

Alfred T. Mahan, "The United States Looking Outward"
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Indications are not wanting of an approaching change in the thoughts and policy of Americans as to their relations with the world outside their own borders. For the past quarter of a century, the predominant idea, which has successfully asserted itself at the polls and shaped the course of the government, has been to preserve the home market for the home industries. The employer and the workman have alike been taught to look at the various economical measures proposed from this point of view, to regard with hostility any step favoring the intrusion of the foreign producer upon their own domain, and rather to demand increasingly rigorous measures of exclusion than to acquiesce in any loosening of the chain that binds the consumer to them. The inevitable consequence has followed, as in all cases when the mind or the eye is exclusively fixed in one direction, that the danger of loss or the prospect of advantage in another quarter has been overlooked; and although the abounding resources of the country have maintained the exports at a high figure, this flattering result has been due more to the super-abundant bounty of Nature than to the demand of other nations for our protected manufactures.

For nearly the lifetime of a generation, therefore, American industries have been thus protected, until the practice has assumed the force of a tradition, and is clothed in the mail of conservatism. In their mutual relations, these industries resemble the activities of a modern ironclad that has heavy armor, but an inferior engine and no guns; mighty for defense, weak for offense. Within, the home market is secured; but outside, beyond the broad seas, there are the markets of the world, that can be entered and controlled only by a vigorous contest, to which the habit of trusting to protection by statute does not conduce.

At bottom, however, the temperament of the American people is essentially alien to such a sluggish -attitude. Independently of all bias for or against protection, it is safe to predict that, when the opportunities for gain abroad are understood, the course of American enterprise will cleave a channel by which to reach them. Viewed broadly, it is a most welcome as well as significant fact that a prominent and influential advocate of protection, a leader of the party committed to its support, a keen reader of the signs of the times and of the drift of opinion, has identified himself with a line of policy which looks to nothing less than such modifications of the tariff as may expand the commerce of the United States to all quarters of the globe. Men of all parties can unite on the words of Mr. Blaine, as reported in a recent speech: "It is not an ambitious destiny for so great a country as ours to manufacture only what we can consume, or produce only what we can eat." In face of this utterance of so shrewd and able a public man, even the extreme character of the recent tariff legislation seems but a sign of the coming change, and brings to mind that famous Continental System, of which our own is the analogue, to support which Napoleon added legion to legion and enterprise to enterprise, till the fabric of the Empire itself crashed beneath the weight.

The interesting and significant feature of this changing attitude is the turning of the eyes outward, instead of inward only, to seek the welfare of the country. To affirm the importance of distant markets, and the relation to them of our own immense powers of production, implies

logically the recognition of the link that joins the products and the markets,-that is, the carrying trade; the three together constituting that chain of maritime power to which Great Britain owes her wealth and greatness. Further, is it too much to say that, as two of these links, the shipping and the markets, are exterior to our own borders, the acknowledgment of them carries with it a view of the relations of the United States to the world radically distinct from the simple idea of self-sufficingness? We shall not follow far this line of thought before there will dawn the realization of America's unique position, facing the older worlds of the East and West, her shores lapped by the oceans which touch the one or the other, but which are common to her alone.

Coincident with these signs of change in our own policy there is a restlessness in the world at large which is deeply significant, if not ominous. It is beside our purpose to dwell upon the internal state of Europe, whence, if disturbances arise, the effect upon us may be but partial and indirect. But the great seaboard powers there do not only stand on guard against their continental rivals; they cherish also aspirations for commercial extension, for colonies, and for influence in distant regions, which may bring, and, even under our present contracted policy, have already brought them into collision with ourselves. The affair of the Samoa Islands, trivial apparently, was nevertheless eminently suggestive of European ambitions. America then roused from sleep as to interests closely concerning her future. At this moment internal troubles are imminent in the Sandwich Islands, where it should be our fixed determination to allow no foreign influence to equal our own. All over the world German commercial and colonial push is coming into collision with other nations: witness the affair of the Caroline Islands with Spain; the partition of New Guinea with England; the yet more recent negotiation between these two powers concerning their share in Africa, viewed with deep distrust and jealousy by France; the Samoa affair; the conflict between German control and American interests in the islands of the western Pacific; and the alleged progress of German influence in Central and South America. It is noteworthy that, while these various contentions are sustained with the aggressive military spirit characteristic of the German Empire, they are credibly said to arise from the national temper more than from the deliberate policy of the government, which in this matter does not lead, but follows, the feeling of the people, a condition much more formidable.

There is no sound reason for believing that the world has passed into a period of assured peace outside the limits of Europe. Unsettled political conditions, such as exist in Haiti, Central America, and many of the Pacific islands, especially the Hawaiian group, when combined with great military or commercial importance, as is the case with most of these positions, involve, now as always, dangerous germs of quarrel, against which it is at least prudent to be prepared. Undoubtedly, the general temper of nations is more averse from war than it was of old. If no less selfish and grasping than our predecessors, we feel more dislike to the discomforts and sufferings attendant upon a breach of peace; but to retain that highly valued repose and the undisturbed enjoyment of the returns of commerce, it is necessary to argue upon somewhat equal terms of strength with an adversary. It is the preparedness of the enemy, and not acquiescence in the existing state of things, that now holds back the armies of Europe.

On the other hand, neither the sanctions of international law nor the justice of a cause can be depended upon for a fair settlement of differences, when they come into conflict with a strong political necessity on the one side opposed to comparative weakness on the other. In our still-pending dispute over the seal-fishing of Bering Sea, whatever may be thought of the strength of

our argument, in view of generally admitted principles of international law, it is beyond doubt that our contention is reasonable, just, and in the interest of the world generally. But in the attempt to enforce it we have come into collision not only with national susceptibilities as to the honor of the flag, which we ourselves very strongly share, but also with a state governed by a powerful necessity, and exceedingly strong where we are particularly weak and exposed. Not only has Great Britain a mighty navy and we a long, defenseless seacoast, but it is a great commercial and political advantage to her that her larger colonies, and above all Canada, should feel that the power of the mother country is something which they need, and upon which they can count. The dispute is between the United States and Canada, not the United States and England; but it has been ably used by the latter to promote the solidarity of sympathy between herself and her colony. With the mother country alone an equitable arrangement, conducive to well-understood mutual interests, could readily be reached; but the purely local and peculiarly selfish wishes of Canadian fishermen dictate the policy of Great Britain, because Canada is the most important link uniting her to her colonies and maritime interests in the Pacific. In case of a European war, it is probable that the British navy will not be able to hold open the route through the Mediterranean to the East; but having a strong naval station at Halifax, and another at Esquimalt, on the Pacific, the two connected by the Canadian Pacific Railroad, England possesses an alternate line of communication far less exposed to maritime aggression than the former, or than the third route by the Cape of Good Hope, as well as two bases essential to the service of her commerce, or other naval operations, in the North Atlantic and the Pacific. Whatever arrangement of this question is finally reached, the fruit of Lord Salisbury's attitude can hardly fail to be a strengthening of the sentiments of attachment to, and reliance upon, the mother country, not only in Canada, but in the other great colonies. Such feelings of attachment and mutual dependence supply the living spirit, without which the nascent schemes for Imperial Federation are but dead mechanical contrivances; nor are they without influence upon such generally unsentimental considerations as those of buying and selling, and the course of trade.

This dispute, seemingly paltry, yet really serious, sudden in its appearance, and dependent for its issue upon other considerations than its own merits, may serve to convince us of many latent and yet unforeseen dangers to the peace of the western hemisphere, attendant upon the opening of a canal through the Central American Isthmus. In a general way, it is evident enough that this canal, by modifying the direction of trade routes, will induce a great increase of commercial activity and carrying trade throughout the Caribbean Sea; and that this now comparatively deserted nook of the ocean will, like the Red Sea, become a great thoroughfare of shipping, and attract, as never before in our day, the interest and ambition of maritime nations. Every position in that sea will have enhanced commercial and military value, and the canal itself will become a strategic centre of the most vital importance. Like the Canadian Pacific Railroad, it will be a link between the two oceans; but, unlike it, the use, unless most carefully guarded by treaties, will belong wholly to the belligerent which controls the sea by its naval power. In case of war, the United States will unquestionably command the Canadian Railroad, despite the deterrent force of operations by the hostile navy upon our seaboard; but no less unquestionably will she be impotent, as against any of the great maritime powers, to control the Central American canal. Militarily speaking, the piercing of the Isthmus is nothing but a disaster to the United States, in the present state of her military and naval preparation. It is especially dangerous to the Pacific coast; but the increased exposure of one part of our seaboard reacts unfavorably upon the whole military situation. Despite a certain great original superiority conferred by our geographical

nearness and immense resources, due, in other words, to our natural advantages, and not to our intelligent preparations,-the United States is woefully unready, not only in fact, but in purpose, to assert in the Caribbean and Central America a weight of influence proportioned to the extent of her interests. We have not the navy, and, what is worse, we are not willing to have the navy, that will weigh seriously in any disputes with those nations whose interests will there conflict with our own. We have not, and we are not anxious to provide, the defense of the seaboard which will leave the navy free for its work at sea. We have not, but many other powers have, positions, either within or on the borders of the Caribbean, which not only possess great natural advantages for the control of that sea, but have received and are receiving that artificial strength of fortification and armament which will make them practically inexpugnable. On the contrary, we have not on the Gulf of Mexico even the beginning of a navy yard which could serve as the base of our operations. Let me not be misunderstood. I am not regretting that we have not the means to meet on terms of equality the great navies of the Old World. I recognize, what few at least say, that, despite its great surplus revenue, this country is poor in proportion to its length of seaboard and its exposed points. That which I deplore, and which is a sober, just, and reasonable cause of deep national concern, is that the nation neither has nor cares to have its sea frontier so defended, and its navy of such power, as shall suffice, with the advantages of our position, to weigh seriously when inevitable discussions arise,-such as we have recently had about Samoa and Bering Sea, and which may at any moment come up about the Caribbean Sea or the canal. Is the United States, for instance, prepared to allow Germany to acquire the Dutch stronghold of Curaçao, fronting the Atlantic outlet of both the proposed canals of Panama and Nicaragua? Is she prepared to acquiesce in any foreign power purchasing from Haiti a naval station on the Windward Passage, through which pass our steamer routes to the Isthmus? Would she acquiesce in a foreign protectorate over the Sandwich Islands, that great central station of the Pacific, equidistant from San Francisco, Samoa, and the Marquesas, and an important post on our lines of communication with both Australia and China? Or will it be maintained that any one of these questions, supposing it to arise, is so exclusively one-sided, the arguments of policy and right so exclusively with us, that the other party will at once yield his eager wish, and gracefully withdraw? Was it so at Samoa? Is it so as regards Bering Sea? The motto seen on so many ancient cannon, *Ultima ratio regum*, is not without its message to republics.

It is perfectly reasonable and legitimate, in estimating our needs of military preparation, to take into account the remoteness of the chief naval and military nations from our shores, and the consequent difficulty of maintaining operations at such a distance. It is equally proper, in framing our policy, to consider the jealousies of the European family of states, and their consequent unwillingness to incur the enmity of a people so strong as ourselves; their dread of our revenge in the future, as well as their inability to detach more than a certain part of their forces to our shores without losing much of their own weight in the councils of Europe. In truth, a careful determination of the force that Great Britain or France could probably spare for operations against our coasts, if the latter were suitably defended, without weakening their European position or unduly exposing their colonies and commerce, is the starting-point from which to calculate the strength of our own navy. If the latter be superior to the force that can thus be sent against it, and the coast be so defended as to leave the navy free to strike where it will, we can maintain our rights; not merely the rights which international law concedes, and which the moral sense of nations now supports, but also those equally real rights which, though not conferred by law, depend upon a clear preponderance of interest, upon obviously necessary

policy, upon self-preservation, either total or partial. Were we now so situated in respect of military strength, we could secure our perfectly just claim as to the seal fisheries; not by seizing foreign ships on the open sea, but by the evident fact that, our cities being protected from maritime attack, our position and superior population lay open the Canadian Pacific, as well as the frontier of the Dominion to do with as we please. Diplomats do not flourish such disagreeable truths in each other's faces; they look for a *modus vivendi*, and find it.

While, therefore, the advantages of our own position in the western hemisphere, and the disadvantages under which the operations of a European state would labor, are undeniable and just elements in the calculations of the statesman, it is folly to look upon them as sufficient for our security. Much more needs to be cast into the scale that it may incline in favor of our strength. They are mere defensive factors, and partial at that. Though distant, our shores can be reached; being defenseless, they can detain but a short time a force sent against them. With a probability of three months' peace in Europe, no maritime power would now fear to support its demands by a number of ships with which it would be loath indeed to part for a year,

Yet, were our sea frontier as strong as it now is weak, passive self-defense, whether in trade or war, would be but a poor policy, so long as this world continues to be one of struggle and vicissitude. All around us now is strife; "the struggle of life," "the race of life," are phrases so familiar that we do not feel their significance till we stop to think about them. Everywhere nation is arrayed against nation; our own no less than others. What is our protective system but an organized warfare? In carrying it on, it is true, we have only to use certain procedures which all states now concede to be a legal exercise of the national power, even though injurious to themselves. It is lawful, they say, to do what we will with our own. Are our people, however, so unaggressive that they are likely not to want their own way in matters where their interests turn on points of disputed right, or so little sensitive as to submit quietly to encroachment by others, in quarters where they have long considered their own influence should prevail?

Our self-imposed isolation in the matter of markets, and the decline of our shipping interest in the last thirty years, have coincided singularly with an actual remoteness of this continent from the life of the rest of the world. The writer has before him a map of the North and South Atlantic oceans, showing the direction of the principal trade routes and the proportion of tonnage passing over each; and it is curious to note what deserted regions, comparatively, are the Gulf of Mexico, the Caribbean Sea, and the adjoining countries and islands. A broad band stretches from our northern Atlantic coast to the English Channel; another as broad from the British Islands to the East, through the Mediterranean and Red Sea, overflowing the borders of the latter in order to express the volume of trade. Around either cape Good Hope and Horn-pass strips of about one fourth this width, joining near the equator, midway between Africa and South America. From the West Indies issues a thread indicating the present commerce of Great Britain with a region which once, in the Napoleonic wars, embraced one fourth of the whole trade of the Empire. The significance is unmistakable: Europe has now little interest in the Caribbean Sea.

When the Isthmus is pierced this isolation will pass away, and with it the indifference of foreign nations. From wheresoever they come and whithersoever they afterward go, all ships that use the canal will pass through the Caribbean. Whatever the effect produced upon the prosperity of the adjacent continent and islands by the thousand wants attendant upon maritime activity, around

such a focus of trade will centre large commercial and political interests, To protect and develop its own, each nation will seek points of support and means of influence in a quarter where the United States has always been jealously sensitive to the intrusion of European powers. The precise value of the Monroe doctrine is very loosely understood by most Americans, but the effect of the familiar phrase has been to develop a national sensitiveness, which is a more frequent cause of war than material interests; and over disputes caused by such feelings there will preside none of the calming influence due to the moral authority of international law, with its recognized principles, for the points in dispute will be of policy, of interest, not of conceded right. Already France and England are giving to ports held by them a degree of artificial strength uncalled for by their present importance. They look to the near future. Among the islands and on the mainland there are many positions of great importance, held now by weak or unstable states. Is the United States willing to see them sold to a powerful rival? But what right will she invoke against the transfer? She can allege but one—that of her reasonable policy supported by her might.

Whether they will or no, Americans must now begin to look outward. The growing production of the country demands it. An increasing volume of public sentiment demands it. The position of the United States, between the two Old Worlds and the two great oceans, makes the same claim, which will soon be strengthened by the creation of the new link joining the Atlantic and Pacific. The tendency will be maintained and increased by the growth of the European colonies in the Pacific, by the advancing civilization of Japan, and by the rapid peopling of our Pacific States with men who have all the aggressive spirit of the advanced line of national progress. Nowhere does a vigorous foreign policy find more favor than among the people west of the Rocky Mountains.

It has been said that, in our present state of unpreparedness, a trans-isthmian canal will be a military disaster to the United States, and especially to the Pacific coast. When the canal is finished the Atlantic seaboard will be neither more nor less exposed than it now is; it will merely share with the country at *large* the increased danger of foreign complications with inadequate means to meet them. The danger of the Pacific coast will be greater by so much as the way between it and Europe is shortened through a passage which the stronger maritime power can control. The danger lies not merely in the greater facility for dispatching a hostile squadron from Europe, but also in the fact that a more powerful fleet than formerly can be maintained on that coast by a European power, because it can be so much more promptly called home in case of need. The greatest weakness of the Pacific ports, however, if wisely met by our government, will go far to insure our naval superiority there. The two chief centres, San Francisco and Puget Sound, owing to the width and the great depth of the entrances, cannot be effectively protected by torpedoes; and consequently, as fleets can always pass batteries through an unobstructed channel, they cannot obtain perfect security by means of fortifications only. Valuable as such works will be to them, they must be further garrisoned by coast-defense ships, whose part in repelling an enemy will be coordinated with that of the batteries. The sphere of action of such ships should not be permitted to extend far beyond the port to which they are allotted, and of whose defense they form an essential part; but within that sweep they will always be a powerful reinforcement to the seagoing navy, when the strategic conditions of a war cause hostilities to centre around their port. By sacrificing power to go long distances, the coast-defense ships gains proportionate weight of armor and guns; that is, of defensive and offensive strength. It therefore adds an element of unique value to the fleet with which it for a time acts. No foreign states,

except Great Britain, have ports so near our Pacific coast as to bring it within the radius of action of their coast-defense ships; and it is very doubtful whether even Great Britain will put such ships at Vancouver Island, the chief value of which will be lost to her when the Canadian Pacific is severed—a blow always in the power of this country. It is upon our Atlantic seaboard that the mistress of Halifax, of Bermuda, and of Jamaica will now defend Vancouver and the Canadian Pacific. In the present state of our seaboard defense she can do so absolutely. What is all Canada compared with our exposed great cities? Even were the coast fortified, she could still do so, if our navy be no stronger than is as yet designed. What harm can we do Canada proportionate to the injury we should suffer by the interruption of our coasting trade, and by a blockade of Boston, New York, the Delaware, and the Chesapeake? Such a blockade Great Britain certainly could make technically efficient, under the somewhat loose definitions of international law. Neutrals would accept it as such.

The military needs of the Pacific States, as well as their supreme importance to the whole country, are yet a matter of the future, but of a future so near that provision should immediately begin. To weigh their importance, consider what influence in the Pacific would be attributed to a nation comprising only the States of Washington, Oregon, and California, when filled with such men as now people them and are still pouring in, and controlling such maritime centres as San Francisco, Puget Sound, and the Columbia River. Can it be counted less because they are bound by the ties of blood and close political union to the great communities of the East? But such influence, to work without jar and friction, requires underlying military readiness, like the proverbial iron hand under the velvet glove. To provide this, three things are needful: First, protection of the chief harbors by fortifications and coast-defense ships, which gives defensive strength, provides security to the community within, and supplies the bases necessary to all military operations. Secondly, naval force, the arm of offensive power, which alone enables a country to extend its influence outward. Thirdly, it should be an inviolable resolution of our national policy that no European state should henceforth acquire a coaling position within three thousand miles of San Francisco—a distance which includes the Sandwich and Galapagos islands and the coast of Central America. For fuel is the life of modern naval war; it is the food of the ship; without it the modern monsters of the deep die of inanition. Around it, therefore, cluster some of the most important considerations of naval strategy. In the Caribbean and the Atlantic we are confronted with many a foreign coal depot, and perhaps it is not an unmitigated misfortune that we, like Rome, find Carthage at our gates bidding us stand to our arms; but let us not acquiesce in an addition to our dangers, a further diversion of our strength, by being forestalled in the North Pacific.

In conclusion, while Great Britain is undoubtedly the most formidable of our possible enemies, both by her great navy and the strong positions she holds near our coasts, it must be added that a cordial understanding with that country is one of the first of our external interests. Both nations, doubtless, and properly, seek their own advantage; but both, also, are controlled by a sense of law and justice drawn from the same sources, and deep-rooted in their instincts. Whatever temporary aberration may occur, a return to mutual standards of right will certainly follow. Formal alliance between the two is out of the question, but a cordial recognition of the similarity of character and ideas will give birth to sympathy, which in turn will facilitate a cooperation beneficial to both; for, if sentimentality is weak, sentiment is strong.