by Congress, of being admitted into the Union as States. All who were contiguous or nearly contiguous to some of the States, and their inhabitants largely came from the surplus population of the States. The financial and political conditions and the peculiarities of the times were factors in the politics of the nation. These dependencies are quite differently situated. They are remote from any of the States; many of them densely populated, each with inhabitants peculiar in their beliefs, tastes, and habits; the conditions that can exert no direct influence in the political policies and parties predominating in the nation. The question of their proper management and government may become involved in the policies of the political parties.

The conditions of the people differ widely in each dependency. Alaska is a country of magnificent distances, has a diversified population, widely scattered and mostly afoot, ready to pick up their few belongings and start at a moment's notice for the most recently discovered source of gold or other mineral wealth, with the idea in mind that they can permanently locate or own any fee of the soil where their homes are located. They are also intermixed with the sedentary native tribes. The main industries are the salmon, the fur seal, and gold mining. The civil and criminal codes recently enacted are to be applied, if possible, as to meet the peculiar conditions existing there.

In Hawaii the conditions are very different and much diversified. The natives, partially educated and civilized, the Portuguese, Japanese, Chinese, and Polynesian have each their national and other peculiarities, but are dominated by a comparatively small number of descendants from devoted American missionaries and by speculators of more recent arrival. They are a mixed population, in all stages of civilization and advancement, extremely subject to the influence of the laws and the loyalty of the people. The legislature of Hawaii presents no easy problem if they are to be successfully molded under and made subject to the fundamental principles of this Government.

The conditions of Porto Rico and the Philippine Islands are greatly unlike those of Alaska or Hawaii. They are different in culture, customs, and laws of similar origin and kind. But the inhabitants and industrial and other conditions to which the laws are to be applied, are dissimilar and peculiar and very different from those prevailing in Alaska and Hawaii. Porto Rico has been practically without education and good people. Its people are mostly of mixed origin: Indian, negro, and Spanish blood prevails in various degrees of intermixture. These constitute four-fifths or more of the population and are mostly laborers dependent upon the government for their support. The others are men of education and have little, if any, experience in governmental affairs. The other fifth are mostly merchants, planters, and professional men, better educated and possessing more wealth. There are few schools and very limited internal improvements. It will be necessary to apply the existing laws and customs, and much more difficult to train the inhabitants into suitable ways of legislation, of living, and of thinking.

In addition to these peculiarities, the Philippine Islands have a marked resemblance in making many languages, varying in standpoint and civilization from savagery to a medium civilization. Between many of these tribes there exist bitter hostilities. Some portions of the islands are well and others sparsely populated. The islands vary in fertility and climatic conditions. Some of the tribes are fairly educated and others densely ignorant. They have no uniformity of religious or governmental views. Generally the best educated and most advanced in civilization are cruel, treacherous, and have slight regard for truth.

The nation's relations to Cuba are the terms of the resolutive of the Cuba question. I will not dwell upon the conditions existing there. Much that has been said of the conditions in Porto Rico will apply. Probably no civil appointments, under existing conditions, will be made in that island. In a case of public necessity, the President may be authorized to remove by court-martial military officers to discharge civil duties the same care and good judgment should be exercised as in making appointments to civil offices in the other dependencies.

The several civil government acts provide that the nation shall exercise over them the functions of government departments in their government. This necessarily must continue so long as this nation is responsible to other nations and to its own people and to the people of the several dependencies for the conditions that shall exist in them. In every form of government responsibility implies a degree of control over. The one can not well exist in the absence of the other.

It is manifestly evident that to mould successfully the civil government acts into existing laws in these dependencies; to set up and establish the executive, legislative, and judicial departments; to administer them honestly, prudently, in the best interests of their respective and varied inhabitants, and in the best interests of the nation, demand that the appointees to control and administer these departments be men fit for the responsible duties of intelligence, of experience in governmental affairs, of excellent judgment, thoroughly honest, energetic, and heartily devoted to their work.

States, however carefully formulated and nicely adapted to existing conditions, are not such as are to be established and carried through. Those who put them in operation, who mold, construe, and enforce them, give them life and action, effective to beneficial results. That these results may be most beneficial to every interest demands that the appointees be men of high qualifications and character, men devoted to their work and best practical. Unlike appointees for home work, to whom all the conditions and every detail are familiar, these appointees will go to new and unfamiliar fields, encounter comparatively a strange people, speaking an unknown tongue and knowing little of their customs and institutions, and be required to become acquainted with the people and their conditions. The whole nation, not the party in power, will be responsible for the results accomplished; every citizen will be more or less affected thereby.

It appears apparent that the appointees should be nonpartisan; should be national. This is what the bill demands, not rigidly, with no allowance for the exercise of discretion and judgment. Such requirement would be unwise. The requirement that these appointees shall be selected and commissioned by the President and heads of Departments cast upon them grave responsibilities, duties not easy of performance. They should be given reasonable discretion. But the principles which should control the exercise of this discretion should be given in the law. Congress has the power to prevent the Senate in confirming nominations for appointments. This is done by requiring the appointments to be made without regard to party opinions, and so as to represent the entire nation, or to be of national character. But the work of the United States is so diffuse it cannot be made certain that a successful performance of these difficult but important duties can be secured unless the position is reasonably secure from unjust removal and the service demanded is fully compensated.

The bill seeks to secure reasonable tenure of office, and nothing required by law must be inferred in writing with an opportunity to answer and be heard in regard to their truth. If appointments are nonpartisan, and removals made only on charges in writing, established by proof on hearing, men of high qualifications and character may be given places of trust throughout the island territories, missionaries of the fundamental principles of this Government.

A measure of this kind should be inaugurated, and control the making of the first appointments. If the appointments, provided for in the acts establishing a civil government in these dependencies, are made on a partisan basis, subject to removal without filing charges or hearing, they will continue of the same character. The men appointed will not be of the highest class, men sought out for their qualities of mind, heart, and efficiency, men who will represent the highest interests of those over whom they are given authority.

Such men always have desirable positions which they cannot be induced to surrender to accept difficult positions for an uncertain period. On the contrary, there will be appointed men who are strong and practical, who will not be afraid to make strong and practical decisions, frequently men who have been active but incompetent or inefficient partisans, unable to command the support of honest citizens, and who bring pressure to secure appointment to some position removed from observation where they can secure large salaries. Rather than incur such results, the nation had better, to its humiliation and disgrace, haul down the flag and leave the islands to go their own way.

The PRESIDING OFFICER (Mr. PRYOR in the chair), will this time rise and ask a question for a recess while the Chair lays before the Senate the regular order.

Mr. ALLISON. I ask unanimous consent that the regular order may be informally laid aside.

The PRESIDING OFFICER. Without objection, it will be so ordered.

Mr. President, the soundness of these views, previously formed, has been confirmed by the report of the able commission sent to examine into the conditions and report a form of government to the President. It is well believed that the several acts, in regard to the character and quality of service required of appointees, if made in these islands, will have nearly equal force to appointees in Alaska and all the island dependencies. I read what they have so forcibly said on pages 119 to 116, inclusive, of their report.

A small number of American officials will be necessary for the Philippine service. The highest, according to the form of government recommended by the commission, may be divided into two classes.