

PRESIDENT TO CONGRESS

Chief Executive Sends Message to People's Lawmakers

HANDLES MATTERS BEFORE PUBLIC

Favors Lewis and Clark Exposition—Undesirable Class of Immigrants Should be Kept Out—Appoint Commission to Inquire Into Needs of Shipping—Extend Rural Free Delivery—Better Legislation for Alaska—Panama Canal Question.

WASHINGTON, Dec. 7.—President Roosevelt's message to Congress was read before the Senate and House today. The text of the message follows:

To the Senate and House of Representatives:

The country is to be congratulated on the amount of substantial achievement which has marked the past year, both as regards our foreign and as regards our domestic policy.

With nature as with a man the most important things are those of the household, and therefore the country is especially to be congratulated on what has been accomplished in the direction of providing for the exercise of supervision over the great corporations and combinations of capital which have been so numerous since the passage of the Interstate Commerce Commission.

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RECEIPTS AND EXPENDITURES

Indications Are That the Surplus of the Present Year Will Be Small.

From all sources, exclusive of the postal service, the receipts of the Government for the last fiscal year aggregated \$600,396,474. The expenditures for the same period were \$600,000,000, the surplus for the fiscal year being \$396,474. The indications are that the surplus for the present fiscal year will be very small, if indeed there be any surplus.

A large surplus is certainly undesirable. Two things are to be avoided: such being the case it is the intention of equalizing the Government receipts and expenditures, and though the first year thereafter still showed a surplus it now seems likely that a substantial equality of revenue and expenditure will be attained. Such being the case it is the intention of equalizing the Government receipts and expenditures, and though the first year thereafter still showed a surplus it now seems likely that a substantial equality of revenue and expenditure will be attained.

Needs of Financial Situation.

The integrity of our currency is beyond question, and under present conditions it would be unwise and unentirely necessary to take a recourse to any extraordinary monetary system. The same liberty should be granted the Secretary of the Treasury to deposit the customs receipts as is granted him in the deposit of receipts from other sources. In my message of December 2, 1902, I called attention to the needs of the financial situation, and I again ask the consideration of the Congress for these questions.

MERCHANT MARINE.

Commission Is Recommended to Inquire Into Needs of Shipping.

A majority of our people desire that steps be taken in the interests of American shipping, so that we may once more resume our former position in the ocean-carrying trade. But hitherto the differences of opinion as to the proper method of reaching this end have been so great that it has proved impossible to secure the adoption of any particular scheme. Having in view these facts, I recommend that the Congress direct the Secretary of the Navy, the Postmaster-General and the Secretary of Commerce and Labor, to conduct a study of the merchant marine of the United States, and to report to the Congress at its next session what legislation is desirable or necessary for the development of the American merchant marine and American commerce, and incidentally of a National ocean mail service of adequate auxiliary naval cruisers and naval reserves.

IMMIGRATION.

Undesirable Class Must Be Kept Out, That Wanted Better Distributed.

We can not have too much immigration of the right kind, and we should have none at all of the wrong kind. The need is to devise some system by which undesirable immigrants shall be kept out entirely, while desirable immigrants are properly distributed throughout the country. At present some districts which need immigrants have none; and in others, where the population is already congested, immigrants come in such numbers as to depress the conditions of life for those already there. During the last two years the immigration service at New York has been greatly improved, and the corruption and inefficiency which formerly obtained there have been eradicated. This service has just been investigated by a committee of New York citizens of high standing, Messrs. Arthur V. Brien, Lee K. Frankel, Eugene A. Phillips, Thomas W. Fynes and Ralph Troutman. Their report deals with the whole situation at length, and concludes with certain recommendations for administrative and legislative action. It is now receiving the attention of the Secretary of Commerce and Labor.

FRAUDS IN PUBLIC SERVICE.

Appropriations Urged to Investigate Land and Postal Affairs.

In my last annual message, in connection with the subject of the due regulation of combinations of capital which are or may become injurious to the public, I recommended a special appropriation for the better enforcement of the antitrust law as it now stands, to be expended under the direction of the Attorney-General. Accordingly by the legislative, executive and judicial appropriation act of February 23, 1903, \$2,000,000, the Congress appropriated for the purpose of enforcing the various Federal trust and interstate-commerce laws, the sum of \$200,000 to be expended under the direction of the Attorney-General in the employment of special counsel and agents in the Department

of Justice to conduct proceedings and prosecutions under said laws in the courts of the United States. I now recommend, as a matter of the utmost importance and urgency, the extension of the purpose of this appropriation, so that it may be available, under the direction of the Attorney-General, and until used, for the due enforcement of the laws of the United States in general and especially of the civil and criminal laws relating to public lands and the laws relating to public crimes and offenses and the subject of naturalization. Recent investigations have shown a deplorable state of affairs in these three matters of vital concern. By various frauds and by forgeries and other criminal acts, the establishment of growing American interests in regions therefore unsurveyed and imperfectly known brought into prominence the urgent necessity of a practical demarcation of the boundaries between the jurisdiction of the United States and Great Britain. Although the treaty of 1859 between Great Britain and Russia, the provisions of which were copied in the treaty of 1867, whereby Russia conveyed Alaska to the United States, was positive as to the control, first by Russia and later by the United States, of a strip of territory along the continental mainland from the western shore of Portland Canal to Mount St. Elias, following and surrounding the indentations of the coast and including the islands to the westward, its description of the landward margin of the strip was indefinite, resting on the supposed existence of a continuous ridge or range of mountains skirting the coast, as figured in the charts of the early navigators.

ALASKAN BOUNDARY.

Decision of the Commission Removes Question Which Caused Alarm.

For several years past the rapid development of Alaska and the establishment of growing American interests in regions therefore unsurveyed and imperfectly known brought into prominence the urgent necessity of a practical demarcation of the boundaries between the jurisdiction of the United States and Great Britain. Although the treaty of 1859 between Great Britain and Russia, the provisions of which were copied in the treaty of 1867, whereby Russia conveyed Alaska to the United States, was positive as to the control, first by Russia and later by the United States, of a strip of territory along the continental mainland from the western shore of Portland Canal to Mount St. Elias, following and surrounding the indentations of the coast and including the islands to the westward, its description of the landward margin of the strip was indefinite, resting on the supposed existence of a continuous ridge or range of mountains skirting the coast, as figured in the charts of the early navigators.

In 1878 questions of revenue administration on the Stikine River led to the establishment of a provisional demarcation, crossing the channel between two high peaks on either side, about 24 miles above the river mouth. In 1899 similar questions growing out of the extraordinary development of mining interests in the region about the head of Lynn Canal brought about a temporary modus vivendi, by which a convenient separation was made at the watershed divides of the White and Chilkoot passes, and to the north of Yukon, on the Kichikine River. These partial and tentative adjustments could not, in the very nature of things, be satisfactory or lasting. A permanent disposition of the matter became imperative.

After unavailing attempts to reach an understanding through a Joint High Commission, followed by prolonged negotiations conducted in an amicable spirit, a convention between the United States and Great Britain was signed January 24, 1903, providing for an examination of the subject by a mixed tribunal of six members, three on a side, with a view to its final disposition. Ratifications were exchanged on March 3 last, whereupon the two governments appointed their respective members. This tribunal met in London on September 3, under the presidency of Lord Alverston. The proceedings were expeditious, and marked by a friendly and cordial spirit. The respective counter cases, and arguments presented the issues clearly and fully. On the 20th of October a majority of the tribunal reached and signed an agreement on all the questions submitted by the terms of the convention.

It is self-executing on the vital points. To make it effective as regards the others, it only remains for the two governments to appoint, each on its own behalf, one or more scientific experts, who shall, with all convenient speed, proceed together to lay down the boundary line in accordance with the decision of the majority of the tribunal. I recommend that the Congress make adequate provision for the appointment, compensation and expenses of the members to serve on this joint boundary commission on the part of the United States.

CLAIMS AGAINST VENEZUELA.

Reference to The Hague Court a Great Triumph for Arbitration.

It will be remembered that during the second session of the last Congress Great Britain, Germany and Italy formed an alliance for the purpose of blocking the claims of Venezuela and using such means of pressure as would secure a settlement of claims due, as they alleged, to certain of their subjects. Their employment of force for the collection of these claims was terminated by an agreement brought about through the offices of diplomatic representatives of the United States at Caracas and the Government at Washington, thereby ending a situation which was bound to cause increasing friction, and which jeopardized the peace of the continent. Under this agreement Venezuela agreed to set apart a certain percentage of the customs receipts of two of her ports to be applied to the payment of whatever obligations might be ascertained by mixed commissions appointed for that purpose to be due from her, not only to the three powers already mentioned, whose proceedings against her had resulted in a state of war, but also to the United States, France, Spain, Belgium, the Netherlands, Sweden and Norway, and Mexico, who had not employed force for the collection of the claims alleged to be due to certain of their citizens.

A demand was then made by the so-called blocking powers that the sums ascertained to be due to their citizens by such mixed commissions should be accorded payment in full before anything was paid upon the claims of any of the so-called peace powers. Venezuela, on the other hand, insisted that all her creditors should be paid upon a basis of exact equality. During the efforts to adjust this dispute it was suggested by the powers in interest that it should be referred to me for decision, but I was clearly of the opinion that a far wiser course would be to submit the question to the

permanent court of arbitration at The Hague. It seemed to me to offer an admirable opportunity to advance the practice of the peaceful settlement of disputes between nations and to secure for The Hague tribunal a memorable success in the practical importance of the case.

I am interested in the controversy were so numerous and, in many instances, so powerful as to make it evident that beneficent results would follow from their appearance at the same time before the bar of that august tribunal of peace.

Our hopes in that regard have been realized. Russia and Austria are represented in the persons of the learned and distinguished jurists who compose the tribunal, while Great Britain, Germany, France, Spain, Italy, Belgium, the Netherlands, Sweden and Norway, Mexico, the United States and Venezuela are represented by their respective agents and counsel. Such an imposing concourse of nations presenting their arguments to and invoking the decision of that high court of international justice and international peace can hardly fail to secure a like submission of many future controversies.

The nations now appearing there will find it far easier to appear there a second time, while no nation can imagine its just pride will be lessened by following the example now presented. This triumph of the principle of international arbitration is a subject of warm congratulation, and offers a happy augury for the peace of the world.

RELATIONS WITH CHINA.

Signing of Commercial Treaty Cause for Satisfaction.

The signing of a new commercial treaty with China, which took place at Shanghai on the 8th of October, is a cause for satisfaction. This act, the result of long discussion and negotiation, places our commercial relations with the great Oriental Empire on a more satisfactory footing than they have heretofore enjoyed. It provides not only for the ordinary rights and privileges of diplomatic and Consular officers, but also for an important extension of our commerce by increased facilities of access to Chinese ports, and for the relief of trade by the removal of some of the obstacles which have embarrassed it in the past.

RURAL FREE-DELIVERY SERVICE.

System Must Be Extended, and Salaries of Carriers Adjusted.

The rural free delivery service has been steadily extended. The attention of the Congress is asked to the question of the compensation of the letter carriers and rural free delivery carriers. The rural free delivery system must be continued, for reasons of sound public policy. No Government movement of recent years has resulted in greater immediate benefit to the people of the country districts.

LEWIS AND CLARK EXPOSITION.

Congress Should Give It Support as Well as Recognition.

I trust that the Congress will continue to favor in proper ways the Louisiana Purchase Exposition. This exposition commemorates the Louisiana purchase, which was the first great step in the expansion which made us a continental Nation. The expedition of Lewis and Clark across the continent followed thereon, and marked the beginning of the process of exploration and colonization which thrust our National boundaries to the Pacific. The acquisition of the Oregon Country, including the present States of Oregon and Washington, was a fact of immense importance in our history, first giving us our place on the Pacific seaboard, and making ready the way for our ascendancy in the commerce of the greatest of the oceans. The centennial of our establishment upon the Western Coast by the expedition of Lewis and Clark is to be celebrated in the Summer of 1905, and this event should receive recognition and support from the National Government.

DEVELOPMENT OF ALASKA.

Legislation Is Needed and the Survey of Public Lands Urged.

I call your special attention to the Territory of Alaska. The country is developing rapidly, and it has an assured future. The mineral wealth is great and has as yet hardly been tapped. The fisheries, if wisely handled and kept under National control, will be a business as permanent as any other, and of the utmost importance to the people. The forests, if properly guarded, will form another great source of wealth. Portions of Alaska are fitted for farming and stockraising, and the proper placement of these already on the peculiar conditions of the country. Alaska is situated in the Far North; but so are Norway and Sweden and Finland; and Alaska can prosper and play its part in the New World just as those nations have prospered and played their parts in the Old World. Proper land laws should be enacted and the survey of the public lands immediately begun. Coal-land laws should be provided whereby the coal-land entryman may make his location and secure patent under methods kindred to those now prescribed for homestead and mineral lands. Under National control, exclusively under Government control, should be established. The cable should be extended from Sitka westward. Wagon roads and trails should be built, and the building of railroads promoted in all legitimate ways. Lighthouses should be built and maintained, and a lighthouse should be paid to the needs of the Alaska Indians; provision should be made for an officer, with deputies, to study their needs, and relieve their immediate wants, and help them adapt themselves to the new conditions.

HAWAII.

Greater Power Should Be Vested in the Governor.

I recommend that an appropriation be made for building lighthouses in Hawaii, and for the consolidation of those already built. The territory should be reimbursed for whatever amounts it has already expended for lighthouses. The Governor should be empowered to suspend or remove any official appointed by him without submitting the matter to the Legislature.

INSULAR POSSESSIONS.

Philippines Should Be Knit Closer by Tariff Agreements.

Of our insular possessions the Philippines and Porto Rico it is gratifying to say that their steady progress has been such as to make it unnecessary to spend much time in discussing them. Yet the Congress should ever keep in mind that a peculiar obligation rests upon us to further in every way the welfare of these communities. The Philippines should be knit closer to us by tariff arrangements. It would, of course, be impossible suddenly to raise the people of the islands to the high pitch of industrial property and of governmental efficiency to which they will in the end by degrees attain; and the caution and moderation shown in developing them have been among the main reasons why this development has hitherto gone on so smoothly. Scrupulous care has been taken in the choice of governmental agents, and the entire elimination of par-

ties politics from the public service. The condition of the islands is in material things far better than ever before, while their governmental, intellectual, and moral advance has kept pace with their material advance. No one people ever benefited another people more than have we benefited the Filipinos by taking possession of the islands.

PUBLIC LANDS.

Necessity for Revision of the Laws is Pointed Out.

The cash receipts of the General Land Office for the last fiscal year were \$1,484,748.66, an increase of \$4,782,816.47 over the preceding year. This sum, approximately \$4,800,000 will go to the credit of the fund for the reclamation of arid land, making the total of this fund, up to the 30th of June, 1903, approximately \$16,191,828.

A gratifying disposition has been evinced by those having unlawful inclosures of public land to remove their fences. Nearly 2,000,000 acres so inclosed have been thrown open on demand. In but comparatively few cases has it been necessary to go into court to accomplish its purpose. This work will be vigorously prosecuted until all unlawful inclosures have been removed.

Experience has shown that in the Western States themselves, as well as in the rest of the country, there is widespread conviction that certain of the public-land laws and the resulting administrative practice no longer meet the present needs. The character and uses of the remaining public lands differ widely from those of the public lands which the Congress has especially in view when these laws were passed. The rapidly increasing rate of disposal of the public lands is not followed by a corresponding increase in home-building. There is a tendency to mass in large holdings public lands, especially timber and grazing lands, and thereby to retard settlement. I renew and emphasize my recommendation of last year that so far as they are available for agriculture in its broadest sense, and to whatever extent they may be reclaimed under the national irrigation law, the public lands should be held rigidly for the home-builder. The attention of the Congress is especially directed to the timber and stone law, the desert-land law, and the commutation clause of the homestead law, which in their operation have created serious conflicts with wise public-land policy. The discussions in the Congress and elsewhere have made it evident that there is a wide divergence of opinions between those holding opposite views on these subjects; and that the opposing representatives of weight both within and without the Congress; the differences being not only as to matters of opinion, but as to matters of fact.

THE ARMY.

System of Promotion by Mere Seniority Is Not Well.

The effect of the laws providing a general staff for the Army, and for the more effective use of the National Guard, has been excellent. Great improvement has been made in the efficiency of our Army in recent years. Such success as those created at Fort Leavenworth and Fort Riley and the institution of Fall maneuvers work accomplished satisfactory results. The good effect of these maneuvers upon the National Guard is marked, and ample appreciation should be made to enable the improvement of the several states to share in the benefit. The Government should as soon as possible secure suitable permanent camp sites for military maneuvers in the various sections of the country. The service thereby rendered not only to the regular Army, but to the National Guard of the several states, will be so great as to repay many times over the relatively small expense. We should not rest satisfied with what has been done, however. The only people who are contented with a system of promotion by mere seniority are those who are contented with the triumph of mediocrity over excellence. On the other hand, a system which encouraged the exercise of social or political favoritism in promotions would be even worse. But it would mean to the regular Army, and to the National Guard of the several states, will be so great as to repay many times over the relatively small expense. We should not rest satisfied with what has been done, however. The only people who are contented with a system of promotion by mere seniority are those who are contented with the triumph of mediocrity over excellence. On the other hand, a system which encouraged the exercise of social or political favoritism in promotions would be even worse. But it would mean to the regular Army, and to the National Guard of the several states, will be so great as to repay many times over the relatively small expense. 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