

favor are essential to the preservation of a government of laws as distinguished from a government of men.

#### THE DEPARTMENT OF AGRICULTURE

The democratic party has generously shown its appreciation of the importance of agriculture. The year before it assumed charge of the government the aggregate of all the appropriations for the activities of the federal government in relation to agriculture was \$24,077,000. The amount appropriated for the fiscal year 1917 for similar purposes is approximately \$36,129,000, an increase of over 50 per cent; and two of the laws enacted during the last three years, the Co-operative Agricultural Extension act and the Federal Aid Road act, involve large annual increases, the former of \$500,000 a year until 1922-23, and the latter of \$5,000,000 annually for four years, each necessitating contributions of equal amounts from the states working in co-operation with the federal government.

Particular pains have been taken to foster production through every promising approach. Greatly increased provision has been made for improving cultural methods, for increasing varieties of staple crops and introducing new ones, for encouraging standardization, for introducing drought and insect-resisting plants, and especially for eradicating and controlling plant and animal diseases. Careful thought has been given to the matter of increasing the meat supply of the nation.

But it was obvious that no less important than the securing of additional information for farmers was the problem of conveying it to them and of inducing them to apply it, and that it was little short of criminal to spend millions of dollars to acquire valuable information and not to use every possible efficient agency available for placing it at the disposal of the rural population as promptly as possible. Therefore, immediately the department of agriculture attacked this problem. The printed matter of the department was thoroughly revised and made more practical and useful and the office of information was organized.

#### AGRICULTURAL EXTENSION ACT

Furthermore, it was recognized that the printed page is not the most efficient educational medium but that personal contact is requisite; that the demonstration method is the most effective way of reaching the farmer. This idea was embodied in the co-operative agricultural extension act, approved May 8, 1914. This piece of legislation is one of the most significant and far reaching measures for the education of adults ever adopted by any government. Its aim is to take the results of the latest research and best practice in agriculture and home economics directly to the farmer and his family. One of its purposes was to prevent friction, jealousy, duplication of work, and waste; and two years of administration of the act justifies the assertion that it is accomplishing its purposes. When the act is in full operation, there will be expended for the education of the rural population in agriculture and home economics from eleven to fourteen millions of dollars annually. This sum will be sufficient to place in each of the 2,850 rural counties of the Union two farm demonstrators and specialists who will assist the demonstrators in the more difficult problems confronting them.

While the problems of production continue to be vital and important, it was clear that further production in many directions waited on better distribution and that in this field were involved fundamental problems of justice and injustice which demanded solution. No systematic attention had been given by any agency or individuals to the pressing problems in the field of the economics of agriculture. In the first place, provision was made promptly for the creation of an office of markets and rural organization. Beginning with a modest sum, the appropriations for this office, including those for enforcing new laws designed to promote better marketing, have increased to \$1,200,000. Quickly an effective organization was developed and has been engaged in making market surveys, studying methods and costs, transportation and storage problems, city marketing and distribution, the establishment and promulgation of market grades and standards, and co-operation in production, marketing, and finance. Since the problems of those engaged in producing and marketing perishables were especially ur-

gent, plans were formulated to assist these producers through a market news service. The democratic congress has made available for this undertaking the sum of \$137,000. Effective assistance has been given to groups of producers in many areas. A similar service for live stock will be inaugurated during the year, an appropriation of \$65,000 having been made available for the purpose.

#### FEDERAL FARM LOAN ACT

It was recognized that even though the individual farmers were thoroughly efficient and community co-operation were established, the problems of production and marketing could not be solved adequately and justly because of conditions over which neither the individual nor the community had the requisite control. It was obvious to them that these conditions could be established only by legislation. The necessary measures have been devised to meet these conditions. The Federal Reserve act authorized national banks to lend money on farm mortgages and recognized the peculiar needs of the farmer by giving his paper a period of maturity of six months. But this action did not place him in a position of equality with the merchant, manufacturer, or other citizen in urban communities and in the field of industry. It was essential that banking machinery be devised which would reach intimately into the rural districts, that it should operate on terms suited to the farmer's needs, and should be under sympathetic management. The need was for machinery which should introduce business methods into farm finance, bring order out of chaos, reduce the cost of handling farm loans, place upon the market mortgages which would be a safe investment for private funds, attract into agricultural operations a fair share of the capital of the nation, and lead to a reduction of interest. These needs and these ideals have been met by the enactment of the Federal Farm Loan act, approved July 17, 1916.

At the same time the problem of establishing standards on which producers of farm products might trade, or supervising the trading in staple crops and the operations on futures exchanges, and of developing a better system of warehouses was attacked. The farmers have been in a position singularly different from the producers of other products. Among the difficulties confronting them in the distribution of their products have been the lack of generally known or accepted standards for staple crops on which to trade, the absence of a system for ascertaining commercial differences actually prevailing in the markets, the inadequacy of storage facilities, and the difficulty of securing storage certificates easily available as collateral for loans. These difficulties will be overcome in large measure through the operation of the Federal Farm Loan act, the Cotton Futures act, the United States Grain Standards act, and the United States Warehouse act. Under the Cotton Futures act, standards for cotton have been established, the operations of the futures exchanges have been supervised, and the sale of cotton has been put upon a firmer basis. The United States Grain Standards act aims to bring about uniformity in the grading of grain, and to enable the farmer to obtain fairer prices for his product and afford him financial incentive to raise better grades of grain. The United States Warehouse act will enable the department of agriculture to license bonded warehouses in the various states. It will make possible the issuance of reliable warehouse receipts which will be widely and easily negotiable and will promote the standardizing of storages and of marketing processes.

#### FEDERAL AID ROAD ACT

Of no less importance for agriculture and for the national development is the Federal Aid Road Act, approved July 11, 1916. This measure will conduce to the establishment of more effective highway machinery in each state, strongly influence the development of good road building along right lines, stimulate larger production and better marketing, promote a fuller and more attractive rural life, add greatly to the convenience and economic welfare of all the people and strengthen the national foundations. This bill meets the requisites of sound legislation and practice. It provides for co-operation between the federal and state government and gives the people the advantage of the best thought of the experts of both jurisdictions. It contemplates the expenditure within five years

from federal and states sources of \$160,000,000 in the country at large and of \$10,000,000 additional out of the federal treasury in the national forests. It will develop the requisite machinery for safeguarding the expenditure of every dollar already provided by the people of the nation.

It is estimated that at present the equivalent of \$225,000,000 is being expended for roads and it is also stated that perhaps fifty per cent of this is uneconomically expended. It may be confidently predicted that, as a result of the act, vast improvements will be made in the expenditure of funds for roads and that the nation will have more ample guaranty that it will get its full value in this direction.

#### THE NAVY UNDER THE WILSON ADMINISTRATION

For genuine results the navy under Wilson's administration has more than measured up to expectations—even the abnormal expectations that prevail as a result of unsettled political conditions the world over. These accomplishments have been real. They are the result of persistent and laborious effort with but one aim in view—an efficient navy, adequate for the defence of our coasts against any possible enemy.

Worthy of first mention is the policy of a continuing building program, the first in the history of the American navy, adopted by the Sixty-fourth congress, which provides 157 new warships within three years, ships of a class that will give the navy a poise and balance that it has heretofore lacked due to the customary haphazard plan of yearly construction programs. This policy complies for the first time with the recommendations of the general board made in 1903 for a comprehensive and continuing building program, and will under existing conditions give us a navy second only to that of England. Of these 157 ships ten are to be dreadnaughts and six battle cruisers. This administration has a record of thirteen capital ships authorized in the first three years of its existence. The enlisted personnel has been increased by authority of congress from 51,500 to 79,000 in peace and to 87,000 in emergency. The navy was left short of officers and men by preceding administrations. The Sixty-third congress extended the lapsed law providing for two midshipmen to be appointed by each member of congress, by means of which 300 midshipmen were enabled to enter the naval academy during the past two years. The Sixty-fourth congress increased the number of midshipmen to be appointed by each congressman and senator from two to three, making 531 additional appointments immediately available, or a total of more than 800 additional midshipmen provided for in the first three years of the present administration. Sufficient officers and men are now assured to man all the ships built or provided for in the continuing program.

#### PROMOTIONS FOR ENLISTED MEN

A new spirit has been instilled into the enlisted personnel by opening doors for their promotion. A law has been enacted providing for the appointment by the secretary of the navy of 25 enlisted men annually to Annapolis, upon their passing the required examinations. Already 28 have been appointed under this authority, and the indications are that more will pass the required examinations than it will be possible to appoint. Thirteen enlisted men have been promoted to ensigns during Wilson's three years as against only three in Taft's four years, after having passed the required examinations. Fifteen have been appointed assistant paymasters and 64 to the position of pay clerk, which grade numbering over 200 will from now on be filled exclusively by appointments from the ranks of enlisted men. These promotions of enlisted men are due largely to the increased facilities for study provided by the present administration both on shore and aboard ships. In addition enlisted men are eligible to appointment in the aviation corps. The attractiveness of the naval service has been so enhanced in the past three years that instead of a deficit in the number of enlisted personnel that existed in the former administration, there has at times been a waiting list of eligibles for enlistment. There is more inducement now for young men to enter the navy. Of men honorably discharged 85 per cent are now re-enlisting as compared with 52 per cent under Taft's administration, and desertions have fallen off from 216 to less than 90 per month. The corps of chaplains had not