

producers has resulted. The activities of our age in lines of research have reached the tillers of the soil and inspired them with ambition to know more of the principles that govern the forces of nature with which they have to deal. Nearly half of the people of this country devote their energies to growing things from the soil. Until a recent date little has been done to prepare these millions for their life work. In most lines of human activity college trained men are the leaders. The farmer had no opportunity for special training until the congress made provision for it 40 years ago. During these years progress has been made and teachers have been prepared. Over 5000 students are in attendance at our state agricultural colleges. The federal government expends \$10,000,000 annually toward this education and for research in Washington and in the several states and territories. The department of agriculture has given facilities for post-graduate work to 500 young men during the last seven years, preparing them for advanced lines of work in the department and in the state institutions.

The facts concerning meteorology and its relations to plant and animal life are being systematically inquired into. Temperature and moisture are controlling factors in all agricultural operations. The seasons of the cyclones of the Caribbean sea and their paths are being forecasted with increasing accuracy. The cold winds that come from the north are anticipated and their times and intensity told to farmers, gardeners and fruiterers in all southern localities.

We sell \$250,000,000 worth of animals and animal products to foreign countries every year in addition to supplying our own people more cheaply and abundantly than any other nation is able to provide for its people. Successful manufacturing depends primarily on cheap food, which accounts to a considerable extent for our growth in this direction. The department of agriculture, by careful inspection of meats, guards the health of our people and gives clean bills of health to deserving exports; it is prepared to deal promptly with imported diseases of animals, and maintain the excellence of our flocks and herds in this respect. There should be an annual census of the livestock of the nation.

We sell abroad about \$600,000,000 worth of plants and their products every year. Strenuous efforts are being made to import from foreign countries such grains as are suitable to our varying localities. Seven years ago we bought three-fourths of our rice; by helping the rice growers of the gulf coast to secure 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 territory that cannot be irrigated. Ten million bushels of first-class macaroni went grown 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 fruit growers to get their crops into European markets by studying methods of preservation through refrigeration, packing and handling, which have been quite successful. We are helping our hop growers by importing 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 boll worm and the boll weevil. Our pathologists will find immune varieties that will resist the root disease, and the boll worm 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 in Texas and has done great damage. A 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 interesting results are following. We have duplicates of the soil 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. The 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 enemies of the farmer are getting attention. The enemy of the San 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 parasitic 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 mulberry is being distributed in large numbers, eggs are being imported and distributed, improved rears were imported from Europe last year, and two expert rears were brought to Washington to reel the crop of cocoons and teach the art to our own people.

The crop reporting system of the department of agriculture is being brought closer 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 of estimates, so that our people may know as nearly as possible with what they must compete.

Irrigation. During the two and a half years that have elapsed since the passage of the reclamation act rapid progress has been made in the surveys and examinations of the opportunities for reclamation in the thirteen states and three territories of the arid west. Construction has already been begun on the largest and most important of the irrigation works, and plans are being completed for works which will utilize the funds now available. The operations are being carried on by the reclamation service, a corps of engineers selected through competitive civil service examinations. This corps includes experienced constructing engineers as well as various experts in mechanical and legal matters, and is composed largely of men who have spent most of their lives in practical affairs connected with irrigation. The larger problems have been solved, and it now remains to execute with care, economy and thoroughness the work which has been laid out. All important details are being carefully considered by boards of consulting engineers, selected for their thorough knowledge and practical experience. Each project is taken up on the ground by competent men and viewed from the standpoint of the creation of prosperous homes, and of promptly refunding to the treasury the cost of construction. The reclamation act has been found to be remarkably complete and effective, and so broad in its provisions that a wide range of undertakings has been possible under it. At the same time economy is guaranteed by the fact that the funds must ultimately be returned to be used over again.

Forests. It is the cardinal feature of the forest reserve policy of this administration that the reserves are for use. What ever interferes with the use of their resources is to be avoided by every possible means. But these resources must be used in such a way as to make them permanent.

The forest policy of the government is just now a subject of 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 purposes, and so promote settlement under the reclamation act. Indeed, they are essential to the welfare of every one of the great interests of the west.

Forest reserves are created for two principal purposes. The first is to preserve the water supply. This is their most important use. The principle users of the water thus preserved are irrigation ranchers and settlers, cities and towns to whom their municipal water supplies are of the very first importance, users and furnishers of water power and the users of water for domestic, manufacturing, mining and other purposes. All these are directly dependent upon the forest reserves.

The second reason for which forest reserves are created is to preserve the timber supply for various classes of wood users. Among the more important of these are settlers 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 companies when timber lands adjacent to their mines pass into private ownership, lumbermen, transportation companies, builders and commercial interests in general.

Although the wisdom of creating forest reserves is nearly everywhere heartily recognized, yet in a few localities there has been misunderstanding and complaint. The following statement is therefore desirable:

The forest reserve policy can be successful only when it has the full support of the people of the west. It can not safely 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 temporary, who are anxious to reap what they have not sown and then move away, leaving desolation behind them. On the contrary, it is everywhere and always the interest of the permanent settler and the permanent business man, the man with a stake in the country, which must be considered and which must decide.

The making of forest reserves within railroad and wagon road land grants will hereafter, as for the past three years, be so managed as to prevent the issue, under act of June 4, 1897, of base for exchange or lieu selection (usually called scrip). In all cases where forest reserves within areas covered by land grants appear to be essential to the prosperity of settlers, miners or others, the government lands within such proposed forest reserves will, as in the recent past, be withdrawn from sale or entry pending the completion of such negotiations with the owners of the land grants which will prevent the creation of so-called scrip. It was formerly the custom to make forest reserves without first getting definite and detailed information as to the character of land and timber within their boundaries. This method of action often resulted in badly chosen boundaries and consequent injustice to settlers and others. Therefore this administration adopted the present method of first withdrawing the land from disposal, followed by careful examination on the ground and the preparation of detailed maps and descriptions before any forest reserve is created.

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 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 Wool Growers' 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 placing all government forest work in the department of agriculture because of the peculiar adaptation of that department for it. It is true also that the forest services of nearly all the great nations of the world are under 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 important results:

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 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 I 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 delay.

Public Lands. I call the attention of the congress again to the report and recommendation of the commission on the public 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.

Game Preserves. In connection with the work of the forest reserves I desire again to urge upon the congress the importance of authorizing the president to set aside certain portions of these reserves or

other public lands as game refuges for the preservation of the bison, the wapiti and other large beasts once so abundant in our woods and mountains and on our great plains and now tending toward extinction. Every support should be given to the authorities of the Yellowstone park in their successful efforts at preserving the large creatures therein, and at very little expense portions of the public domain in other regions which are wholly unsuited to agricultural settlement could be similarly utilized. We owe it to future generations to keep alive the noble and beautiful creatures which by their presence add such distinctive character to the American wilderness. The limits of the Yellowstone park should be extended southwards. The canyon of the Colorado should be made a national park, and the national park system should include the Yosemite and as many as possible of the groves of giant trees in California.

Pensions. The veterans of the civil war have a claim upon the nation such as no other body of our citizens possess. The pension bureau has never in its history been managed in a more satisfactory manner than is now the case.

Indians. The progress of the Indian toward civilization, though not rapid, is perhaps all that could be hoped for in view of the circumstances. Within the past year many tribes have shown, in a degree greater than ever before, an appreciation of the necessity of work. This change of attitude is in part due to the policy recently pursued of reducing the amount of subsistence to the Indians, and thus forcing them, through sheer necessity, to work for a livelihood. The policy, though severe, is a useful one, but it is to be exercised only with judgment 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 demand 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 government. Practical instruction of this kind would in a few years result in the forming of habits of regular industry, which would render the Indian a producer and would effect a great reduction in the cost of his maintenance.

It is commonly declared that the slow advance of the Indians is due to the unsatisfactory character of the men appointed to take immediate charge of them, and to some extent this is true. While the standard of the employes in the Indian service shows great improvement over that of bygone years, and while actual corruption or flagrant dishonesty is now the rare exception, it is nevertheless the fact that the salaries paid Indian agents are not large enough to attract the best men to that field of work. To achieve satisfactory results the official in charge of an Indian tribe should possess the high qualifications which are required in the manager of a large business, but only in exceptional cases is it possible to secure men of such type for these positions. Much better service, however, might be obtained from those now holding the places where it is 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 persistent urging, be stimulated to greater effort and induced to take a more active personal interest in his work.

Under existing conditions an Indian agent in the distant west may be wholly out of touch with the office of the Indian bureau. He may very well feel that no one takes a personal interest in him or his efforts. Certain routine duties in the way of reports and accounts are required of him, but there is no one with whom he may intelligently consult on matters vital to his work except after long delay. Such a man would be greatly encouraged and aided by personal contact with some one whose interest in Indian affairs and whose authority in the Indian bureau were greater than his own, and such contact would be certain to arouse and constantly increase the interest he takes in his work.

The distance which separates the agents—the workers in the field—from the Indian office at Washington is a chief obstacle to Indian progress. What ever shall more closely unite these two branches of the Indian service and shall enable them to co-operate more heartily and more effectively, will be for the increased efficiency of the work and the betterment of the race for whose improvement the Indian bureau was established. The appointment of a field assistant to the commissioner of Indian affairs would be certain to insure this good end. Such an official, if possessed of the requisite energy and deep interest in the work, would be a most efficient factor in bringing into closer relationship and a more direct union of effort the bureau in Washington and its agents in the field, and with the co-operation of its branches thus secured the Indian bureau would, in a measure fuller than ever before, lift up the savage toward that self-help and self-reliance which constitute the man.

Jamestown Tricentennial. In 1907 there will be held at Hampton Roads the tricentennial of the settlement at Jamestown, Va., with which the history of what has now become the United States really begins. I commend this to your favorable consideration. It is an event of prime historic significance, in which all the people of the United States should feel and should show great and general interest.

Postal Service. In the postoffice department the service has increased in efficiency, and conditions as to revenue and expenditure continue satisfactory. The increase of revenue during the year was \$9,358,181.10, or 6.9 per cent, the total receipts amounting to \$143,382,624.34. The expenditures were \$132,382,116.70, an increase of about 9 per cent over the previous year, being thus \$8,979,492.36 in excess of the current revenue. Included in these expenditures was a total appropriation of \$12,956,637.35 for the con-

tinuation and extension of the rural free delivery service, which was an increase of \$4,902,237.35 over the amount expended for this purpose in the preceding fiscal year. Large as this expenditure has been, the beneficent results attained in extending the free distribution of mails to the residents of rural districts have justified the wisdom of the outlay. Statistics brought down to the 1st of October, 1904, show that on that date there were 27,138 rural routes established, serving approximately 12,000,000 of people in rural districts remote from postoffices, and that there were pending at that time 3,859 petitions for the establishment of new rural routes. Unquestionably some part of the general increase in receipts is due to the increased postal facilities which the rural service has afforded. The revenues have also been aided greatly by amendments in the classification of mail matter, and the curtailment of abuses of the second-class mailing privilege. The average increase in the volume of mail matter for the period beginning with 1902 and ending June, 1905 (that portion for 1905 being estimated), is 40.47 per cent, as compared with 25.46 per cent for the period immediately preceding, and 15.92 for the four-year period immediately preceding that.

Consular Service. Our consular service needs improvement. Salaries should be substituted for fees, and the proper classification, grading and transfer of consular officers should be provided. I am not prepared to say that a competitive system of examinations for appointment would work well, but by law it should be provided that consuls should be familiar, according to places for which they apply, with the French, German or Spanish languages, and should possess acquaintance with the resources of the United States.

National Gallery of Art. The collection of objects of art contemplated in section 5586 of the revised statutes should be designated and established as a national gallery of art, and the Smithsonian institution should be authorized to accept any additions to said collection that may be received by gift, bequest or devise.

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

Extravagance in Printing. I call your attention to the great extravagance in printing and binding government publications, and especially to the fact that altogether too many of these publications are printed. There is a constant tendency to increase their number and their volume. It is an undervalued statement to say that no appreciable harm would be caused by, and substantial benefit would accrue from, decreasing the amount of printing now done by at least one-half. Probably the great majority of the government reports and the like now printed are never read at all, and, furthermore, the printing of much of the material contained in many of the remaining ones serves no useful purpose whatever.

Currency. The attention of the congress should be especially given to the currency question, and that the standing committees on the matter in the two houses charged with the duty, take up the matter of our currency and see whether it is not possible to secure an agreement in the business world for bettering the system; the committees should consider the question of the retirement of the greenbacks and the problem of securing in our currency such elasticity as is consistent with safety. Every silver dollar should be made by law redeemable in gold at the option of the holder.

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

Oriental Markets. The growing importance of the orient as a field for American exports drew from my predecessor, President McKinley, an urgent request for its special consideration by the congress. In his message of 1898 he stated:

"In this relation, as showing the peculiar volume and value of our trade with China and the peculiarly favorable conditions which exist for their expansion in the normal course of trade, I refer to the communication addressed to the speaker of the house of representatives by the secretary of the treasury on the 14th of last June, with its accompanying letter of the secretary of state, recommending an appropriation for a commission to study the industrial and commercial conditions in the opportunities for and the obstacles to the enlargement of markets in China for the raw products and manufactures of the United States. Action was not taken thereon during the last session. I cordially urge that the recommendation receive at your hands the consideration which its importance and timeliness merit."

In his annual message of 1899 he again called attention to this recommendation, quoting it, and stated further:

"I now renew this recommendation, as the importance of the subject has steadily grown since it was first submitted to you, and no time should be lost in studying for ourselves the resources of this great field for American trade and enterprise."

The importance of securing proper information and data with a view to the enlargement of our trade with Asia is undiminished. Our consular representatives in China have strongly urged a place for permanent display of American products in some prominent trade center in that empire, under government control and management, as an effective means of advancing our export trade there. I call the attention of the congress to the desirability of carrying out these suggestions.

dispensable to keep certain facts ever before the minds of those who share in enacting the laws. First and foremost, let us remember that the question of being a good American has nothing whatever to do with a man's birthplace any more than it has to do with his creed. In every generation from the time this government was founded men of foreign birth have stood in the very foremost rank of good citizenship, and that not merely in one, but in every field of American activity, while to try to draw a distinction between the man whose parents came to this country and the man whose ancestors came to it several generations back is a mere absurdity. Good Americanism is a matter of heart, of conscience, of lofty aspiration, of sound common sense, but not of birthplace or of creed. The medal of honor, the high prize to be won by those who serve in the army and the navy of the United States decorates men born here, and it also decorates men born in Great Britain and Ireland, in Germany, in Scandinavia, in France, and doubtless in other countries also. In the field of statesmanship, in the field of business, in the field of philanthropic endeavor, it is equally true that among the men of whom we are most proud as Americans, no distinction whatever can be drawn between those who themselves or whose parents came over in a sailing ship or steamer from across the water and those whose ancestors stepped ashore into the wooded wilderness at Plymouth or at the mouth of the Hudson, the Delaware or the James nearly three centuries ago. No fellow citizen of ours is entitled to any peculiar regard because of the way in which he worships his Maker, or because of the birthplace of himself or his parents, nor should he be in any way discriminated against therefor. Each must stand on his worth as a man, and each is entitled to be judged solely thereby.

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

But the citizenship of this country should not be debased. It is vital that we should keep high the standard of wellbeing among our wage-workers, and therefore we should not admit masses of men whose standards of living and whose personal customs and habits are such that they tend to lower the level of the American wage-worker; and, above all, we should not admit any man of an unworthy type, any man concerning whom we can say that he will himself be a bad citizen, or that his children and grandchildren will detract from instead of adding to the sum of the good citizenship of the country. Similarly we should take the greatest care about naturalization. Fraudulent naturalization, the naturalization of improper persons, is a curse to our government, and it is the affair of every honest voter, wherever born, to see that no fraudulent voting is allowed, that no fraud in connection with naturalization is permitted.

In the past year the cases of false, fraudulent and improper naturalization of aliens coming to the attention of the executive branches of the government have increased to an alarming degree. Extensive miles of forged certificates of naturalization have been discovered, as well as many cases of naturalization secured by perjury and fraud; and, in addition, instances have accumulated showing that many courts issue certificates of naturalization carelessly and upon insufficient evidence.

Under the constitution it is the power of the congress "to establish a uniform rule of naturalization," and numerous laws have from time to time been enacted for that purpose, which have been supplemented in a few states by state laws having special application. The federal statutes permit naturalization by any court of record in the United States having common law jurisdiction and a seal and clerk, except the police court of the District of Columbia, and nearly all these courts exercise this important function. It results that where so many courts of such varying grades have jurisdiction there is lack of uniformity in the rules applied in conferring naturalization. Some courts are strict and others lax. An alien who may secure naturalization in one place might be denied it in another, and the intent of the constitutional provision is in fact defeated. Furthermore, the certificates of naturalization issued by the courts differ widely in wording and appearance, and when they are brought into use in foreign countries are frequently subject to suspicion.

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

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