

The Story of the Special Sessions of Congress

THE special session which has been called in order to pass an enabling act for the Cuban reciprocity treaty will mark the sixteenth occasion on which congress has been extraordinarily convened by the chief executive. The last preceding session of this nature was held at the outset of President McKinley's first term of office and the first special session was summoned shortly after John Adams assumed the presidential duties. During the life of the country ten presidents have hitherto availed themselves of their right to call congress to assemble before the customary time, the first Monday in December. Of these Presidents Jefferson and Hayes each exercised the privilege twice, while one, James Madison, summoned congress in extraordinary session no less than four times. About half of the special sessions have been convened to deal with legislation relating to wars already under way or in prospect. The first itself was one of this class.

When President Adams took the helm in 1797 a good deal of dissatisfaction was felt by the nation at large owing to the piratical actions of the French government toward United States merchant vessels. Representations were made to France, but little attention was paid to the protests until, after our envoys had been openly insulted, the president summoned congress in extraordinary session. Appropriations were promptly voted to increase the navy, and a bill was passed to form a new army with Washington at its head. This radical action had its desired effect, and there was no longer danger of having to go to war with the country from which we had received so much assistance during the struggle for freedom from the British yoke.

Within about six years congress was summoned to special session again to consider matters affecting our foreign relations. The Louisiana purchase was then—1803—under discussion, and President Jefferson did not want to run the risk of waiting for a regular session in order to consummate it. So he convened congress, and in a very few days the bill was passed appropriating \$15,000,000 for the purchase of the territory. England and Spain were both disposed to be ugly, but the prompt action of our lawmakers completely took the wind out of their sails.

Four years afterward, again under a call from President Jefferson, congress assembled in extra session. It was at this session that the famous embargo act was passed, practically abolishing commercial relations between the United States and the European powers. This was designed as retaliation for the attitude of Great Britain and

France to our shipping. But as a measure for bringing these countries to time it could not be deemed a success, while our own commercial interests suffered severely, as may be seen from the fact that the exports of the country dropped from \$110,084,267 in 1807 to \$22,430,960 in 1808. As a result there arose a discontent which led in 1809 to the substitution for the embargo law of the nonintercourse act. This, it was thought, would have the effect of stimulating our foreign trade and improving the financial condition of the country.

Our foreign relations continued strained, however, and when President Madison took office he deemed it necessary to call an extra session to take measures to relieve the situation. This

special session assembled May 22, 1809. The same president called three more special sessions during his two terms of office. His second extra session was convened in 1811 to discuss questions arising out of British and French edicts which were unfavorably affecting our commerce and to take measures to prepare for war if war should come. In May, 1812, it again became necessary to convene congress in extraordinary session in order to provide for the better reorganization of the military establishment. Madison's last special session, held in the following year, was conducted under remarkable conditions. The capital had been destroyed by the British, it became necessary to find a

temporary home for congress, and accordingly quarters were fitted up in the building therefor used for the post office and other public offices. Several important questions confronted the legislators, including the necessity of tak-



ing prompt measures for filling the ranks of the regular army and meeting a heavy treasury deficiency. For nearly a quarter of a century thereafter no occasion arose calling for urgent legislative action, and it was not

Harrison's election four years later found the country still exercised in mind so far as money matters were concerned, and he lost no time in calling congress to meet soon after the customary March adjournment. The president died before he could learn the result of his proclamation, but his successor, Tyler, was called upon to act concerning two measures looking to the re-establishment of a national bank. Both of these bills were vetoed by him. During this special session congress repealed the subtreasury law, and it was some years before the original act was restored.

Congress next met in extraordinary session Aug. 21, 1856. This session followed the regular session by exactly three days and was necessitated by the

failure to make provision for the support of the army. The session ended Aug. 28 with the passage of the necessary measure. Army questions were again to the fore in the next special session, but in an entirely different and more serious aspect. Acting on President Lincoln's summons, congress met on Independence day, 1861, to take action regarding the civil war then in progress. By the acts passed toward the close of the month the president was authorized to accept 500,000 volunteers for periods varying from six months to three years, and congress also made heavy appropriations for war purposes. Besides taking this action, it called upon the president to adopt the strictest measures to attain the object it had in view.

Thereafter there was no special session until President Hayes came into office, and this time it was once more army affairs that necessitated a call. Congress had wound up its business in March, 1877, without passing the usual army bill, and when the fiscal year came to an end there was no cash available to pay the officers and soldiers. Congress assembled in extra session Oct. 15, 1877, but it was not until November that the necessary action was taken. The senate and house could come to an agreement on the necessary appropriation bill and thus provide funds to keep the army in existence. About one and a half years later—March 18, 1879, to be exact—President Hayes again summoned a special session for the purpose of passing appropriation bills. This time the members lost little time in taking the necessary action that would enable them to return to their homes.

Nearly fifteen years passed before the next extra session. Mr. Cleveland was the president to summon congress on this occasion. The purpose of his call was to have a measure passed repealing the provisions of the Sherman act of 1890 authorizing the purchase of silver bullion. Congress assembled Aug. 7, 1893, but it was Nov. 1 before the senate and the house could agree on a measure. During this session the Chinese exclusion act was amended by extending the time in which under the Geary act the Chinese then in the United States could register. At this special session the house also passed a bill repealing all the provisions of the revised statutes creating a system of federal supervision of federal elections, originally adopted with the object of protecting the negro voters in the reconstructed states, but applicable in all the states. This bill was also passed by the senate, but not until after the regular session had been some time in existence.

President McKinley's extra session of congress met March 18, 1897, and was called by him for the purpose of revising the tariff. On March 31 the house passed the measure since known as the Dingley bill, which was amended by the senate in such a way that the house refused concurrence. A conference committee reported in favor of a

majority of the senate amendments, however, and the house ultimately agreed to the conference report. The president approved the act July 24, 1897. At this special session a number of appropriation bills were also passed.

An interesting question that may come up at the pending extra session concerns our foreign relations. As the real operation of the open door in China cannot be tested so far as we are concerned until the Chinese-American treaty becomes effective, it is thought in certain quarters that, in addition to the Cuban treaty, the senate will be asked to ratify this agreement with China. The argument of those who would take advantage of the extra session to secure ratification is that if the continuing occupation of Manchuria by Russia is destined to continue, the principle of the open door will be made itself manifest so soon as we give the treaty effect and that the government will then be in a position to decide what policy should be pursued. The prevailing opinion among the leaders in congress appears to be, however, that the November meeting will be devoted to but one topic—Cuban reciprocity.

The session will possess a peculiar interest apart from the themes that may come up for discussion, for it will witness the inauguration of a new regime in the house of representatives. As heretofore, Senator Frye will preside over the deliberations of the senate, but the chair occupied by former Speaker Henderson will now be filled by Congressman Joseph G. Cannon of Illinois, who as chairman of the committee on appropriations has so long been known as the "watchdog of the treasury." Naturally there is a great deal of curiosity regarding the manner in which Speaker Cannon will fulfill his new duties, for which he should be well fitted both by reason of his long experience in the house—dating from the Forty-third congress, with but one break, the Fifty-second—and from his training as a lawyer.

Much interest also attaches to Speaker Cannon's committee appointments. Of course Seneca E. Payne of New York will remain at the head of the important committee on ways and means, but there will necessarily be a change in the chairmanship of the committee on appropriations. This post, it is believed, will be filled by Congressman James A. Hemenway of Indiana, who first entered congress when the late Thomas B. Reed was speaker. Mr. Hemenway is essentially a self-made man, having begun his business career in a tobacco factory, where he worked for 75 cents a day. He has been a member of the house since his entrance into congressional life, Speaker Reed having taken a liking to him and given him the appointment, which is one seldom allotted to a new member. The prospective chairman is a native of Booneville, Ind., where he still resides, and is forty-three years old. JAMES M. MANKIN.

The Czar's Policy of Expansion In the Far East

THE attempt on the part of Russia to extend her far east sphere of influence into Korea is but the logical outcome of the policy pursued during the past five years by the government of the czar in the matter of Russianizing the great Chinese empire. It is an open secret that ever since the Boxer uprising of 1900 Russia has had Manchuria by the throat, but what is not generally known is that Russia some time ago obtained from the Chinese emperor concessions calculated ultimately to give her sole control of the great tea trade of the country as well as of the vast mineral resources of the interior. Again, since the Boxer insurrection Russian influence has become well nigh paramount in Mongolia, and relations which may some day count for a great deal have been established with the native authorities of Tibet, that great inland principality about which comparatively little is known owing to its prejudices against the admission of foreigners within its borders even for a visit, but which would be of far reaching importance to Russia in the event of a descent upon India. At the present moment, however, Russia's influence is seen most prominently in that portion of Asia designated as the far east, and it is against the growing aggression of the bear, palpably threatening not only the commercial interests, but the political life of Japan, that the fiery little kingdom has been so energetically protesting.

It is difficult to fix with exactness the date upon which Russia first began to get the upper hand in Manchuria and to adopt the policy which has become so menacing to the integrity of Japan as well as of China. So far back as the seventeenth century Russia obtained a good slice of Manchuria, but it is absurd to suppose that at that time she even dreamed of taking the course she has so successfully pursued during recent years. It is safe to say, however, that even prior to the conception of the idea of the great railway which she has thrown across Siberia there came to her visions of an ultimate greatness in Asia transcending anything that the world had ever known. Before this, of course, she had had designs upon India, but the policy of the approaches to that British colony rendered it patent that she must bide her time before striking this blow at the integrity of the British empire.

With China, on the other hand, the situation was different. Russia there had the advantage of a long, contiguous boundary imperfectly guarded, and provided she could make a gradual advance without exciting the suspicion of other powers, she might hope ultimately to establish herself so strongly in the Celestial Kingdom that she could defy defiance to the world should the attempt be made to eject her. Recent events have shown conclusively that she now deems herself in an impregnable position so far as Manchuria is concerned, and from the same events it may not illogically be inferred that she is convinced that her relations with the Chinese authorities are such as to give her control not only of the prov-

ince of Manchuria, but of most important provinces stretching from the Pacific far inland. Whether or not this belief is a delusion the future alone can tell, and it may be that fate has reserved for Japan the task of enlightening the world on this most important point. The possession of Korea is undoubtedly indispensable to the supremacy of Russia in the far east, since the continued independence of the Hermit Kingdom would act as a buffer between the pretensions of the czar's government and the aspirations of ambitious and progressive Japan, the harbinger of our western civilization to that portion of the world.

Viewed in this light Manchuria becomes but one link in a great chain, but a most important link, giving ingress from the vast expanse of Siberia and covering a territory of 392,310 square miles in extent. It was in 1891 as a direct result of the Boxer uprising that Russia first clearly made manifest her designs on Manchuria by throwing into the province 175,000 troops. Prior to this, however, she had secured by secret treaty the right to exercise political and military authority in that part of the Chinese empire and had also an outcome of the Sino-Japanese war of 1894-95 gained a foothold in the Liaotung peninsula as far south as Port Arthur.

The importance of Port Arthur as a naval base is manifest from a glance at the map of China, and its value to Russia was greatly increased by the concessions previously obtained from the emperor. It was in 1896, two years before the leasing of Port Arthur and the important harbor of Tientsin, that China entered into an agreement with the Russo-Chinese bank—that remarkable creation of Russian finance minister, Witte—for the establishment of the Eastern China Railroad company to make a connection through Manchuria with the Siberian railway's terminal station at Vladivostok, at that time Russia's sole naval base on the Pacific. By a secret treaty Russia also obtained the privilege of carrying a branch of the trans-Manchurian railway through the Liaotung peninsula. Finally, with the leasing of Port Arthur and Tientsin in 1895 she obtained permission to connect these two places with Peking, on the trans-Manchurian road, by way of Mukden. It is thus evident that long before the Boxer rebellion she was in a position to honeycomb Manchuria and the peninsula with Russian settlements.

There are those who hold that the money spent by Russia in the development of Vladivostok, which has now been vitally increased by Port Arthur and the recently created city of Dalny, proves that Russia originally had no intention of annexing Manchuria. It can hardly be said that the point is well taken. All Vladivostok proves is that at the time that port was developed Russia did not see her way clear to acquiring a more southerly naval base and therefore was content to up-build and strengthen as rapidly as possible the port, which, although it was practically ice bound for two to three months in the year, at least afforded an ocean outlet for Russian traffic. Until then a Russian or his exports could only leave the country through the courtesy of other nations, and it was

this sense of isolation that impelled the czar to grasp at Vladivostok as offering at least a compromise, however disadvantageous it might be. For over forty years this port has been the great Pacific military and naval outpost of Russia, and if its influence has been decreased by the exceptional facilities offered through the acquisition of Port Arthur it nevertheless remains true that Vladivostok is of great moment to



ENTRANCE TO THE HARBOR OF PORT ARTHUR



BEFORE THE CUSTOM HOUSE IN NEWCHWANG

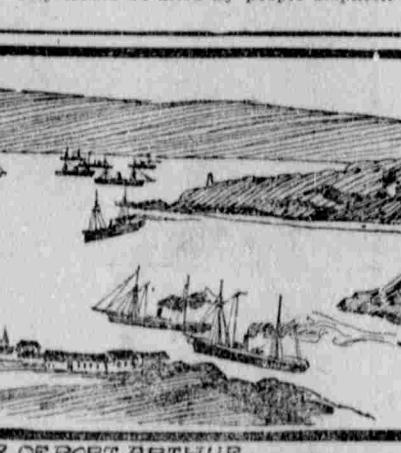


THE HARBOR OF VLADIVOSTOK

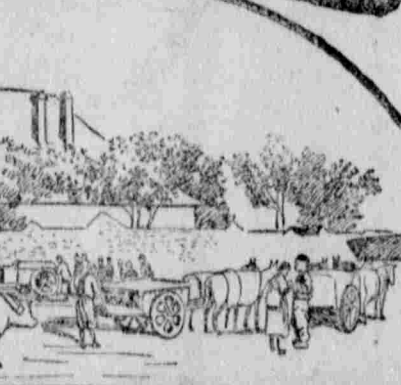
Russia, especially in the event of war. Thence, for example, could be dispatched transports laden with troops to invade Japan or a land force to enter Korea, should Port Arthur and adjacent waters and territory be held by the enemy. Port Arthur and Dalny may eclipse Vladivostok, but they cannot extinguish it.

Dalny itself forms an interesting study for those who are alive to the importance of the Manchurian question. This city is literally a town built to order. But a few miles from Port Arthur, it is destined to share with the latter the honor of being the citadel of Russia's strength in the far east. It came into being through the far sight of the same Witte of whom mention has already been made. Four years ago Dalny's site was occupied by several small Chinese villages, with a pop-

ulation counted by hundreds only; today Dalny boasts a population of about 50,000. It was built by Chinese labor under the supervision of Russians. Streets were laid out and commodious office buildings and tasteful residences erected without ever a hint whence were to come their occupants. But Russia knew, and the world knew also, that when the proper time came the city would be filled by people dispatched



RUSSIAN COAT-OF-ARMS



BEFORE THE CUSTOM HOUSE IN NEWCHWANG



THE HARBOR OF VLADIVOSTOK

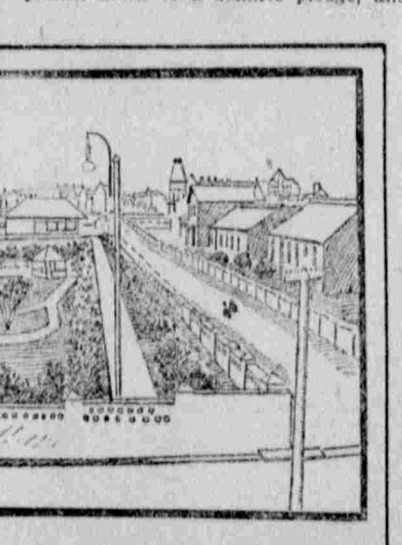
ed thither by the same power which had given Dalny birth. And this, be it remembered, is a city located in territory leased from the Chinese government for a term of but twenty-five years. True, the agreement contains a clause providing for the extension of the lease by the consent of both parties, but legally the territory in which Dalny and Port Arthur stand belongs to China. The unprejudiced observer nevertheless must be forced to the con-

clusion that unless something out of the ordinary forces Russia out of China altogether Dalny and Port Arthur and the contiguous territory will never revert to the emperor of the crumbling kingdom.

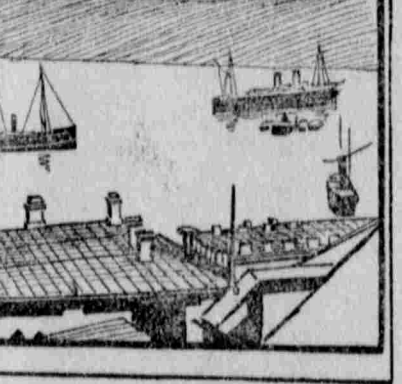
Think of the money Russia has spent in the upbuilding of Dalny! Consider also her transformation of Port Arthur into a veritable Gibraltar of the east. When the Sino-Japanese war broke

Taku, Tientsin and Peking. Russia has spent millions in the improvement of this port, and can it be conceived that anything short of brute force will make her relinquish the territory upon which she has expended so much? Yet its retention depends largely upon the retention of Manchuria.

Of course it was the Boxer uprising that finally determined matters so far as Manchuria was concerned. Availing herself of the unsettled conditions then prevailing, Russia threw into Manchuria 175,000 troops, and with the troops came Russian methods of colonization and government. Many of the troops were withdrawn from time to time as a sop to the powers until in the spring of 1902 but 40,000 remained. These were sufficient, however, for the purposes of the Russian government, which was strengthening its hands all the time that it was allaying the fears and suspicions of the powers with specious promises of ultimately evacuating the province. Finally the bear was pinned down to a definite pledge, and



RUSSIAN COAT-OF-ARMS



BEFORE THE CUSTOM HOUSE IN NEWCHWANG

It has been tentatively proposed to construct a railway from Peking to Newchwang, the rich town near the eastern coast of the Liaotung gulf, and Russia has wrung from China the promise that if the road is built it will be constructed under Russian auspices. This means that Russia will be in a position, should the need arise, to pour her horses into the Chinese capital itself. Of still greater importance to Russia, however, is the concession granted in the face of the most heated protests from Great Britain and Germany for a trunk line from Peking in the north to Canton in the south, thus bringing Russia into direct contact with the French sphere of influence. The length of the road will be about 1,850 miles, and it will traverse some of the richest agricultural districts of the empire. It is of interest to note that the northern section, from Peking to Hankow, a rich river port on the Yangtze, was originally conceded to a Chinese syndicate, which found itself unable to carry out the work without foreign aid. A Belgian syndicate then secured the concession through French and Russian influence and with the assistance of the Russo-Chinese bank.

The southern section is of more especial moment to Americans, inasmuch as the concession for constructing it was obtained by an American syndicate, known as the American China Development company. This section will be about 1,000 miles long, with terminals at Hankow and Wuchang at the one end and Canton and Hongkong at the other. Thus will be brought into close contact two interests that have hitherto been widely separated, American and Russian.

These various roads will in the very nature of things spread the influence of Russia from one end of the empire to the other, north, south, east and west. That they will ultimately mean the Russianization of China by no means follows, but that they will give the government of the czar an ever increasing prestige throughout Asia cannot be doubted. Not alone Japan, but all the powers, are thus vitally interested in the problem which is daily becoming more and more complex as the years roll by—the ultimate destiny of the vast congeries known as the Russian empire. ALEX C. DILLWORTH.

monarch are the heavy weights of European rulers. Prince Ferdinand of Bulgaria is next and King Oscar of Sweden follows. The Kaiser is a light weight.

Lord Wolseley suffered wreck on his first voyage to China. The transport he was conveying him and other soldiers for, and he lost everything he possessed.

The king of Portugal and England's

machine belonging to his son-in-law, Prince Charles of Denmark. He had the usual experience of a novice and said that he preferred the tricycle, as he was too heavy to tumble about.

The Amer of Afghanistan presents his guests with a variety of wondrous sweets manufactured by his own cooks.

King Edward only tried cycling once, and that was at Sandringham with a

dress which are to be made for her. On the one hand, the queen does a good deal of the ruling of both household and kingdom.

The king of Italy has such good taste in the matter of feminine dress that Queen Helena leaves to him the selection of material and the style of the

PERSONALS FROM ABROAD.

A royal crown of gun metal is a curiosity. The Roumanian crown is made from the cannon captured from the Turks in the Russo-Turkish war of 1877.

Lord Roberts was nicknamed "Jehu" in his younger days on account of his furious riding. He is still one of the

best and hardest riders in the British army. Sir L. Alma-Tadema is a Dutchman. His parents intended him for a legal career, but illness led him into art. He was while he was a boy and before he had embarked on any career that he relieved the tedium of confinement to

his bed by making pencil sketches, and this led him into the career of an artist. General Pole-Carew had at least one devil may care ancestor, if one may rely on a tradition. About five centuries ago this daring personage wagered that he would swim his horse a mile out to sea. He did so and won.

Lord Salisbury's mother is said to