

the public press and give such a strong impression of spread-eagleism, hardly represent their real character. Other influences, too, tend to a comparatively high moral and intellectual standing in the Senate. A Senator enjoys a six years term of office, and is in no imminent danger of losing his seat. A Senator, too, is popularly eligible for re-election, for the office is an important one, and even Americans realize that not every Tom, Dick or Harry is fit for senatorship. Being associated, moreover, with a smaller body, a member of the Senate has a freer field for the exercise of his individual talents than is possible in the case of his brother of the Lower House: he must have an opinion, and he must express it. Thus the associations of the Senate, the length of his term of office, the extent of his constituency, all combine to make of the Senator a better politician than the member who scrambles into Congress and is usually scrambled out again at the end of a two year's term. Yet the Senate is by no means free from intrigue; for every American politician must be an intriguer to a greater or less degree.

The House of Representatives conducts its business largely through the agency of committees. A Bill is seldom thoroughly debated on the floor of the House. It is introduced, and after having passed its second reading, which it usually does without much discussion, is assigned by the Speaker to the proper committee. In committee, the Bill is discussed, amended, and returned to the House to be voted on; or it is held in abeyance until the session is too far advanced to admit of its being returned, in which case it quietly disappears from legislation. Not one in twenty of all the Bills introduced ever become law. Very few, and perhaps fortunately very few, ever run the gauntlet of the committees; and of those that are returned to the House, only a small proportion bear much resemblance to the original Bills. This careful pruning is an absolute necessity in American legislation, as the Bills as introduced to the House are, for the most part, crude and ill-conceived. The committee system, indeed, seems to be the only means of conducting legislative business with any degree of expedition or success. The chamber of the House is large, and only the very best voices are capable of filling it; the abilities of most members fit them better for committee work than for debate; and in any case the