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Thy have we retained automated methods and forother according ago rejected half a century ago by every other come mation by every other come mation with the deformace on methods in not usual

It can be safely said that the 24 after many and costs, experiments have formed Satisfactory solutions. for the monetary problems which confront us - solutions theoreticale and practical that have approval delike of Economisto and bouter

This system argide and my mons suspendings or riolent perfections in rates, of the per he more un hartant elements of the problem)
an in the same in every come count one of reach wider Adefects of onjugaler Digitized for FRASER

http://fraser.stlouisfed.org/ Federal Reserve Bank of St. Louis

I have recalled to your attention , in outline,

the methods employed, the practices adopted, in the monetary 1

legislation and usages of the great countries whose conditions

Conditions and

and business methods are analogous to ours, because I believe

that the experience of these countries, covering centuries of much have the greatest freatical taluy discussion and experiment, should be made useful to us in the house for the butted Clater 400 mile the essenconstruction of any plan for monetary reform. While the essen-

great and small

tial governing principles of all the European systems are the

same, there are differences in the details of their application.

growing out of different conditions in the various countries.

These differences are found in the business habits and customs

of their people and their general financial requirements. Dif-

ferences in the relative use of other credit instruments affects

character and

the relative importance of note issues. Differences in the form

of government and extent of territory have necessitated differ-

http://fraser.stlouisfed.org/ Federal Reserve Bank of St. Louis been recognized fully and provided for in the monetary legislation as well as in the banking methods in use in the different whise adjustment has been possible, without impairing the vital force of the sound economic doctrine upon which these

various systems are based or disturbing the provisions for a wise and effective administration which are the distinctive characteristics of each.

There has been a general agreement among students of for metal monetary problems that it would not be possible to adopt any of the European banking systems without modifications or revision to meet our conditions. In addition to the differences in economic conditions to which I have referred as existing in European countries, we have to meet in the United States ancient prejudices. The questions we are discussing are of the highest im-

ordinary Very much the larger part of the deposit and discount

business of all these countries is some by the joint stock com-

mercial/banks. The relations between the central bank and these

commercial banks in the various countries is friendly, and while

some of the central banks are authorized to receive individual

deposits and to discount for private parties, the tendency of

modern legislation has been towards restricting the central banks

to powers and functions belonging strictly to banks of issue.

Even in countries where central banks are authorized to do comm-

ercial business this fact has not interfered the rapid growth of

the deposit banks. For instance, in France, the deposits in the

commercial banks increased from 790 millions of francs in 1885

to 4,946 millions in 1911, while the deposits of the Bank of

France have remained practically stationery for many years at

see statution other countries)

millions. There has been a very marked

There has been a very markin Eur Josean countries)

tendency in recent years towards the consolidation of banking

capital and resources into a few very large commercial banks

with numerous branches established in every community of

There about

their respective countries. We have thought it wiser in this country and more in consonance with the spirit of our institutions to preserve the independence of the thousands of our commercial banks, believing that a local bank, would be more in touch with local interests and would have a more accurate knowledge of the wants of the people and would be better able to serve them satisfactorily than an agent sent from New York or Washington to control a local branch and a commentative.

Empheam
The Central Bank is almost as important an element in

well as in that of
the international organization of credit as in the national. In

our times with an international commerce grown to enormous propor-

tions, with means of instant communication established to every

part of the world, and with the adoption of new facilities for

rapid transportation, when the products and securities of every

henselvath developed country seeks a market in every other, there has been created

a news and stronger mutuality of interests, a closer inter-

relation and interdependence among all countries in banking

interests of all countries, and financial affairs, All the great commercial nations,

among which the United States should have the first place .

are vitally interested in maintaining financial peace and in

securing the stability of institutions, Those can be best This result can best be

secured by banks and bankers in every country through co-

of banks and bankers
operative action and support in times of trouble. It is the

duty of the Central Bank to keep in close touch with the financial needs and conditions of every country and to be ready to act promptly to afford assistance in emergencies. The active cooperation of the three great European banks have saved many a dangerous situation and the lack of a great central organization in the circle without

United States in 1907, having the confidence of the great European banks, with the credit and the power to borrow gold, cost our people a great many millions of dollars.

Thank not alluded to the food that we have to contend
mit are integrative for the food that we have a right to in
portune to the American people and they have a right to in
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the food that the food that we have a right to in
that of this great of newton should be free from bias or prejudice of any kind. Every student of European monetary systems must be impressed with the fact that most of the defects from which fare and the pulls whose destructive force we have felt have had a counterpart so frequently have been encountered in different forms in European experience. These countries, after many and costly experiments, have found a theoretical and practical solutions of the have rexed moretary problems which vex us which day approved alike by economists and We cannot ignore the valuable which theme bankers. The lessons drawn from this experience should have the greatest practical value for us in determining the character of a monetery system to be adopted by the United States. While it is evident that we cannot adopt any Buropean

system , we certainly cannot ignore the valuable lessons to be

If four reserve banks should be located in these States they

on the hours that all national bands assembly
would have a capital of about 15 million dollars each. The

36
eight located in the remaining States would have a capital of
about 5 millions each. The reserve bank in New York would have

lungue a greater capital and much greater resources than all these
was made to the control of the c

located in the 13 Southern States put together.

It is true that something over 500 million dollars will be withdrawn, by the operations of the bill, from the banks in the reserve and central reserve cities, but it is safe to say that how at least two-thirds of this amount will be deposited in the reserve banks in the 13 Eastern and Middle Western States. If we assume that these reserve banks are simply adjuncts of the latter tasks, this process will be simply taking money out of one

pocket and putting it into another. The amount to be withdrawn

from the banks in the 13 States referred to and deposited in reserve banks in other States would not, in any event, exceed 150 million dollars. Take the case of the banks in the central reis interesting serve cities. They now hold cash reserves amounting to 407 million dollars, of the basis of 25% of their net deposits. nder the bill they would be required to hold cash to the extent and to defer the an equal amont of 145 millions, with an equal amount deposited in the reserve I and the must be held in their rault, and cannot be used for any other purpose banks of their respective districts. Under existing conditions 407 millions must be held in their vaults and no part of it can be used for any other purpose. Under the provisions of the bill 262 millions acleased but 145 millions would have to be deposited leaving 112 released, the available for use as a reserve for credit expansion -The House bill reduces the required reserves of central reserve banks from 25% to 18%. This releases 112 million dollars

suppose their efforts to the tion, the hatmas banking sup tehn to Lat is thappen consequences, too dreapfult Ist may be that the lessony Educational Capifaign of 1896 has been forgotten but the amenican profile a of one generation forgets the forgotten that and the reacting of the last

But would it be safe to vest even this more limited power in the agents of the government? On the contrary, may we not confidently pronounce that it would be abused? # # #

Would not--ought not--then, the jealousy to which we have adverted refuse to repose so great and dangerous a trust in those who would have the strongest inducements to violate it, who could violate it with the most facility and the least danger of detection, and whose violation would be the most serious and perilous to the nation in its dearest interests?

If a private corporation were thus to abuse its power, there would soon be means of detection by the sharp-sighted stockholders though the officers succeeded in deceiving the public, and hoodwinking the legislature; and, in that case, either the public of the corporation would lose money to the extent of the fraud; but no injury could be done to the other rights and interests of the people. But should the abuse be committed by the officers of the government, it might be for the purposes of corruption, and the first use made of the money might be to buy up those who would be most likely to detect them, and most interested in bringing them to punishment. ####

The use of money to an individual may be the same as the gift of money. It always is the same to most men engagedin business; and some who would never think of defrauding the public treasury, might have no scruple about lending its maney or its credit. In more than one of the states, both before the revolution and since, those who have had the custody

It must be evident from the declaration of Mr. Bryan of the transcendant importance of Gowernment note issue, and from the proposals of the two leading member's of the Banking and Currency Committee of the Senate to issue United States notes in place of gold certificates and United States bonds, that this bill is only the first step in a revolutionary program. These democratic Senators may be persuaded to postpone their comprehensive demands, but if the country once adopts the policy of the unlimited xxxxx use of United States notes, the ends desired by the Senators I have referred to will follow as a logical result.

In preparing this hill In a superate of the greenback throng and home in favor of a good Central bank Noth on to a plan for district or region at danky

It wasty more suportant to the 31 accent feefple them the indorsement by of any administration or the successful fortitiear parky The administration that should be artituded force inform out peable are my ment of some or later was more some or later and receive the regularion of thoughton mend all political parties. It is the distruction to unight of Mh Bryan following in the footstefor of John Tyler and ig ormer to leachings Digitized for FRASER

panic of 1907. The extent of the losses which followed that dis-

aster can never be measured. The principal sufferers were the busi-

ness men of the country, great and small, and the mass of wage

the lattre through earners in loss of employment and reduced wages. These people were

all innocent of any responsibility for the causes of the panic.

felf on account of gur distress at the suffering and destruction caused by this catas-

trophe, whose blighting effects were folt around the world, is

heightened by the conviction, in which all thoughtful observers

must share, that its fatal results were unnecessary and that with a

better monetary system its consequences could have been avoided.

I am, of course aware, that with the sanguine nature of the maker.

American people, whose nervous energy is not always confined within the limits of prudence, we shall have recurring periods of over-speculation and of abnormal inflation of values, and that such

fractically all cases in the end result in failure. overspeculation and inflation will it But I am sure that it is quite possible for us to confine the effects of such failures to the transgressors and their immediate supporters, Law yardy sure that and that the great business and industrial interests of the country should not suffer from a seneral suspension of banks and a widespread which can be arri destruction of credit. Take the case of the great commercial nations certainly most of Europe, where human nature has many of the same characteristics as in our country, there has not been for half a century a widespread financial crisis involving a general suspension of credit of course for merchants and There has been at times overspeculation in certain institutions. with and serious troubles with franking metations who have violated produced and classes of credits, like Ingland's experience with the Argentine in and the collapse of the Copper 1890 at the time of the Barings failure, or in morehandise, in 1881

Syndiante in Paris in 1881 Conjugations

when the operations of the Secretar copper syndicate carried down

The prompt and efficient action of the Bank of England and the Bank of France, and in 1890 the cooperation of the great financial continuation, of London cerns of England, prevented any widespread disaster.

The power of the grat banks in Europe to prevent panics and to

ameliorate the conditions of distrust and uncertainty, is in the

witherent strong the institutions

strength of their reserves and in the unquestion confidence of all

management and their classes in their ability to successfully take care of any situation,

however complicated or dangerous it might be

http://fraser.stlouisfed.org/ Federal Reserve Bank of St. Louis The necessity for improved banking methods, and see desirability of a change in legislative provisions with reference to note issues,

was brought to the attention of the country and Congress in an em-

phatic manner by the disastrous results which followed the financial



In this country we have had troubles and contentions over the character and volume of our circulating medium extending substantially over our entire national existence. The adoption of the gold standard act in 1900 fortunately settled many of the vexed questions upon which public opinion had been divided. This act holiey and state of the marks a new era in our financial history, but it left unsettled the

question of future note issues. Lam

B

the

With reference to these countries

I think I can say without fear of contradiction that in other at the present time countries all thoughtful men, economists, bankers, students of the

subject from every standpoint, look upon the proper manner and character of note issue as no longer an open question or one of paramount

importance. The conclusion has been reached with unanimity that

back note
the issues should always be made under governmental control, at

least with governmental restrictions and limitations, and that this can only be successfully done through one central and exclusive bank of issue.

equally beneficial to all sections and all classes. closing

The work of study and examination of the experience of

other countries is simplified by the fact that there is nocted

uniformity of method and principle throughout the civilized

world, both with reference to note issue credit organization.

This does not mean, of course, that any existing system could be adofted by the center states, certainly not without many sometil modifications.

U.S.SENATE.

COMMITTEE ON FINANCE,

for the huites States

when I say that we are not yet able to adopt a definite plan,
it must not be understood as a committeent of the Commission to a

policy of hesitancy or delay. As soon as the preliminary studies
and conferences to which I have alluded can be had, the Commission

will at once enter upon the work of preparing a plan and report.

The shall not be presented at the coming

session, but I have every reason to believe that we may be able to

make a refort
report at the beginning of the last session of the present Congress.

I trust I am not too sanguine in fixing the date for a formal

construction. When our constructive work commences in earnest we shall encounter objections of all kinds, real and imaginary. At (1) the present moment the authors of hypothetical objections to imaginary plans are seeking to attract public attention. Themselves

I realize the necessity of action at the earliest moment ∞ n-sistent with thorough preparation. We might be able to go on in a halting way for another decade with conditions remaining as they

are, but a grave responsibility would rest upon both the Commission and Congress if this delay should be permitted. Our conety has natural and development of our country in its domestic industries and its international trade is retarded by the use of obsolete banking cries methods. It is difficult for us to realize the rapidity of the progress which has been made in every direction by the United States Take panking as an illustration. within the last ten years. 1900 we had 11,000 banks, in 1909, 25,000; in 1900 the deposits resoner of the reporting banks of the Country in all the banks were 7,238,900,000, and in 1909, 22,491 banks reporting to the Commission out of 25,000 show deposits of \$1,75.000 The rate of advance in business of every kind has been amazing. In banking in another generation the United States will have resources greater than all the rest of the world combined. In a few We shall oron we are likely to have at least 50,000 banks. by some act of folly we do something to halt this onward movement, something to impatr the development of our wonderful naene shall have to realth tural resources and ourfolus capital greater than in excess of all, other countries and much give the international asket of friencial explan quater and greater surportance



our national and State

The depositors in our various banking institutions number more

than one-third of the entire population of the country, and is

greater than the total number of people, men, women and children,

engaged in gainful occupations. Our entire people are vitally inpopulation

terested in the soundness and adequacy of our currency and in the

unquestioned solvency and continued credit of our banks. We must suggested changes should be considered first primaril with reference to the effect all agree that questions of the character I have suggested cannot They world have unfor the intereste of soler

whole people be disposed of lightly or without the most careful examination and

consideration of the effect which possible changes would have upon

sople f all classes and of every section.

Our investigation, contemplating as it does an ultimate, radithorough cal and scientific treatment of the whole subject, is naturally divisible into two important branches, first, with reference to note issues, second, with reference to the organization of credit or the requirements of our banking system. At the beginning of our inquiry I had the opinion, which I think is quite common, that the question of note issue was the more important of the two, but further examination has led me to change my mind in this respect, and I now feel certain that an efficient organization of the credit and banking system of the country is much more important. It is true that in the past, say for the last half of the 18th centure and the first half of the 19th, the question of note issues, that is to say, who should have the right to issue bank notes, upon what conditions they should be issued and the kind of security to be required, furnished

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all 20tal autstanding note. Centrolland 333 of total aunt regained forther to me in Jeasy the extraordines to might be unfortedents given to it perpoluate four administration. I but not secure the hubinat credit and how (no capital deshon the position of the country the adoption of doctines though rejected by all Got t deposits now the Fauly with Leaunit

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While we have suffered in from fin ancial crises there has been hone of the great Comme cial countries bare the fruit from the my works regulte from this course The capings for the exclution one have been from the course a century This execution is due , to character and efficiency of their credit and banking organizations. The essential features of their in details-Rass Leen foll mations of mipotance of the except the United States.

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A student of history who considers the composition of this Board, consisting of three members of the President's family, who, with one other of his appointees, constitute a majority of the Board, with power to issue obligations of the United States without limit, and to loan them to banks whose officers and directors would be susceptible to the Board's influence, and with every part banking of the vast machinery of the country within their reach, would be must be amazed that a proposition of this kind should have originated with the representatives of a party which has been, from its earliest days, opposed to a centralized government, and whose declarations of principles have abounded in denunciation of monopoly and privilege

not the permant which the present to engle an administration buy to about the format the format to about the and inchantly beautiful to about to assist their present or puriod their present.

The differences or obvious and fundamental The note, to be used by the hite are the press letters of the United State" issued for the purpose of making advance, to Frederal Residen Banks the banks to furnish "collateral" and pay "sulerest" on the loans Mayor is not lastery on direments. The land banks and to have the total Malional bank national by obligations of the banks

not like to be classed with In Boyan as advocates of Sovermenth notes disce assert that the notes to be Honed are after all note of the State o comp in the Same in relation to There that Kh holds in with reference to national Bank notes It is different to sendenters In one case the the process of this fraction is me tenader from any point of rew

banking business of the country, which today is controlled by

28,000 independent State and national banks, with banking resources in excess of 25 thousand millions of dollars. The

mere statement of the magnitude of the interests involved will

furnish some indications of the perils which may arise from this

extraordinary concentration of power in a central political

board.

of cash which can be used for the general purposes of the banks.

Of the 18% required by the new provisions only 9% is required to be held in cash, and the other 9% is deposited in the reserve banks, where two-thirds of it will be available for discount purposes.

thetical conditions. For purposes of comparison I propose to take a bank in the country and one in a central reserve city.

A bank in the country with \$150,000 capital and 2 millions net deposits is now required to keep \$120,000 in cash in its own The remaining 9%, or \$180 000, would be kept in a revaults. serve or central reserve city, on which the bank would receive 2%, or \$3,600 a year. A balance approximating \$180,000 would necessarily be kept by the country bank for exchange purposes, and the character of reserve agents is such that the balances are always available except in times of commercial crises. country banker can borrow money for his needs at any time from his corresponding bank.

In contrast to these conditions, under the bill this bank would have to purchase stock in the reserve bank to the extent of

10% of its capital, on \$15,000. It would have to deposit in the reserve bank 7% of its liabilities, or \$140,000, or a total deposit and investment of \$155,000, or \$5,000 more than the capital of the bank. The only income which the bank would receive from this \$155,000 would be the 5% on its \$15,000 investment in the stock of the reserve bank. No income would be received from the \$140,000, and the amount of this balance cannot be reduced except in violation of law. The reserve bank can, it is true, available fruits use two-thirds of its deposits to rediscount the paper of the depositing bank. This rediscounting process, if carried to its fullest extent, would reduce, in the case I have suggested, the actual reserve of the bank from \$180,000 to \$60,000, or 6% of its liabilities instead of 9%. And as I have shown, this 6% cannot be drawn out, and the reserve bank having exhausted its

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Ar 1907 purposes sought com mobile Resurres Concentation of power over mallen that can be much better manages by local acethorethes noblechine toling reserve. intensify the Scramble for reserving I Keep ale banks and the County on a fold basis L' manitain exchanges

Legislative functions which of not without the power of the Congress to delegate certainly should not granted to a solitical board which have have the Copacity or befor Knowledge to The Sales pactory exercise.

quote on fip 35-6 of Reportof Com Communing there in marks Act of ZRB not open to pulic I wispection our subject to any Someomental supervision

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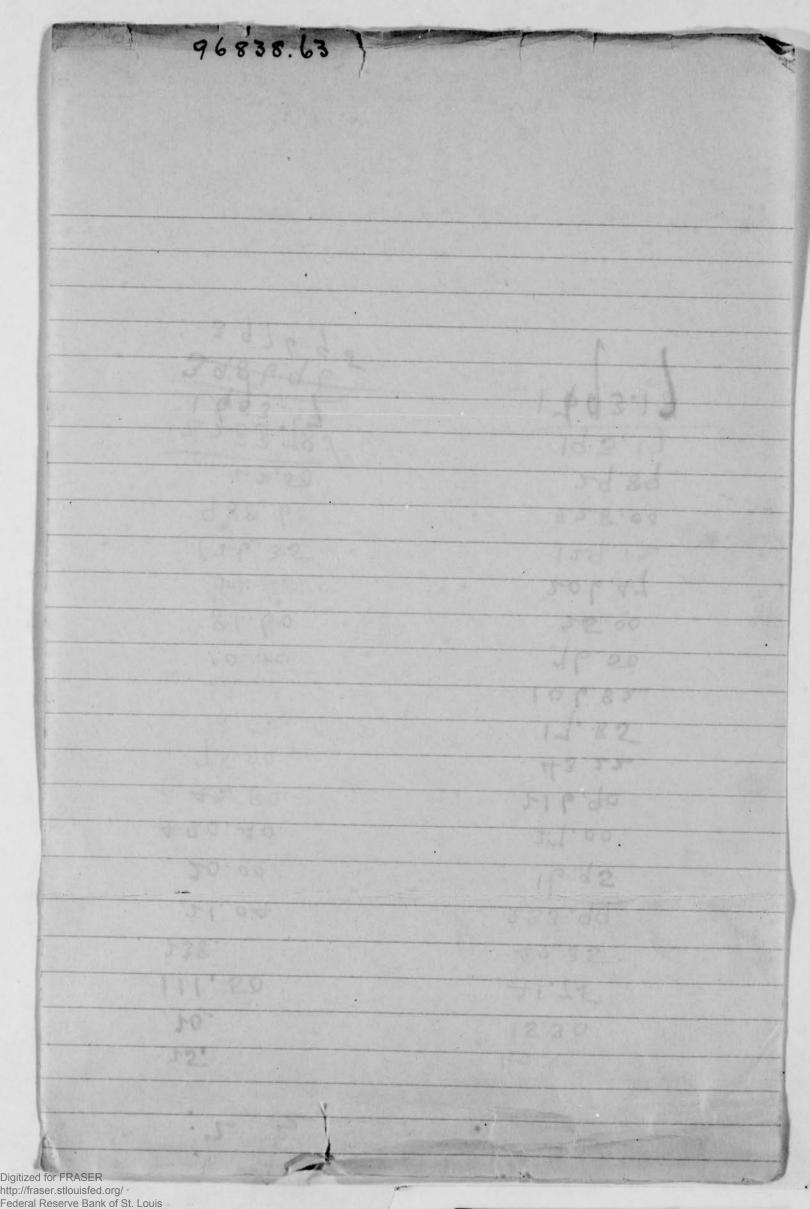
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Lam aware that the United States has assumed certain obli-

gations with reference to the redemption of existing national bank notes, and friends of the pending bill have asserted that the position of the United States in regard to its own notes to be issued by the Federal Reserve Board are analagous to existing and that to 2 conditions with reference to national bank notes. But the differences are fundamental. In one case we have direct obligations

of the Government and in the other case obligations of national

of cash reservers are the adoptions of the adoptions of the tanks in the Central Reserve ceters while he able will be he will be law

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not possibly afford any assistance to its shareholding banks in an emergency.

sources outside of the deposits by corresponding banks, while
the reserve bank, by its capital and deposits, is restricted in
its usefulness and capacity to assist within very narrow limits.

If, from the necessities of banks or communities, or from the
purpose to avoid contractions, the discount lines of reserve banks
should be full in ordinary times, they would prove entirely
useless for the relief purposes for which they were created.

Small Bles acceptances Declina h 25why not doprestic drafts dorawn again + Collon wheat Leposits US. at preach 27%. millions of which 35 millions are in Lawfill money Motor of the standard on the second of the standard of the standard of the standard of the standard of the second of the standard of the standard of the second of the sec +x canft Double Draws on

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upon securities other than Government bonds, and upon a certain proposition of commercial paper; but the notes to be issued in this this case are purely emergency notes, issued under conditions which would make their use under ordinary circumstances unprofitable. They are subject to a payment of a progressive tax, which would enforce their retirement whenever the occasion for the emergency should pass.

There are no indications or suggestions that the notes issued under the proposed plan are emergency notes, and there is
no provision in the bill itself for their enforced retirement.

There is nothing to indicate that they are not intended for general and continuous circulation. It is true that paragraph D

of section 12 authorized the Board to supervise and regulate the