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CO-RELATION OF GUARD TO REGULAR ARMY

Secretary of War, In His Annual Report, Points Out the Importance of Combination and Co-Operation of the Two Branches of the Military Service to the Defense of the Nation in Event of War.

Military Policy for Defense.

The military system of the United States contemplates a correlation of the Regular Army with the National Guard. It necessarily follows that the organization of the Regular Army and the militia in combination should be such as to permit them to cooperate and practice together in time of peace under conditions similar to those which would obtain in time of war.

For several years, and more particularly since 1903, the War Department and the National Guard organizations have been working together in great harmony and with increasing effectiveness toward this end.

Joint camps of instruction and maneuvers in which the army and national guard have taken part have been held biennially since 1903 in different parts of the country, which have been of pronounced benefit to all troops engaged. The participation of the national guard in these maneuvers has given to the Regular Army the inestimable advantage not otherwise obtainable of experience in the maneuvering of large masses of men under conditions of service assimilated so far as practicable to the actual conditions that may be expected when war is on. The national guard, in addition, had the opportunity to acquire military experience in association with professional soldiers. The number of men, Regular Army and National Guard combined, participating in these different maneuvers has ranged from 30,000 to 50,000. Recognizing the fact that Congress was not likely to authorize in time of peace so large an increase in the seacoast artillery as is necessary for the complete manning detail for all the guns of the coast defense of the United States, the plan has been inaugurated and put in successful operation of relying on the militia of the seacoast states to furnish a part of the remainder. The time has now arrived when a rational plan should be devised for a similar co-operation of the army and the militia with respect to the mobile army.

In order to put such a plan into operation and permit of practice under war conditions in time of peace by the Regular Army and the militia in combination the United States should be divided into a number of territorial and tactical districts, so that the organized militia of the states comprising such districts may be conveniently combined with the Regular Army stationed therein into permanent brigades, divisions, and corps for instruction and tactical organization. It will probably be found desirable to have in each state in such district at least one military post, the said posts to be occupied by troops of the different arms of the service in such numbers that when the troops from all the posts included in the district are assembled they would constitute a division, including the proper proportion of all arms and branches of the regular service. This regular organization should be the special educator and assistant of the militia forces of those states and should be the center from which general instruction could be given. No post smaller than a regimental one is of real value from a standpoint, so far as education, discipline and drill are concerned.

The present system of departmental military government should give way to an organization tactically correct for war purposes; that is, these various troops, both regular and militia, gathered together, should be permanently designated in name and organization, with all the attendant system which would be in existence in time of war, so that when the troops retire to their proper stations they will not lose their brigade or division organization and will be controlled by their

proper commanding officers, stationed within the district.

In each tactical corps or division district a central point for a camp site should be selected, with a view to the convenience and economy of easy concentration of both the regular and militia forces in such district. The regular and militia troops should be concentrated for inspection at these points. Such camps will answer the purpose of permanent brigade posts, so far as instruction is concerned, and the marching to and fro from the regimental stations to such points will bring the army before the people and more or less in contact with them.

Should plan be carried out it would be possible to concentrate about 8 army corps—possibly somewhat imperfect and incomplete. In case the Regular Army alone should be required it would be practicable to concentrate at least 8 complete divisions at 8 different points, each division complete in itself for any possible use as an expeditionary force. Should a larger force be required, then the militia composing the other organizations of each corps could be quickly assembled at the concentration points with the Regular Army. Every state should have a young and active officer of the Regular Army detailed at headquarters, who should report direct to the corps commander and have general supervision, under the militia authorities, of the instruction of the militia. There should be on his staff of each corps commander an officer of the army, who should have entire charge of all militia affairs in the corps district. The commander of each district, in addition to the regulars under his control, should have general supervision of all the National Guard troops of the states included in his district, and, while in time of peace he has no power to issue orders, he could, however, by his interest and suggestion, be of great value to the militia. He should be given the power to supervise the equipment and instruction of the troops of his district and held responsible for their mobilization and general condition.

In time, at the points of concentration in each corps district, there would be established supply depots, so planned that upon the assemblage of the corps or division there would be available such equipment as might possibly be lacking in the various states for the equipment of their organizations, although it is contemplated that the states should themselves carry all that is necessary for at least the minimum strength required. At such depots could also be carried the supplies for any additional volunteer force, up to a moderate number, which might be deemed necessary to complete in its entirety the organization of any one of the various corps.

What is greatly needed is a decentralization of the powers of supply and initiative. The present centralization always breaks down the moment it is put to the test, and the peace organization of the army as it stands today is incomplete and improper for military purposes.

It is proposed to submit such plan of organization to the governors of the states, asking their assent thereto, as all this system, so far as the national guard is concerned, must be voluntary. Upon receiving such assents from the governors, the War Department should designate in each district the exact organizations, assigning the various branches of the service to their proper brigades or divisions. While this will necessarily result in an incomplete organization, as there will be lacking in all branches of the organizations both in the Regular Army and the militia, still it will be the first step toward carrying out this proposed creation.

There is a shortage of various militia organizations to complete the proposed corps. In order to obtain these necessary organizations the various states should be urged to add to their National Guard such organizations as would be required in each district.

The question of coast defense and of utilizing the militia in connection with the coast artillery has been so far developed that it may be assumed that the present system will be continued until perfected, and it is therefore not considered at all in the foregoing, which relates only to the mobile army.

While, as has been indicated, there is in certain districts a lack of forces, both in the Regular Army and in the militia, to carry out the proposed

plan completely, and while it might be found desirable to bring about gradually a moderate increase in certain branches of the Regular Army, it is thought that it may be possible to make this increase in the numerical strength of the army without substantial increase in the cost of maintenance of the military establishment, provided Congress shall give its consent to the following proposed plan for the distribution and shelter of the mobile army, which is submitted and urged both as an economic measure and also because of its intimate relation to the proposed policy of national defense set forth above. Indeed, so closely related is it that it may well be said to be an essential part of that policy.

In my last report, says Secretary of War Dickinson, attention was invited to the growing importance of military aeronautics as a possible auxiliary for national defense. During the past year progress in aeronautics has been rapid. Records have been broken both with dirigible balloons and heavier than air machines. The Zeppelin II in Germany has increased its length of time in the air from twelve hours (on July 1, 1908) to thirty-six hours, covering a distance of 900 miles, and has carried 25 persons at one time. The Wright brothers have increased the length of their two flights to two hours and thirty minutes, have carried a passenger one hour and ten minutes and have flown at a height of 640 feet. Six aviators have crossed the hour mark with aeroplanes, and the number making continuous flights is growing rapidly. Cross country flights are taking the place of flights in a circle over a limited field and the latest achievements, in which an aeroplane flew from France to England, crossing the English Channel, another up the Hudson River from Governors Island to near Grant's tomb and return, and the recent spectacular flight of M. de Lambert on October 19, from Juvisy to Paris and return, reaching a height of 300 feet above the top of the Eiffel Tower, indicate the practicability of mechanical flight.

Military authorities summarize the applications of air ships to warfare as follows:

- (a) To gain information in peace time respecting harbors, fortifications, etc.
- (b) Patrols and frontier guards.
- (c) For reconnaissance and photographic work.
- (d) Dispatch work.
- (e) Checking an enemy's reconnaissance on land or sea.
- (f) Signaling and wireless telegraph stations.
- (g) Directing artillery fire and drawing enemy's fire.
- (h) Destroying the enemy's aerial force.
- (i) Attacking an enemy's base line and destroying stores, etc.
- (j) Destroying railways and other communications.
- (k) Raiding night or surprise attacks on field forces, using explosives or incendiary mixtures.
- (l) Raiding harbors and naval bases.
- (m) Carrying out over-sea raids.
- (n) Locating and capturing or destroying submarines.
- (o) Locating mines.
- (p) Following up a victory by land or sea and completing the rout.

But whatever may be the influence of aerial locomotion upon the art of war, whether or not it will ever prove a valuable auxiliary to armies in the field, the fact must be recognized that all first class powers except the United States are providing themselves with aerial fleets, Germany and France being notably in the lead. Two years ago the War Department submitted an estimate for an appropriation of \$200,000 for the purpose of beginning a proper aeronautical equipment and instruction for the army. Last year an estimate was submitted to Congress for an appropriation of \$500,000. No appropriations have been made thus far for this purpose. On account of the apparent need for reducing, at least temporarily, the expenses of the War Department, no estimate has been submitted by me for this purpose for the fiscal year 1911.

The health of the army for the year 1908 was better than for any year in the past decade, says the secretary in his report issued today, thus continuing the record of steady improvement which has been going on for the past ten years, following the great increase in sickness incident to the Spanish war, with its occupation of new territory and its exposures to tropical climates and diseases. This improvement has been due both to the establishment of more sanitary conditions of living in our colonial possessions and to the rapid advance which has been made in our knowledge of the causation and methods of spread of diseases, notably tropical diseases, and malaria, and typhoid fever, which are common to both tropical and temperate climates.

The best measure of the health of the army as related to its efficiency is not the number of deaths or admissions to sick reports, but the average proportionate number of men constantly sick—that is, the constantly non-effective rate. This ratio for the past year was 36 men per 1,000, as compared with 39 for the preceding year and an average of 46 for the past ten years.

The diseases causing the non-effective rate are in the order of importance: Venereal diseases, tuberculosis, malaria, rheumatism, tonsillitis, dysentery, diarrhea, bronchitis, measles, and typhoid fever.

Venereal diseases cause a greater sick rate than all of the others added together. The total non-effective rate for the venereal group is 11.61 while that of the other nine diseases is 3.88 per 1,000.

Improved Equipment for Infantry.
 A board consisting of five infantry officers and the commanding officer of Rock Island Arsenal was convened at Rock Island Arsenal April 28, 1909, for the purpose of considering the question of the equipment

and load for the infantry soldier, and to decide upon the number, kind, and weight of articles of equipment to be carried. The board has before it samples of the field equipment used by the foot soldier in foreign armies, and all papers and recommendations relating to the subject on file in the War Department, and all officers have been invited to submit ideas germane to its work directly to the board. Moreover, the board is considering a large variety of experimental equipments, the material, shops, and workmen at the Rock Island Arsenal having been placed at its disposal for the alteration or manufacture of experimental articles of equipment, and a battalion of the Tenth Infantry designated to test by actual use such experimental equipment as the board may deem worthy of consideration.

Free Trade With United States.
 The most noteworthy event of the year in the Philippine affairs was the provision for limited free trade contained in section 5 of the tariff act, approved August 5, 1909, applying under certain restrictions to articles the growth, product, and manufacture of the Philippines Islands imported into the United States. The new insular tariff providing for free admission of practically all products of the United States has been in force too short a time to afford a basis for estimating its effect upon the insular revenues.

The department anticipates that the resulting decrease of custom revenues will not be great and will be satisfactorily met by an increase of internal revenues.

It is expected that the development of the commerce of the archipelago under the new tariff will result within a few years in a material increase of revenues both from customs and internal revenue.

Conservative action along constructive lines marked the harmonious and satisfactory session of the first Philippine legislature, which adjourned May 20, 1909. The next session will convene on October 15, 1910, instead of February 1, as originally provided. The change in the time of holding the sessions was found administratively desirable, and it also avoids the heated season.

Agriculture.
 Philippine agriculture still suffers from the depression due to the continued loss of work animals from rinderpest. In the past the more pressing demands of public health have perhaps clouded the importance of the suppression of this scourge. The force of veterinarians has been materially strengthened during the last few months and it is hoped that much more substantial progress may now be made in this direction. It seems probable that the time is ripe for a decided broadening of the work of the bureau of agriculture, and it is hoped that this may be brought about in such a manner as to materially assist the Filipinos in their economic development.

The additional executive department authorized by the act of Congress of May 11, 1908, has not yet been created. A careful study of the subject leads to the belief that this department should be created in the near future, and that it should be devoted largely, if not exclusively, to agricultural and kindred matters. Agriculture is the principal source of wealth of the islands. Co-

incident with the creation of the new department, it will probably be well to rearrange a number of existing bureaus.

Railroad Construction.
 During the fiscal year the construction of railroads under the franchise granted the Philippine Railway Company and the Manila Railroad Company, while proceeding as rapidly as required by the respective concessions, owing to the financial conditions which obtained for quite a period after the monetary stringency of 1907, did not make the progress which had been contemplated by the companies and by the government.

It became evident to the Philippine government that certain modifications and extensions of the lines provided for in the franchise of the Manila Railroad Company were desirable.

At the time of granting that franchise it was the earnest desire of the Philippine government to have the line extended in central Luzon to Baguio, the summer capital.

Financial Condition.
 The financial condition of the Philippine government continues excellent. Excluding all items of a refundable character, Philippine revenues from all sources during the fiscal year 1909 were \$19,363,949.51, an increase of \$1,823,004 from the amount exported during the preceding year. The price of hemp continued to decline, so that while the quantity exported increased 33,613 tons in value was \$1,478,181 less than in 1908. There was nearly as great a reduction in the value of the sugar exports. The general export trade made a slight gain.

The total imports for the fiscal

year were \$27,792,397., or slightly more than \$3,000,000 less than during the preceding year. More than half of the decrease was due to the lessened importations of rice.

Finances.
 The finances of Porto Rico continue in a satisfactory condition. The total insular revenue receipts were \$3,548,960.98 and the total insular revenue expenditures were \$4,095,184.85. The excess of expenditures over the revenues for the past fiscal year is due to the fact that the legislature believed that the available surplus was greater than demanded by the needs of the island. The surplus on July 1, 1909, was \$1,122,694.40.

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