ation and maintenance of the national wealth is now more fully realized than ever before.

Wise forest protection does not mean the withdrawal of forest resources, whether of wood, water or grass, from contributing their full share to the welfare of the people, but, on the contrary, gives the assurance of larger and more certain supplies. The fundamental of forestry is the perpetuation of forests by use. Forest protection is not an end of itself; it is a means to increase and mustain the resources of our country the industries which depend upon them. The preservation of our forests is an imperative business necessity. We have come to see clearly that whatever destroys the forest except to make way for

agriculture threatens our well being.

The practical usefulness of the national forest reserves to the mining, grazing, ir-rigation and other interests of the regions in which the reserves lie has led to a widespread demand by the people of the west for their protection and extension forest reserves will inevitably be of still greater use in the future than in the Additions should be made to them whenever practicable, and their useful-ness should be increased by a thoroughly businesslike management.

At present the protection of the forest reserves rests with the general land office, the mapping and description of their timvey and the preparation of plans for their conservative use with the burteau of forwhich is also charged with the general advancement of practical forestry in the United States. These various functions should be united in the bureau of forestry, to which they properly belong. The present diffusion of responsibility is from every standpoint. It prevents that effective co-operation between the government and the men who utilize the resources of the reserves without which the interests of both must suffer. The scientific bureaus generally should be under the department of agriculture. The president should have by law the power of transferring lands for use as forest reserves to the department of agriculture He already has such power in the case of lands needed by the departments of war and the navy.

Irrigation.

The wise administration of the forest reserves will be not less helpful to the interests which depend on water than to those which depend on wood and grass. The water supply itself depends upon the forest. In the arid region it is water, not land, which measures production. western half of the United States would sustain a population greater than that of our whole country today if the waters that now run to waste were saved and used for irrigation. The forest and water problems are perhaps the most vital internal questions of the United States.

Certain of the forest reserves should also be made preserves for the wild forest creatures. All of the reserves should be better protected from fires. Many of them need special protection because of the great injury done by live stock, above all by sheep. The increase in deer, elk and ther animals in the Yellowstone park shows what may be expected when other mountain forests are properly protected by law and properly guarded. Some of these areas have been so denuded of surface vegetation by overgrazing that the ground breeding birds, including grouse and quall, and many mammals, including deer, have been exterminated or driven away. At the same time the water stor-ing capacity of the surface has been decreased or destroyed, thus promoting floods in times of rain and diminishing the flow of streams between rains.

In cases where natural conditions have been restored for a few years vegetation has again carpeted the ground, birds and deer are coming back, and hundreds of persons, especially from the immediate neighborhood, come each summer to enjoy the privilege of camping. Some at least of the forest reserves should afford perpetual protection to the native fauna and flora, safe havens of refuge to rapidly diminishing wild animals of the larger kinds and free camping grounds for the ever increasing numbers of men a women who have learned to find rest, bealth and recreation in the splendid forests and flower clad meadows of our ountains. The forest reserves should be set apart forever for the use and benefit our people as a whole and not sacrificed to the shortsighted greed of a few.

The forests are natural reservoirs. By restraining the streams in flood and replenishing them in drought they make possible the use of waters otherwise They prevent the soil from washing and so protect the storage reservoirs from filling up with silt. Forest conserva tion is therefore an essential condition of water conservation.

Storage Works Necessary.

The forests alone cannot, however, fully regulate and conserve the waters of the arid region. Great storage works are necessary to equalize the flow of streams and to save the flood waters. Their construction has been conclusively shown to be an undertaking too vast for private effort. Nor can it be best accomplished by the individual states acting alone. Farreaching interstate problems are involved, and the resources of single states would often be dequate. It is properly a national function, at least in some of its features It is as right for the national government to make the streams and rivers of the arid region useful by engineering works for water storage as to make useful the rivers and harbors of the humid region by engineering works of another kind. The storing of the floods in reservoirs at the largement of our present policy of river control under which levees are built on the lower reaches of the same streams.

The government should construct and maintain these reservoirs as it does other Where their purpose is to regulate the flow of streams the water uld be turned freely into the channel in the dry season to take the same course under the same laws as the natural flow.

The reclamation of the unsettled arid public lands presents a different problem. Here it is not enough to regulate the flow of streams. The object of the government to dispose of the land to settlers who will build homes upon it. To accomplish this object water must be brought within their reach.

The pioneer settlers on the arid public iomain chose their homes along streams from which they could themselves divert the water to reclaim their holdings. Such opportunities are practically gone. There land which can be made available for omestead settlement, but only by reser voirs and main line canals impracticable for private enterprise. These irrigation works should be built by the national government. The lands reclaimed by them should be reserved by the government for actual settlers, and the cost of construction should so far as possible be repaid by the land reclaimed. The distribution of the water, the division of the streams among irrigators, should be left to the settlers themselves in conformity with state laws and without interfer e with those laws or with vested rights. The policy of the national gov-ernment should be to aid irrigation in the several states and territories in such manmer as will enable the people in the local communities to help themselves and as will stimulate needed reforms in the state

laws and regulations governing irrigation Will Enrich the Whole Country. The reclamation and settlement of the arid lands will enrich every portion of our country, just as the settlement of the Ohio and Mississippi valleys brough prosperity to the Atlantic states. The increased demand for manufactured arti-cles will stimulate industrial production. while wider home markets and the trade of Asia will consume the larger food supies and effectually prevent western com-

petition with eastern agriculture. Indeed the products of irrigation will be con-sumed chiefly in upbuilding local centers mining and other industries which would otherwise not come into existence at all. Our people as a whole will profit, for successful homemaking is but another name for the upbuilding of the nation.
The necessary foundation has already

been laid for the inauguration of the poli-cy just described. It would be unwise to begin by doing too much, for a great deal will doubtless be learned, both as to what can and what cannot be safely attempted by the early efforts, which must of neces be partly experimental in character At the very beginning the governmen should make clear, beyond shadow of doubt, its intention to pursue this policy on lines of the broadest public interest. No reservoir or canal should ever be built to satisfy selfish personal or local interests, but only in accordance with the advice of trained experts after long investi-gation has shown the locality where all the conditions combine to make the work most needed and fraught with the great est usefulness to the community as a whole. There should be no extravagance and the believers in the need of irriga-tion will most benefit their cause by seeing to it that it is free from the least taint of excessive or reckless expenditure of the public moneys.

Irrigation Laws.

Whatever the nation does for the extension of irrigation should harmonize with and tend to improve the condition of those now living on irrigated land. are not at the starting point of this de-velopment. Over two hundred millions of private capital has already been expended in the construction of irrigation works and many million acres of arid land re-A high degree of enterprise and ability has been shown in the work itself, but as much cannot be said in reference to the laws relating thereto. The securi y and value of the homes created depend largely on the stability of titles to water, but the majority of these rest on the un certain foundation of court decisions ren ordinary sults at law. few creditable exceptions, the arid states have failed to provide for the certain and just division of streams in times of scarci-Lax and uncertain laws have made it possible to establish rights to water in excess of actual uses or necessities, and many streams have already passed into private ownership or a control equivalent o ownership.

Whoever controls a stream practically controls the land it renders productive and the doctrine of private ownership of water apart from land cannot prevail without causing enduring wrong. The rec ognition of such ownership, which has been permitted to grow up in the arid regions, should give way to a more er lightened and larger recognition of the rights of the public in the control and disposal of the public water supplies. Laws founded upon conditions obtaining in humid regions, where water is too abundant to justify hoarding it, have no proper application in a dry country.

The Only Right to Water.

In the arid states the only right to water which should be recognized is that of use. In irrigation this right should attach to the land reclaimed and be inseparable therefrom. Granting perpetual rights to others than users without com-pensation to the public is open to all the objections which apply to giving away perpetual franchises to the public utilities of cities. A few of the western states have already recognized this and have incorporated in their constitutions the doc trine of perpetual state ownership of wa-

unnided development of the past justify the nation's aid and co-operation in the more difficult and important work yet to be accomplished. Laws so vitally affecting homes as those which control the water supply will only be effective when they have the sanction of the irrigators; reforms can only be final and satisfactory when they come through the enlighter ment of the people most concerned. The larger development which national aid insures should, however, awaken in every arid state the determination to make its irrigation system equal in justice and effectiveness that of any country in the civilized world. Nothing could be more unwise than for isolated communities to continue to learn everything experimentally instead of profiting by what is al-ready known elsewhere. We are dealing with a new and momentous question in the pregnant years while institutions are forming, and what we do will affect not

only the present but future generations. Our aim should be not simply to reclain the largest area of land and provide homes for the largest number of people but to create for this new industry the best possible social and industrial conditions, and this requires that we not only understand the existing situation, but avail ourselves of the best experience of the time in the solution of its problems. A careful study should be made both by the nation and the states of the irrigation laws and conditions here and abroad Ultimately it will probably be necessary for the nation to co-operate with the sev eral arid states in proportion as these states by their legislation and administra

tion show themselves fit to receive it. Hawaii and Porto Rico.

In Hawaii our aim must be to develop the territory on the traditional American lines. We do not wish a region of large estates tilled by cheap labor. We wish healthy American community of men who themselves till the farms they own. All our legislation for the islands should be shaped with this end in view. The well being of the average homemaker must afford the true test of the healthy devel-opment of the islands. The land policy should as nearly as possible be modeled on our homestead system.

It is a pleasure to say that it is hardly more necessary to report as to Porto Ricc than as to any state or territory within our continental limits. The island is thriving as never before, and it is being administered efficiently and honestly. Its people are now enjoying liberty and order under the protection of the United States and upon this fact we congratulate them and ourselves. Their material welfare must be as carefully and jealously considered as the welfare of any other portion of our country. We have given them the great gift of free access for their products to the markets of the United States. I ask the attention of the congress to the need of legislation concerning the public lands of Porto Rico.

In Cuba such progress has been made toward putting the independent government of the island upon a firm footing that before the present session of the congress closes this will be an accomplish ed fact. Cuba will then start as her own

Cuba and the Philippines

mistress, and to the beautiful Queen of the Antilles as she unfolds this new page of her destiny we extend our heartiest greetings and good wishes. Elsewhere I have discussed the question of reciproci-ty. In the case of Cuba, however, there are weighty reasons of morality and of national interest why the policy should be held to have a peculiar application, and I most earnestly ask your attention to the wisdom, indeed to the vital need, of providing for a substantial reduction in the tariff duties on Cuban imports into the United States. Cuba has in her constitution affirmed what we desired, that she should stand in international matters in closer and more friendly relations with us than with any other power, and we are bound by every consideration of honor and expediency to pass commercial meas

ures in the interest of her material well In the Philippines our problem is larger. They are very rich tropical islands, inhabited by many varying tribes, representing widely different stages of progress to-ward civilization. Our earnest effort is to help these people upward along the stony

and difficult path that leads to self government. We hope to make our admin-istration of the islands honorable to our nation by making it of the highest benefit to the Filipinos themselves, and as an earnest of what we intend to do we point to what we have done. Already a greater measure of material prosperity and of governmental honesty and efficiency has been attained in the Philippines than ever before in their history.

Treatment of Filipinos.

It is no light task for a nation to achieve the temperamental qualities with-out which the institutions of free government are but empty mockery. Our ple are now successfully governing them-selves because for more than a thousand years they have been slowly fitting themselves, sometimes consciously, sometimes unconsciously, toward this end. What has taken us thirty generations to achieve we cannot expect to see another race ac-complish out of hand, especially when large portions of that race start very far behind the point which our ancestors had reached even thirty generations ago. In dealing with the Philippine people we must show both patience and strength, forbearance and steadfast resolution. Our alm is high. We do not desire to do for the islanders merely what has elsewhere been done for tropic peoples by even the best foreign governments. We hope to do for them what has never before been done for any people of the tropics-to make them fit for self government after the fashion of the really free nations.

History may safely be challenged to show a single instance in which a masterful race such as ours, having been forced by the exigencies of war to take possession of an alien land, has behaved to its inhabitants with the disinterested zeal for their progress that our people have shown in the Philippines. To leave the islands at this time would mean that they would fall into a welter of murderous anarchy Such a desertion of duty on our part would be a crime against humanity. The character of Governor Taft and of his as sociates and subordinates is a proof, if such be needed, of the sincerity of our effort to give the islanders a constantly increasing measure of self government exactly as fast as they show themselves fit to exercise it. Since the civil govern-ment was established not an appointment has been made in the islands with reference to considerations of political inluence or to aught else save the fitness of the man and the needs of the service.

Policy of Local Self Government. In our anxiety for the welfare and progress of the Philippines it may be that here and there we have gone too rapidly in giving them local self government. It on this side that our error, if any, has been committed. No competent observer sincerely desirous of finding out the facts and influenced only by a de-sire for the welfare of the natives can assert that we have not gone far enough We have gone to the very verge of safety in hastening the process. To have taken single step farther or faster in advance would have been folly and weakness and might well have been crime. We are extremely anxious that the natives shall show the power of governing themselves. We are anxious first for their sakes and next because it relieves us of a great burden. There need not be the slightest fear of our not continuing to give them all the liberty for which they are fit, The only fear is lest in our overanxiety

we give them a degree of independence for which they are unfit, thereby inviting reaction and disaster. As fast as there is any reasonable hope that in a given district the people can govern themselves self government has been given in that district. There is not a locality fitted for government which has not received it. But it may well be that in certain will have to be withdrawn because the inhabitants show themselves unfit to exercise it. Such instances have already occurred. In other words, there is not the slightest chance of our failing to show a sufficiently humanitarian spirit. The danger comes in the opposite direc-

There are still troubles ahead in the iswho deserve no higher regard brigands of portions of the old world. Encouragement, direct or indirect, to these insurrectos stands on the same footing as encouragement to hostile Indians wars. Exactly as our aim is to give to the Indian who remains peaceful the fullest and amplest consideration, but to have it understood that we will show no weakness if he goes on the warpath, so we must make it evident, unless we are false to our own traditions and to the demands of civilization and humanity, that while we will do everything in our power for the Filipino who is peaceful we will take the sternest measures with the Fillpino who follows the path of the insurrecto and the ladrone. The neartiest praise is due to large

numbers of the natives of the islands for their steadfast loyalty. The Macabebes have been conspicuous for their courage and devotion to the flag. I recommend that the secretary of war be empowered to take some systematic action in the way of aiding those of these men who are crippled in the service and the families of those who are killed.

Philippine Legislation

The time has come when there should be additional legislation for the Philippines. Nothing better can be done for the islands than to introduce industrial enterprises. Nothing would benefit them so as throwing them open to industrial development. The connection be-tween idleness and mischief is proverbial, and the opportunity to do remunerative work is one of the surest preventives of war. Of course no business man will into the Philippines unless it is to his interest to do so, and it is immensely to the interest of the islands that he should go in. It is therefore necessary that the congress should pass laws by which the resources of the islands can be developed, so that franchises (for limited terms of years) can be granted to companies doing business in them and every encourage ment be given to the incoming of busines men of every kind. Not to permit this is to do a wrong to

the Philippines. The franchises must be granted and the business permitted only under regulations which will guarantee the islands against any kind of improper exploitation. But the vast natural wealth of the islands must be developed, and the capital willing to develop it must be given the opportunity. The field must be thrown open to individual enterprise, which has been the real factor in the development of every region over which our flag has It is urgently necessary suitable laws dealing with general trans-portation, mining, banking, currency, portation, mining, banking, currency, homesteads and the use and ownership of the lands and timber. These laws will give free play to industrial enterprise, and the commercial development which will surely follow will afford to the people of the islands the best proofs of the sincerity of our desire to aid them.

I call your attention most earnestly to the crying need of a cable to Hawaii and the Philippines, to be continued from the Philippines to points in Asia. We should not defer a day longer than necessary the construction of such a cable. It is de-manded not merely for commercial but

for political and military considerations. Either the congress should immediately provide for the construction of a govern ment cable or else an arrangement should be made by which like advantages to those accruing from a government cable may be secured to the government by contract with a private cable company.

The Isthmian Canal. No single great material work which renains to be undertaken on this continent is of such consequence to the American as the building of a canal the isthmus connecting North and South

America. Its importance to the nation is by no means limited merely to its material effects upon our business prosperity, and yet with a view to these effects alone it would be to the last degree important for us immediately to begin it. While its beneficial effects would perhaps be most marked upon the Pacific coast and the gulf and south Atlantic states, it would also greatly benefit other sections. It is emphatically a work which it is for the interest of the entire country to begin and complete as soon as possible; it is one of those great works which only a great na-tion can undertake with prospects of success and which when done are not only permanent assets in the nation's material interests, but standing monuments to its

constructive ability.

I am glad to be able to announce to you that our negotiations on this subject with Great Britain, conducted on both sides in a spirit of friendliness and mutual good will and respect, have resulted in my being able to iny before the senate a treaty which if ratified will enable us to begin preparations for an isthmian at any time and which guarantees to this nation every right that it has ever asked in connection with the canal. In this treaty the old Clayton-Bulwer treaty, so long recognized as inadequate to supply the base for the construction and maintenance of a necessarily American ship canal, is abrogated. It specifically provides that the United States alone shall do the work of building and assume the responsibility of safeguarding the canal shall regulate its neutral use by all nations on terms of equality without the guarantee or interference of any outside nation from any quarter. treaty will at once be laid before the senate, and if approved the congress can then proceed to give effect to the advantages it secures us by providing for the building of

The true end of every great and free people should be self respecting peace, and this nation most earnestly desires sincere and cordial friendship with all Over the entire world of recent years wars between the great civilized powers have become less and less fre quent. Wars with barbarous or semibarbarous peoples come in an entirely different category, being merely a most regrettable but necessary international police duty which must be performed for the sake of the welfare of mankind. Peace can only be kept with certainty where both sides wish to keep it, but more and more the civilized peoples are realizing the wicked folly of war and are attaining that condition of just and intelligent regard for the rights of others which will in the end, as we hope and believe, make worldwide peace possible. The peace conference at The Hague gave definite exression to this hope and belief and marked a stride toward their attainment.

The Monroe Doctrine.

This same peace conference acquiesced in our statement of the Monroe doctrine as compatible with the purposes and aims of the conference.

The Monroe doctrine should be the car-dinal feature of the foreign policy of all the nations of the two Americas as it is of the United States. Just seventy-eight years have passed since President Monroe in his annual message announced that "the American continents are henceforth not to be considered as subjects for future colonization by any European power." In other words, the Monroe doctrine is a declaration that there must be no territorial aggrandizement by any non-American power at the expense of any American power on American soil. It is in nowise intended as hostile to any nation in the old world. Still less is it intended to give cover to any aggression by one new world power at the expense of any other. It is simply a step, and a long step, toward assuring the universal peace of the world by securing the possibility of permanent peace on this hemisphere.

During the past century other influences have established the permanence and independence of the smaller states of Europe. Through the Monroe doctrine we hope to be able to safeguard like indelands. The insurrection has become an pendence and secure like permanence for affair of local banditti and marauders. the lesser among the new world nations. pendence and secure like permanence for

commercial relations of any American power save that it in truth allows each of them to form such as it desires. In other words, it is really a guarantee of the commercial independence of the Americas. We do not ask under this doctrine for any exclusive commercial dealings with any other American state. We do not guarantee any state against punishment if it misconducts itself provided that punish-ment does not take the form of the acquisition of territory by any non-American power.

Our attitude in Cuba is a sufficient guarantee of our own good faith. We have not the slightest desire to secure any territory at the expense of any of our neigh-We wish to work with them hand in hand, so that all of us may be uplifted together, and we rejoice over the good fortune of any of them, we gladly hail their material prosperity and political sta-bility and are concerned and alarmed if any of them fall into industrial or political We do not wish to see any old world military power grow up on this continent or to be compelled to become a military power ourselves. The peoples of the Americas can prosper best if left to work out their own salvation in their own Way.

The Navy.

The work of upbuilding the navy must be steadily continued. No one point of foreign or domestic, is more our policy, important than this to the honor and maerial welfare and, above all, to the peace of our nation in the future. Whether we nize that we have international duties no less than international rights. Even if our flag were hauled down in the Philippines and Porto Rico, even if we decided not to build the isthmian canal, we should need a thoroughly trained navy of ade quate size or else be prepared definitely and for all time to abandon the idea that our nation is among those whose sons go down to the sea in ships. Unless our com merce is always to be carried in foreign bottoms we must have war craft to protect it.

Inasmuch, however, as the American cople have no thought of abandoning the path upon which they have entered, and especially in view of the fact that the building of the isthmian canal is fast becoming one of the matters which the whole people are united in demanding, it is imperative that our navy should be put and kept in the highest state of efficiency and should be made to answer to our growing needs. So far from being in any way a provocation to war, an adequate and highly trained navy is the best guarantee against war, the cheapest and most effective peace insurance. The cost of building and maintaining such a navy represents the very lightest premium for insuring peace which this nation can pos-

Probably no other great nation in the world is so anxious for peace as we are. There is not a single civilized power which has anything whatever to fear from aggressiveness on our part. All we want is peace, and toward this end we wish to be able to secure the same respect for our rights from others which we are eager and anxious to extend to their rights in return, to insure fair treatment to us commercially and to guarantee the safety of the American people.
Our people intend to abide by the Monroe doctrine and to insist upon it as the one sure means of securing the peace of the western hemisphere. The navy offers us the only means of making our insistence upon the Monroe doctrine anything but a subject of derision to whatever na-

weakling.

It is not possible to improvise a navy after war breaks out. The ships must be built and the men trained long in advance. Some auxiliary vessels can be turned into makeshifts which will do in default of any better for the minor work, and a proportion of raw men can be mixed with the highly trained, their shortcomings being made good by the skill of their fellows, but the efficient fighting force of the navy when pitted against an equal opponent will be found almost exclusively in the warships that have been regularly built and in the officers and men who through years of faith ful performance of sea duty have been trained to handle their formidable but complex and delicate weapons with the highest efficiency. In the late war with Spain the ships that dealt the decisive blows at Manila and Santiago had been aunched from two to fourteen years, and they were able to do as they did because men in the conning towers, the gun turrets and the engine rooms had through long years of practice at a learned how

to do their duty. Our present navy was begun in 1882. At that period our navy consisted of a collec-tion of antiquated wooden ships already almost as out of place against modern war vessels as the galleys of Alcibiades and Hamilcar, certainly as the ships of Tromp and Blake. Nor at that time did we have men fit to handle a modern manof-war. Under the wise legislation of the ongress and the successful administration of a succession of patriotic secretaries of the navy belonging to both political parties the work of upbuilding the navy went on, and ships equal to any in the world of their kind were continually added, and, what was even more important, these ships were exercised at sea singly and in squadrons until the men aboard them were able to get the best possible service out of them. The result was seen in the short war with Spain which was decided with such rapidity beof the infinitely greater preparedness of our ravy than of the Spanish navy.

The Part Played by Congress.

While awarding the fullest honor to the men who actually commanded and manned the ships which destroyed the Span-ish sea forces in the Philippines and in Cuba, we must not forget than an equal meed of praise belongs to those without whom neither blow could have been struck. The congressmen who voted for years in advance the money to lay down the ships, to build the guns, to buy the armor plate, the department officials and the business men and wageworkers who furnished what the congress had author ized, the secretaries of the navy who asked for and expended the appropriations and finally the officers who in fair weather and foul on actual sea service trained and disciplined the crews of the ships when there was no war in sight-all are entitled to a full share in the glory of Manila and Santiago and the respect accorded by every true American to those who wrought such signal triumph for our country. It was forethought and prepara tion which secured us the overwhelming triumph of 1898. If we fall to show fore thought and preparation now, there may come a time when disaster will befall us instead of triumph, and should this time come the fault will rest primarily not upon those whom the accident of events puts in supreme command at the moment, but upon those who have falled to prepare in advance.

There should be no cessation in the work of completing our navy. So far ingenuity has been wholly unable to devise a substitute for the great war craft whose hammering guns beat out the mastery of the high seas. It is unsafe and unwise not to provide this year for several additional battleships and heavy armored cruisers. with auxiliary and lighter craft in portion. For the exact numbers and character I refer you to the report of the secre tary of the navy. But there is something we need even more than additional ships, and this is additional officers and men. To provide battleships and cruisers and then lay them up, with the expectation of leaving them unmanned until they are needed in actual war, would be worse than folly. would be a crime against the nat

More Men Required.

To send any warship against a compe tent enemy unless those aboard it have been trained by years of actual sea serv ice, including incessant gunnery practice would be to invite not merely but the bitterest shame and humiliation. Four thousand additional seamen and thousand additional marines should be provided, and an increase in the officer should be provided by making a large addition to the classes at Annapolis. is one small matter which should be men tioned in connection with Annapolis. pretentious and unmeaning title of "naval cadet" should be abolished; the title of "midshipman," full of historic associa-

tion, should be restored. Even in time of peace a warship should be used until it wears out, for only so can it be kept fit to respond to any emergency. The officers and men alike should be kept as much as possible on blue water, for it is there only they can learn their duties as they should be learned. The big vessels should be maneuvered in squad rons containing not merely battleships, but the necessary proportion of cruisers and scouts. The torpedo boats should be handled by the younger officers in such manner as will best fit the latter to take responsibility and meet the emergencies

Every detail ashore which can be per formed by a civilian should be so performed, the officer being kept for his spe cial duty in the sea service. Above all, gunnery practice should be unceasing. It is important to have our navy of adequate size, but it is even more important that, ship for ship, it should equal in efficiency any navy in the world. This is possible only with highly drilled crews and officers, and this in turn imperatively demands continuous and progressive instruction in target practice ship handling, squadron tactics and gen-eral discipline. Our ships must be assembled in squadrons actively cruising away from harbors and never long at anchor The resulting wear upon engines and hulls must be endured. A battleship worn out in long training of officers and men is well paid for by the results, while, on the other hand, no matter in how excellent condition it is useless if the crew be not

The Necessity of Drill. We now have seventeen battleships appropriated for, of which nine are complet ed and have been commissioned for actual service. The remaining eight will be read; in from two to four years, but it wil take at least that time to recruit and train the men to fight them. It is of vast concern that we have trained crews ready for the vessels by the time they are commissioned. Good ships and good guns are simply good weapons, and the best weapuseless save in the hands of mer who know how to fight with them. men must be trained and drilled under a thorough and well planned system of progressive instruction, while the recruiting must be carried on with still greater vigor. Every effort must be made to exalt the main function of the officer—the command of men. The leading graduates of the Naval academy should be assigned to the combatant branches, the line and ma-

Many of the essentials of success are al ready recognized by the general board, which, as the central office of a growing staff, is moving steadily toward a prope war efficiency and a proper efficiency of the whole navy under the secretary. This general board, by fostering the creation of a general staff, is providing for the official and then the general recognition of our altered conditions as a nation and of tion chooses to disregard it. We desire the peace which comes as of right to the the true meaning of a great war fleet, which meaning is, first, the best men, and. just man armed; not the peace granted on terms of ignominy to the craven and the

second, the best ships. The naval militia forces are state or-

ganizations and are trained for coast serv ice, and in event of war they will constitute the inner line of defense. should receive hearty encouragement from

the general government.
But, in addition, we should at once pro vide for a national naval reserve organized and trained under the direction of the navy department and subject to the call of the chief executive whenever war becomes imminent. It should be a real auxiliary to the naval seagoing peace establishment and offer material to be drawn on at once for manning our ships in time of war. It should be composed of graduates of the Naval academy, gradu-ates of the naval militia, officers and crews of coast line steamers, longshore schooners, fishing vessels and steam yachts, together with the coast population about such centers as life saving stations and lighthouses.

The American people must either build and maintain an adequate navy or else make up their minds definitely to accept secondary position in international affairs, not merely in political but in com-mercial matters. It has been well said that there is no surer way of courting na-tional disaster than to be "opulent, ag-gressive and unarmed."

The Army.

It is not necessary to increase our army beyond its present size at this time, but it is necessary to keep it at the highest point of efficiency. The individual units who as officers and enlisted men compose this army are, we have good reason to be-lieve, at least as efficient as those of any other army is the entire world. It is our duty to see that their training is of a kind to insure the highest possible expression of power to these units when acting in

combination.
The conditions of modern war are such as to make an infinitely heavier demand than ever before upon the individual character and capacity of the officer and the enlisted man and to make it far more difficult for men to act together with effect. At present the fighting must be done in extended order, which means that each man must act for himself and at the same time act in combination with others with whom he is no longer in the old fashioned elbow to elbow touch. Under such condi-tions a few men of the highest excellence are worth more than many men without the special skill which is only found as the result of special training applied to men of exceptional physique and morale, but nowadays the most valuable fighting man and the most difficult to perfect is the rifleman who is also a skillful and

daring rider. proportion of our cavalry regiments has wisely been increased. The American cavalryman, trained to maneuver and fight with equal facility on foot and on horseback, is the best type of soldier for general purposes now to be found in the world. The ideal cavalryman of the present day is a man who can fight on foot as effectively as the best infantryman and who is in addition unsurpassed in the care and management of his horse and in his ability to fight on horseback.

Would Create a General Staff.

A general staff should be created. 'As for the present staff and supply departments, they should be filled by details from the line, the men so detailed returning after awhile to their line duties. It is very undesirable to have the senior grades of the army composed of men who have come to fill the positions by the mere fact of seniority. A system should be adopted by which there shall be an elimination grade by grade of those who seem unfit to render the best service in the next grade. Justice to the veterans of the civil war who are still in the army would seem to require that in the matter of retirements they be given by law the same privileges accorded to their comrades in

The process of elimination of the least fit should be conducted in a manner that would render it practically impossible to apply political or social pressure on behalf of any candidate, so that each man may be judged purely on his own merits. Pressure for the promotion of civil offi-cials for political reasons is bad enough, but it is tenfold worse where applied on hair of officers of the army or navy Every promotion and every detail under the war department must be made solely with regard to the good of the service and to the capacity and merit of the man himself. No pressure, political, social or personal, of any kind will be permitted to exercise the least effect in any ques-tion of promotion or detail, and if there is reason to believe that such pressure is exercised at the instigation of the officer concerned it will be held to militate against him. In our army we cannot afford to have rewards or duties distributed save on the simple ground that those who by their own merits are entitled to the rewards get them and that those who are peculiarly fit to do the duties are chosen to perform them.

Every effort should be made to bring the army to a constantly increasing state of efficiency. When on actual service, no work save that directly in the line of such service should be required. The paper work in the army, as in the navy, should be greatly reduced. What is needed is proved power of command and capacity to work well in the field. Constant care necessary to prevent dry rot in the transportation and commissary depart-

Field Exercises Advocated.

Our army is so small and so much scattered that it is very difficult to give the higher officers (as well as the lower offi-cers and the enlisted men) a chance to practice maneuvers in mass and on a comparatively large scale. In time of need no amount of individual excellence would avail against the paralysis which would follow inability to work as a coherent whole under skillful and daring leadership. The congress should provide means whereby it will be possible to have field exercises by at least a division of regulars and, if possible, also a division of na-tional guardsmen once a year. These exercises might take the form of field maneuvers, or if on the gulf coast or the Pacific or Atlantic seaboard or in the region of the great lakes the army corps when assembled could be marched from some inland point to some point on the water, there embarked, disembarked after a couple of days' journey at some other point and again marched inland. Only by actual handling and providing for men in masses while they are marching, camping, em-barking and disembarking will it be possible to train the higher officers to perform their duties well and smoothly.

A great debt is owing from the public to the men of the army and navy. They

should be so treated as to enable them to reach the highest point of efficiency sothat they may be able to respond instantly to any demand made upon them to sustain the interests of the nation and the honor of the flag. The individual American enlisted man is probably on the whole a more formidable fighting man than the regular of any other army. ery consideration should be shown him. and in return the highest standard of usefulness should be exacted from him. It is well worth while for the congress to consider whether the pay of enlisted men upon second and subsequent enlistments should not be increased to correspond with the increased value of the veteran

Army Reorganization.

Much good has already come from the act reorganizing the army passed early in the present year. The three prime re-forms, all of them of literally inestimable value, are, first, the substitution of four year details from the line for permanent appointments in the so called staff divisions; second, the establishment of a corps of artillery with a chief at the head; third, the establishment of a maximum and minimum limit for the army. It would be difficult to overestimate the im-provement in the efficiency of our army