



SWIMMING AFTER SOUND.

It is the business of the bellman to ring his bell as often as possible without being captured by the blindfolded pursuers he lures from place to place by the sound. He rings his bell, swims to a fresh position, rings again, and so on. At times, after ringing, he will dive under his eager pursuers, appear behind them and ring once more, to their astonishment and confusion. Then he is off again on a new tack.—Illustrated London News.

To the Senate and the House of Representatives:

The relations of the United States with all foreign nations have continued upon the normal basis of amity and good understanding, and are very generally satisfactory.

Pursuant to the provisions of the general treaty of arbitration concluded between the United States and Great Britain, April 4, 1908, a special agreement was entered into between the two countries on January 27, 1909, for the submission of questions relating to the fisheries on the North Atlantic coast to a tribunal to be formed from members of the permanent court of arbitration at The Hague.

The American rights under the fisheries article of the treaty of 1818 have been a cause of difference between the United States and Great Britain for nearly seventy years. The interests involved are of great importance to the American fishing industry, and the final settlement of the controversy will remove a source of constant irritation and complaint.

The treaty between the United States and Great Britain concerning the Canadian international boundary, concluded April 11, 1908, authorizes the appointment of two commissioners to define and mark accurately the international boundary line between the United States and the Dominion of Canada in the waters of the Passamaquoddy bay, and provides for the exchange of briefs within the period of six months.

The international fisheries commission appointed pursuant to and under the authority of the convention of April 11, 1908, between the United States and Great Britain, has completed international regulations for the protection and preservation of the food fishes in international boundary waters of the United States.

The regulations will be duly submitted to Congress with a view to the enactment of such legislation as will be necessary under the convention to put them into operation.

The convention providing for the settlement of international differences between the United States and Canada, including the appointment of the two countries of certain of the boundary waters and the appointment of commissioners to define and mark accurately the international boundary line between the two countries, was ratified on the 11th day of January, 1909, and to the ratification of which the Senate gave its advice and consent on March 2, 1909, has not yet been ratified on the part of Great Britain.

Commissioners have been appointed on the part of the United States to act jointly with commissioners on the part of Canada in examining into the question of obstructions in the St. John River between Maine and New Brunswick and to report thereon to the President for the regulation of the uses thereof, and are now engaged in this work.

Negotiations for an international conference on the subject of seals in the North Pacific are in progress with the governments of Great Britain, Japan and Russia. The attitude of the governments interested leads me to hope for a satisfactory settlement of the question of uniformity in the protection of seals, and the ultimate outcome of the negotiations.

His Majesty Mehmed V, Sultan of Turkey, recently sent to this country a special embassy to mark his accession to the throne. The quick transition from the government of the Ottoman empire from one of retrograde tendencies to a constitutional government with a Parliament and with programs for public policies of reform and public improvements is one of the important phenomena of our times.

Constitutional government seems to be making further advance in Persia. These events have turned the eyes of the world upon the Near East. In that region the movement toward a republic has spread widely through the peaceful influence of American schools, universities and missionaries. There is every reason to believe that a greater share of the commerce of the Near East since the conditions are more favorable now than ever before.

Our Latin American Neighbors.

To-day, more than ever before, American capital is seeking investment opportunities in Latin America. The products are more and more generally sought for foreign markets. As a consequence, in all countries there are American citizens and American investments to be protected, on occasion, by their government.

These movements of men, of capital, and of commodities bring peoples and nations closer together and afford bonds of mutual dependency, as they must naturally sometimes make passing points of friction. The Pan-American policy of this government, which has been fixed in its principles and remains unchanged. With the changed circumstances of the United States and of the republics to the south, however, which have great natural resources, stable government and progressive ideals, the apprehension which gave rise to the Pan-American policy has nearly disappeared, and neither the doctrine as it exists nor any other doctrine of American policy should be permitted to operate for the perpetuation of irresponsible government, the escape of just obligations, or the insidious allegation of dominating ambitions on the part of the United States.

My meeting with President Diaz and the greeting exchanged on both American and Mexican soil served, I hope, to signalize the close and cordial relations which so well bind together this republic and the great republic immediately to the south, between which there is so vast a network of material interests.

I am happy to say that all but one of the cases which for so long vexed our relations with Venezuela under the treaty which is in question, and which acted, under the enlightened regime now directing the government of Venezuela, provision has been made for the settlement of the remaining case before The Hague tribunal. On July 30, 1909, the government of Panama, after considerable negotiations, has agreed to the settlement of the American officers and sailors who were brutally treated, one of them having indeed been killed by the Panamanian police. The settlement of the remaining case before The Hague tribunal, and the assurance has been received that no negotiations

injuriously affecting the situation will be undertaken without consultation. The collection of the customs of the Dominican Republic through the general treaty of customs appointed by the President of the United States in accordance with the convention of February 8, 1907, has proceeded in an uneventful and satisfactory manner.

Many years ago diplomatic intervention became necessary to the protection of the interest in the American claim of Alsop and company against the government of Chile. The government of Chile had frequently admitted obligation in the case and had promised to have an arbitration to do so through an arbitral commission, which failed through lack of jurisdiction. Now, happily, as the result of the recent diplomatic negotiations, the commitments of the United States and Chile, actuated by the sincere desire to free from any strain those cordial and friendly relations upon which both sides have so ably attempted to do so through an arbitral commission, to definitive settlement by His Britannic Majesty, Edward VII.

Since the Washington convention of 1907 were communicated to the government of the United States as a consulting and advising party, this convention has been almost continuously in force. It has been a source of profit in turn by all of the five Central American republics, to exert itself for the maintenance of the conventions. Nearly every complaint has been against the Zelaya government of Nicaragua, which has kept Central America in constant tension or turmoil. The resolutions made in the representations of Central American republics, as due from the United States on account of its relation to the Washington convention, have been at all times conservative and have avoided, so far as possible, any semblance of interference, although it is very apparent that the considerations of geographic proximity to the Canal zone and of the very substantial American interests in Central America give to the United States a special position in the zone of these republics and in the Caribbean Sea.

I need not rehearse here the patient efforts of this government to promote peace and welfare among these republics, which are fully appreciated by the majority of them who are loyal to their true interests. It would be no less unnecessary to rehearse here the sad tale of unseemable barbarities and oppression which have been committed by the Zelaya government. Recently two Americans were put to death by order of President Zelaya, and the bodies of the victims were exhibited in public places. The organized forces of a revolution which had continued many weeks and was in control of about half of the republic, and the monstrous and modern unbridled practices of civilized nations, they were entitled to be dealt with as prisoners of war.

At the date when this message is presented to you, the United States has terminated diplomatic relations with the Zelaya government, for reasons made public in a communication to the former government, which is dated and intended to take such future steps as may be found most consistent with its dignity, its duty to American interests and its duty to the people of Central America and to civilization. It may be necessary for me to bring this subject to the attention of the Congress in a subsequent report. The International Bureau of American Republics has carried on an important and increasing work during the past year, and has performed its peculiar functions as an international agency, maintained by all the American republics for the development of Pan-American commerce and friendship. American has accomplished a great practical good which could be done in the same way by no individual department or bureau of our government, and which, therefore, deserving of your hearty support. The fact that it is about to enter a new building, erected through the munificence of an American philanthropist, and the approval of all the American nations, whose both its efficiency of administration and expense of maintenance will naturally be much appreciated, further entitles it to such recognition.

Relations in the Far East.

In the Far East this government preserved unenhanced its policy of supporting the principle of equality of opportunity and scrupulous respect for the rights and interests of all nations, to which policy are pledged the interested powers of both east and west.

Our traditional relations with Japan, which have been friendly and cordial, and which have been maintained on a basis of mutual respect and equality, have been further strengthened by the visit of the Japanese Emperor and his Imperial Highness Prince Kuniyoshi to the Hudson-Pulton celebration in New York. The Japanese business men as guests of the chambers of commerce of the Pacific slope, whose representatives had been so graciously received in Japan, have contributed to the growth of trade across the Pacific, as well as to that mutual understanding which leads to mutual appreciation and revenues.

Perhaps the most important question presented to the administration is that of economy in expenditures and sufficiency of revenues. The deficit of the last fiscal year, and the certain deficit of the current year, prompted Congress to throw the responsibility of the deficit on the secretary of the treasury, the duty of ascertaining all the estimates of the executive departments, bureaus, and offices, and the expenditures necessary in the ensuing fiscal year, and of making an estimate of the revenue of the government for the same period; and if a probable deficit is thus shown, to recommend the method by which such deficit can be met.

The preliminary expenditures for the current fiscal year ending June 30, 1910, will exceed the estimated receipts by \$74,975,420. If to this deficit is added the sum to be disbursed for the Panama canal, amounting to \$100,000,000, the total deficit on the public debt, the deficit of ordinary receipts and expenditures will be \$174,975,420. This deficit the secretary proposes to meet by the proceeds of bonds issued to pay the cost of constructing the Panama canal. I approve this proposal.

The policy of paying for the construction of the canal out of the current revenue, laid by bond issues, was adopted in the Spooner act of 1902, and is the policy which has been followed by the government since that time. It is a policy which is based upon the principle by which a part at least of the burden of the cost of the canal is to be borne by those who are to enjoy it; and there is all the more reason for this view because the canal is now half done and which will be completed Jan. 1, 1915, shows that the cost of the canal, including the cost of the Panama canal, is \$129,705,200, an amount which is not only estimated, but actually estimated. In addition to engineering and construction, such as building the canal, increase the cost by \$25,425,000, to a total of \$155,130,200. The increase in the cost of engineering and construction is due to a substantial enlargement of the plan of construction by widening the canal to 100 feet in the Culebra cut and by increasing the dimensions of the locks to the underestimates of the quantity of the work to be done under the original plan, and to an underestimate of the cost of labor and materials, both of which have greatly advanced in price since the original estimate was made.

In order to avoid a deficit for the ensuing 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 necessities. The estimates for the fiscal year ending June 30, 1911, are less than the appropriations for this current fiscal year by \$25,250,000. It is the duty of the secretary of the treasury to make a judgment as to future income and compare it with the expenditures for the next fiscal year ending June 30, 1911, and to report the result to the House of Representatives. There will be a surplus of \$25,250,000.

The present estimates of the needs of the departments and of the government have been cut to the quick, so to speak, and any attempt to increase them, Congress so often made in the past, will result in seriously hampering the progress of the nation.

The savings of the treasury points out what should be carefully noted in respect to this reduction in governmental expenditures for the next fiscal year, that the economies are two kinds: first, the saving in the permanent administration of the government, bureaus, and offices of the government; and second, the saving in the expenses of a post-payment of projects and improvements that ultimately will be paid for by the public, but which are now delayed with the hope that additional revenue in the future will permit their execution without producing a deficit.

I am aware that there is a strong feeling in both houses of Congress, and probably in the country, against the establishment of civil pensions, and that this feeling is based upon a just and sound basis. It is the policy of our government to provide for the needs of the military and naval forces, which it has always been the policy of our government to provide for, but which is not a practical solution of the difficulties presented by the superannuated civil servants and officers of the government, and of the civil servants and officers of the government, and of the civil servants and officers of the government, and of the civil servants and officers of the government.

I regret to refer to the fact of the discovery of extensive frauds in the collection of the customs revenue at New York City in which the subordinate employees in the weighing and measuring departments were directly concerned, and in which the American Sugar Refining Company and others were also implicated. The frauds consisted in the payment of duty on sugar and other goods, and the amount of the frauds was estimated at \$1,000,000. The frauds were discovered by the investigation of the frauds by Congress at present, pending the probing by the Treasury department, and the investigation of the frauds by Congress at present, pending the probing by the Treasury department, and the investigation of the frauds by Congress at present, pending the probing by the Treasury department.

The New Tariff Law.

Two features of the new tariff act call for special reference. By virtue of the clause known as the "Maximum and Minimum" clause, it is the duty of the executive to consider the interests of the people of other countries with reference to the protection and maintenance of the industries of the United States, and if the executive finds such interests to be unduly discriminated against, he is authorized to suspend the duties provided in the bill, and to substitute such duties as he may deem just and equitable. This power was exercised by the President with reference to the tariff on sugar, and it is believed that it will be exercised in other cases.

The new tariff law enables me to appoint a tariff board, which shall have jurisdiction over the tariff on sugar, and to suspend the duties provided in the bill, and to substitute such duties as he may deem just and equitable. This power was exercised by the President with reference to the tariff on sugar, and it is believed that it will be exercised in other cases.

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War and Navy Departments.

In the interest of immediate economy and because of the conditions of the war department for the coming fiscal year, which brings the total estimate down to an amount \$48,800,000 less than the corresponding estimates for last year, the secretary of the treasury has recommended a number of changes in the army, in all of which I concur. The coast defense of the United States, which is 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. The military and naval departments have generally agreed that it would be unwise to make the large expenditures which are now being made for the construction of a naval base and station in the Philippine Islands, and have expressed their preference for the construction of a naval base and station in the Philippine Islands, and have expressed their preference for the construction of a naval base and station in the Philippine Islands.

This does not dispense with the necessity for the comparatively small appropriations for the construction of a naval base and station in the Philippine Islands, and have expressed their preference for the construction of a naval base and station in the Philippine Islands.

The return of the battleship fleet from its voyage around the world, in more efficient condition than when it started, is an noteworthy event of interest alike to our citizens and the naval authorities of the world. Besides the beneficial and far-reaching effect on our personal and diplomatic relations in the countries which the fleet 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 prestige. Our enlisted personnel scattered throughout the world, and our country is young and energetic and representative of the national spirit. Owing to the necessities of economy in expenditures, I have directed the curtailment of recommendations for naval appropriations by \$2,500,000. The appropriations for the next fiscal year ending June 30, 1911, are less than the corresponding estimates of last year, and the request for new naval construction is limited to two first-class battleships and one repair vessel.

The use of a navy for military purposes has been discussed by the department of a military branch dealing directly with the military use of the navy, and the request for new naval construction is limited to two first-class battleships and one repair vessel.

The department of justice, in the administration of the law, has received the attention of committees of the American Bar Association and of the considered thought of judges and jurists. In my judgment, a change in judicial procedure with reference to the trial of cases involving private litigants in civil cases and constituting the dispatch of business and final disposition of the cases, and the establishment of a court of appeals in the United States, which would be a court of appeals in the United States, which would be a court of appeals in the United States, which would be a court of appeals in the United States.

I assume it is impossible, without an amendment to the constitution, to unite under the same law and procedure the equity and the law courts, but it is certainly not impossible to simplify the procedure in both law and equity in such a way as to be able to cut down still more the expense of litigation. It is the duty of the courts to see that the law is administered in the most efficient manner possible, and it is the duty of the courts to see that the law is administered in the most efficient manner possible.

The platform of the successful party in the last election contained the following: "We will uphold the authority and integrity of the courts, state, federal, and national, and we will enforce their process and to protect life, liberty, and property." It is the duty of the courts to see that the law is administered in the most efficient manner possible, and it is the duty of the courts to see that the law is administered in the most efficient manner possible.

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