

# WOODROW WILSON

PRESIDENT  
WILSON'S  
ADDRESSES

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*President Wilson's Addresses:*

# Содержание

ENGLISH READINGS FOR SCHOOLS	4
INTRODUCTION	6
PRESIDENT WILSON'S ADDRESSES	19
FIRST INAUGURAL ADDRESS	19
FIRST ADDRESS TO CONGRESS	26
ADDRESS ON THE BANKING SYSTEM	31
ADDRESS AT GETTYSBURG	36
ADDRESS ON MEXICAN AFFAIRS	41
UNDERSTANDING AMERICA	51
ADDRESS BEFORE THE SOUTHERN	59
COMMERCIAL CONGRESS	
THE STATE OF THE UNION	66
TRUSTS AND MONOPOLIES	80
PANAMA CANAL TOLLS	90
THE TAMPICO INCIDENT	92
Конец ознакомительного фрагмента.	97

# Woodrow Wilson

## President Wilson's Addresses

### ENGLISH READINGS FOR SCHOOLS

*"The virtue of books is the perfecting of reason, which is indeed the happiness of man."*

***Richard De Bury.***

*"On bokès for to rede I me delyte."*

***Chaucer.***

# **English Readings for Schools**

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# INTRODUCTION

These addresses of President Woodrow Wilson represent only the most recent phase of his intellectual activity. They are almost entirely concerned with political affairs, and more specifically with defining Americanism. It will not be forgotten, however, that the life of Mr. Wilson as President of the United States is but a short period compared with the whole of his public career as professor of jurisprudence, history, and politics, as President of Princeton University, as Governor of New Jersey, as an orator, and as a writer of many books.

Surprise has been expressed that a man, after reaching the age of fifty, should be able to step from the "quiet" life of a teacher and author into the resounding regions of politics; but Mr. Wilson's life as a scholar, professor, and author was not at all quiet in the sense of being easy or untouched with exciting chances and changes, and, in the second place, he carried into politics the steady ideals and the methodical habits of his former occupation.

As these addresses themselves prove, he has retained something of the teacher's interest in showing the relation between specific instances and the general forms of thought or action of which they are a part. Not fact alone, but principle, is what he seeks to discover to his audiences. In the addresses made in 1913 it is apparent that his main effort was to fasten attention

upon the principles of international justice and good will and to restrain the impulses of those Americans who were inclined to hasty action with reference to Mexico. From the beginning of the Great War to a point not much earlier than our own entrance into the struggle, he counselled neutrality and inaction, with what motives one must judge from his statements and from events. Only a few speeches belonging to this period have been included in the present collection. When it became practically certain that war between the United States and Germany was inevitable, there came into his utterances a new temper and a more direct kind of eloquence. With scarcely an exception, this collection includes every one of his addresses made between August, 1916, and February, 1918.

Some of the addresses are state papers, read to Congress, and were carefully composed. Others, delivered in various places, appear to have been more or less extemporaneous. All are full of their author's political philosophy, and many of them contain expressions of his opinions on general subjects, such as personal character and conduct.

In order more fully to appreciate the weight of experience and the maturity of reflection which give value to his words, it will be worth while to consider Mr. Wilson's entire career as a scholar and man of letters, paying particular attention to the growth of his political ideals and to the qualities of his style.

To be a literary artist, a writer must possess a constructive imagination. He must be a man of feeling and have the gift

of imparting to others some share of his own emotions. On almost every page of President Wilson's writings, as in almost all his policies, whether educational or political, is stamped the evidence of shaping, visionary power. Those of us who have known him many years remember well that in his daily thought and speech he habitually proceeded by this same poetic method, first growing warm with an idea and then by analogy and figure kindling a sympathetic heat in his hearers.

The subjects that may excite an artist's imagination are infinitely numerous and belong to every variety of conceivable life. A Coleridge or a Renan will make literature out of polemical theology; a Huxley will write on the physical basis of life with emotion and in such a way as to infect others with his own feelings; a Macaulay or a Froude will give what color he please to the story of a nation and compel all but the most wary readers to see as through his eyes. We are too much accustomed to reserve the title of literary artist for the creator of fiction, whether in prose or in verse. Mr. Wilson is no less truly an artist because the vision that fires his imagination, the vision he has spent his life in making clear to himself and others and is now striving to realize in action, is a political conception. He has seen it in terms of life, as a thing that grows, that speaks, that has faced dangers, that is full of promise, that has charm, that is fit to stir a man's blood and demand a world's devotion; no wonder he has warmed to it, no wonder he has clothed it in the richest garments of diction and rhythm and figure.



There are small artists and great artists. Granted an equal portion of imagination and an equal command of verbal resources, and still there will be this difference. It is an affair of more or less intellectual depth and more or less character. If character were the only one of these two things to be considered in the case of Mr. Wilson's writings, one might with little or no hesitation predict that the best of them would long remain classics. They are full of character, of a high and fine character. They have a tone peculiar to themselves, like a man's voice, which is one of the most unmistakable properties of a man. It would be no reflection on an author to say that his point of view in fundamental matters had changed in the course of thirty or forty years; but the truth is that with reference to his great political ideal Mr. Wilson's point of view has not widely changed. The scope of his survey has been enlarged, he has filled up the intervening space with a thousand observations, he sees his object with a more penetrating and commanding eye; but it is the same object that drew to itself his youthful gaze, and has had its part in making him

"The generous spirit, who, when brought  
Among the tasks of real life, hath wrought  
Upon the plan that pleased his boyish thought."

The world, in time, will judge of the amount of knowledge and the degree of purely intellectual force that Mr. Wilson has applied in his field of study. A contemporary cannot well

pronounce such a judgment, especially if the province be not his own.

In the small space at my disposal I shall try, first, to say what I think is the political conception or idea upon which Mr. Wilson has looked so steadily and with so deep emotion that he has made of it a poetical subject. And then I shall venture to distinguish those processes of imagination, that artistic method, which we call style, by which he has elucidated its meaning for his readers so as to win for it their intelligent and moved regard. The inquiry will take into account his earliest book, *Congressional Government*, published in 1885, *Division and Reunion*, 1893, *An Old Master and Other Political Essays*, 1893, *Mere Literature and Other Essays*, 1896, *George Washington*, 1897, *The State*, written 1889, rewritten 1898, *A History of the American People*, 1902, *Constitutional Government in the United States*, 1908, and a volume, issued very recently in England, containing some of the President's statements on the war and entitled *America and Freedom*.

Like a strong current through these works runs the doctrine that in a good government the law-making power should be also the administering power and should bear full and specific responsibility; safeguards against ill-considered action being provided in two directions, by the people on the one hand, and on the other hand by law and custom, these latter being considered historically, as an organic growth. He finds the elements and essentials of this doctrine in our Constitution,

though somewhat obscured by the old "literary" theory of checks and balances. He finds it more fully acknowledged in the British Constitution. He finds it originating in our English race, enunciated at Runnymede, developing by a slow but natural growth in English history, sanctioned in the Petition of Right, the Revolution of 1688, and the Declaration of Rights, achieved for us in our own Revolution, and illustrated by the implied powers of Congress and the more directly exercised powers of the House of Commons. It is a corollary of this doctrine that the President of the United States, to whom in the veto and in his peculiar relations to the Senate our Constitution gives a very real legislative function, should associate himself closely with Congress, not merely as one who may annul but also as one who initiates policies and helps to translate them into laws. In his *Congressional Government*, begun when he was a student in Princeton and finished before he was twenty-eight years old, Mr. Wilson clearly indicates his dissatisfaction with the tradition which would set the executive apart from the legislative power as a check against it and not a coöperating element; and it is a remarkable proof of the man's integrity and persistent personality that one of his first acts as President was to go before the Congress as if he were its agent.

If any proof of his democracy were required, one might point to his rather surprising statement, which he has repeated more than once, that the chief value of Congressional debate is to arouse and inform public opinion. He regards the will of

the people as the real source of governmental policy. Yet he is very impatient of those theories of the rights of man which found favor in France in the eighteenth century and have been the mainspring of democratic movements on the Continent of Europe. He regards political liberty, as we know it in this country, as a peculiar possession of the English race to which, in all that concerns jurisprudence, we Americans belong.

The other safeguard against arbitrary action by the combined legislative-administrative power is, he declares, national respect for the spirit of those general legal conceptions which, through many centuries, have been making themselves part and parcel of our racial instinct. He perceives that the British Constitution, though unwritten, is as effective as ours and commands obedience fully as much as ours, and that both appeal to a certain ingrained legal sense, common to all the English-speaking peoples. These peoples do not really have revolutions. What we call the American Revolution was only the reaffirming of principles which were as precious in the eyes of most Englishmen as they were in the eyes of Washington, Hamilton, and Madison, but which had been for a time and owing to peculiar circumstances, neglected or contravened. Political development in this family of nations does not, he maintains, proceed by revolution, but by evolution. On all these points his *Constitutional Government in the United States* is only a richer and more mature statement and illustration of the ideas expressed in his *Congressional Government*. The main thesis of his *George*

*Washington* is that the great Virginian and first American was the truest Englishman of his time, a modern Hampden or Eliot, a Burke in action. Again and again he pays respect to Chief Justice Marshall, who represented, in our early history, the conception of law as something in its breadth and majesty older and more sacred than the decrees of any particular legislature, and yet capable of being so interpreted as to accommodate itself to progress. Mr. Wilson has from the beginning been an admiring student of Burke. And if Burke has been his study, Bagehot has been his schoolmaster. The choice of book and teacher is significant. *Mere Literature* shows how Mr. Wilson revered them in 1896; his public life proves that he learned their lessons well. In *An Old Master and Other Essays*, he had already borne witness to the genius of Adam Smith and John Stuart Mill, who, as compared with Continental writers, illustrate in the field of economics the Anglo-Saxon spirit of respect for customs that have grown by organic processes.

Mr. Wilson's *Division and Reunion* is an admirable treatment of a question upon which a Southerner might have been expected to write as a Southerner. He has discussed it as an American. His well-known text-book *The State*, which has been revised and frequently reprinted, discusses the chief theories of the origin of government, describes the administrative systems of Greece and Rome and of the great nations of medieval and modern Europe and of the United States, and treats in detail of the functions and objects of government, with special reference

to law and its workings. His *History of the American People*, though it contains many passages of insight and has the charm that comes from intense appreciation of details, is too diffuse and repetitious. A great history should be a combination of a chronicle and a treatise; it should be a record of facts and at the same time a philosophical exposition of an idea. Mr. Wilson's five-volume work is insufficient as a chronicle and too long for an essay. Yet an essay it really is. Moreover, unless I myself am blinded by prejudice, it makes too much of the errors committed by our government in the reconstruction period after the Civil War. On the whole, with all their faults, the administrations of Grant and Hayes accomplished a task of enormous difficulty, with remarkably little impatience and intemperance. The disadvantage of having been written originally under pressure in monthly instalments, for a periodical, is clearly visible in the *History*. There is a too constant effort to catch the eye with picturesque description. Nevertheless, in this book, as in the others, Mr. Wilson evokes in his readers a noble image of that government, constitutional, traditional, democratic, self-developing, which, from the days of his youth, aroused in him a poetic enthusiasm.

And now for the way his imagination works and clothes itself in language. The quality of his mind is poetic, and his style is highly figurative. There have been very few professors, lecturing on abstruse subjects, such as economics, jurisprudence, and politics, who have dared to give so free a rein to an instinct

frankly artistic. In the early days of his career, Mr. Wilson was invited to follow two courses which were supposed to be inconsistent with each other. The so-called "scientific" method, much admired at that time even when applied to subjects in which philosophic insight or a sense for beauty are the proper guides, was being urged upon the rising generation of scholars. Perhaps the Johns Hopkins University was the center of this impulse in America; at least it was thought to be, though the source was almost wholly German. If he had had to be a dry-as-dust in order to be a writer on politics and history, Mr. Wilson would have preferred to turn his attention to biography and literary criticism. But he promptly resolved to disregard the warnings of pedants and to be a man of letters *though* a professor of history and politics. I well remember the irritation, sometimes amused and sometimes angry, with which he used to speak of those who were persuaded that scholarship was in some way contaminated by the touch of imagination or philosophy. He at least would run the risk. And so he set himself to work cultivating the graces of style no less assiduously than the exactness of science. There is a distinct filiation in his diction, by which, from Stevenson to Lamb and from Lamb to Sir Thomas Browne, one can trace it back to the quaint old prose writers of the seventeenth century. I remember his calling my attention, in 1890, or thereabouts, to the delightful stylistic qualities of those worthies. Many of his colors are from their ink-horns, in which the pigments were of deep and varied hues. When he is

sententious and didactic he seems to have caught something of Emerson's manner. And indeed there is in all his writings a flavor of optimism and a slightly dogmatic, even when thoroughly gentle and persuasive, tone which he has in common with the New England sage.

But in spite of all these resemblances to older authors, Mr. Wilson gives proof in his style of a masterful independence. He is constantly determined to think for himself, to get to the bottom of his subject, and finally to express the matter in terms of his own personality. Especially is this evident in his early works, where he struggles manfully to be himself, even in the choice of words and phrases, weighing and analyzing the most current idioms and often making in them some thoughtful alteration the better to express his exact meaning. His literary training appears to have been almost wholly English. There are few traces in his writings of any classical reading or of any first-hand acquaintance with French, German, or Italian authors. And indeed in the substance of his thought I wonder if he is sufficiently hospitable to foreign ideas, especially to the vast body of comment on the French Revolution. I imagine few Continental authorities would agree with him in his comparatively low estimate of the importance of that great movement, which he seems to regard with almost unmitigated disapproval.

In Mr. Wilson's addresses and public letters concerning the War he re-affirms his principles and applies them with high confidence to the fateful problems of this time. His tone has



become vastly deeper and sounder since he made his great decision, and from his Speech to Congress, on February 3, 1917, to his recent Baltimore appeal, it has rung true to every good impulse in the hearts of our people. His letter to the Pope is in every way his master-piece, in style, in temper, and in power of thought. He has led his country to the place it ought to occupy, by the side of that other English democracy whose institutions, ideals, and destiny are almost identical with our own, as he has demonstrated in the writings of half a lifetime. Let us hope there was prophetic virtue in a passage of his *Constitutional Government*, where, speaking of the relation between our several States and the Union that binds them together, he says they "may yet afford the world itself the model of federation and liberty it may in God's providence come to seek."

No one can rise from a perusal of the great mass of Mr. Wilson's writings without an almost oppressive sense of his unremitting and strenuous industry. From his senior year in college to the present day he has borne the anxieties and responsibilities of authorship. The work has been done with extreme conscientiousness in regard to accuracy and clearness of thinking and with sedulous care for justness and beauty of expression. It might well crown a life with honor. And when we remember the thousands of his college lectures and the hundreds of his miscellaneous addresses which have found no record in print, when we recall the labors of university administration which crowded upon him in middle life, when we

consider the spectacle of his calm, prompt, orderly, and energetic performance of public duty in these latter years, our admiration for the literary artist is enhanced by our profound respect for the man.<sup>1</sup>

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<sup>1</sup> A considerable part of this Introduction appeared originally as an article in *The Princeton Alumni Weekly*.

# **PRESIDENT WILSON'S ADDRESSES**

## **FIRST INAUGURAL ADDRESS**

[Delivered at the Capitol, in Washington, March 4,  
1913.]

There has been a change of government. It began two years ago, when the House of Representatives became Democratic by a decisive majority. It has now been completed. The Senate about to assemble will also be Democratic. The offices of President and Vice-President have been put into the hands of Democrats. What does the change mean? That is the question that is uppermost in our minds to-day. That is the question I am going to try to answer, in order, if I may, to interpret the occasion.

It means much more than the mere success of a party. The success of a party means little except when the Nation is using that party for a large and definite purpose. No one can mistake the purpose for which the Nation now seeks to use the Democratic Party. It seeks to use it to interpret a change in its own plans and point of view. Some old things with which we had grown familiar, and which had begun to creep into the very habit of our thought and of our lives, have altered their aspect as we

have latterly looked critically upon them, with fresh, awakened eyes; have dropped their disguises and shown themselves alien and sinister. Some new things, as we look frankly upon them, willing to comprehend their real character, have come to assume the aspect of things long believed in and familiar, stuff of our own convictions. We have been refreshed by a new insight into our own life.

We see that in many things that life is very great. It is incomparably great in its material aspects, in its body of wealth, in the diversity and sweep of its energy, in the industries which have been conceived and built up by the genius of individual men and the limitless enterprise of groups of men. It is great, also, very great, in its moral force. Nowhere else in the world have noble men and women exhibited in more striking forms the beauty and the energy of sympathy and helpfulness and counsel in their efforts to rectify wrong, alleviate suffering, and set the weak in the way of strength and hope. We have built up, moreover, a great system of government, which has stood through a long age as in many respects a model for those who seek to set liberty upon foundations that will endure against fortuitous change, against storm and accident. Our life contains every great thing, and contains it in rich abundance.

But the evil has come with the good, and much fine gold has been corroded. With riches has come inexcusable waste. We have squandered a great part of what we might have used, and have not stopped to conserve the exceeding bounty of

nature, without which our genius for enterprise would have been worthless and impotent, scorning to be careful, shamefully prodigal as well as admirably efficient. We have been proud of our industrial achievements, but we have not hitherto stopped thoughtfully enough to count the human cost, the cost of lives snuffed out, of energies overtaxed and broken, the fearful physical and spiritual cost to the men and women and children upon whom the dead weight and burden of it all has fallen pitilessly the years through. The groans and agony of it all had not yet reached our ears, the solemn, moving undertone of our life, coming up out of the mines and factories and out of every home where the struggle had its intimate and familiar seat. With the great Government went many deep secret things which we too long delayed to look into and scrutinize with candid, fearless eyes. The great Government we loved has too often been made use of for private and selfish purposes, and those who used it had forgotten the people.

At last a vision has been vouchsafed us of our life as a whole. We see the bad with the good, the debased and decadent with the sound and vital. With this vision we approach new affairs. Our duty is to cleanse, to reconsider, to restore, to correct the evil without impairing the good, to purify and humanize every process of our common life without weakening or sentimentalizing it. There has been something crude and heartless and unfeeling in our haste to succeed and be great. Our thought has been "Let every man look out for himself, let every

generation look out for itself," while we reared giant machinery which made it impossible that any but those who stood at the levers of control should have a chance to look out for themselves. We had not forgotten our morals. We remembered well enough that we had set up a policy which was meant to serve the humblest as well as the most powerful, with an eye single to the standards of justice and fair play, and remembered it with pride. But we were very heedless and in a hurry to be great.

We have come now to the sober second thought. The scales of heedlessness have fallen from our eyes. We have made up our minds to square every process of our national life again with the standards we so proudly set up at the beginning and have always carried at our hearts. Our work is a work of restoration.

We have itemized with some degree of particularity the things that ought to be altered and here are some of the chief items: A tariff which cuts us off from our proper part in the commerce of the world, violates the just principles of taxation, and makes the Government a facile instrument in the hands of private interests; a banking and currency system based upon the necessity of the Government to sell its bonds fifty years ago and perfectly adapted to concentrating cash and restricting credits; an industrial system which, take it on all its sides, financial as well as administrative, holds capital in leading strings, restricts the liberties and limits the opportunities of labor, and exploits without renewing or conserving the natural resources of the country; a body of agricultural activities never yet given the

efficiency of great business undertakings or served as it should be through the instrumentality of science taken directly to the farm, or afforded the facilities of credit best suited to its practical needs; watercourses undeveloped, waste places unreclaimed, forests untended, fast disappearing without plan or prospect of renewal, unregarded waste heaps at every mine. We have studied, as perhaps no other nation has, the most effective means of production, but we have not studied cost or economy as we should, either as organizers of industry, as statesmen, or as individuals.

Nor have we studied and perfected the means by which government may be put at the service of humanity, in safeguarding the health of the Nation, the health of its men and its women and its children, as well as their rights in the struggle for existence. This is no sentimental duty. The firm basis of government is justice, not pity. These are matters of justice. There can be no equality of opportunity, the first essential of justice in the body politic, if men and women and children be not shielded in their lives, their very vitality, from the consequences of great industrial and social processes which they cannot alter, control, or singly cope with. Society must see to it that it does not itself crush or weaken or damage its own constituent parts. The first duty of law is to keep sound the society it serves. Sanitary laws, pure-food laws, and laws determining conditions of labor which individuals are powerless to determine for themselves are intimate parts of the very business of justice and legal efficiency.

These are some of the things we ought to do, and not leave the others undone, the old-fashioned, never-to-be-neglected, fundamental safeguarding of property and of individual right. This is the high enterprise of the new day: To lift everything that concerns our life as a Nation to the light that shines from the hearthfire of every man's conscience and vision of the right. It is inconceivable that we should do this as partisans; it is inconceivable we should do it in ignorance of the facts as they are or in blind haste. We shall restore, not destroy. We shall deal with our economic system as it is and as it may be modified, not as it might be if we had a clean sheet of paper to write upon; and step by step we shall make it what it should be, in the spirit of those who question their own wisdom and seek counsel and knowledge, not shallow self-satisfaction or the excitement of excursions whither they cannot tell. Justice, and only justice, shall always be our motto.

And yet it will be no cool process of mere science. The Nation has been deeply stirred, stirred by a solemn passion, stirred by the knowledge of wrong, of ideals lost, of government too often debauched and made an instrument of evil. The feelings with which we face this new age of right and opportunity sweep across our heartstrings like some air out of God's own presence, where justice and mercy are reconciled and the judge and the brother are one. We know our task to be no mere task of politics but a task which shall search us through and through, whether we be able to understand our time and the need of our people, whether



we be indeed their spokesmen and interpreters, whether we have the pure heart to comprehend and the rectified will to choose our high course of action.

This is not a day of triumph; it is a day of dedication. Here muster, not the forces of party, but the forces of humanity. Men's hearts wait upon us; men's lives hang in the balance; men's hopes call upon us to say what we will do. Who shall live up to the great trust? Who dares fail to try? I summon all honest men, all patriotic, all forward-looking men, to my side. God helping me, I will not fail them, if they will but counsel and sustain me!

# FIRST ADDRESS TO CONGRESS

[Delivered at a joint session of the two Houses of Congress, at the beginning of the first session of the Sixty-third Congress, April 8, 1913.]

Mr. Speaker, Mr. President, Gentlemen of the Congress:

I am very glad indeed to have this opportunity to address the two Houses directly and to verify for myself the impression that the President of the United States is a person, not a mere department of the Government hailing Congress from some isolated island of jealous power, sending messages, not speaking naturally and with his own voice—that he is a human being trying to coöperate with other human beings in a common service. After this pleasant experience I shall feel quite normal in all our dealings with one another.<sup>2</sup>

I have called the Congress together in extraordinary session because a duty was laid upon the party now in power at the recent elections which it ought to perform promptly, in order that the burden carried by the people under existing law may be lightened as soon as possible and in order, also, that the business interests of the country may not be kept too long in suspense as to what the fiscal changes are to be to which they will be required to adjust themselves. It is clear to the whole country that the

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<sup>2</sup> It had been the practice of our Presidents to send their Messages to Congress and not to read them in person.

tariff duties must be altered. They must be changed to meet the radical alteration in the conditions of our economic life which the country has witnessed within the last generation. While the whole face and method of our industrial and commercial life were being changed beyond recognition the tariff schedules have remained what they were before the change began, or have moved in the direction they were given when no large circumstance of our industrial development was what it is to-day. Our task is to square them with the actual facts. The sooner that is done the sooner we shall escape from suffering from the facts and the sooner our men of business will be free to thrive by the law of nature (the nature of free business) instead of by the law of legislation and artificial arrangement.

We have seen tariff legislation wander very far afield in our day—very far indeed from the field in which our prosperity might have had a normal growth and stimulation. No one who looks the facts squarely in the face or knows anything that lies beneath the surface of action can fail to perceive the principles upon which recent tariff legislation has been based. We long ago passed beyond the modest notion of "protecting" the industries of the country and moved boldly forward to the idea that they were entitled to the direct patronage of the Government. For a long time—a time so long that the men now active in public policy hardly remember the conditions that preceded it—we have sought in our tariff schedules to give each group of manufacturers or producers what they themselves thought that they needed in

order to maintain a practically exclusive market as against the rest of the world. Consciously or unconsciously, we have built up a set of privileges and exemptions from competition behind which it was easy by any, even the crudest, forms of combination to organize monopoly; until at last nothing is normal, nothing is obliged to stand the tests of efficiency and economy, in our world of big business, but everything thrives by concerted arrangement. Only new principles of action will save us from a final hard crystallization of monopoly and a complete loss of the influences that quicken enterprise and keep independent energy alive.

It is plain what those principles must be. We must abolish everything that bears even the semblance of privilege or of any kind of artificial advantage, and put our business men and producers under the stimulation of a constant necessity to be efficient, economical, and enterprising, masters of competitive supremacy, better workers and merchants than any in the world. Aside from the duties laid upon articles which we do not, and probably cannot, produce, therefore, and the duties laid upon luxuries and merely for the sake of the revenues they yield, the object of the tariff duties henceforth laid must be effective competition, the whetting of American wits by contest with the wits of the rest of the world.

It would be unwise to move toward this end headlong, with reckless haste, or with strokes that cut at the very roots of what has grown up amongst us by long process and at our own invitation. It does not alter a thing to upset it and break it

and deprive it of a chance to change. It destroys it. We must make changes in our fiscal laws, in our fiscal system, whose object is development, a more free and wholesome development, not revolution or upset or confusion. We must build up trade, especially foreign trade. We need the outlet and the enlarged field of energy more than we ever did before. We must build up industry as well, and must adopt freedom in the place of artificial stimulation only so far as it will build, not pull down. In dealing with the tariff the method by which this may be done will be a matter of judgment, exercised item by item. To some not accustomed to the excitements and responsibilities of greater freedom our methods may in some respects and at some points seem heroic, but remedies may be heroic and yet be remedies. It is our business to make sure that they are genuine remedies. Our object is clear. If our motive is above just challenge and only an occasional error of judgment is chargeable against us, we shall be fortunate.

We are called upon to render the country a great service in more matters than one. Our responsibility should be met and our methods should be thorough, as thorough as moderate and well considered, based upon the facts as they are, and not worked out as if we were beginners. We are to deal with the facts of our own day, with the facts of no other, and to make laws which square with those facts. It is best, indeed it is necessary, to begin with the tariff. I will urge nothing upon you now at the opening of your session which can obscure that first object or divert

our energies from that clearly defined duty. At a later time I may take the liberty of calling your attention to reforms which should press close upon the heels of the tariff changes, if not accompany them, of which the chief is the reform of our banking and currency laws; but just now I refrain. For the present, I put these matters on one side and think only of this one thing—of the changes in our fiscal system which may best serve to open once more the free channels of prosperity to a great people whom we would serve to the utmost and throughout both rank and file.

I thank you for your courtesy.

# ADDRESS ON THE BANKING SYSTEM

[Delivered at a joint session of the two Houses of Congress, June 23, 1913.]

Mr. Speaker, Mr. President, Gentlemen of the Congress:

It is under the compulsion of what seems to me a clear and imperative duty that I have a second time this session sought the privilege of addressing you in person. I know, of course, that the heated season of the year is upon us, that work in these chambers and in the committee rooms is likely to become a burden as the season lengthens, and that every consideration of personal convenience and personal comfort, perhaps, in the cases of some of us, considerations of personal health even, dictate an early conclusion of the deliberations of the session; but there are occasions of public duty when these things which touch us privately seem very small, when the work to be done is so pressing and so fraught with big consequence that we know that we are not at liberty to weigh against it any point of personal sacrifice. We are now in the presence of such an occasion. It is absolutely imperative that we should give the business men of this country a banking and currency system by means of which they can make use of the freedom of enterprise and of individual initiative which we are about to bestow upon them.

We are about to set them free; we must not leave them without the tools of action when they are free. We are about to set them free by removing the trammels of the protective tariff. Ever since the Civil War they have waited for this emancipation and for the free opportunities it will bring with it. It has been reserved for us to give it to them. Some fell in love, indeed, with the slothful security of their dependence upon the Government; some took advantage of the shelter of the nursery to set up a mimic mastery of their own within its walls. Now both the tonic and the discipline of liberty and maturity are to ensue. There will be some readjustments of purpose and point of view. There will follow a period of expansion and new enterprise, freshly conceived. It is for us to determine now whether it shall be rapid and facile and of easy accomplishment. This it cannot be unless the resourceful business men who are to deal with the new circumstances are to have at hand and ready for use the instrumentalities and conveniences of free enterprise which independent men need when acting on their own initiative.

It is not enough to strike the shackles from business. The duty of statesmanship is not negative merely. It is constructive also. We must show that we understand what business needs and that we know how to supply it. No man, however casual and superficial his observation of the conditions now prevailing in the country, can fail to see that one of the chief things business needs now, and will need increasingly as it gains in scope and vigor in the years immediately ahead of us, is the proper means



by which readily to vitalize its credit, corporate and individual, and its originaive brains. What will it profit us to be free if we are not to have the best and most accessible instrumentalities of commerce and enterprise? What will it profit us to be quit of one kind of monopoly if we are to remain in the grip of another and more effective kind? How are we to gain and keep the confidence of the business community unless we show that we know how both to aid and to protect it? What shall we say if we make fresh enterprise necessary and also make it very difficult by leaving all else except the tariff just as we found it? The tyrannies of business, big and little, lie within the field of credit. We know that. Shall we not act upon the knowledge? Do we not know how to act upon it? If a man cannot make his assets available at pleasure, his assets of capacity and character and resource, what satisfaction is it to him to see opportunity beckoning to him on every hand, when others have the keys of credit in their pockets and treat them as all but their own private possession? It is perfectly clear that it is our duty to supply the new banking and currency system the country needs, and it will need it immediately more than it has ever needed it before.

The only question is, When shall we supply it—now, or later, after the demands shall have become reproaches that we were so dull and so slow? Shall we hasten to change the tariff laws and then be laggards about making it possible and easy for the country to take advantage of the change? There can be only one answer to that question. We must act now, at whatever sacrifice

to ourselves. It is a duty which the circumstances forbid us to postpone. I should be recreant to my deepest convictions of public obligation did I not press it upon you with solemn and urgent insistence.

The principles upon which we should act are also clear. The country has sought and seen its path in this matter within the last few years—sees it more clearly now than it ever saw it before—much more clearly than when the last legislative proposals on the subject were made. We must have a currency, not rigid as now, but readily, elastically responsive to sound credit, the expanding and contracting credits of everyday transactions, the normal ebb and flow of personal and corporate dealings. Our banking laws must mobilize reserves; must not permit the concentration anywhere in a few hands of the monetary resources of the country or their use for speculative purposes in such volume as to hinder or impede or stand in the way of other more legitimate, more fruitful uses. And the control of the system of banking and of issue which our new laws are to set up must be public, not private, must be vested in the Government itself, so that the banks may be the instruments, not the masters, of business and of individual enterprise and initiative.

The committees of the Congress to which legislation of this character is referred have devoted careful and dispassionate study to the means of accomplishing these objects. They have honored me by consulting me. They are ready to suggest action. I have come to you, as the head of the Government and the responsible

leader of the party in power, to urge action now, while there is time to serve the country deliberately and as we should, in a clear air of common counsel. I appeal to you with a deep conviction of duty. I believe that you share this conviction. I therefore appeal to you with confidence. I am at your service without reserve to play my part in any way you may call upon me to play it in this great enterprise of exigent reform which it will dignify and distinguish us to perform and discredit us to neglect.

# ADDRESS AT GETTYSBURG

[Delivered in the presence of Union and Confederate veterans, on the occasion of the fiftieth anniversary of the battle, July 4, 1913.]

Friends and Fellow Citizens:

I need not tell you what the Battle of Gettysburg meant. These gallant men in blue and gray sit all about us here.<sup>3</sup> Many of them met upon this ground in grim and deadly struggle. Upon these famous fields and hillsides their comrades died about them. In their presence it were an impertinence to discourse upon how the battle went, how it ended, what it signified! But fifty years have gone by since then, and I crave the privilege of speaking to you for a few minutes of what those fifty years have meant.

What *have* they meant? They have meant peace and union and vigor, and the maturity and might of a great nation. How wholesome and healing the peace has been! We have found one another again as brothers and comrades in arms, enemies no longer, generous friends rather, our battles long past, the quarrel forgotten—except that we shall not forget the splendid valor, the manly devotion of the men then arrayed against one another, now grasping hands and smiling into each other's eyes. How complete the union has become and how dear to all of us, how

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<sup>3</sup> The speech was made from a rostrum in the National Cemetery, on the battlefield.

unquestioned, how benign and majestic, as State after State has been added to this our great family of free men! How handsome the vigor, the maturity, the might of the great Nation we love with undivided hearts; how full of large and confident promise that a life will be wrought out that will crown its strength with gracious justice and with a happy welfare that will touch all alike with deep contentment! We are debtors to those fifty crowded years; they have made us heirs to a mighty heritage.

But do we deem the Nation complete and finished? These venerable men crowding here to this famous field have set us a great example of devotion and utter sacrifice. They were willing to die that the people might live. But their task is done. Their day is turned into evening. They look to us to perfect what they established. Their work is handed on to us, to be done in another way, but not in another spirit. Our day is not over; it is upon us in full tide.

Have affairs paused? Does the Nation stand still? Is what the fifty years have wrought since those days of battle finished, rounded out, and completed? Here is a great people, great with every force that has ever beaten in the lifeblood of mankind. And it is secure. There is no one within its borders, there is no power among the nations of the earth, to make it afraid. But has it yet squared itself with its own great standards set up at its birth, when it made that first noble, naïve appeal to the moral judgment of mankind to take notice that a government had now at last been established which was to serve men, not masters? It

is secure in everything except the satisfaction that its life is right, adjusted to the uttermost to the standards of righteousness and humanity. The days of sacrifice and cleansing are not closed. We have harder things to do than were done in the heroic days of war, because harder to see clearly, requiring more vision, more calm balance of judgment, a more candid searching of the very springs of right.

Look around you upon the field of Gettysburg! Picture the array, the fierce heats and agony of battle, column hurled against column, battery bellowing to battery! Valor? Yes! Greater no man shall see in war; and self-sacrifice, and loss to the uttermost; the high recklessness of exalted devotion which does not count the cost. We are made by these tragic, epic things to know what it costs to make a nation—the blood and sacrifice of multitudes of unknown men lifted to a great stature in the view of all generations by knowing no limit to their manly willingness to serve. In armies thus marshaled from the ranks of free men you will see, as it were, a nation embattled, the leaders and the led, and may know, if you will, how little except in form its action differs in days of peace from its action in days of war.

May we break camp now and be at ease? Are the forces that fight for the Nation dispersed, disbanded, gone to their homes forgetful of the common cause? Are our forces disorganized, without constituted leaders and the might of men consciously united because we contend, not with armies, but with principalities and powers and wickedness in high places?

Are we content to lie still? Does our union mean sympathy, our peace contentment, our vigor right action, our maturity self-comprehension and a clear confidence in choosing what we shall do? War fitted us for action, and action never ceases.

I have been chosen the leader of the Nation. I cannot justify the choice by any qualities of my own, but so it has come about, and here I stand. Whom do I command? The ghostly hosts who fought upon these battlefields long ago and are gone? These gallant gentlemen stricken in years whose fighting days, are over, their glory won? What are the orders for them, and who rallies them? I have in my mind another host, whom these set free of civil strife in order that they might work out in days of peace and settled order the life of a great Nation. That host is the people themselves, the great and the small, without class or difference of kind or race or origin; and undivided in interest, if we have but the vision to guide and direct them and order their lives aright in what we do. Our constitutions are their articles of enlistment. The orders of the day are the laws upon our statute books. What we strive for is their freedom, their right to lift themselves from day to day and behold the things they have hoped for, and so make way for still better days for those whom they love who are to come after them. The recruits are the little children crowding in. The quartermaster's stores are in the mines and forests and fields, in the shops and factories. Every day something must be done to push the campaign forward; and it must be done by plan and with an eye to some great destiny.

How shall we hold such thoughts in our hearts and not be moved? I would not have you live even to-day wholly in the past, but would wish to stand with you in the light that streams upon us now out of that great day gone by. Here is the nation God has builded by our hands. What shall we do with it? Who stands ready to act again and always in the spirit of this day of reunion and hope and patriotic fervor? The day of our country's life has but broadened into morning. Do not put uniforms by. Put the harness of the present on. Lift your eyes to the great tracts of life yet to be conquered in the interest of righteous peace, of that prosperity which lies in a people's hearts and outlasts all wars and errors of men. Come, let us be comrades and soldiers yet to serve our fellow-men in quiet counsel, where the blare of trumpets is neither heard nor heeded and where the things are done which make blessed the nations of the world in peace and righteousness and love.



# ADDRESS ON MEXICAN AFFAIRS

[Delivered at a joint session of the two Houses of Congress, August 27, 1913.]

Gentlemen of the Congress:

It is clearly my duty to lay before you, very fully and without reservation, the facts concerning our present relations with the Republic of Mexico. The deplorable posture of affairs in Mexico I need not describe,<sup>4</sup> but I deem it my duty to speak very frankly of what this Government has done and should seek to do in fulfillment of its obligation to Mexico herself, as a friend and neighbor, and to American citizens whose lives and vital interests are daily affected by the distressing conditions which now obtain beyond our southern border.

Those conditions touch us very nearly. Not merely because they lie at our very doors. That of course makes us more vividly and more constantly conscious of them, and every instinct of neighborly interest and sympathy is aroused and quickened by them; but that is only one element in the determination of our

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<sup>4</sup> General Victoriano Huerta had, on Feb. 18, deposed President Madero, and had been, on the 20th, elected President by the Mexican Congress. Three days later Madero was assassinated while in the custody of the new government. An army calling themselves Constitutionalists under General Villa, defeated the Mexican Federal forces in May. On August 20, Huerta declined the proposal of the United States government that he should cease to be a candidate for the Presidency.

duty. We are glad to call ourselves the friends of Mexico, and we shall, I hope, have many an occasion, in happier times as well as in these days of trouble and confusion, to show that our friendship is genuine and disinterested, capable of sacrifice and every generous manifestation. The peace, prosperity, and contentment of Mexico mean more, much more, to us than merely an enlarged field for our commerce and enterprise. They mean an enlargement of the field of self-government and the realization of the hopes and rights of a nation with whose best aspirations, so long suppressed and disappointed, we deeply sympathize. We shall yet prove to the Mexican people that we know how to serve them without first thinking how we shall serve ourselves.

But we are not the only friends of Mexico. The whole world desires her peace and progress; and the whole world is interested as never before. Mexico lies at last where all the world looks on. Central America is about to be touched by the great routes of the world's trade and intercourse running free from ocean to ocean at the Isthmus. The future has much in store for Mexico, as for all the States of Central America; but the best gifts can come to her only if she be ready and free to receive them and to enjoy them honorably. America in particular—America north and south and upon both continents—waits upon the development of Mexico; and that development can be sound and lasting only if it be the product of a genuine freedom, a just and ordered government founded upon law. Only so can it be peaceful or fruitful of

the benefits of peace. Mexico has a great and enviable future before her, if only she choose and attain the paths of honest constitutional government.

The present circumstances of the Republic, I deeply regret to say, do not seem to promise even the foundations of such a peace. We have waited many months, months full of peril and anxiety, for the conditions there to improve, and they have not improved. They have grown worse, rather. The territory in some sort controlled by the provisional authorities at Mexico City has grown smaller, not larger. The prospect of the pacification of the country, even by arms, has seemed to grow more and more remote; and its pacification by the authorities at the capital is evidently impossible by any other means than force. Difficulties more and more entangle those who claim to constitute the legitimate government of the Republic. They have not made good their claim in fact. Their successes in the field have proved only temporary. War and disorder, devastation and confusion, seem to threaten to become the settled fortune of the distracted country. As friends we could wait no longer for a solution which every week seemed further away. It was our duty at least to volunteer our good offices—to offer to assist, if we might, in effecting some arrangement which would bring relief and peace and set up a universally acknowledged political authority there.

Accordingly, I took the liberty of sending the Hon. John Lind, formerly governor of Minnesota, as my personal spokesman and representative, to the City of Mexico, with *the following*

*instructions:*

Press very earnestly upon the attention of those who are now exercising authority or wielding influence in Mexico the following considerations and advice:

The Government of the United States does not feel at liberty any longer to stand inactively by while it becomes daily more and more evident that no real progress is being made towards the establishment of a government at the City of Mexico which the country will obey and respect.

The Government of the United States does not stand in the same case with the other great Governments of the world in respect of what is happening or what is likely to happen in Mexico. We offer our good offices, not only because of our genuine desire to play the part of a friend, but also because we are expected by the powers of the world to act as Mexico's nearest friend.

We wish to act in these circumstances in the spirit of the most earnest and disinterested friendship. It is our purpose in whatever we do or propose in this perplexing and distressing situation not only to pay the most scrupulous regard to the sovereignty and independence of Mexico—that we take as a matter of course to which we are bound by every obligation of right and honor—but also to give every possible evidence that we act in the interest of Mexico alone, and not in the interest of any person or body of persons who may have personal or property claims in Mexico which they may feel that they have the right to press. We are seeking to counsel Mexico for her own good and in the interest of her own peace, and not for any other purpose whatever.

The Government of the United States would deem itself discredited if it had any selfish or ulterior purpose in transactions where the peace, happiness, and prosperity of a whole people are involved. It is acting as its friendship for Mexico, not as any selfish interest, dictates.

The present situation in Mexico is incompatible with the fulfillment of international obligations on the part of Mexico, with the civilized development of Mexico herself, and with the maintenance of tolerable political and economic conditions in Central America. It is upon no common occasion, therefore, that the United States offers her counsel and assistance. All America cries out for a settlement.

A satisfactory settlement seems to us to be conditioned on—

(a) An immediate cessation of fighting throughout Mexico, a definite armistice solemnly entered into and scrupulously observed;

(b) Security given for an early and free election in which all will agree to take part;

(c) The consent of Gen. Huerta to bind himself not to be a candidate for election as President of the Republic at this election; and

(d) The agreement of all parties to abide by the results of the election and coöperate in the most loyal way in organizing and supporting the new administration.

The Government of the United States will be glad to play any part in this settlement or in its carrying out which it can play honorably and consistently with international right. It

pledges itself to recognize and in every way possible and proper to assist the administration chosen and set up in Mexico in the way and on the conditions suggested.

Taking all the existing conditions into consideration, the Government of the United States can conceive of no reasons sufficient to justify those who are now attempting to shape the policy or exercise the authority of Mexico in declining the offices of friendship thus offered. Can Mexico give the civilized world a satisfactory reason for rejecting our good offices? If Mexico can suggest any better way in which to show our friendship, serve the people of Mexico, and meet our international obligations, we are more than willing to consider the suggestion.

Mr. Lind executed his delicate and difficult mission with singular tact, firmness, and good judgment, and made clear to the authorities at the City of Mexico not only the purpose of his visit but also the spirit in which it had been undertaken. But the proposals he submitted were rejected, in a note the full text of which I take the liberty of laying before you.

I am led to believe that they were rejected partly because the authorities at Mexico City had been grossly misinformed and misled upon two points. They did not realize the spirit of the American people in this matter, their earnest friendliness and yet sober determination that some just solution be found for the Mexican difficulties; and they did not believe that the present administration spoke, through Mr. Lind, for the people of the United States. The effect of this unfortunate

misunderstanding on their part is to leave them singularly isolated and without friends who can effectually aid them. So long as the misunderstanding continues we can only await the time of their awakening to a realization of the actual facts. We cannot thrust our good offices upon them. The situation must be given a little more time to work itself out in the new circumstances; and I believe that only a little while will be necessary. For the circumstances are new. The rejection of our friendship makes them new and will inevitably bring its own alterations in the whole aspect of affairs. The actual situation of the authorities at Mexico City will presently be revealed.

Meanwhile, what is it our duty to do? Clearly, everything that we do must be rooted in patience and done with calm and disinterested deliberation. Impatience on our part would be childish, and would be fraught with every risk of wrong and folly. We can afford to exercise the self-restraint of a really great nation which realizes its own strength and scorns to misuse it. It was our duty to offer our active assistance. It is now our duty to show what true neutrality will do to enable the people of Mexico to set their affairs in order again and wait for a further opportunity to offer our friendly counsels. The door is not closed against the resumption, either upon the initiative of Mexico or upon our own, of the effort to bring order out of the confusion by friendly coöperative action, should fortunate occasion offer.

While we wait the contest of the rival forces will undoubtedly for a little while be sharper than ever, just because it will be

plain that an end must be made of the existing situation, and that very promptly; and with the increased activity of the contending factions will come, it is to be feared, increased danger to the non-combatants in Mexico as well as to those actually in the field of battle. The position of outsiders is always particularly trying and full of hazard where there is civil strife and a whole country is upset. We should earnestly urge all Americans to leave Mexico at once, and should assist them to get away in every way possible—not because we would mean to slacken in the least our efforts to safeguard their lives and their interests, but because it is imperative that they should take no unnecessary risks when it is physically possible for them to leave the country. We should let every one who assumes to exercise authority in any part of Mexico know in the most unequivocal way that we shall vigilantly watch the fortunes of those Americans who cannot get away, and shall hold those responsible for their sufferings and losses to a definite reckoning. That can be and will be made plain beyond the possibility of a misunderstanding.

For the rest, I deem it my duty to exercise the authority conferred upon me by the law of March 14, 1912, to see to it that neither side to the struggle now going on in Mexico receive any assistance from this side the border. I shall follow the best practice of nations in the matter of neutrality by forbidding the exportation of arms or munitions of war of any kind from the United States to any part of the Republic of Mexico—a policy suggested by several interesting precedents and certainly dictated



by many manifest considerations of practical expediency. We cannot in the circumstances be the partisans of either party to the contest that now distracts Mexico, or constitute ourselves the virtual umpire between them.

I am happy to say that several of the great Governments of the world have given this Government their generous moral support in urging upon the provisional authorities at the City of Mexico the acceptance of our proffered good offices in the spirit in which they were made. We have not acted in this matter under the ordinary principles of international obligation. All the world expects us in such circumstances to act as Mexico's nearest friend and intimate adviser. This is our immemorial relation towards her. There is nowhere any serious question that we have the moral right in the case or that we are acting in the interest of a fair settlement and of good government, not for the promotion of some selfish interest of our own. If further motive were necessary than our own good will towards a sister Republic and our own deep concern to see peace and order prevail in Central America, this consent of mankind to what we are attempting, this attitude of the great nations of the world towards what we may attempt in dealing with this distressed people at our doors, should make us feel the more solemnly bound to go to the utmost length of patience and forbearance in this painful and anxious business. The steady pressure of moral force will before many days break the barriers of pride and prejudice down, and we shall triumph as Mexico's friends sooner than we could triumph as her enemies

—and how much more handsomely, with how much higher and finer satisfactions of conscience and of honor!

# UNDERSTANDING AMERICA

[Delivered at Philadelphia, Pa., on the occasion of the rededication of Congress Hall, Oct. 25, 1913. The United States Congress met in this hall till 1800. Here Washington was inaugurated the second time, and here he made his farewell address to the American people. Here John Adams took the oath of office when he succeeded Washington. The hall, after being long disused, was now restored and reopened. Before Mr. Wilson spoke, Mr. Frank Miles Day, representing the committee of architects, had referred to the "delightful silence, order, gravity, and personal dignity of manner" observed by the Senators of the first Congress, and had said, "They all appeared every morning full powdered, and dressed, as age or fancy might suggest, in the richest material."]

Your Honor, Mr. Chairman, Ladies, and Gentlemen:

No American could stand in this place to-day and think of the circumstances which we are come together to celebrate without being most profoundly stirred. There has come over me since I sat down here a sense of deep solemnity, because it has seemed to me that I saw ghosts crowding—a great assemblage of spirits, no longer visible, but whose influence we still feel as we feel the molding power of history itself. The men who sat in this hall, to whom we now look back with a touch of deep sentiment, were men of flesh and blood, face to face with extremely difficult

problems. The population of the United States then was hardly three times the present population of the city of Philadelphia, and yet that was a Nation as this is a Nation, and the men who spoke for it were setting their hands to a work which was to last, not only that their people might be happy, but that an example might be lifted up for the instruction of the rest of the world.

I like to read the quaint old accounts such as Mr. Day has read to us this afternoon. Strangers came then to America to see what the young people that had sprung up here were like, and they found men in counsel who knew how to construct governments. They found men deliberating here who had none of the appearance of novices, none of the hesitation of men who did not know whether the work they were doing was going to last or not; men who addressed themselves to a problem of construction as familiarly as we attempt to carry out the traditions of a Government established these 137 years.

I feel to-day the compulsion of these men, the compulsion of examples which were set up in this place. And of what do their examples remind us? They remind us not merely of public service but of public service shot through with principle and honor. They were not histrionic men. They did not say—

Look upon us as upon those who shall hereafter be illustrious.

They said:

Look upon us who are doing the first free work of constitutional liberty in the world, and who must do it in

soberness and truth, or it will not last.

Politics, ladies and gentlemen, is made up in just about equal parts of comprehension and sympathy. No man ought to go into politics who does not comprehend the task that he is going to attack. He may comprehend it so completely that it daunts him, that he doubts whether his own spirit is stout enough and his own mind able enough to attempt its great undertakings, but unless he comprehend it he ought not to enter it. After he has comprehended it, there should come into his mind those profound impulses of sympathy which connect him with the rest of mankind, for politics is a business of interpretation, and no men are fit for it who do not see and seek more than their own advantage and interest.

We have stumbled upon many unhappy circumstances in the hundred years that have gone by since the event that we are celebrating. Almost all of them have come from self-centered men, men who saw in their own interest the interest of the country, and who did not have vision enough to read it in wider terms, in the universal terms of equity and justice and the rights of mankind. I hear a great many people at Fourth of July celebrations laud the Declaration of Independence who in between Julys shiver at the plain language of our bills of rights. The Declaration of Independence was, indeed, the first audible breath of liberty, but the substance of liberty is written in such documents as the declaration of rights attached, for example, to the first constitution of Virginia, which was a model for the

similar documents read elsewhere into our great fundamental charters. That document speaks in very plain terms. The men of that generation did not hesitate to say that every people has a right to choose its own forms of government—not once, but as often as it pleases—and to accommodate those forms of government to its existing interests and circumstances. Not only to establish but to alter is the fundamental principle of self-government.

We are just as much under compulsion to study the particular circumstances of our own day as the gentlemen were who sat in this hall and set us precedents, not of what to do but of how to do it. Liberty inheres in the circumstances of the day. Human happiness consists in the life which human beings are leading at the time that they live. I can feed my memory as happily upon the circumstances of the revolutionary and constitutional period as you can, but I cannot feed all my purposes with them in Washington now. Every day problems arise which wear some new phase and aspect, and I must fall back, if I would serve my conscience, upon those things which are fundamental rather than upon those things which are superficial, and ask myself this question, How are you going to assist in some small part to give the American people and, by example, the peoples of the world more liberty, more happiness, more substantial prosperity; and how are you going to make that prosperity a common heritage instead of a selfish possession? I came here to-day partly in order to feed my own spirit. I did not come in compliment. When I was asked to come I knew immediately upon the utterance of the

invitation that I had to come, that to be absent would be as if I refused to drink once more at the original fountains of inspiration for our own Government.

The men of the day which we now celebrate had a very great advantage over us, ladies and gentlemen, in this one particular: Life was simple in America then. All men shared the same circumstances in almost equal degree. We think of Washington, for example, as an aristocrat, as a man separated by training, separated by family and neighborhood tradition, from the ordinary people of the rank and file of the country. Have you forgotten the personal history of George Washington? Do you not know that he struggled as poor boys now struggle for a meager and imperfect education; that he worked at his surveyor's tasks in the lonely forests; that he knew all the roughness, all the hardships, all the adventure, all the variety of the common life of that day; and that if he stood a little stiffly in this place, if he looked a little aloof, it was because life had dealt hardly with him? All his sinews had been stiffened by the rough work of making America. He was a man of the people, whose touch had been with them since the day he saw the light first in the old Dominion of Virginia. And the men who came after him, men, some of whom had drunk deep at the sources of philosophy and of study, were, nevertheless, also men who on this side of the water knew no complicated life but the simple life of primitive neighborhoods. Our task is very much more difficult. That sympathy which alone interprets public duty is

more difficult for a public man to acquire now than it was then, because we live in the midst of circumstances and conditions infinitely complex.

No man can boast that he understands America. No man can boast that he has lived the life of America, as almost every man who sat in this hall in those days could boast. No man can pretend that except by common counsel he can gather into his consciousness what the varied life of this people is. The duty that we have to keep open eyes and open hearts and accessible understandings is a very much more difficult duty to perform than it was in their day. Yet how much more important that it should be performed, for fear we make infinite and irreparable blunders. The city of Washington is in some respects self-contained, and it is easy there to forget what the rest of the United States is thinking about. I count it a fortunate circumstance that almost all the windows of the White House and its offices open upon unoccupied spaces that stretch to the banks of the Potomac and then out into Virginia and on to the heavens themselves, and that as I sit there I can constantly forget Washington and remember the United States. Not that I would intimate that all of the United States lies south of Washington, but there is a serious thing back of my thought. If you think too much about being reëlected, it is very difficult to be worth reëlecting. You are so apt to forget that the comparatively small number of persons, numerous as they seem to be when they swarm, who come to Washington to ask for things, do not constitute an



important proportion of the population of the country, that it is constantly necessary to come away from Washington and renew one's contact with the people who do not swarm there, who do not ask for anything, but who do trust you without their personal counsel to do your duty. Unless a man gets these contacts he grows weaker and weaker. He needs them as Hercules needed the touch of mother earth. If you lift him up too high or he lifts himself too high, he loses the contact and therefore loses the inspiration.

I love to think of those plain men, however far from plain their dress sometimes was, who assembled in this hall. One is startled to think of the variety of costume and color which would now occur if we were let loose upon the fashions of that age. Men's lack of taste is largely concealed now by the limitations of fashion. Yet these men, who sometimes dressed like the peacock, were, nevertheless, of the ordinary flight of their time. They were birds of a feather; they were birds come from a very simple breeding; they were much in the open heaven. They were beginning, when there was so little to distract their attention, to show that they could live upon fundamental principles of government. We talk those principles, but we have not time to absorb them. We have not time to let them into our blood, and thence have them translated into the plain mandates of action.

The very smallness of this room, the very simplicity of it all, all the suggestions which come from its restoration, are reassuring things—things which it becomes a man to realize.

Therefore my theme here to-day, my only thought, is a very simple one. Do not let us go back to the annals of those sessions of Congress to find out what to do, because we live in another age and the circumstances are absolutely different; but let us be men of that kind; let us feel at every turn the compulsions of principle and of honor which thy felt; let us free our vision from temporary circumstances and look abroad at the horizon and take into our lungs the great air of freedom which has blown through this country and stolen across the seas and blessed people everywhere; and, looking east and west and north and south, let us remind ourselves that we are the custodians, in some degree, of the principles which have made men free and governments just.

# ADDRESS BEFORE THE SOUTHERN COMMERCIAL CONGRESS

[Delivered at Mobile, Alabama, October 27, 1913.]

Your Excellency, Mr. Chairman:

It is with unaffected pleasure that I find myself here to-day. I once before had the pleasure, in another southern city, of addressing the Southern Commercial Congress. I then spoke of what the future seemed to hold in store for this region, which so many of us love and toward the future of which we all look forward with so much confidence and hope. But another theme directed me here this time. I do not need to speak of the South. She has, perhaps, acquired the gift of speaking for herself. I come because I want to speak of our present and prospective relations with our neighbors to the south. I deemed it a public duty, as well as a personal pleasure, to be here to express for myself and for the Government I represent the welcome we all feel to those who represent the Latin-American States.

The future, ladies and gentlemen, is going to be very different for this hemisphere from the past. These States lying to the south of us, which have always been our neighbors, will now be drawn closer to us by innumerable ties, and, I hope, chief of all by the tie of a common understanding of each other. Interest does not tie nations together; it sometimes separates them. But sympathy

and understanding does unite them, and I believe that by the new route that is just about to be opened, while we physically cut two continents asunder, we spiritually unite them. It is a spiritual union which we seek.

I wonder if you realize, I wonder if your imaginations have been filled with the significance of the tides of commerce. Your Governor alluded in very fit and striking terms to the voyage of Columbus, but Columbus took his voyage under compulsion of circumstances. Constantinople had been captured by the Turks, and all the routes of trade with the East had been suddenly closed. If there was not a way across the Atlantic to open those routes again, they were closed forever; and Columbus set out not to discover America, for he did not know that it existed, but to discover the eastern shores of Asia. He set sail for Cathay and stumbled upon America. With that change in the outlook of the world, what happened? England, that had been at the back of Europe with an unknown sea behind her, found that all things had turned as if upon a pivot and she was at the front of Europe; and since then all the tides of energy and enterprise that have issued out of Europe have seemed to be turned westward across the Atlantic. But you will notice that they have turned westward chiefly north of the Equator, and that it is the northern half of the globe that has seemed to be filled with the media of intercourse and of sympathy and of common understanding.

Do you not see now what is about to happen? These great tides which have been running along parallels of latitude will now

swing southward athwart parallels of latitude, and that opening gate at the Isthmus of Panama will open the world to a commerce that she has not known before, a commerce of intelligence, of thought, and sympathy between North and South. The Latin-American States which, to their disadvantage, have been off the main lines will now be on the main lines. I feel that these gentlemen honoring us with their presence to-day will presently find that some part, at any rate, of the center of gravity of the world has shifted. Do you realize that New York, for example, will be nearer the western coast of South America than she is now to the eastern coast of South America? Do you realize that a line drawn northward parallel with the greater part of the western coast of South America will run only about one hundred and fifty miles west of New York? The great bulk of South America, if you will look at your globes (not at your Mercator's projection), lies eastward of the continent of North America. You will realize that when you realize that the canal will run southeast, not southwest, and that when you get into the Pacific you will be farther east than you were when you left the Gulf of Mexico. These things are significant, therefore, of this, that we are closing one chapter in the history of the world and are opening another of great, unimaginable significance.

There is one peculiarity about the history of the Latin-American States which I am sure they are keenly aware of. You hear of "concessions" to foreign capitalists in Latin America. You do not hear of concessions to foreign capitalists in the United

States. They are not granted concessions. They are invited to make investments. The work is ours, though they are welcome to invest in it. We do not ask them to supply the capital and do the work. It is an invitation, not a privilege; and States that are obliged, because their territory does not lie within the main field of modern enterprise and action, to grant concessions are in this condition, that foreign interests are apt to dominate their domestic affairs, a condition of affairs always dangerous and apt to become intolerable. What these States are going to see, therefore, is an emancipation from the subordination, which has been inevitable, to foreign enterprise and an assertion of the splendid character which, in spite of these difficulties, they have again and again been able to demonstrate. The dignity, the courage, the self-possession, the self-respect of the Latin-American States, their achievements in the face of all these adverse circumstances, deserve nothing but the admiration and applause of the world. They have had harder bargains driven with them in the matter of loans than any other peoples in the world. Interest has been exacted of them that was not exacted of anybody else, because the risk was said to be greater; and then securities were taken that destroyed the risk—an admirable arrangement for those who were forcing the terms! I rejoice in nothing so much as in the prospect that they will now be emancipated from these conditions; and we ought to be the first to take part in assisting in that emancipation. I think some of these gentlemen have already had occasion to bear witness that

the Department of State in recent months has tried to serve them in that wise. In the future they will draw closer and closer to us because of circumstances of which I wish to speak with moderation and, I hope, without indiscretion.

We must prove ourselves their friends and champions upon terms of equality and honor. You cannot be friends upon any other terms than upon the terms of equality. You cannot be friends at all except upon the terms of honor. We must show ourselves friends by comprehending their interest whether it squares with our own interest or not. It is a very perilous thing to determine the foreign policy of a nation in the terms of material interest. It not only is unfair to those with whom you are dealing, but it is degrading as regards your own actions.

Comprehension must be the soil in which shall grow all the fruits of friendship, and there is a reason and a compulsion lying behind all this which is dearer than anything else to the thoughtful men of America. I mean the development of constitutional liberty in the world. Human rights, national integrity, and opportunity as against material interests—that, ladies and gentlemen, is the issue which we now have to face. I want to take this occasion to say that the United States will never again seek one additional foot of territory by conquest. She will devote herself to showing that she knows how to make honorable and fruitful use of the territory she has, and she must regard it as one of the duties of friendship to see that from no quarter are material interests made superior to human liberty and

national opportunity. I say this, not with a single thought that anyone will gainsay it, but merely to fix in our consciousness what our real relationship with the rest of America is. It is the relationship of a family of mankind devoted to the development of true constitutional liberty. We know that that is the soil out of which the best enterprise springs. We know that this is a cause which we are making in common with our neighbors, because we have had to make it for ourselves.

Reference has been made here to-day to some of the national problems which confront us as a nation. What is at the heart of all our national problems? It is that we have seen the hand of material interest sometimes about to close upon our dearest rights and possessions. We have seen material interests threaten constitutional freedom in the United States. Therefore we will now know how to sympathize with those in the rest of America who have to contend with such powers, not only within their borders but from outside their borders also.

I know what the response of the thought and heart of America will be to the program I have outlined, because America was created to realize a program like that. This is not America because it is rich. This is not America because it has set up for a great population great opportunities of material prosperity. America is a name which sounds in the ears of men everywhere as a synonym with individual opportunity because a synonym of individual liberty. I would rather belong to a poor nation that was free than to a rich nation that had ceased to be in love with liberty.



But we shall not be poor if we love liberty, because the nation that loves liberty truly sets every man free to do his best and be his best, and that means the release of all the splendid energies of a great people who think for themselves. A nation of employees cannot be free any more than a nation of employers can be.

In emphasizing the points which must unite us in sympathy and in spiritual interest with the Latin-American peoples we are only emphasizing the points of our own life, and we should prove ourselves untrue to our own traditions if we proved ourselves untrue friends to them. Do not think, therefore, gentlemen, that the questions of the day are mere questions of policy and diplomacy. They are shot through with the principles of life. We dare not turn from the principle that morality and not expediency is the thing that must guide us and that we will never condone iniquity because it is most convenient to do so. It seems to me that this is a day of infinite hope, of confidence in a future greater than the past has been, for I am fain to believe that in spite of all the things that we wish to correct the nineteenth century that now lies behind us has brought us a long stage toward the time when, slowly ascending the tedious climb that leads to the final uplands, we shall get our ultimate view of the duties of mankind. We have breasted a considerable part of that climb and shall presently—it may be in a generation or two—come out upon those great heights where there shines unobstructed the light of the justice of God.

# THE STATE OF THE UNION

[Address delivered at a joint session of the two Houses of Congress, December 2, 1913.]

Mr. Speaker, Mr. President, Gentlemen of the Congress:

In pursuance of my constitutional duty to "give to the Congress information of the state of the Union," I take the liberty of addressing you on several matters which ought, as it seems to me, particularly to engage the attention of your honorable bodies, as of all who study the welfare and progress of the Nation.

I shall ask your indulgence if I venture to depart in some degree from the usual custom of setting before you in formal review the many matters which have engaged the attention and called for the action of the several departments of the Government or which look to them for early treatment in the future, because the list is long, very long, and would suffer in the abbreviation to which I should have to subject it. I shall submit to you the reports of the heads of the several departments, in which these subjects are set forth in careful detail, and beg that they may receive the thoughtful attention of your committees and of all Members of the Congress who may have the leisure to study them. Their obvious importance, as constituting the very substance of the business of the Government, makes comment and emphasis on my part unnecessary.

The country, I am thankful to say, is at peace with all the

world, and many happy manifestations multiply about us of a growing cordiality and sense of community of interest among the nations, foreshadowing an age of settled peace and good will. More and more readily each decade do the nations manifest their willingness to bind themselves by solemn treaty to the processes of peace, the processes of frankness and fair concession. So far the United States has stood at the front of such negotiations. She will, I earnestly hope and confidently believe, give fresh proof of her sincere adherence to the cause of international friendship by ratifying the several treaties of arbitration awaiting renewal by the Senate. In addition to these, it has been the privilege of the Department of State to gain the assent, in principle, of no less than thirty-one nations, representing four-fifths of the population of the world, to the negotiation of treaties by which it shall be agreed that whenever differences of interest or of policy arise which cannot be resolved by the ordinary processes of diplomacy they shall be publicly analyzed, discussed, and reported upon by a tribunal chosen by the parties before either nation determines its course of action.

There is only one possible standard by which to determine controversies between the United States and other nations, and that is compounded of these two elements: Our own honor and our obligations to the peace of the world. A test so compounded ought easily to be made to govern both the establishment of new treaty obligations and the interpretation of those already assumed.

There is but one cloud upon our horizon. That has shown itself to the south of us, and hangs over Mexico. There can be no certain prospect of peace in America until Gen. Huerta has surrendered his usurped authority in Mexico; until it is understood on all hands, indeed, that such pretended governments will not be countenanced or dealt with by the Government of the United States. We are the friends of constitutional government in America; we are more than its friends, we are its champions; because in no other way can our neighbors, to whom we would wish in every way to make proof of our friendship, work out their own development in peace and liberty. Mexico has no Government. The attempt to maintain one at the City of Mexico has broken down, and a mere military despotism has been set up which has hardly more than the semblance of national authority. It originated in the usurpation of Victoriano Huerta, who, after a brief attempt to play the part of constitutional President, has at last cast aside even the pretense of legal right and declared himself dictator. As a consequence, a condition of affairs now exists in Mexico which has made it doubtful whether even the most elementary and fundamental rights either of her own people or of the citizens of other countries resident within her territory can long be successfully safeguarded, and which threatens, if long continued, to imperil the interests of peace, order, and tolerable life in the lands immediately to the south of us. Even if the usurper had succeeded in his purposes, in despite of the constitution of

the Republic and the rights of its people, he would have set up nothing but a precarious and hateful power, which could have lasted but a little while, and whose eventual downfall would have left the country in a more deplorable condition than ever. But he has not succeeded. He has forfeited the respect and the moral support even of those who were at one time willing to see him succeed. Little by little he has been completely isolated. By a little every day his power and prestige are crumbling and the collapse is not far away. We shall not, I believe, be obliged to alter our policy of watchful waiting. And then, when the end comes, we shall hope to see constitutional order restored in distressed Mexico by the concert and energy of such of her leaders as prefer the liberty of their people to their own ambitions.

I turn to matters of domestic concern. You already have under consideration a bill for the reform of our system of banking and currency, for which the country waits with impatience, as for something fundamental to its whole business life and necessary to set credit free from arbitrary and artificial restraints. I need not say how earnestly I hope for its early enactment into law. I take leave to beg that the whole energy and attention of the Senate be concentrated upon it till the matter is successfully disposed of. And yet I feel that the request is not needed—that the Members of that great House need no urging in this service to the country.

I present to you, in addition, the urgent necessity that special provision be made also for facilitating the credits needed by the farmers of the country. The pending currency bill does the

farmers a great service. It puts them upon an equal footing with other business men and masters of enterprise, as it should; and upon its passage they will find themselves quit of many of the difficulties which now hamper them in the field of credit. The farmers, of course, ask and should be given no special privilege, such as extending to them the credit of the Government itself. What they need and should obtain is legislation which will make their own abundant and substantial credit resources available as a foundation for joint, concerted local action in their own behalf in getting the capital they must use. It is to this we should now address ourselves.

It has, singularly enough, come to pass that we have allowed the industry of our farms to lag behind the other activities of the country in its development. I need not stop to tell you how fundamental to the life of the Nation is the production of its food. Our thoughts may ordinarily be concentrated upon the cities and the hives of industry, upon the cries of the crowded market place and the clangor of the factory, but it is from the quiet interspaces of the open valleys and the free hillsides that we draw the sources of life and of prosperity, from the farm and the ranch, from the forest and the mine. Without these every street would be silent, every office deserted, every factory fallen into disrepair. And yet the farmer does not stand upon the same footing with the forester and the miner in the market of credit. He is the servant of the seasons. Nature determines how long he must wait for his crops, and will not be hurried in her processes. He may give his note,

but the season of its maturity depends upon the season when his crop matures, lies at the gates of the market where his products are sold. And the security he gives is of a character not known in the broker's office or as familiarly as it might be on the counter of the banker.

The Agricultural Department of the Government is seeking to assist as never before to make farming an efficient business, of wide coöperative effort, in quick touch with the markets for food-stuffs. The farmers and the Government will henceforth work together as real partners in this field, where we now begin to see our way very clearly and where many intelligent plans are already being put into execution. The Treasury of the United States has, by a timely and well-considered distribution of its deposits, facilitated the moving of the crops in the present season and prevented the scarcity of available funds too often experienced at such times. But we must not allow ourselves to depend upon extraordinary expedients. We must add the means by which the farmer may make his credit constantly and easily available and command when he will the capital by which to support and expand his business. We lag behind many other great countries of the modern world in attempting to do this. Systems of rural credit have been studied and developed on the other side of the water while we left our farmers to shift for themselves in the ordinary money market. You have but to look about you in any rural district to see the result, the handicap and embarrassment which have been put upon those who produce our food.

Conscious of this backwardness and neglect on our part, the Congress recently authorized the creation of a special commission to study the various systems of rural credit which have been put into operation in Europe, and this commission is already prepared to report. Its report ought to make it easier for us to determine what methods will be best suited to our own farmers. I hope and believe that the committees of the Senate and House will address themselves to this matter with the most fruitful results, and I believe that the studies and recently formed plans of the Department of Agriculture may be made to serve them very greatly in their work of framing appropriate and adequate legislation. It would be indiscreet and presumptuous in anyone to dogmatize upon so great and many-sided a question, but I feel confident that common counsel will produce the results we must all desire.

Turn from the farm to the world of business which centers in the city and in the factory, and I think that all thoughtful observers will agree that the immediate service we owe the business communities of the country is to prevent private monopoly more effectually than it has yet been prevented. I think it will be easily agreed that we should let the Sherman antitrust law stand, unaltered, as it is, with its debatable ground about it, but that we should as much as possible reduce the area of that debatable ground by further and more explicit legislation; and should also supplement that great act by legislation which will not only clarify it but also facilitate its administration and



make it fairer to all concerned. No doubt we shall all wish, and the country will expect, this to be the central subject of our deliberations during the present session; but it is a subject so many-sided and so deserving of careful and discriminating discussion that I shall take the liberty of addressing you upon it in a special message at a later date than this. It is of capital importance that the business men of this country should be relieved of all uncertainties of law with regard to their enterprises and investments and a clear path indicated which they can travel without anxiety. It is as important that they should be relieved of embarrassment and set free to prosper as that private monopoly should be destroyed. The ways of action should be thrown wide open.

I turn to a subject which I hope can be handled promptly and without serious controversy of any kind. I mean the method of selecting nominees for the Presidency of the United States. I feel confident that I do not misinterpret the wishes or the expectations of the country when I urge the prompt enactment of legislation which will provide for primary elections throughout the country at which the voters of the several parties may choose their nominees for the Presidency without the intervention of nominating conventions. I venture the suggestion that this legislation should provide for the retention of party conventions, but only for the purpose of declaring and accepting the verdict of the primaries and formulating the platforms of the parties; and I suggest that these conventions should consist not of delegates

chosen for this single purpose, but of the nominees for Congress, the nominees for vacant seats in the Senate of the United States, the Senators whose terms have not yet closed, the national committees, and the candidates for the Presidency themselves, in order that platforms may be framed by those responsible to the people for carrying them into effect.

These are all matters of vital domestic concern, and besides them, outside the charmed circle of our own national life in which our affections command us, as well as our consciences, there stand out our obligations toward our territories over sea. Here we are trustees. Porto Rico, Hawaii, the Philippines, are ours, indeed, but not ours to do what we please with. Such territories, once regarded as mere possessions, are no longer to be selfishly exploited; they are part of the domain of public conscience and of serviceable and enlightened statesmanship. We must administer them for the people who live in them and with the same sense of responsibility to them as toward our own people in our domestic affairs. No doubt we shall successfully enough bind Porto Rico and the Hawaiian Islands to ourselves by ties of justice and interest and affection, but the performance of our duty toward the Philippines is a more difficult and debatable matter. We can satisfy the obligations of generous justice toward the people of Porto Rico by giving them the ample and familiar rights and privileges accorded our own citizens in our own territories and our obligations toward the people of Hawaii by perfecting the provisions for self-government already granted

them, but in the Philippines we must go further. We must hold steadily in view their ultimate independence, and we must move toward the time of that independence as steadily as the way can be cleared and the foundations thoughtfully and permanently laid.

Acting under the authority conferred upon the President by Congress, I have already accorded the people of the islands a majority in both houses of their legislative body by appointing five instead of four native citizens to the membership of the commission. I believe that in this way we shall make proof of their capacity in counsel and their sense of responsibility in the exercise of political power, and that the success of this step will be sure to clear our view for the steps which are to follow. Step by step we should extend and perfect the system of self-government in the islands, making test of them and modifying them as experience discloses their successes and their failures; that we should more and more put under the control of the native citizens of the archipelago the essential instruments of their life, their local instrumentalities of government, their schools, all the common interests of their communities, and so by counsel and experience set up a government which all the world will see to be suitable to a people whose affairs are under their own control. At last, I hope and believe, we are beginning to gain the confidence of the Filipino peoples. By their counsel and experience, rather than by our own, we shall learn how best to serve them and how soon it will be possible and wise to withdraw our supervision. Let

us once find the path and set out with firm and confident tread upon it and we shall not wander from it or linger upon it.

A duty faces us with regard to Alaska which seems to me very pressing and very imperative; perhaps I should say a double duty, for it concerns both the political and the material development of the Territory. The people of Alaska should be given the full Territorial form of government, and Alaska, as a storehouse, should be unlocked. One key to it is a system of railways. These the Government should itself build and administer, and the ports and terminals it should itself control in the interest of all who wish to use them for the service and development of the country and its people.

But the construction of railways is only the first step; is only thrusting in the key to the storehouse and throwing back the lock and opening the door. How the tempting resources of the country are to be exploited is another matter, to which I shall take the liberty of from time to time calling your attention, for it is a policy which must be worked out by well-considered stages, not upon theory, but upon lines of practical expediency. It is part of our general problem of conservation. We have a freer hand in working out the problem in Alaska than in the States of the Union; and yet the principle and object are the same, wherever we touch it. We must use the resources of the country, not lock them up. There need be no conflict or jealousy as between State and Federal authorities, for there can be no essential difference of purpose between them. The resources in question must be used,

but not destroyed or wasted; used, but not monopolized upon any narrow idea of individual rights as against the abiding interests of communities. That a policy can be worked out by conference and concession which will release these resources and yet not jeopard or dissipate them, I for one have no doubt; and it can be done on lines of regulation which need be no less acceptable to the people and governments of the States concerned than to the people and Government of the Nation at large, whose heritage these resources are. We must bend our counsels to this end. A common purpose ought to make agreement easy.

Three or four matters of special importance and significance I beg that you will permit me to mention in closing.

Our Bureau of Mines ought to be equipped and empowered to render even more effectual service than it renders now in improving the conditions of mine labor and making the mines more economically productive as well as more safe. This is an all-important part of the work of conservation; and the conservation of human life and energy lies even nearer to our interest than the preservation from waste of our material resources.

We owe it, in mere justice to the railway employees of the country, to provide for them a fair and effective employers' liability act; and a law that we can stand by in this matter will be no less to the advantage of those who administer the railroads of the country than to the advantage of those whom they employ. The experience of a large number of the States abundantly proves that.

We ought to devote ourselves to meeting pressing demands of plain justice like this as earnestly as to the accomplishment of political and economic reforms. Social justice comes first. Law is the machinery for its realization and is vital only as it expresses and embodies it.

An international congress for the discussion of all questions that affect safety at sea is now sitting in London at the suggestion of our own Government. So soon as the conclusions of that congress can be learned and considered we ought to address ourselves, among other things, to the prompt alleviation of the very unsafe, unjust, and burdensome conditions which now surround the employment of sailors and render it extremely difficult to obtain the services of spirited and competent men such as every ship needs if it is to be safely handled and brought to port.

May I not express the very real pleasure I have experienced in coöperating with this Congress and sharing with it the labors of common service to which it has devoted itself so unreservedly during the past seven months of uncomplaining concentration upon the business of legislation? Surely it is a proper and pertinent part of my report on "the state of the Union" to express my admiration for the diligence, the good temper, and the full comprehension of public duty which has already been manifested by both the Houses; and I hope that it may not be deemed an impertinent intrusion of myself into the picture if I say with how much and how constant satisfaction I have availed myself of the

privilege of putting my time and energy at their disposal alike in counsel and in action.

# TRUSTS AND MONOPOLIES

[Address delivered at a joint session of the two Houses of Congress, January 20, 1914.]

Gentlemen of the Congress:

In my report "on the state of the Union," which I had the privilege of reading to you on the 2d of December last, I ventured to reserve for discussion at a later date the subject of additional legislation regarding the very difficult and intricate matter of trusts and monopolies. The time now seems opportune to turn to that great question; not only because the currency legislation, which absorbed your attention and the attention of the country in December, is now disposed of, but also because opinion seems to be clearing about us with singular rapidity in this other great field of action. In the matter of the currency it cleared suddenly and very happily after the much-debated Act was passed; in respect of the monopolies which have multiplied about us and in regard to the various means by which they have been organized and maintained it seems to be coming to a clear and all but universal agreement in anticipation of our action, as if by way of preparation, making the way easier to see and easier to set out upon with confidence and without confusion of counsel.

Legislation has its atmosphere like everything else, and the atmosphere of accommodation and mutual understanding which we now breathe with so much refreshment is matter



of sincere congratulation. It ought to make our task very much less difficult and embarrassing than it would have been had we been obliged to continue to act amidst the atmosphere of suspicion and antagonism which has so long made it impossible to approach such questions with dispassionate fairness. Constructive legislation, when successful, is always the embodiment of convincing experience, and of the mature public opinion which finally springs out of that experience. Legislation is a business of interpretation, not of origination; and it is now plain what the opinion is to which we must give effect in this matter. It is not recent or hasty opinion. It springs out of the experience of a whole generation. It has clarified itself by long contest, and those who for a long time battled with it and sought to change it are now frankly and honorably yielding to it and seeking to conform their actions to it.

The great business men who organized and financed monopoly and those who administered it in actual everyday transactions have year after year, until now, either denied its existence or justified it as necessary for the effective maintenance and development of the vast business processes of the country in the modern circumstances of trade and manufacture and finance; but all the while opinion has made head against them. The average business man is convinced that the ways of liberty are also the ways of peace and the ways of success as well; and at last the masters of business on the great scale have begun to yield their preference and purpose, perhaps

their judgment also, in honorable surrender.

What we are purposing to do, therefore, is, happily, not to hamper or interfere with business as enlightened business men prefer to do it, or in any sense to put it under the ban. The antagonism between business and government is over. We are now about to give expression to the best business judgment of America, to what we know to be the business conscience and honor of the land. The Government and business men are ready to meet each other half-way in a common effort to square business methods with both public opinion and the law. The best informed men of the business world condemn the methods and processes and consequences of monopoly as we condemn them; and the instinctive judgment of the vast majority of business men everywhere goes with them. We shall now be their spokesmen. That is the strength of our position and the sure prophecy of what will ensue when our reasonable work is done.

When serious contest ends, when men unite in opinion and purpose, those who are to change their ways of business joining with those who ask for the change, it is possible to effect it in the way in which prudent and thoughtful and patriotic men would wish to see it brought about with as few, as slight, as easy and simple business readjustments as possible in the circumstances, nothing essential disturbed, nothing torn up by the roots, no parts rent asunder which can be left in wholesome combination. Fortunately, no measures of sweeping or novel change are necessary. It will be understood that our object is *not*

to unsettle business or anywhere seriously to break its established courses athwart. On the contrary, we desire the laws we are now about to pass to be the bulwarks and safeguards of industry against the forces that have disturbed it. What we have to do can be done in a new spirit, in thoughtful moderation, without revolution of any untoward kind.

We are all agreed that "private monopoly is indefensible and intolerable," and our program is founded upon that conviction. It will be a comprehensive but not a radical or unacceptable program and these are its items, the changes which opinion deliberately sanctions and for which business waits:

It waits with acquiescence, in the first place, for laws which will effectually prohibit and prevent such interlockings of the *personnel* of the directorates of great corporations—banks and railroads, industrial, commercial, and public service bodies—as in effect result in making those who borrow and those who lend practically one and the same, those who sell and those who buy but the same persons trading with one another under different names and in different combinations, and those who affect to compete in fact partners and masters of some whole field of business. Sufficient time should be allowed, of course, in which to effect these changes of organization without inconvenience or confusion.

Such a prohibition will work much more than a mere negative good by correcting the serious evils which have arisen because, for example, the men who have been the directing spirits of the

great investment banks have usurped the place which belongs to independent industrial management working in its own behoof. It will bring new men, new energies, a new spirit of initiative, new blood, into the management of our great business enterprises. It will open the field of industrial development and origination to scores of men who have been obliged to serve when their abilities entitled them to direct. It will immensely hearten the young men coming on and will greatly enrich the business activities of the whole country.

In the second place, business men as well as those who direct public affairs now recognize, and recognize with painful clearness, the great harm and injustice which has been done to many, if not all, of the great railroad systems of the country by the way in which they have been financed and their own distinctive interests subordinated to the interests of the men who financed them and of other business enterprises which those men wished to promote. The country is ready, therefore, to accept, and accept with relief as well as approval, a law which will confer upon the Interstate Commerce Commission the power to superintend and regulate the financial operations by which the railroads are henceforth to be supplied with the money they need for their proper development to meet the rapidly growing requirements of the country for increased and improved facilities of transportation. We cannot postpone action in this matter without leaving the railroads exposed to many serious handicaps and hazards; and the prosperity of the railroads and

the prosperity of the country are inseparably connected. Upon this question those who are chiefly responsible for the actual management and operation of the railroads have spoken very plainly and very earnestly, with a purpose we ought to be quick to accept. It will be one step, and a very important one, toward the necessary separation of the business of production from the business of transportation.

The business of the country awaits also, has long awaited and has suffered because it could not obtain, further and more explicit legislative definition of the policy and meaning of the existing antitrust law. Nothing hampers business like uncertainty. Nothing daunts or discourages it like the necessity to take chances, to run the risk of falling under the condemnation of the law before it can make sure just what the law is. Surely we are sufficiently familiar with the actual processes and methods of monopoly and of the many hurtful restraints of trade to make definition possible, at any rate up to the limits of what experience has disclosed. These practices, being now abundantly disclosed, can be explicitly and item by item forbidden by statute in such terms as will practically eliminate uncertainty, the law itself and the penalty being made equally plain.

And the business men of the country desire something more than that the menace of legal process in these matters be made explicit and intelligible. They desire the advice, the definite guidance and information which can be supplied by an administrative body, an interstate trade commission.

The opinion of the country would instantly approve of such a commission. It would not wish to see it empowered to make terms with monopoly or in any sort to assume control of business, as if the Government made itself responsible. It demands such a commission only as an indispensable instrument of information and publicity, as a clearing house for the facts by which both the public mind and the managers of great business undertakings should be guided, and as an instrumentality for doing justice to business where the processes of the courts or the natural forces of correction outside the courts are inadequate to adjust the remedy to the wrong in a way that will meet all the equities and circumstances of the case.

Producing industries, for example, which have passed the point up to which combination may be consistent with the public interest and the freedom of trade, cannot always be dissected into their component units as readily as railroad companies or similar organizations can be. Their dissolution by ordinary legal process may oftentimes involve financial consequences likely to overwhelm the security market and bring upon it breakdown and confusion. There ought to be an administrative commission capable of directing and shaping such corrective processes, not only in aid of the courts but also by independent suggestion, if necessary.

Inasmuch as our object and the spirit of our action in these matters is to meet business half-way in its processes of self-correction and disturb its legitimate course as little as possible,

we ought to see to it, and the judgment of practical and sagacious men of affairs everywhere would applaud us if we did see to it, that penalties and punishments should fall, not upon business itself, to its confusion and interruption, but upon the individuals who use the instrumentalities of business to do things which public policy and sound business practice condemn. Every act of business is done at the command or upon the initiative of some ascertainable person or group of persons. These should be held individually responsible and the punishment should fall upon them, not upon the business organization of which they make illegal use. It should be one of the main objects of our legislation to divest such persons of their corporate cloak and deal with them as with those who do not represent their corporations, but merely by deliberate intention break the law. Business men the country through would, I am sure, applaud us if we were to take effectual steps to see that the officers and directors of great business bodies were prevented from bringing them and the business of the country into disrepute and danger.

Other questions remain which will need very thoughtful and practical treatment. Enterprises, in these modern days of great individual fortunes, are oftentimes interlocked, not by being under the control of the same directors, but by the fact that the greater part of their corporate stock is owned by a single person or group of persons who are in some way ultimately related in interest. We are agreed, I take it, that holding *companies* should be prohibited, but what of the controlling private ownership of

individuals or actually coöperative groups of individuals? Shall the private owners of capital stock be suffered to be themselves in effect holding companies? We do not wish, I suppose, to forbid the purchase of stocks by any person who pleases to buy them in such quantities as he can afford, or in any way arbitrarily to limit the sale of stocks to bona fide purchasers. Shall we require the owners of stock, when their voting power in several companies which ought to be independent of one another would constitute actual control, to make election in which of them they will exercise their right to vote? This question I venture for your consideration.

There is another matter in which imperative considerations of justice and fair play suggest thoughtful remedial action. Not only do many of the combinations effected or sought to be effected in the industrial world work an injustice upon the public in general; they also directly and seriously injure the individuals who are put out of business in one unfair way or another by the many dislodging and exterminating forces of combination. I hope that we shall agree in giving private individuals who claim to have been injured by these processes the right to found their suits for redress upon the facts and judgments proved and entered in suits by the Government where the Government has upon its own initiative sued the combinations complained of and won its suit, and that the statute of limitations shall be suffered to run against such litigants only from the date of the conclusion of the Government's action. It is not fair that the private litigant



should be obliged to set up and establish again the facts which the Government has proved. He cannot afford, he has not the power, to make use of such processes of inquiry as the Government has command of. Thus shall individual justice be done while the processes of business are rectified and squared with the general conscience.

I have laid the case before you, no doubt as it lies in your own mind, as it lies in the thought of the country. What must every candid man say of the suggestions I have laid before you, of the plain obligations of which I have reminded you? That these are new things for which the country is not prepared? No; but that they are old things, now familiar, and must of course be undertaken if we are to square our laws with the thought and desire of the country. Until these things are done, conscientious business men the country over will be unsatisfied. They are in these things our mentors and colleagues. We are now about to write the additional articles of our constitution of peace, the peace that is honor and freedom and prosperity.

# PANAMA CANAL TOLLS

[Address delivered at a joint session of the two Houses of Congress, March 5, 1914.]

Gentlemen of the Congress:

I have come to you upon an errand which can be very briefly performed, but I beg that you will not measure its importance by the number of sentences in which I state it. No communication I have addressed to the Congress carried with it graver or more far-reaching implications as to the interest of the country, and I come now to speak upon a matter with regard to which I am charged in a peculiar degree, by the Constitution itself, with personal responsibility.

I have come to ask you for the repeal of that provision of the Panama Canal Act of August 24, 1912, which exempts vessels engaged in the coastwise trade of the United States from payment of tolls, and to urge upon you the justice, the wisdom, and the large policy of such a repeal with the utmost earnestness of which I am capable.

In my own judgment, very fully considered and maturely formed, that exemption constitutes a mistaken economic policy from every point of view, and is, moreover, in plain contravention of the treaty with Great Britain concerning the canal concluded on November 18, 1901. But I have not come to urge upon you my personal views. I have come to state to you a fact and a situation.

Whatever may be our own differences of opinion concerning this much debated measure, its meaning is not debated outside the United States. Everywhere else the language of the treaty is given but one interpretation, and that interpretation precludes the exemption I am asking you to repeal. We consented to the treaty, its language we accepted, if we did not originate it; and we are too big, too powerful, too self-respecting a nation to interpret with a too strained or refined reading the words of our own promises just because we have power enough to give us leave to read them as we please. The large thing to do is the only thing we can afford to do, a voluntary withdrawal from a position everywhere questioned and misunderstood. We ought to reverse our action without raising the question whether we were right or wrong, and so once more deserve our reputation for generosity and for the redemption of every obligation without quibble or hesitation.

I ask this of you in support of the foreign policy of the administration. I shall not know how to deal with other matters of even greater delicacy and nearer consequence if you do not grant it to me in ungrudging measure.

# THE TAMPICO INCIDENT

[Address delivered at a joint session of the two Houses of Congress, April 20, 1914.]

Gentlemen of the Congress:

It is my duty to call your attention to a situation which has arisen in our dealings with General Victoriano Huerta at Mexico City which calls for action, and to ask your advice and coöperation in acting upon it. On the 9th of April a paymaster of the U.S.S. *Dolphin* landed at the Iturbide Bridge landing at Tampico with a whaleboat and boat's crew to take off certain supplies needed by his ship, and while engaged in loading the boat was arrested by an officer and squad of men of the army of General Huerta. Neither the paymaster nor anyone of the boat's crew was armed. Two of the men were in the boat when the arrest took place and were obliged to leave it and submit to be taken into custody, notwithstanding the fact that the boat carried, both at her bow and at her stern, the flag of the United States. The officer who made the arrest was proceeding up one of the streets of the town with his prisoners when met by an officer of higher authority, who ordered him to return to the landing and await orders; and within an hour and a half from the time of the arrest orders were received from the commander of the Huertista forces at Tampico for the release of the paymaster and his men. The release was followed by apologies from the commander and later

by an expression of regret by General Huerta himself. General Huerta urged that martial law obtained at the time at Tampico; that orders had been issued that no one should be allowed to land at the Iturbide Bridge; and that our sailors had no right to land there. Our naval commanders at the port had not been notified of any such prohibition; and, even if they had been, the only justifiable course open to the local authorities would have been to request the paymaster and his crew to withdraw and to lodge a protest with the commanding officer of the fleet. Admiral Mayo regarded the arrest as so serious an affront that he was not satisfied with the apologies offered, but demanded that the flag of the United States be saluted with special ceremony by the military commander of the port.

The incident cannot be regarded as a trivial one, especially as two of the men arrested were taken from the boat itself—that is to say, from the territory of the United States—but had it stood by itself it might have been attributed to the ignorance or arrogance of a single officer. Unfortunately, it was not an isolated case. A series of incidents have recently occurred which cannot but create the impression that the representatives of General Huerta were willing to go out of their way to show disregard for the dignity and rights of this Government and felt perfectly safe in doing what they pleased, making free to show in many ways their irritation and contempt. A few days after the incident at Tampico an orderly from the U.S.S. *Minnesota* was arrested at Vera Cruz while ashore in uniform to obtain the ship's mail,

and was for a time thrown into jail. An official dispatch from this Government to its embassy at Mexico City was withheld by the authorities of the telegraphic service until peremptorily demanded by our chargé d'affaires in person. So far as I can learn, such wrongs and annoyances have been suffered to occur only against representatives of the United States. I have heard of no complaints from other Governments of similar treatment. Subsequent explanations and formal apologies did not and could not alter the popular impression, which it is possible it had been the object of the Huertista authorities to create, that the Government of the United States was being singled out, and might be singled out with impunity, for slights and affronts in retaliation for its refusal to recognize the pretensions of General Huerta to be regarded as the constitutional provisional President of the Republic of Mexico.

The manifest danger of such a situation was that such offenses might grow from bad to worse until something happened of so gross and intolerable a sort as to lead directly and inevitably to armed conflict. It was necessary that the apologies of General Huerta and his representatives should go much further, that they should be such as to attract the attention of the whole population to their significance, and such as to impress upon General Huerta himself the necessity of seeing to it that no further occasion for explanations and professed regrets should arise. I, therefore, felt it my duty to sustain Admiral Mayo in the whole of his demand and to insist that the flag of the United States should be saluted

in such a way as to indicate a new spirit and attitude on the part of the Huertistas.

Such a salute General Huerta has refused, and I have come to ask your approval and support in the course I now purpose to pursue.

This Government can, I earnestly hope, in no circumstances be forced into war with the people of Mexico. Mexico is torn by civil strife. If we are to accept the tests of its own constitution, it has no government. General Huerta has set his power up in the City of Mexico, such as it is, without right and by methods for which there can be no justification. Only part of the country is under his control. If armed conflict should unhappily come as a result of his attitude of personal resentment toward this Government, we should be fighting only General Huerta and those who adhere to him and give him their support, and our object would be only to restore to the people of the distracted Republic the opportunity to set up again their own laws and their own government.

But I earnestly hope that war is not now in question. I believe that I speak for the American people when I say that we do not desire to control in any degree the affairs of our sister Republic. Our feeling for the people of Mexico is one of deep and genuine friendship, and everything that we have so far done or refrained from doing has proceeded from our desire to help them, not to hinder or embarrass them. We would not wish even to exercise the good offices of friendship without their welcome

and consent. The people of Mexico are entitled to settle their own domestic affairs in their own way, and we sincerely desire to respect their right. The present situation need have none of the grave implications of interference if we deal with it promptly, firmly, and wisely.

No doubt I could do what is necessary in the circumstances to enforce respect for our Government without recourse to the Congress, and yet not exceed my constitutional powers as President; but I do not wish to act in a matter possibly of so grave consequence except in close conference and coöperation with both the Senate and House. I, therefore, come to ask your approval that I should use the armed forces of the United States in such ways and to such an extent as may be necessary to obtain from General Huerta and his adherents the fullest recognition of the rights and dignity of the United States, even amidst the distressing conditions now unhappily obtaining in Mexico.



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