption of the most approved safeguards for the protection of travelers and employes, yet the list of clearly avoidable accidents continues unduly large. The passage of a law requiring the adoption of a block-signal system has 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 employes in train service upon the railroads engaged in nterstate commerce, and providing that only trained and experienced persons be employed in positions of responsibility connected with the operation of trains. Of course, nothing can ever prevent accidents caused by human weakness or misconduct; and there should be drastic punishment for any railroad employe, whether officer or man, who by issu-ance of wrong orders or by disobedience of orders causes disaster. The law of 1901, requiring interstate railroads to make monthly reports of all accidents to passengers and employes on duty, should also be amended so as to empower the Government to make a personal investigation, through proper officers, of all accidents involving loss of life which seem to require investigation, with a requirement that the results of such

investigation be made public.

The safety-appliance law, as amended by the act of March 2, 1903, has proved bene-ficial to railway employes, and in order that its provisions may be properly carried out, the force of inspectors provided for by appropriation should be largely increased. This service is analogous to the Steamboat Inspection Service, and deals with even more important interests. It has passed the experimental stage and demonstrated its utility, and should receive generous recognition by

the Congress. There is no objection to employes of the Government forming or belonging to unions; but the Government can neither discriminate for nor discriminate against nonunion men who are in its employment, or who seek to be employed under it. Moreover, it is a very grave impropriety for Government employes to band themselves together for the purpose of extorting improperly high salaries from the Government. Especially is this true of those within the classified serv-The letter-carriers, both municipal and the National Government required by our rural, are as a whole an excellent body of public servants. They should be amply paid. But their payment must be obtained by ar-

guing their claims fairly and honorably before the Congress, and not by banding Government Employes. feat of those Con-

gressmen who refuse to give promises which they cannot in conscience give. The Administration has already taken steps to prevent and punish abuses of this nature; but it will be wise for the Congress to supplement this action by legislation. Much can be done by the Government in

labor matters merely by giving publicity to certain conditions. The Bureau of Labor has done excellent work of this kind in many I shall shortly lay different directions. before you in a spe-

Bureau of Labor, cial message the full report of the investigation of the Bureau of Labor into the Colorado mining strike, as this is a strike in which certain very evil forces, which are more or less at work everywhere under the conditions of modern industrialism, became startlingly prominent. It is greatly to be wished that the Department of Commerce and Labor, through the Labor Bureau, should compile and arrange for the Congress a list of the labor laws of the various states, and should be given the means to investigate and report to the Congress upon the labor conditions in the manufacturing and mining regions throughout the country, both as to wages, as to hours of labor, as to the labor of women and children, and as to the effect in the various labor centers of immigration from abroad. In this investigation especial among the various states on these subjects. attention should be paid to the conditions of From the very nature of the case, this is child labor and child-labor legislation in the the great mass of the especially true of the laws affecting the several states. Such an investigation must problems with which this question of child labor is connected. These problems can be actually met, in most cases, only by the states themselves; but the lack of proper legislation in one state in such a matter as child labor often renders it excessively diffithe work in another state having the same industries, so that the worst tends to drag down the better. For this reason, it would be well for the Nation at least to endeavor to secure comprehensive information as to the conditions of labor of children in the different states. Such investigation and publication by the National Government would

> When we come to deal with great corporations, the need for the Government to act directly is far greater than in the case of labor, because great corporations can become such only by engaging in interstate com-

the field of the It is an absurdity to expect to eliminate the abuses in great corporations by state action. It is difficult to be patient with an argument that such mat-ters should be left to the states, because more than one state pursues the policy of creating on easy terms corporations which are never operated within that state at all, but in other states whose laws they ignore. The National Government alone can deal adequately with these great corporations. To destructive, or demagogic spirit would, in all would be accomplished, and, with absolute certainty, that if anything were accomplished it would be of a harmful nature. The American people need to continue to show the very qualities that they have shown-that is, moderation, good sense, the earnest dequiet determination to proceed, step by step, ing or at least in minimizing whatever of merce in the conduct of great corporations. wealth, either individual or corporate. They are not against the rich man any more than against the poor man. On the contrary, they are friendly alike toward rich man and toward poor man, provided only that each acts in a spirit of justice and decency toward his fellows. Great corporations are neces-sary, and only men of great and singular mental power can manage such corporations successfully, and such men must have great rewards. But these corporations should be managed with due regard to the interest of the public as a whole. Where this can be done under the present laws it must be done. Where these laws come short, others should

be enacted to supplement them. Yet we must never forget the determining hand, must be the man's own good sense, courage and kindliness. More important than any legislation is the gradual growth of a feeling of responsibility and forbearance among capitalists and wageworkers alike; a feeling of respect on the part of each man for the rights of others; a feeling of broad community of interest, not merely of capitalamong themselves, but of capitalists and and of both in their relations to their to itic. There are many captains of industry, many labor leaders, who realize this. A recent speech by the president of one of our great railroad systems to the employes of that system contains sound common sense.

It runs in part as follows: "It is my belief we can better serve each other, better understand the man as well as his business, when meeting face to face, excontact we serve but one interest, that of our mutual prosperity.

where personal good will exists and opportu-

nity for personal explanation is present.

of railway travel, our railroads give at least right direction, all the time making progress increase of mortality, and especially of in- plants and their products every year. Strenamong you, asking your good will and en-

couragement "The day has gone by when a corporation can be handled successfully in deflance of the public will, even though that will be unreasonable and wrong. A public may be led, but not driven, and I prefer to go with it and shape or modify in a measure its opinion, rather than be swept from my bearings, with loss to myself and the interests in my charge.

"Violent prejudice exists toward corporate activity and capital today, much of it found-ed in reason, more in apprehension, and a and social degradation in the tomorrow. large measure is due to the personal traits come involved in litigation, has created a be fulfilled under reasonably favorable company.

"If corporations are to continue to do the world's work, as they are best fitted to, these qualities in their representatives that have resulted in the present prejudice against them must be relegated to the background. The corporations must come out into the open and see and be seen. They must take the public into their confidence and ask for what they want, and no more, and be prepared to explain satisfactorily what advantage will accrue to the public if they are given their desires; for they are permitted to exist not that they may make money solely, but that they may ef-fectively serve those from whom they de-

rive their power. "Publicity, and not secrecy, will win hereafter, and laws be construed by their intent and not by their letter, otherwise public utilities will be owned and operated by the public which created them, even though the service be less efficient and the result less satisfactory from a financial stand-

The Bureau of Corporations has careful preliminary investigation of many important corporations. It will make a special report on the beef industry. The policy of the bureau is to accomplish the purpose of its creation by co-operation,

not antagonism, by making constructive

legislation, not de-structive prosecution, Bureal of the immediate object Corporations. -onservative investigation of law and fact, and by refusal to issue incomplete and hence necessarily inacbusiness, the bureau has been able to not only the confidence, but, better still, the co-operation of men engaged in legitimate

The bureau offers to the Congress means of getting at the cost of production different states and cities in these matters, of our various great staples of commerce. It would be easy to provide a good code for Of necessity the careful investigation of special corporations will afford the Commissioner knowledge of certain business facts, the publication of which might be an improper infringement of private rights. method of making public the results of these ing grounds of vice and disease, and should investigations affords, under the law, a be opened into minor streets. For a nummeans for the protection of private rights. ber The Congress will have all facts except such | with the District Commissioners in the vain as would give to another corporation in-formation which would injure the legitimate demnaton of insanitary dwellings. 'The local as nearly as possible with what they must business of a competitor and destroy the death rates, especially from preventable dis-

The bureau has also made exhaustive ex- ton's better sections is offset by bad conaminations into the legal condition under ditions in her poorer neighborhoods, which corporate business is carried on in the cial "Commission on Housing and Health various states; into all judicial decisions on Conditions in the National Capital" would the subject; and into the various systems not only bring about reformation of existing of corporate taxation in use. I call special evils, but would also formulate an appropriation to the report of the chief of the ate building code to protect the city from bureau; and I earnestly ask that the Con- mammoth brick tenements and other evils

States and is National and not local in its special commission might map out and orpeople of the different states and between the arrangement of her streets and packs.

American companies and foreign governconsider whether the power of the Bureau of Corporations cannot constitutionally be extended to cover interstate transactions in Above all else, we must strive to keep the highways of commerce open to all on equal terms; and to do this it is necessary to put

a complete stop to all rebates. Whether the shipper or the railroad is to blame makes no difference; the rebate tend toward the securing of approximately is to blame makes no difference; the rebate uniform legislation of the proper character must be stopped, the abuses of the private car and private terminal-track and sidetrack systems must be stopped, and the legislation of the 58th Congress which declares it to be unlawful for any person or corporation to offer, grant, give, solicit, accept, or receive any rebate, concession, or discrimination in respect of the transportation of any property in interstate or foreign commerce whereby such property shall by any device whatever be transported at a less rate than that named in the tariffs published by the carrier, must be enforced. For some time commerce it remained a mooted whether that act conferred upon the Interstate Commerce Commission the power, af-ter it had found a challenged rate to be unreasonable, to declare what thereafter should, prima facie, be the reasonable maxi-The Supreme Court finally resolved now stands the commission simply possesses the bare power to denounce a particular rate as unreasonable. While I am of the opinion that at present it would be undesirable, if the Commission with general authority to fix security to shippers, the Commission should rate has been challenged and after full hearing found to be unreasonable, to decide, subject to judicial review, what shall be a reasonable rate to take its place; the ruling ately, and to obtain unless and until it is

> revised rate to at once go into effect, and to stay in effect unless and until the court of review reverses it. Steamship companies engaged in inter state commerce and protected in our coastwise trade, should be held to a strict observ-

> ment must in increasing degree supervise and

gaged in interstate commerce; and such in-creased supervision is the only alternative

hand or a still more radical policy on the

other. In my judgment, the most important

fer on the Interstate Commerce Commission

the power to revise rates and regulations, the

ance of the interstate commerce act, In pursuing the set plan to make the City of Washington an example to other American municipalities, several points should be kept mind by the legislators. place, the people of this country should clear-City of Washington, amount of industrial

all no leadership in international industrial compelition, can in any way atone for the The farmers, the mechanics, the skilled and unskilled laborers, the small shopkeepers, country; and upon their well-being, generacountry and the race depends. Rapid develis a good thing, but only if it goes hand in hand with improvement, and not deteriora-tion, physical and moral. The overcrowding tricts are unhealthy and even dangerous symptoms in our modern life. We should Figure 2. The constitutional law to all employments within the scope of Federal power.

The Government has recognized herolam upon the water, and between the poundation of rowns shall not be allowed in the poundation of ro

-is the disposition with which I have come fant mortality, with the decrease in the number of rooms used by the family, and with the consequent overcrowding is startling. The slum exacts a heavy total of death from those who dwell therein; and this is the case not merely in the great crowded slums of high buildings in New York and Chicago, but in the alley slums of Washington. In Washington people cannot afford to ignore the harm that this causes. No Christian and civilized community can afford to show a happy-go-lucky lack of concern for the youth of today; for, if so, the community will have

There should be severe child-labor and facof arbitrary, unreasonable, incompetent and tory-inspection laws. It is very desirable 'tory that can not be irigated. Ten million offensive men in positions of authority. The that married women should not work in facaccomplishment of results by indirection, the tories. The prime duty of the man is to endeavor to thwart the intention, if not the work, to be the breadwinner; the prime duty expressed letter of the law (the will of the of the woman is to be the mother, the house-people), a disregard of the rights of others, wife. All questions of tariff and finance sink a disposition to withhold what is due, to into utter insignificance when compared with force by main strength or inactivity a result the tremendous, the vital importance of trynot justified, depending upon the weakness ing to shape conditions so that these two of the claimant and his indisposition to beduties of the man and of the woman can sentiment harmful in the extreme and a dis-position to consider anything fair that gives of children, or if the children do not grow quite successful. We are helping our hopgain to the individual at the expense of the up, or if when they grow up they are unhealthy in body and stunted or vicious in mind, then that race is decadent, and no heaping up of wealth, no splendor of momentary material prosperity, can avail in

any degree as offsets The Congress has the same power of legislation for the District of Columbia which the State Legislatures have for the various states. The problems incident to our highly complex modern industrial civilization, with its manifold and perplexing tendencies both for good and for evil, are far less sharply accentuated in the City of Washington than in most other cities. For this very reason it is easier to deal with the various phases of these problems in Washington, and the District of Columbia government should be model for the other municipal governments of the Nation, in all such matters as supervision of the housing of the poor, creation of small parks in the districts inhabited by the poor, in laws affecting labor, in laws providing for the taking care of the children, in truant laws, and in pro-

In the vital matter of taking care of children, much advantage could be gained by a careful study of what has been accomplished in such states as Illinois and Colorado by the juvenile courts. The work of the juvenile court is really a work of character build-It is now generally recognized that young boys and young girls who go wrong should not be treated as criminals, not even necessarily as needing reformation, of its inquiries; by rather as needing to have their characters formed, and for this end to have them tested and developed by a system of probation. Much admirable work has been done in curate reports. Its policy being thus one of many of our commonwealths by earnest men open inquiry into, and not attack upon, and women who have made a special study of the needs of those classes of children which furnish the greatest number of juvenile offenders, and therefore the greatest number of adult offenders; and by their aid, and by profiting by the experiences of the the District of Columbia,

Several considerations suggest the need

provement of housing conditions in Washington. The hidden residential alleys are breedof years influential citizens have joined Incentive for individual superiority and eases, are so unduly high as to suggest that the exceptional wholesomeness of Washing-United patriotic citizens everywhere, and such a application. It involves ganize the city's future development in lines a multitude of trans- of civic social service, just as Major L'Enactions among the fant and the recent Park Commission planned It is mortifying to remember that ington has no compulsory school attendance law and that careful inquiries indicate the habitual absence from school of some 20 per cent of all children between the ages of and 14. It must be evident to all who consider the problems of neglected child in other cities that one of the most urgent quiring the school attendance of all chilagents directed by the Board of Education. Public playgrounds are necessary means for modern cities. It is important that the work should be taken up and extended through Congressional appropriation of funds sufficient to equip and maintain numerous convenient small playgrounds upon land which can be secured without purchase or rental It is also desirable that small vacant places playgrounds in densely settled sections of spaces and are destined soon to be built up solidly. All these needs should be met immediately. To meet them would entil ex-penses; but a corresponding saving could be made by stopping the building of streets and levelling of ground for purposes largely

> of corporal punishment would be the most The Department of Agriculture has grown into an educational institution with a faculty of 2000 specialists making research into appropriates, directly and indirectly, \$6,000;-000 annually to carry on this work. of the sea lately come under our flag. Costations, and with many other institutions and individuals. The world is carefully

There are certain offenders, whose crimin-

towards the weak, who need a special type of

ality takes the shape of brutality and cruelty

punishment. The wife-beater, for example.

for imprisonment may often mean nothing

grasses, vegetables, trees and shrubs, suitlegislative act now needed as regards the able to various localities in our country; and marked benefit to our producers has re 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 force of Nature with which they have to deal. Nearly half of the people of this country the soil. Until a recent date little has been In most lines of human activity colfarmer had no opportunity for special training until the Congess made provision for it

> clutions to plant and animal life are being systematically inquired into Temperaall agricultural operations. The seasons of paths are being forecasted with increasing accuracy. The cold winds that come from

> to 500 young men during the last seven years, preparing them for advanced lines

of work in the department and in the state

uous efforts are being made to import from foreign countries such gains as are suitable to our varying localities. Seven years ago we bought three-fourths of our rice; by helping the ricegrowers on the Gulf coast to se cure seeds from the Orient suited to their conditions, and by giving them adequate protection, they now supply home demand and export to the islands of the Caribbean Sea and to other rice-growing countries. Wheat and other grains have been imported from light-rainfall countries to our lands in the West and Southwest that have not grown crops because of light precipitation, resulting in an extensive addition to our cropping area and our home-making terrigrown from these experimental importations last year. Fruits suitable to our soils and climates are being imported from all the countries of the Old World-the fig from Turkey, the almond from Spain, the date from Algeria, the mango from India, We are helping our fruitgrowers to get their crops into European markets by studying methods of preservation through refrigeragrowers by important varieties that ripen earlier and later than the kinds they have been raising, thereby lengthening the harvesting season. The cotton crop of the country is threatened with root rot, the bollworm, and the boll weevil Our pathologists will find immune varieties that will resist the root disease, and the bollworm can be dealt with, but the boll weevil is a serious menace to the cotton crop. It is a Central American insect that has become acclimated Texas and has done great damage. scientist of the Department of Agriculture has found the weevil at home in Guatemala being kept in check by an ant, which has been brought to our cotton fields for observation. It is hoped that it may serve a

good purpose. The soils of the country are getting attention from the farmer's standpoint, and in-teresting results are following. We have duplicates of the soils that grow the wrapper tobacco in Sumatra and the filler tobacco in Cuba. It will be only a question of time when the large amounts paid to these countries will be paid to our own people. reclamation of alkali lands is progressing. to give object-lessons to our people in methods by which worthless lands may be made

productive. The insect friends and enmies of the farmer are getting attention. The enemy of the Jose scale was found near the Great Wall of China, and is now cleaning up all our orchards. The fig-fertilizing insect imported from Turkey has helped to establish an industry in California that amounts to from 50 to 100 tons of dried figs annually, and is extending over the Pacific Coast. A fly from South Africa is keeping in subjection the black scale, the worst pest of the orange and lemon industry in California

Careful preliminary work is being done towards producing our own silk. The mul-berry is being distributed in large numbers, eggs are being imported and distributed, improved reels were imported from Europe last year, and two expert reelers were brought to Washington to reel the crop of eccoons and teach the art to our own peo-

for a systematic investigation into and im- ple, The cro-reporting system of the Department of Agriculture is being brought to accuracy every year. It has 250,000 reporters selected from people in eight vocations in life. It has arrangements with most European countries for interchange

> During the 21/2 years that have clapsed since the passage of the reclamation act rapid progress has been made in the surveys and examinations of the opportunities for reclamation in the 13 states and three territories of the arid West. Construction

has already been be Irrigation. gun on the largest and most important of the irrigation works, and plans are being comcarefully consider the report and which threaten to develop here as they have pleted for works which will utilize the funds recommendations of the Commissioner on in other cities. That the Nation's capital now available. The operations are being this subject. The business of insurance vitally affects palities is an ideal which appeals to all corps of engineers selected through competitive civil-service examinations. This corps includes experienced consulting structing engineers as well as various exis composed largely of men who have spent most of their lives in practical affairs conlected with irrigation. have been soived, and it now remains to execute with care, economy, and thoroughness the work which has been laid out. All important details are being carefully con-sidered by boards of consulting engineers. practical experience. Each project is taken 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 turned to be used over again.

It is the cardinal principle of the forestthe reserves are for Whatever interferes with the use of their resources is to be avoided by every possible means. But these resources be used in such a way as to make them

The forest policy of the Government is just now a subject of vivid 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 supply of timber for domestic the reclamation act. Indeed, they are es-

Forest reserves are created for two principal purposes. The first is to preserve the water supply. This is their most important factory character of the men appointed water supply. This is their most important factory character of the men appointed water. The principal users of the water thus take immediate charge of them, and to some preserved are irrigation ranchers and settlement this is true. While the standard of their specific contents are of the very first great improvement over that of bygone years, stalled water supplies are of the very first great improvement over that of bygone years, stalled water supplies are of the very first great improvement over that of bygone years, and while actual corruption of flagrant disimportance, users and furnishers of water and while actual corruption of flagrant dispower, and the users of water for domestic, honesty is now the rare exception, it is nevermanufacturing, mining, and other purposes, theleas the fact that the salaries paid Indian All these are directly dependent upon the agents are not large enough to attract the best

forest reserves. The second reason for which forest reserves are created is to preserve the timber Among the more important of these are settiers under the reclamation act and other acts, for whom a cheap and accessible supply of timber for domestic uses is absolutely necessary; miners and prospectors, who are in serious danger of losing their timber supply by fire or through export by lumber com-panies when timber lands adjacent to their mines pass into private ownership; lumbermen, transportation companies, builders, and

Although the wisdom of creating forest renized, yet in a few localities there have been misunderstanding and complaint. The fol-

lowing statement is therefore desirable:

The forest-reserve policy can be successful with the office of the Indian Bureau. He only when it has the full support of the people of the West. It cannot sufely and should sonal interest in him or his efforts. Certain ple of the West. It cannot sufely and should not in any case, be imposed upon them against their will. But neither can we accept the views of those whose only interest in the forest is temperary, who are anxious to reap what they have not sown and then move away, leaving desolution behind them, on the contrary, it is everywhere and always the interest of the permanent settler and the permanent business man, the man with a stake in the country which must be constake in the country, which must be con-sidered, and which must decide. he certain to arouse and constantly increases

The making of forest reserves within rallroad and wagon-road land-grant limits will hereafter, as for the past three years, be so managed as to prevent the issue, under the act of June 4, 1897, of base for exchange or lieu selection (usually called scrip). In all cases where forest reserves within areas

I have repeatedly called attention to the confusion which exists in Government forest matters because the work is scattered among three independent 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 consonance with the plainest dictates of 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 terminated at once. As I have repeatedly recommended, all the forest work of the Government should be concentrated in the Department of Agriculture, where the larger part of that work is already done, where practically all of the trained foresters of the Government are employed, where chiefly in Washington there is comprehensive first-hand knowledge of the problems of the reserves acquired on the ground, where all problems relating to growth from the soil are already gathered, and where all the soir are arready gathered, and where at the sciences auxiliary to forestry are at hand for prompt and effective co-operation. These reasons are decisive in themselves, but it should be added that the great organizations of citizens whose interests are affected by the forest reserves, such as the National Live-stock Association, the National Woolgrowers' Association, the American Mining Congress, the National Irrigation Congress, and the National Board of Trade, have uniformly, emphatically, and most of them repeatedly, expressed themselves in favor of all Government forest work in the Depart-ment of Agriculture because of the peculiar adaptation of that Department for it. is true, also, that the forest services of nearly all the great nations of the world are under the respective departments of agriculture, while in but two of the smaller nations and in one colony are they under the department of the interior. This is the result of long and varied experience and it agrees fully with the requirements of good administration in our own case. The creation of a forest service in the Department of Agriculture will have for its

First-A better handling of all forest work because it will be under a single head, and because the vast and indispensable experience of the Department in all matters pertaining to the forest reserves, to forestry in general, and to other forms of production from the soil, will be easily and rapidly accessible.

Second-The reserves themselves, being handled from the point of view of the man in the field, instead of the man in the office, will be more easily and more widely useful to the people of the West than has been the case hitherto.

Third-Within a comparatively short time the reserves will become self-supporting. This is important, because continually and rapidly increasing appropriations will be necessary for the proper care of this exceedingly Important interest of the Nation, and they can and should be offset by returns from the National forests. Under similar circumstances the forest possessions of other great nations form an important source of revenue to their governments.

Every administrative officer concerned is convinced of the necessity for the proposed consolidation of forest work in the Department of Agriculture, and I myself have urged it more than once in former messages. Again commend it to the early and favorable consideration of the Congress. The interests of the Nation at large and of the West in particular have suffered greatly because of the I call the attention of the Congress again

to the report and recommendation of the Com-mission on the Public Public Lands. Lands, forwarded by me to the second session of the present congress. The Commission has prosecuted its investigations actively during the past season, and a second report is now in an advanced stage of preparation.

In connection with the work of the forest reserves I deare again to urge upon the Congress the importance of authorizing the President to set aside

Game Preserves. certain portions of these reserves or other pub-He lands as game refuges for the preservation of the bison, the wapiti and other large once so abundant in our woods and mountains and on our great plains, and now tending toward extinction. Every support preserving the large creatures therein; and domain in other regions which are wholly similarly utilized. We owe it to future gencreatures which by their presence add The limits of the Yellowstone Park of the Colorado should be made a Nationa include the Yosemite and as many as possible

The veterans of the upon the Nation such The Pension Bureau has never in its history been managed in a more satisfactory

manner than is now the case.

The progress of the Indians toward civiliza though not rapid, to perhaps all that could be hoped for, in view of the circumstances. Within the past year many tribes reserve policy of this Administration that have shown, in a degree greater than ever

before, an appreciation of the necessity of work. This changed atpursued of reducing the amount of subsist-ence to the Indians, and thus forcing them, through sheer necessity, to work for a liveli-hood. The policy, though severe, is a useful one, but it is to be exercised only with judg-ment and with a full understanding of the conditions which exist in each community for which it is intended. On or near the Indian reservations there is usually very little de-mand for labor, and if the Indians are to earn their living and when work cannot be furnished from outside (which is always preferable) then it must be furnished by the erament. Practical instruction of this would in a few years result in the forming of habits of regular industry, which would a great reduction in the cost of his main-

men to that field of work. To achieve satis-factory results the official in charge of at indian tribe should possess the high qualifica-tions which are required in the manager of a large business, but only in exceptional cases is it possible to secure men of such a type for these positions. Much better service, ever, might be obtained from those now holding the places were it practicable to get out of them the best that is in them, and this should be done by bringing them constantly into closer touch with their superior officers. An agent who has been content to draw his salary, giving in return the least possible equivalent in effort and service, may, by proper treatment, by suggestion and encouragement, or persist. ent urging, be stimulated to greater effort and

The distance which separates the agents—the workers in the field—from the Indian Office in Washington is a chief obstacle to Indian progress. Whatever shall more closely units these two branches of the Indian Service, and shall enable them to co-operate more heartly and more effectively, will be for the increased efficiency of the work and the betterment of