n, beenuse, as a matter of fact. has conclusively shown t'nt such a time it is imp t men to treat it from the stand of the public good. In my judgment, intely after such election.

Income Tax and Inheritance Tax. When our tax laws are revised the on of an income tax and an inritance tax should receive the careful attention of our legislators. In my udgment, both of these taxes should be part of our system of federal taxation. I speak diffidently about the income tax because one scheme for an income tax was declared unconstitutional by the supreme court, while in addition it is a difficult tax to administer in its practical working, and great care would have to be exercised to see that it was not evaded by the very men whom it was most desirable to have taxed, for if so evaded it would of course be worse than no tax at all, as the least desirable of all taxes is the tax which bears heavily upon the honest as compared with the dishonest man." Nevertheless a graduated income tax of the proper type would be a desirable feature of federal taxation. and it is to be hoped that one may be devised which the supreme court will declare constitutional. The inheritance tax, however, is both a far better method of taxation and far more important for the purpose of having the fortunes of the country bear in proportion to their increase in size a corresponding increase and burden of taxation. The government has the absolute right to decide as to the terms upon which a man shall receive a bequest or devise from another, and this point in the devolution of property is especially appropriate for the imposition of a tax. Laws imposing such taxes have repeatedly been placed upon the national statute books and as repeatedly declared constitutional by the courts, and these laws contained the progressive principle-that is, after a certain amount is reached the bequest or gift, in life or death, is increasingly burdened and the rate of taxation is increased in proportion to the remoteness of blood of the man receiving the bequest. These principles are recognized already in the leading civilized nations of the world. In Great Britain all the estates worth \$5,000 or less are practically exempt from death duties, while the increase is such that when an estate exceeds \$5,000,000 in value and passes to a distant kinsman or stranger in blood the government receives all told an amount equivalent to nearly a fifth of the whole estate. In France so much of an inheritance as exceeds \$10,000,000 pays over a fifth to the state if it passes to a distant relative. The German law is especially interesting to us because it makes the inheritance tax an imperial measure, while allotting to the individual states of the empire a portion of the proceeds and permitting them to impose taxes in addition to those imposed by the imperial govern-

against the contains who in. are preventable and Those that are i more definite, so that no honest man can be led unwittingly to break them and so that the real wrongdoer can be

readily punished. Moreover, there must be the public opinion back of the laws or the laws themselves will be of no avail. At present, while the average juryman undoubtedly wishes to see trusts broken up and is quite ready to fine the corporation itself, he is very reluctant to find the facts proven beyond a reasonable doubt when it comes to sending to jail a member of the business community for indulging in practices which are profoundly unhealthy, but which unfortunately the business community has grown to recognize as well nigh normal. Both the present condition of the law and the present temper of juries render it a task of extreme difficulty to get at the real wrongdoer in any such case, especially by imprisonment, yet it is from every standpoint far preferable to punish the prime offender by imprisonment rather than to fine the corporation, with the attendant damage to stockholders.

The two great evils in the execution of our criminal laws today are sentimentality and technicality. For the latter the remedy must come from the hands of the legislatures, the courts and the lawyers. The other must depend for its cure upon the gradual growth of a sound public opinion which shall insist that regard for the law and the demands of reason shall control all other influences and emotions in the jury box. Both of these evils must be removed or public discontent with the criminal law will continue.

INJUNCTIONS.

of This Judicial Institution Abuses Should Be Stopped.

Instances of abuse in the granting of injunctions in labor disputes continue to occur, and the resentment in the minds of those who feel that their rights are being invaded and their liberty of action and of speech unwarrantly restrained continues likewise to grow. Much of the attack on the use of the process of injunction is wholly without warrant, but I am constrained to express the belief that for some of it there is warrant. This question is becoming more and more one of prime importance, and unless the courts will themselves deal with it in effective manner it is certain ultimately to demand some form of legislative action. It would be most unfortunate for our social welfare if we should permit many honest and law abiding citizens to feel that they had just cause for regarding our courts with hostility. I earnestly commend to the attention of the congress this matter, so that some be devised which will limit the abuse of injunctions and protect those rights which from time to time it unwarrantably invades. Moreover, trast to our backwardness in this rediscontent is often expressed with the spect. Since 1895 practically every use of the process of injunction by the country of Europe, together with Great courts, not only in labor disputes, but Britain, New Zealand, Australia, Britwhere state laws are concerned. I reish Columbia and the Cape of Good frain from discussion of this question. Hope, has enact-1 legislation embodyas I am informed that it will soon reing in one form or another the comceive the consideration of the supreme court.

are worker and his family to have the ef-fect of such an accident fall solely up-on him, and, on the other hand, there are whole classes of attemption of the sector of the period definite, so that an accident fall solely upare whole clusters of attorneys who ex-ist only by inciting men who may or may not have been wronged to undertake suits for negligence. As a matter of fact, a suit for negligence is gen-erally an inndequate remedy for the erson injured, while it often causes gether disproportionate annoyance dents by the employer would be auto-matic instead of being a matter for lawsuits. Workmen should receive all accidents in industry irrespective of negligence. The employer is the agent of the public, and on his own responsibility and for his own profit he serves the public. When he starts in motion agencies which create risks for others he should take all the ordinary and extraordinary risks involved, and the risk he thus at the moment assumes will ultimately be assumed, as it ought to be, by the general public. Only in this way can the shock of the accident be diffused, instead of falling upon the man or woman least able to bear it, as is now the case. The community at large should share the bur-

dens as well as the benefits of industry. By the proposed law employers would gain a desirable certainty of obligation and get rid of litigation to determine it, while the workman and his family would be relieved from a crushing load. With such a policy would come increased care, and accidents would be reduced in number. The national laws providing for employers' liability on railroads engaged in interstate commerce and for safety appliances, as well as for diminishing the hours any employee of a railroad should be permitted to work, should all be strengthened wherever in actual practice they have shown weakness. They should be kept on the statute books in thoroughgoing form.

The constitutionality of the employers' liability act passed by the preceding congress has been carried before the courts. In two jurisdictions the law has been declared unconstitutional, and in three jurisdictions its constitutionality has been affirmed. The question has been carried to the supreme court, the case has been heard by that tribunal, and a decision is expected at an early date. In the event that the court should affirm the constitutionality of the act I urge further legislation along the lines advocated in my message to the preceding congress. The practice of putting the entire burden of loss to life or limb upon the victim, or the victim's family is a form of social injustice in which the United States stands in unenviable prominence. In both our federal and our state legislation we have, with few exceptions, scarcely gone further than the repeal of the fellow servant principle of the old law of liability, and in some of our states even this slight modification of a completely out

clies to brutal violence. Everything not, has become appulling in the me that can be done under the existing law and with the existing state of pub-ile opinion, which so profoundly infu-grim hardship to the origination of the day. It works of the merits of the controversy, public opinion, which so profoundly infuof the merits of the control of public opinion would probab brought about a prompt silus Each successive step creating binery for the adjustment of lities must be taken with caution int we should endeavor to make progess in this direction. The provisions of the act of 1808

creating the chairman of the interstate commerce commission and the commis-sioner of labor a board of mediation in controversies between interstate rallto the employer. The law should be roads and their employees has for the made such that the payment for acci- first time been subjected to serious tests within the past year, and the wisdom of the experiment has been fully demonstrated. The creation of a board certain and definite compensation for for compulsory investigation in cases where mediation fails and arbitration is rejected is the next logical step in a progressive programme.

Capital and Labor.

It is certain that for some time to come there will be a constant increase absolutely and perhaps relatively of those among our citizens who dwell in cities or towns of some size and who work for wages. This means that there will be an ever increasing need to consider the problems inseparable from a great industrial civilization. Where an immense and complex business, especially in those branches relating to manufacture and transportation, is transacted by a large number of capitalists who employ a very much larger number of wage earners the former tend more and more to combine into corporations and the latter into anions. The relations of the capitalist and wageworker to one another and of each to the general public are not always easy to adjust, and to put them and keep them on a satisfactory hasis is one of the most important and one of the most delicate tasks before our whole civilization. Much of the work for the accomplishment of this end must be done by the individuals concerned themselves, whether singly or in combination, and the one fundamental fact that must never be lost track of is that the character of

the average man, whether he be a man of means or a man who works with his hands, is the most important factor in solving the problem aright. But it is almost equally important to remember that without good laws it is also impossible to reach the proper solution. It is idle'to hold that without good laws evils such as child labor, as the overworking of women, as the failure to protect employees from loss of life or limb can be effectively reached any more than the evils of rebates and stock watering can be reached without good laws. To fail to stop these practices by legislation means to force honest men into them, because otherwise the dishonest who surely will take advantage of them will have everything their own way. If the states will correct these evils, well and good, but the nation must stand ready to aid them.

CHILD AND WOMAN LABOR.

tion or head of some mor cause he is said to have " ess community, the educators or the problems of farm life alike fr rymen who condone and encourage the first kind of wrongdoing are no more dangerous to the community, but are morally even worse, than the labor men who are guilty of the second type of wrongdoing, because less is to be perdoned those who have no such excuse as is furnished either by imorance or by dire need.

Farmers and Wageworkers.

When the department of agriculture was founded there was much sneering as to its usefulness. No department of the government, however, has more emphatically vindicated Its usefulness, and none save the postoffice department comes so continually and intimately into touch with the people. The two citizens whose welfare is in the aggregate most vital to the welfare of the nation and therefore to the welfare of all other citizens are the wageworker who does manual labor and the tiller of the soil, the farmer. There are of course kinds of labor where the work must be purely mental, and there are other kinds of labor where under existing conditions very little demand indeed is made upon the mind, though I am glad to say that the proportion of men engaged in this kind of work is diminishing. But In any community with the solid, healthy qualities which make up a really great nation the bulk of the people should do work which calls for the exercise of both body and mind. Progress cannot permanently exist in the abandonment of physical labor, but in the development of physical labor, so that it shall represent more and more the work of the trained mind in the trained body. Our school system is gravely defective in so far as it puts a premium upon mere literary training and tends, therefore, to train the boy away from the farm and the workshop. Nothing is more needed than the best type of industrial school, the school for mechanical industries in the city, the school for practically teaching agriculture in the country. The calling of the skilled tiller of the soll, the calling of the skilled mechanic, should alike be recognized as professions just as emphatically as the calling of lawyer, doctor, merchant or clerk. The schools should recognize this fact, and it should equally be recognized in popular opinion. The young man who has the farsightedness and courage to recognize it and to get over the idea that it earns is called salary or wages and who refuses to enter the crowded field of the so called professions and takes marry early and to establish a home

by dealing with live men th the industrial and economic and a cial standpoint. Farmers must co-o erate with one another and with povernment, and the government on best give its aid through association of farmers, so as to deliver to the farmer the large body of agricultural knowledge which has been accumulat ed by the national and state governments and by the agricultural college and schools.

The grain producing industry of the country, one of the most important in the United States, deserves special consideration at the hands of the congress. Our grain is sold almost exclusively by grades. To secure satisfactory results in our home markets and to facilitate our trade abroad these grades should approximate the highest degree of uniformity and certainty. The present diverse methods of inspection and grading throughout the country under different laws and boards result in confusion and lack of uniform ity, destroying that confidence which is necessary for healthful trade. Complaints against the present methods have continued for years, and they are growing in volume and intensity not only in this country, but abroad. I therefore suggest to the congress the advisability of a national system of inspection and grading of grain entering into interstate and foreign commerce

INLAND WATERWAYS.

as a remedy for the present evils.

Great River Systems Should Be Made Into National Highways.

The conservation of our natural resources and their proper use constitute the fundamental problem which underlies almost every other problem of our national life. We must maintain for our civilization the adequate material basis without which that civilization cannot exist: we must show foresight: we must look ahead. As a nation we not only enjoy a wonderful measure of present prosperity, but if this prosperity is used aright it is an earnest of future success such as no other nation will have. The reward of foresight for this nation is great and easily foretold. But there must be the look shead: there must be a realization of the fact that to waste, to destroy our natural resources, to skin and exhaust the land instead of using it so as to increase its makes a difference whether what he usefulness, will result in undermining in the days of our children the very prosperity which we ought by right to hand down to them amplified and deto constructive industries instead is veloped. For the last few years reasonably sure of an ample reward in through several agencies the governearnings, in health, in opportunity to ment has been endeavoring to get our people to look ahead and to substitute with a fair amount of freedom from a planned and orderly development of ed by a few men. The congress has worry. It should be one of our prime our resources in place of a haphazard not yet acted upon these recommendaobjects to put both the farmer and the striving for immediate profit. Our tions, but they are so just and proper, mechanic on a higher plane of effigreat river systems should ed as national water highways, the their effectiveness in the economic Mississippi, with its tributaries, standing first in importance and the Columbia second, although there are many others of importance on the Pacific,

connection with the reelamation service has been to me the water resources of the public lands for the ultimate greatest good of the greatest number-in other words, to put upon the land permanent homomakers, to use and develop it for themselves and for their children and children's children. There has been, of course, opposition to this work-opposition from some interested men who desire to exhaust the land or their own immediate profit without regard to the welfare of the next gener emilion and opposition from honest and well meaning men who did not fully understand the subject or who did not look far enough shead. This opposi-tion is, I think, dying away, and our people are understanding that it would

be utterly wrong to allow a few individuals to exhaust for their own temporary personal profit the resources which ought to be developed through use so as to be conserved for the permanent common advantage of the people as a whole.

Public Lands,

The effort of the government to dea with the public land has been based upon the same principle as that of the reclamation service. The land law system which was designed to meet the needs of the fertile and well watered regions of the middle west has largely broken down when applied to the drier regions of the great plains, the mountains and much of the Pacific slope, where a farm of 160 acres is inadequate for self support. In these regions, the system lent itself to fraud, and much land passed out of the hands of the government without passing into the hands of the homemaker. The department of the interior and the department of justice joined in prosecuting the offenders against the law, and they have accomplished much, while where the administration of the law has been defective it has been changed. But the laws themselves are defective. Three years ago a public lands commission was appointed to scrutinize the law and defects and recommend a remedy. Their examination specifically showed the existence of great fraud upon the public domain, and, their recommendations for changes in the law were made with the design of conserving the natural resources of every part of the public lands by putting it to its best use. Especial attention was called to the prevention of settlement by the passage of great areas of public land into the hands of a few men and to the enormous waste caused by unrestricted grazing upon the open range. The recommendations of the public lands commission are sound, for they are especially in the interest of the actual homemaker, and where the small homemaker cannot at present utilize the land they provide that the government shall keep control of it so that it may not be monopoliz-

Small inheritances are exempt but the tax is so sharply progressive that when the inheritance is still not very large, provided it is not an agricultural or a forest land, it is taxed at the rate of 25 per cent if it goes to distant relatives.

There is no reason why in the United States the national government should not impose inheritance taxes in addition to those imposed by the states, and when we last had an inheritance tax about one-half of the states levied such taxes concurrently with the national government, making a combined maximum rate in some cases as high as 25 per cent. The French law has one feature which is to be heartily commended. The progressive principle is so applied that each higher rate is imposed only on the excess above the amount subject to the next lower rate, so that each increase of rate will apply only to a certain amount above a certain maximum. The tax should if possible be made to bear more heavily upon those residing without the country than within it. A heavy progressive tax upon a very large fortune is in no way such a tax upon thrift or industry as a like tax would be on a small fortune. No advantage comes either to the country as a whole or to the individuals inheriting the money by permitting the transmission in their entirety of the enormous fortunes which would be affected by such a tax, and as an incident to its function of revenue raising such a tax would help to preserve a measurable equality of opportunity for the people of the generations growing to man bood. We have not the slightest symnathy with that socialistic idea which would try to put laziness, thriftlecsness and inefficiency on a par with industry, thrift and efficiency, which would strive to break up not merely private property, but, what is far more important, the home, the chief prop upon which our whole civilization stands. Such a theory, if ever adopted, would mean the ruin of the entire country-a ruin which would bear heavlest upon the weakest, upon those least able to shift for themselves. But proposals for legislation such as this herein advocated are directly opposed to this class of socialistic theories. Our aim is to recognize what Lincoln pointed out-the fact that there are some respects in which men are obviously not equal, but also to insist that there ould be an equality of self respect and of mutual respect, an equality of rights before the law and at least an approximate equality in the conditions under which each man obtains the chance to show the stuff that is in him when compared to his fellows.

A few years ago there was loud complaint that the law could not be inroked splinst wealthy offenders. There is no such complaint now. The course of the department of justice during the past few years has been such as to make it evident that no man stands. above the law; that no corporation is no wealthy that it cannot be held to count. The department of justice as been as prompt to proceed against at malefactor whose crime was one of greed and cashing as to

plete recognition of the principle which places upon the employer the entire The federal courts must of course trade risk in the various lines of indecide ultimately what are the respecdustry. I urge upon the congress the tive spheres of state and nation in conenactment of a law which will at the nection with any law, state or national, same time bring federal legislation up and they must decide definitely and to the standard already established by finally in matters affecting individual all the European countries and which citizens, not only as to the rights and will serve as a stimulus to the various wrongs of labor, but as to the rights states to perfect their legislation in and wrongs of capital, and the nathis regard. tional government must always see that the decision of the court is put

respect.

Eight Hour Law. The congress should consider the exinto effect. The process of injunction is an essential adjunct of the court's tension of the eight hour law. The constitutionality of the present law has doing its work well, and as preventive recently been called into question, and measures are niways better than remedial the wise use of this process is the supreme court has decided that the from every standpoint commendable. existing legislation is unquestionably within the powers of the congress. But where it is recklessly or unnecessarily used the abuse should be cen- The principle of the eight hour day should as rapidly and as far as pracsured, above all by the very men who are properly anxious to prevent any ef- ticable be extended to the entire work fort to shear the courts of this necescarried on by the government, and the sary power. The court's decision must present law should be amended to embe final. The protest is only against the brace contracts on those public works conduct of individual judges in needwhich the present wording of the act lessly anticipating such final decision has been construed to exclude. The or in the tyrannical use of what is general introduction of the eight hour nominally a temporary injunction to day should be the goal toward which accomplish what is in fact a permanent, we should steadily tend, and the goveroment should set the example in this

Accidents.

The loss of life and limb from rail-Strikes and lockouts, with their attendant loss and suffering, continue to road accidents in this country has become appalling. It is a subject of increase. For the five years ending which the national government should Dec. 31, 1905, the number of strikes take supervision. It might begwell to was greater than those in any previous begin by providing for a federal in- ten years and was double the number spection of interstate railroads some. In the preceding five years. These figwhat along the lines of federal inspec- ures indicate the increasing need of tion of steamboats, although not going providing some machinery to deal with so far. Perhaps at first all that it this class of disturbances in the interwould be necessary to have would be est allke of the employer, the emsome officer whose duty would be to ployee and the general public. I renew investigate all accidents on interstate my previous recommendation that the railroads and report in detail the congress favorably consider the matcauses thereof. Such an officer should ter of creating the machinery for commake it his business to get into close pulsory investigation of such industrial touch with railroad operating men, so controversies as are of sufficient magas to become thoroughly familiar with nitude and of sufficient concern to the every side of the question, the idea people of the country as a whole to warrant the federal government in being to work along the lines of the present steamboat inspection law. taking action.

The need for some provision for such The national government should be investigation was forcibly illustrated model employer. It should demand during the past summer. A strike of the highest quality of service from telegraph operators seriously interfered each of its employees, and it should with telegraphic communication, causcare for all of them properly in reing great damage to business interests turn. Congress should adopt legislaand serious inconvenience to the gention providing limited but definite eral public. Appeals were made to me from many parts of the country, from compensation for accidents to all workmen within the scope of the fedcity councils, from boards of trade eral power, including employees of from chambers of commerce and from navy yards and arsenals. In other labor organizations, urging that steps words, a model employers' liability act. be taken to terminate the strike. Evfar reaching and thoroughgoing, should crything that could with any propriety be-enacted which should apply to all be done by a representative of the gov-crument was done without avail, and positions, public and private, over which the national government has for weeks the public stood by and sufjurisdiction. The number of accidents fered without recourse of any kind. to wageworkers, including those that Had the machinery existed and had

No Industrial Question of More Imporprinciple has not yet been secured. The legislation of the rest of the industance Than This. trial world stands but in striking con-

No question growing out of our rapid and complex industrial development is more important than that of the employment of women and children. The presence of women in industry reacts with extreme directness upon the character of the home and upon family life, and the conditions surrounding the employment of children bear a vital relation to our future citizenship. Our legislation in those areas under the control of the congress is very much behind the legislation of our more progressive states. A thorough and comprehensive measure should be adopted at this session of the congress relating

to the employment of women and children in the District of Columbia and the territories. The investigation into the condition of women and children wage earners recently authorized and directed by the congress is now being carried on in the various states, and I recommend that the appropriation made last year for beginning this work be renewed in order that we may have the thorough and comprehensive investigation which the subject demands. The national government has as an ultimate resort for control of child labor the use of the interstate commerce clause to prevent the products of child. labor from entering into interstate commerce, but before using this it ought certainly to enact model laws on the subject for the territories under its

own immediate control. There is one fundamental proposition which can be laid down as regards all

these matters-namely, while honesty by itself will not solve the problem, yet the insistence upon honesty-not merely technical honesty, but honesty in purpose and spirit-is nn essential element in arriving at a right conclusion. vice in its cruder and more archaic forms shocks everybody, but there is very urgent need that public opinion should be just as severe in condemnation of the vice which hides itself behind class or professional loyalty or which denies that it is vice if it can escape conviction in the courts. The public and the representatives of the public, the high officials, whether on the bench or in executive or legislative positions, need to remember that often the most daugerous criminais, so far as the life of the nation is concerned, are not those who commit the crimes known to and condemned by the popular conscience for centuries, but those who commit crimes only rendered possible by the complex conditions of our

modern industrial life. It makes not a particle of difference whether these crimes are committed by a capitalist or by a laborer, by a leading banker or manufacturer or railroad man or by a leading representative of a labor union. Swindling in stocks, corrupting legislatures, making fortunes by the infla tion of securities, by wrecking railroads by destroying competitors through rebates-these forms of wrongdoing in the capitalist are far more infamous ng in than any other form of embezzlement or forgery, yet it is a matter of extreme difficulty to secure the punishment of

ciency and reward, so as to increase world and therefore the dignity, the remuneration and the power of their positions in the social world.

No growth of cities, no growth of

wealth, can make up for any loss in either the number or the character of the farming population. We of the United States should realize this above our existence as a nation of farmers, and in every great crisis of the past a peculiar dependence has had to be placed upon the farming population, and this dependence has hitherto been justified. But it cannot be justified in the future if agriculture is permitted to sink in the scale as compared with other employments. We cannot afford to lose that pre-eminently typical American, the farmer who owns his own medium sized farm. To have his place taken by either a class of small peasant proprietors or by a class of great landlords with tenant farmed estates would be a veritable calamity. The growth of our cities is a good thing, but only in so far as it does not mean a growth at the expense of the country farmer. We must welcome the rise of physical sciences in their application to agricultural practices, and we must do all we can to render country conditions more easy and pleasant. There are forces which than they were hitherto managed. The farmer must not lose his independence, his initiative, his rugged self reliance, yet he must learn to work in the heartlest co-operation with his dellows, exactly as the business man has learned to work, and he must prepare to use knowledge that can be obtained from agricultural colleges, while he must insist upon a practical curriculum in the schools in which his children are taught. The department of agriculture and the department of commerce and labor both deal with the fundamental needs of our people in the production of raw insterial and its manufacture and distribution and therefore with the welfare of those who produce it in the faw state and of those who manufacture and distribute it. The department of commerce and labor has but

the Atlantic and the gulf slopes. The national government should undertake this work, and I hope & beginning will be made in the present congress, and the greatest of all our rivers, the Misalmost all other peoples. We began sissippi, should receive especial attention. From the great lakes to the mouth of the Mississippi there should be a deep waterway, with deep waterroads. The work should be systematic, the pastures and leaving a waste befly and continuously carried forward hind, so that their presence is incomed plan. The main streams should be makers. The existing fences are all improved to the highest point of effi- illegal. Some of them represent the ciency before the improvement of the improper exclusion of actual settlers.

should be kept free from every taint of recklessness or jobbery. The inland waterways which lie just back of the whole eastern and southern coasts should likewise be developed. Morenow tend to bring about both these re- over, the development of our watersults, but they are as yet in their in- ways involves many other important fancy. The national government water problems, all of which should be through the department of agriculture | considered as part of the same general should do all it can by joining with scheme. The government dams should the state governments and with inde- be used to produce hundreds of thoupendent associations of farmers to en- sands of horsepower as an incident to courage the growth in the open farm- improving navigation, for the annual ing country of such institutional and value of the unused water power of social movements as will meet the de- the United States perhaps exceeds the mand of the best type of farmers, both annual value of the products of all our for the improvement of their farms mines. As an incident to creating the and for the betterment of the life it- deep waterway down the Mississippi self. The department of agriculture the government should build along its has in many places, perhaps especially whole lower length levees which, takin certain districts of the south, ac- en together with the control of the complished an extraordinary amount headwaters, will at once and forever be that the tracts of range adjacent to by co-operating with and teaching the put a complete stop to all threat of farmers through their associations on floods in the immensely fertile delta their own soil how to increase their in- region. The territory lying adjacent in common for the summer grazing of come by managing their farms better to the Mississippi along its lower their stock. Elsewhere it may be that course will thereby become one of the most prosperous and populous as it already is one of the most fertile farming regions in all the world. I have appointed an inland waterways commission to study and outline a comprehensive scheme of development along to constantly better advantage the all the lines indicated. Later I shall

lay its report before the congress. Reclamation Work.

Irrigation should be far more extensively developed than at present, not only in the states of the great plains to prevent the fraud in the public lands and the Rocky mountains, but in many which through the joint action of the others as, for instance, in large per- interior department and ine depart-tions of the south Atlantic and gulf ment of justice we have been endeavstates, where it should go hand in oring to prevent there must be further hand with the reclamation of swamp land. The federal government should seriously devote itself, to this task, of the interior to examine certain classrealizing that utilization of waterways and water power, forestry, irrigation recently been founded, but has already and the reclamation of lands threatjustified its existence, while the de- ened with overflow are all interde partment of agriculture yields to no pendent parts of the same probl the profit maker who does not care to

so essential to our national welfare that I feel confident; if the congress will take time to consider them they will ultimately be adopted. Some such legislation as that pro-

posed is essential in order to preserve the great stretches of public grazing land which are unfit for cultivation under present methods and are valuable only for the forage which they supply. These stretches amount in all to some 300,000,000 acres and are open to the free grazing of cattle, sheep, horses and goats without restriction. Such a system, or, rather, such lack ways leading from it to the east and of system, means that the range is not the west. Such a waterway would so much used as wasted by abuse. As practically mean the extension of our the west settles the range becomes coast line into the very heart of our more and more overgrazed. Much of country. It would be of incalculable it cannot be used to advantage unless benefit to our people. If begun at once it is feaced, for fencing is the only it can be carried through in time ap- way by which to keep in check the preciably to relieve the congestion of owners of nomad flocks which roam our great freight carrying lines of rail- hither and thither, utterly destroying in accordance with some well conceiv. patible with the presence of homebranches is attempted, and the work actual homemakers, from territory which is usurped by great cattle companies. Some of them represent what is in itself a proper effort to use the range for those upon the land and to prevent its use by nomadic outsiders. All these fences, those that are hurtful and those that are beneficial are alike fliegal and must come down. But it is an outrage that the law should necessitute such action on the part of the administration. The unlawful fencing of public lands for private grazing must be stopped, but the necessity which occasioned it must be provided for. The federal government should have control of the range, whether by permit or lease, as local necessities may determine. Such control could secure the great benefit of legitimate fencing, while at the same time securing and promoting the settlement of the country. In some places it may the homesteads of actual settlers should be allotted to them severally or a lease system would serve the purpose, the leases to be temporary and subject to the rights of settlement and the amount charged being large enough merely to permit of the efficient and beneficial control of the range by the government and of the payment to the county of the equivalent of what it would otherwise receive in taxes., The destruction of the public range will continue until some such laws as these are enacted. Fully legislation and especially a sufficient appropriation to permit the department es of entries on the ground before they pass into private ownership. The government should part with its title only to the actual homemaker, not to