

was not started until April 5, 1913, and was completed April 1, 1915. As to mine sweepers, a division of seagoing tugs and a division of torpedo boats have recently been equipped with mine-sweeping gear, and the destroyer tender carries mine sweeping gear for a division of destroyers operating with the fleet. Additional gear is being supplied. At Pensacola during the winter, the San Francisco and submarine flotilla have been operating jointly in mining exercises. The department has begun the manufacture of mines and in a short time will have 31 mines for every 9 it had two years ago, increasing our stock 244 per cent. By manufacturing mines at a government station in lieu of purchasing them, a saving of \$178,750 has been effected.

#### AS TO GUNS

The bureau of ordnance has developed a 14-inch gun that will shoot farther, shoot straighter and hit harder than any gun now in use or known to be designed by a foreign country. Based upon former and current prices in contracts for guns and gun forgings we have saved \$280,425.33.

#### AS TO POWDER

Upon my recommendation, congress increased the capacity of the navy powder factory at Indian Head. When the extension now under way is completed, the capacity will be nearly doubled. The cost of manufacture has incidentally been reduced 2.7 cents per pound, saving already in the cost of powder since manufactured, \$150,000.

#### AS TO RADIO

Radio has at last been successfully installed on submarines, and more than 75 other ships, which either had no radio or whose equipment was obsolete, have been supplied with modern equipment. Three entirely new shore stations have been added to the chain: Balboa (Canal Zone), Great Lakes (Ill.), and Tutuila, (Samoa).

#### AS TO AIR CRAFT

The European war has emphasized the value of air craft. The navy has lagged behind in this instrument of war. Last year I appointed a board of aviation. It recommended the utilization of the abandoned navy yard at Pensacola as a training and repair station for aviation, and an aviation bureau in the department. This has been done. Upon my earnest recommendation, congress appropriated a million dollars to begin, upon an elaborate plan, the real development of aviation in the navy. It also approved my request to pay aviators an increase of 50 per cent and we are organizing a class of capable aviators. To make immediately effective this feature, three new hydroplanes have just been purchased, which is but the beginning of the work of aviation, now well advanced along the lines of a well considered plan. I regard this as one of the most far reaching steps taken by the Wilson administration.

#### AS TO SAVINGS EFFECTED

All this unprecedented increase in the navy has been secured, too, without large increase in appropriations. How? By avoiding unnecessary expenditure ashore, by reducing the cost of work ashore while maintaining its quality and reducing appropriations for enlargement of shore stations, by securing real competition, and by economy. During the four years of Taft, \$21,928,572 was appropriated by congress for the public works alone of shore stations. Two naval bills have been passed by the present administration, and they carry together, for the public works of shore stations, a total of \$3,920,880. We have greatly reduced expenditures ashore and greatly increased them afloat, and the above figures attest the change for the better. When I became secretary, ships could be built in only two navy yards. We have equipped or are equipping five additional navy yards for the construction of navy craft, and this is being done while at the same time there is a big decrease in appropriations ashore. By securing competition, I saved \$1,077,210 in one contract for projectiles. Up to date, by first rejecting all bids and demanding more reasonable figures, I have saved \$1,110,084.00 in the purchase of armor plate, securing lower prices than my predecessor secured. In two other bureaus alone last year, \$1,800,000 was saved—more than enough to enable congress to re-appropriate one million of the savings for aviation and the balance for submarines. There has been the same character of savings in other ways—too many items to enumerate. So much for the material and preparation. Of course, we need constantly to increase the ships and armament, but the increase in the past two years, larger than in any previous two years in the history of the country, is an earnest of what will

come in the regular and orderly and necessary increase of naval equipment.

But of what worth is a ship without well-trained men? What has the Wilson administration done as to personnel? It is a pleasure to tell you that for the first time in years the enlistment is up to the limit prescribed by law, and part of the year we have had a waiting list. Since I became secretary of the navy we have increased the enlistment 5,824 men, enabling us to commission fully 20 submarines, 4 battleships, 4 destroyers, 6 gunboats, 1 battleship, 6 cruisers, and 3 monitors, increasing the total number of commissioned vessels by 41 over the number commissioned on March 1, 1913. I regard this as a great achievement, particularly since the navy had not formerly been able to secure enough men to fill the quota. It has been secured, too, without letting down the standard for admission, which has been maintained, and even raised. For every recruit accepted, five were rejected because they did not come up to our high standard. To what is the increase of our enlistments attributed? The answer is easy: To the establishment of schools, opportunity to see the world, and for promotion afforded enlisted men hitherto denied them. In those two years 13 men have been appointed as assistant paymasters; five as midshipmen at Annapolis; and 12 as ensigns. It is true that prior to the Wilson administration it was possible for an enlisted man to be promoted to be ensign, but in the four years of the Taft administration only three were promoted, while in the two years of the Wilson administration eleven have qualified. How does this happen? The new policy of education and assistance was put into operation in 1913. Now every ambitious and aspiring young enlisted man is given special instruction when he desires it. Upon my recommendation, congress passed an act which gives all the positions of pay-clerk to these enlisted men who can qualify. This opens 200 more places to enlisted men. It is true today as never before that a boy may enlist in the navy and by the display of ability be promoted to the grade of admiral. Not only has the enlistment been increased by 5,824 new recruits, but congress gave us the best reserve bill any nation ever put upon the statute books. While re-enlistments have increased 12 per cent, desertions have decreased 17 per cent. Another incentive to enlistment is the new policy which leaves an open door to young men to retire from the navy other than through the door of the prison; and likewise the modern methods of treating men who have violated rules.

With special emphasis, I beg you to ask any well-informed man in or out of the service as to the ability and capacity of the various officers whom I have called as advisors and to the heads of the bureaus. You will find that the man selected in each bureau is recognized, both in our own and foreign navies, as an able expert in his line.

One word more: For years there has been unsuccessful insistence that congress should re-establish the grades of admiral and vice-admiral. I earnestly urged the last congress to create these positions. It authorized three of each. Now American naval officers, while abroad, will no longer be outranked by officers of nations with insignificant navies.

I have answered your questions at some length. There are two reasons for the length of my letter:

1. Because these two years have been epoch-making in the navy, distinguished by more wise and progressive naval legislation and more practical achievement than any previous like period (thanks chiefly to a patriotic congress), and

2. Because certain persons, ignorant of their ignorance, and for selfish partisan reasons, have busied themselves with misrepresenting the true condition of the navy, thereby causing some good people to fear that the navy is not now, as in the past, the strong, effective right arm of the republic. All who would learn the truth may be assured that the navy of 1915 is larger, better equipped and in better condition than in any previous year, and that the fleet is becoming more efficient with every passing month. "We shall take leave to be strong upon the sea in the future as in the past" declared President Wilson in his message to congress; and in the interest of the self-respecting peace, which is the only peace worth preparing for, it is devoutly to be hoped that this strength may not be questioned by others or endangered from within. The record above outlined shows that what he promised for the navy has been fulfilled.

Sincerely yours,  
JOSEPHUS DANIELS,  
Secretary of the Navy.

## Pan-America Endorses Peace Plan

At the April meeting of the Pan-American Union the following memorandum was presented by Dr. Alberto Membreno, minister of Honduras, and by the union referred to the Latin-American countries for their consideration:

#### MEMORANDUM OF THE MINISTER OF HONDURAS

Presented by Dr. Alberto Membreno, minister of Honduras, at the April meeting of the Pan-American Union.

Mr. Chairman:

While this committee was appointed only for the purpose of submitting its recommendations as to the means to be adopted to safeguard the rights of neutrals, in view of the European war, I do not deem it amiss to suggest that a rule be adopted tending to avoid armed conflicts. Before trying to forestall the evils of war we must endeavor to have such a scourge disappear forever from the face of the world.

Among the wise provisions contained in the 17th Hague convention, there is one, in art. 9, creating an international commission of inquiry. Unfortunately, this provision excludes from the remedy provided, disputes involving either the honor or the vital interests of nations; in other words, the very cases in which the services of impartial parties are most needed to study the issue calmly. Experience shows that duels are not fought—and duels are serious questions of honor among individuals—when the seconds obtain an explanation which is satisfactory to the one who claims that an offense has been committed demanding a blood satisfaction. Those who discharge executive functions in the government of states are, so to speak, more strictly under obligation to hear and to consider reasons based on justice and expediency because, if it is true that in war they run a certain amount of personal risk, the greatest sacrifice is made by the people, and the damage, as in the present instance, extends to all nations.

The government of the United States, representing the people of the United States—a people who believe that the prosperity of nations results from work and not from the extermination of those who in the struggle for life are battling for victory—has enhanced the principle set forth by the authors of the Hague convention, in the sense that the commission of inquiry may take cognizance of "all disputes of every nature whatsoever."

This doctrine as amended is a part of the treaties lately concluded between the United States and almost all of the American nations, as well as many European countries. We may, therefore, embody it in international law.

I take the liberty of proposing that the members of the governing board of the Pan-American Union present to their respective governments for their consideration the following rules:

#### I.

All disputes of every nature whatsoever which it has not been possible to adjust through diplomatic methods shall be referred for investigation and report to an international commission, and pending the full discharge of its duties by said commission, the nations engaged in the dispute can not declare war or begin hostilities against each other.

#### II.

This commission shall be a permanent one, and may act on its own initiative. In this case it behooves the commission to serve due notice to the parties in dispute, and to request their co-operation in order to fully discharge its duties.

#### III.

The number of members of which the commission shall consist, their qualifications, manner of appointment, place where the commission shall sit, manner of procedure, and time for the submission of its report, shall be fixed by treaty or by any other method whereby the agreements reached by the governments may have full force and authority.

Washington, March 8, 1915.

(Signed) ALBERTO MEMBRENO.

#### PHRASE AND PARAPHRASE

"Laugh and the world laughs with you; weep and you weep alone."—Ella Wheeler Wilcox.

"Knit and the world knits with you; darn and you darn alone."—Toledo Blade.

Laugh and your pa laughs with you; cry and you cry with ma.