DESERET EVENING NEWS TUESDAY DECEMBER 7 1905



PANAMA CANAL CONSTRUCTION.

MESSAGE OF

PANAMA CANAL CONSTRUCTION. PANAMA CANAL CONSTRUCTION. The policy of paying for the construc-tion of the Panama canal, not out of current revenue, but by bond issue, was adopted in the Spooner act of 1902 and there seems to be no good reason for departing from the principle by which a part at least of the burden of the cost of the canal shall fall upon our posterity who are to enjoy it; and there is all the more reason for this view be-cause the actual cost to date of the current cost of engineering and con-structing will be \$297,766,000 instead of \$139,705,200, as originally estimated. In addition to engineering and construc-tion, the other expenses including san-tiation and government and the amount-pad for the properties, the franchise, increase the cost by \$156,45000, to more than \$275,210,000. The increase in the cost of engineering and construction is plue to a substantial enlargement of the plan of construction by widening the canal to feet in the Culebra cut and by increasing the dimensions of the plan of the work to be done in the original plan, and to an under-es-timate of the cost of labor and ma-terials, both of which have greatly en-hanced in price since the original estimate was made. ESTIMATES CUT DOWN.

ESTIMATES CUT DOWN.

ESTIMATES CUT DOWN. In order to avoid a deficit for the en-sing fiscal year, I directed the heads of departments in the preparation of their estimates to make them as low as possible consistent with imperative governmental necessity. The result has been as I am advised by the secretary of the treasury, that the estimates for the treasury, that the estimates for the capenses of the government for the next fiscal year ending June 30, 1911, are less than the appropriations for this current fiscal year by \$42,818,000. So far as the secretary of the treasury is able to form a judgment as to the fu-ture income and compare it with the expenditures for the next fiscal year ending June 30, 1911, and excluding pay-ments on account of the Panama canal, which doubtless would be taken up by bods, there will be a surplus of \$35,-031,000.

bureaus which, if extended to the en-tire government, must occupy two or more years, https beeen to show much room for improvement and opportunity for substantial reductions in the cost and increased efficiency of administra-tion. The object of the investigation is to devise means to increase the av-erage efficiency of each employe. There is great room for improvement toward this end, not only by the re-organiza-tion of bureaus and departments and in the avoidance of duplication, but also in the treatment of the individual em-ploye.

C clopedia of the terms used and arti-cles enbraced in the tariff law, and to secure information as to the cost of production of such goods in this coun-try and the cost of their production in foreign countries. I have therefore ap-pointed a tariff board consisting of three members and have directed them to perform all the duties above describ-ed. This work will perhaps take two or three years, and I ask from Con-gress a continuing annual appropria-tion caval to that already made for its prosecution. I believe that the work of this board will be of prime utility-and importance whenever Congress shall deem it wise again to re-adjust the customs duties. made as that their separation from the service shall be easy and incitable. It is impossible to make such provisions unless there is adopted a plan of civil pensions.

IF DUTIES ARE EXCESSIVE.

REDUCTION IN WAR

DEPARTMENT ESTIMATES

CIVIL PENSION LIST.

CIVIL PENSION LIST. Most of the great industrial organiza-tions, and many of the well conducted trailways of this country, are coming to the conclusion that a system of pen-sions for old employes, and the sub-stitution therefor of younger and more energetic servants, promotes both econ-omy and effic-nearly or administration. I am aware that there is a strong feeling in both houses of Congress, and also in the country, against the estab-lishment of civil pensions, and that this has naturally grown out of the heavy burden of military pensions, which it has always been the policy of our gov-ernment to assume; but I am strongly convinced that no other practical solu-tion of the difficulties presented by the superannuation of civil servants can be pensions. The business and expenditures of the IF DUTIES ARE EXCESSIVE. If the facts secured by the tariff board are of such a character as to show generally that the rates of duties imposed by the present tariff law are excessive under the principles of pro-tection as described in the platform of the successful party at the late election. I shall not hesitate to invite the attention of Congress to this fact and to the necessity for action predi-cated thereon. Nothing, however, halts business and interfores with the course of prosperify so much as the threaten-ed revision of the tariff, and until the facts are at hand, after careful and deliberate investigation, upon which taken, it seems to me unvise to at-tion that creeps into arguments pro and con in respect to tariff rates is such as to require the kind of inves-tigation that I have directed the tariff bard to make, an investigation under-taken by it which the facts may have in eaching for a readjustment of the attes of duty.

pensions. The business and expenditures of the

pensions. The business and expenditures of the government have expanded enormously since the Spanish war, but as the rev-enues have increased in nearly the same proportion as the expenditures until re-cently, the attention of the public, and of those responsible for the government has not been fastened upon the question of reducing the cost of administration. We cannot, in view of the advancing prices of living, hope to save money by a reduction in the standard of salaries paid. Indeed, if any change is made in that regard, an increase rather than a decrease will be necessary; and the only means of economy will be in reducing the number of employes and in obtain-ing a greater average of efficiency from those retained in the service. Close investigation and study needed to make definite recommendations in this regard will consume at least two years. I note with much satisfaction the the organization in the senate of a committee on public expenditures, charged will the duty of conducting such an investigation, and I tender to that committee all the assitance which the excentive branch of the govern-ment can possibly render. FRAUDS IN THE COLLECTION

the probing by the treasury department and the department of justice, as pro-posed, might by giving immunity and otherwise prove an embarrassment in securing conviction of the guilty par-tice.

base at Pearl Harbor, near Honolulu, and not in the Philippines. This does not dispense with the necessity for the comparatively small appropriations re-quired to finish the proper coast fenses in the Philippines now under construction on the island of Corregi-dor and elsewhere or to complete a suitable repair station and coaling sup-ply station at Olongapo, where is the doating dock "Dewey." I hope that this recommendation of the joint board will end the discussion as to the comnoating dock "Dewey I hope that this recommendation of the joint board will end the discussion as to the com-parative merits of Manila Bay and Olongapo as a naval station and will lead to prompt measures for the prop-er equipment and defense of Pearl harbor.

VOYAGE OF BATTLESHIP FLEET AROUND THE WORLD

THEET AROUND THE WORLD The return of the battleship flect from its yoyage around the world, in more efficient condition than when it started, was a noteworthy event of interest alike to our citizens and the naval authorities of the world. Be-sides the beneficial and far-reaching effect on our personal and diplomatic relations in the countries which the heet visited, the marked success of the ships in steaming around the world in all weathers on schedule time has increased respect for our navy and has added to our national pres-tige.

has increased respect for our navy and has added to our national pres-tige. Our enlisted personnel recruited from all sections of the country is young and energetic and representa-tive of the national spirit. It is, more-over, owing to its intelligence, capable of, quick training into the modern man-of-wars men. Our offleiers are earnest and zealous in their profes-sion, but it is a regrettable fact that the higher offleers are old for the responsibilities of the modern navy, and the admirals do not arrive at hag rank young enough to obtain ade-quate training in their dutles as flag offleers. This need for reform in the navy has been ably and earnestly pre-sented to Congress by my predecessor, and I also urgently recommend the subject for consideration.

REORGANIZATION OF OFFICERS Early in the coming session a com-prehensive plan for the re-organiza-tion of the officers of all corps of the navy will be presented to Congress, and I hope it will meet with action suited to its urgency.

REDUCED ESTIMATES.

REDUCED ESTIMATES. While the necessity for economy in expenditures, I have directed the internet of recommendations for naval appropriations so that they are stimuled to two firstclass battleships and one repair vessel. The set of a navy is for military purposes, and there has been found by the fleet. The secretary of the fleet the lack of responses to add leciding importants of the department. To secure these results he has insurated a tentative organization of the navy yards, all of which have been found by the attorney. They approved the execution of the greater with the secure of the secure of a tentative organization of the secure of the greater with the military between co-ordinate branches of the department. To secure these results he has insurated a tentative organization of the navy yards, all of which have been found by the attorney. There approved the execution of the greater of the greater with the secure of the greater of the greater. NAVAL OBSERVATION.

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The scretary of the treasury of t

DEPARTMENT ESTIMATES DEPARTMENT ESTIMATES In the interest of immediate economy and because of the prospect of a deficit i have required a reduction in the esti-mates of the war department for the coming fiscal year, which brings the to-tal estimates down to an amount §15,-out of the war department for the coming fiscal year. This could only be accomplished by cutting off new projects and suspending for the period of one year all progress in military matters. For the same reason T have directed that the army shall not be recruited up to its present authorized strength. These measures can hardly be more than temporary-to last until our revenues are in better condition and until the whole question of the expediency of adopting a definite mili-lary policy can be submitted to Con-gress, for I am sure that the interests of the military establishment are seri-ously in need of careful consideration by congress. The laws regulating the organization of our armed forces in the syndic so as to produce a force which would be more consistently apportioned throughout its numerous branches. To explain the circumstances upon which this opinion is based would necessitate a lengthy discussion and I postpone it until the first convenient opportunity shall arise to send to Congress a special message upon this subject. **NEEDED CHANGES**

I uberculosis

Plenty of fresh air, moderate exercise, sleeping in the open air under cover, and a nourishing diet, are all good and helpful, but the most important of all is



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posed in such procedure upon the pri-vate litigants and upon the public treasury and make recommendations with a view to simplifying and expe-diting the procedure as far as possible and making it as inexpensive as **may** be to the litigants of little means.

INJUNCTION WITHOUT NOTICE.

The platform of the successful party in the last election contained the fol-lowing:

in the last election contained the fol-lowing: "The Republican party will uphold at all thmes the authority and integrity of the courts, state and federal, and will ever insist that their powers to enforce their process and to protect life, liberty and property shall be preserved inviolate. We believe, however, that the rules of procedure in the federal courts with respect to the issuance of the writ of injunction should be more accurately defined by statute, and that no infunction or temporary restraining order should be issued without notice except where irreparable injury would be caused from delay, in which case a speedy hearing thereafter should be granted."

spect to the jail, the conditions of which are still antiquated and unsani-tary. I earnestly recommend the pas-sage of a sufficient appropriation to en-able a thorough re-modeling of that institution to be made without delay. It is a reproach to the national gov-ernment that almost under the shadow of the capitol dome prisoners should be confined in a building destitute of the ordinary decent appliances requi-site to cleanliness and sanitary condi-tions.

BUSINESS OF THE POSTOFFICE DEPARTMENT

POSTOFFICE DEPARTMENT The deficit every year in the post-office department is largely caused by the low rate of postage of 16 cent a pound charged on second class mail matter, which includes not only news-papers but magazines and miscel-laneous periodicals. The actual loss growing out of the transmission of this second class mail matter at 1 cent a pound amounts to about \$65,000,000 a. year. The average cost of the trans-portation of this matter is more than 9 cents a pound. It Repears that the average distance over which newspapers are delivered to their customers is 291 miles, while the average haul of magazines is 1,049, and of miscellaneous periodicals 1,128 miles.

HAUL OF MAGAZINES. HAUL OF MAGAZINES. Thus, the average haul of the maga-zine is three and one-half times and that of the miscellaneous periodical nearly four times the haul of the daily newspaper, yet all of them pay the same pastage rate of 1 cent a pound. The statistics of 1907 show that second class mail matter constituted 53.91 per cent of the weight of all the mail and yielded only 519 per cent of the reve-nue.

The figures given are startling, and show the payment by the government of an enormous subsidy to the news-papers, magazines and periodicals, and

Congress may well consider whether radical steps should not be taken to reduce the deficit in the postoffice da-partment caused by this discrepancy between the actual cost of transporta-tion and the compensation exacted therefor.

LAST YEAR'S DEFICIT.

therefor. LAST YEAR'S DEFICIT. The total deficit for the last fascal year in the postoffice department amounted to \$17,500,000. The branchey of its business which it did at a loss were the second-class mail service in which the loss as already said, was \$55,00,000 and the free rural defivers in which the loss was \$25,000,000. These to the letter postage and other sources of he letter postage and other sources to the loss upon second-class nail watter, at least to the extent of po-venting a deficit in the total operation of the bostoffice department. Agreent saving might be meder mounting to much more than half of the loss, by imposing upon magazines and periodicals a histor rate of post-portion of advertising to reading mai-ter, and the average distance of their ransportation is three and a half times. Mess, not unmindful of the spread of the low substance is a big to the spread of the source which a low charge for cer-rying newspapers and periodicals as-sisted. I very much doubt, however, the wisdom of a policy which constitutes to large a subley and requires addi-tonal the averne times for the spread of the low and uperiodically and requires addi-so arge a subley which constitutes to large a subley and requires addi-tional triation to meet it. POSTAL SAVINGS EANKS.

POSTAL SAVINGS BANKS.

The second subject worthy of men-tion in the postoffice department is the real necessity and entire practicability of establishing postal savings banks. The successful party at the last election declared in favor of postal savings

(Continued on page seven.)



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RECLASSIFICATION OF THE CIVIL SERVICE

THE CIVIL SERVICE Toder the present system it constant-by happens that two employes receive the same salary when the work of one is far more difficult and important and exacting than that of the other. Super-for ability is not rewarded or en-fouraged. As the classification is now onlifely by salary, an employe often the same substantiation of the same rises to the highest class while doing the caslest work for which alone he may be fitted. An investigation ordered by my predecessor resulted in the recommendation that the civil services be clossified according to the kind of work, so that the work requiring the most application and knowledge and ability shall receive most compensation. I believe such a change would be fairer to the whole force and would be fairer to the whole to the personnel of the service. More than this, every reform directed

When the whole torte and the word of the service. More than this, every reform directed toward the improvement of the average efficiency of government employes must depend upon the ability of the executive to eliminate from the government serv-ice those who are inefficient from any cause, and as the degree of efficiency in all the departments is much lessened by the retention of old employes who have outlived their energy and useful-ness, it is indispensable to any proper system of economy that provision be

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MAXIMUM AND MINIMUM CLAUSE IN TAIFF ACT

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USES OF THE NEW TARIFF.

USES OF THE NEW TARNFF. The new tariff law enables me to ap-point a tariff board to assist me in connection with the department of state in the administration of mini-mum and maximum chause of the act-and also to assist officers of the gov-ernment in administration of the hav-and understanding of the nature of the facts which should be considered in discharging the functions imposed upon the executive show that I have the power to direct the tariff board to make a comprehensive glossary and enwell as the skin.

which the advancement of all may be accelerated by the effective elimina-tion of a definite proportion of the least efficient. There are in every army, and certainly in ours, a number of officers who do not violate their duty in any such way as to give reason for a court. martial or dismissal, but who do not show such aptitude and skill and char-acter for high command as to justify their remaining in the active service to be promoted. Provision should be made by which they should be retired on a certain proportion of their pay, increas-ing with their length of service at the time of retirement. There is now a personnel law for 'he navy which itself needs amendment and to which I shall make further ref-erence. Such a law is needed quite as much for the army. COAST DEFENSE.

COAST DEFENSE.

COAST DEFENSE. The coast defenses of the United States proper are generally all that could be desired, and in some respects they are rather more elaborate than under present conditions are needed to stop an enemy's fleet from entering the harbors' defended. There is, however, one place where additional defense is badly needed, and that is at the mouth of Chesapeake bay, where it is pro-posed to make an artificial island for a fort which shall prevent an enemy's fleet from entering this most impor-tant strategical base of operations on the whole Atlantic and gulf coasts. I hope that appropriate legislation will be adopted to secure the construction of this defense. PHILIPPINE NAVAL BASE

PHILIPPINE NAVAL BASE. PHILiPPINE NAVAL BASE. The military and naval joint board have unanimously agreed that if would be unwise to make the large expenditures which at one time were contemplated in the establishment of a naval base and station in the Philip-pine islands and have expressed their judgment, in which I fully concur. In favor of making an extensive naval





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DEPARTMENT OF JUSTICE

AND THE LAW'S DELAY

deplorable delays in the admin-The deplorable delays in the admin-istration of civil and criminal law have received the attention of committees of the American Bar association and of many state bar associations, as well as the considered thought of judges and jurists. In my judgment, a change in judicial procedure with a view to reducing its expense to private liti-gants in civil cases and facilitating the dispatch of business and final decision in both civil and crim-inal cases, constitutes the greatest need in our American Institutions. The

LAWLESS VIOLENCE.

LAWLESS VIOLENCE. I do not doubt for one moment that much of the lawless violence and cruel-ty exhibited in lynchings is directly due to the uncertainties and injustice growing out of the delays in trials, judgments, and the executions thereof by out courts. Of course, these re-marks apply quite as well to the admin-istration of justice is state courts as to that in federal courts, and without making invidious distinction it is per-haps not too much to say that, speak-ing generally, the defects are less in the federal courts than the state courts. But they are great in the federal courts. The expedition with which bus-lines is disposed of both in the civil and the criminal side of procedure makes the delays in our courts seem archaic and barbarpus. The procedure in the federal courts should furnish an exam-ple for the state courts. I presume it is impossible, without an amendment to the Constitution, to unite under one form of action the proceedings at com-mon law and proceedings in equity in the federal courts, but it is certainly not impossible by a statute to simplify and impossible by a statute to simplify and impossible by a statute to simplify and make short and direct the pro-cedure both at law and in equity in those courts.

SUPREME COURT JURISDICTION.

and position.

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SUPREME COURT JURISDICTION. It is not impossible to cut down still more than it is cut down, the jurisdic-tion of the supreme court, so as to con-ine it almost wholly to statutory and constitutional questions. Under the present statutes the equity and admir-alty procedure in the federal courts is under the control of the supreme court, but in the pressure of business to which that court is subjected, it is im-possible to hope that a radical and procedure can be brought about. It in from the appointment by the presi-dent of a commission with authority to examine the law and equity proced-ure of the federal courts of first in-stance, the law of appeals from those courts to the courts of appeals and to the supreme court, and the costs tm-

LUMBIA. My predecessor transmitted to the Congress a special message on Jan. 11, 1909, accompanying the report of com-missioners theretore appointed to in-vestigate the jail, workhouse, etc., in the District of Columbia, in which he directed attention to the report as set-ting forth vividly, "the really outrage-ous conditions in the workhouse and jail." The construction of the really outrage-ous conditions in the workhouse and jail." The Congress has taken action in pursuance of the recommendations of that report and of the president, to the extent of appropriating funds and en-acting the necessary legislation for the establishment of a workhouse and re-formatory. No action, however, has been taken by the Congress with re-