

Chapter 29

Wilsonian Progressivism at Home and Abroad

1912–1916

American enterprise is not free; the man with only a little capital is finding it harder and harder to get into the field, more and more impossible to compete with the big fellow. Why? Because the laws of this country do not prevent the strong from crushing the weak.

WOODROW WILSON, *THE NEW FREEDOM*, 1913

Office-hungry Democrats—the “outs” since 1897—were jubilant over the disruptive Republican brawl at the convention in Chicago. If they could come up with an outstanding reformist leader, they had an excellent chance to win the White House. Such a leader appeared in Dr. Woodrow Wilson, once a mild conservative but now a militant progressive. Beginning professional life as a brilliant academic lecturer on government, he had risen in 1902 to the presidency of Princeton University, where he had achieved some sweeping educational reforms.

Wilson entered politics in 1910 when New Jersey bosses, needing a respectable “front” candidate for the governorship, offered him the nomination. They expected to lead the academic novice by the nose, but to their surprise, Wilson waged a passionate reform campaign in which he assailed the “predatory” trusts and promised to return state government to the people. Riding the crest of the progressive wave, the “Schoolmaster in Politics” was swept into office.

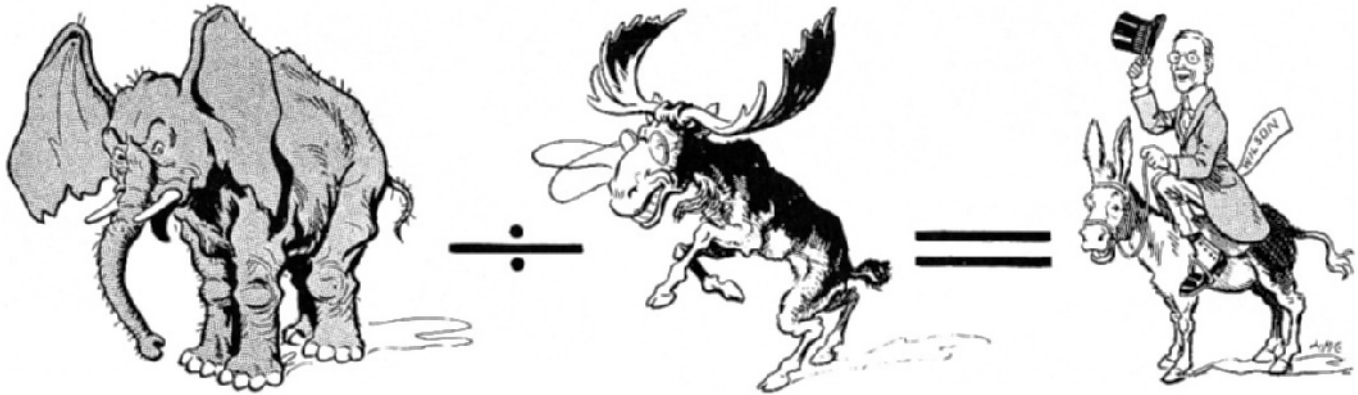
Once in the governor’s chair, Wilson drove through the legislature a sheaf of forward-looking measures that made reactionary New Jersey one of the more liberal states. Filled with righteous indignation, Wilson revealed irresistible reforming zeal, burning eloquence, superb powers of leadership, and a refreshing habit of appealing over the heads of the scheming bosses to the sovereign people. Now a fig-

ure of national eminence, Wilson was being widely mentioned for the presidency.

★ The “Bull Moose” Campaign of 1912

When the Democrats met at Baltimore in 1912, Wilson was nominated on the forty-sixth ballot, aided by William Jennings Bryan’s switch to his side. The Democrats gave Wilson a strong progressive platform to run on; dubbed the **New Freedom** program, it included calls for stronger antitrust legislation, banking reform, and tariff reductions.

Surging events had meanwhile been thrusting Roosevelt to the fore as a candidate for the presidency on a third-party Progressive Republican ticket. The fighting ex-cowboy, angered by his recent rebuff, was eager to lead the charge. A pro-Roosevelt Progressive convention, with about two thousand delegates from forty states, assembled in Chicago during August 1912. Dramatically symbolizing the rising political status of women, as well as Progressive support for the cause of social justice, settlement-house pioneer Jane Addams placed Roosevelt’s name in nomination for the presidency. Roosevelt was applauded tumultuously as he cried in a vehement speech, “We stand at Armageddon, and we battle for the Lord!” The hosanna spirit of a religious revival meeting suffused the convention, as the



GOP Divided by Bull Moose Equals Democratic Victory, 1912 Library of Congress

hoarse delegates sang “Onward Christian Soldiers” and “Battle Hymn of the Republic.” William Allen White, the caustic Kansas journalist, later wrote, “Roosevelt bit me and I went mad.”

Fired-up Progressives entered the campaign with righteousness and enthusiasm. Roosevelt boasted that he felt “as strong as a bull moose,” and the bull moose took its place with the donkey and the elephant in the American political zoo. As one poet whimsically put it,

*I want to be a Bull Moose,
And with the Bull Moose stand
With antlers on my forehead
And a Big Stick in my hand.*

Roosevelt and Taft were bound to slit each other’s political throats; by dividing the Republican vote, they virtually guaranteed a Democratic victory. The two antagonists tore into each other as only former friends can. “Death alone can take me out now,” cried the once-jovial Taft, as he branded Roosevelt a “dangerous egotist” and a “demagogue.” Roosevelt, fighting mad, assailed Taft as a “fathead” with the brain of a “guinea pig.”

Beyond the clashing personalities, the overshadowing question of the 1912 campaign was which of two varieties of progressivism would prevail—Roosevelt’s **New Nationalism** or Wilson’s New Freedom. Both men favored a more active government role in economic and social affairs, but they disagreed sharply over specific strategies. Roosevelt preached the theories spun out by the progressive thinker Herbert Croly in his book *The Promise of American Life* (1910). Croly and TR both favored continued consolidation of trusts and labor unions, paralleled by the growth of powerful regulatory agencies in Washington. Roosevelt and his “bull moosers” also campaigned for woman suffrage and a broad program of social welfare, including minimum wage laws and “socialistic” social insurance. Clearly, the bull moose Progressives looked forward to the kind of activist welfare state that Franklin Roosevelt’s New Deal would one day make a reality.

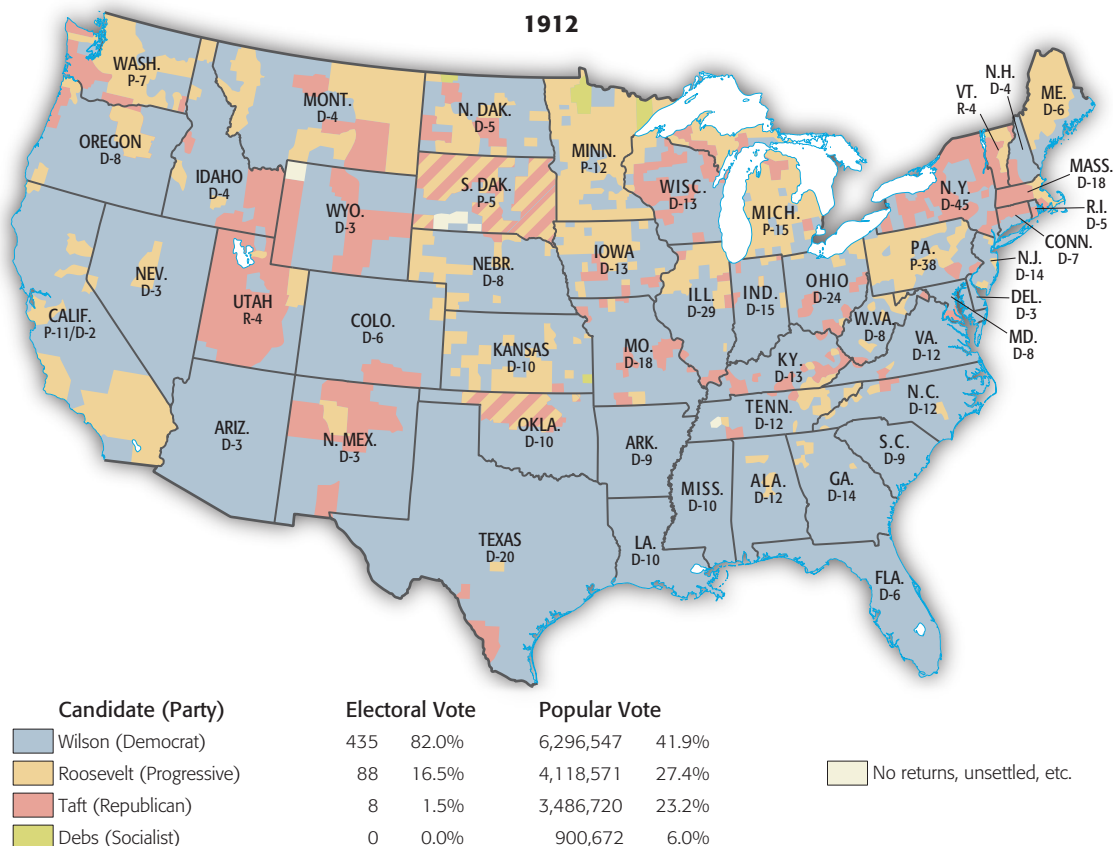
Wilson’s New Freedom, by contrast, favored small enterprise, entrepreneurship, and the free functioning of unregulated and unmonopolized markets. The Democrats shunned social-welfare proposals and pinned their economic faith on competition—on the “man on the make,” as Wilson put it. The keynote of Wilson’s campaign was not regulation but fragmentation of the big industrial combines, chiefly by means of vigorous enforcement of the antitrust laws. The election of 1912 thus offered the voters a choice not merely of policies but of political and economic philosophies—a rarity in U.S. history.

The heat of the campaign cooled a bit when, in Milwaukee, Roosevelt was shot in the chest by a fanatic. The Rough Rider suspended active campaigning for more than two weeks after delivering, with bull moose gameness and a bloody shirt, his scheduled speech.

★ Woodrow Wilson: A Minority President

Former professor Wilson won handily, with 435 electoral votes and 6,296,547 popular votes. The “third-party” candidate, Roosevelt, finished second, receiving 88 electoral votes and 4,118,571 popular votes. Taft won only 8 electoral votes and 3,486,720 popular votes (see Map 29.1).

The election figures are fascinating. Wilson, with only 41 percent of the popular vote, was clearly a minority president, though his party won a majority in Congress. His popular total was actually smaller than Bryan had amassed in any of his three defeats, despite the increase in population. Taft and Roosevelt together polled over 1.25 million more votes than the Democrats. Progressivism rather than Wilson was the runaway winner. Although the Democratic total obviously included many conservatives in the solid South, the combined progressive vote for Wilson and Roosevelt, totaling 68 percent, far exceeded the tally of the



MAP 29.1 Presidential Election of 1912 (showing votes by county, with electoral vote by state) The Republican split surely boosted Wilson to victory, as he failed to win a clear majority in any state outside the old Confederacy. The election gave the Democrats solid control of the White House and both houses of Congress for the first time since the Civil War. © Cengage Learning

more conservative Taft, who got only 23 percent. To the progressive tally must be added some support for the Socialist candidate, the persistent Eugene V. Debs, who rolled up 900,672 votes, 6 percent of the total cast, or more than twice as many as he had netted four years earlier. Starry-eyed Socialists dreamed of being in the White House within eight years.

Roosevelt's lone-wolf course was tragic both for himself and for his former Republican associates. Perhaps, to rephrase William Allen White, he had bitten himself and gone mad. The Progressive party, which was primarily a one-man show, had no future because it had elected few candidates to state and local offices; the Socialists, in contrast, elected more than a thousand. Without patronage plums to hand out to faithful workers, death by slow starvation was inevitable for the upstart party. Yet the Progressives made a tremendous showing for a hastily organized third party and helped spur the enactment of many of their pet reforms by the Wilsonian Democrats.

As for the Republicans, they were thrust into unaccustomed minority status in Congress for the next six years and were frozen out of the White House for eight years. Taft himself had a fruitful old age. He taught law for eight pleasant years at Yale University and in 1921 became chief justice of the Supreme Court—a job for which he was far more happily suited than the presidency.

★ Wilson: The Idealist in Politics

(Thomas) Woodrow Wilson, the second Democratic president since 1861, looked like the ascetic intellectual he was, with his clean-cut features, pinched-on eyeglasses, and trim figure. Born in Virginia shortly before the Civil War and reared in Georgia and the Carolinas, the professor-politician was the first man from one of the seceded southern states to reach the White House since Zachary Taylor, sixty-four years earlier.

The impact of Dixieland on young “Tommy” Wilson was profound. He sympathized with the Confederacy’s gallant attempt to win its independence, a sentiment that partly inspired his ideal of self-determination for people of other countries. Steeped in the traditions of Jeffersonian democracy, he shared Jefferson’s faith in the masses—if they were properly informed.

Son of a Presbyterian minister, Wilson was reared in an atmosphere of fervent piety. He later used the presidential pulpit to preach his inspirational political sermons. A moving orator, Wilson could rise on the wings of spiritual power to soaring eloquence. Skillfully using a persuasive voice, he relied not on arm-waving but on sincerity and moral appeal. As a lifelong student of finely chiseled words, he turned out to be a “phraseocrat” who coined many noble epigrams. Someone has remarked that he was born halfway between the Bible and the dictionary and never strayed far from either.

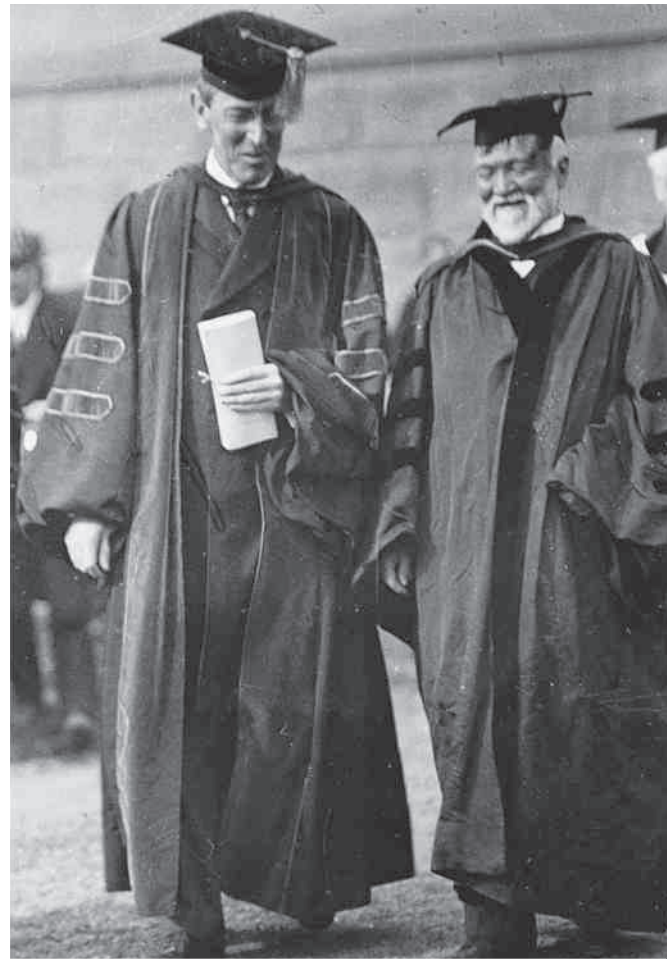
A profound student of government, Wilson believed that the chief executive should play a dynamic role. He was convinced that Congress could not function properly unless the president, like a kind of prime minister, got out in front and provided leadership. He enjoyed dramatic success, both as governor and as president, in appealing over the heads of legislators to the sovereign people.

Splendid though Wilson’s intellectual equipment was, he suffered from serious defects of personality. Though jovial and witty in private, he could be cold and standoffish in public. Incapable of unbending and acting the showman, like “Teddy” Roosevelt, he lacked the common touch. He loved humanity in the mass rather than the individual in person. His academic background caused him to feel most at home with scholars, although he had to work with politicians. An austere and somewhat arrogant intellectual, he looked down his nose through pince-nez glasses upon lesser minds, including journalists. He was especially intolerant of stupid senators, whose “bungalow” minds made him “sick.”

Wilson’s burning idealism—especially his desire to reform ever-present wickedness—drove him forward faster than lesser spirits were willing to go. His sense of moral righteousness was such that he often found compromise difficult; black was black, wrong was wrong, and one should never compromise with wrong. President Wilson’s Scottish Presbyterian ancestors had passed on to him an inflexible stubbornness. When convinced that he was right, the principled Wilson would break before he would bend, unlike the pragmatic Roosevelt.

★ Wilson Tackles the Tariff

Few presidents have arrived at the White House with a clearer program than Wilson’s or one destined to be



Brown Brothers

Woodrow Wilson (1856–1924) at Princeton Commencement with Andrew Carnegie, 1906

Before his election to the presidency of the United States in 1912, Wilson (left) served as president of Princeton University (1902–1910) and governor of New Jersey (1910–1912). In all three offices, he undertook substantial reforms. Fighting desperately later for the League of Nations, at the cost of his health, Wilson said, “I would rather fail in a cause that I know some day will triumph than to win in a cause that I know some day will fail.”

so completely achieved. The new president called for an all-out assault on what he called “the triple wall of privilege”: the tariff, the banks, and the trusts.

He tackled the tariff first, summoning Congress into special session in early 1913. In a precedent-shattering move, he did not send his presidential message over to the Capitol to be read loudly by a bored clerk, as had been the custom since Jefferson’s day. Instead he appeared in person before a joint session of Congress and presented his appeal with stunning eloquence and effectiveness.

Moved by Wilson’s aggressive leadership, the House swiftly passed the **Underwood Tariff**, which provided for a substantial reduction of rates. When a

swarm of lobbyists descended on the Senate seeking to disembowel the bill, Wilson promptly issued a combative message to the people, urging them to hold their elected representatives in line. The tactic worked. The force of public opinion, aroused by the president's oratory, secured late in 1913 final approval of the bill Wilson wanted.

The new Underwood Tariff substantially reduced import fees. It also was a landmark in tax legislation. Under authority granted by the recently ratified Sixteenth Amendment, Congress enacted a graduated income tax, beginning with a modest levy on incomes over \$3,000 (then considerably higher than the average family's income). By 1917 revenue from the income tax shot ahead of receipts from the tariff. This gap has since been vastly widened.

★ Wilson Battles the Bankers

A second bastion of the “triple wall of privilege” was the antiquated and inadequate banking and currency system, long since outgrown by the Republic's lusty economic expansion. The country's financial structure, still creaking along under the Civil War National Banking Act, revealed glaring defects. Its most serious shortcoming, as exposed by the panic of 1907, was the inelasticity of the currency. Banking reserves were heavily concentrated in New York and a handful of other large cities and could not be mobilized in times of financial stress into areas that were badly pinched.

In 1908 Congress had authorized an investigation headed by a mossback banker, Republican senator Aldrich. Three years later Aldrich's special commission recommended a gigantic bank with numerous branches—in effect, a third Bank of the United States.

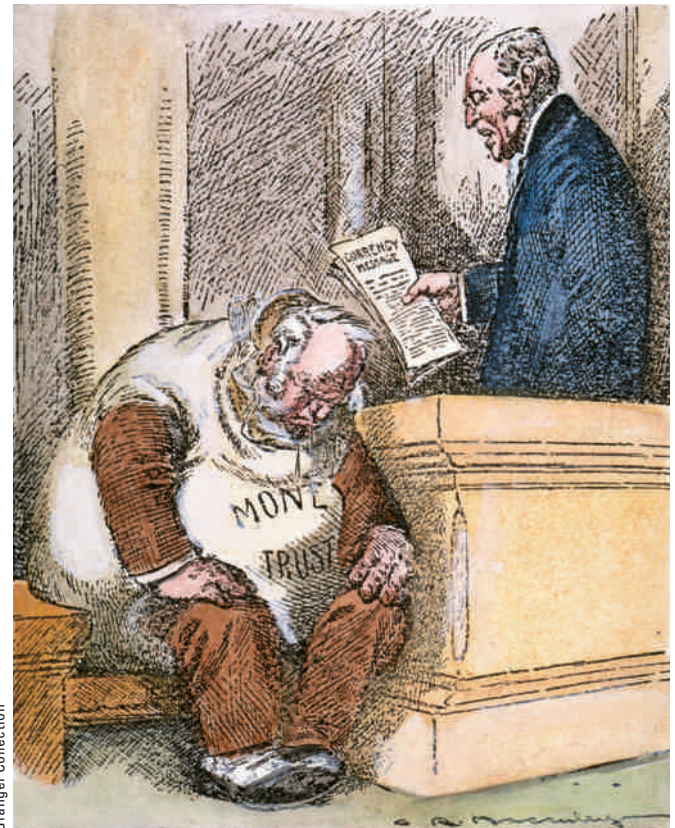
For their part, Democratic banking reformers heeded the findings of a House committee chaired by Congressman Arsene Pujo, which traced the tentacles of the “money monster” into the hidden vaults of American banking and business. President Wilson's confidant, progressive-minded Massachusetts attorney Louis D. Brandeis, further fanned the flames of reform with his incendiary though scholarly book *Other People's Money and How the Bankers Use It* (1914).

In June 1913, in a second dramatic personal appearance before both houses of Congress, the president delivered a stirring plea for sweeping reform of the banking system. He ringingly endorsed Democratic proposals for a decentralized bank in government hands, as opposed to Republican demands for a huge private bank with fifteen branches.

Again appealing to the sovereign people, Wilson scored another triumph. In 1913 he signed the epochal **Federal Reserve Act**, the most important piece of

economic legislation between the Civil War and the New Deal. The new Federal Reserve Board, appointed by the president, oversaw a nationwide system of twelve regional reserve districts, each with its own central bank. Although these regional banks were actually bankers' banks, owned by member financial institutions, the final authority of the Federal Reserve Board guaranteed a substantial measure of public control. The board was also empowered to issue paper money—“Federal Reserve Notes”—backed by commercial paper, such as promissory notes of businesspeople. Thus the amount of money in circulation could be swiftly increased as needed for the legitimate requirements of business.

The Federal Reserve Act was a red-letter achievement. It carried the nation with flying banners through the financial crises of the First World War of 1914–1918. Without it, the Republic's progress toward the modern economic age would have been seriously retarded.



Reading the Death Warrant This cartoon appeared in a New York newspaper soon after Woodrow Wilson called for dramatic reform of the banking system before both houses of Congress. With the “money trust” of bankers and businessmen cowed, Wilson was able to win popular and congressional support for the Federal Reserve Act of 1913.

★ The President Tames the Trusts

Without pausing for breath, Wilson pushed toward the last remaining rampart in the “triple wall of privilege”—the trusts. Early in 1914 he again went before Congress in a personal appearance that still carried drama.

Nine months and thousands of words later, Congress responded with the **Federal Trade Commission Act** of 1914. The new law empowered a presidentially appointed commission to turn a searchlight on industries engaged in interstate commerce, such as the meatpackers. The commissioners were expected to crush monopoly at the source by rooting out unfair trade practices, including unlawful competition, false advertising, mislabeling, adulteration, and bribery.

The knot of monopoly was further cut by the **Clayton Anti-Trust Act** of 1914. It lengthened the shopworn Sherman Act’s list of business practices that were deemed objectionable, including price discrimination and interlocking directorates (whereby the same individuals served as directors of supposedly competing firms), an end often achieved through **holding companies** (see Figure 29.1).

The Clayton Act also conferred long-overdue benefits on labor. Conservative courts had unexpectedly been ruling that trade unions fell under the antimonopoly restraints of the Sherman Act. A classic case involved striking hatmakers in Danbury, Connecticut, who were assessed triple damages of more than \$250,000, which resulted in the loss of their savings and homes. The Clayton Act therefore sought to exempt labor and agricultural organizations from anti-trust prosecution, while explicitly legalizing strikes and peaceful picketing.

Union leader Samuel Gompers hailed the act as the Magna Carta of labor because it legally lifted human labor out of the category of “a commodity or article of

commerce.” But the rejoicing was premature, as conservative judges in later years continued to clip the wings of the union movement.

★ Wilsonian Progressivism at High Tide

Energetically scaling the “triple wall of privilege,” Woodrow Wilson had treated the nation to a dazzling demonstration of vigorous presidential leadership. He proved nearly irresistible in his first eighteen months in office. For once, a political creed was matched by deed, as the progressive reformers racked up victory after victory.

Standing at the peak of his powers at the head of the progressive forces, Wilson pressed ahead with further reforms. The Federal Farm Loan Act of 1916 made credit available to farmers at low rates of interest—as long demanded by the Populists. The Warehouse Act of 1916 authorized loans on the security of staple crops—another Populist idea. Other laws benefited rural America by providing for highway construction and the establishment of agricultural extension work in the state colleges.

Sweaty laborers also made gains as the progressive wave foamed forward. Sailors, treated brutally from cat-o’-nine-tails days onward, were given relief by the La Follette Seaman’s Act of 1915. It required decent treatment and a living wage on American merchant ships. One unhappy result of this well-intentioned law was the crippling of America’s merchant marine, as freight rates spiraled upward with the crew’s wages.

Wilson further helped the workers with the **Workmen’s Compensation Act** of 1916, granting assistance to federal civil-service employees during periods of disability. In the same year, the president approved an act restricting child labor on products flowing into interstate commerce, though the stand-pat Supreme Court soon invalidated the law. Railroad workers, numbering about 1.7 million, were not sidetracked. The **Adamson Act** of 1916 established an eight-hour day for all employees on trains in interstate commerce, with extra pay for overtime.

Wilson earned the enmity of businesspeople and bigots but endeared himself to progressives when in 1916 he nominated for the Supreme Court the prominent reformer Louis D. Brandeis—the first Jew to be called to the high bench. Yet even Wilson’s progressivism had its limits, and it clearly stopped short of better treatment for blacks. The southern-bred Wilson actually presided over accelerated segregation in the federal bureaucracy. When a delegation of black leaders personally protested to him, the schoolmasterish president virtually froze them out of his office.

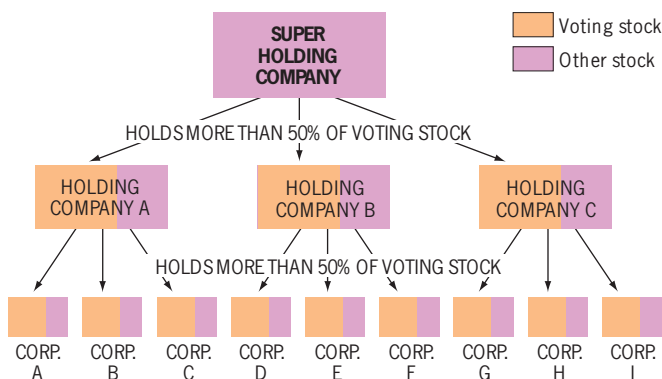


FIGURE 29.1 Organization of Holding Companies Keep in mind that the voting stock of a corporation is often only a fraction of the total stock.

Despite these limitations, Wilson knew that to be reelected in 1916, he needed to identify himself clearly as the candidate of progressivism. He appeased businesspeople by making conservative appointments to the Federal Reserve Board and the Federal Trade Commission, but he devoted most of his energy to cultivating progressive support. Wilson's election in 1912 had been something of a fluke, owing largely to the Taft-Roosevelt split in the Republican ranks. To remain in the White House, the president would have to woo the bull moose voters into the Democratic fold.

✦ New Directions in Foreign Policy

In one important area, Wilson chose not to answer the trumpet call of the bull moose. In contrast to Roosevelt and even Taft, Wilson recoiled from an aggressive foreign policy. Hating imperialism, he was repelled by TR's big stickism. Suspicious of Wall Street, he detested the so-called dollar diplomacy of Taft.

In office only a week, Wilson declared war on dollar diplomacy. He proclaimed that the government would no longer offer special support to American investors in Latin America and China. Shivering from this Wilsonian bucket of cold water, American bankers pulled out of the Taft-engineered six-nation loan to China the next day.

In a similarly self-denying vein, Wilson persuaded Congress in early 1914 to repeal the Panama Canal Tolls Act of 1912, which had exempted American coastwise shipping from tolls and thereby provoked sharp protests from injured Britain. The president further chimed in with the anti-imperial song of Bryan and other Democrats when he signed the **Jones Act** in 1916. It granted to the Philippines the boon of territorial status and promised independence as soon as a "stable government" could be established. Wilson's racial prejudices, however, made it difficult for him to anticipate anything other than a long political tutelage for the Filipinos. Indeed, not until July 4, 1946—thirty years later—did the United States accept Philippine independence.

Wilson also partially defused a menacing crisis with Japan in 1913. The California legislature, still seeking to rid the Golden State of Japanese settlers, prohibited them from owning land. Tokyo, understandably irritated, lodged vigorous protests. At Fortress Corregidor, in the Philippines, American gunners were put on around-the-clock alert. But when Wilson dispatched Secretary of State William Jennings Bryan to plead with the California legislature to soften its stand, tensions eased somewhat.

Political turmoil in Haiti soon forced Wilson to eat some of his anti-imperialist words. The climax of the disorders came in 1914–1915, when an outraged populace literally tore to pieces the brutal Haitian president.



© Bettmann/Corbis

U.S. Marines in Haiti, 1919 The United States sent the marines to Haiti in 1915 to protect American economic interests. They remained for nineteen years.

The revolutionary bloodshed also menaced American lives and property in Mexico. Cries for intervention burst from the lips of American jingoists. Prominent among those chanting for war was the influential chain newspaper publisher William Randolph Hearst, whose views presumably were colored by his ownership of a Mexican ranch larger than Rhode Island. Yet once again, President Wilson refused to practice the same old dollar diplomacy of his predecessors, deeming it “perilous” to determine foreign policy “in the terms of material interest.”

Wilson strove as best he could to steer a moral course in Mexico. He sent his aggressive ambassador packing, imposed an arms embargo, and refused to recognize officially the murderous government of “that brute” Huerta, even though most foreign powers acknowledged Huerta’s bloody-handed regime. “I am going to teach the South American republics to elect good men,” the

In October 1913 President Woodrow Wilson (1856–1924) addressed the Southern Commercial Congress in Mobile, Alabama, and drew a connection between the battle against the trusts at home and the travails of countries south of the border:

“We have seen material interests threaten constitutional freedom in the United States. Therefore, we will now know how to sympathize with those in the rest of [Latin] America who have to contend with such powers, not only from within their borders but from outside their borders also.”

former professor declared. He put his munitions where his mouth was in 1914, when he allowed American arms to flow to Huerta’s principal rivals, white-bearded Venustiano Carranza and the firebrand Francisco (“Pancho”) Villa.

The Mexican volcano erupted at the Atlantic seaport of Tampico in April 1914, when a small party of American sailors was arrested. The Mexicans promptly released the captives and apologized, but they refused the affronted American admiral’s demand for a salute of twenty-one guns. Wilson, heavy-hearted but stubbornly determined to eliminate Huerta, asked Congress for authority to use force against Mexico. Before Congress could act, Wilson ordered the navy to seize the Mexican port of Veracruz to thwart the arrival of a German steamer carrying Huerta-bound guns and ammunition. Huerta as well as Carranza hotly protested against this high-handed Yankee maneuver.

Just as a full-dress shooting conflict seemed inevitable, Wilson was rescued by an offer of mediation from the ABC Powers—Argentina, Brazil, and Chile. Huerta collapsed in July 1914 under pressure from within and without. He was succeeded by his archrival, Venustiano Carranza, still fiercely resentful of Wilson’s military meddling. The whole sorry **Tampico Incident** did not augur well for the future of United States–Mexican relations.

“Pancho” Villa, a combination of bandit and Robin Hood, had meanwhile stolen the spotlight. He emerged as the chief rival to President Carranza, whom Wilson now reluctantly supported. Challenging Carranza’s authority while also punishing the gringos, Villa’s men ruthlessly hauled sixteen young American mining engineers off a train traveling through northern Mexico in January 1916 and killed them. A month later Villa and his followers, hoping to provoke a war between Wilson and Carranza, blazed across the border into Columbus, New Mexico, and murdered another nineteen Americans.



El Hijo del Ahuizote September 6, 1913

Wilson Confronts Huerta A Mexican view of the tense standoff between Wilson and the Mexican president, Victoriano Huerta. The artist’s rendering seems to reflect the famous observation of long-time Mexican leader Porfirio Díaz: “Poor Mexico! So far from God, so close to the United States.”

"Pancho" Villa with His Ragtag Army in Mexico, ca. 1916

His daring, impetuosity, and horsemanship made Villa a hero to the masses of northern Mexico. Yet he proved to be a violent and ineffective crusader against social abuses, and he was assassinated in 1923.



Brown Brothers

General John J. ("Black Jack")* Pershing, a grim-faced and ramrod-erect veteran of the Cuban and Philippine campaigns, was ordered to break up the bandit band. His hastily organized force of several thousand mounted troops penetrated deep into rugged Mexico with surprising speed. They clashed with Carranza's forces and mauled the Villistas but missed capturing Villa himself. As the threat of war with Germany loomed larger, the invading army was withdrawn in January 1917.

★ Thunder Across the Sea

Europe's powder magazine, long smoldering, blew up in the summer of 1914, when the flaming pistol of a Serb patriot killed the heir to the throne of Austria-Hungary in Sarajevo. An outraged Vienna government, backed by Germany, forthwith presented a stern ultimatum to neighboring Serbia.

An explosive chain reaction followed. Tiny Serbia, backed by its powerful Slav neighbor Russia, refused to bend the knee sufficiently. The Russian tsar began to mobilize his ponderous war machine, menacing Germany on the east, even as his ally, France, confronted Germany on the west. In alarm, the Germans struck suddenly at France through unoffending Belgium; their objective was to knock their ancient enemy out of action so that they would have two free hands to repel Russia. Great Britain, its coastline jeopardized by the assault on Belgium, was sucked into the conflagration on the side of France.

Almost overnight most of Europe was locked in a fight to the death. On one side were arrayed the **Central Powers**: Germany and Austria-Hungary, and later Turkey and Bulgaria. On the other side were the **Allies**:

principally France, Britain, and Russia, and later Japan and Italy.

Americans thanked God for the ocean moats and self-righteously congratulated themselves on having had ancestors wise enough to have abandoned the hell pits of Europe. America felt strong, snug, smug, and secure—but not for long.

★ A Precarious Neutrality

President Wilson's grief at the outbreak of war was compounded by the recent death of his wife. He sorrowfully issued the routine neutrality proclamation and called on Americans to be neutral in thought as well as deed. But such scrupulous evenhandedness proved difficult.

Both sides wooed the United States, the great neutral in the West. The British enjoyed the boon of close cultural, linguistic, and economic ties with America and had the added advantage of controlling most of the transatlantic cables. Their censors sheared away war stories harmful to the Allies and drenched the United States with tales of German bestiality.

The Germans and the Austro-Hungarians counted on the natural sympathies of their transplanted countrymen in America. Including persons with at least one foreign-born parent, people with blood ties to the Central Powers numbered some 11 million in 1914. Some of these recent immigrants expressed noisy sympathy for the fatherland, but most were simply grateful to be so distant from the fray (see Table 29.1).

Most Americans were anti-German from the outset. With his villainous upturned mustache, Kaiser Wilhelm II seemed the embodiment of arrogant autocracy, an impression strengthened by Germany's ruthless strike at neutral Belgium. German and Austrian agents further tarnished the image of the Central Powers in American eyes when they resorted to violence in American factories and ports. When a German operative in 1915 absentmindedly left his briefcase on a New York

*So called from his earlier service as an officer with the crack black 10th Cavalry.

TABLE 29.1 Principal Foreign Elements in the United States, Census of 1910

Country of Origin		Foreign-Born	Natives with Two Foreign-Born Parents	Natives with One Foreign-Born Parent	Total
Central Powers	Germany	2,501,181	3,911,847	1,869,590	8,282,61
	Austria-Hungary	1,670,524	900,129	131,133	2,701,786
Allied Powers	Great Britain	1,219,968	852,610	1,158,474	3,231,052
	(Ireland)*	1,352,155	2,141,577	1,010,628	4,504,360
	Russia	1,732,421	949,316	70,938	2,752,675
	Italy	1,343,070	695,187	60,103	2,098,360
TOTAL (for all foreign countries, including those not listed)		13,345,545	12,916,311	5,981,526	32,243,282
Percentage of total U.S. population (91,972,266)		14.5	14.0	6.5	35.0

*Ireland was not yet independent.

elevated car, its documents detailing plans for industrial sabotage were quickly discovered and publicized. American opinion, already ill-disposed, was further inflamed against the kaiser and Germany. Yet the great majority of Americans earnestly hoped to stay out of the horrible war.

★ America Earns Blood Money

When Europe burst into flames in 1914, the United States was bogged down in a worrisome business recession. But as fate would have it, British and French war orders soon pulled American industry out of the morass of hard times and onto a peak of war-born prosperity (see Table 29.2). Part of this boom was financed by American bankers, notably the Wall Street firm of J. P. Morgan and Company, which eventually advanced to the Allies the enormous sum of \$2.3 billion during the period of American neutrality. The Central Powers

protested bitterly against the immense trade between America and the Allies, but this traffic did not in fact violate the international neutrality laws. Germany was technically free to trade with the United States. It was prevented from doing so not by American policy but by geography and the British navy. Trade between Germany and America had to move across the Atlantic; but the British controlled the sea-lanes, and they threw a noose-tight blockade of mines and ships across the North Sea,

The Fatherland, the chief German-American propaganda newspaper in the United States, cried,

“We [Americans] prattle about humanity while we manufacture poisoned shrapnel and picric acid for profit. Ten thousand German widows, ten thousand orphans, ten thousand graves bear the legend ‘Made in America.’”

TABLE 29.2 U.S. Exports to Belligerents, 1914–1916

Belligerent	1914	1915	1916	1916 Figure as a Percentage of 1914 Figure
Britain	\$594,271,863	\$911,794,954	\$1,526,685,102	257%
France	159,818,924	369,397,170	628,851,988	393
Italy*	74,235,012	184,819,688	269,246,105	363
Germany	344,794,276	28,863,354	288,899	0.08

*Italy joined the Allies in April 1915.



MAP 29.3 British Military Area (declared November 3, 1914) and German Submarine War Zone (declared February 4, 1915) © Cengage Learning

gateway to German ports. Over the unavailing protests of American shippers, farmers, and manufacturers, the British began forcing American vessels off the high seas and into their ports. This harassment of American shipping proved highly effective, as trade between Germany and the United States virtually ceased.

Hard-pressed Germany did not tamely consent to being starved out. In retaliation for the British blockade, in February 1915 Berlin announced a submarine war area around the British Isles (see Map 29.3). The submarine was a weapon so new that existing international law could not be made to fit it. The old rule that a warship must stop and board a merchantman could hardly apply to submarines, which could easily be rammed or sunk if they surfaced.

The cigar-shaped marauders posed a dire threat to the United States—so long as Wilson insisted on maintaining America's neutral rights. Berlin officials declared that they would try not to sink *neutral* shipping, but they warned that mistakes would probably occur. Wilson now determined on a policy of calculated risk. He would continue to claim profitable neutral trading rights, while hoping that no high-seas incident would force his hand to grasp the sword of war. Setting his peninsular jaw, he emphatically warned Germany



© Bettmann/Corbis

A German U-boat This deadly new weapon rendered useless existing rules of naval warfare, eventually pushing the United States to declare war against Germany in 1917.

that it would be held to “strict accountability” for any attacks on American vessels or citizens.

The German submarines (known as **U-boats**, from the German *Unterseeboot*, or “undersea boat”) meanwhile began their deadly work. In the first months of 1915, they sank about ninety ships in the war zone. Then the submarine issue became acute when the British passenger liner **Lusitania** was torpedoed and sank off the coast of Ireland on May 7, 1915, with the loss of 1,198 lives, including 128 Americans.

The *Lusitania* was carrying forty-two hundred cases of small-arms ammunition, a fact the Germans used to justify the sinking. But Americans were swept by a wave of shock and anger at this act of “mass murder” and “piracy.” The eastern United States, closer to the war, seethed with talk of fighting, but the rest of the country showed a strong distaste for hostilities. The peace-loving Wilson had no stomach for leading a disunited nation into war. He well remembered the mistake

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NOTICE!

TRAVELLERS intending to embark on the Atlantic voyage are reminded that a state of war exists between Germany and her allies and Great Britain and her allies; that the zone of war includes the waters adjacent to the British Isles; that, in accordance with formal notice given by the Imperial German Government, vessels flying the flag of Great Britain, or of any of her allies, are liable to destruction in those waters and that travellers sailing in the war-zone on ships of Great Britain or her allies do so at their own risk.

IMPERIAL GERMAN EMBASSY

WASHINGTON, D. C., APRIL 22, 1915.

Advertisement from the New York Herald, May 1, 1915 Six days later the *Lusitania* was sunk. Note the German warning.

in 1812 of his fellow Princetonian, James Madison. Instead, by a series of increasingly strong notes, Wilson attempted to bring the German warlords sharply to book. Even this measured approach was too much for Secretary of State Bryan, who resigned rather than sign a protestation that might spell shooting. But Wilson resolutely stood his ground. "There is such a thing," he declared, "as a man being too proud to fight." This kind of talk incensed the war-thirsty Theodore Roosevelt. The Rough Rider assailed the spineless simperers who heeded the "weasel words" of the pacifistic professor in the White House.

Yet Wilson, sticking to his verbal guns, made some diplomatic progress. After another British liner, the *Arabic*, was sunk in August 1915, with the loss of two American lives, Berlin reluctantly agreed not to sink unarmed and unresisting passenger ships *without warning*.

This pledge appeared to be violated in March 1916, when the Germans torpedoed a French passenger steamer, the *Sussex*. The infuriated Wilson informed the Germans that unless they renounced the inhuman practice of sinking merchant ships without warning,



Picture Research Consultants & Archives

"Here's Money for Your Americans. I May Drown Some More." Germany expressed "profound regret" for the deaths of 128 Americans aboard the torpedoed passenger liner *Lusitania* in 1915, but the incident helped feed a mounting anti-German sentiment in the United States.

he would break diplomatic relations—an almost certain prelude to war.

Germany reluctantly knuckled under to President Wilson's *Sussex* ultimatum, agreeing not to sink passenger ships and merchant vessels without giving warning. But the Germans attached a long string to their *Sussex* pledge: the United States would have to persuade the Allies to modify what Berlin regarded as their illegal blockade. This, obviously, was something that Washington could not do. Wilson promptly accepted the German pledge, without accepting the "string." He thus won a temporary but precarious diplomatic victory—precarious because Germany could pull the string whenever it chose, and the president might suddenly find himself tugged over the cliff of war.

★ Wilson Wins Reelection in 1916

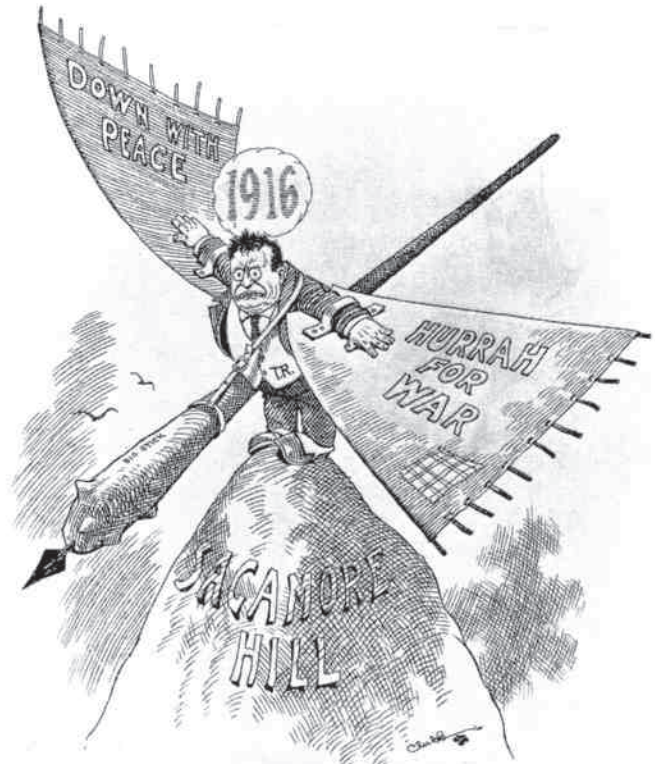
Against this ominous backdrop, the presidential campaign of 1916 gathered speed. Both the bull moose Progressives and the Republicans met in Chicago. The Progressives uproariously renominated Theodore Roosevelt, but the Rough Rider, who loathed Wilson and all his works, had no stomach for splitting the Republicans again and ensuring the reelection of his hated rival. In refusing to run, he sounded the death knell of the Progressive party.

Roosevelt's Republican admirers also clamored for "Teddy," but the Old Guard detested the renegade who had ruptured the party in 1912. Instead they drafted Supreme Court justice Charles Evans Hughes, a cold intellectual who had achieved a solid liberal record when he was governor of New York. The Republican platform condemned the Democratic tariff, assaults on the trusts, and Wilson's wishy-washiness in dealing with Mexico and Germany.

The thick-whiskered Hughes ("an animated feather duster") left the bench for the campaign stump, where he was not at home. In anti-German areas of the country, he assailed Wilson for not standing up to the kaiser, whereas in isolationist areas he took a softer line. This fence-straddling operation led to the jeer "Charles Evasive Hughes."

Hughes was further plagued by Roosevelt, who was delivering a series of skin-'em-alive speeches against "that damned Presbyterian hypocrite Wilson." Frothing for war, TR privately scoffed at Hughes as a "whiskered Wilson"; the only difference between the two, he said, was "a shave."

Wilson, nominated by acclamation at the Democratic convention in St. Louis, ignored Hughes on the theory that one should not try to murder a man who is committing suicide. His campaign was built on the slogan "He Kept Us Out of War."



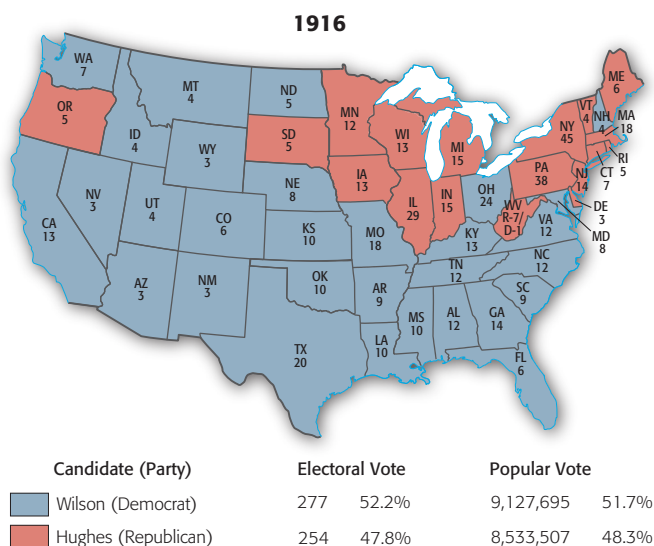
Theodore Roosevelt, War Hawk The former president clamored for American intervention in the European war, but the country preferred peace in 1916. Ironically, Roosevelt's archrival, Woodrow Wilson, would take the country into the war just months after the 1916 election. Library of Congress

Democratic orators warned that by electing Charles Evans Hughes, the nation would be electing a fight—with a certain frustrated Rough Rider leading the charge. A Democratic advertisement appealing to the American working people read,

*You are Working;
—Not Fighting!
Alive and Happy;
—Not Cannon Fodder!
Wilson and Peace with Honor?
or
Hughes with Roosevelt and War?*

On election day Hughes swept the East and looked like a surefire winner. Wilson went to bed that night prepared to accept defeat, while the New York newspapers displayed huge portraits of "The President-Elect—Charles Evans Hughes."

But the rest of the country turned the tide. Midwesterners and westerners, attracted by Wilson's progressive reforms and antiwar policies, flocked to the polls for the president. The final result, in doubt for



MAP 29.4 Presidential Election of 1916 (with electoral vote by state) Wilson was so worried about being a lame duck president in a time of great international tensions that he drew up a plan whereby Hughes, if victorious, would be appointed secretary of state, Wilson and the vice president would resign, and Hughes would thus succeed immediately to the presidency. © Cengage Learning

several days, hinged on California, which Wilson carried by some 3,800 votes out of about a million cast.

Wilson barely squeaked through, with a final vote of 277 to 254 in the Electoral College, and 9,127,695

During the 1916 campaign, J. A. O'Leary, the head of a pro-German and pro-Irish organization, sent a scorching telegram to Wilson condemning him for having been pro-British in approving war loans and ammunition traffic. Wilson shot back an answer:

“Your telegram received. I would feel deeply mortified to have you or anybody like you vote for me. Since you have access to many disloyal Americans and I have not, I will ask you to convey this message to them.”

President Wilson's devastating and somewhat insulting response probably won him more votes than it lost.

to 8,533,507 in the popular column (see Map 29.4). The prolabor Wilson received strong support from the working class and from renegade bull moosers, whom Republicans failed to lure back into their camp. Wilson had not specifically promised to keep the country out of war, but probably enough voters relied on such implicit assurances to ensure his victory. Their hopeful expectations were soon rudely shattered.

Varying Viewpoints

Who Were the Progressives?

Debate about progressivism has revolved mainly around a question that is simple to ask but devilishly difficult to answer: who were the progressives? It was once taken for granted that progressive reformers were simply the heirs of the Jeffersonian-Jacksonian-Populist reform crusades; they were the oppressed and downtrodden common folk who finally erupted in wrath and demanded their due.

But in his influential *Age of Reform* (1955), Richard Hofstadter astutely challenged that view. Progressive leaders, he argued, were not drawn from the ranks of society's poor and marginalized. Rather, they were middle-class people threatened from above by the emerging power of new corporate elites and from below by a restless working class. It was not economic deprivation, but “status anxiety,” Hofstadter insisted, that prompted these people to become reformers. Their psychological motivation, Hofstadter concluded, rendered many of their reform efforts quirky and ineffectual.

By contrast, “New Left” historians, notably Gabriel Kolko, argued that progressivism was dominated by established business leaders who successfully directed “reform” to their own conservative ends. In this view government regulation (as embodied in new agencies like the Federal Reserve Board and the Federal Tariff Commission, and in legislation like the Meat Inspection Act) simply accomplished what two generations of private efforts had failed to do: dampen cutthroat competition, stabilize markets, and make America safe for monopoly capitalism.

Still other scholars, notably Robert H. Wiebe and Samuel P. Hays, argued that the progressives were neither the psychologically or economically disadvantaged nor the old capitalist elite, but were, rather, members of a rapidly emerging, self-confident social class possessed of the new techniques of scientific management, technological expertise, and organizational know-how. This “organizational school” of historians did

not see progressivism as a struggle of the “people” against the “interests,” as a confused and nostalgic campaign by status-threatened reformers, or as a conservative coup d’état. The progressive movement, in this view, was by and large an effort to rationalize and modernize many social institutions by introducing the wise and impartial hand of government regulation.

This view had much to recommend it. Yet despite its widespread acceptance among historians, it could not adequately account for the titanic political struggles of the progressive era over the very reforms that the “organizational school” regarded as simple adjustments to modernity. It also brushed over the deep philosophical differences that divided progressives themselves—such as between Roosevelt’s New Nationalism and Wilson’s New Freedom. In addition, the organizational

approach did not account for the important role of women in advocating progressive reforms, as demonstrated by Robyn Muncy, Linda Gordon, and Theda Skocpol. Building the American welfare state in the early twentieth century, they have argued, was fundamentally a gendered activity inspired by a “female dominion” of social workers and “social feminists.” Scholars such as Daniel T. Rodgers have added that essential inspiration also came from across the Atlantic. In European countries vibrant labor movements sought a welfare state to benefit the working class, whereas in the United States the strength of female reformers promoted welfare programs aimed at protecting women and children. All the same, American programs frequently were modeled after policies adopted in London, Paris, and Berlin.

Chapter Review

KEY TERMS

New Freedom (661)	Adamson Act (666)
New Nationalism (662)	Jones Act (667)
Underwood Tariff (664)	Tampico Incident (669)
Federal Reserve Act (665)	Central Powers (670)
Federal Trade Commission Act (666)	Allies (670)
Clayton Anti-Trust Act (666)	U-boats (672)
holding companies (666)	<i>Lusitania</i> (672)
Workingmen’s Compensation Act (666)	

PEOPLE TO KNOW

Herbert Croly	Francisco (“Pancho”) Villa
Louis D. Brandeis	John (“Black Jack”) Pershing
Victoriano Huerta	Charles Evans Hughes
Venustiano Carranza	

CHRONOLOGY

1912	Wilson defeats Taft and Roosevelt for presidency	1916	<i>Sussex</i> ultimatum and pledge U.S. exports to European belligerents skyrocket Workingmen’s Compensation Act Federal Farm Loan Act Warehouse Act Adamson Act Pancho Villa raids New Mexico Brandeis appointed to Supreme Court Jones Act U.S. Marines sent to Dominican Republic Wilson defeats Hughes for presidency
1913	Underwood Tariff Act Sixteenth Amendment (income tax) Federal Reserve Act Huerta takes power in Mexico	1917	United States buys Virgin Islands from Denmark
1914	Clayton Anti-Trust Act Federal Trade Commission established U.S. seizes port of Veracruz, Mexico World War I begins in Europe		
1915	La Follette Seaman’s Act <i>Lusitania</i> torpedoed and sunk by German U-boat U.S. Marines sent to Haiti Germany declares submarine war area around British Isles		

TO LEARN MORE

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A complete, annotated bibliography for this chapter—along with brief descriptions of the People to Know—may be found on the American Pageant website. The Key Terms are defined in a Glossary at the end of the text.



Go to the CourseMate website at www.cengagebrain.com for additional study tools and review materials—including audio and video clips—for this chapter.

AP* Review Questions for Chapter 29

1. In 1912, Woodrow Wilson ran for the presidency on a Democratic platform that included support for all of the following EXCEPT
 - (A) antitrust legislation.
 - (B) monetary reform.
 - (C) dollar diplomacy.
 - (D) tariff reductions.
 - (E) support for small business.
2. Which statement best describes the contrasts between Woodrow Wilson's New Freedom progressivism and Theodore Roosevelt's New Nationalism progressivism?
 - (A) Wilson's New Freedom emphasized small enterprise, entrepreneurship, and the free functioning of unregulated and unmonopolized markets; Roosevelt's New Nationalism favored continued consolidation of the trusts and labor unions supplemented by the growth of federal regulatory agencies.
 - (B) Wilson's New Freedom emphasized consolidation of trusts and labor unions; Roosevelt favored advancing small enterprise, entrepreneurship, and the open functioning of unregulated and unmonopolized markets.
 - (C) Wilson's New Freedom favored a broad program of social welfare including minimum wage laws and social insurance; Roosevelt's New Nationalism emphasized a faith in free-market competition, vigorous enforcement of antitrust laws, and shunning of social welfare proposals.
 - (D) Roosevelt's New Nationalism favored placing key industries such as the railroads and utilities under government ownership, while Wilson's New Freedom advocated vigorous regulation of these key private industries.
 - (E) Wilson's New Freedom emphasized the importance of maintaining protectionist high tariffs to protect domestic industry and promote economic growth, while Roosevelt favored lowering tariffs to promote trade and economic expansion.
3. President Woodrow Wilson's political philosophy included all of the following EXCEPT
 - (A) a stubborn commitment to particular progressive principles and an aversion to pragmatic political compromise.
 - (B) scorn for the ability of peoples in other countries to govern themselves.
 - (C) a belief that the president should provide leadership for Congress.
 - (D) a belief that the president should appeal over the heads of legislators to the sovereign people.
 - (E) a belief in the central importance of morality in politics.
4. How did the Underwood Tariff Act reflect President Wilson's progressive goals?
 - (A) The law lowered tariff rates and established the first graduated federal income tax.
 - (B) In addition to lowering tariff rates, the act created an optional retirement system for workers.
 - (C) The act lowered tariff rates and guaranteed equal treatment for men and women in employment.
 - (D) The tariff was used only for increasing government revenue and not to protect American industry from competition.
 - (E) The raising of the tariff provided protection for American farmers against subsidized foreign crop imports.
5. What critical authority was given to the Federal Reserve Board by the Federal Reserve Act of 1913 to permit quasi-public management over the banking and currency system?
 - (A) The power to issue paper money and increase or decrease the amount of money in circulation by altering interest rates
 - (B) The authority to close weak banks
 - (C) The power to take the United States off the gold standard
 - (D) The power to guarantee banking deposits against bank failures
 - (E) The power to collect income taxes directly from employees' paychecks
6. The Federal Trade Commission was established in 1914 to address all of the following practices EXCEPT
 - (A) eliminating unfair and discriminatory trade practices.
 - (B) outlawing unfair business competition and bribery.
 - (C) prohibiting sale of stocks without full disclosure.
 - (D) prohibiting false and misleading advertising.
 - (E) abolishing the mislabeling or adulterating of products.
7. The Clayton Anti-Trust Act of 1914 accomplished all of the following EXCEPT
 - (A) outlawing corporate interlocking directorates.
 - (B) prohibiting price discrimination against different purchasers.
 - (C) exempting labor unions and farm cooperatives from antitrust action.
 - (D) further undercutting the monopolistic practices of big business.
 - (E) providing long-term legal protection for unions to engage in organizing, collective bargaining, and strike activities.

8. What presidential action illustrated the limits of Woodrow Wilson's progressivism?
 - (A) Vetoing the Federal Farm Loan Act
 - (B) Opposing the entry of women into politics
 - (C) Appointing the Jewish Louis D. Brandeis to the U.S. Supreme Court
 - (D) Vetoing legislation to guarantee workers compensation assistance to disabled federal employees
 - (E) Accelerating the segregation of blacks in the federal bureaucracy
9. Which term best characterizes Woodrow Wilson's fundamental overall approach to American foreign policy?
 - (A) Imperialistic
 - (B) Moralistic
 - (C) Realistic
 - (D) Isolationist
 - (E) Balance of power
10. Which of the following represented President Wilson's first direct use of American military forces in revolutionary Mexico?
 - (A) Sending the U.S. armed forces to protect against Mexico's nationalization of American businesses
 - (B) Sending the U.S. Army to prevent Venustiano Carranza from becoming president of Mexico
 - (C) Seizing the Mexican port of Vera Cruz to prevent German delivery of arms to President Huerta
 - (D) Sending the U.S. Army to protect the vast Mexican land holdings of William Randolph Hearst
 - (E) Sending General Pershing into Mexico to capture Mexican revolutionary Pancho Villa following the latter's border raids into New Mexico
11. Which of the following had the most influence on America's growing trading with Britain and its reduction of trade with Germany during the period 1914–1916?
 - (A) The British needed American goods and weapons and the Germans did not.
 - (B) More American sympathized with Britain than with Germany.
 - (C) British agents sabotaged American businesses that traded with Germany.
 - (D) American bankers such as J. P. Morgan were willing to loan money to Britain but not to Germany.
 - (E) The British Navy controlled the Atlantic shipping lanes.
12. Which of the following best characterizes the attitude of the large majority of Americans to the outbreak of World War I in 1914?
 - (A) Most Americans earnestly hoped to remain neutral and stay out of the war.
 - (B) Most Americans favored entering the war in support of the Allies.
 - (C) Most Americans supported the cause of the Central Powers.
 - (D) Most Americans wanted to form a military alliance of neutral nations.
 - (E) Most Americans favored direct U.S. diplomatic mediation of the conflict.
13. What prompted German submarines to begin sinking unarmed and unresisting merchant and passenger ships in the Atlantic during the early years of World War I?
 - (A) The United States' entry into the war in 1917
 - (B) The British naval blockade of Germany
 - (C) A strategic calculation designed to keep the United States out of the war
 - (D) A change in international law permitting this new style of warfare
 - (E) A last-ditch, desperate effort by Germany to win the war
14. What dangerous contingency did Germany attach to its *Sussex* pledge not to attack unarmed neutral shipping during the years of the war?
 - (A) Americans would have to refrain from sailing on British-owned passenger ships.
 - (B) U-boats could capture merchant vessels if the submarines surfaced.
 - (C) The American government would have to guarantee that passenger vessels were not secretly carrying military supplies.
 - (D) The United States would have to persuade the Allies to end their blockade of Germany or unrestricted submarine warfare would resume.
 - (E) Woodrow Wilson would have to seek a fair, negotiated settlement of the war.
15. Which of the following actions was NOT part of Wilson's "moral diplomacy"?
 - (A) Granting the Philippines territorial status
 - (B) Repealing the Panama Canal Tolls Act
 - (C) Rescinding support for American investors in Latin America
 - (D) Convincing the California legislature to soften its anti-Japanese stance
 - (E) Dispatching Marines to Haiti to protect American lives and property
16. Which of the following events is a result of the other four?
 - (A) William Jennings Bryan supports Woodrow Wilson's candidacy
 - (B) Roosevelt's "Bull Moose" party divides traditionally Republican voters
 - (C) Woodrow Wilson wins the presidential election of 1912
 - (D) New Jersey bosses propel Woodrow Wilson to the governorship
 - (E) Woodrow Wilson offers voters a choice in political and economic philosophies