

**Mr. Rayner's Second Speech**  
ON THE BILL FOR RESTRICTING THE STATE  
IN THE HOUSE OF COMMONS, Dec. 15, 1846.

Mr. RAYNER said, it would be recollected by the House, that in his opening speech on this question, he had laid down distinctly the grounds on which the proposed measure could be sustained; that he had at least attempted to show both its constitutionality and expediency, according to the strict principles of logical argumentation. And it was to him a matter of gratulation, that his arguments still stood untouched, and he might almost say unassailed. They had not been answered. For notwithstanding (said Mr. R.) the ingenious speech of the gentleman from Rowan, (Mr. Ellis,) he has managed to evade all the prominent points of my argument; has represented me as absurdly maintaining doctrines which I never asserted; and has indulged in generalities or abstract propositions, which have nothing to do with my argument, and in most of which I heartily concur.

The gentleman from Rowan says that the power of this General Assembly to restrict the State at this time, as claimed by me, is in violation of the minority principle of the constitution. For this the gentleman gives us his own assertions merely. What provision of the constitution he alluded to, he did not deign to inform us. If he meant that great principle of representation, right and justice, which pervades the structure of our government, if he means that fair and equal distribution of power, between rival interests, and conflicting views of public policy which enters into the basis of all our free institutions, then I take issue with him. And I will call back his recollection to the views I presented, to show that this bill was framed with a view of combining the great elements which should enter into an arrangement of this kind, so as to result in dividing, as fairly as possible, the representative power of the State, between the two political parties. What then does the gentleman mean by the minority principle? Does he mean the right of the majority to have the predominance over the minority in the national representation, as provided for by the act of 1837? If that is Democratic doctrine, then I deny there is any such principle recognized by the Constitution; and I call for the reading of it, if there is. The gentleman complains most bitterly, and seems to regard it as an act of party tyranny, that under the bill now before us, the Whig party with a majority of 7,000 in the State, will have the preponderance of representation in Congress. He says that under this bill the Whigs will have six members, and the Democrats three. I showed in my first speech on this question, that the Democrats could not consistently deny that this bill gave them four members—but suppose it to be as the gentleman says, if it be tyrannical, that the Whigs with a majority of 7,000 in the State, have six members out of nine under this bill—how much greater tyranny is it, how much more intolerable grievance, to alter the act of '43, the Democrats in a minority of 7,000 should have six out of nine? Is this Democratic justice? Is this Democratic equality? Is this Democratic devotion to popular rights? If the preponderance of the majority is so tyrannical and oppressive, how much more glaring to the pride and independence of a freeman, how much more in conflict with the just design of our institutions, is the despotic rule of a minority over a majority—which was effected by the act of '43, and which the bill before us is calculated to prevent for the future.

The gentleman assumed that the object and the only object of this bill was to secure to the ascending party in the State, the majority of representatives in the Congress of the United States. And he went on to show in considerable length, the evils that would necessarily result from a constant change of the Districts, as the party or the other happened to be in power. I agree with all the general reasoning of the gentleman in pointing out such evils, growing out of such measures, as he has assigned. But then, this does not touch my position. I would appeal to the gentleman's candor, and ask him if it is a fair way of answering an argument, to try to make issues which do not legitimately grow out of the subject under discussion. He represents me as insisting that the distribution of political power is the first and primary consideration which should enter into the arrangement of Congressional Districts. I hold down no such doctrine. The House will bear me witness, that I distinctly stated that the primary elements which should enter into such an arrangement, were compactness of territory, community of interests, and equality of numbers—and that these should, if possible, be so harmonized as to work out the secondary and incidental result of a fair and proportionate distribution of power between the rival interests of political policy. How does the gentleman meet this argument? Does he attempt to controvert it? Not at all. He knows he cannot. But he very cunningly avoids all allusion to my positions in regard to compactness of territory, community of interests, and equality of numbers—which I attempted to show had been disregarded by the act of '43—and takes issue with me upon the position, that distribution of political power was the leading object of the bill before us. This issue I never tendered, and the gentleman cannot now force it on me. That which I laid down as an incidental result growing out of certain fundamental prerequisites, he represents me as insisting to be the leading and primary object of our action. So that all the gentleman's labor bestowed upon this branch of the subject has been in vain. It has merely knocked down a man of straw which he himself has set up.

and that in the heat and excitement of political contests, majorities will so model the Districts as to give the entire representation to the party temporarily in the ascendant; and thus deprive large minorities of any representative power. His fears are all imaginary. To prevent this, apply the principles of compactness, community, equality, &c.—which the gentleman seems to have so entirely forgotten. If these three prerequisites be observed, together with the provisions of the act of Congress that the Districts shall be of contiguous territory, and elect but one member each, then every avenue for partisan fraud, and oppression will be effectually blocked up. All these considerations being properly observed, it is almost impossible to conceive a case, where the minority can be deprived of their due influence. And if a due combination of all these considerations should work together so as to effect the result of giving the majority party in a State, whether Whig or Democratic, the entire delegation in Congress, still it is one of the impossibilities necessarily attendant on all human inventions, and cannot be avoided. For instance, Michigan and Missouri have already elected their delegation to the next Congress. The delegations from both States are unanimously Democratic. Now if the Legislature of these States in laying out the Congressional Districts, consulted compactness, community, and equality; and yet it was found that these could not be so combined as to leave a single Whig District in either State—I ask the gentleman from Rowan, is it rightfully done or not? For myself, I say it was. On the other hand, if these considerations were not consulted, then I insist it is the duty of the Whig party, if they ever get in power, to reconstruct the Districts, so as to subserve these ends.

But if party violence is likely to produce the evils spoken of by the gentleman from Rowan, and to usurp the entire delegation in Congress from any one State, as one party or the other gains the ascendancy; why is not such party injustice likely to prevail at every decennial period? In fact, if the position be assumed, that the arrangement of the Districts must remain for ten years unaltered; will not rival parties struggle more violently for supremacy at every election just preceding the decennial periods of arranging the Congressional Districts? And will not the successful party, emboldened by the success of a contest just ended, be more likely to secure their own power, and to rivet the chains of oppression much more firmly on the vanquished—if they can have an assurance that their work is to be untouched for ten years? Will not I say, that ambition and aspiration for power? of which the gentleman speaks, be more likely to work oppression, if its exercise cannot be thwarted for ten years; than if it is exercised with a knowledge that a day of retribution may sooner come? But Sir, establish the principle, that if a party in power will so far forget right and justice, as to disregard the great Constitutional requirements which should prevail in the arrangement of the Districts—still a succeeding Legislature may reverse their action; and you will thus have the strongest guaranty, that they will exercise their power with moderation and discretion. It strikes me that the gentleman's argument, intimates directly against the conclusion to which he wishes to arrive. I concur in every thing he has said in regard to the evils growing out of a tyrannical exercise of power by majorities. The object of the bill before us is to effect no such purpose. So far from it, it is designed and calculated to secure a still greater evil than that, even, to prevent and guard against a tyrannical exercise of power by a minority over a majority.

The gentleman from Rowan stated in his speech, that in the exercise of certain powers, the exercise of power by Congress takes all authority over the subject from the States. By constant powers, I understood him to mean from the course of his argument, powers which the States may exercise in the absence of Congressional action. I admit the correctness of his position to a certain extent, but not in the general terms he has laid it down. In the cases of such conjoint powers, I admit, State action must be superseded by that of Congress; but only to the extent of the conflict between them. Where Congressional action ends, there State action commences, and continues as valid and binding as before Congress interfered. I admit, that as far as Congress has legislated in regard to the Districts, its authority is obligatory and paramount, and no farther. Well, to what extent has Congress legislated in regard to the Congressional Districts in North Carolina? First, that the State shall have but nine members. Well Sir, the bill on your table provides, but for nine Districts. Secondly, that the Districts shall be composed of contiguous territory. The bill fully observes that requirement; no one denies it. Thirdly, that no District shall elect more than one representative. This is fully conformable to the Districts are all single. Congress and action goes no farther than this. In regard to the shape, the size, the contour, the periods of time to be allowed to the several Districts, there is no conflict. Congress not having legislated as to either, the power of the State is full and ample in all, even though Congress had never interfered.

limited in its power to restrict the State, beyond the act of '43, if the State should be despoiled from affecting the subject? For instance, Congress should pass a law, which should prohibit an auditor and debtor living in the same State, and should leave it to the State Legislature to apply its provisions to creditors and debtors both living in the same State, if they should see proper to do so. Suppose the Legislature of a State should enact a law, which could not be afterwards dispensed with, or changed the mode of its execution, unless actually prohibited by the terms of the law itself. Suppose such a law were to leave issues of fraud arising under it, to be tried by the State Courts—will any one pretend that the State could not afterwards change its Statutes in regard to the selection, summoning and empanelling of Jurors? Would the States be prohibited from acting until Congress had legislated further? This presents a case, exactly parallel to that involved in the question now under discussion. In the case supposed—I mean the trial of issues in the State Courts—Congress would leave one of the incidental details of the execution of a law to the State regulations. In either case, provided the requirements of the Act of Congress are complied with, provided all conflict between State and Congressional action is avoided, State legislation in regard to details—where something is left for the States to do, in order to the proper execution of the law—is in anywise valid and conclusive.

The gentleman from Rowan, continued, to dwell upon the power of Congress under the Constitution to regulate the manner of elections, and the exercise of that power under the Appointment Act of '42. The gentleman's manner and ingenious language in which he dealt with this part of the subject, is well calculated to mislead, unless closely scrutinized. Speaking of the Appointment Act of '42, he said, this Congress had there, to a certain extent, assumed the power over the manner of elections, and to that extent the States were deprived of it. Thus he admitted again and again, that to what extent—that is the true question, I have shown that this extent was only as to contingency of territory, and single districts. He does not deny this, which he yet cautiously abstains from any definite exposition of the "certain extent" mentioned by him. He jumped to the conclusion, however, that the only power left to the States, by the Act of Congress, over the manner of elections, was the arrangement of the districts. And he stated distinctly that when that was done, the State power was at an end. If he will refer to a moment, he will see that he is entirely mistaken. The appointment of Pollkeepers, the Officers to whom the returns shall be made, the mode in which the votes of the several Counties shall be compared, whether a majority or a plurality shall elect, whether the voting shall be by ballot or viva voce, are all powers over the manner of Elections, which are left to the States; and the exercise of which varies in almost every State. Will it be pretended that the States may not, from time to time, and at any time, alter any one of these regulations as to the manner of holding elections? He says the arrangement of districts being left to the States after it is done, they can not again remodel it without the consent of Congress. If, then, according to this reasoning, the appointment of Pollkeepers, being a part of the manner, as the arrangement of the districts—of course the States cannot alter their laws in regard to it, if it can alter it to the States. And I presume he will readily admit, in the Assembly of his argument, that this is a law, that none but Justices of the Peace shall keep the Polls; that the returns shall be made to the Clerks instead of the Sheriffs; that it shall require a majority instead of a plurality of votes to elect an election; that the returns to the several Counties shall all be made to the Governor of the State. The power over all these, left to the States by the Act of Congress, is very extensive. They all pertain to the manner of holding elections. Still the gentleman from Rowan insists, that if the Act of Congress has not taken from the States the power over the manner of elections, the States have arranged the Districts, then the law is a dead letter. Now Sir, if it has been taken from the States all over the manner of elections, how is it a dead letter? The Act of Congress makes no provision for the appointment of Pollkeepers, for the returns of comparing of the votes, as to whether majority or plurality shall make an election, or how the election of members should be certified. And if the Act of Congress has taken these powers from the States, it would be utterly impossible to execute the law.

The only position which the gentleman from Rowan made, to the extent of the power assumed by Congress over the manner of elections, was that Congress should have intended to take as much power from the States as should be necessary to secure the full and complete execution of the law itself. In this I agree with the gentleman. But what was the object and intent of the law? He says the leading object was to abolish the General Ticket system, and in providing for the District system, to give minorities a representation in Congress. This I also agree with him. But what a strange and absurd conclusion does he draw from these premises, in which we both fully agreed. He says if the States may restrict at pleasure, why may not they restrict the General Ticket system, by so arranging the districts, and the violence of party contests, as to give the political majority the entire representation in Congress. Now, as I have said before,

to be less than two years, just arrangement of the manner of elections, if they know that their action is to be revised afterwards? But the danger apprehended by the gentleman is scarcely possible. If compactness of community of interests, and equality of numbers be consulted, the minority can scarcely fail of obtaining justice. Now, Sir, I can point out the gentleman's error, from maintaining the districts unaltered for ten years, greater than that which seems to many here, of a majority usurping too much power. And that is, when a party in a large political majority in a State, happens by accident to obtain the supremacy in the Legislature just previous to the decennial period of arranging the districts, and resorts to themselves legislative power, by which the majority are enfranchised, and thousands of freemen thus disfranchised, for ten long years. That is exactly our condition now. Our grievance is a real one, whilst that which the gentleman seems to dread is an imaginary one.

I think I can put a case to the gentleman from Rowan, where he will admit a State may rightfully change a Congressional District, at any time and in any way, in making a new County. At this very session, the General Assembly has out of the combined portions of Lincoln and Catawba counties two new Counties, and changed the limits of two others. May not the General Assembly rightfully amend this new County to either of the Congressional districts to which it is contiguous—and thereby, to that extent, reconfranchise two districts? And if to that extent, why not to any extent? And if one or two districts, why not the whole? Again, the new State of West Virginia, are constantly adding new Counties, as population and other progress. May they not, at their next session, divide one district, or perhaps two into two districts, and thus render it necessary to revise their arrangement of districts at almost every session? Or may they remain unaltered for ten years, as every decennial arrangement gives them, no matter how population may fluctuate, or the march of improvement change its direction?

The gentleman from Rowan, in alluding to one passage in my construction on the subject, presented an absurd illustration, that I must think he is not so great a hurry this time to reach his meaning. I allude to a part of my report, which lays it down, that the power of Congress, and of the States, in the first instance, is the very same, the manner as to the time and place of election. The report says, that they therefore, who insist that the Legislature cannot alter the manner which is regulated by law, must maintain that the times and places of election are unalterable. In order to prove this position of the report, he went on to argue that Congress might alter the times or the places of election, or take it so much as to leave untouched the times and places of the States. All this labor was in vain. It is the very argument I used in that passage of the report alluded to. The gentleman seems to construe the words "regulated by law," as meaning regulated by a law of Congress. I did not so design to be understood, and it does not seem to me that any such construction can be rationally placed on my language. Of course the language of the report must be understood as meaning "regulated by a law of the Legislature of a State," for that part of the report immediately preceding is touching on the powers and rights of the States; and in the very passage commented on by the gentleman from Rowan, the word "Legislature" occurs just preceding, and in connection with the words "regulated by law." The doctrine of this part of the report I still maintain. The power of States over the times, place, and manner of holding elections is the same, in the first instance. Congress has assumed the power over the manner, in part only. The power of States, over the remaining portion of the manner left them, is still the same as that over the times and places. And I do maintain, which cannot be denied, that if the power of the States over that portion of the manner left them—as for instance the arrangement of the Districts—when once exercised cannot again be exercised for ten years; so must the times and places once fixed by State legislation be also unalterable for the same period. For they all rest upon the same authority, and are subject to the same control of Congress.

The gentleman from Rowan, cited the authority of Mr. Madison in the Federal Convention, and Mr. Davis, of Kentucky, in the House of Representatives, for the purpose of sustaining his views. Now with all due deference to the gentleman, I think both are decidedly against him. Mr. Madison in his remarks alluded to, was speaking of the propriety of giving to Congress the supervisory power over the election, which was afterwards engrafted in the Constitution. He was pointing out the evils that might supervene, if the power was left to the States without control. I never cite him and word quoted from Mr. Madison in any manner—the very evil he foretold, has already occurred, and it is for the purpose in part, of remedying this evil, foreseen by Mr. Madison, that the bill now before us is introduced. Although the Act of Congress of '42 did interfere with the State regulations to a certain extent, yet it did not interfere far enough to prevent the evils foretold by Mr. Madison. The very sense of the gentleman from Rowan reads with so much emphasis, and on which he seemed principally to rely, is the strongest argument in favor of the bill. It is this—Whenever the Legislature has a favorite measure to carry, they would take care so to mould their regulations as to favor

the Candidates they wished to succeed. Why Sir, if the great man had been speaking with the tongue of inspiration, he could not have more exactly foretold the conduct and object of the Democratic Legislature of '42-3. What favorite measure did they have to carry? The reduction of the Tariff, and the enlargement of the Sub-treasury. How did they mould their regulations? Why by throwing the Districts into such shapes—in utter disregard of compactness, community, and equality—as to secure the election of six of the pro-Candidates they wished to succeed. Although a minority of 7,000 in the State. The act of Congress of '42 being silent as to the arrangements of the Districts, the supervisory power of Congress thus far does not interfere with the State regulations, by Mr. Madison and the States. I question it, will the Legislature remedy it, by throwing the Districts into such shapes of form, community of interests, and equality of numbers, as will respect the principle of balance of power, between the rival parties?

The gentleman from Rowan was equally unfortunate in his reference to the remarks of Mr. Davis in the House of Representatives on this very important subject of '42. Mr. Davis says, as quoted by the gentleman, that the Districts should be "of contiguous territory, and to remain immutable until the next appointment of Representatives." It will be seen that the gentleman from Rowan is in a condition precedent to immutability of form—which term may be used to combine both the terms of territory and community of interests be consulted, it would be good policy, that the Districts should remain unaltered for ten years, &c. It is because Mr. Davis's form was regarded by the Legislature of '42 as the basis of the Democratic doctrine, "immutable regulations as to the manner of elections" in six of the nine districts of the State, that we now propose to remedy the unfortunate grievance under which the majority have so long suffered.

The gentleman from Rowan mistook my allusion to the election of Members of Congress, and I do not think I drew between the election of Members of Congress, and the election of President and Vice President of the United States. His remark means justly, that because the States should frequently change the mode of electing President and Vice President, their laws, they had a right to change the mode of electing Members of Congress. I certainly could not have in the use of any such absurd argument. The analogy I presented, growing out of the appointment of Electors, was for the purpose of showing the absurdity of the arrangement of the other side. It was urged by the gentleman, and the doctrine has been mainly relied on by the Democratic Press, that as the Constitution provides for an enumeration of the people and a consequent appointment of Representatives, when the States have arranged their Congressional Districts, in accordance with, and in conformity to the provisions of such enumeration, they must also remain for ten years. For the purpose of proving the absurdity of that position, I stated that, under the Constitution, the arrangement and number of Electoral Districts was just as much dependent upon every decennial enumeration and reapportionment as of the Congressional Districts—and therefore, if the one must necessarily remain for ten years, so must the other. This was my argument, and I still insist it is correct. But then I went on to show that the States and not Congress changed the Electoral Districts, and that that was rightfully done, which had never been disputed, of course the Congressional Districts might be changed, but not by the States, and I did not so much rely on this doctrine, between the Electoral and Congressional Districts, to sustain my own position, although it is decidedly in point, to show the absurdity of the argument on the other side.