

ing that with access to these soundings it could complete its cable much sooner than if it were required to take soundings upon its own account. Pending consideration of this subject it appeared important and desirable to attach certain conditions to the permission to examine and use the soundings, if it should be granted. In consequence of this solicitation of the cable company, certain conditions were formulated, upon which the president was willing to allow access to these soundings and to consent to the landing and laying of the cable, subject to any alterations or additions thereto imposed by the congress. This was deemed proper, especially as it was clear that a cable connection of some kind with China, a foreign country, was a part of the company's plan. This course was, moreover, in accordance with a line of precedents, including President Grant's action in the case of the first French cable, explained to the congress in his annual message of December, 1875, and the instance occurring in 1879, of the second French cable from Brest to St. Pierre, with a branch to Cape Cod.

These conditions prescribed, among other things, a maximum rate for commercial messages and that the company should construct a line from the Philippine Islands to China, there being at present, as is well known, a British line from Manila to Hongkong. The representatives of the cable company kept these conditions long under consideration, continuing, in the meantime, to prepare for laying the cable. They have, however, at length acceded to them, and an all-American line between our Pacific coast and the Chinese empire, by way of Honolulu and the Philippine Islands, is thus provided for, and is expected within a few months to be ready for business. Among the conditions is one reserving the power of the congress to modify or repeal any or all of them. A copy of the conditions is herewith transmitted.

Of Porto Rico.

Of Porto Rico it is only necessary to say that the prosperity of the island and the wisdom with which it has been governed have been such as to make it serve as an example of all that is best in insular administration.

knowledge of their profession. They deserve every consideration that can be shown them. But there are not enough of them. It is no more possible to improvise a crew than it is possible to improvise a war ship. To build the finest ship, with the deadliest battery, and to send it afloat with a raw crew, no matter how brave they were individually, would be to insure disaster if a foe of average capacity were encountered. Neither ships nor men can be improvised when war has begun.

We need a thousand additional officers in order to properly man the ships now provided for and under construction. The classes at the naval school at Annapolis should be greatly enlarged. At the same time that we thus add the officers where we need them, we should facilitate the retirement of those at the head of the list whose usefulness has become impaired. Promotion must be fostered if the service is to be kept efficient.

The lamentable scarcity of officers, and the large number of recruits and of unskilled men necessarily put aboard the new vessels as they have been commissioned, has thrown upon our officers, and especially on the lieutenants and junior grades, unusual labor and fatigue and has greatly strained their powers of endurance. Nor

is there sign of any immediate let-up in this strain. It must continue for some time longer, until more officers are graduated from Annapolis, and until the recruits become trained and skillful in their duties. In these difficulties incident upon the development of our war fleet the conduct of all our officers has been creditable to the service, and the lieutenants and junior grades in particular have displayed an ability and a steadfast cheerfulness which entitles them to the ungrudging thanks of all who realize the disheartening trials and fatigues to which they are of necessity subjected.

There is not a cloud on the horizon at present. There seems not the slightest chance of trouble with a foreign power. We most earnestly hope that this state of things may continue; and the way to insure its continuance is to provide for a thoroughly efficient navy. The refusal to maintain such a navy would invite trouble, and if trouble came would insure disaster. Fatuous self-complacency of vanity, or short-sightedness in refusing to prepare for danger, is both foolish and wicked in such a nation as ours; and past experience has shown that such faculty in refusing to recognize or prepare for any crisis in advance is usually succeeded by a mad panic of hysterical fear once the crisis has actually arrived.

gone on at the same time with progress in wealth and education, so that there are plenty of men with varying degrees of purity of Indian blood who are absolutely indistinguishable in point of social, political, and economic ability from their white associates. There are other tribes which have as yet made no perceptible advance toward such equality. To try to force such tribes too fast is to prevent their going forward at all. Moreover, the tribes live under widely different conditions. Where a tribe has made considerable advance and lives on fertile farming soil it is possible to allot the members lands in severalty much as is the case with white settlers. There are other tribes where such a course is not desirable. On the arid prairie lands the effort should be to induce the Indians to lead pastoral rather than agricultural lives, and to permit them to settle in villages rather than to force them into isolation.

The large Indian schools situated remote from any Indian reservation do a special and peculiar work of great importance. But, excellent though these are, an immense amount of additional work must be done on the reservations themselves among the old, and above all among the young, Indians.

The first and most important step toward the absorption of the Indian

is to teach him to earn his living; yet it is not necessarily to be assumed that in each community all Indians must become either tillers of the soil or stock raisers. Their industries may properly be diversified, and those who show special desire or adaptability for industrial or even commercial pursuits should be encouraged so far as practicable to follow out each his own bent.

Every effort should be made to develop the Indian along the lines of natural aptitude, and to encourage the existing native industries peculiar to certain tribes, such as the various kinds of basket weaving, canoe building, smith work, and blanket work. Above all, the Indian boys and girls should ordinarily be prepared for a vigorous struggle with the conditions under which their people live, rather than for immediate absorption into some more highly developed community.

The officials who represent the government in dealing with the Indians work under hard conditions, and also under conditions which render it easy to do wrong and very difficult to detect wrong. Consequently they should be amply paid on the one hand, and on the other hand a particularly high standard of conduct should be demanded from them, and where misconduct can be proved the punishment should be exemplary.

THE PHILIPPINES

Our Policy Has Vindicated Itself in Signal Manner.

On July 4 last, on the one hundred and twenty-sixth anniversary of the declaration of our independence, peace and amnesty were promulgated in the Philippine Islands. Some trouble has since from time to time threatened with the Mohammedan Moslems, but with the late insurrectionary Philippines the war has entirely ceased. Civil government has now been introduced. Not only does each Philippine enjoy such rights to life, liberty, and the pursuit of happiness as he has never before known during the recorded history of the islands, but the people taken as a whole now enjoy a measure of self-government greater than that granted to any Orientals by any foreign power and greater than that enjoyed by any other Orientals under their own governments, save the Japanese alone. We have not gone too far in granting, these rights of liberty and self-government, but we have certainly gone to the limit that in the interests of the Philippine people themselves it was wise or just to go. To hurry matters to go faster than we are now going, would entail calamity on the people of the islands.

No policy ever entered into by the American people has vindicated itself in more signal manner than the policy of holding the Philippines. The triumph of our arms, above all the triumph of our laws and principles, has come sooner than we had any right to expect. Too much praise can not be given to the army for what it has done in the Philippines both in warfare and from an administrative standpoint in preparing the way for civil government, and similar credit belongs to the civil authorities for the way in which they have planted the seeds of self-

government in the ground thus made ready for them. The courage, the unflinching endurance, the high soldierly efficiency, and the general kind-heartedness and humanity of our troops have been strikingly manifested.

There now remain only some fifteen thousand troops in the islands. All told, over one hundred thousand have been sent there. Of course, there have been individual instances of wrongdoing among them. They warred under fearful difficulties of climate and surroundings, and under the strain of the terrible provocations which they continually received from their foes, occasional instances of cruel retaliation occurred. Every effort has been made to prevent such errors and finally these efforts have been completely successful. Every effort has also been made to detect and punish the wrongdoers. After making all allowance for these misdeeds, it remains true that few indeed have been the instances in which war has been waged by a civilized power against semi-civilized or barbarous forces where there has been so little wrongdoing by the victors as in the Philippine Islands. On the other hand the amount of difficult, important, and beneficent work which has been done is well-nigh incalculable.

Taking the work of the army and the civil authorities together, it may be questioned whether anywhere else in modern times the world has seen a better example of real constructive statesmanship than our people have given in the Philippine Islands. High praise should also be given those Filipinos, in the aggregate very numerous, who have accepted the new conditions and joined with our representatives to work with hearty good will for the welfare of the islands.

POST OFFICE DEPARTMENT

A Striking Increase Shown in the Revenues.

The striking increase in the revenues of the postoffice department shows clearly the prosperity of our people and the increasing activity of the business of the country.

The receipts of the postoffice department for the fiscal year ending June 30 last amounted to \$121,848,047.28, an increase of \$10,216,853.87 over the preceding year, the largest increase known in the history of the postal service. The magnitude of this increase will best appear from the fact that the entire postal receipts for the year 1896 amounted to but \$8,518,067.

Rural free delivery service is no longer in the experimental stage; it has become a fixed policy. The results following its introduction have fully justified the congress in the large appropriations made for its establishment and extension. The average yearly increase in postoffice receipts in the rural districts of the country is about two per cent. We are now able, by actual results, to show that where rural free-delivery service has been established to such an extent as to enable us to make comparisons the

yearly increase has been upward of ten per cent.

On November 1, 1902, 11,650 rural free-delivery routes had been established and were in operation, covering about one-third of the territory of the United States available for rural free-delivery service. There are now awaiting the action of the department petitions and applications for the establishment of 10,748 additional routes. This shows conclusively the want which the establishment of the service has met and the need of further extending it as rapidly as possible. It is justified both by the financial results and by the practical benefits to our rural population. It brings the men who live on the soil into close relation with the active business world, it keeps the farmer in daily touch with the markets, it is a potential educational force, it enhances the value of farm property, makes farm life pleasanter and less isolated, and will do much to check the undesirable current from country to city.

It is to be hoped that the congress will make liberal appropriations for the continuance of the service already established and for its further extension.

IRRIGATION AND LANDS

Public Lands Should Be Held for Home Builders.

Few subjects of more importance have been taken up by the congress in recent years than the inauguration of the system of nationally-aided irrigation for the arid regions of the far west. A good beginning therein has been made. Now that this policy of national irrigation has been adopted, the need of thorough and scientific forest protection will grow more rapidly than ever throughout the public-land states.

Legislation should be provided for the protection of the game, and the wild creatures generally on the forest reserves. The senseless slaughter of game, which can be judiciously protected or permanently preserved on our national reserves for the people as a whole, should be stopped at once. It is for instance, a serious count against our national game laws to permit the present practice of charring off such a sturdy and beautiful creature as the elk for its antlers or tusks.

So far as they are available for agriculture, and to whatever extent they are reclaimed under the national reclamation law, the remaining public lands should be held rigidly for the home builder, the settler who lives on his land, and for no one else. In their actual use the desert-land law, the timber and stone law, and the commutation clause of the homestead law have been so perverted from the intention with which they were enacted as to permit the acquisition of large areas of the public domain for other than actual settlers and the consequent prevention of settlement.

Moreover, the approaching exhaustion of the public ranges has of late led to much discussion as to the best manner of using these public lands in

the west which are suitable chiefly or only for grazing. The sound and steady development of the west depends upon the building up of homes therein. Much of our prosperity as a nation has been due to the operation of the homestead law. On the other hand, we should recognize the fact that in the grazing region the man who corresponds to the homesteader may be unable to settle permanently if only allowed to use the same amount of pasture land that his brother, the homesteader, is allowed to use of arable land. One hundred and sixty acres of fairly rich and well-watered soil, or a much smaller amount of irrigated land, may keep a family in plenty, whereas no one could get a living from one hundred and sixty acres of dry pasture land capable of supporting at the outside only one head of cattle to every ten acres.

In the past great tracts of the public domain have been fenced in by persons having no title thereto, in direct defiance of the law forbidding the maintenance or construction of any such unlawful inclosures of public land. For various reasons there has been little interference with such inclosures in the past, but ample notice has now been given the trespassers, and all the resources at the command of the government will hereafter be used to put a stop to such trespassing.

In view of the capital importance of these matters, I commend them to the earnest consideration of the congress, and if the congress finds difficulty in dealing with them from lack of thorough knowledge of the subject, I recommend that provision be made for a commission of experts specially to investigate and report upon the complicated questions involved.

LEGISLATURE FOR ALASKA

I especially urge upon the congress the need of wise legislation for Alaska. It is not to our credit as a nation that Alaska, which has been ours for thirty-five years, should still have as poor a system of laws as is the case. No country has a more valuable possession—in mineral wealth, in fisheries, furs, forests, and also in land available for certain kinds of farming and stockraising. It is a territory of great size and varied resources, well fitted to support a large permanent population. Alaska needs a good land law and such provisions for homesteads and preemptions as will encourage permanent settlement. We should shape legislation with a view not to the exploiting and abandoning of the territory, but to the building up of homes therefor. The land laws

out inducements to the actual settler whom we most desire to see take possession of the country. The forests of Alaska should be protected, and, as a secondary but still important matter, the game also, and at the same time it is imperative that the settlers should be allowed to cut timber, under proper regulations, for their own use. Laws should be enacted to protect the Alaskan salmon fisheries against the greed which would destroy them. They should be preserved as a permanent industry and food supply. Their management and control should be turned over to the commission of fish and fisheries. Alaska should have a delegate in the congress. It would be well if a congressional committee could visit Alaska and investigate its needs on the ground.

It should be liberal in type, so as to hold

DEALING WITH INDIANS

Aim Should Be Ultimate Absorption Into Body Politics.

In dealing with the Indians our aim should be their ultimate absorption into the body of our people. But in many

cases this absorption must and should be very slow. In portions of the Indian Territory the mixture of blood has

AID TO FARMERS

In no department of governmental work in recent years has there been greater success than in that of giving scientific aid to the farming population, thereby showing them how most efficiently to help themselves. There is no need of insisting upon its importance, for the welfare of the farmer is fundamentally necessary to the welfare of the republic as a whole. In addition to such work as quarantine against animal and vegetable plagues, and warring against them when here introduced, much efficient help has been rendered to the farmer by the introduction of new plants especially fitted for cultivation under the peculiar conditions existing in different portions of the country. New cereals

have been established in the semi-arid west. For instance, the practicability of producing the best types of macaroni wheats in regions of an annual rainfall of only ten inches or thereabouts has been conclusively demonstrated. Through the introduction of new rice in Louisiana and Texas the production of rice in this country has been made to about equal the home demand. In the southwest the possibility of regressing overstocked range lands has been demonstrated; in the north many new forage crops have been introduced, while in the east it has been shown that some of our choicest fruits can be stored and shipped in such a way as to find a profitable market abroad.

MISCELLANEOUS SUBJECTS

I again recommend to the favorable consideration of the congress the plans of the Smithsonian Institution for making the Museum under its charge worthy of the nation, and for preserving at the national capital not only records of the vanishing races of men but of the animals of this continent which, like the buffalo, will soon become extinct unless specimens from which their representatives may be renewed are sought in their native regions and maintained there in safety.

District of Columbia.

The District of Columbia is the only part of our territory in which the national government exercises local or municipal functions, and where in consequence the government has a free hand in reference to certain types of social and economic legislation which must be essentially local or municipal in their character. The government should see to it, for instance, that the hygienic and sanitary legislation affecting Washington is of a high character. The evils of slum dwellings, whether in the shape of crowded and congested tenement-house districts or of the back-alley type, should never be permitted to grow up in Washington. The city should be a model in every respect for all the cities of the country. The charitable and correctional systems of the district should receive consideration at the hands of the congress to the end that they may embody the results of the most advanced thought in these fields. Moreover, while Washington is not a great industrial city, there is some industrialism here, and our labor legislation, while it would not be important in itself, might be made a model for the rest of the nation.

We should pass, for instance, a wise employer's-liability act for the District of Columbia, and we need such an act in our navy-yards.

Railroad companies in the District ought to be required by law to block their frogs.

Safety Appliance Law.

The safety-appliance law, for the better protection of the lives and limbs of railway employes, which was passed in 1893, went into full effect on August 1, 1901. It has resulted in averting thousands of casualties. Experience shows, however, the necessity of additional legislation to perfect this law. A bill to provide for this passed the senate at the last session. It is to be hoped that some such measure may now be enacted into law.

Executive Publications.

There is a growing tendency to provide for the publication of masses of documents for which there is no public demand and for the printing of which there is no real necessity. Large numbers of volumes are turned out by government printing presses for which there is no justification. Nothing should be printed by any of the departments unless it contains something of permanent value, and the congress could with advantage cut down very materially on all the printing which has now become customary to provide. The excessive cost of government printing is a strong argument against the position of those who are inclined on abstract grounds to advocate the government's doing any work which can with propriety be left in private hands.

The Meiert System.

Gratifying progress has been made during the year in the extension of the merit system of making appointments in the government service. It should be extended by law to the District of Columbia. It is much to be desired that our consular system be established by law on a basis providing

for appointment and promotion only in consequence of proved fitness.

White House Restoration.

Through a wise provision of the congress at its last session the White House, which had become disfigured by incongruous additions and changes, has now been restored to what it was planned to be by Washington. In making the restorations the utmost care has been exercised to come as near as possible to the early plans and to supplement these plans by a careful study of such buildings as that of the University of Virginia, which was built by Jefferson. The White House is the property of the nation, and so far as is compatible with living therein it should be kept as it originally was, for the same reasons that we keep Mount Vernon as it originally was. The stately simplicity of its architecture is an expression of the character of the period in which it was built, and is in accord with the purposes it was designed to serve. It is a good thing to preserve such buildings as historic monuments which keep alive our sense of continuity with the nation's past.

The reports of the several executive departments are submitted to the congress with this communication.

THEODORE ROOSEVELT.
White House, December, 1902.

HAYDEN ADMITTED TO BAIL

BILLINGS POLICEMAN MAY SECURE TEMPORARY LIBERTY.

Justice Decides That Man Held Responsible for McBride's Death Must Put Up Ten Thousand Dollar Bond.

Billings, Dec. 2.—Without going through the formality of a preliminary examination, Lewis M. Hayden, charged with the murder of John P. McBride, was admitted to bail by Justice Alexander Fraser. His bond was placed at \$10,000. It is expected that the amount necessary to secure his freedom until the time for his trial can be raised.

Hayden was arraigned and by consent of the prosecution Justice Fraser accepted the testimony taken at the coroner's inquest upon which to base his action in admitting the accused man to bail. The prosecution stated that the testimony presented before the coroner was practically the same as would have been offered by the state at a preliminary examination had not such an examination been waived by the defense. The bond will be drawn up and left at Justice Fraser's court room where it can be signed by those wishing to stand sponsors for Hayden's appearance.

Touts Are Hungry.

Butte, Dec. 2.—The absence of poolrooms and poolplaying in this city has operated to deport a few dozen of the laziest men in the country, the touts. There are only about three left here and they are begging money from their acquaintances to get away on. Most of them have gone to San Francisco, where the graft is good all the year, while up here it is only good during race meetings and when the poolrooms are open. There is a poolroom in Walkerville, but it is not doing much business. And it looks like a death blow to poolroom gambling in Butte.

London, Dec. 2.—A special dispatch from Petersburg today announces that serious conflicts occurred recently between Cossacks and 3,000 strikers at Sviadl-Kavus. Shots were exchanged and a few men were killed and thirty wounded on both sides. Upwards of 100 strikers were arrested.

OUR ARMY

It Is Very Small for Size of the Nation.

The army has been reduced to the minimum allowed by law. It is very small for the size of the nation, and must certainly be kept at the highest point of efficiency. The senior officers are given scant chance under ordinary conditions to exercise commands commensurate with their rank, under circumstances which would fit them to do their duty in time of actual war. A system of maneuvering our army in bodies of some little size has been begun and should be steadily continued. Without such maneuvers it is folly to expect that in the event of hostilities with any serious foe even a small army corps could be handled to advantage, with our officers and enlisted men such that we can take hearty pride in them. No better material can be found but they must be thoroughly trained both as individuals and in the mass. The marksmanship of the men must receive special attention. In the circumstances of modern warfare the man must act far more on his own individual responsibility than ever before, and the high individual efficiency of the unit is of the utmost importance. Formerly this unit was the regiment, not even the troops or company, it is the individual soldier. Every effort must be made to develop every workmanlike and soldierly quality in both the officer and the enlisted man. I urgently call your attention to the

need of passing a bill providing for a general staff and for the reorganization of the supply departments on the lines of the bill proposed by the secretary of war last year. When the young officers enter the army from West Point they probably stand above their peers in any other military service. Every effort should be made, by training, by reward of merit, by scrutiny into their careers and capacity, to keep them of the same high relative excellence throughout their careers.

The measure providing for the reorganization of the militia system and for securing the highest efficiency in the national guard, which has already passed the house, should receive prompt attention and action. It is of great importance that the militia and the national guard to the militia and volunteer forces of the United States should be defined, and that in place of our present obsolete laws a practical and efficient system should be adopted.

Provision should be made to enable the secretary of war to keep cavalry and artillery horses, worn-out in long performance of duty. Such horses fetch but a trifle when sold, and rather than turn them out to the misery awaiting them when thus disposed of, it would be better to employ them at light work around the posts, and when necessary to put them painlessly to death.

OUR NAVY

The Only Shots That Count Are Those That Hit.

For the first time in our history naval maneuvers on a large scale are being held under the immediate command of the admiral of the navy. Constantly increasing attention is being paid to the gunnery of the navy, but it is yet far from what it should be. I earnestly urge that the increase asked for by the secretary of the navy in the appropriation for improving the marksmanship be granted. In battle the only shots that count are the shots that hit. It is necessary to provide ample funds for practice with the great guns in time of peace. These funds must provide not only for the purchase of projectiles, but for allowances for prizes to encourage the gun crews, and especially the gun pointers, and for perfecting an intelligent system under which alone it is possible to get good practice.

There should be no halt in the work of building up the navy, providing every year additional fighting craft. We are a very rich country, vast in extent of territory and great in population; a country, moreover, which has an army diminutive indeed when compared with that of any other first-class power. We have deliberately made our own certain foreign policies

which demand the possession of a first-class navy. The isthmian canal will greatly increase the efficiency of our navy if the navy is of sufficient size; but if we have an inadequate navy, then the building of the canal would be merely giving a hostage to any power of superior strength. The Monroe doctrine should be treated as the cardinal feature of American foreign policy, but it would be worse than idle to assert it unless we intended to back it up, and it can be backed up only by a thoroughly good navy. A good navy is not a provocative of war. It is the surest guaranty of peace.

Each individual unit of our navy should be the most efficient of its kind as regards both material and personnel that is to be found in the world. I call your attention to the need of providing for the manning of the ships. Serious trouble threatens us if we can not do better than we are now doing as regards securing the services of a sufficient number of the highest type of sailormen, of sea mechanics. The veteran seamen of our war ships are of as high a type as can be found in any navy which rides the waters of the world; they are unsurpassed in daring, in resolution, in readiness, in thorough