

Taft's Message Is Sent to Congress

Currency Reform, Waterways, Creation of Body to Deal With Interstate Commerce and Other Topics Handled.

Government Expenditures and Revenues a Most Important Question—Relations With Other Nations, Nicaragua Excepted, Are Declared to Be Generally Satisfactory.

Washington, Dec. 7.—The president today transmitted to congress a message substantially as follows:

To the Senate and House of Representatives:

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

Europe.

Pursuant to the provisions of the general treaty of arbitration concluded between the United States and Great Britain, April 4, 1908, an 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 the government of permanent court of arbitration at The Hague.

In accordance with the provisions of the special agreement, signed October 4 last, submitted to the other and to the arbitral tribunal at The Hague, and the counter case of the United States is now in course of preparation.

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 70 years. The interests involved are of great importance to the American fishing industry, and the final settlement of the controversy will result in a permanent and constant irritation and complaint. This is the first case involving such great international questions which has been submitted to the permanent court of arbitration at The Hague.

The president tells of the sending of a commission to investigate the interests of the United States and its citizens in Liberia, the commission's report now being under examination by the department of state.

He also notes the invitation extended by the Norwegian government to take part in an international conference next year to devise means to remedy existing conditions in the Spitzbergen islands, and of its acceptance under certain reservations. Mention is made of several international conferences, and then the president urges that provision be made for American participation in the world's fair at Brussels next year. The questions arising out of the Belgian annexation of the Congo Free State, he says, are in a more hopeful stage.

Latin America.

The message speaks with enthusiasm of the settlement of the boundary dispute between Bolivia and Peru, and of the fourth Pan-American conference, to be held in Buenos Aires next July. Mention is made of the Argentine republic's great international agricultural exhibition, which is to open in May, 1910, and the president continues:

"To-day, more than ever before, American capital is seeking investment in foreign countries and American products are more and more generally seeking foreign markets. As a consequence, in all countries there are American citizens and American interests to be protected on occasion, by their government. These movements of men, of capital and of commodities bring peoples and governments closer together, and create bonds of peace and mutual dependency, as they also naturally sometimes make passing points of friction. The resultant increase in the subject of international relations with the Zelaya government, for reasons made public in a communication to the former Nicaragua charge d'affaires, and in respect to such future steps as may be found most consistent with its dignity, its duty to American interests and its moral obligations to Central America and to civilization.

The Far East.

In the far east this government preserves unchanged its policy of supporting the principle of equality of opportunity and respect for the integrity of the Chinese empire, to which policy are pledged the interested powers of both east and west.

Mention is made of the sending of students to America by the Chinese government, and of China's progress toward the eradication of the opium evil, and of this government's continued cordial relations with the Japanese empire.

The Department of State.

Favorable action by congress on the estimates submitted by the department of state is urged, especially legislation for the development and reorganization of the department to make it efficient in furthering our foreign trade. Improvement in the consular service is noted. Mr. Taft then says: "Under an act of August 5, 1909, as to August 5, 1909, I have appointed officials to assist the officers of the government in collecting information necessary to a wise administration of the consular service. As to questions of customs administration they are cooperating with the officials of the treasury department and as to matters of the needs and exigencies of our manufacturers and exporters, with the department of commerce and labor. In its relation to the domestic resources, stable government and progressive ideals, the apprehension which gave rise to the Monroe doctrine may be said to have nearly disappeared and neither the doctrine nor the fact that it is a doctrine of American policy should be permitted to operate for the perpetuation of irresponsible government, the escape of the nation from its obligations, or the domination of ambitious politicians on the part of the United States.

Beside the fundamental doctrines of our Pan-American policy there have grown up a realization of political interests, a community of institutions and ideals and a flourishing commerce. All these bonds will be greatly strengthened as time goes on and as facilities, such as the great bank soon to be established in Latin America, supply the means for building up the colossal intercontinental commerce of the future.

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 will exist between the two republics 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 have been settled within the past few months and that, under the enlightened regime now directing the government of Venezuela, provision has been made for arbitration of the remaining case before The Hague tribunal.

On July 30, 1909, the government of Panama agreed, after considerable negotiation, to indemnify the relatives of the American officers and sailors who were brutally treated, one of them having, indeed, been killed by the Panama police this year.

The sincere desire of the government of Panama to do away with a situation where such an accident could occur is manifest in the recent request in compliance with which this government has lent the services of an officer of the army to be employed by the government of Panama as instructor of police.

This government was obliged to intervene diplomatically to bring about arbitration or settlement of the claim of the Emery Company against Nicaragua, which it had long before been agreed should be arbitrated. A settlement of this troublesome case was reached by the signature of a protocol on September 15, 1909.

Many years ago diplomatic intervention became necessary to the protection of the American claim of Alop and Co. against the government of Chile. The government of Chile had frequently admitted obligation in the case and had promised to arbitrate the matter. There had been two abortive attempts to do so through arbitral commissions, which failed through lack of jurisdiction. Now, happily, as the result of the recent diplomatic negotiations, the governments of the United States and Chile, actuated by the sincere desire to free from the long and cordial and friendly relations upon which both sides have agreed by a protocol to submit the controversy to definitive settlement by the arbitral tribunal, Edward VII.

Since the Washington conventions of 1897 were communicated to the government of the United States as a consulting and advisory party, this government has been almost continuously called upon by one or another, and in turn by all of the five Central American republics, to exert itself for the maintenance of the peace and stability in the region. Nearly every complaint has been against the Zelaya government of Nicaragua, which has kept Central America in constant tension and turmoil. The responses made to the representations of the Central American republics due from the United States on account of its relation to the Washington conventions, have been at all times conservative and have not in any way shown any semblance of interference, although it is very apparent that the considerations of geographic proximity to the Canal Zone and the American interest in the United States a special position in the zone of these republics and the Caribbean Sea.

I need not rehearse here the patient efforts of this government to promote peace and welfare among these republics, efforts which have been met with opposition alleged to have been committed by the Zelaya government. Recently two Americans were put to death by order of President Zelaya himself. They were officers of the United States army, and their deaths had continued many weeks and was in control of about half of the republic, and as such, according to the terms of the Washington conventions, they were entitled to be dealt with as prisoners of war.

At the date when this message is printed, the relations between the United States and the Zelaya government, for reasons made public in a communication to the former Nicaragua charge d'affaires, and in respect to such future steps as may be found most consistent with its dignity, its duty to American interests and its moral obligations to Central America and to civilization.

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United States in the sense of the statute referred to. The great scope and complexity of this question, however, the obligation to lend all proper aid to our expanding commerce, is met by the expansion of the bureau of trade relations as well as the estimates for the department of state.

Government Expenditures and Revenues.

Persuaded that the most important question presented to this administration is that of economy in expenditures and sufficiency of revenue. The deficit of the last fiscal year, and the continuing deficit of the current year, prompted congress to throw a greater responsibility on the secretary of the treasury than had heretofore been declared by statute. This declaration imposes upon the secretary of the treasury the duty of assembling all the estimates of the various departments, bureaus, and offices, of the expenditures necessary in the ensuing fiscal year, and of making an estimate of the revenue to be derived therefrom for the same period; and a probable deficit is thus shown. It is made the duty of the president to recommend the method by which such deficit can be met.

The report of the secretary shows that the ordinary expenditures for the current fiscal year ending June 30, 1910, will exceed the estimated receipts by \$34,075,620. If to this deficit is added the sum to be disbursed for the Panama Canal, amounting to \$28,000,000, and \$1,000,000 for the public debt, the deficit of ordinary receipts and expenditures will be increased to a total deficit of \$73,075,620. 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 Panama Canal, not out of current revenue, but by bond issues was adopted in the Sherman act of 1898, and there seems to be no good reason for departing from the policy 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 because the actual cost to date of the canal, which is now half done and which will be completed January 1, 1915, shows that the cost of engineering and construction will be \$297,765,000, instead of \$133,705,200, the originally estimated. In addition to engineering and construction, the other expenses, including the cost of the interest, the franchise, and the privilege of building the canal, increase the total cost to a total of \$375,200,000. 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 width and by increasing the dimensions of the locks, to the underestimate of the quantity of the work to be done under the original plan, and the increase in the cost of labor and materials, both of which have greatly enhanced 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 the necessities of the service. The result has been, as I am advised by the secretary of the treasury, that the estimates for the expenses of the government for the 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 concerned, a judgment as to future income and compare it with the expenditures for the next fiscal year ending June 30, 1911, and excluding payments on account of the Panama Canal, there will be a surplus of \$25,931,000.

In the present estimates the needs of the department of state, as they have been put to the quick, so to speak, and any assumption on the part of congress, so often made in times of peace, that the estimates prepared with the expectation that they may be reduced, will result in seriously hampering proper administration.

To reduce the cost of permanent administration, says the president, a thorough reorganization of bureaus, offices and departments would be necessary. An expert accountant has been making an investigation into this matter and the result of his work shows opportunity for both substantial reductions in cost and increase of efficiency.

Frauds in the Collection of Customs.

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 a number of the subordinate employees of the customs and other departments were directly concerned, and in which the beneficiaries were the American Sugar Refining Company and others. The Zelaya government in the payment of duty on underweights of sugar. The government has recovered from the American Sugar Refining Company all that it is shown to have been defrauded of. The sum in full of the amount due, which might have been recovered by civil suit against the beneficiary of the fraud, but there was an express reservation in the settlement by which the settlement should not interfere with, or prevent the criminal prosecution of everyone who was found to be guilty of such a crime.

Criminal prosecutions are now proceeding against a number of the government officers. The treasury department and the judicial department are making an effort to discover all the wrongdoers, including the officers and employees of the companies who may have been privy to the fraud. It is my duty to see that the investigation of the frauds by congress at present, pending the probing by the treasury department and the department of justice, as proposed, by giving immunity and otherwise prove an embarrassment in securing conviction of the guilty parties.

Maximum and Minimum Clause in Tariff Act.

Two features of the new tariff act call for special reference. One is the clause known as the "maximum and minimum" clause. It is the duty of the executive to consider the laws and practices of other countries with reference to the importation into those countries of products and merchandise of the United States, and if the executive finds such laws and practices to be unduly discriminatory against the United States, he is disposed of both on the civil and criminal side of English courts under modern rules of procedure makes the delays our citizens see as archaic and barbarous. The procedure in the federal courts should furnish an example for the state courts. I presume it is impossible, as proposed, to use the procedure, to unite under one form of action the proceedings in common law and proceedings in equity in the federal courts, but it is certainly desirable that a statute to simplify and make short and direct the procedure both at law and in equity in those courts. It is not impossible, however, to have a statute which, under the jurisdiction of the same court, so as to confine it almost wholly to statutory and constitutional questions, and to prevent the delay and expense and admiralty procedure in the federal courts is under the control of the su-

preme court, but in the pressure of business to which that court is subjected it is impossible to hope that a radical and complete reform of our courts, and the procedure can be brought about. I therefore recommend legislation providing for the appointment by the president of a commission under the authority of the law and equity procedure of the federal courts of first instance, the law of appeals from those courts to the courts of second instance, and the law of appeals from those courts to the courts of third instance, and the law of appeals from those courts to the courts of fourth instance, and the law of appeals from those courts to the courts of fifth instance, and the law of appeals from those courts to the courts of sixth instance, and the law of appeals from those courts to the courts of seventh instance, and the law of appeals from those courts to the courts of eighth instance, and the law of appeals from those courts to the courts of ninth instance, and the law of appeals from those courts to the courts of tenth instance, and the law of appeals from those courts to the courts of eleventh instance, and the law of appeals from those courts to the courts of twelfth 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