

With Edward Rosewater at the Universal Postal Congress at Rome

Rome, the Center of the Religious and Political World, is Now Entertaining the First Truly International Gathering that Ever Assembled in that Wonderful City of Palaces and Ruins

(Continued from Page One.)

means for unifying, simplifying and improving international postal intercourse. This appeal was received with favor and in 1863 the first international conference, with fourteen countries participating, was held in Paris. In that body the United States was represented by John A. Kasson, then first assistant postmaster general. As the result of that conference postal treaties were concluded between several of the nations and five years later, under the lead of Postmaster General Stephan of the North German confederation, a postal congress was convoked at Berne for the purpose of organizing an international postal union, in which the contracting countries should form but a single postal territory, with uniform letter postage and free transit for the mails. All Europe, the United States of America and Egypt responded affirmatively to the invitation which the federal council of Switzerland extended for the proposed congress of the nations.

At this, the first postal congress, held at Berne in October, 1874, twenty-two countries, containing an aggregate population of 300,000,000, were represented. At the second postal congress, held in Paris in 1878, thirty-eight countries participated. The third congress was held in Lisbon in 1885, fifty-three states participating; the fourth in Vienna, in 1891, with fifty-six countries within the postal union. At the fifth congress, held in Washington in 1897, fifty-eight countries, with an aggregate population of 1,132,000,000, participated, and the formal addition of China, which as yet had not been in a position to conform to the treaty stipulations exacted from all nations, enrolled within the postal union, the total population will exceed 1,500,000,000. As a matter of fact China has informally taken part in the postal congresses. In the congress of 1897 China's minister to the United States, Wu Ting Fang, was registered as a delegate for China, and in the present congress Huang Kao, envoy extraordinary and minister plenipotentiary of China at the royal Italian court at Rome, was conspicuously in evidence at the opening of the congress and in every function since.

Personnel of Roman Congress

The personnel of the congress of Rome, like that in the congress at Washington, is chiefly composed of postal and telegraph functionaries of the highest rank, and incidentally of high diplomatic

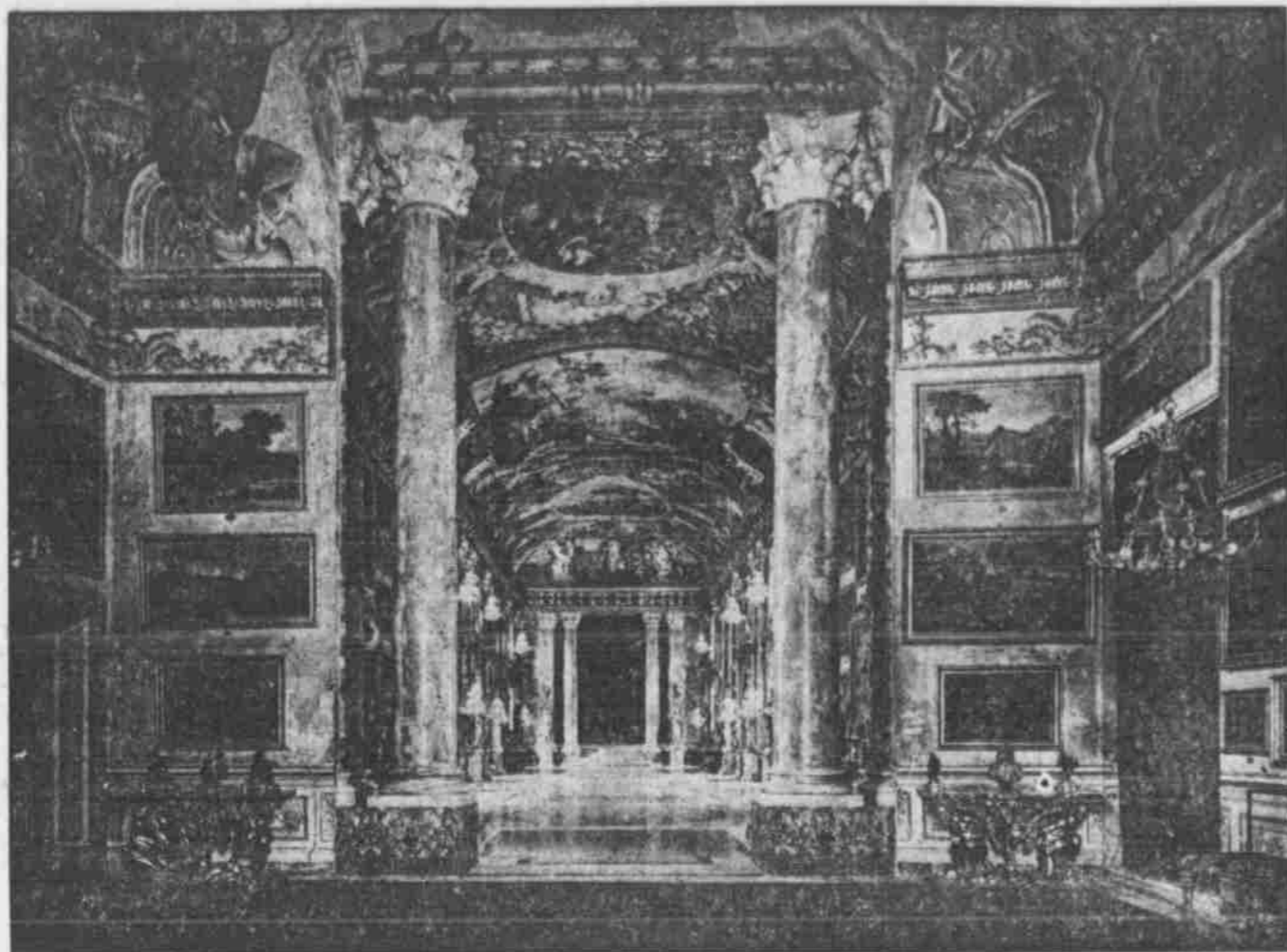
representatives of the respective nations stationed at the capital of the country in which the congresses hold their sessions. Thus, at the congress at Washington, Germany, France, Austria, Sweden, Denmark, Hungary, Egypt, India, Roumania and a number of other countries were represented by their postmasters general, while Turkey, Korea, China, Switzerland, Belgium, Portugal and several other nations were represented by their respective ministers plenipotentiary at Washington. About one-fourth of the 138 members of the congress of Rome represented their respective countries at Washington in 1897. Conspicuous among these are Chevalier Pierre Dedzaly, postmaster general of Hungary; Jussu Saba Pacha, postmaster general of Egypt; J. B. Pioda, former minister of Switzerland to the United States and now Swiss minister to Rome; Ahmed Fahri Bey, director general of Turkish posts and telegraphs; Chevalier de Stibral of Austria; M. Sterpin, postmaster general of Belgium; Ivan Stoyanovitch, postmaster general of Bulgaria; Don Carlos Flores, director general of posts of Spain; Mirza Ali Khan, postmaster general and director of revenues for Persia; M. Sevastianoff,

director general of posts and telegraphs of Russia; E. A. Dogan, postmaster general of India, and several others. Among the delegates that hold positions in the diplomatic corps in addition to the ministers of China and Switzerland are to be noted Gonzalo Esteve, minister and envoy extraordinary of Mexico at Rome; Tommaso Segarini, consul general of Guatemala at Rome; Dr. Allerto Blanco, charge d'affaires of Argentina, near the Holy See, and a score of others. Notable among the high postal officials who were not in the congress of Washington are: Edward de Krusenstjerna, postmaster general of Sweden and former minister of the Interior; Alfredo Pereira, director general of posts and telegraphs of Portugal; Norberto Dominguez, postmaster general of Mexico; J. C. d'Pop, postmaster general of the Netherlands; Takeji Karvamura, postmaster general of Japan; Commander Elio Morpurgo, postmaster general of Italy; Austin Chapman, member of Parliament and postmaster general of the commonwealth of Australia; Sir Joseph G. Ward, postmaster general and member of the executive council of New Zealand. The English delegation, headed by H. Babbing-

ton Smith, secretary of the general postoffice of Great Britain, who has taken the place of Sir William Walpole, deceased, is exceptionally strong, and has already made himself a powerful factor in the discussion of the pending propositions for ameliorating and simplifying the international postal service.

While every nation in the Postal union has but one vote regardless of territorial extent or population, England has adroitly managed to command half a dozen votes through its colonies and dependencies—Canada, Australia, New Zealand, India, each have one vote; other unnamed British colonies are accorded one vote—and if the two delegates that propose to represent the Transvaal and Orange Free State are accorded a voice, Great Britain will carry a great deal more weight than any other country.

While I shall venture no prediction concerning the international postal reforms that will emanate from the present postal congress, the postal treaty of Rome is to be a unique historical document in being the first treaty ever signed by the plenipotentiaries of more than sixty nations. EDWARD ROSEWATER.



GRAND SALON IN THE CALONNA PALACE, WHERE THE POSTAL CONGRESS MET.



COURT IN THE PALACE OF POSTOFFICE AND TELEGRAPH.

Iowa's State Railroad Commission and Its Service to Shippers

IOWA has been pointed to for some years as possessing a model railroad commission law. Governor Larrabee, on the occasion of his recent birthday, when he addressed the legislature on its invitation, stated that the "Iowa commission law is a model and pattern to other states." The law was put on the statute books during his administration and he was one of its authors and has followed its workings year by year since that time. Magazines have sent their writers here to study the workings of the law and books have been written on it.

The first attempt in Iowa, at anything looking towards a control of railroad rates was in 1862, when an attempt was made to force all railroads to publish their rates. This was by the Ninth general assembly. In 1865 the Eleventh general assembly was about to enact a law for the regulation of railroad rates, but the attorney general advised that such a law would be unconstitutional and the matter was dropped. Only the first of the oppressive charges of the railroads were being felt at this time. The effort during all the early history of the state was to encourage the building of railroads in the state. The state being agricultural, primarily, was dependent upon the eastern states for a market for its grain and this market could only be reached by the agency of railroads and hence the encouragement to the railroads to build. In 1870 Iowa was the sixth in the list of states so far as the mileage of roads was concerned, having at that time 2,633 miles. The states that outranked it were Illinois, Pennsylvania, New York, Indiana and Ohio.

one of the commissioners that built the capitol and for years a foremost citizen of the state. With him in the first commission was Cyrus C. Carpenter and James W. McDill. Carpenter and McDill served short terms and were succeeded by Marcus C. Woodruff and Albert R. Anderson, and Woodruff was soon after succeeded by James Wilson, now secretary of agriculture in Roosevelt's cabinet. Lorenzo S. Coffin of Webster county and Frank T. Campbell of Jasper county were early commissioners who made a deep study of the railroad question.

The reports of the Iowa Railroad commission from the time of its organization on for some years contains many self-congratulatory statements on the good work done. The work was good and showed valuable services to the state for many years. The commission was advisory only, and had little authority to enforce its orders and findings, except the force of public opinion to be had from publicity, but its rules were for the most part obeyed and little friction occurred. It seemed that the commission satisfied the railroads. After a short time there is little doubt but that the commission drifted into a way of considering only the small complaints that were brought to it and did not go out to consider the larger matters of importance and to force the roads to deal justly with the entire state on these matters that affected the entire state. The matters considered by the board were mainly matters on the personal complaint of individual patrons of a road.

Case that Started Trouble.

December 6, 1886, the Institute for the Feeble Minded at Glenwood filed a complaint that the Burlington railroad charged more for coal shipped from Cleveland to Glenwood than for coal shipped from Cleveland to Council Bluffs, a longer distance. The case was brought into considerable prominence and there was a public hearing by the railroad commission, which found that there was a discrimination against Glenwood which should be stopped, and the railroad raised the rate to Council Bluffs instead of lowering it to Glenwood, which created universal dissatisfaction. The public figured that if the railroad could haul coal to Council Bluffs at a profit for a certain sum it could haul it to Glenwood for a less sum and make a profit, but the railroad eliminated the discrimination in another way and the public was ever convinced that the railroad was making too much profit on its freight.

It was at this time that Governor Larra-

bee went before the commission. He didn't occupy a great deal of time with what he said, but with the brevity that has ever marked his utterances said a great deal. He pointed out to the commission that a great per cent of the cases it considered were of a trifling nature when compared with the \$36,000,000 received annually by the railroads from the people. He declared that the law was good if lived up to, but that the commission had allowed itself to drift and would have to go unless it did better. The people, who, after the creation of the commission in 1873, had felt satisfied that now all would be well,

and had slackened in their efforts, were now aroused again and bent their efforts to secure control of the legislature. There was another meeting of manufacturers in Des Moines, January 26, 1888, very similar to the anti-monopoly convention of August 12, 1873, and resolutions were adopted calling on the legislature to give the railroad commission power to enforce its rulings and orders and to have control of all freight and passenger tariffs. The public itself was satisfied that the rates were oppressive and the shippers also took up the fight. They demanded that the railroad rate from outside the state to the jobber,

plus the less than railroad rate from the jobber to the local consumer, should not exceed the less than railroad rate from outside the state to the local consumer.

The jobbers' rate had been abolished in 1885 by the railroads at the instigation, it is alleged, of the Chicago jobbers and soon there were no jobbing houses in the state, where there had been many.

Scheme that Won the Day.

The public was not in a very friendly frame of mind toward the railroads when the general assembly met in 1888. The people had control of the legislature by a

small majority. The leaders of the people proposed in the legislature an iniquitous bill, which was introduced. It drew the fire of the railroads. The bill was introduced purposely in order that the railroads could be induced to compromise on a fair measure. This was carried through nicely and a bill passed April 5, 1888, which gave the commission a great deal of power. The law prohibited rebates and prohibited charging more for a short haul than for a long one.

The commission was given authority to fix rates and it went to work at once on maximum rates and classifications. An attempt was made to take into consideration the rates already in force, but a lack of any uniformity or governing principle was found. The new law was to go into effect May 10, 1888, but the railroads applied for an injunction to Judge Brewer, who, while holding that the law was unconstitutional, held that the rates put into effect by the commission did not give the railroads proper compensation and so made the injunction against putting it into force permanent.

Commission Wins the Fight.

The railroads withdrew all their special rates and put into effect a straight distance tariff and the Davenport shippers at once filed a complaint against the Chicago, Rock Island & Pacific, Chicago, Milwaukee & St. Paul, Burlington, Cedar Rapids & Northern and Minneapolis & St. Louis roads, charging conspiracy to defeat the law and discrimination. The railroad commission issued another maximum rate schedule and classification, but adopted the western classification instead of the Illinois, which took it out from under the first permanent injunction. There was another hearing before Judge Brewer on the injunction, but he refused to make it permanent, saying that it was impossible to tell whether the commission or the railroads were right as to the reasonableness of the rates except by trying them. Except for the changes that have been made from time to time Iowa is still working under the law of 1888 and the rates and classifications fixed by the commission under it.

It was argued that a joint rate was needed and the Twenty-third general assembly passed a law giving the commission to put into force a joint rate. The commission fixed joint rates and a suit on an injunction was heard in the courts and carried to the supreme court. There was one suit to restrain the commission from acting under the law, in which the com-

mission won, and later another to restrain the commission from putting in effect the joint rates, in which the railroads won. The decision of the state supreme court was not on the constitutionality of the joint rate law, but on legal technicalities, it being held that insufficient notice had been given the railroads. That was in 1890, but the commission has never since taken up the question of a joint rate, though it has often been threatened. Now there is a difference of opinion in the minds of leading men of the state as to the need of a joint rate.

Present Day Problems.

Iowa now has cheaper freight rates than most any other state in the union. Members of the commission say that a careful comparison will show that Iowa's rates are not only cheaper, but that on the classes of freight principally handled the average of the rates are a great deal cheaper. The Iowa classification is the same as is known as the western classification. Most agricultural implements, when set up, are furniture, when crated, goes at the first-class rate. The implements knocked down or the material in the rough, and furniture knocked down and the material in the rough goes as third class. In carload lots or with a large minimum weight the same thing goes as class A. The claims of the Iowa commission seems to be true of everything except cattle, on which the state rates are larger than those of Missouri or Illinois for distances of 100, 200, 300 or 400 miles.

The charges for state rates are quite satisfactory to the Iowa shipper, though at times there arises some agitation for a joint rate. There is some question as to whether another joint rate will ever be put in because of the peculiar conditions that prevail in the state. Those well versed in the conditions of shipping assert that 80 per cent of the shipments inside the state of Iowa are on a single line of railroad, and that the per cent would remain about the same even if a joint rate were put in. Furthermore, it is asserted that the Iowa shippers are better pleased to have the lower rates, lower than other states, than to have the joint rate and higher rate, for it is argued that if a joint rate is put in the level of rates must be raised to about that of the adjoining states. The comparison with Missouri and Illinois is especially advantageous, as those states each have joint rates in force. The shipment of cattle in the state is very small, the shipment of that class being largely across the borders of the state to Chicago or Omaha. This is the reason assigned for the rates on that class being a little higher than those of Missouri or Illinois which have big packing plants inside the state lines. A glance at the other rates for straight shipments will show that the Iowa rates are less than in Missouri or Illinois.

How it Works Out.

Suppose 100 pounds is to be shipped in Iowa over three roads a total distance of eighty miles. Five miles is over one hundred miles over another and fifty over another. If the shipment went as first-class for the five miles without any joint rate the charge would be 4 cents for five miles; for twenty-five miles, 11 cents, and for fifty miles, 20 cents. The total would be 41 cents. In Illinois the joint rate on this shipment would be 34 cents and in Missouri 26 cents. But keep in mind that 80 per cent of the shipments of Iowa go over one line of railroad at the single class rate for the eighty miles of 24 cents. It is the universal experience that if the joint rate is put in the single rate must be raised to some extent. Now the question Iowa people are asking themselves is, "Will we consent to have the rate for the 80 per cent of our shipments over single lines raised in order to get a joint rate for the 20 per cent of the shipments?"

The reason why 80 per cent of the shipments in Iowa are over a single line of railway is quickly seen. Take the Illinois Central, which does not enter the city of Des Moines. The Illinois Central extends

(Continued on Page Seven.)



D. J. PALMER, CHAIRMAN IOWA RAILWAY COMMISSION.



E. A. DAWSON.

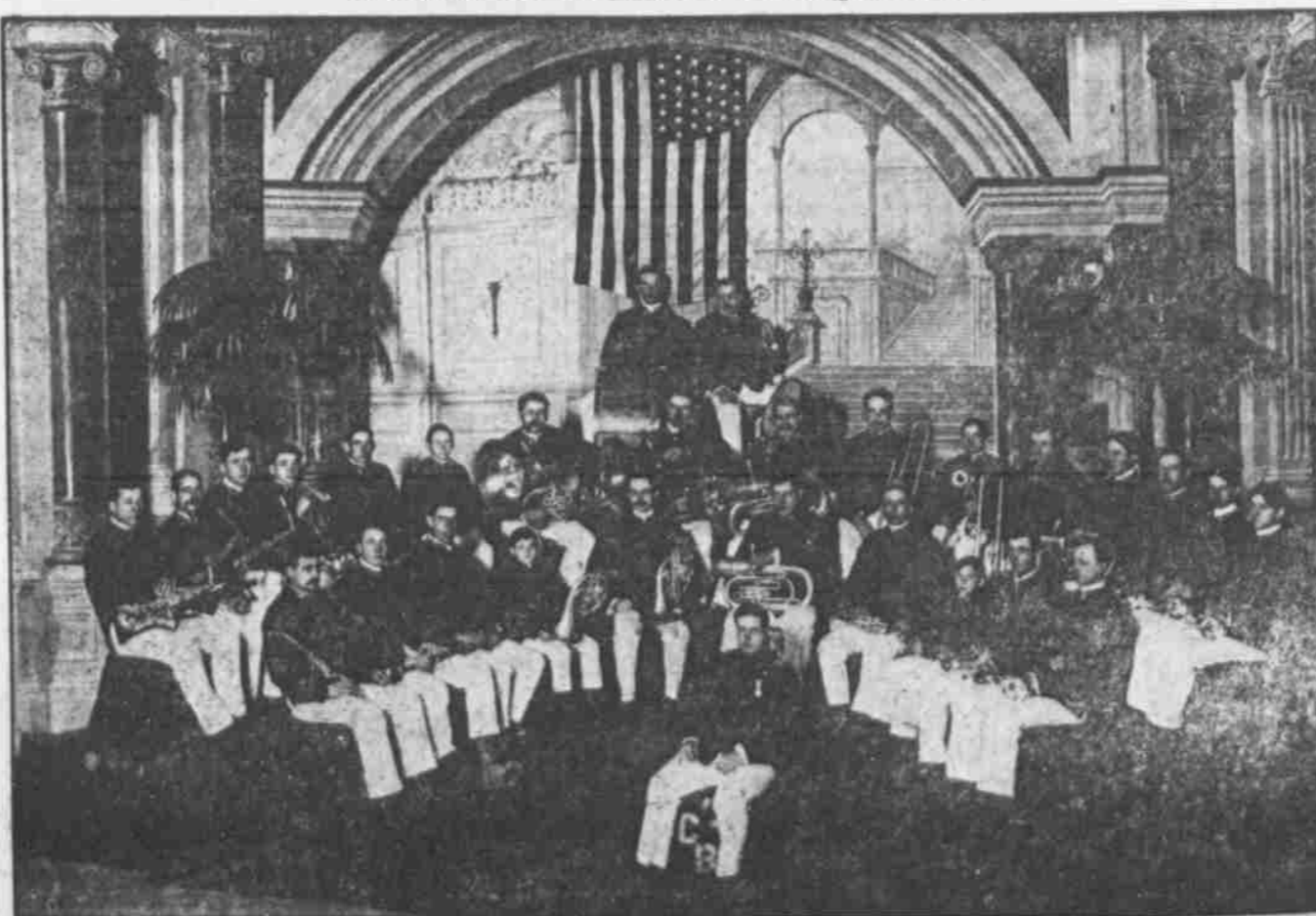


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