

necessity of more vault room for the purpose of storing the silver dollars which are not needed for circulation by the people.

I have seen no reason to change the views expressed in my last annual message on the subject of this compulsory issue, and I again urge its suspension on all the grounds contained in my former recommendation, nor gold importance during the last year. It appears by a comparative statement herewith printed, and for the further reasons that more this currency is distributed among the people the greater becomes the duty to protect it from disaster, that a new abundance for all our needs and that there seems but little propriety in building vaults to store such currency when the only pretense for its storage is the necessity for its use by the people as a circulating medium.

THE REVENUE LAWS.

The great number of suits now pending in the United States courts for the southern district of New York, growing out of the collection of customs revenue at the port of New York and the number of such suits that are almost daily instituted, are certainly worthy of the attention of Congress. The legal controversies, based on conflicting views of importers and the collector as to the interpretation of our complex and indefinite revenue laws, might be largely obviated by an amendment of those laws, but pending such amendment the present condition of this litigation should be alleviated. There are now pending about 500 of these suits. More than 1100 have been commenced within the past eighteen months, and many of the others have been in issue for more than twenty years. These delays subject the government to loss of evidence, and prevent the preparation necessary to defeat unjust and fictitious claims, while constantly accruing interest threatens to double the demands involved. In the present condition of the dockets of the courts, well filled with private suits, and of the force allowed the District Attorney (no greater than is necessary for the ordinary and current business of his office), these revenue litigations cannot be considered. In default of the adoption by Congress of a plan for the general reorganization of the Federal courts as heretofore recommended, I urge the propriety of passing a law permitting the appointment of an additional Federal judge in the district where these government suits have accumulated, so that by continued sessions of the courts devoted to the trial of these cases they may be determined. It is entirely plain that a great saving to the Government would be accomplished by such a remedy, and the suitors who have honest claims would not be denied justice through delay.

THE ARMY.

The report of the Secretary of War gives a detailed account of the administration of his department, and contains sundry recommendations for the improvement of the service, which I fully approve. The army consists at the date of the last consolidated return of 2,103 officers and 21,947 enlisted men. The expenses of the department for the last fiscal year were \$36,890,803 28, including \$6,204,305 43 for public works and river and harbor improvements. I especially direct the attention of Congress to the recommendation that officers be required to submit to an examination as a preliminary to their promotion. I see no objection, but many advantages in adopting this feature, which has operated so beneficially in our navy department, as well as in some branches of the army.

The subject of coast defenses and fortifications has been fully and carefully treated by the Board of Fortifications, whose report was submitted at the last session of Congress, but no construction work of the kind recommended by the Board has been possible during the past year, from the lack of appropriation for such purposes. The defenseless condition of our sea coast and land frontier is perfectly palpable. The examination made must convince us all that certain of our cities named in the report of the Board should be fortified, and the work on the most important of these fortifications should be commenced at once. The work has been thoroughly considered and laid out. The Secretary of War reports that all is delayed in default of Congressional action. The absolute necessity, judged by all standards of prudence and foresight, of our preparation for an effectual resistance against the armored ships and steel guns of modern construction, which may threaten the cities on our coast, is so apparent that I hope effective steps will be taken in that direction immediately. The valuable and suggestive treatment on this question by the Secretary of War is earnestly commended to the consideration of Congress.

THE HOSTILE APACHES.

In September and October last the hostile apaches, who under the leadership of Geronimo, had for eighteen months been on the war path, and during that time had committed many murders and been the cause of constant terror to the citizens of Arizona, surrendered to General Miles, the military commander, who succeeded General Crook in the management and direction of their pursuit. Under the terms of their surrender, as then reported, and in view of the understanding which these murderous savages seemed to entertain of the assurances given them, it was considered best to imprison them in such manner as to prevent their ever engaging in such outrages again, instead of trying them for murder. Fort Pickens having been selected as a safe place of confinement, all the adult males were sent thither, and will be closely guarded as prisoners. In the meantime the residue of the band, who, though still remaining on the reservation, were regarded as unsafe and suspected of furnishing aid to those on the war path, had been removed to Fort Marion. The women and larger children of the hostiles were also taken there, and arrangements have been made for putting the children of proper age in Indian schools.

THE NAVY.

The report of the Secretary of the navy contains a detailed report of the condition of his department, with such a statement of the action needed to improve the same as should challenge the earnest attention of Congress. The present navy of the United States, aside from the ships in course of construction, consists of, first—Fourteen single-turret monitors, none of which are in condition at the present time to be serviceable. The batteries of these ships are obsolete and they can only be relied upon as auxiliary ships in harbor defense, and only then after such an ex-

penditure upon them as might not be deemed justifiable. Second—Five four-rate vessels of small tonnage, only one of which was designed as a war vessel, and all of which are auxiliary merely. Third—Twenty-seven cruising ships, three of which are built of iron, of small tonnage, and of twenty-four of wood. Of these wooden vessels it is estimated by the chief constructor of the navy that only three will be serviceable beyond a period of six years, at which time it may be said that of the present naval force nothing worthy the name will remain. All the vessels heretofore authorized are under contract or in course of construction, except the armored ships, the torpedo and dynamite boats, and one cruiser. As to the last of these, the bids were in excess of the limit fixed by Congress.

AN IMPORTANT QUESTION.

The production in the United States of armor and gun steel is a question which it seems necessary to settle at an early day, if the armored war vessels are to be completed with those materials of home manufacture. This has been the subject of investigation by two special committees of Congress within the last three years. The report of the fourth board in 1884, of the board on fortifications made in January last, the reports of the select committee of the two houses, made at the last session of Congress, have entirely exhausted the subject so far as preliminary investigation is involved, and in their recommendations they are substantially agreed. In the event that the present invitation of the department for bids to furnish such of this material as is now authorized shall fail to induce domestic manufacturers to undertake the large expenditures required to prepare for this new manufacture, and if no other steps are taken by Congress at its coming session, the secretary contemplates (with dissatisfaction), the necessity of obtaining abroad the armor and the gun steel for the authorized ships. It would seem desirable that the wants of the army and navy in this regard should be provided for by uniting the contracts such inducement might be offered as would result in securing the domestication of these important interests.

THE POSTAL SERVICE.

The affairs of the postal service show marked and gratifying improvement during the past year. A careful newspaper carriage, was imposed by legislation which took effect with the beginning of the past fiscal year, while the constant demand for our Territorial development and growing population for the extensive and increase of mail facilities and machinery necessitates a steady annual advance in outlays. The careful estimate of a year ago upon the rates of expenditure then existing contemplated the unavoidable augmentation of the deficiency in the last fiscal year by nearly two millions of dollars. The anticipated revenue for the last year failed of realization by about \$64,000, but proper measures of economy have satisfactorily limited the growth of expenditures so that the total deficiency in fact fell below that of 1885, and at this time the increase of revenue is in gaining ratio over the increase of cost, demonstrating the sufficiency of the present rates of postage ultimately to sustain the service. This is the more pleasing because our people enjoy now both cheaper postage proportionately to distances, and have a vast and more costlier service than any other on the globe.

REDUCTION OF EXPENSE.

Retrenchment has been effected in the cost of supplies. All expenditures unwarranted by law have ceased, and the outlays for mail carriage have been subjected to beneficial scrutiny. At the close of the last fiscal year the expense of transportation on star routes was less by \$500,000 than the cost of the previous year, and steamboat and mail messenger service nearly \$200,000 less. The service has in the meantime been enlarged and extended by the establishment of new offices, increase of routes of carriage, expansion of carrier delivery conveniences, and addition to the railway mail facilities, in accordance with the growing exigencies of the country and the long established policy of the Government.

The Postmaster-General calls attention to the existing law for compensating railroads, and expresses the opinion that a method may be devised which will move more to the carriers and beneficial to the Government, and the subject appears worthy of your early consideration. The differences which arose during the year with certain of the steamship companies have terminated by the acquiescence of all in the policy of the Government as approved by Congress in the postal appropriation at its last session, and the department now enjoys the utmost service afforded by all vessels which sail from our ports upon either ocean—a service generally adequate to the needs of our intercourse. Petitions, however, have been presented to the department by numerous merchants and manufacturers, for the establishment of a direct service to the Argentine Republic, and for semi-monthly dispatches to the Empire of Brazil, and these are commended to your consideration.

COMMERCE SHOULD BE ENCOURAGED.

It is an obvious duty to provide the means of postal communication which our commerce requires, and which with prudent forecast of results and wise extension it may lead to stimulating intercourse and become the harbinger of a profitable traffic, which will open new avenues for the disposition of the products of our industry. The circumstances of the countries at the far south of our continent are such as to invite our enterprise and afford the promise of sufficient advantages to justify an unusual effort to bring about the closer relations which greater freedom of communication would establish. I suggest, as distinguished from a grant or subsidy for the mere benefit of any line of trade or travel, whatever outlay may be required to secure additional postal service necessary and proper and not otherwise attainable, should be regarded as within the limit of legitimate compensation for such service. The extension of the free delivery ser-

vice, as suggested by the Postmaster-General, has heretofore received my sanction, and it is to be hoped a suitable enactment may soon be agreed upon.

The request for an appropriation sufficient to enable a general inspection of fourth-class offices has my approval. I renew my approval of the recommendation of the Postmaster-General that another assistant be provided for the Postoffice Department, and I invite your attention to the several other recommendations in his report.

THE DEPARTMENT OF JUSTICE.

I again urge a change in the federal judicial system, to meet the wants of the people, and obviate the delays necessarily attending to the present condition of affairs in our courts. All are agreed that something should be done, and much favor is shown by those well able to advise to the plan suggested by the Attorney-General at the last session of Congress, and recommended in the last annual message. This recommendation is here renewed, together with another made at the same time touching a change in the manner of compensating district attorneys and marshals, and the latter subject is commended to Congress for its action in the interest of economy to the Government, and humanity, fairness and justice to our people.

THE INDIAN DEPARTMENT.

The report of the Secretary of the Interior presents a comprehensive summary of the work of the various branches of public service connected with his department, and the suggestions and recommendations which it contains for the improvement of the service should receive your careful consideration. The exhibition made of the condition of our Indian population, and the progress of the work for their enlightenment, notwithstanding the embarrassments which hinder the better administration of this important branch of the service, is a gratifying one. The funds appropriated for the Indian service for the fiscal year just passed, with the available income from Indian land and trust moneys, amounting in all to \$7,850,775 12, were ample for the service under the conditions and restrictions of laws regulating their expenditures. There remained a balance on hand on June 30, 1886, of \$1,860,023 30, of which \$1,337,763 21 are payments due for fulfillment of treaties and other like purposes, and the remainder is subject to be carried to the surplus fund, as required by law. The estimates, as presented for the appropriation for the ensuing fiscal year, amount to \$5,608,873 64, or \$442,386 20 less than those laid before Congress last year.

THE AGENCY SYSTEM.

The present system of agencies, while absolutely necessary and well adapted for the management of our Indian affairs and for the ends in view when it was adopted, is, in the present stage of Indian management, inadequate, standing alone for the accomplishment of an object which has become pressing in its importance, viz: The more rapid transition from tribal organizations to citizenship of such portions of the Indians as are capable of civilized life. When the existing system was adopted the Indian race was outside the limits of organized States and Territories, and beyond the immediate reach and operation of civilization, and all efforts were mainly directed to the maintenance of friendly relations and the preservation of peace on the frontier. Civilization, with the busy hum of industry and the influence of Christianity surrounds these people at every point. None of these tribes are outside the bounds of organized government and society, except that the territorial system has not been extended over that portion of the country known as the Indian Territory.

As a change of conditions. As the Indians are no longer hostile, but may be considered as submissive to the control of the government, as a few of them are troublesome. Except the fragment of several bands, they are all now gathered upon reservations. It is no longer possible for them to subsist by the chase and the spontaneous productions of nature. With abundance of land and furnished with the means and implements for profitable husbandry, their life of entire dependence upon government rations from day to day is no longer defensible. Their inclination, long fostered by the habits and customs of their ancestors, and struggle with persistence against the change of life which their altered circumstances press upon them, but barbarism and civilization cannot live together. It is impossible that such incongruous conditions should co-exist on the same soil. They are a portion of our people; are under the authority of our government; have a peculiar claim upon and are entitled to the fostering care and protection of the nation. The government cannot relieve itself of this responsibility until they are so far trained and civilized as to be able wholly to manage and care for themselves. The path in which they should walk must be clearly marked out for them, and they must be led and guided until they are familiar with the way and competent to assume the duties and responsibilities of citizenship. This great work will continue only as the present slow progress and at great expense, unless the system and methods of management are improved to meet the changed conditions and urgent demands of the service. The agents, having general charge and supervision in many cases of more than 5000 Indians, scattered over large reservations, and burdened with the details of accountability for funds and supplies, have little time to look after the industrial training and improvement of a few Indians only. The many are neglected and remain idle and depraved. Such conditions are not favorable for progress in civilization. The compensation allowed these agents, and the conditions of the service, are not calculated to secure men who are fitted by ability and skill to properly plan and intelligently direct the methods best adapted to produce the most speedy results and permanent benefits; hence the necessity for a supplemental agency or system, directed to the end of promoting the general and more rapid transition of tribes from the habits and customs of barbarity to the ways of civilization.

A SUGGESTION REITERATED.

With an anxious desire to devise some plan of operation by which to secure the welfare of the Indians, and to relieve the treasury, so far as possible, from the support of an idle and dependent population, I recommended in my previous annual message the passage of a law authorizing the appointment of a commission as an instrumentality auxiliary to the already established for the care of the Indians. It was designed that this

commission should be composed of six intelligent and capable persons, three to be detailed from the army, having practical ideas on the subject of treatment of the Indians, and interested in their welfare, and that it should be under the charge and direction of the Secretary of the Interior. It could be entrusted with the management of such matters of detail as cannot, with the present organization, be properly and successfully conducted, and which present different phases as the Indians themselves differ in their progress, disposition and capacity for improvement or immediate self-support. By the aid of such commission money, waste and useless expenditure of money, waste of materials and unavailing efforts might be avoided, and it is to be hoped that this or some measure which the wisdom of Congress may better devise to supply the deficiency of the present system may receive your consideration, and the appropriate legislation be provided. The time is ripe for the work of such an agency.

LAND IN SEVERALTY.

No obstacle should hinder the location and settlement of any Indian willing to take land in severalty. On the contrary the inclination to do so should be stimulated at all times, when proper and expedient. But there is no authority of law for making allotments on some of the reservations, and on others the allotments provided for are so small that Indians, though ready and desiring to settle down, are not willing to accept such small areas when their reservations contain ample lands to afford them homesteads of sufficient size to meet their present and future needs. These inequalities of existing special laws and treaties should be corrected, and some general legislation on the subject should be provided, so that the more progressive members of the different tribes may be settled upon homesteads, and by their example teach others to follow, breaking away from old tribal customs and substituting therefor love for home and the interest of the family.

The Indian character and nature are such that they are not easily led while brooding over unadvised wrongs. This is especially so regarding their lands. Matters arising from the construction and operation of railroads across some of the reservations, and claims of title and right of occupancy set up by white persons to some of the best land within other reservations, require legislation for their final adjustment. The settlement of these matters will remove many embarrassments to progress in the work of leading the Indians to the adoption of civilized institutions, and bringing them under the operation, influence and protection of the universal laws of our country.

THE PUBLIC DOMAIN.

The recommendations of the Secretary of the Interior are not easily dealt with through the general laws. These conditions fully justify application to the Congress and special enactments. But resort to the Congress for a special pension act to over-rule the deliberate and careful determination of the pension bureau on the merits of the case, or to secure favorable action when it could not be expected under the most liberal execution of the general laws, it must be admitted opens the door to allowance of questionable claims, and presents to the Legislative and executive branches of the government applications connected to be made within the law, and plainly devoid of merit, but so surrounded by sentiment and patriotic feeling that they are hard to resist. I suppose it will not be denied that many claims for pensions are made without merit, and that many have been allowed on fraudulent representations. This has been declared from the pension bureau not only in this but in prior administrations. The usefulness and the justice of any system for the distribution of pensions depend on the equality and uniformity of its operation.

THE PEOPLE DESIRE EQUAL JUSTICE.

It will be seen from the report of the commissioner that there are now paid by the Government 131 different rates of pension. He estimates from the best information he can obtain that 9,000 of those who have served in the army and navy of the United States are now supported, in whole or in part, from public funds or organized charities, exclusive of those in soldiers' homes under the direction and control of the Government. Only 13 per cent. of these are pensioners, while of the entire number of men furnished for the late war something like 20 per cent., including their widows and relatives, have been or are now in the receipt of pensions. The American people, with a patriotic and grateful regard for our ex-soldiers, are willing that equal justice should be done. The friendless soldier should share the same as those favored with influence to push their claims. They fought side by side and should now so participate.

THE LAW EVADED.

But in latter years, these laws, through vicious administration methods, and under changed conditions of communication and transportation, have been so evaded and violated that their beneficent purpose is threatened with entire defeat. The methods of such evasions and violations are set forth in detail in the reports of the Secretary of the Interior and the Commissioner of the General Land Office.

The rapid appropriation of our public lands without bona fide settlement or cultivation, and not only without intention of residence but for the purpose of the aggregation in large holdings, in many cases in the hands of foreigners, invites the serious and immediate attention of Congress. The energies of the Land Department have been devoted during the present administration to remedy defects and correct abuses in the public land service. The results of these efforts are so largely in the nature of reforms in the process and methods of our land systems to prevent adequate estimates, but it appears by compilation from the reports of the Commissioner of the General Land Office that the immediate effect in leading cases which have come to a final termination has been the restoration to the mass of public lands of 2,750,000 acres; that 2,370,000 acres are embraced in investigation now pending before the department and the courts, and that action of Congress has been asked to effect the restoration of 2,700,000 acres additional; besides which 4,000,000 acres have been withheld from reservation and the rights of entry thereon maintained.

REMEDIES SUGGESTED.

I recommend the repeal of the pre-emption and timber culture acts, and that the homestead laws be so amended as to better secure compliance with the requirements of residence and cultivation for the period of five years from date of entry, without commutation or provision for speculative requirement. I also recommend the repeal of the desert land laws, unless it shall be the pleasure of Congress to so amend these laws as to render them less liable to abuse. As the chief motive for the evasion of the laws, and the principal cause of this result in land distribution, is the facility with which transfers are made of the right intended to be secured to settlers, it may be deemed advisable to provide, by legislation, some guards and checks

upon the alteration of vested rights and lands covered thereby until patents issue. Last year an executive proclamation was issued directing the removal of fences which inclosed the public domain. Many of these have been removed in obedience to such order, but much of the public land still remains within the lines of the unlawful fences. The ingenious methods resorted to in order to contrive these pretenses, and the hardbood of such inclosures are justified, are fully detailed in the report of the Secretary of the Interior. The removal of the fences still remaining which inclose public lands will be enforced with all the authority and means with which the executive branch of the Government is or shall be invested by Congress for that purpose.

THE PENSION BUREAU.

The report of the commissioner of pensions is a detailed and most satisfactory exhibit of the operations of the pension bureau. During the last fiscal year the amount of work done was the largest in any year since the organization of the bureau, and it has been done at less cost than during the previous year in every division. On the 30th day of June, 1886, there were 365,706 pensioners on the rolls of the bureau. Since 1861 there have been 1,018,735 applications for pensions filed, of which 8834 were based upon service in the war of 1812. There were 621,754 of these applications allowed, including 672 to the soldiers of 1812 and their widows. The total amount paid for pensions since the war of 1812 is \$808,624,811 57. The number of new pensions allowed during the year ending June 30, 1886, is 40,857, a larger number than has been allowed in any year save one since 1861. The names of 2229 pensioners which had previously been dropped from the rolls were restored during the year, and after deducting those dropped within the same time for various causes, an increase remains for the year of 20,658 names.

PRIVATE PENSION BILLS.

From January 1, 1861, to December 1, 1885, 1968 private pension acts have been passed. Since the last mentioned date, and during the last session of Congress, 644 such acts became laws. It seems to me that no one can examine our pension establishment and its operations without being convinced that through its instrumentality justice can be very nearly done to all who are entitled under the present laws to the pension bounty of the government. But it is undeniable that cases exist which are well entitled to relief, but which the pension bureau is powerless to relieve. The really worthy cases of this class are such as only lack by misfortune the kind of quantity of proof which the law and regulations of the bureau require, of which, though their merit is apparent, for some other reason cannot be justly dealt with through the general laws. These conditions fully justify application to the Congress and special enactments. But resort to the Congress for a special pension act to over-rule the deliberate and careful determination of the pension bureau on the merits of the case, or to secure favorable action when it could not be expected under the most liberal execution of the general laws, it must be admitted opens the door to allowance of questionable claims, and presents to the Legislative and executive branches of the government applications connected to be made within the law, and plainly devoid of merit, but so surrounded by sentiment and patriotic feeling that they are hard to resist. I suppose it will not be denied that many claims for pensions are made without merit, and that many have been allowed on fraudulent representations. This has been declared from the pension bureau not only in this but in prior administrations. The usefulness and the justice of any system for the distribution of pensions depend on the equality and uniformity of its operation.

CIVIL SERVICE REFORM.

The continued operation of the law relating to our civil service has added to the most convincing proofs of its necessity and usefulness. It is a fact worthy of note that every public officer who has a just idea of his duty to the people testifies to the value of this reform. Its staunchest friends are found among those who understand it best, and its warmest supporters are those who are restrained and protected by its requirements. The meaning of such restraint and protection is not fully appreciated by those who want places under the Government, regardless of merit or efficiency, nor by those who insist that selections for such places should rest on proper credentials showing active partisan work. It is exceedingly strange that the scope and nature of this reform are so little understood, and that so many things not included within its plans are called by its name. When civil service yields more fully to examination the system will have large additions to the number of its friends. Civil service reform may be imperfect in some details; it may be misunderstood and opposed; it may not always be faithfully applied; it may sometimes miscarry, and through mistakes it may fail of its intent. It may sometimes tremble under the assaults of its enemies, or languish under the misguided zeal of impracticable friends. But if the people of this country ever submit to the banishment of its underlying principle from the operation of their government, they will abandon the surest guarantee of the safety and success of American institutions. I invoke for this reform the cheerful and ungrudging support of Congress.

I renew my recommendation made last year that its commissioners be equal to other officers of the Government having like duties and responsibilities, and I hope that reasonable appropriations may be made as will enable them to increase the usefulness of the cause they have charge of.

CONCLUSION.

In conclusion, I earnestly invoke such action on the part of the people's Legislature as will subserve the public good, and demonstrate during the remaining days of the Congress at present organized an inclination to so meet the people's wishes that it shall be gratefully remembered by an expectant constituency.

GROVER CLEVELAND.

Washington, Dec. 6, 1886.

LABOR AND CAPITAL.

The relations of labor to capital, and of laboring men to their employers, is of the utmost concern to every patriotic citizen. When these are strained and dis-

rupted, unjustifiable claims are apt to be insisted upon by both interested, and in the controversy that results the welfare of all and the prosperity of the country are jeopardized. Any intervention of the general Government within the limits of its constitutional authority to avert such a condition should be willingly accorded. In a special message to the Congress at its last session I suggested enlargement of its present functions, and adding to its present functions the power of arbitration in cases where differences arise between employes and employers when these differences reach a stage as to result in the interruption of commerce between the States. The application of this remedy by the general Government might be regarded as entirely within its constitutional power, and I think we might reasonably hope that such arbitration, if carefully selected and if entitled to the confidence of the parties to be affected, would be voluntarily called to the settlement of controversies of less extent and not necessarily within the domain of federal regulation. I am of the opinion that this suggestion is worthy the attention of the Congress, but after all has been done by the passage either of Federal or State laws to relieve a situation full of solicitude, much more remains to be accomplished by the reinstatement and cultivation of a true American sentiment, which recognizes the equality of American citizenship. This, in the light of our traditions and in loyalty to the spirit of our institutions, would teach that a hearty co-operation on the part of all interested is the surest path to national greatness and the happiness of all our people, that capital should, in recognition of the brotherhood of our citizens, and in a spirit of American fairness, generously accord to labor its fair compensation and consideration, and that contented labor is capital's protector and faithful ally. It would teach, too, that the diverse situations of our people are inseparable from our civilization; that every citizen should, in his sphere, be a contributor to the general good; that capital does not necessarily tend to the oppression of labor, and that violent disturbances and disorders alienate from its promoters true American sympathy and kindly feeling.

AGRICULTURE.

The Department of Agriculture, representing the oldest and largest of our national industries is subserving with the purpose of its organization. By the introduction of new subjects of farming enterprise, and by opening new sources of agricultural wealth, and by its dissemination of early information concerning production and prices, it has contributed largely to the country's prosperity. Through this agency the advanced thought and investigation touching the subjects it has in charge should, among other things, be practically applied to the home production, at a low cost, of articles of food which are now imported from abroad. Such an innovation will necessarily, of course, in the beginning, fall within the domain of intelligent experiment, and the subject in every stage should receive all possible encouragement from the Government. The interests of millions of our citizens engaged in agriculture are involved in enlargement and improvement of the results of their labor, and a zealous regard for their welfare should be a willing tribute to those whose productive returns are a main source of our progress and power. The existence of pleuro-pneumonia among the cattle of various States has led to burdensome, and in some cases disastrous restrictions in an important branch of our commerce, threatening to effect the quantity and quality of our food supply. This is a matter of such importance, and of such far-reaching consequences that I hope it will engage the serious attention of the Congress, to the end that such a remedy may be applied as the too limited delegation of power to the general Government will permit. I commend to the consideration of the Congress the report of the Commissioner, and his suggestions concerning the interests entrusted to his care.

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