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TWENTY-SECOND ANNUAL REPORT
OF THE
SECRETARY OF LABOR

FOR THE FISCAL YEAR
ENDED JUNE 30

1934

STATISTICS



UNITED STATES
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OFFICIALS OF THE DEPARTMENT OF LABOR, 1934

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TWENTY-SECOND ANNUAL REPORT OF THE SECRETARY OF LABOR

LETTER OF TRANSMITTAL

DEPARTMENT OF LABOR,
OFFICE OF THE SECRETARY,
Washington, D. C., March 20, 1935.

To the Congress of the United States:

In accordance with section 9 of the act of Congress approved March 4, 1913, I have the honor to submit a report of the business of the Department of Labor for the fiscal year ended June 30, 1934.

Respectfully submitted.

FRANCES PERKINS,
Secretary of Labor.

TWENTY-SECOND ANNUAL REPORT
OF THE
SECRETARY OF LABOR

In submitting to the Congress of the United States the Twenty-second Annual Report of the Secretary of Labor, it should be emphasized that in the fiscal year 1934 the efforts of the Department were directed, as the basic act provides, toward safeguarding the rights of wage earners, improving their working conditions, and advancing their opportunities for profitable employment. The appropriation of the Department to discharge these extensive duties was \$14,181,365. This sum was inadequate for the increasing tasks put upon the Department in performing its functions as directed by law in the interest of the 30,000,000 wage earners.

There is an increasing need that the activities of the Department be extended and, in particular, that workers in trade and transportation, in clerical and professional services, be included in the general coverage of the Department of Labor. The Department has had the fullest cooperation of wage earners and of employers. It has also had the cooperation of State and Federal agencies in accomplishing the purposes for which it was created.

Wages, earnings, and employment have increased during the year, and while employment in the consumers-goods industries has improved to a point where it is not far below the normal, employment in the heavy-durable-goods industries has lagged. Conditions are, however, considerably improved over the previous year. Employment in the last month of the fiscal year was, as a whole, approximately 15 percent greater in private industries than for the same month of the preceding year, and pay rolls were approximately 24 percent greater.

A full year of experience with the National Industrial Recovery Act and the administration thereof has made it quite evident that the operation of that act has led to improvements in working conditions for labor, and that through the administration of that act there have come about equally important improvements in the status of labor. The National Industrial Recovery Act is the most comprehensive attempt to improve working conditions in competitive industry that has ever been undertaken by any nation. Through National

Recovery Administration codes the regulation of hours of labor of men and women alike has been undertaken for the first time in our history. Whereas State laws regulated the hours of labor of women only, some State laws permitting hours up to as much as 12 a day, under the National Recovery Administration most of the codes prescribe 40 hours a week as the standard, and about 25 percent of them require a limit of 8 hours or less as the number of hours to be worked in any one day. Thus we have come practically to a 5-day, 40-hour week as the standard of working time in the United States of America. This has been accomplished by an accompanying increase, rather than a decrease, of hourly wages and weekly earnings. The average hourly earnings in manufacturing have increased from June 1933 to June 1934 by 31 percent. The downward spiral of hourly earnings has been checked and an upward spiral set in motion. The per capita weekly earnings in manufacturing increased in the same period 14 percent. The cost of living in the meantime increased less than 7 percent. It is apparent that the average weekly earnings increased more than did the cost of living, and that during this period of decreasing hours wage rates per hour have shown a steady improvement.

Child labor is prohibited in practically every code, and night work, except in the continuous industries, has practically disappeared. These are substantial gains. In spite of these improvements of working conditions we must bear in mind that commercialized child labor still exists in agricultural work, in domestic service, in the street trades, and in home work for factories, or merchandising.

STATUS OF LABOR IMPROVED

Besides bringing about the improvement in wages and hours just described, the Federal Government has also raised the status of labor in a number of other important respects. It has not only reiterated in the much-discussed section 7 (a) the right of workers to organize and bargain collectively through representatives of their own choosing, but it has specifically prohibited employers from requiring their employees as a condition of employment "to join any company union or to refrain from joining, organizing, or assisting a labor organization of his own choosing."

The Federal Government has modified not only the substantive law in this important respect but it also has set up impartial tribunals to hear and adjust complaints of its violation, notably the National Labor Relations Board and its 24 regional labor boards.

Workers also have been accorded direct representation on various governmental agencies, so that they would be assured a voice in the development of administrative orders that give effect to statutory law. Thus, the National Recovery Administration Labor Advisory

Board, consisting of representatives of workers, was created to review and make recommendations concerning every proposed code of fair competition before its approval by the Administrator and the President. Likewise, the Public Works Labor Advisory Board was created to review and make recommendations concerning all proposed labor regulations before their adoption by the Public Works Administrator.

The Federal Government also has required bidders on Government orders and contractors on public works to observe fair labor standards. This is in marked contrast to the attitude of the past when only the price and the specifications of the materials or services to be furnished were considered.

Specifically, the year has shown determined effort and very considerable success in the Department of Labor in improving the techniques of performance under its expanding activities. Out of our experiences, a labor policy for the Government is gradually evolving that is realistic, flexible, practical, and based upon the habits of people and the prevailing necessities of production and distribution, rather than upon predetermined conceptions of human relationships.

INDUSTRIAL RELATIONS

The year was, on the whole, a period of relatively few strikes and industrial disputes. Not until the spring of 1934, when recovery seemed firmly established, did there begin the industrial disputes and strikes which are usually common in a period of recovery from depression. Two or three important and difficult strikes took place in the months of May and June 1934. Most notable among these were the Toledo Autolite strike in the automobile-parts industry, which was effectively settled by Charles Taft, who had been appointed a special conciliator, and the Minneapolis strike in the trucking industry. In May there began what was to prove to be the most difficult strike of the period, the longshoremen's strike on the Pacific coast, which later involved all the maritime and finally all the general unions. A number of threatened strikes were deferred, notably one in the steel industry, by mediators of the Department or by the Secretary of Labor, and an agreement upon a method of resolving future difficulties before special boards.

Just before the close of the Seventy-third session the Congress passed Public Resolution No. 44, empowering the President to appoint special boards to deal with strikes and industrial disputes and to hold elections and determine who were to be the representatives for collective bargaining, as required by section 7 (a) of the National Industrial Recovery Act. The President used this power at once, and later he appointed a Longshoremen's Board, consisting of Archbishop Edward J. Hanna, chairman, Hon. Edward F. McGrady, and Mr. O. K. Cushing, authorizing them to do all that was needful to settle

the strike, which then had been under way for 6 weeks and was constantly growing more difficult. The Board did not complete its work until the autumn of the next fiscal year. The President also appointed the National Steel Labor Relations Board to handle industrial relations in the steel industry. The appointment of this Board and the concurrence of both the employers and workers in accepting the good offices of the Board and the general terms of its powers, had the effect of preventing a strike and of making possible a tribunal, composed of three impartial persons, before which claims of discrimination on account of union activities could be heard and adjusted, and through which negotiations looking to various adjustments of working conditions might take place.

A threatened strike in April and May also was averted after a conference with the President of the employers and partly organized workers in the automobile industry. An agreement was reached to carry on through the instrumentality of the Automobile Labor Board, consisting of one employer, one worker, and one impartial person, all three named by the President, but the first two on the nomination of the parties concerned. In this instance it was the claim of the employers that only a portion of the men in their plants desired to be represented by the particular organization that had threatened to call a strike. They desired definite recognition of the right to bargain collectively with those in their employ who, in their opinion, did not regard themselves as represented by the union in question. It was in the effort to settle this dispute and to make adjustment of the varied and confusing points of view involved in this situation, where the union was young and not completely expressive, that the agreement for proportionate representation was recognized in this particular instance as a method of settlement. In no other board appointed or settlement made has this method been tried.

Two noteworthy strikes of workers in the agricultural field also occurred during this spring period. Since strikes of agricultural laborers have been extremely rare in the past history of this country, they brought a new aspect of labor disputes to the attention of the authorities. The threat of strikes in the Imperial Valley during the picking and packing season became so numerous and intense that Gen. Pelham D. Glassford was appointed as a resident conciliator in an effort to prevent serious industrial disputes by immediate and fair adjustment of grievances. This work was done with great skill, with the result that labor conditions became more settled, wages increased, working conditions improved, and the season completed without unnecessary strikes. It was preventive work, however, rather than suppression that brought about this result.

In August 1933, the President appointed a National Labor Board, whose duty was to act in a mediatory capacity. It was headed by

Senator Robert F. Wagner as chairman, and consisted of Dr. Leo Wolman, W. C. Teagle, William Green, John L. Lewis, Gerard Swope, and Louis E. Kirstein.¹ This Board came into being during a threatened coal strike, which it successfully adjusted. During the period of activity of this Board there was a great increase in organization among workmen and in the membership of unions, largely in response to the opportunity given for organization and collective bargaining under the terms of section 7 (a) of the National Industrial Recovery Act. This Board was called upon frequently to pass upon claims of discrimination for union activities and to set up a method of making it possible by conciliation to arrange for collective bargaining between employers and employees that the law anticipated.

During this period employers frequently challenged the right of certain unions to represent the workers in their plants, and for the first time there arose the conception of determining who shall represent workers for collective-bargaining purposes by a vote of the workers themselves. This was a new and what was to prove a significant step in the history of American labor policy. It came about through experience with situations which had proven difficult. On the suggestion of the Board that a vote be taken in the plant and on the acquiescence of the employers, elections were held under the auspices of the Labor Board. Such elections were conducted fairly, intelligently, and in the way in which ordinary elections are held. It was taken for granted in the original elections that the group or committee that had the largest number of votes would represent all the workers in the plant. Several such elections were held and both employers and employees accepted the results. In some cases, however, the right of those elected to represent the minority who had not voted for them was questioned. It was out of this practical experience that the rulings, at first informal, and later formalized into an expression of the right of the majority so elected to deal with employers on behalf of all the employees in the plant, came into being. This was known later as the right of majority rule.

Industrial relations established on a new basis by section 7 (a) of the National Industrial Recovery Act have gradually evolved into the beginnings of a code. The American policy in this field will be undoubtedly a gradual growth based on experience and on the concepts of the free right of labor to organize without interference by employers, the wisdom of collective bargaining between employers and their freely organized employees, and the encouragement of the principles of mutual cooperation by the improvement of production and working conditions out of such association.

¹ The Board was later augmented by the appointment of Pierre S. du Pont, Henry Dennison, Ernest Draper, Maj. George L. Berry, Rev. Francis J. Haas, S. Clay Williams, and Leon C. Marshall.

ECONOMIC SECURITY

The President, by Executive order on June 29, 1934, appointed a committee known as the "Committee on Economic Security," and consisting of the Secretary of Labor, chairman, the Secretary of the Treasury, the Attorney General, the Secretary of Agriculture, and the Federal Emergency Administrator. This committee was directed to prepare a broad program for economic security for the United States, using the social-insurance principle as far as possible. With the assistance of an Advisory Council on Economic Security, also appointed by the President, the Committee on Economic Security began its studies during the closing days of the fiscal year of 1934.

AGRICULTURAL LABOR

The Department of Labor has received many complaints and reports on unfortunate and unfavorable conditions among agricultural workers, and among wage earners doing work closely allied to agriculture, such as the sorting and picking of fruits and vegetables. A number of studies of the agricultural-labor situation have been made by the Department in cooperation with the Department of Agriculture, notably the study of labor in the beet-sugar fields, with special attention to the labor of children and young people. This study was made as a basis for the National Recovery Administration code in the sugar-beet industry. Out of these studies and out of the activities resulting from the need to settle a number of strikes in the agricultural field, it seemed wise to recommend to the Department of Agriculture that it should join in a continuing study of the conditions of agricultural labor in an effort to bring about improved conditions. The Secretary of Agriculture has accepted this suggestion and has attached to his staff a small group cooperating with the Department of Labor in the study of agricultural-labor problems, with a view eventually to setting up proper and practical standards in this most difficult field.

THE LABOR DEPARTMENT AND THE N. R. A.

The National Industrial Recovery Act has proved to be a practicable method for securing wide-spread labor reforms on a national basis. Hours and wages have been brought to levels which are practical and humane, and a plane has been set for industrial competition in the field of labor practices. In addition, the act has set up industrial relations boards by code agreements in many industries. Where such boards have been well developed and well utilized, as in the coal industry, the garment trades, and the metal trades, they have actually served as a kind of informal collective-bargaining agency between organized employers and organized employees with regard

to the conditions of the whole industry rather than those of a particular plant. The Labor Advisory Board of the National Recovery Administration, appointed by the Secretary of Labor, has a definite function to perform in its advisory relationship in the making of policy, the preparing of codes, and the administrative enactment of codes. In this process the Labor Advisory Board acted on virtually every code, conferring frequently with the Industrial Advisory Board and the Consumers Advisory Board in an effort to arrive at a joint policy, and in many instances to improve code making. In the latter part of the current fiscal year the Labor Advisory Board appointed labor advisers to sit with the deputy administrators who were formulating codes. For the best part of the year the Assistant Secretary of Labor has acted as a direct labor assistant to the Administrator of the National Industrial Recovery Administration, thus making the liaison between the labor policy of the N. R. A. and the Labor Department's activities a close and harmonious one. From the beginning, almost, all codes have been referred to the Labor Department for analysis of labor provisions and for technical comment upon their practicability and enforceability. In many cases the skilled and experienced people in the Children's Bureau, Women's Bureau, and in the Bureau of Labor Statistics proved the only resource of the Government for getting these codes on a sound, workable, practicable basis. The methods of determining who are substandard workers and the methods of determining how hours might be averaged over weeks or months were worked out by the people in the Department of Labor and submitted to the N. R. A. for adoption. The safety standards for the prevention of industrial accidents were prepared by the Department of Labor and recommended to the N. R. A., and in large part have been included in the codes as adopted. Methods of enforcement and compliance based on the long experience of the States in enforcing labor laws were worked out in the Labor Department and recommended to the N. R. A., but it has not been possible for the N. R. A. to adopt the suggested methods of enforcement up to the present time.

CHILD LABOR

The N. R. A. codes have universally prohibited child labor under their terms. In the meantime the child-labor amendment, which gives to the Congress the power to enact legislation concerning the work of young persons, has been ratified by 20 legislatures at the end of the fiscal year.

THE INTERNATIONAL LABOR OFFICE

The Congress, on June 19, 1934, authorized the President to accept an invitation to join the International Labor Office at Geneva. In the summer of 1933 and the spring of 1934 a small delegation of

observers was sent by the Labor Department to take part unofficially in the conferences of that organization. The growing thought that the cooperation of the United States would be of great assistance both in the development of labor standards in this country and in harmonizing the labor practices of other countries with ours, for the mutual benefit of all, became a conviction to those who took part in these important conferences.

LABOR STANDARDS

Among the most important activities of the Department has been the laying of a foundation for cooperation between the States and the Federal Government in matters of standards of harmonious labor legislation. Looking to this end, a general conference of labor commissioners from the various States, as well as delegates appointed by the governors, including delegates representing organized labor, was held in Washington in February 1934. This conference attempted to develop and recommend a practical and desirable program of labor legislation that could be recommended and endorsed for all the States. These recommendations covered a broad field, dealing with workmen's compensation laws, physical conditions of work places, hours of labor, minimum-wage laws, child-labor laws, home-work laws, as well as laws relating to unemployment insurance. The standards were worked out in great detail and, after having been formally agreed upon by the delegates, were transmitted through them to the various States. Since that time they have been consistently recommended by the United States Department of Labor to the various States as a basis for planning their own legislation. This is perhaps the broadest program of labor legislation ever recommended in this country. Many of the States have such legislation, but few of them have all of the legislation recommended. The conference also requested the Department of Labor regularly to conduct regional conferences on matters of labor legislation and from time to time to call other national conferences in order that standards might be kept up to date, and the experiences of the various States pooled and compared. One such regional conference was held in Atlanta, Ga., and another one in Lansing, Mich., at the invitation of the governors of those States. At the regional conference in Atlanta five Southeastern States were represented.

The improvement in labor legislation in the States has been steady and encouraging throughout the period that this report covers. Among the more important of the laws passed by the various States was an act by the State of Montana limiting the hours of labor in retail stores to 8 per day and 48 per week; the prohibition by the State of New York of refunding wages under personal-service contracts on public works; the enactment of an old-age pension law in Iowa;

the acceptance of the provisions of the Hawes-Cooper Act, divesting prison-made goods of its interstate character, by Mississippi, New Jersey, New York, Rhode Island, and West Virginia; limiting of the powers of State courts to grant injunctions in labor disputes in Washington and Louisiana; the revision of home-work laws in New York; the protection of wages from garnishment in four States; and the limiting of the power of employers to establish age limits for the hiring of workers over 50 years of age in Louisiana.

The Department undertook to evolve standards of industrial-accident prevention and has cooperated with State and Federal agencies as well as with the N. R. A. in the adoption of such standards. The Department has cooperated with labor unions in industrial surveys, in furnishing accident-prevention information, and industrial disease prevention information. It has also conferred and consulted regularly with employer organizations relative to the improvement of physical working conditions.

HOUSING AND EDUCATION

The Department has also undertaken to aid in improving opportunities for adult workers' education and to cooperate with organized workers in planning and developing their own housing activities with a view to improved low-cost housing.

IMPROVEMENTS WITHIN THE DEPARTMENT

The statistical services of the Department have been reorganized, improved, and coordinated under the advice of an advisory committee appointed for the purpose by the American Statistical Society. The statistical information now emanating from the Department of Labor is perhaps better than at any time during its history and represents the best technical standards, as to method, coverage, and interpretation.

The Department also cooperated in the building up of the Central Statistical Board of the Government, upon which it has a seat. One of the main purposes of this Board is to maintain sound statistical practices in all the Departments, to prevent duplication of work, and to insure the broadest and most useful analyses of the statistical material coming in from various Government agencies. From the Central Statistical Board should come much realistic economic knowledge.

Another improvement effected in the Department of Labor was in the reorganization of the Department's exhibit at the Century of Progress in Chicago. This was reorganized and put on a basis of simple factual exhibit material and arranged so that it could be transferred from the Century of Progress to other locations as an educational exhibit. It proved of great interest at the Fair.

I have the honor to report that in my opinion the work and activity of the entire Department has shown great improvement. There has

been developed an esprit de corps among the staff, an improvement in morale, a coordination and cooperation in the planning of the work of the various bureaus, and economies by joint action between various bureaus, together with a continuing independence in the policy and standing of the various bureaus. There is mutual good will and a devotion on the part of the entire personnel of the Department to the main objective of the Department of Labor, which is to improve the conditions of work and life for the wage workers of America. It has been commented on frequently by strangers, and to the great satisfaction of the head of this Department, that whatever the previous experience of the employees and whatever their education and background, they have shown practically universally their enthusiasm and fine belief in the possibilities of a better life for working people on this continent.

The tempo of the Department has necessarily been fast under the pressing needs of a recovery from depression in which wage earners' losses had been enormous. It has operated on a broad front with a staff too small and an appropriation inadequate actually to accomplish all of its objectives. Despite these inadequacies, the difficult details have been handled conscientiously and courageously and without sparing of individuals. Legislation in many States, codes in the N. R. A., preventive handling of incipient labor disputes, constructive solutions and long and patient conciliation in strikes have all been a part of the work of the day. A large organization has been put into operation in an unbelievably short time by the United States Employment Service and its correlated National Reemployment Service. These services were built up hastily but soundly to meet the emergency and to insure the orderly transfer of people to the jobs which were available on Public Works, on Civil Works, in the Civilian Conservation Corps camps, as well as in private employment. This has been an enormous task, one which was full of the hazard of failure, and which has been performed with hardly a complaint as to the technique or the fairness of the placement work. In other words, we have been able to move hundreds of thousands of people into jobs, following the rules laid down by the law.

I am happy to acknowledge the unusual energy and intelligence with which every member of the staff of the Labor Department has played his part. The Assistant Secretary and the Second Assistant Secretary have been of great assistance in administrative work and in coping with situations growing out of the increased important activities of the Department. The Solicitor of the Department, who is not ordinarily regarded as a staff member, has also undertaken very wide duties, giving advice and help, as new situations and obligations arose, to practically every division of the Department. Much of the coordina-

tion of work within the Department and its improved and harmonious relationships with other branches of the Government are due to the creative and practical activities of the Assistant Secretaries who, while in charge of administrative details, do not have opportunity to make a formal report.

RECOMMENDATIONS

1. I recommend an increasing cooperation with the Public Health Service on the matter of industrial and occupational diseases, their recognition and cure, but particularly their prevention. It is the duty of medical science to carry on research looking to the determination and cure of these diseases, but it is the duty of the Department of Labor to be quick to discover the exposures in mining, manufacturing, and industry generally, which may cause industrial occupational diseases and to devise and promote the methods of preventing such diseases. Increasing cooperation in this field will prove fruitful.

2. I recommend the transfer to the Department of Labor of the Federal Workmen's Compensation Commission: First, for purposes of administrative coordination and, second, for the purpose of bringing this important subject within the ministerial functions of the Department of Labor where it will profit by the cooperative relationship with State workmen's compensation commissions and where the experience with accidents covered by the Federal law will be productive of stimulation in the Department of Labor of activities for the prevention of these accidents.

3. I recommend increasing cooperation between the Federal Government and State governments in the planning of labor legislation, to the end that we may evolve uniformly throughout the country and by the historical method of State and Federal cooperation, a sound and universal labor-law policy.

IS THERE AN AMERICAN LABOR POLICY?

This question is often asked. The answer to it has to be a qualified one, qualified because labor is not a commodity but a loose generic term for a group of human beings with natural human emotions and reactions who are self-directing members of a great democracy. Discussions as to whether or not the Government's labor policy requires the formation of vertical or horizontal unions, or whether the Government will force collective bargaining or merely permit it, are, on the whole, academic. Labor policy in a democracy is not a program conceived by a Government. It is a program of action which the people who earn their living as wage earners and those who employ them in a profit-making enterprise must work out together in a society which develops naturally out of the work that they do and the life that they lead. The function of Government is to serve as

a stimulating agent to facilitate the formation of such a policy, which will be just and fair to all the people and in the line of human progress.

Hand in hand with the growth of our institutions a labor policy is developing. It is in somewhat more than a rudimentary stage. It is, like all social institutions, a growing, living thing; subject to such change and revision as the economic and political consciousness of the wage-earning and employing groups, the experiences of life, or a growing sense of justness make possible.

Among the first items that one sees in this growing labor policy of the American Government are the following:

1. That the Government ought to do everything in its power to establish minimum basic standards for labor below which competition should not be permitted to force standards of health, wages, or hours;

2. That the Government ought to make such arrangements and use its influence to bring about arrangements which will make possible peaceful settlements of controversies and relieve labor of the necessity of resorting to strikes in order to secure equitable conditions and the right to be heard;

3. That the ideal of government should be through legislation and through cooperation between employers and workers to make every job the best that the human mind can devise as to physical conditions, human relations, and wages;

4. That government should encourage such organization and development of wage earners as will give status and stability to labor as a recognized important group of citizens having a contribution to make to economic and political thought and to the cultural life of the community;

5. That government ought to arrange that labor play its part in the study and development of any economic policies for the future of the United States; and,

6. That the Government should encourage mutuality between labor and employers in the improvement of production and in the development in both groups of a philosophy of self-government in the public interest. If labor's rights are defined by law and by government, then certain obligations will, of course, be expected of wage earners, and it is for the public interest that those obligations should be defined by labor itself and that such discipline as is necessary should be self-imposed and not imposed from without. This is the basis of all professional codes of ethics in modern society.

There are many signs at the present time, with the growth and recognition of the importance and significance of the labor groups in our common civilization, that as labor has gained status in the community it is also imposing upon itself those rules of discipline and self-government so necessary for the maintenance of that status.

FRANCES PERKINS,
Secretary.

APPENDIX

CONDENSED REPORTS OF THE ACTIVITIES OF THE BUREAUS
AND SERVICES OF THE DEPARTMENT OF LABOR FOR THE
FISCAL YEAR ENDED JUNE 30, 1934

CONCILIATION SERVICE
UNITED STATES EMPLOYMENT SERVICE
OFFICE OF THE SOLICITOR
OFFICE OF THE CHIEF CLERK
DEPARTMENT LIBRARY
BUREAU OF LABOR STATISTICS
IMMIGRATION AND NATURALIZATION SERVICE
CHILDREN'S BUREAU
WOMEN'S BUREAU
UNITED STATES HOUSING CORPORATION

UNITED STATES CONCILIATION SERVICE

HUGH L. KERWIN, *Director*

To the SECRETARY OF LABOR:

The Conciliation Service during the year handled 1,140 cases, covering trade disputes, jurisdictional disputes, strikes, threatened strikes, and lockouts, involving directly and indirectly 916,720 workers. Of this number 885 cases were adjusted. At the close of the last fiscal year 13 cases were pending, 10 of which have since been adjusted, bringing the total number of cases adjusted during the year to 895. Sixty-seven cases were recorded under "Unable to adjust", 134 cases referred to other agencies, and 41 cases closed before arrival of Commissioners or otherwise disposed of. At the close of the fiscal year 13 cases are pending, to be carried forward into the next fiscal year.

There was a marked increase in the regular conciliation work but a falling off in the number of cases arising under the Davis-Bacon Prevailing Wage Act, which represented such an important part of the work of the Service during the past 3 years. This has been largely due to the fact that the greater part of the Federal building-construction program during the year has been paid for from funds supplied by the Federal Emergency Administration of Public Works, and wage disputes arising on projects so financed are handled by the Board of Labor Review of that agency. The number of industrial disputes, however, has been in excess of those receiving the attention of the Service during recent years.

This summary sets forth the record of the Conciliation Service in its regular field of endeavor and does not include the disputes handled and workers directly and indirectly affected in the numerous cases submitted from other governmental agencies brought into existence under the National Industrial Recovery Act. Cooperating directly with the National Labor Board and later with the National Labor Relations Board and the district regional labor boards throughout the country, commissioners of conciliation have handled 915 violation and discrimination cases and supervised or assisted in holding employee elections (under sec. 7 (a)) in mines and factories. Since the creation of the National Mediation Board (railroad) July 21, 1934, commissioners have been cooperating in the holding of elections to decide the form of representation desired by various classes of workers on certain railroads of the Nation.

In addition to these added duties, in practically all of the cases presented to the Petroleum Labor Policy Board, the chairman of that Board has requested that commissioners from the Conciliation Service be assigned to the field to conduct and supervise employee elections throughout the oil fields of the country.

The National Steel Labor Relations Board is utilizing the continuous services of 2 Department of Labor mediators, and at present 8 representatives are busily engaged with the National Textile Labor Relations Board in the field. With this additional

work, at times it has been difficult to respond as promptly as formerly, but it is only due the commissioners to state that they have responded willingly to the many additional demands for their services, and their work has been very generally approved by employers, employees, and by the officials of the many governmental agencies with which we are cooperating.

Cases reported from various States during fiscal year, by months

| | July | Aug. | Sept. | Oct. | Nov. | Dec. | Jan. | Feb. | Mar. | Apr. | May | June | Total |
|---------------------------|------|------|-------|------|------|------|------|------|------|------|-----|------|-------|
| Alabama..... | 2 | 1 | 6 | 5 | 3 | | | | | 1 | | 6 | 24 |
| Alaska..... | 1 | | | | | | | | | | | | 1 |
| Arizona..... | | | 2 | | | 2 | | 1 | | | | | 5 |
| Arkansas..... | | | 1 | | | | | | | | | | 1 |
| California..... | 3 | 8 | 4 | 8 | 3 | 6 | 3 | 1 | 1 | 2 | 3 | 4 | 46 |
| Colorado..... | | | | | | | 1 | | | | | | 1 |
| Connecticut..... | | | 6 | 2 | | 1 | | | 1 | 2 | 1 | | 13 |
| Delaware..... | 1 | 1 | | | | | | 1 | | | | 1 | 4 |
| District of Columbia..... | 2 | | | 2 | 1 | 1 | 2 | | 3 | 3 | 2 | 2 | 18 |
| Florida..... | | | | | | 4 | 2 | 1 | | | | | 7 |
| Georgia..... | 3 | 4 | 1 | 5 | 2 | 2 | 2 | | | 1 | 1 | | 19 |
| Illinois..... | 11 | 19 | 13 | 12 | 5 | 7 | 2 | 5 | 6 | 7 | 6 | 5 | 98 |
| Indiana..... | 2 | 4 | 8 | 11 | 2 | 4 | 4 | 2 | 3 | 2 | 2 | 4 | 46 |
| Iowa..... | 2 | | 1 | | 3 | | 1 | 1 | 3 | 1 | 6 | 2 | 20 |
| Kansas..... | | | | | | 1 | | 1 | | | | 2 | 4 |
| Kentucky..... | 1 | 4 | 2 | 4 | | 1 | 1 | | 1 | 1 | 3 | 1 | 19 |
| Louisiana..... | 1 | | | 2 | | | | | | | | | 3 |
| Maine..... | | | | 1 | 2 | | | | | | | | 3 |
| Maryland..... | | | 1 | 2 | 2 | | | | 1 | 6 | 1 | | 13 |
| Massachusetts..... | 2 | 3 | 10 | 7 | 1 | 3 | 2 | 3 | 3 | 2 | 2 | 3 | 41 |
| Michigan..... | 6 | 2 | 5 | 5 | 1 | 2 | 5 | 2 | 5 | 11 | 3 | 2 | 49 |
| Minnesota..... | | 5 | 1 | 1 | | | | | 1 | | 2 | 2 | 12 |
| Missouri..... | 1 | 4 | 4 | 5 | 2 | | 2 | | 3 | 1 | | 4 | 26 |
| Montana..... | | | | | 1 | 2 | | | | | | 1 | 4 |
| Nebraska..... | | 1 | | | 1 | | | | | | | | 2 |
| Nevada..... | | 1 | | | | | | | | | | | 1 |
| New Hampshire..... | | | | 1 | 3 | | | | 1 | | | | 5 |
| New Jersey..... | 12 | 8 | 8 | 6 | 5 | 2 | | | 4 | 3 | 3 | 2 | 53 |
| New York..... | 9 | 9 | 14 | 6 | 4 | | 4 | 5 | 5 | | 6 | 4 | 66 |
| North Carolina..... | 3 | 3 | 2 | | 1 | 3 | 4 | 2 | 4 | | 1 | 1 | 24 |
| Ohio..... | 12 | 12 | 12 | 9 | 11 | 10 | 12 | 13 | 13 | 14 | 21 | 25 | 164 |
| Oklahoma..... | 2 | | | 1 | 1 | 1 | | 2 | | | | | 7 |
| Oregon..... | 1 | 1 | 2 | | 2 | | | 2 | 2 | | | | 10 |
| Pennsylvania..... | 37 | 46 | 41 | 19 | 8 | 6 | 6 | 7 | 6 | 12 | 20 | 15 | 223 |
| Rhode Island..... | 3 | 2 | 1 | 5 | | | | | | | | | 11 |
| South Carolina..... | | | | 1 | | | | | | | | 1 | 2 |
| Tennessee..... | 4 | 4 | 2 | 1 | 1 | 1 | 1 | | | | | | 14 |
| Texas..... | | | | 1 | 1 | 2 | 2 | | 1 | | 1 | 2 | 9 |
| Utah..... | | 1 | | | | | | | | | | | 1 |
| Vermont..... | | 1 | | | | | | 1 | | | | | 3 |
| Virginia..... | 1 | | 6 | | | 1 | | | | 1 | | | 9 |
| Washington..... | 3 | 2 | 4 | 1 | 3 | 1 | 2 | 1 | 2 | 2 | 3 | 3 | 27 |
| West Virginia..... | 1 | 2 | 5 | 1 | | 2 | 3 | 7 | | 1 | 1 | 1 | 24 |
| Wisconsin..... | | 1 | | 2 | | | 1 | 1 | 1 | | | 2 | 8 |
| Total..... | 126 | 148 | 164 | 125 | 69 | 65 | 60 | 57 | 70 | 73 | 88 | 95 | 1,140 |

Summary of workers by months

| Month | Workers affected | | Month | Workers affected | |
|----------------|------------------|------------|---------------|------------------|----------------------|
| | Directly | Indirectly | | Directly | Indirectly |
| 1933 | | | 1934 | | |
| July..... | 51,677 | 54,437 | January..... | 19,464 | 11,023 |
| August..... | 74,380 | 26,022 | February..... | 39,819 | 26,296 |
| September..... | 85,096 | 21,382 | March..... | 41,535 | 9,604 |
| October..... | 74,607 | 81,732 | April..... | 30,999 | 21,875 |
| November..... | 20,626 | 8,868 | May..... | 36,205 | 40,131 |
| December..... | 49,316 | 37,356 | June..... | 42,091 | 12,179 |
| Total..... | | | Total..... | | |
| | | | | | 565,815 350,905 |

As an illustration of the general character and variety of work done in the Conciliation Service, a few typical cases are described. These cases have been selected from the many industrial controversies on which commissioners of conciliation were engaged during the year.

Strike—Anaconda Copper Co., Butte, Anaconda, and Great Falls, Mont.—The 3,500 miners, engineers, and craftsmen of the Anaconda Copper Mining Co. at Butte struck on May 8, 1934, for a 30-hour week with the average 1929 weekly wage, abolition of the contract and 1-man drill system, a closed shop, and check-off. Two days later the 800 smelters in the company's plant at Anaconda followed them out. On June 9 the 900 employees at the Great Falls fabricating unit joined in a sympathetic strike. This action tied up all of the company's operations in Montana.

On arrival in Butte to aid in averting a sympathetic general strike of all unions in Silver Bow County, embracing all workers from power company employees to store clerks and other workers in the locality, the Commissioner found a representative of the National Labor Board who had been on the ground since May 9. He reported that three conferences arranged by him between representatives of the strikers and company officials had been fruitless. The first move was to avoid the calling of a general strike, and the Federal mediators were aided materially in accomplishing this purpose by a representative of the American Federation of Labor.

After this general strike was averted the main problem was to maintain peace in the strike area and to bring the two sides into agreement if possible.

The difficulty of securing an adjustment was accentuated, by the number of unions affected; 4 locals of the International Union of Mine, Mill, and Smelter Workers as well as 31 craft locals affiliated with the Metal Trades and Building Trades Councils of the American Federation of Labor being involved.

Finding it difficult to negotiate with a committee of 60 or more, an effort was made to have the unions send a small negotiating committee to Washington where the assistance of Secretary Perkins and Senator Wagner, Chairman of the National Labor Board, could be secured. The Commissioner was called to Washington for a conference regarding such a meeting. However, due to disturbed conditions that developed on the picket lines at Butte, he was immediately returned there.

Early in August, general officers of the building trades and the metal trades departments of the American Federation of Labor negotiated, in the East, a satisfactory tentative agreement for the crafts represented by them with the general officials of the Anaconda Co. Through the secretary of the metal trades department, who visited the district, this agreement was accepted by a majority of the craft locals involved, provided that a satisfactory agreement could be secured by the miners, engineers, and smelters who were affiliated with the International Union of Mine, Mill, and Smelter Workers.

An agreement satisfactory to the committee and company was reached on September 14. This provided a guaranteed minimum wage of \$4.75 per day for miners for the first 6 months of the contract, a closed shop, and an industrial relations board for the adjustment of all grievances arising, including alleged abuses of the contract and 1-man systems. The agreement was finally accepted by a referendum of the membership of the four locals involved on September 17.

Threatened strike—Petroleum workers, Akron, Ohio.—The commissioner assigned to the case arrived in Akron, Ohio, on April 25, 1934, and conferred with the representatives of the oil companies, the representatives of the Station Attendants and Truck Drivers Union, and it was agreed at the suggestion of the chairman of the conference that the matter be placed in the hands of the commissioner, to hold an election and decide on controversial issues in connection with it, and subsequently conduct a conference in line with the results of the election.

Details were worked out for an election to be held on April 29 and 30. The companies involved were the National Refining Co., The Cities Service Co., The Pure Oil Co., The Shell Petroleum Co., The Vacuum Oil Co., and the Standard Oil Co. The results of the election disclosed that a large majority in each of five companies was for Local Union 18912 and 348. The employees of the Standard Oil Co. alone having voted 80 percent for the Sohio Representative Plan, which eliminated them from conference.

In accord with the mandate of the election a joint conference was called on May 3, at which it was agreed that one company would negotiate a complete

agreement. The other four companies were to negotiate on any subject which would not be acceptable to them as agreed to by the first company.

The conference for the truck drivers in the beginning was held concurrently with that of the station attendants, but after a few days it was decided to take their issues up following the termination of the attendants' conference.

Rules were adopted for the regulation of the conference, and each of the four companies not immediately involved named representatives to sit as observers.

An agreement was reached on all phases of the wage scale and working conditions covering practically every phase of employment by May 14. Two questions remained to be disposed of—the introduction to the agreement and the closing and signing of the agreement. The introduction was worked out to the satisfaction of both parties, and an agreement was reached that the memorandum of agreement should be written and signed by the commissioner of conciliation for identification purposes, serving the same purpose that it would have if signed by both parties.

The conferees in this joint conference were new to negotiations of this character on both sides, and be it said to their credit, that old experienced negotiators could not have entered into the spirit of collective bargaining with more honesty and sincerity of purpose than did those who participated in this conference.

Strike—Addressograph-Multigraph Corporation, Euclid, Ohio.—Eight hundred and fifty-eight members of the International-Machinists' Association, local unions Nos. 233, 439, and Federal Union No. 18954, American Federation of Labor, struck March 19, 1934, for "Recognition of their respective unions, right of collective bargaining for wages and working conditions." After 17 days of futile effort to adjust their differences with the company officials the employees' representatives requested the assistance of the Department of Labor. A commissioner was assigned to the case April 6, and was successful in bringing the disputants into agreement the next day.

The corporation signed a contract with the representatives of the local unions involved, effective for 1 year, and thereafter unless upon 30 days' written notice by either party desiring a change or cancellation at the expiration of that period. The contract granted full recognition of the three local unions involved and their shop committees, immediate increase in the minimum-wage rate from 35 to 40 cents per hour for women, and from 40 to 45 cents per hour for men. The corporation also agreed to meet with accredited representative employees to work out a satisfactory arrangement governing working rules and conditions, which was later carried to a conclusion.

The unusual and important features in this agreement were the short period of time, 22 hours, required to effect an agreement, and the fact that at no time did the employer and employee committee assemble in joint session until called together by the commissioner to sign up the agreement.

Strike of Automotive Parts Workers, Toledo, Ohio.—United Automobile Workers' Union of Toledo, Ohio, declared a strike on February 23, 1934, when its demands for union recognition, minimum-wage rates from 40 cents an hour to 65 cents an hour, time and one-half pay for overtime work, a pay day each week, and other working conditions were rejected by four companies engaged in the manufacture of automobile parts and accessories in Toledo, Ohio.

The strike continued 5 days. The second day of the strike the local subregional labor board intervened, bringing about a joint meeting between representatives of the four companies affected and representatives of the union. After 4 days of negotiations the board succeeded in bringing about an agreement satisfactory to both sides, which terminated the strike on March 1.

April 11, 1934, 6 weeks after the settlement of the February strike, the union declared a second strike. This time the union charged three of the four companies which had agreed to March 1 settlement were not carrying out the terms of that agreement. The three companies asserted they were carrying out the terms of the March 1 agreement, and they further asserted that in spite of the fact that the companies were then negotiating with union representatives relative to the union's charges that the companies violated the March 1 agreement, the union declared a second strike against the three companies on April 11, 1934.

The second strike, declared on April 11, first was directed against only one company, 3 days later it was made effective against the two other companies, involving a total of 1,200 workers employed in all three plants.

Charles P. Taft was appointed a special mediator by the Secretary of Labor and a commissioner of conciliation and a representative of the National Labor Board acted with him. The special mediator and the regular mediators assist-

ing him carried on negotiations with the representatives of the two sides day and night for more than 2 weeks. The work of the special mediator was conscientious, scientific, humane, and judicial. This kind of public service is of most importance. Finally, on June 3, an agreement was consummated and subscribed to by the representatives of the two sides, and on the following day the agreement was ratified by the union in meeting, and also ratified by the employers.

Stated briefly, the terms of the agreement provided that employees who went on strike April 11, 1934, be returned to work; such employees as were on the pay roll on June 1, as the company desires to retain, shall be retained at work; lay-offs and rehiring to be on seniority basis, and to be governed by Automobile Labor Board "Lay-off and Rehiring Rules"; wage increase of 5 percent granted; minimum wage rates of not less than 35 cents an hour for women, and not less than 40 cents an hour for men.

Telegraphers' dispute.—For many years an agreement has been consummated, at regular intervals, between the United Press Associations and the United Press System Division No. 47, Commercial Telegraphers Union of North America. It expired September 30, 1933. There was a provision calling for an extension of 30 days in the event a new contract was not agreed to before its expiration. In this instance, it was mutually agreed to extend this period 15 days so that negotiations might continue.

After sincere efforts by both parties to agree and failure to reach an understanding, they requested that a conciliator be assigned to assist the negotiators in accordance with their long-established practice. Joint negotiations were immediately resumed when the conciliator reached New York.

The major points were a demand by the union for an increase of \$2.50 per week for operators of 10 years' continuous service with the company and restoration of the 2 weeks' vacation with pay.

The company agreed to the two points on the fourth day of negotiations but urged a 13-month contract, while the union committee would consent to no more than a 12-month contract. The commissioner finally urged the committee representing the union to send for International President Frank B. Powers, and after a conference the union consented to a 13-month contract. The signing of this contract brought about a very amicable conclusion to what appeared at times a very serious situation. The agreement covers about 50 suboffices throughout the country.

Interlocking disputes of metal workers, Detroit.—Between February 28 and April 10, 1934, a number of interlocking disputes occurred at the Motor Products Corporation of Detroit, Mich., involving directly the entire 5,200 employees. Wage cuts, alleged discriminations, and alleged failure to bargain collectively in compliance with section 7 (a) were complaints of the employees. The principal disputants were the Metal Polishers and the Auto Workers unions, both affiliates of the American Federation of Labor.

Motor Products Corporation is engaged in manufacturing parts for all the larger automobile manufacturers in the Detroit area and was therefore a key component of the industry.

After a series of smaller strikes and many meetings a general grievance committee was appointed by the workers, and the company officials recognized the committee and entered into conferences, out of which a general understanding was effected. There was a general wage increase and satisfactory working conditions agreed upon.

Strike affecting C. K. Eagle Corporation, Shamokin, Pa.—Local No. 1739, United Textile Workers of America, which has a membership of approximately 2,000 silk workers, 50 percent female, went on strike August 28, 1933, to establish a 100-percent closed shop, the sole issue being union recognition. The local, having in its membership all but about 10 nonunion workers in a total of 2,000 employees, had voted not to work beside nonunion members.

The commissioner of conciliation assigned to the case after conferring with company officials, arranged a joint conference, which adjourned after 4 hours' discussion without coming to any agreement other than that it was proposed that a mass meeting of the union be held to discuss the advisability of a strike. At this meeting, attended by about 450 union members, a majority voted to strike.

The strike went into effect as scheduled, with the result that the few employees who were not union members soon joined the union.

The commissioner then quickly arranged for the strike to be called off, and many of the workers returned to work that afternoon, August 29. The rest of

the workers returned the following morning, thus ending a decidedly hectic but short strike of only 2 days' duration.

Strike—American Distilling Co. employees, Pekin, Ill.—This strike was called, the commissioner of conciliation assigned to the case reported, when the committee representing the employees failed to have their employers meet with them for the purpose of adjusting their wages and working conditions.

Approximately 700 pickets surrounded the plant on May 31, 1934, causing a complete shut-down in operations.

Governor Horner of Illinois, who had been requested by the sheriff to send State troops to Pekin, visited the city and held conferences with the employers and employees and informed them that he was going to leave the entire matter in the hands of the representative of the United States Department of Labor. A conference was arranged, out of which an agreement was reached satisfactory to both sides.

Strike of cleaners and dyers, New Haven, Conn.—On September 1, 1934, a general strike of about 400 cleaners and dyers took place in New Haven, Conn. The commissioner assigned to the case found the strikers were divided into two unions. One was affiliated with the American Federation of Labor and the other with the Trade Union Unity League.

The commissioner sent an invitation to each group of strikers to meet with her. A committee representing the American Federation of Labor union accepted, but the other group refused through leaders who dared the commissioner to appear before their meeting. The challenge was accepted, and against the wishes of the leaders, the body of strikers decided that the courtesy of the floor should be extended to the Government's representative.

The commissioner did not attempt to discuss the issues of the strike but merely stressed the fact that in order to reach an agreement with the employers it would be necessary to have some coordination between the two groups of strikers. As a result of this talk, the strikers voted to send a committee to meet with the other strikers and the commissioner for the purpose of bringing about a settlement. Within a few days it was possible to work out an agreement that was satisfactory to both the cleaners, association and the strikers.

Threatened strike—cigarmakers, Tampa, Fla.—During the fall of 1933 considerable unrest began to develop among the 10,000 cigarmakers in Tampa, Fla., due to their desire for increased wages and change in working conditions. The situation was further aggravated by the thousands of unemployed in the industry and their desire for a signed agreement. The matter became serious, and International President I. M. Ornburn of the Cigarmakers International Union made a request that a Commissioner of Conciliation be assigned in order to assist in bringing about an adjustment of the matter if possible.

The commissioner who was assigned early in December called conferences upon his arrival, and after 2 weeks' of negotiation an agreement was reached and signed.

The agreement carried with it arbitration of all grievances which might arise during the lifetime of the agreement, that the employers would impose no lock-out, and the workers no strikes in the industry, a step which was considered one of the most progressive and forward ones introduced in the industry during its 50 years of existence in Tampa.

Respectfully submitted.

HUGH L. KERWIN,
Director of Conciliation.

UNITED STATES EMPLOYMENT SERVICE

W. FRANK PERSONS, *Director*

To the SECRETARY OF LABOR:

The United States Employment Service, under the provisions of the Wagner-Peyser Act, has assumed responsibility for the coordination of public employment offices throughout the United States; it has promoted uniformity of methods among them, and has compiled and distributed information regarding prevailing conditions of employment.

At the end of June 1934, 18 States¹ had signed agreements of affiliation with the United States Employment Service. The 166 offices in the affiliated State systems serve 132 cities and their metropolitan areas.

All States which have become affiliated have complied with the following provisions in order to qualify for the apportionments of the funds made available by the act:

First. Either the State legislatures or the governors of States through executive proclamation have accepted the act and have designated or authorized the creation of a State agency to administer agreements entered into in the affiliation of the State employment service with the United States Employment Service.

Second. The States have made available through legislative appropriations or otherwise funds for matching Federal allotments. In no case was the State appropriation less than \$5,000.

Third. The designated State agencies have submitted plans for the operation of the State employment services.

Fourth. The affiliated State services have agreed to conform to the standards prescribed by the United States Employment Service.

Fifth. The governors of the States or other designated State agencies, in cooperation with the Director of the United States Employment Service, have appointed a State advisory council for the State employment services.

Sixth. The affiliated State services have submitted such reports of expenditures and operations as were required.

National Reemployment Service

Simultaneous with the affiliation procedure and the development of State employment offices, the emergency demands of the recovery program necessitated the establishment of employment offices in a large number of counties throughout the country to direct labor to public works projects and other types of work opportunities stimulated by Government agencies.

Accordingly, in July 1933 the National Reemployment Service was created as a temporary emergency division to establish and operate offices in such counties and cities as were not served by existing State offices. In no instance was a reemployment service permitted to occupy the same territory as a State office. The Reemployment Service was operated separately as a distinct and supplementary unit in the areas not covered by the State employment

¹ Affiliated through legislative acceptance of Wagner-Peyser Act: Colorado, Connecticut, Illinois, Iowa, Massachusetts, New Jersey, New York, Ohio, Pennsylvania, Virginia, Wisconsin; affiliated through governor's proclamation: Arizona, Indiana, Michigan, Minnesota, Missouri, Nevada, Oklahoma.

offices. It has been financed during the current fiscal year by the Federal Emergency Administration of Public Works and by the Federal Emergency Relief Administration.

From July 1, 1933, until November 15 the Reemployment Service expanded fairly rapidly to serve a growing volume of public roads and public works placements as well as handling some private employment in the areas served by these offices. By November 1 there were in existence 1,825 reemployment offices in as many counties, manned by 1,350 paid workers and approximately 3,000 volunteer workers from the local communities. Each local office had been organized with the assistance of a committee of local citizens who continued to function as a local reemployment committee, securing quarters, equipment, and supplies and aiding the local personnel in developing the work of these new offices. As shown in table 1, these offices handled a rapidly increasing volume of registrations and placements during the early fall months.

With the coming of the Civil Works Administration program in November, it became necessary not only greatly to augment the staff and equipment of the affiliated State offices to carry the tremendous load thrust upon them, but to enlarge the Reemployment Service to a point where on December 31 there were 3,271 reemployment offices—at least one in each county not served by a State office—manned by a personnel of 17,850. In 2½ months the State offices registered over 2,000,000 persons and referred 750,000 to jobs, while the Reemployment Service registered more than 6,500,000 people and referred over 3,000,000 to jobs. (See table 1.)

With the cessation of Civil Works Administration in the spring of 1934, the Reemployment Service has been rapidly reorganized into a system of district offices to serve the Public Works Administration, public roads, and other public as well as private placement needs in areas not as yet served by affiliated State employment offices. By July 1, 1934, the Reemployment Service had been reorganized from 3,271 county offices to approximately 600 district offices and the personnel reduced from 17,850 to 4,500. This is an example of a very flexible agency of emergency.

At the same time the work of consolidating the Reemployment Service with the affiliated State services was pushed. In its present form the National Reemployment Service is an agency for supplementing the work of and facilitating the rapid development of a Nation-wide system of employment services affiliated with the United States Employment Service.

The Division of Operations prescribed the standards to which the 18 affiliated State services were required to conform before they were qualified to participate in funds appropriated for carrying out the purpose of the act.

Compliance surveys were made of the affiliated State services to check the degree to which the State service was conforming with the terms of its agreement of affiliation with the United States Employment Service. The structure of the State service with reference to its present status and its potentialities for future development was evaluated. The emphasis in such surveys was placed on the development of the State advisory council, personnel organization, premises, financial condition, and prospects of appropriations. These surveys gave the central administrative office an opportunity to become

familiar with the problems of local operation and afforded the State offices an opportunity to profit by suggestions from central office representatives directed toward the achievement of maximum efficiency.

Merit system examinations for appointment to positions in affiliated State services were given to the personnel in four States under the supervision of this division. Arrangements for the administration of examinations to assure the selection of qualified personnel in all affiliated services are in the process of completion.

The employment inquiry section of this division answered and properly referred 36,188 inquiries regarding employment.

To the District of Columbia Public Employment Center the merit system of appointment was also applied. In the reorganization which this required, continued emphasis has been placed upon the attainment of two particular objectives: First, to serve more satisfactorily employers seeking suitable employees, and the unemployed attempting to seek work opportunities; and second, to serve as a laboratory for the development of policies and practices applicable to affiliated State employment services.

Bulletins prescribing minimum standards with respect to personnel, premises and layout, signs, telephone listings, terminology, use of the penalty mailing privilege, strikes or lockouts, as well as specifications governing the organization of State and local advisory councils, were prepared by this division and made available to all affiliated State services. In addition, forms for the required agreements with State rehabilitation services were prescribed.

Plans were begun for the formulation of policies relating to service for juniors and handicapped workers.

The Operations Division also undertook to set up a system for clearing labor between local units as well as interstate clearance. An acute situation in the clearance of certain types of skilled workmen needed on public-works projects necessitated action on the part of the division to prescribe a system of clearance. A preliminary bulletin covering the procedure for effecting interstate and intrastate clearance of P. W. A. workers was prepared and issued.

The Division of Standards, Statistics, and Research concentrated its attention early in the year on the development of a uniform statistical procedure. Prior to the passage of the Wagner-Peyser Act, each State employment service had developed its own method of statistical reporting, with a resulting lack of uniformity in the information available with respect to their activities.

The obvious importance of making available the mass of data regarding millions of applicants and jobs which had accumulated in the files of the State offices and the National Reemployment offices from July to December 1933 led to the creation of a special Civil Works Administration statistical project in December, 1933.

By means of this project, a uniform system of weekly reports was inaugurated to make available employment statistics on a national basis. Accumulated records for the period July to December 1933 were checked to provide comparable monthly summaries for comparison with current activities reports.

The following table briefly summarizes the chief activities of the affiliated State offices and the Reemployment Service during the year. The total number of individual applicants—12,634,974—indicates the extent to which the Employment Service was utilized, and

the continued number applying after the peak of Civil Works Administration activities provides adequate evidence that the employment offices are coming more and more to be regarded as logical centers to which applications should be made for work either in periods of plentiful work opportunities or in periods of limited employment possibilities.

TABLE NO. 1.—*Total activities, by months, National Reemployment Service and State employment services*

| Date | Combined | | National Reemploy- ment Service | | State employment services | |
|---------------------|-------------------------|-----------------|------------------------------------|-----------------|------------------------------|-----------------|
| | Applica- tions (new) | Place- ments | Applica- tions (new) | Place- ments | Applica- tions (new) | Place- ments |
| July 1933..... | 106, 123 | 34, 786 | 8, 200 | 1, 711 | 97, 923 | 33, 075 |
| August 1933..... | 407, 289 | 47, 596 | 267, 858 | 7, 896 | 139, 411 | 39, 700 |
| September 1933..... | 684, 190 | 118, 798 | 558, 351 | 68, 380 | 125, 839 | 50, 418 |
| October 1933..... | 795, 773 | 203, 767 | 654, 420 | 147, 866 | 141, 353 | 55, 901 |
| November 1933..... | 2, 351, 026 | 475, 995 | 1, 853, 376 | 398, 549 | 497, 650 | 77, 447 |
| December 1933..... | 4, 719, 421 | 2, 221, 320 | 3, 694, 101 | 1, 777, 915 | 1, 025, 320 | 443, 405 |
| January 1934..... | 1, 892, 147 | 1, 311, 795 | 1, 222, 078 | 1, 071, 193 | 670, 069 | 240, 602 |
| February 1934..... | 404, 745 | 547, 209 | 255, 183 | 468, 312 | 149, 562 | 78, 897 |
| March 1934..... | 363, 219 | 485, 263 | 202, 979 | 388, 685 | 100, 240 | 96, 578 |
| April 1934..... | 319, 383 | 501, 518 | 159, 968 | 384, 770 | 159, 415 | 116, 748 |
| May 1934..... | 282, 152 | 530, 281 | 142, 312 | 402, 176 | 139, 840 | 128, 105 |
| June 1934..... | 309, 526 | 473, 194 | 170, 595 | 363, 939 | 138, 931 | 109, 255 |
| Total..... | 12, 634, 974 | 6, 951, 523 | 9, 189, 421 | 5, 481, 392 | 3, 445, 553 | 1, 470, 131 |

The simple type of weekly report was discontinued on June 30, 1934. A new and enlarged statistical program in all offices entailing the use of daily reports was scheduled for introduction on July 1, 1934. The new statistical program will make available data from all offices with respect to age, sex, color, length of unemployment, occupation, and industrial background of all applicants as well as the industry, occupation, wages, hours, duration of employment, sex, and age of person hired on all openings and placements.

The Service has cooperated with the National Recovery Administration in providing information with respect to the availability of workers with given experience and occupational skills in various locations. Where this information was not immediately available in the present reports, it was secured by telegraphic communication with the local offices. Detailed information from practically every State was provided for over 50 coded industries. Out of 50 cases involving exemptions or code revisions, decisions in 48 were in conformity with information furnished by this Service.

The additional information which will be available on the new daily reports will facilitate this kind of service. Similarly, special reports have been made available to the A. A. A. with respect to farm labor, and to the coordinating committee for the Monongahela Valley with respect to the classification of applicants in the counties making up that area.

Standard forms and manuals prescribing the use of forms and statistical reports were prepared by this division and made available to all State and reemployment offices. Specifications outlining standard filing procedure were included in the manuals.

The research and demonstrations section of this division has undertaken a series of occupational studies with the cooperation of the

National Research Council and the Social Science Research Council. The general purpose of the projects is to develop, through carefully planned experiments and research, improved classifications of occupations, with definite specifications and standards that will facilitate the making of more effective transfers and placements of workers.

The Division of Business Administration is charged with the responsibility of accounting for funds made available under the act, for budget control, office administration and purchasing, mails and files, appointment records, and distribution of mails.

All accounting procedure relating to the procurement of funds for the 18 affiliated State services was conducted by this division, as well as the administration of all funds expended directly by the National Reemployment Service. Under the terms of State agreements all necessary forms for handling registrations, openings, and statistical reports are furnished by the United States Employment Service, and the responsibility for controlling the inventories and requisitions of all such supplies falls on this division.

The Veterans' Placement Service was completely reorganized during the past year. Prior to the passage of the Wagner-Peyser Act, 30 special offices were operated solely for the registration and placement of veterans. These offices were located in 26 States and the District of Columbia. Veterans seeking employment were obliged to register both in the Veterans' Placement Office and in the regular State employment offices. Obviously, registration and placement facilities were duplicated and resulted in confusion to both veterans and employers seeking eligible veterans for employment. The geographical limitation of the areas in which the Veterans' Placement Offices were located prevented the rendering of service to the entire veteran population of the United States. As a result of the foregoing limitation, the 30 offices were able to serve less than 20 percent of the total veteran population of the country.

The reorganized Veterans' Placement Service provides for a veterans' placement representative of the United States Employment Service in each State. Each representative is responsible for the supervision and development of efficient methods for the registration and placement of veterans in all public employment offices throughout the State. It is his duty to insure that veterans are registered satisfactorily and that legal rights and privileges are adhered to in the placement procedure. He is also responsible for the carrying out of a program to promote work opportunities for disabled veterans and to serve as liaison officer between the State employment director and all veterans' organizations in the State. Very satisfactory relationships have been developed with the veterans' organizations both locally and nationally.

As of June 30, 1934, veterans' representatives were installed in all but 6 States. Statistics of activities indicated that the offices registered 1,029,088 veterans and placed 853,852 during the 12-month period.

The Farm Placement Service directs the movements of farm labor in areas raising cotton, wheat, sugar beets, berries, and fruit in large quantities. It was instrumental in effecting the placement of a total of 713,112 seasonal farm workers during the year beginning July 1, 1933, and ending June 30, 1934.

Six regional farm placement offices are located at Jackson, Miss.; Fargo, N. Dak.; Los Angeles, Calif.; Fort Worth, El Paso, and San Antonio, Tex.

The Farm Placement Service during the current fiscal year was substantially reorganized. The salient feature of this reorganization was the use of the district offices of the National Reemployment Service and of the State employment services as the placement agencies for this seasonal farm labor. This has been feasible during the current year because, for the first time, there have been such district employment offices serving every part of the agricultural States in which the Farm Placement Service is active.

The field agents during this year have been deployed, under direction, in those strategic areas where their services are essential in making crop surveys, ascertaining the needs of growers for workers, and assisting the State directors of the employment services in planning ahead of time for the recruiting and placing of labor from local sources, and in carrying out the principle that the migration of itinerant farm labor should be reduced to the minimum.

A *Federal Advisory Council* of the United States Employment Service, comprised of 60 men and women representing employers, employees, and the public, was organized during the past year. The members, appointed by the Secretary of Labor with the advice of the Director of the Service, on the basis of their knowledge of employment problems and their desire to promote the work of the public employment service follow:

Henry Bruere, Donald Comer, Henry S. Dennison, J. Walter Dietz, A. B. C. Dohrmann, M. B. Folsom, A. C. Godward, Carl Gray, Henry I. Harriman, Henry P. Kendall, Morris E. Leeds, Sam A. Lewisohn, Dr. Beardsley Ruml, H. H. Whiting, Arthur H. Young, George L. Berry, G. M. Bugnizet, Miss Elisabeth Christman, Joseph Cohen, John Donlin, Francis J. Gorman, William Green, Miss Florence C. Hanson, George M. Harrison, Sidney Hillman, M. J. McDonough, Miss Agnes Nestor, Victor A. Olander, D. B. Robertson, Miss Rose Schneiderman, George R. Arthur, Otto S. Beyer, Louis Brownlow, Frederic A. Delano, Miss Mary E. Dreier, Paul Eliel, Henry Esberg, George Hambrecht, Mrs. Borden Harriman, Edward A. Hayes, Dr. Mary H. S. Hayes, Brig. Gen. Frank T. Hines, William Hodson, Louis Johnson, Dr. William M. Leiserson, Joe W. McQueen, Miss Lucy R. Mason, Felix Morley, Miss Louise C. Odencrantz, W. Frank Persons, Hon. Theodore A. Pevser, Hon. Josephine Roche, Rt. Rev. Msgr. John A. Ryan, B. C. Seiple, Miss Belle Sherwin, Dr. Bryce M. Stewart, Louis J. Taber, Miss Florence Thorne, Dr. M. R. Trabue, James E. Van Zandt, Hon. Robert F. Wagner, Dr. Joseph H. Willits, Cator Woolford.

A subcommittee on vocational rehabilitation consists of:

Henry Esberg, chairman, George L. Berry, G. K. Brobeck, Maj. O. W. Clark, Clarence Collens, Capt. Thomas Kirby, John A. Kratz, Capt. Watson B. Miller, Dr. Harry Mock, Oscar Sullivan, Dr. M. R. Trabue, W. Frank Persons, Secretary.

The Veterans' Placement Service committee is made up of:

Arthur H. Young, chairman, Elmer A. Andrews, John B. Gilbert, Brig., Gen. Frank T. Hines, Louis Johnson, Joe W. McQueen, A. W. Motley, Col. John Thomas Taylor, James E. Van Zandt, W. Frank Persons, Secretary.

Respectfully submitted,

W. FRANK PERSONS, *Director.*

OFFICE OF THE SOLICITOR

CHARLES E. WYZANSKI, JR., *Solicitor*

To the SECRETARY OF LABOR:

During the last year the work of the Office of the Solicitor has fallen into five main divisions:

1. *Preparation of opinions, memoranda, and correspondence interpreting laws governing or administered by the Department of Labor.*—In addition to the usual volume of this work, new problems of difficulty have arisen such as the power of the Department of Labor acting under the authority of section 21 of the Immigration Act of 1917 (39 Stat. 891, U. S. C., title 8, sec. 158) to accept public-charge bonds; the right to deport aliens who have been sentenced to reformatories; the apportionment of funds appropriated for the United States Employment Service; and the scope of the Davis-Bacon Act (46 Stat. 1494, U. S. C., title 40, sec. 276 (a)).

2. *Formulation and revision of departmental and bureau regulations, and of proposed executive orders.*—All important regulations of the Department were submitted to or prepared by this office, and a technique is being established to improve the form and increase the availability of such regulations. The drafting of proposed executive orders has also been a most important function of the Solicitor and his staff in the last 12 months, as exemplified by the orders relating to the National Labor Board, the National Labor Relations Board, and similar tribunals.

3. *Assistance in the preparation of legislation.*—The office of the Solicitor rendered technical assistance to members of the Senate and the House of Representatives in the drafting of legislation relating to labor disputes; membership in the International Labor Organization, unemployment insurance, old-age pensions, limitation of child labor, and establishment of minimum-wage standards for workers in the beet-sugar fields, immigration, naturalization, and collection of statistics by the Department. Furthermore, the office cooperated with officials in the various States in the drafting of the first interstate compact dealing with labor conditions, and in the preparation of a model industrial home-work law. Also, the Solicitor and the Associate Solicitor attended numerous meetings of a committee of advisers to the Cabinet committee entrusted with the study and drafting of the nationality laws.

4. *Analysis of and advice on problems of departmental policy.*—Many questions not strictly legal in their nature have been submitted to the Solicitor or members of his staff for analysis and advice. Included in this group are such topics as the relationship of the policies of the Department of Labor to the policies of the National Industrial Recovery Act, the attitude of the Department in particular labor disputes, and possible programs to increase social security.

5. *Mediation, arbitration, investigation, and decision of issues in labor disputes.*—The Department of Labor has authority to make a binding decision in two sorts of labor disputes: (a) The Department determines the rate of wages to be paid on projects governed by the Davis-Bacon Act (46 Stat. 1494, U. S. C., title 40, sec. 276 (a)), and (b) the Board of Wage Predetermination predetermines the rate of wages to be paid on P. W. A. projects. In both sorts of decisions this office has participated; and indeed it has supplied one of the members of the Board of Wage Predetermination. The Department of Labor also offers its services to labor and management for the mediation, conciliation, and voluntary arbitration of labor disputes. The Solicitor's office has been of assistance both in the general administration of the Conciliation Service and in the adjustment of specific disputes.

The following tabular summary indicates in outline the written work of the office for the fiscal year ended June 30, 1934:

Administrative matters involving departmental organization, personnel, and like topics:

| | |
|---|----|
| Correspondence prepared for Solicitor's signature..... | 74 |
| Correspondence prepared for Secretary's signature..... | 15 |
| Correspondence prepared for signature of other officers..... | 4 |
| Opinions or memoranda on questions of policy for Solicitor's signature..... | 5 |
| Opinions or memoranda of law for Solicitor's signature..... | 3 |
| Executive orders drafted..... | 6 |
| Regulations drafted..... | 2 |
| Miscellaneous..... | 43 |

Immigration and Naturalization Service—Immigration:

| | |
|---|-------|
| Correspondence prepared for Solicitor's signature..... | 395 |
| Correspondence prepared for Secretary's signature..... | 31 |
| Correspondence prepared for signature of other officers..... | 334 |
| Opinions or memoranda on questions of policy for Solicitor's signature..... | 2 |
| Opinions or memoranda of law for Solicitor's signature..... | 271 |
| Legislation drafted..... | 8 |
| Executive orders drafted..... | 2 |
| Regulations drafted..... | 6 |
| Forms drafted..... | 11 |
| Briefs prepared..... | 1 |
| Contracts and leases..... | 327 |
| Bonds for performance of contracts and leases..... | 8 |
| Alien bonds..... | 4,646 |
| Powers of attorney..... | 2,134 |
| Revocations of authority..... | 1,515 |
| Court opinions..... | 36 |
| Miscellaneous..... | 387 |

Immigration and Naturalization Service—Naturalization:

| | |
|--|----|
| Correspondence prepared for Solicitor's signature..... | 39 |
| Correspondence prepared for Secretary's signature..... | 2 |
| Correspondence prepared for signature of other officers..... | 39 |
| Opinions or memoranda of law for Solicitor's signature..... | 16 |
| Regulations drafted..... | 1 |
| Miscellaneous..... | 74 |

United States Employment Service:

| | |
|---|----|
| Correspondence prepared for Solicitor's signature..... | 24 |
| Correspondence prepared for Secretary's signature..... | 6 |
| Correspondence prepared for signature of other officers..... | 8 |
| Opinions or memoranda on questions of policy for Solicitor's signature..... | 1 |
| Opinions or memoranda of law for Solicitor's signature..... | 80 |
| Legislation drafted..... | 2 |

United States Employment Service—Continued.

| | |
|---|-----|
| Executive orders drafted..... | 1 |
| Regulations drafted..... | 1 |
| Forms drafted..... | 4 |
| Contracts and leases..... | 4 |
| Miscellaneous..... | 14 |
| Bureau of Labor Statistics: | |
| Correspondence prepared for Solicitor's signature..... | 2 |
| Correspondence prepared for Secretary's signature..... | 5 |
| Correspondence prepared for signature of other officers..... | 1 |
| Opinions or memoranda of law for Solicitor's signature..... | 3 |
| Legislation drafted..... | 2 |
| Executive orders drafted..... | 2 |
| Miscellaneous..... | 26 |
| Davis-Bacon Law (Act of Mar. 3, 1931, 46 Stat. 1494, 40 U. S. C., sec. 276 (a)): | |
| Correspondence prepared for Solicitor's signature..... | 20 |
| Correspondence prepared for Secretary's signature..... | 14 |
| Correspondence prepared for signature of other officers..... | 12 |
| Opinions or memoranda of law for Solicitor's signature..... | 2 |
| Executive orders drafted..... | 2 |
| Miscellaneous..... | 33 |
| National Recovery Administration (N. R. A.): | |
| Correspondence prepared for Solicitor's signature..... | 126 |
| Correspondence prepared for Secretary's signature..... | 336 |
| Correspondence prepared for signature of other officers..... | 89 |
| Opinions or memoranda on questions of policy for Solicitor's signature..... | 3 |
| Opinions or memoranda of law for Solicitor's signature..... | 2 |
| Legislation drafted..... | 1 |
| Regulations drafted..... | 1 |
| Executive orders drafted..... | 4 |
| Miscellaneous..... | 40 |
| National Labor Board (N. L. B.) (Created by Executive orders of Aug. 5, 1933, of Dec. 16, 1933 (no. 6511), of Feb. 1, 1934 (no. 6580), and of Feb. 23, 1934 (no. 6612-A)): | |
| Correspondence prepared for Solicitor's signature..... | 60 |
| Correspondence prepared for Secretary's signature..... | 12 |
| Correspondence prepared for signature of other officers..... | 137 |
| Opinions or memoranda on questions of policy for Solicitor's signature..... | 1 |
| Opinions or memoranda of law for Solicitor's signature..... | 2 |
| Legislation drafted..... | 5 |
| Executive orders drafted..... | 4 |
| Forms drafted..... | 1 |
| Miscellaneous..... | 131 |
| Public Works Administration (P. W. A.): | |
| Correspondence prepared for Solicitor's signature..... | 33 |
| Correspondence prepared for Secretary's signature..... | 14 |
| Correspondence prepared for signature of other officers..... | 2 |
| Opinions or memoranda on questions of policy for Solicitor's signature..... | 2 |
| Opinions or memoranda of law for Solicitor's signature..... | 4 |
| Legislation drafted..... | 2 |
| Miscellaneous..... | 19 |
| Other emergency activities: | |
| Correspondence prepared for Solicitor's signature..... | 19 |
| Correspondence prepared for Secretary's signature..... | 6 |
| Correspondence prepared for signature of other officers..... | 2 |
| Opinions or memoranda on questions of policy for Solicitor's signature..... | 1 |
| Opinions or memoranda of law for Solicitor's signature..... | 1 |
| Miscellaneous..... | 56 |

| | |
|---|-----|
| State laws (including work on proposed interstate compacts): | |
| Correspondence prepared for Solicitor's signature..... | 18 |
| Correspondence prepared for Secretary's signature..... | 14 |
| Correspondence prepared for signature of other officers..... | 10 |
| Opinions or memoranda of law for Solicitor's signature..... | 2 |
| Legislation drafted..... | 1 |
| Miscellaneous..... | 26 |
| Federal laws: | |
| Correspondence prepared for Solicitor's signature..... | 177 |
| Correspondence prepared for Secretary's signature..... | 136 |
| Correspondence prepared for signature of other officers..... | 186 |
| Opinions or memoranda on questions of policy for Solicitor's signature..... | 1 |
| Legislation drafted..... | 7 |
| Miscellaneous..... | 290 |
| Committee appointed at the request of the President to study labor conditions in the beet-sugar fields: | |
| Correspondence prepared for Solicitor's signature..... | 149 |
| Correspondence prepared for Secretary's signature..... | 18 |
| Correspondence prepared for signature of other officers..... | 15 |
| Miscellaneous..... | 41 |
| Conciliation and mediation in labor disputes: | |
| Correspondence prepared for Solicitor's signature..... | 242 |
| Correspondence prepared for Secretary's signature..... | 86 |
| Correspondence prepared for signature of other officers..... | 118 |
| Opinions or memoranda of law for Solicitor's signature..... | 1 |
| Executive orders drafted..... | 1 |
| Miscellaneous..... | 207 |
| Children's Bureau: | |
| Correspondence prepared for Solicitor's signature..... | 1 |
| Correspondence prepared for Secretary's signature..... | 1 |
| Correspondence prepared for signature of other officers..... | 7 |
| Miscellaneous..... | 25 |
| United States Housing Corporation: | |
| Correspondence prepared for Solicitor's signature..... | 2 |
| Proposed Bureau of Labor Standards and Service: | |
| Miscellaneous..... | 1 |
| Miscellaneous: | |
| Correspondence prepared for Solicitor's signature..... | 165 |
| Correspondence prepared for Secretary's signature..... | 33 |
| Correspondence prepared for signature of other officers..... | 190 |
| Opinions or memoranda of law for Solicitor's signature..... | 4 |
| Legislation drafted..... | 7 |
| Executive orders drafted..... | 2 |
| Miscellaneous..... | 133 |

14, 139

Respectfully submitted,

CHARLES E. WYZANSKI, JR.,
Solicitor of Labor.

OFFICE OF THE CHIEF CLERK

SAMUEL J. GOMPERS, *Chief Clerk*

To the SECRETARY OF LABOR:

The increasing duties and responsibilities placed upon the Department of Labor are reflected in the activities of its service divisions. There has been a tremendous increase in the work of all branches of the office of the Secretary during the past fiscal year. The reports of the major divisions follow:

Division of Accounts

The disbursing activities of the Department were transferred to the Division of Disbursement, Treasury Department, on February 1, 1934. The Division of Accounts in the Department of Labor was then created. This division is under the direction of the chief accountant, who makes all deposits of collections and supervises the accounting work of the Department.

Under the operation of the immigration permit, the immigration registration, and the certificate of arrival fee systems, during the fiscal year approximately 249,388 remittances, aggregating \$1,142,640, were received as against 253,854 remittances, aggregating \$1,182,948, handled in 1933.

Appropriations.—Appropriations by Congress to the Department and its services were as follows:

| | | |
|---|--------------|--------------|
| Salaries, office of the Secretary..... | \$185,000.00 | |
| Transferred from Department of Justice..... | 24,864.00 | |
| | 209,864.00 | |
| Transferred to Division of Disbursement.... | 3,055.00 | |
| | 87,919.00 | \$206,809.00 |
| Salaries and expenses, Commissioners of Conciliation..... | | 180,000.00 |
| Contingent expenses, Department of Labor..... | 55,000.00 | |
| Transferred from Immigration and Natural- ization Service..... | 32,500.00 | |
| Transferred from Department of Justice.... | 325.00 | |
| | 87,825.00 | |
| Transferred to Division of Disbursement.... | 62.50 | |
| | 87,762.50 | |
| Printing and binding, Department of Labor..... | 225,000.00 | |
| Transferred to Division of Disbursement.... | 145.83 | |
| | 224,854.17 | |
| Salaries and expenses, Bureau of Labor Statistics... | 414,000.00 | |
| Transferred from Immigration and Natural- ization Service..... | 15,360.00 | |
| | 429,360.00 | |
| Salaries and expenses, Bureau of Immigration... | 9,444,000.00 | |
| Transferred to Bureau of Labor Statistics..... | \$15,360 | |
| Transferred to contingent expenses..... | 32,500 | |
| Transferred to Immigration and Naturalization Service..... | 8,227,000 | |
| | 8,274,860.00 | |
| | | 1,169,140.00 |

| | | |
|---|--------------|----------------------|
| Immigration stations..... | | \$50,000.00 |
| Salaries and expenses, Bureau of Naturalization..... | \$890,000.00 | |
| Transferred to Immigration and Naturalization Service..... | 565,000.00 | |
| | | 325,000.00 |
| Salaries and expenses, Immigration and Naturalization Service: | | |
| Transferred from salaries and expenses, Bureau of Immigration..... | 8,227,000.00 | |
| Transferred from salaries and expenses, Bureau of Naturalization..... | 565,000.00 | |
| | | 8,792,000.00 |
| Salaries and expenses, Children's Bureau..... | | 344,000.00 |
| Salaries and expenses, Women's Bureau..... | | 147,000.00 |
| Employment Service, Department of Labor..... | | 734,865.00 |
| U. S. Employment Service, Department of Labor..... | | 1,500,000.00 |
| Salaries and expenses, U. S. Housing Corporation..... | | 8,500.00 |
| | | <u>14,199,290.67</u> |

In addition to the above, the following allotments were received from emergency appropriations:

| | |
|---|---------------------|
| Working fund, Department of Labor, C. W. (Employment).... | \$54,000.00 |
| Working fund, Department of Labor, C. W. (Labor Statistics).. | 94,662.00 |
| Working fund, Department of Labor, C. W. (Conciliation).... | 5,000.00 |
| Working fund, Department of Labor, N. I. R. (Conciliation)... | 15,000.00 |
| National Industrial Recovery, Labor, Immigration..... | 1,422,980.00 |
| National Industrial Recovery, Labor, Employment..... | 800,000.00 |
| National Industrial Recovery, Labor, Bureau of Labor Statistics..... | 10,000.00 |
| National Industrial Recovery, Labor, Division of Conciliation.. | 10,000.00 |
| National Industrial Recovery, Labor, Secretary's Office (for Bureau of Labor Statistics)..... | 16,000.00 |
| | <u>2,427,642.00</u> |

Expenditures.—The expenditures, arranged according to items of appropriation, were as follows:

| | | |
|--|--------------|--------------|
| Office of the Secretary: | | |
| Salaries, 1933..... | \$6,520.41 | |
| Salaries, 1934..... | 187,879.83 | |
| Contingent expenses, 1932..... | 13.20 | |
| Contingent expenses, 1933..... | 4,078.23 | |
| Contingent expenses, 1934..... | 80,482.32 | |
| Printing and binding, 1933..... | 34,495.13 | |
| Printing and binding, 1934..... | 181,631.47 | |
| Salaries and expenses Commissioners of Conciliation, 1933..... | 13,002.18 | |
| Salaries and expenses Commissioners of Conciliation, 1934..... | 173,800.00 | |
| | | \$681,902.77 |
| Bureau of Labor Statistics: | | |
| Salaries and expenses, 1933..... | 23,545.15 | |
| Salaries and expenses, 1934..... | 403,555.56 | |
| | | 427,100.71 |
| Immigration and Naturalization Service: | | |
| Salaries and expenses, Bureau of Immigration, 1932..... | 2,139.39 | |
| Salaries and expenses, Bureau of Immigration, 1933..... | 566,985.36 | |
| Salaries and expenses, Bureau of Immigration, 1934..... | 841,338.54 | |
| Salaries and expenses, Immigration and Naturalization Service, 1934..... | 6,855,498.00 | |
| Salaries and expenses, Bureau of Naturalization, 1932..... | 146.87 | |

| Immigration and Naturalization Service—Continued. | | |
|---|-------------|----------------|
| Salaries and expenses, Bureau of Naturalization, 1933 | \$38,083.74 | |
| Salaries and expenses, Bureau of Naturalization, 1934 | 83,285.01 | |
| Immigration stations, 1933 | 19,149.80 | |
| Immigration stations, 1934 | 49,758.00 | |
| | | \$8,456,384.71 |
| Children's Bureau: | | |
| Salaries and expenses, 1932 | .04 | |
| Salaries and expenses, 1933 | 18,319.79 | |
| Salaries and expenses, 1934 | 324,922.14 | |
| | | 343,241.97 |
| Women's Bureau: | | |
| Salaries and expenses, 1933 | 8,403.80 | |
| Salaries and expenses, 1934 | 136,518.74 | |
| | | 144,922.54 |
| Employment Service: | | |
| Employment Service, 1933 | 21,016.27 | |
| Employment Service, 1934 | 63,000.00 | |
| U. S. Employment Service, 1934 | 960,626.00 | |
| | | 1,044,642.27 |
| U. S. Housing Corporation: | | |
| Salaries and expenses, 1933 | 97.90 | |
| Salaries and expenses, 1934 | 8,278.91 | |
| | | 8,376.81 |
| Grand total | | 11,106,571.78 |

The following expenditures were made from emergency appropriations:

| | |
|---|--------------|
| Working fund, Department of Labor, C. W. (Employment) | \$41,646.44 |
| Working fund, Department of Labor, C. W. (Labor statistics) | 87,479.43 |
| Working fund, Department of Labor, C. W. (Conciliation) | 4,246.97 |
| Working fund, Department of Labor, N. I. R. (Conciliation) | 4,385.99 |
| National Industrial Recovery, Labor, Immigration | 1,218,786.88 |
| National Industrial Recovery, Labor, Employment | 698,137.80 |
| National Industrial Recovery, Labor, Labor Statistics | 3,693.58 |
| National Industrial Recovery, Labor, Conciliation | 9,360.40 |
| Total | 2,067,737.49 |

The following disbursements were made from the special deposit account, representing refunds of amounts erroneously collected and payments for overtime in the Immigration Service:

| | |
|------------------------------|-------------|
| Immigration fees | \$26,058.00 |
| Immigration permits | 3,967.91 |
| Naturalization fees | 45,650.00 |
| Immigration overtime service | 57,692.16 |
| Total | 133,368.07 |

In addition to the disbursements by the disbursing clerk, the following expenditures on behalf of the Department were specifically made:

| | |
|--|--------------|
| By special disbursing agents for the Immigration Service | \$108,320.22 |
| Claims settled by the office of the Comptroller General | 513,793.59 |
| Total | 622,113.81 |

Miscellaneous receipts.—The following receipts from miscellaneous sources have been received during the year:

| | |
|---|------------------------|
| Immigration and Naturalization Service: | |
| Naturalization fees..... | \$2, 183, 867. 50 |
| Head tax..... | 749, 455. 00 |
| Fines..... | 51, 752. 60 |
| Reentry permits and extensions..... | 240, 055. 88 |
| Immigration fees (registry)..... | 123, 480. 00 |
| Forfeiture of bonds..... | 40, 265. 51 |
| Sales of exclusive privileges..... | 671. 75 |
| Expenses of deporting aliens—reimbursed..... | 10, 984. 39 |
| Sales of Government property..... | 4, 979. 49 |
| Miscellaneous collections..... | 207. 31 |
| Coin-box collections..... | 371. 11 |
| Collections on account of hospital expenses of persons detained in hospitals of the Public Health Service under the immigration laws and regulations..... | 27, 966. 50 |
| Moneys due individuals whose whereabouts are unknown..... | 306. 00 |
| Moneys received from unknown persons..... | 30. 25 |
| Reimbursement of immigration judgment costs..... | 313. 55 |
| Total receipts..... | 3, 434, 706. 84 |

Appointment Division

Officers and employees.—The number of officers and employees of the Department of Labor on July 1, 1934, was 4,782, as compared with 5,330 on July 1, 1933. In 1934 there were 193 cooperating employees at the nominal salary of \$1 per annum and 196 employees of other departments holding nominal appointments in this Department and serving without compensation, distributed as follows: Treasury Department 193, Post Office Department 2, Public Health 1. In 1933 there were 506 employees at \$1 per annum and 168 serving without compensation. Eliminating the \$1-per-annum employees and those serving without compensation, 4,393 officers and employees were on the rolls on July 1, 1934. This force is divided as follows: 928 in the District of Columbia and 3,465 in the field.

Number of officials and employees of the Department of Labor on July 1, 1934, as compared with July 1, 1933

| Bureaus | July 1, 1934 | | | July 1, 1933 | Increase (+) or decrease (-) |
|---|-------------------------|---------------|---------------|---------------|------------------------------|
| | In District of Columbia | Field | Total | | |
| Office of the Secretary..... | 87 | | 87 | 81 | +6 |
| Conciliation Service..... | 9 | 38 | 1 47 | 2 38 | +9 |
| Bureau of Labor Statistics..... | 256 | 62 | 2 318 | 4 211 | +107 |
| Children's Bureau..... | 134 | 134 | 2 268 | 6 271 | -3 |
| Immigration and Naturalization Service..... | 266 | 3, 268 | 7 3, 534 | 8 4, 105 | -571 |
| U. S. Employment Service..... | 115 | 351 | 4 466 | 10 562 | -96 |
| Women's Bureau..... | 58 | 1 | 11 59 | 11 59 | 0 |
| U. S. Housing Corporation..... | 3 | | 3 | | 0 |
| Total..... | 928 | 3, 854 | 4, 782 | 5, 330 | -548 |

¹ Includes 6 at \$1 per annum.

² Includes 3 at \$1 per annum.

³ Includes 35 at \$1 per annum, 5 being in the District of Columbia.

⁴ Includes 18 at \$1 per annum, 2 being in the District of Columbia.

⁵ Includes 120 at \$1 per annum, 3 being in the District of Columbia.

⁶ Includes 113 at \$1 per annum, 2 being in the District of Columbia.

⁷ Includes 2 at \$1 per annum, and 181 without compensation.

⁸ Includes 9 at \$1 per annum, and 166 without compensation.

⁹ Includes 29 at \$1 per annum, and 1 without compensation.

¹⁰ Includes 363 at \$1 per annum, and 2 without compensation.

¹¹ Includes 1 at \$1 per annum.

Transfers.—Twenty-two persons were transferred from other departments to the Department of Labor and 21 from this to other departments. There were also 61 reinstatements, 12 dismissals under charges, 129 resignations, and 26 deaths in the Department during the year.

Retirements.—There were 214 retired during the fiscal year and 370 applications for refund of deductions, the total of refunds being \$126,640.54.

Division of Publications and Supplies

Printing and binding.—The 1934 appropriation, amounting to \$225,000, was apportioned as follows:

| | |
|----------------------------------|-----------|
| Office of the Secretary | \$8, 000 |
| Reserve | 1 46, 000 |
| Children's Bureau | 56, 000 |
| Bureau of Immigration | 2, 500 |
| Immigration Service | 7, 750 |
| Bureau of Labor Statistics | 85, 000 |
| Bureau of Naturalization | 500 |
| Naturalization Service | 6, 500 |
| Women's Bureau | 10, 000 |
| Binding manifests | 2, 750 |

¹ Includes \$145.83 transferred to Division of Disbursement, Treasury Department.

Bills have been paid for \$181,631.47 for completed work for the fiscal year, leaving a balance of approximately \$44,222.53. During the year 1,334 requisitions were sent to the Public Printer, an increase of 29.64 percent as compared with the year 1933.

Publications.—An aggregate of 1,688,253 copies of publications were distributed, of which number 237,544 were sent on mailing lists of the Superintendent of Documents and 1,450,709 on franks. The number of franks handled was 124,045.

Supplies.—Requisitions to the number of 4,072 required the writing of 5,151 orders covering 8,868 items at an expenditure of \$208,639.

Contingent allotment.—The total allotment for contingent expenses, including the \$32,500 for the purchase of material for distribution to the Immigration Field Service and \$325 transferred from the Department of Justice, was \$87,825. This was apportioned as follows:

| | |
|--|------------------|
| Secretary | \$1, 000 |
| Assistant Secretary | 250 |
| Solicitor | 625 |
| Chief Clerk | 8, 300 |
| Disbursing Clerk | 300 |
| Publications and Supplies | 2, 750 |
| Children's Bureau | 4, 850 |
| Immigration and Naturalization Service | 14, 150 |
| Immigration Service | 25, 000 |
| Labor Statistics | 22, 700 |
| Library | 4, 000 |
| Women's Bureau | 3, 200 |
| Reserve | ² 700 |

² Includes \$62.50 transferred to Division of Disbursement, Treasury Department.

The reserve of \$700 was maintained, there being left a sufficient amount in the contingent fund at the close of business on June 30 to take care of the outstanding obligations.

Respectfully submitted.

SAMUEL J. GOMPERS,
Chief Clerk.

DEPARTMENT LIBRARY

LAURA A. THOMPSON, *Librarian*

To the SECRETARY OF LABOR:

The records for the year ended June 30, 1934, show the cataloged accessions as 9,979 books and pamphlets, of which 1,699 represent bound volumes of periodicals and 4,064 other serials. Cards to the number of 20,842 were added to the main catalog. As in previous years the library participated in the cooperative cataloging work of the Library of Congress by furnishing copy for printed catalog cards for all publications of the Department of Labor and of the International Labor Office as well as other important new accessions. The library of the Department now contains approximately 175,000 books and pamphlets, besides subject files of small pamphlets, mimeographed and typewritten reports, and clipped periodical articles. It is a carefully selected collection, strictly limited in scope to the field of work of the Department. Though organized primarily as a necessary tool for the Department's own research activities, the library has now a much wider use and is of national importance as the outstanding collection of labor and social-welfare material in the country.

In a library concerned especially with present-day problems, periodicals are of special value as giving frequently the most recent information. During the past year 151 new journals were added to the list of periodicals currently received, replacing 66 journals which ceased publication or were absorbed in other journals, a net increase of 85. The current list of over 2,000 periodicals includes official labor and social-welfare journals from 57 countries. The separate issues of periodicals received numbered 50,627, as compared with 45,397 last year. Current periodicals after being recorded are circulated to the office of the Monthly Labor Review and to the special investigators in the different bureaus, thus keeping them supplied with the most recent developments in their respective fields.

Many short bibliographies were prepared for use in connection with the unusually heavy correspondence. A mimeographed supplement to the list of references on Public Old Age Pensions was issued late in the year; also a bibliography on the Government Annuities Systems of Canada and New Zealand. Pressure of other work prevented the completion of any of the selected annotated bibliographies which in previous years have been printed in the Monthly Labor Review. It is unfortunate that the library does not have sufficient help to extend its bibliographical work, since to make known as widely as possible significant material on the various problems of social welfare with which the Department is concerned is one of the ways in which the library can render valuable service. The abstracting of new publications, particularly for the use of the administrative staff of the Department, is another service which the library should be equipped to give.

The reference work of the library has been carried on during the past year under very great difficulties. With a staff too small to handle adequately the volume of work, serious arrears inevitably resulted. These arrears, together with the cramped work and reading space and the crowded condition of the shelves, combined to make the task of the library doubly difficult during the past year when the new importance of labor and social-welfare problems made the labor library one of the most used in Washington. Not only did the expanded activities of all the offices of the Department call for more library service, but there was an enormous increase in the use of the library by agencies outside the Department, both governmental and private.

The Labor Advisory Board, the Research and Planning Division of the National Recovery Administration, and labor and employers' organizations made extensive use of the library in the preparation of N. R. A. codes. Frequent calls for service came also from the Federal Emergency Relief Administration, the Public Works Administration, the Division of Subsistence Homesteads, Tennessee Valley Authority, Central Statistical Board, and others of the new agencies in addition to those from the older departments. Some of the material furnished was to be found nowhere else in Washington. It was found helpful besides to consult a staff familiar with the literature of the field. The need and value of a special labor collection as a unit in the national provision for libraries was abundantly demonstrated.

The removal of the Department to its new building will bring an end to the crowded conditions in the library. But additional assistants will be needed in the reference reading room, at the separate charging desk, in the periodical room, and in the stacks. Additions to the personnel, both technical and clerical, are also greatly needed to enable the library to catch up with its arrears of cataloging and binding, to complete its files of reports and particularly for the extension of the subject indexes for more efficient service.

Respectfully submitted.

LAURA A. THOMPSON, *Librarian.*

BUREAU OF LABOR STATISTICS

ISADOR LUBIN, *Commissioner*

The fiscal year just closed was the most active in the history of the Bureau since the period of the war. This activity was due primarily to the demands made by the various organizations and agencies concerned with code making and code administration for factual information regarding employment, wages, and other conditions affecting labor and industry. In addition, the demands were greatly increased by the intensity of interest in labor subjects aroused by the discussions concerning the National Recovery Program and the consequent requests from business organizations, trade unions, and individuals for data regarding labor conditions and labor problems. This expansion of activity was evident in practically all divisions of the Bureau's work, but was particularly noticeable in the division dealing with employment statistics.

Trend of employment

As is now quite generally known, the United States Government has no machinery for the current collection of data regarding unemployment. The Federal Census of 1930 is our latest official source of information on this subject. To repeat such a census at frequent intervals is a costly project and is a function of the Bureau of the Census. In the absence of such a general survey, the monthly reports of the Bureau of Labor Statistics, showing trend of employment in the major employing industries, become of exceedingly great importance. Accordingly, the Bureau during the past year, devoted much attention to the improvement of these reports and to their expansion to a larger number of industries and employments. In addition, with the increasing importance of Government employment, as a result of such activities as the Federal Public Works program, it became necessary to extend the trend of employment reports to cover all forms of public employment.

Private employment

A large expansion has been made in the number of establishments reporting monthly on the number of employees and amount of pay rolls. More than 60,000 establishments were added to the Bureau's reporting list, principally in the field of trade, both wholesale and retail, in which the Bureau's coverage had been recognized previously as much too limited to be satisfactory.

Another factor of importance in expanding the trend of employment coverage was an arrangement with various code authorities to compile employment and pay-roll data for their particular industries. The first industries for which this method was adopted were woolen and worsted, underwear, men's clothing, and paint and varnish. Other industries are to be added to this list.

With the addition of a large number of new reporting establishments there has been a simultaneous effort to improve the selection of

establishments as regards both industry coverage and geographical distribution. This process of constant improvement and refinement will necessarily continue.

At the end of June 1934 the monthly reports of the Bureau covered 90 manufacturing industries and 18 nonmanufacturing industries, such as mining, public utilities, and distribution. The total number of establishments represented in these reports was approximately 125,000 with about 6½ million employees.

During the fiscal year under review there was a very marked rise in employment and pay rolls and also in per capita weekly earnings, while average hours per week were sharply reduced. Thus, between June 1933 and June 1934 employment in manufacturing industries increased 21.2 percent; total pay rolls, 37.5 percent; per capita weekly earnings, 13.5 percent; and average hourly earnings, 31.2 percent. During the same period average hours worked per week decreased 15.8 percent. For nonmanufacturing industries the changes were almost uniformly favorable. Thus, in bituminous-coal mining, employment between June 1933 and June 1934 increased 25.1 percent; pay rolls no less than 88.7 percent and per capita weekly earnings 50.8 percent.

Public employment

By arrangements with the Civil Service Commission and other Federal agencies the Bureau had inaugurated prior to the past fiscal year the compilation of monthly employment figures for the various branches of the Federal Government. With the beginning of the vast system of Federal Public Works projects in 1933, the Bureau made arrangements to secure from all the contractors concerned monthly employment and pay-roll reports. These arrangements still later were extended to cover all forms of public work and relief employment by all Federal agencies, so that by June 30, 1934, such reports were being received for all employees on pay rolls financed with Federal funds. In addition, there was established a system of reports by which the Bureau received monthly statements of all expenditures for materials made by the Federal Government or Government contractors, so that a fair estimate could be made of the employment indirectly created by the expenditure of public money for materials of all sorts.

Plans have already been made, and will be consummated in the latter part of 1934, for securing information regarding the employees of State, city, and county governments. This work will be done in cooperation with the United States Employment Service, and, when carried into effect, will furnish the Bureau with the necessary data for reporting monthly the trend of employment for all forms of government employment in the United States.

Revision of employment index numbers

During the course of the year two important changes were made in the method of compiling employment statistics for manufacturing industries. First, the base period was changed from 1926 to the average for 1923-25 in order to establish a broader base and also in order to bring the Bureau's figures into harmony with data compiled by other governmental agencies. Second, the indexes for manufacturing industries were revised back to 1919 in order to conform with the biennial reports on manufactures made by the Census Bureau.

Wholesale prices

During the fiscal year the Bureau continued to publish both weekly and monthly reports on wholesale prices. The monthly reports give both actual prices for 784 individual price series and index numbers compiled therefrom. The weekly index is necessarily compiled from a somewhat smaller number of price series. In addition, the Bureau established and has continued a daily sensitive index of 30 selected commodities.

During the latter part of the year the price division started very extensive studies in order to improve its selection of commodities. Commodity standards and the sources of information from which prices are secured will be carefully checked and the number of commodities covered by the Bureau in its regular surveys will be increased.

The past year witnessed a continuation of the rise of wholesale prices which started in March 1933. The wholesale price index, using 1926 as a base, was 65.0 in June 1933 and 74.6 in June 1934, an increase of almost 15 percent within the 12-month period.

Retail prices

In August 1933 the Bureau began compiling and publishing a biweekly report on retail food prices in addition to the regular monthly report which it had been previously publishing. During the year, also, the number of food items covered by the report was increased from 42 to 78, thus almost doubling the coverage of this survey. Food prices are secured from about 1,500 retail food dealers, 350 bakers, and 150 dairies. Besides prices of foods, data are also collected monthly from more than 200 coal dealers and semiannually from approximately 80 gas companies and 70 electric light companies.

During the year ended June 30, 1934, there was a general advance in food prices, the index for the middle of June 1934 (using 1913 as a base) being 101.2 as against 94.9 for mid-June 1933, an increase of approximately 7 percent. During this same period the retail price of anthracite increased some 3 percent and the price of bituminous coal increased about 14 percent.

Changes in cost of living

In December 1933 and June 1934 the Bureau conducted its regular semiannual survey of changes in the cost of living. Indexes showing changes in the cost of living are based on actual retail prices of all important items entering into the consumption of the average wage-earner's family. These prices are obtained in 32 cities and weighted to the importance of the varied items in the family budget.

As a result of the special appropriation granted by the last Congress, the Bureau was enabled to make a new survey of expenditures of wage-earners' families. This survey will provide a more accurate and more up-to-date system of weights, the previous study of this character having been made as far back as 1918-19. The plans for this survey were made during the past fiscal year, and work is now under way.

As a result of the Economy Act, which provided for certain adjustments in Federal Government salaries on the basis of cost of living, the Bureau was requested to make a special survey of the cost of living of Government employees in the District of Columbia. The survey was carried on over a period of about 3 months, and a report of the findings made to the President.

Reflecting the general increase in prices during the year, as noted above, the general cost-of-living indexes, as compiled by the Bureau both in December 1933 and June 1934, showed advances. The total advance, using 1913 as a base year of 100, was from an index of 128.3 in June 1933 to an index of 136.4 in June 1934, an increase of 6.3 percent. This rise in living costs, it may be noted, was considerably less than the increases in wage rates and per capita weekly earnings which occurred in most industries.

Wage studies

For a number of years it has been the practice of the Bureau to make periodic wage surveys, usually on a biennial basis, for the principal industries of the country. Owing to the very heavy demands made during the past year for current information on all phases of the labor problem, the Bureau was forced to depart from its previous practice and to devote most of its available resources to the meeting of the special emergency requests. Thus, very hurried and rather limited studies were made of several industries such as cigars, cigarettes, tobacco, stoves, boy's hosiery, and silk to meet the particular demand of the recovery agencies. In addition, comprehensive wage studies were undertaken in the following industries: (1) Petroleum: This study, which was still under way at the end of the fiscal year, covered not only wages and hours, but also working conditions in great detail. It included all branches of the industry except filling stations. (2) Editorial writers on newspapers. (3) The onion fields of Ohio, including wages and hours and home conditions of the workers.

The regular annual survey of the entrance wage rates of common labor was made in July 1933. Wage and salary surveys were also made for the police and fire departments and common street labor in the principal cities of the United States.

Also, it should be noted that, as the result of an extension of the trend of employment inquiries, the Bureau is now able to publish average hourly earnings and average per capita weekly earnings for most of the important industries:

Wages in foreign countries

Through the cooperation of the Department of State, the consular offices of that Department continued to furnish comprehensive reports on wage conditions in the respective countries to which they were assigned, in accordance with questionnaires prepared by the Bureau of Labor Statistics. As a result of these reports, the Bureau was able to prepare a very complete report of wages in other countries for the year 1933, and in some cases for 1934. Owing to limited printing appropriations, it was not possible to publish this report.

Labor turnover

The periodical reports on labor turnover initiated by the Bureau several years ago were continued on a quarterly basis. These reports cover about 5,000 firms, employing more than 1,500,000 persons. The reports show quit, discharge, lay-off, accession, and net turn-over rates for all reporting manufacturing plants combined and for 10 important manufacturing industries separately. These rates give a very clear picture of the problems involved in the hiring and firing of labor.

In addition to these regular quarterly reports, several special turnover studies were made for particular industries—such as automobiles, tires, boots and shoes, and petroleum—at the request of various parties concerned with the formulating and administering of codes for those industries.

Industrial disputes:

Reports regarding industrial disputes in the United States are compiled monthly by the Bureau and published in the Monthly Labor Review. This work has been carried on for a number of years, and there were no important changes made in the method of carrying it on during this fiscal year, although there was considerable increase in the work, owing to an increase in the number of disputes. In view of the growing importance of the subject of industrial disputes and industrial relations generally, arrangements have already been made by the Bureau for a considerable expansion in its reports on industrial disputes, and it is hoped that through the more extensive cooperation of other agencies it will be possible to make these reports considerably more comprehensive than they have been in the past.

Industrial accidents and hygiene

The Division of Industrial Accidents during the year continued its regular services and reports on accidents in manufacturing industries in the United States, as well as special reports on accidents in the iron and steel industries.

In general, the frequency of accidents in manufacturing has tended to decline in recent years, but measured in terms of severity the showing is unfavorable. Thus for 1932, the latest year for which full reports are available, the severity rate was 2.86, as against 2.62 in 1926 and 2.58 in 1927. This is discouraging and may reflect a lessening of safety activities during the depression on the part of various companies in the effort to cut costs.

Safety codes

In addition to its regular work in the field of accident statistics, the Bureau's activities in the general field of safety were greatly expanded, as a result of the Department of Labor being asked to undertake, with the assistance of a committee of experts, to draft specific safety standards for the various industrial codes.

During the year the Bureau was not able to undertake any new investigation in the field of industrial hygiene. It continued, however, to act as a clearing house for the distribution of recent information on the subject, and in that connection has been in constant touch with manufacturers, labor unions, individuals, and organizations.

Legislation and court decisions affecting labor

For a number of years the Labor Law Information Service of the Bureau has been serving as a valuable clearing house on labor legislation and court decisions affecting labor. During the year it compiled reports on labor legislation, including a separate report on workmen's compensation. All important decisions on labor laws, both State and Federal, have been studied and digested for the Monthly Labor Review. In addition to these legal compilations, the Labor Law Information Service has devoted a great part of its time to analyzing proposed legislation referred to it by other agencies.

Building operations

Reports received and published monthly by the Bureau regarding building operations in various cities in the United States were expanded in January 1933 to cover all cities with a population of 10,000 or over. This reporting base continued unchanged during the past year. These reports are of significance to labor for two reasons: (1) The amount of building construction done is an excellent indicator of the amount of work offered to workers in the building trades, and (2) residential building, particularly the data regarding the number of family units provided, is a measure of the new housing facilities made available.

Building of all kinds remained at a low ebb during the year under review, and in June 1934 the cost of total construction, as indicated by the building permits granted in the cities covered by the Bureau's survey, was only 12.4 percent of that for 1929. The amount spent for additions, alterations, and repairs, however, was relatively larger, being 34.4 percent of the 1929 level. The greatest decline occurred in residential building, with an estimated value of only 5.3 percent of the 1929 level.

Relative cost of labor and material in building construction

Based on the detailed reports received from various contracts let by the Federal Government, the Bureau started an elaborate study of the relative cost of labor and materials entering into building construction.

Operation of old-age pension systems

As in previous years, the Bureau, in the early part of 1934, made a survey of the experience under the State old-age pension laws during the year 1933.

At the end of 1933 there were old-age pension acts¹ on the statute books in 27 States and 2 Territories. This was a gain of 11 laws during the year.² In only one of the new pension States (Arizona) did payments actually begin during 1933, and at the end of the year pensions were being paid in only 16 States and Alaska. In Kentucky and West Virginia, where the laws were enacted in 1926 and 1931, respectively, no counties were paying allowances in 1933. In the other States where the law has gone into effect the system has been put into effect with varying degrees of success.

Considerable gains and some losses were registered in individual States in 1933. The greatest gain occurred in Colorado, as the result of the coming into effect of the mandatory law which also, for the first time in the history of pensions in that State, provided for State assistance. Idaho, Utah, and Wisconsin showed a decrease in the number of adopting counties, while a slight territorial expansion of the system was shown in Minnesota, Montana, Nevada, New Hampshire, New Jersey, and Wyoming. Increased amounts were spent for old-age assistance in every State except Montana and New York.

¹ Called "old-age security" in California; "old-age assistance" in Delaware, Iowa, Massachusetts, New Hampshire, Pennsylvania, and Wisconsin; "old-age relief" in New Jersey and New York; and "aid for aged" in Ohio.

² An additional State (Arkansas) enacted a law, but this was almost immediately declared unconstitutional. Colorado also enacted a law to take the place of its previous act which had been declared unconstitutional. The law of West Virginia has been amended to make it compulsory in 1935, but this action did not take place until the 1934 session of the legislature. Since the beginning of 1934 a pension law has also been passed in Iowa.

Unemployment-benefit and unemployment-insurance plans

In the early part of 1934 the Bureau made its third survey of the operation of unemployment-benefit plans and unemployment-insurance systems in the United States and in foreign countries. In the United States there was at that time and still is only one public unemployment-insurance system in effect—that of Wisconsin. Such systems, however, are in existence in 18 foreign countries, although they differ considerably in completeness of coverage and in adequacy of benefits. The survey disclosed that all of the existing foreign systems had withstood the depression, although again with varying degrees of success, and that two additional countries had enacted unemployment-insurance laws.

It was found that the private unemployment-benefit plans—maintained in a rather limited number of companies and trade unions and provided for in certain joint-agreement plans—had suffered considerably during the depression. A number had been completely abandoned.

That part of this survey dealing with foreign countries was made possible by the courteous cooperation of the consular officers of the Department of State.

The cooperative movement

Due to the economic stress attendant upon the depression, there has been a renewed interest in consumers' cooperation. Accordingly, during the fiscal year 1933-34 the Bureau began the publication of a series of three bulletins intended for the use of groups wishing to organize cooperative associations.

A general survey of the cooperative movement was also made during the year. This survey included local wholesale distributive societies, housing associations, insurance societies, credit unions, and workers' productive associations—in short, all types of cooperative organizations except farmers' marketing associations. The results of this study are being published in current issues of the *Monthly Labor Review*.

Miscellaneous special studies

In addition to the reports made at more or less regular intervals, as noted above, the Bureau made a large number of special studies covering topics of current interest during the year. Most of these were published in full in the *Monthly Labor Review*. The following is a partial list of such studies:

- Building operations in cities of the United States having a population of 100,000 or over, first half of 1933.
- Labor in the shirt industry, 1933. (This was a cooperative undertaking of the Children's Bureau, the Women's Bureau, and the Bureau of Labor Statistics.)
- Work of State labor offices in behalf of wage claimants.
- Occupational changes since 1850.
- Significance of nonmechanical factors in labor productivity and displacement.
- Status of industrial safety codes and regulations in the various States.
- Productivity, hours, and compensation of railroad labor.
- Subsistence-homestead movement.
- Minimum-wage legislation in the United States.
- Extent and distribution of old-age dependency in the United States.
- The "white-collar workers."
- International labor conventions.
- Employment, hours, earnings, and production under N. R. A.
- New national labor law of Germany.

Labor and the Tennessee Valley experiment.
Occupational disease legislation in the United States.
Production by self-help organizations of unemployed.
Operation of the French social-insurance law.
Status of relief, etc., workers under workmen's compensation laws.
British health-insurance system.
Employment created during 1 year by public works.
Dismissal compensation in American industry.
Fluctuation of employment in Ohio in 1931 and 1932 and comparison with previous years.
Average wage and salary payments in Ohio, 1918 to 1932.
Summaries of N. R. A. codes.

Publications

Monthly Labor Review.—The Monthly Labor Review presents each month the results of the current studies of the Bureau and also brief digests of important developments in the field of labor both in the United States and in foreign countries.

Bulletins.—The results of the principal studies and surveys of the Bureau, in addition to being more or less briefly reported on in the Monthly Labor Review, are printed in full in bulletin form, as far as funds permit. Owing to the decrease in the printing appropriation for the year under review, comparatively few bulletins could be published.

Inquiries

One of the most important functions of the Bureau of Labor Statistics has always been the answering of inquiries on labor subjects from Members of Congress, governmental agencies, trade unions, employers, organizations of various kinds, and private citizens. It is felt that this is one of the most important phases of its work, and every effort is made to comply with all requests of this character.

During the year under review, this particular activity was greatly increased. In connection with the framing of codes, as also in their administration, the various parties concerned have asked and secured from the Bureau statistical compilations of all kinds, many of them being of a character that required special tabulations of an elaborate nature. Also, the intense public interest in labor and industrial problems has resulted in a steadily increasing flow of inquiries for information on existing labor conditions, and especially for information on such subjects as social insurance, arbitration and conciliation, unemployment, wages and hours of labor in this and in foreign countries, and industrial relations. These inquiries are mostly by letter, but there are also a very large number of requests made by telegraph, telephone, and personal visits. During the year the total of such inquiries approximated 50,000.

Conclusions

During the past fiscal year the energies of the Bureau have been primarily devoted to meeting the emergency demands that have arisen as the result of the recovery program of the Administration. These demands have taxed the time and energy of a large portion of the regular staff. In addition a considerable number of temporary employees have had to be taken on.

The pressure arising as a result of the many needs of Federal, State, and private agencies has delayed the reorganization of the Bureau. Reorganization is vitally necessary if the Bureau is to

function effectively, and if its work is to meet the scientific standards that should be attained by governmental statistical and economic agencies. A considerable improvement in the quality of the Bureau's work has resulted from the appointment of Dr. Sidney W. Wilcox as chief statistician. Dr. Wilcox is in charge of technical statistical problems. A new position of chief economist has also been created. This office will have charge of the economic analysis of the data collected by the Bureau.

The Division of Wages and Hours is to be reorganized with a view toward making regular surveys of wages, hours, and working conditions in specific industries. It is planned to develop in this division a group of experts fully informed on the economic problems of the important industries of the country. It is further planned to organize a division of industrial relations which will center its attention on problems of labor organization, union agreements, union wages, personnel administration, and labor disputes.

With the organization of these new divisions and the addition of several experts versed in the problems of labor, it is hoped that the Bureau will be in a position to make vital contributions both to the welfare of labor and the economic development of the country as a whole. To accomplish these ends will require a budget larger than that to which the Bureau has been accustomed. The clientele of the Bureau potentially covers not only the 40,000,000 wage and salary earners of the Nation but also employers of labor and agencies interested in the problems of employer-employee relationships. To ask that the Federal Government devote as much to servicing the needs of these groups as is made available to agriculture or commerce is certainly not beyond reason.

Respectfully submitted.

ISADOR LUBIN, *Commissioner.*

IMMIGRATION AND NATURALIZATION SERVICE

DANIEL W. MACCORMACK, *Commissioner*

To the SECRETARY OF LABOR:

The former Bureau of Immigration and the former Bureau of Naturalization were consolidated by the Executive order of June 10, 1933, to form the present Immigration and Naturalization Service.

Prior to the consolidation there were in the bureaus at Washington 13 division heads reporting direct to the Commissioner General of Immigration and 9 division heads reporting direct to the Commissioner of Naturalization, making a total of 22. The work has been redistributed to 6 branches, each under the direction of a responsible official. In the field there were 35 immigration and 23 naturalization districts, with a district director and usually an assistant district director in each. Under the consolidation the number of these districts has been reduced from 58 to 22, of which 20 are in the continental United States, 1 in Hawaii, and 1 in Puerto Rico.

Reduction of force

Coincident with the consolidation it was ordered that the annual budget of the combined services must be reduced by approximately \$1,500,000. This made necessary a radical reduction in force, and pains were taken to insure a fair selection of those to be retained and dismissed.

Men with 30 years of service and thus entitled to the maximum Government pension were first eliminated.

Eliminations from the clerical and other nontechnical staffs were made from among those listed as below average after a careful study of their records.

The 2,100 members of the technical staff composed of immigration inspectors, patrol inspectors, and naturalization examiners were examined by one of several boards composed of senior representatives of the Immigration and Naturalization Services, representatives of the United States Civil Service Commission, and representatives of the general public. The Civil Service Commission was asked to have its representatives assist in order that we might have the benefit of their experience as examiners and also to assure them that we were attempting to strengthen rather than break down the merit system. The representatives of the general public were nominated by the American Arbitration Association as an added assurance that neither influence, favoritism, nor prejudice was to be permitted to intervene in the decisions reached.

The boards were employed not only to sift out the deadwood but to bring to light the names of men of exceptional merit, who, because of their assignment to obscure and isolated stations, or for other reasons, had failed to obtain the promotions in rank and grade to which their qualifications entitled them. The results accomplished will be of value to the Department for years to come.

Instruction of personnel

The examinations conducted to select men for retention in the reduced force disclosed the fact that many officers of the Service, either because of long assignment to special duties or for other reasons, were not as familiar as they ought to be with the laws and regulations applicable to their work. For their better training a series of 20 printed lectures covering various phases of immigration and naturalization procedure was prepared by experts in the Department and distributed weekly during the spring of 1934. A new course of lectures is being prepared for distribution and study during the fiscal year 1935.

In the introductory lecture of the first series stress was laid on the necessity for uniform courtesy, first as an obligation to the public, but also as a method for promoting the smooth and rapid transaction of routine business.

The immigration law and its enforcement

During the decade preceding the World War, approximately one million immigrants per annum were admitted to the United States. The average for the 4 post-war years, 1921-24, was 586,150. The act of 1924 (quota law) reduced this figure to 293,768 (1925-30). A further reduction in immigration was effected, beginning in 1930, through strict interpretation of the "liable to become a public charge" clause in the Immigration Act of 1917. Under this policy immigration from both quota and nonquota countries has been reduced to an annual average of 46,313 (1931-34).

As a result, the problem of caring for the unemployed has not been aggravated by an influx of aliens to compete in the labor market with those born in this country or previously admitted. In fact, beginning with 1931 the number of aliens leaving the United States has in each year exceeded the number arriving. Over the 4-year period, 1931-34, the excess departures have aggregated 229,365. These figures include aliens of all classes, immigrants and nonimmigrants. The number of immigrants proper—aliens admitted for permanent residence—was less than the number of alien emigrants—those leaving the country with no intention to return—in 1932, 1933, and 1934. After flowing constantly in one direction for more than 300 years, the tide of migration has turned. Quantitatively and for the present, at least, we have no immigration problem.

The policy of immigration restriction is generally approved by the people of the United States. Neither native nor foreign-born citizens desire that the bars should be lowered. It is generally recognized that the United States can no longer absorb annually hundreds of thousands of immigrants without serious economic and social dislocations. Certainly the present restrictions cannot be relaxed while millions of workers are unemployed and maintained at public expense.

While the immigration laws are effective and generally approved, it has become increasingly apparent that in minor details they are unnecessarily harsh and that in individual cases, relatively few, they inflict hardships, perhaps neither foreseen nor intended, which are incompatible with American ideals and common humanity.

Objectionable methods of enforcement could be and have been corrected during the past year by administrative action. Where the law itself inflicts unnecessary hardships the only remedy lies in action by

Congress. Bills amending the law to permit a more humane and no less effective enforcement were introduced in the Seventy-third Congress and were favorably reported by the immigration committees of both the House and the Senate in the closing days of the session. They were not enacted, but it is hoped that similar measures will be approved by the Seventy-fourth Congress.

These measures, while humanizing the present law, do not conflict with the accepted policy of restriction of immigration.

Administrative reforms

To determine as accurately as possible what were the specific problems demanding attention and what was their indicated solution, it was considered that the public served should be consulted no less than the technicians of the Service. To obtain an outside point of view the Secretary appointed the Ellis Island committee. In its selection, every effort was made to find men and women of acknowledged eminence in the community who would approach the problem from the standpoint of national welfare and without racial, religious, or political bias. The committee was assisted by a group of consultants from the welfare organizations, experts in immigration and naturalization, who have made service to the alien their life work. Their report, submitted and published in March 1934 speaks for the impartiality and thoroughness with which they performed the task assigned them.

The report of the Ellis Island committee and the recommendations of the district directors, as weighed and considered by the Commissioner and his principal assistants, have been the basis of many of the administrative reforms effected during the past year and of the recommendations for legislation which have been submitted to Congress.

The plan followed has been to give separate and careful study to each rule, regulation, or customary method of procedure criticized as unwarranted in law or needlessly harsh. If the criticism was found just and a remedy seemed possible, it was applied. Many of the changes thus made were in themselves relatively unimportant, but, taken together, they have materially reduced the sum total of inconvenience, friction, and human suffering incident to the enforcement of the law. Some of these administrative reforms are noted in the following paragraphs.

Visitors' permits

Alien visitors to the United States are given a visa by the American consul abroad, which is usually valid for 1 year. However, it frequently happened on their arrival at a United States port that the immigration inspector who admitted them restricted this permit according to his own views as to how long they should be allowed to remain. Permits were often cut down to a few days or weeks, and rarely were they approved for more than 6 months. The alien was thus forced to apply to Washington for repeated extensions, which were granted ordinarily for periods of 3 months. Not only was he inconvenienced, but often he was exploited by sharpers who persuaded him that he needed legal advice or political or personal influence to secure the desired extensions. Upon investigation it was found that 95 percent of all visitors left the United States within 2 years. The ports were therefore authorized to grant an original permit for a period of 1 year and to extend it for a further period of 1 year. In

the event that still further extensions were requested, the applications were to be referred to the Central Office at Washington. Besides accommodating the alien visitor, this instruction has greatly reduced the volume of unnecessary paper work in the Department.

Visa petitions

Under the act of 1924 a citizen of the United States may petition for a nonquota or preference status for certain specified relatives. It was the former practice to refuse to accept such petitions unless the beneficiary was at the time outside the United States. This needlessly prolonged the period during which families were separated. The rule has been changed so that the petition may be acted upon while the beneficiary is in the United States. The beneficiary must still go abroad, secure a visa, and return, to be legally admitted for permanent residence. This is a useless and expensive formality but cannot be dispensed with under the law as it now stands. An amendment to permit readjustment of status in these cases without leaving the country has been submitted to Congress.

Foreign students

Special provision is made in the law for the admission for temporary residence of alien students attending American schools, colleges, and universities. In certain cases a bond is required to guarantee that they will maintain a student's status and that they will not become public charges. These bonds were formerly fixed at \$500. To many foreign students this is a formidable sum, and it is more than is required to protect the interests of the United States. If deportation should become necessary, the cost to the Government will rarely exceed \$150, and student bonds have accordingly been reduced to that figure.

In September 1932 an order was issued forbidding foreign students to work for hire. Subsequently the order was amended to allow alien students to work for board and room but not for money wages. After further consideration during the past year the question was adjusted on the following basis: Foreign students having ample means are prohibited from working for hire; those having some funds but not sufficient to meet their necessary expenses are permitted to work to make up the difference; those having no funds are permitted to work for the amount required to cover their necessary expenses.

Deportation problems

Much of the odium which has attached to the Service has been due to the policies and methods followed in connection with deportations and removals. Correction of these methods without impairing efficiency has been one of the most serious problems encountered. The following are a few of its aspects.

Arrests without warrant

It was the practice to arrest suspected aliens prior to the issue of a warrant and hold them for examination. Except in the case of aliens discovered in the act of entering the country illegally, no legal authority exists for this practice. After careful study it was ordered discontinued. The results have not been entirely satisfactory. Under the present law, warrants in immigration cases can be issued only by the Secretary of Labor. By the use of the telegraph they can be obtained from Washington in 2 or 3 hours, but the interval is suffi-

cient for the disappearance of many suspects, particularly on the Mexican border. It is estimated that during the past year 2,600 persons thus escaped who under the old system would have been held and deported. But the remedy lies not in a return to illegal or extra-legal methods of enforcement but in the amendment of the law.

A full statement of the facts and of the consequences of abandoning the illegal practice of arrest without warrant was submitted to the Congress, 1934, with the recommendation that the Secretary of Labor be authorized to designate persons holding supervisory positions in the Immigration and Naturalization Service to issue warrants for the arrest of aliens believed to be subject to deportation, and that any employee of the Immigration and Naturalization Service be empowered to detain for investigation any alien believed to have entered the United States without inspection, the alien so detained to be brought immediately before an immigration inspector and not to be held in custody for more than 24 hours unless prior to the expiration of that time a warrant for his arrest is issued. This legislation, had it been enacted, would have made possible the exclusion or deportation of aliens who enter the country illegally without resort to arbitrary methods. The bill failed of approval in the last Congress, but it will be reintroduced in the next with urgent recommendation for its enactment into law.

Frequently aliens subject to deportation are persons of good repute, well thought of in their communities, property owners, with families established here. In such cases the policy has been adopted of releasing these men and women in the custody of their relatives, their attorneys, or welfare agencies. There has been no cause to regret considerate treatment.

Jail detentions

It was found that aliens were being held in jail for months, often for a year or longer, while awaiting the completion of deportation proceedings. Frequently this was due to difficulty experienced in securing passports. In other cases, they were held pending a final decision of their cases. The entire list of persons detained was gone over, and in many instances it was found that they could be released in the custody of their friends or given the privilege of bail. Approximately 500, nearly half of those in detention, were thus released. None evaded eventual deportation, and the Government was relieved of the expense of their maintenance, amounting roughly to \$400 a day or \$150,000 a year.

Voluntary departures

It frequently occurs that aliens subject themselves to deportation on purely technical grounds, as, for instance, the alien who enters on a visitor's permit and overstays the period for which it is granted. In cases where there are no aggravating circumstances, the alien is permitted to depart voluntarily and at his own expense. Such permission is also granted to an alien who, if deported to his own country, would be in danger of political persecution. Provided he leaves the United States, he is allowed to embark for any country willing to receive him. The privilege of voluntary departure has always been accorded in exceptional cases, and the present instructions extend it to all cases in which it seems justified.

Repatriation of the families of deportees.

The law makes no provision for the repatriation of the wife or the children of a deportee. These dependents, if unable to pay their own traveling expenses, not only have been separated from husband and father but have been left destitute. This matter was taken up with the Federal Emergency Relief Administrator, and in cooperation with him a plan has been worked out whereby his organization takes care of the repatriation of the family when the breadwinner is deported.

Warrant procedure

A principal objection to the former practice in deportation cases was that frequently a single inspector worked up the case, conducted the preliminary hearing, conducted the final hearing, and prepared the report and recommendation for the action of the Department. While the case was subsequently examined by a board of review, the review was on the basis of a written record prepared by one man. Instructions have now been issued directing that the preliminary and final hearings shall not be conducted by the same man. It has also been impressed on inspectors that their function is judicial and that they should be careful to prepare a full and fair record. Finally, district directors have been encouraged to submit their own views as to the disposition of each case, with particular attention to any special aspects which may deserve attention.

Proposed amendment of the deportation laws

Restrictive immigration laws cannot be enforced without hardship. Aliens who enter the country illegally are subject to deportation, and the United States has always reserved the right to deport those legally admitted who are subsequently found to be in violation of the immigration laws. Much incidental hardship to individuals is unavoidable. But the present laws governing deportation are rigid in the extreme. Excepting only in criminal cases they are uniformly mandatory. In cases involving persons of good character no mitigating circumstances are recognized. No discretion is allowed. This results in some situations where it can hardly be maintained that the effects of the law are either reasonable or just or that the suffering inflicted on individuals is compensated by any public advantage.

To provide a remedy, it has been urgently recommended to Congress that the law be amended to authorize the Secretary of Labor to allow an alien found subject to deportation to remain in the United States, if he is of good moral character, has not been convicted of a crime involving moral turpitude, and has not engaged in subversive political agitation or conduct, provided that he (1) has lived continuously in the United States for a period of not less than 10 years, or (2) has living in the United States a near relative who has been lawfully admitted for permanent residence, or is a citizen of the United States. Aliens so permitted to remain shall be charged against the annual quotas of their respective countries.

Pending definite action by Congress, and in view of a unanimous resolution by the House Committee on Immigration and Naturalization, the execution of deportation warrants has been stayed in cases involving the separation of families and other peculiar hardships. There were 1,662 such cases pending on June 30, 1934. In all of them deportation must eventually be consummated unless Congress grants relief.

While the law now requires the deportation of many relatively harmless and deserving people, it permits certain classes of alien criminals to remain in the country unmolested. An alien may be deported if within 5 years after his admission he is convicted of a crime involving moral turpitude and sentenced to imprisonment for 1 year or longer, or if at any time after his admission he is twice convicted of a crime involving moral turpitude and twice sentenced to imprisonment for 1 year or longer. Many alien criminals with long police records and repeated convictions chalked up against them still contrive to avoid sentences which would expose them to deportation. They are of the class from which gangsters and racketeers are recruited. A check of the records of arrest in New York and Chicago over a period of 15 days disclosed 235 aliens who might properly be classified as habitual criminals and yet were not deportable under the present law. If so many could be found in only two cities and listed in the records for so brief a period, it is clear that the number in the whole country must run into the thousands.

To reach this class of undesirables, it has been recommended to Congress that deportation be authorized for aliens convicted of two or more crimes involving moral turpitude on two or more separate occasions, even if the crimes were not punished by sentences of imprisonment, provided the Secretary of Labor finds that deportation of the alien is in the public interest.

It has also been recommended that judges be not enabled as at present to suspend the deportation of criminals by a simple recommendation to the Secretary of Labor, but that such recommendation must be approved by the Secretary. On the other hand it has been urged that the judges be given, instead of 1 month after conviction, 6 months in which to make their recommendations. This will permit them to have a social survey made by their probation officers or qualified welfare agencies in order that they may make their recommendations with full knowledge of the circumstances in each case.

Finally it has been recommended to Congress that violators of State narcotic laws be declared deportable. Violators of the Federal narcotic laws are already subject to deportation.

Naturalization surveys

When naturalization activities were brought under the supervision of the Immigration and Naturalization Service through the consolidation effective August 10, 1933, there was an absence of definite and accurate data available concerning the naturalization practices in vogue.

Subsequent to the consolidation, the Commissioner directed that a series of careful and comprehensive surveys be made by the Central Office. It was desired to determine more fully through them the manner in which naturalization work was being conducted. The surveys disclosed the following conditions:

1. A great lack of uniformity existed in the attitudes and practices of the judges of the more than 2,000 Federal and State courts authorized to exercise naturalization jurisdiction, and a like lack of uniformity on the part of the naturalization examiners who had few standards fixed for their guidance.
2. Naturalization examiners in some districts were recommending that petitions for naturalization be denied for highly technical and sometimes trivial reasons. The opposite procedure prevailed in others.
3. Thousands of petitions for citizenship were being dismissed solely because the applicants had failed to appear for final hearing without regard to the merits of the petitions or the circumstances of the failure.

4. Character investigations of applicants for naturalization were inadequate.
5. Information had not been made available during the previous 27 years of the administration of the naturalization laws to show the actual questions being propounded to applicants for naturalization by the naturalization examiners in determining their educational qualifications, although the Constitution requires a "uniform" rule of naturalization. Lack of uniformity was the rule in these educational tests.
6. A large proportion of the questions which were being asked concerning the applicants' educational fitness were factual rather than reasoning ones.
7. Mere memory tests were being prescribed generally in lieu of examinations designed to test attitudes and understanding about government.
8. Advantage was not being taken of the benefits to both the Government and the alien growing out of effective cooperation by recognized welfare and social service agencies, with a view to eliminating the exploitation of aliens.
9. No plan had been devised for instructing systematically and continually the entire personnel of the Service as to the immigration and naturalization laws and regulations, and as to the duties of the members of the Service in their administration.

On the basis of these disclosures, the remedial measures hereinafter described were taken in order to obtain a more efficient and helpful administration of the laws under consideration.

Objections to petitions for naturalization on technical or trivial grounds

It had been customary for the examiners to submit but two lists of naturalization cases to the courts, in the first of which they recommended the admission of applicants and in the second the denial of other applicants. The cases in which recommendations for denial were made included not only those of applicants who were clearly unworthy or who had failed to meet some jurisdictional requirements of the law, but also cases in which there were minor difficulties, errors, or inconsistencies, many of which were unintentionally made which could in no way adversely affect the Government and which are best described by the term "technicalities." Many objections were exceedingly trivial.

This last group included a large proportion of applicants who, while not themselves deemed unworthy, were objected to apparently on the theory that facts which should be brought to the attention of the court could be considered only on the basis of formal objections. However, inasmuch as the naturalization courts customarily accepted the recommendations of the examiners in almost all of the cases submitted (the acceptances in the Federal courts which have designated examiners to take testimony and make recommendations averaging 98.9 percent), the practice of objecting to applicants upon slight and frequently inadequate grounds usually resulted in the denial of the petitions for naturalization. Such action proceeded without regard to the eligibility of the applicant himself.

After careful study the naturalization examiners were directed to make no formal adverse recommendations in cases involving technicalities only, the examiner's duty being regarded as fulfilled when he had brought all the facts in the case to the attention of the court.

This action has resulted in the elimination of much so-called "red tape", the saving of time and work, and an assurance to applicants for citizenship of a fair consideration of their cases. On the other hand, the Service has acted vigorously in urging the denial of citizenship to persons of bad character or who are otherwise unfit for naturalization.

Dismissal of petitions for naturalization solely for failure to prosecute

It had been the practice to dismiss thousands of petitions for naturalization annually solely because of failure of the petitioner to appear in court for a final hearing. This failure to appear was frequently due to causes beyond the applicant's control, such as illness, temporary absence from the jurisdiction of the court while seeking employment, or failure to receive notice of the hearing.

Much embarrassment, expense, and delay were frequently caused innocent applicants whose declarations had expired and who were required to make new declarations of intention and wait 2 years before repeting.

To protect applicants against harsh and unfair action examiners have been directed not to recommend the dismissal of petitions for want of prosecution (1) until notice has been given the petitioner in writing of the hearing date; (2) a second notice has been sent to him, to his witnesses, and, when practicable, to a recognized welfare or similar organization; and (3) a final notice has been transmitted to the applicant by registered mail; (4) until a period of at least a year has elapsed since the first notice; and (5) until at least two hearing dates have elapsed at which the applicant has had the opportunity to appear. Petitions are not to be recommended for dismissal merely to clear the court docket, but, whenever possible, are to be heard on their merits.

Lack of uniform educational and character tests for naturalization

In no phase of the naturalization work were greater variances found to exist than in the tests which were being given by the naturalization examiners to determine the educational and other qualifications of applicants for naturalization, including their attachment to the principles of the Constitution. Character investigations other than in exceptional cases were admittedly inadequate.

A survey made in this field covered the actual questions being propounded in their educational tests by 54 of the senior naturalization examiners throughout the United States. The utter lack of uniformity is strikingly illustrated by the fact that of 848 questions asked applicants, not one was asked by all 54 of the examiners.

One particular question was asked by 34 examiners of the 54, 2 questions were asked by 24 of the examiners, 10 questions were asked by only 4 of the 54 examiners, and 118 questions were asked by only 2 of the 54 examiners. A total of 566 questions (67 percent) was asked by but 1 examiner, none of the examiners agreeing upon them.

Even more important is the fact that but 168 (or 20 percent) of the total of 848 questions required reasoning, the balance or 680 questions (80 percent) being factual only. In other words, 4 out of every 5 applicants were being tested on the basis of memorization of facts concerning the framework of government, rather than upon their real knowledge of and attitude toward the principles of government. Such irrelevant questions as, "How high is the Bunker Hill Monument?" and "How many stars are there on a quarter?" had actually been propounded by naturalization examiners.

The naturalization examiners were directed to change their positions in their examinations from stress upon memory tests of facts to emphasis upon knowledge, understanding, and acceptance of the principles of government. Good moral character and the petitioner's attitude toward his home, family, neighbors, community, and agencies

of government are now being given much greater weight than mere technical knowledge of detailed facts concerning government, although the value of such information is not minimized.

Conferences on questions related to naturalization

The Service availed itself during the year of a joint conference which it arranged between well-known educators and social-service leaders, and the technical staff of the Service stationed at Washington and in the field. The primary object sought by the Service was a greater approximation of the constitutional requirement of a uniform rule of naturalization. This meeting, held at the Central Office, devoted a number of days to intensive work, especially upon the subject of educational standards for naturalization and greater efficiency in immigration and naturalization work. It proved exceedingly valuable.

A number of important conferences were held in Washington and elsewhere by the Commissioner and other members of his immediate staff with social-service and welfare organizations and workers. Among the objects in view was the development of more effective methods by which extortion and other exploitation of aliens might be wiped out as far as practicable, and the Government's work facilitated.

As a result of the most harmonious cooperation, steps have been taken through administrative action to eliminate unnecessary delays in the naturalization procedure, to simplify the naturalization forms, and to safeguard the foreign born against naturalization "runners", "chiselers", and "fixers."

Naturalization legislation

On April 19, 1934, there was enacted a statute substantially reducing naturalization fees. The fees for a certificate of arrival and for a declaration of intention were reduced from \$5 to \$2.50; the fees for a petition for citizenship and for a certificate of derivative citizenship from \$10 to \$5; and a change from \$10 to \$5 was also made in the fee for issuance of a special certificate of citizenship for use by a naturalized citizen in obtaining recognition as a citizen of the United States in the country of his former allegiance, and for a certificate for use by one who after naturalization has had his or her name changed by order of court or by marriage. The fee for issuance of a new certificate of citizenship to replace one which has been lost, mutilated, or destroyed was changed from \$10 to \$1, and a veteran of the World War, as defined by the naturalization statutes, is exempted from payment of any fee in obtaining a new certificate of citizenship.

The President approved an act on May 24, 1934, which had been sponsored by certain women's organizations. It was a step toward removing the differences which theretofore existed between men and women in their capacity to transmit citizenship to their children.

Section 1 was directed toward the amendment of section 1993 of the Revised Statutes. That section, in force from 1855, declared to be a citizen a child born out of the limits and jurisdiction of the United States whose father was a citizen at the time of the child's birth. As now amended, the law provides that a child born after the date of the 1934 act, out of the limits and jurisdiction of the United States, whose father or mother is a citizen at the time of the birth of such child, shall be a citizen of the United States, provided certain requirements as to residence are complied with.

Section 2 of the act amends a provision enacted on March 2, 1907. The 1907 provision was to the effect that a child born without the United States of alien parents should be deemed a citizen on the parent being naturalized during the minority of the child and the child taking up residence in the United States during minority. Such provision has been held to be applicable only where the father becomes naturalized in a case where both parents are living and the marital status continues throughout the minority of the child. As now amended, the provision is applicable where either parent becomes naturalized. It contains, however, the restriction that the citizenship of the child shall begin 5 years after the minor child begins to reside permanently in the United States. This latter provision has been administratively construed to require that such residence shall begin 5 years before the child attains majority.

Section 3 provides that upon a citizen marrying an alien the citizen spouse may renounce citizenship in the United States before a court having naturalization jurisdiction; but such renunciation shall not be made during war, and if war be declared within 1 year after renunciation the renunciation shall be void.

Section 4 amends the law relating to the naturalization of married women. The former provision was to the effect that the alien wife of a citizen might petition for naturalization without a declaration of intention and without more than 1 year's residence in the United States. The amended provision is to the effect that an alien who marries a citizen, or an alien whose husband or wife is naturalized after the date of the act, may petition for citizenship without a declaration of intention and without proof of more than 3 years' residence in the United States. It thus places the alien husband of a citizen wife in the same advantageous position respecting naturalization as the alien wife of a citizen husband.

Section 5 repeals certain portions of the naturalization law previously in effect.

The law governing the citizenship of natives and inhabitants of Puerto Rico was amended on June 27, 1934, to declare that all persons born in Puerto Rico on or after April 11, 1899, that date being the date of the treaty of peace between the United States and Spain, are citizens of the United States. There are excepted therefrom persons who are citizens or subjects of any foreign power and persons who under applicable laws or treaties renounce or lose citizenship in the United States. The enactment contains provision that a woman, a native of Puerto Rico, and permanently residing therein, who, prior to March 2, 1917, the date when Puerto Ricans were declared to be citizens of the United States, lost American nationality by marriage to an alien, should have the same liberal exemptions extended to her under the naturalization laws as are extended to an American woman who lost United States citizenship through marriage to an alien.

Immigration

Volume—Chief sources—Admissions—Distribution—Emigration

The total number of aliens admitted to the United States in 1934 was 163,904. Of these, only 29,470 were immigrants admitted for permanent residence. Of the 134,434 classified statistically as nonimmigrants, 13,068 were temporary visitors for business, 36,765 temporary visitors for pleasure, 23,687 travelers in transit, and 54,928 alien residents of the United States returning from trips abroad.

The number of immigrants in 1934 was greater than in 1933, when only 23,068 were admitted, but less than in any prior year since 1831. For comparison with the more recent past it may be stated that during the decade from 1901 to 1910 the average number of alien immigrants admitted each year was 879,539; from 1911 to 1920; including the period of the World War, the annual average was 573,581; and from 1921 to 1930, important restrictive legislation having been enacted in 1921 and 1924, it fell to 410,721. The average for the past 4 years, 1931-34 was 46,313. The great reduction since 1930 has been due primarily to restrictions on the issue of consular visas and the depressed economic condition of this country.

Immigrants charged to the quotas of their respective countries of origin numbered 12,483, as compared with 8,220 in 1933, and a maximum admissible under all quotas of 153,774.

Annual quotas according to nationality allotted under the national-origins plan of the Immigration Act of 1924, as amended, and aliens admitted as quota immigrants during year ended June 30, 1929 to 1934, by country or region of birth

| Nationality, or country or region of birth | Annual quota ¹ | Quota immigrants admitted in— | | | | | |
|--|---------------------------|-------------------------------|---------|--------|--------|-------|--------|
| | | 1929 | 1930 | 1931 | 1932 | 1933 | 1934 |
| All countries..... | 153,774 | 146,918 | 141,497 | 54,118 | 12,983 | 8,220 | 12,483 |
| Europe..... | 150,501 | 144,167 | 137,016 | 51,153 | 12,022 | 7,634 | 11,719 |
| Albania..... | 100 | 85 | 110 | 81 | 102 | 75 | 57 |
| Andorra..... | 100 | 3 | 1 | | 1 | | |
| Austria..... | 1,413 | 832 | 1,417 | 524 | 187 | 121 | 229 |
| Belgium..... | 1,304 | 517 | 1,118 | 524 | 117 | 59 | 104 |
| Bulgaria..... | 100 | 108 | 95 | 52 | 11 | 11 | 17 |
| Czechoslovakia..... | 2,874 | 2,990 | 2,898 | 1,448 | 304 | 171 | 389 |
| Danzig, Free City of..... | 100 | 214 | 112 | 52 | 6 | 10 | 8 |
| Denmark..... | 1,181 | 2,703 | 1,144 | 516 | 209 | 123 | 101 |
| Estonia..... | 116 | 129 | 112 | 71 | 15 | 17 | 36 |
| Finland..... | 569 | 477 | 559 | 300 | 69 | 72 | 114 |
| France..... | 3,086 | 3,532 | 2,812 | 1,226 | 288 | 257 | 308 |
| Germany..... | 25,957 | 48,468 | 27,119 | 10,100 | 2,086 | 1,324 | 3,515 |
| Great Britain and Northern Ireland: | | | | | | | |
| England..... | | 11,010 | 18,480 | 5,972 | 1,213 | 772 | 933 |
| Northern Ireland..... | | 3,254 | 7,860 | 1,586 | 104 | 89 | 137 |
| Scotland..... | 65,721 | 14,581 | 21,917 | 4,875 | 723 | 266 | 443 |
| Wales..... | | 1,597 | 2,018 | 501 | 59 | 44 | 53 |
| Greece..... | 307 | 166 | 362 | 308 | 141 | 108 | 200 |
| Hungary..... | 869 | 527 | 864 | 624 | 329 | 137 | 209 |
| Iceland..... | 100 | 52 | 41 | 22 | 5 | 2 | 2 |
| Irish Free State..... | 17,853 | 19,341 | 19,692 | 6,780 | 452 | 232 | 322 |
| Italy..... | 5,802 | 3,845 | 5,610 | 4,245 | 2,012 | 1,109 | 1,362 |
| Latvia..... | 236 | 174 | 202 | 138 | 43 | 29 | 48 |
| Liechtenstein..... | 100 | 35 | 9 | 7 | 1 | 1 | |
| Lithuania..... | 386 | 368 | 398 | 305 | 181 | 96 | 124 |
| Luxemburg..... | 100 | 101 | 96 | 41 | 7 | 4 | 2 |
| Monaco..... | 100 | 2 | 4 | 5 | | | |
| Netherlands..... | 3,153 | 1,552 | 2,788 | 1,142 | 185 | 128 | 136 |
| Norway..... | 2,377 | 6,061 | 2,546 | 1,156 | 260 | 141 | 155 |
| Poland..... | 6,524 | 5,651 | 6,456 | 2,841 | 917 | 901 | 1,138 |
| Portugal..... | 440 | 529 | 433 | 433 | 201 | 69 | 166 |
| Rumania..... | 377 | 1,840 | 870 | 497 | 318 | 236 | 199 |
| Russia..... | 2,712 | 1,844 | 2,231 | 1,537 | 528 | 309 | 407 |
| San Marino..... | 100 | 59 | 45 | 15 | | | |
| Spain..... | 252 | 170 | 352 | 263 | 101 | 164 | 228 |
| Sweden..... | 3,314 | 9,176 | 3,204 | 1,247 | 290 | 105 | 153 |
| Switzerland..... | 1,707 | 2,020 | 1,605 | 797 | 132 | 122 | 133 |
| Turkey..... | 226 | 67 | 65 | 20 | 33 | 34 | 39 |
| Yugoslavia..... | 845 | 698 | 782 | 523 | 252 | 105 | 110 |
| Other Europe..... | (²) | 359 | 809 | 379 | 50 | 28 | 142 |
| Asia..... | * 1,423 | 1,186 | 2,150 | 1,344 | 530 | 392 | 433 |
| Other quota regions..... | * 1,850 | 685 | 614 | 477 | 281 | 127 | 172 |
| American colonies of European countries..... | (²) | 830 | 1,717 | 1,144 | 150 | 67 | 159 |

¹ Present annual quota.

² Annual quota for colonies, dependencies, or protectorates in other Europe, Asia, Africa, Pacific Islands, and America, included with the allotment for the European country to which they belong.

As segregated by races the 29,470 immigrants admitted included 4,703 Italians, 4,134 Hebrews, 3,760 Germans, 3,494 English, 1,791 French, 1,549 Irish, 1,505 Scotch, 1,454 Mexicans: No other race contributed as many as 1,000 immigrants. Nearest to this figure were the Scandinavians, with 770. Of the Hebrews admitted 1,786 came from Germany and 672 from Poland. Canada contributed 2,327 English, 1,360 French, 1,077 Scotch, and 987 Irish.

In view of recurrent agitation for the restriction of immigration from Mexico, attention is invited to the small number of Mexicans legally admitted to the United States.

As usual, the majority of immigrants were destined to the industrial centers of the East and Middle West. More than one-third of them, 10,921, proposed to settle in New York, 1,779 in Massachusetts, 1,444 in Pennsylvania, and 1,507 in New Jersey. Michigan took 2,298, and Illinois 1,584. California attracted 2,388 and Texas 1,116.

Two-thirds of all the aliens admitted to the United States in 1934 entered through the port of New York. The number handled there was 110,619. Next in importance as ports of entry were Boston with 4,772, Miami 4,664, San Francisco 4,653, and Key West 3,409. All Atlantic ports admitted 124,390, Gulf ports 2,415, Pacific ports 9,511, and land border stations 23,145. In addition, 4,443 aliens were admitted to Hawaii, Puerto Rico, and Alaska.

Male immigrants numbered 12,101 and female 17,369.

As classified by age groups, 5,389 were under 16 years, 4,008 from 16 to 21, 7,459 from 22 to 29, 5,111 from 30 to 37, 2,409 from 38 to 44, and 5,094 were 45 years and over.

By occupations 2,128 were listed as belonging to the professional and 1,275 to the commercial group. Skilled artisans numbered 3,180, laborers 1,346, servants 805, miscellaneous 1,607. There were 19,129, in large part women and children, who declared that they had no occupation.

As in 1932 and 1933 the number of alien emigrants leaving the United States with no intention to return exceeded the number of immigrants admitted. The number of such emigrants in 1934 was 39,771. Included among them were 6,384 Mexicans, 4,841 English, 4,227 Germans, 3,314 Italians, 2,293 Chinese, 2,268 Scotch, 1,963 Irish, 1,838 Scandinavians, 1,290 Spanish, 1,182 Spanish Americans, 1,179 French, and 1,060 Cubans. Of the Hebrews, the second largest racial group among the immigrants admitted, only 319 emigrated.

During the 3 years from 1932 to 1934 the total number of emigrants exceeded the total number of immigrants by 135,033.

Intended future residence of aliens admitted and last residence of aliens departed, year ended June 30, 1934, by States and Territories

| State or Territory | Aliens admitted | | | Aliens departed | | |
|----------------------------|-----------------|--------------|---------|-----------------|-------------|---------|
| | Immigrant | Nonimmigrant | Total | Emigrant | Nonemigrant | Total |
| Total..... | 29,470 | 134,434 | 163,904 | 39,771 | 137,401 | 177,172 |
| Alabama..... | 37 | 43 | 80 | 26 | 139 | 165 |
| Alaska..... | 16 | 14 | 30 | 15 | 26 | 41 |
| Arizona..... | 160 | 48 | 208 | 309 | 43 | 352 |
| Arkansas..... | 10 | 23 | 33 | 12 | 20 | 32 |
| California..... | 2,388 | 3,078 | 6,366 | 5,387 | 5,371 | 10,758 |
| Colorado..... | 95 | 98 | 193 | 117 | 97 | 214 |
| Connecticut..... | 654 | 1,474 | 2,128 | 502 | 1,220 | 1,722 |
| Delaware..... | 34 | 58 | 92 | 15 | 56 | 71 |
| District of Columbia..... | 156 | 742 | 898 | 274 | 377 | 651 |
| Florida..... | 273 | 925 | 1,198 | 572 | 871 | 1,443 |
| Georgia..... | 89 | 84 | 153 | 28 | 59 | 87 |
| Hawaii..... | 65 | 1,568 | 1,633 | 197 | 2,455 | 2,652 |
| Idaho..... | 49 | 16 | 65 | 63 | 58 | 121 |
| Illinois..... | 1,584 | 2,401 | 3,985 | 1,906 | 3,178 | 5,084 |
| Indiana..... | 191 | 216 | 407 | 168 | 182 | 350 |
| Iowa..... | 102 | 145 | 247 | 105 | 145 | 250 |
| Kansas..... | 40 | 47 | 87 | 138 | 47 | 185 |
| Kentucky..... | 58 | 64 | 122 | 29 | 56 | 85 |
| Louisiana..... | 128 | 216 | 344 | 196 | 114 | 310 |
| Louisiana..... | 400 | 80 | 480 | 36 | 94 | 130 |
| Maine..... | 187 | 326 | 513 | 172 | 297 | 469 |
| Maryland..... | 1,779 | 3,100 | 4,879 | 1,455 | 3,108 | 4,563 |
| Massachusetts..... | 2,298 | 1,588 | 3,886 | 2,055 | 1,358 | 3,413 |
| Michigan..... | 422 | 260 | 682 | 179 | 319 | 498 |
| Minnesota..... | 20 | 35 | 55 | 35 | 31 | 66 |
| Mississippi..... | 196 | 242 | 438 | 257 | 251 | 508 |
| Missouri..... | 89 | 50 | 139 | 108 | 76 | 184 |
| Montana..... | 45 | 53 | 98 | 96 | 161 | 257 |
| Nebraska..... | 40 | 24 | 64 | 21 | 15 | 36 |
| Nevada..... | 178 | 78 | 256 | 22 | 56 | 78 |
| New Hampshire..... | 1,507 | 4,458 | 5,965 | 1,677 | 3,576 | 5,253 |
| New Jersey..... | 44 | 24 | 68 | 145 | 32 | 177 |
| New Mexico..... | 10,921 | 27,535 | 38,456 | 16,439 | 20,355 | 45,794 |
| New York..... | 56 | 71 | 127 | 29 | 50 | 79 |
| North Carolina..... | 63 | 24 | 87 | 41 | 35 | 76 |
| North Dakota..... | 792 | 1,064 | 1,856 | 844 | 1,016 | 1,860 |
| Ohio..... | 49 | 23 | 72 | 53 | 20 | 73 |
| Oklahoma..... | 157 | 183 | 340 | 190 | 217 | 407 |
| Oregon..... | 1,444 | 2,913 | 4,357 | 1,626 | 2,823 | 4,449 |
| Pennsylvania..... | 3 | 3 | 6 | 6 | 6 | 6 |
| Philippine Islands..... | 138 | 453 | 591 | 87 | 452 | 539 |
| Puerto Rico..... | 233 | 390 | 623 | 154 | 387 | 541 |
| Rhode Island..... | 23 | 14 | 37 | 12 | 25 | 37 |
| South Carolina..... | 23 | 15 | 38 | 28 | 24 | 52 |
| South Dakota..... | 39 | 55 | 94 | 30 | 49 | 79 |
| Tennessee..... | 1,116 | 649 | 1,765 | 2,795 | 550 | 3,345 |
| Texas..... | 52 | 61 | 113 | 53 | 114 | 167 |
| Utah..... | 163 | 47 | 210 | 32 | 45 | 77 |
| Vermont..... | 83 | 136 | 219 | 51 | 139 | 190 |
| Virginia..... | 3 | 13 | 16 | 1 | 1 | 2 |
| Virgin Islands..... | 626 | 728 | 1,354 | 668 | 771 | 1,439 |
| Washington..... | 98 | 81 | 179 | 60 | 89 | 149 |
| West Virginia..... | 259 | 379 | 638 | 211 | 415 | 626 |
| Wisconsin..... | 18 | 29 | 47 | 50 | 41 | 91 |
| Wyoming..... | | | | | | |
| Outside United States..... | | 77,090 | 77,090 | | 76,889 | 76,889 |

Along the Canadian and Mexican borders there are thousands of crossings and recrossings daily which are not manifested or statistically recorded. All persons crossing these land borders are subject to examination, and aliens entering from Canada or Mexico for residence in the United States, either permanent or temporary, are handled in the same manner as those entering through seaports, but it is a physical impossibility to detain for extended questioning the thousands who cross the borders daily for business or pleasure, remaining for a few hours only or a few days. Habitual border crossers, including those who live on one side and work on the other, may

obtain identification cards which enable them to pass without the risk of detention. Others are subject to cursory inspection and are held for questioning if there seems to be reason for such action. Since as many as 40,000,000 people cross the borders in the course of a year, the amount of routine work involved is enormous. Miscellaneous transactions at land border stations are summarized in the table below.

Miscellaneous transactions at land border stations

| | |
|---|-----------------------|
| Number of aliens handled coming temporarily: ¹ | |
| Cases pending at beginning of fiscal year 1934 | 239 |
| New cases during the year | ² 283, 136 |
| Admitted on primary inspection | 269, 475 |
| Admitted by board of special inquiry | 7, 397 |
| Rejected by board of special inquiry without appeal to Department .. | 5, 147 |
| Rejected by board of special inquiry but appealed to Department: | |
| Appeals sustained (aliens admitted) | 509 |
| Appeals denied (aliens debarred) | 603 |
| Cases pending close of year: | |
| Before board of special inquiry | 96 |
| On appeal to Department | 148 |
| Applicants refused examination on account of inability or unwillingness to meet head-tax requirements | 10, 067 |
| Applicants referred to board of special inquiry from border stations and who failed to proceed with their applications | 2, 766 |
| Applicants inspected at railway stations and wharves at interior points in foreign contiguous territory who failed to appear before boards of special inquiry for further examination as directed | 365 |
| Aliens debarred or deported who reapplied for admission within 1 year without first securing permission so to do and were refused examination | 2, 322 |
| Aliens referred to United States consul for visa | 10, 589 |
| Illiterate aliens, border residents, granted special crossing privilege under Department dispensation | 230 |
| Aliens to whom visitor's head-tax certificates were issued: | |
| Cases pending beginning of fiscal year 1934 | 3, 372 |
| New cases during the year | 17, 317 |
| Failed to depart within time limit, head tax retained | 756 |
| Returned to foreign contiguous territory, head tax refunded | 14, 280 |
| Cases pending at end of fiscal year 1934 | 5, 653 |
| United States citizens returning to the United States to resume residence therein: | |
| Former residents of Canada | 5, 976 |
| Former residents of Mexico | 564 |

Number of persons entering the United States (each entry of the same person considered a separate transaction)

| Inward movement ¹ | Aliens | United States citizens | Total |
|-------------------------------|--------------|------------------------|--------------|
| Via the Canadian border | 9, 105, 383 | 10, 503, 385 | 19, 608, 768 |
| Via the Mexican border | 12, 522, 328 | 8, 618, 536 | 21, 140, 864 |
| Total | 21, 627, 711 | 19, 121, 921 | 40, 749, 632 |

¹ Including nonstatistical aliens arriving at the seaports from Canada.

² Estimated.

Persons in possession of immigrant-identification cards or border-crossing cards habitually or periodically crossing the Canadian and Mexican land borders

| Country of residence | Aliens | | | United States citizens | | | All crossers | | |
|---------------------------------|---------------|---------|---------|------------------------|---------|--------|---------------|---------|---------|
| | Inter-mittent | Ac-tive | Total | Inter-mittent | Ac-tive | Total | Inter-mittent | Ac-tive | Total |
| Residents of the United States: | | | | | | | | | |
| Crossing Canadian border..... | 6,089 | 175 | 6,264 | 3,508 | 246 | 3,754 | 9,597 | 421 | 10,018 |
| Crossing Mexican border..... | 21,806 | 12,047 | 33,853 | 13,630 | 6,514 | 20,144 | 35,436 | 18,561 | 53,997 |
| Residents of Canada..... | 2,320 | 2,642 | 4,962 | 515 | 930 | 1,445 | 2,835 | 3,572 | 6,407 |
| Residents of Mexico..... | 48,497 | 28,598 | 77,095 | 77,095 | 1,643 | 2,618 | 49,472 | 30,241 | 79,713 |
| Total..... | 78,712 | 43,462 | 122,174 | 18,628 | 9,333 | 27,961 | 97,340 | 52,705 | 150,135 |

NOTE.—Intermittent crossers are those who cross the border not more than 3 times a week on an average; the active crossers are those who cross the border daily, or at least 4 times a week on an average.

Exclusions

Admission was denied to 5,384 aliens who sought to enter the United States. Of these, 4,236 were rejected by boards of special inquiry without appeal to the Department, and 1,148 were rejected on appeal. Nearly 90 percent of these cases, or 4,797, were reported from land border stations, and only 587 from seaports. Immigrants arriving by sea must show the documents required for entry before they sail, and in many cases they have been examined before sailing by immigration inspectors and by surgeons of the United States Public Health Service attached to American consulates abroad. They are rarely found ineligible for admission after their arrival at United States ports. Stowaways rather than passengers account for most of the rejections at the seaports.

The principal cause for exclusion was lack of the required consular visa, all but 61 being without proper visa. Of the total rejected, 1,584 were found liable to become public charges, 74 were unable to read, although more than 16 years of age. Also included in the total were 339 stowaways, 130 criminals, and 72 persons afflicted with loathsome or dangerous contagious disease.

Applicants for admission (statistical aliens)

| | |
|--|---------|
| Aliens whose cases were pending beginning of fiscal year 1934 | 353 |
| New applicants during the year..... | 169,370 |
| Cases finally disposed of (aliens coming for permanent or temporary residence or to resume unrelinquished domicile): | |
| Admitted on primary inspection..... | 159,328 |
| Admitted after temporary detention (without board of special inquiry hearing)..... | 613 |
| Admitted by board of special inquiry..... | 3,432 |
| Admitted on court order..... | 6 |
| Rejected by board of special inquiry without appeal to Department.. | 4,236 |
| Rejected by board of special inquiry but appealed to Department: | |
| Appeal sustained (alien admitted)..... | 525 |
| Appeal denied (alien debarred)..... | 1,148 |
| Died (after arrival and before final action taken)..... | 13 |
| Escaped: | |
| From custody of immigration officers..... | 3 |
| From custody of others..... | 6 |
| Aliens whose cases were pending at close of fiscal year 1934: | |
| Before board of special inquiry..... | 154 |
| On appeal to Department..... | 222 |
| On appeal to court..... | 10 |
| In hospital for treatment..... | 6 |
| Awaiting primary inspection, and others..... | 21 |

SUMMARY

| | | |
|--|----------|----------|
| Cases pending beginning of fiscal year 1934..... | | 353 |
| New applicants during the year..... | | 169, 370 |
| Total applicants..... | | 169, 723 |
| Aliens admitted during the year: | | |
| On primary inspection..... | 159, 941 | |
| By board of special inquiry..... | 3, 432 | |
| On appeal to Department and on court order..... | 531 | |
| Total admitted..... | | 163, 904 |
| Aliens rejected during the year: | | |
| By board of special inquiry without appeal to | | |
| Department..... | 4, 236 | |
| On appeal to Department..... | 1, 148 | |
| Total rejected..... | | 5, 384 |
| Aliens who died or escaped..... | | 22 |
| Cases pending at close of fiscal year 1934..... | | 413 |
| Total applicants..... | | 169, 723 |

NOTE.—Cases pending before courts include other than habeas corpus; habeas corpus cases sustained in exclusion cases include entries of both aliens and citizens

Deportations

There were 8,879 aliens deported from the United States during the fiscal year 1934. Of these, 1,569 were criminals convicted of a crime involving moral turpitude and sentenced to imprisonment for 1 year or longer, 122 had violated Federal narcotic laws, 383 were prostitutes or connected with the white-slave trade, 20 were anarchists or prohibited radicals, and 662 were mentally or physically defective. The remainder had either entered the United States without proper immigration visas or their presence in the country was for some other reason illegal.

Comparative figures on aliens deported from the United States during the last 4 fiscal years 1931-34, by principal causes

| Causes | Number deported | | | |
|--|-----------------|---------|---------|--------|
| | 1931 | 1932 | 1933 | 1934 |
| Criminals..... | 1, 773 | 1, 709 | 1, 770 | 1, 569 |
| Violation of narcotic laws..... | 44 | 138 | 167 | 122 |
| Immoral classes..... | 884 | 906 | 785 | 383 |
| Mental or physical defects..... | 952 | 1, 107 | 1, 056 | 662 |
| Likely to become public charges..... | 1, 240 | 187 | 166 | 98 |
| Anarchists and kindred classes..... | 18 | 51 | 74 | 20 |
| Total..... | 4, 911 | 4, 098 | 4, 018 | 2, 854 |
| Had previously been deported..... | 1, 003 | 1, 202 | 1, 010 | 359 |
| Without proper immigration visa..... | 6, 205 | 8, 167 | 9, 099 | 3, 611 |
| Remained longer than permitted..... | 2, 835 | 3, 284 | 3, 148 | 986 |
| Unable to read (over 16 years of age)..... | 2, 066 | 1, 403 | 1, 393 | 639 |
| Under Chinese Exclusion Act..... | 207 | 516 | 249 | 101 |
| Miscellaneous causes..... | 915 | 756 | 948 | 429 |
| Total..... | 13, 231 | 15, 328 | 15, 847 | 6, 025 |
| Grand total..... | 18, 142 | 19, 426 | 19, 865 | 8, 879 |

In addition to the 8,879 who were deported, 8,010 aliens were warned by the Immigration Service that they could no longer legally remain in the United States and departed as ordinary travelers at their own expense. The two groups together numbered 16,889.

The corresponding total for the fiscal year 1933 was 30,212, including 19,865 deportations and 10,347 voluntary departures. The decrease can be attributed mainly to the virtual stoppage of immigration. Beginning with 1931, the number of aliens leaving the country has in each year exceeded the number arriving. Excess departures for this 4-year period totaled 229,365. During these same 4 years 507,127 aliens were naturalized and approximately 185,000 minors derived citizenship through the naturalization of their parents. The alien population of the United States in 1930, according to the census of that year, was 6,284,613. Assuming a mortality rate of only 1 percent per annum, deaths would have reduced this total in 4 years by 247,637. Taken together, these three factors—excess emigration, naturalization, and mortality—indicate a shrinkage in our alien population of, 1,169,129.

It is, of course, impossible to say how many aliens entered the country illegally and unrecorded, but the figures on alien seamen deserting in American ports may be taken as a yardstick. In 1929 there were 11,314 such desertions, in 1933 only 664, and 972 in 1934. There has been little incentive for illegal entry in recent years, and it is possible that the number of such entries has been counterbalanced by unrecorded departures across the Canadian and Mexican borders.

Aliens found subject to deportation have usually been in the country a comparatively short time. A check of all cases for the 7 years from 1928 to 1934 showed that 58 percent of the aliens deported had been in the United States for less than 2 years, and 76 percent had been here less than 4 years. The number of recently arrived aliens—the class from which deportees are drawn—is much smaller today than at any previous period in this century.

With no net immigration over a period of several years, a notable shrinkage in the alien population, and illegal entries discouraged by employment conditions, a decline in the number of aliens found subject to deportation is a natural consequence.

But some part in the sharp drop in deportation figures in 1934 was due to other causes.

Immigration inspectors formerly arrested suspected aliens without warrants. Since this practice was clearly unlawful, it was prohibited, and an inspector cannot now make an arrest until he has a warrant in hand. This permits many suspects to escape who under the former system would have been held and deported. The number of such cases in 1934 is estimated at 2,600.

In 1932 and 1933 there was anti-Chinese agitation in Mexico and hundreds of Chinese were driven across the border into the United States, whence they were deported to China at the expense of the United States Government. Either because this easy method of dealing with a race problem has been stopped by the Mexican authorities, following the protest of the United States, or because all the Chinese in the border States have now been run out, there was no further influx of Chinese refugees in 1934, and a corresponding reduction of 2,168 in Chinese deportation cases.

At the close of the fiscal year 1,662 deportation cases were pending, involving the separation of families or other peculiar hardships which were stayed to await action by Congress. These cases have been explained elsewhere in this report in greater detail.

Of the 8,879 deportations in 1934, 3,883 were to Mexico, 1,577 to Canada, 2,418 to Europe, 630 to Asia, 169 to the West Indies, and 202 to other destinations.

Of those leaving voluntarily after being warned that they would not be allowed to remain in the United States, 5,027 went to Mexico, 2,387 to Canada, 463 to Europe, 21 to Asia, 77 to the West Indies, 32 to Central and South America, and 3 to other destinations.

Ninety-nine immediate relatives of deportees accompanied the latter voluntarily, their expenses being paid by the Federal Emergency Relief Administration. Of these, 20 were aliens and 79 citizens of the United States.

Warrant cases

| | |
|--|---------|
| Investigations: | |
| Conducted contemplating warrants of arrest | 101,094 |
| Number of aliens involved | 118,259 |
| Resulting in applications for warrants of arrest | 11,923 |
| Number of aliens involved | 13,038 |
| Warrants of arrest: | |
| Served by field officers | 11,208 |
| Returned to Department unserved | 1,508 |
| On hand by field officers, unserved, close of year | 699 |
| Less than 30 days | 334 |
| From 30 to 60 days | 101 |
| From 60 to 90 days | 62 |
| Over 90 days | 202 |
| Warrants of deportation: | |
| Executed (number of aliens deported) | 8,879 |
| Returned to Department unexecuted | 646 |
| On hand by field officers, unexecuted, close of year | 5,523 |
| Aliens subject to deportation, voluntarily departed: | |
| Shipped foreign one way | 58 |
| Paid own passage, departed from seaports | 592 |
| Departed across land borders | 7,360 |
| Total | 8,010 |
| Destination: | |
| Mexico | 5,027 |
| Canada | 2,387 |
| Europe | 463 |
| Asia | 21 |
| West Indies | 77 |
| Central and South America | 32 |
| Other countries | 3 |
| Total | 8,010 |

Repatriations

Four hundred and forty-six aliens who entered within the past 3 years were provided by our Government with transportation to return to their native countries because they were destitute and unable to earn a livelihood in the United States. These cases are thoroughly investigated to prevent abuse of the privilege by those who may be able to finance their own repatriation but seek to defraud the Government to obtain free transportation.

Criminal prosecutions and civil suits

A total of 3,798 criminal or civil prosecutions for violations of the immigration laws were considered by the courts during the year. Of that number, there resulted 3,112 convictions, 15 acquittals, and

277 dismissals; 394 cases are now pending. Fines imposed by the courts total \$24,636, an amount nearly five times the sum imposed during the preceding year. Sentences of imprisonment for an aggregate of 1,458 years were imposed. As in the preceding year, the greater number of prosecutions were instituted under the provisions of the act of March 4, 1929, as amended.

Administrative fines

The number of administrative fines imposed for violations of the immigration laws has decreased in number, as in the preceding year. Subnormal conditions in commerce reducing the number of vessels entering the United States and greater care in the examination abroad by the steamship carriers of aliens migrating to the United States undoubtedly account for the decrease in the number of cases submitted to the Department involving administrative fines against transportation companies. One thousand fifty-four cases involving fines were considered during the year. Liability to fine was found to exist in 469 cases, resulting in the imposition of fines totaling \$47,760. The sum of \$107,060 was remitted when it was determined that there had been no violations of law in 585 cases. It is of interest to note that only five fines of \$1,000 each were imposed for bringing to the United States aliens found to be afflicted with loathsome or dangerous contagious diseases or mental defects, the existence of which could have been detected prior to embarkation through competent medical examinations, and but 24 fines of like amount were assessed for bringing aliens to the United States without proper visas. This is indicative of the greater care exercised by steamship companies in examining aliens abroad destined to the United States.

Other judicial proceedings

Habeas corpus proceedings were instituted in the year to test the legality of the orders of the Department in 169 cases. In addition, such proceedings in 121 cases were carried over from the preceding fiscal year. Out of the total, 32 were sustained and the aliens discharged from the custody of the Service, 126 were dismissed and the legality of the Department's order sustained, and 34 were withdrawn from the courts by the aliens concerned. Ninety-eight cases have not as yet been disposed of by the courts.

Bonds to the number of 6,108 were exacted of aliens, 5,509 to guarantee conditions of admission and 599 to insure delivery in deportation proceedings. Forty-eight bonds were breached; and in 17 cases it was necessary to institute suit to recover the amounts of the penalties involved. A total of \$40,265.51 was recovered from bonds forfeited and paid without suit, including interest coupons on Liberty bonds deposited as collateral.

Seamen

There was an increase over the previous year in the number of alien seamen reported as deserting in United States ports, the figures being 972 for 1934 and 664 for 1933. Both totals are small as compared with prior years; for example, 1929 when there were 11,314 such desertions. If it were easier to find employment on shore, more aliens would resort to this method of evading the immigration laws, but for the present desertions are not a serious problem. Of the deserters reported in 1934, 45 were Chinese and 28 East Indians.

There were 1,485 alien seamen regularly admitted to the United States.

Immigration inspectors boarded 25,084 incoming vessels, of which 21,401 were from foreign ports and 3,683 were engaged in the coast-wise trade. They checked 814,626 alien and 417,568 American seamen.

Alien seamen to the number of 8,104 were ordered held on board the vessels bringing them into port, and of these 17 escaped after being ordered detained. There were 666 alien seamen certified for loathsome or dangerous contagious diseases.

Chinese

The number of Chinese arriving has decreased materially for a number of years, the decrease being particularly noticeable during the past fiscal year. All classes of Chinese applying for admission numbered 2,553 as compared with 3,516 during the fiscal year 1933. Most of those who applied for admission were transients, 935 of this class applying, while 1,665 transients sought admission in the previous year. Only 86 temporary visitors entering for business purposes applied, while 107 temporary visitors coming for pleasure sought admission. In the previous year 158 applied for temporary admission for business, while 100 sought admission for pleasure. Eighty-seven merchants sought admission to carry on trade under an existing treaty as compared to 128 of this class who entered during the previous year. The number of students seeking admission was 140, a slight increase over the figures for the previous year, which numbered 134. None of these Chinese was admitted for permanent residence, practically the only Chinese who are admissible as such residents being ministers and professors and their families and the alien Chinese wives of American citizens, if the marriage occurred prior to May 26, 1924. Of these classes, 19 wives of American citizens, 1 wife and 2 children of ministers, and 1 professor applied for admission. It will be seen that the number of Chinese aliens admitted for permanent residence is negligible.

The main body of Chinese seeking admission claim American citizenship. Necessarily, those who were born in the United States are seeking readmission when entering the United States. Those coming for the first time are children of American citizens who were born abroad. Of this class 476 applied for admission as compared with 731 who arrived during the fiscal year 1933. A considerable body of American citizens sought readmission, 2,421 of this class applying as compared to 2,054 in 1933.

There has been a slight increase in the number of deserting Chinese seamen, 45 of this class being reported, while 30 were reported during the last fiscal year.

The main problem of the Chinese service has to do with the so-called "citizen class." This is the more remarkable in view of the small number of Chinese women residing in the United States.

During the year the State Department had under negotiation with the Chinese authorities the elimination of a passport requirement under which American traveling men in China were compelled to secure a new passport and pay a passport fee each time they entered or departed from China. In order to facilitate this negotiation, it was agreed that Chinese in the United States who entered upon

section 6 certificates should have their certificates returned to them at the time of entry and might use the certificates on subsequent entries within the period of 1 year, during which the visa on the certificate is valid.

In the past there has been considerable annoyance because of the fact that Chinese crossing Canada in transit from Detroit and Buffalo, or vice versa, were not permitted to enter Canada without assurance from the United States authorities that they would be admitted after the passage in transit. To remedy this situation and to eliminate a lengthy investigation of the status of these travelers, the officers at Detroit and Buffalo were instructed to grant a certificate of identity to Chinese proceeding on such journeys without investigation, provided they produced papers showing legal residence in the United States. To entirely eliminate the annoyance to travelers, consideration is being given to the issuance of instructions to place Chinese travelers on the same basis as aliens of other races and to permit them to proceed in transit through Canada and reenter the United States upon the certificate of the train officials showing that they have gone through Canada by continuous travel.

The following table relates to Chinese arrested under the exclusion laws in deportation proceedings:

| | |
|--|------------|
| Cases pending July 1, 1933 (including aliens awaiting deportation on appeal) | 71 |
| Arrested during the year (new cases) | 107 |
| Total | 178 |
| Cases disposed of: | |
| Deported— | |
| On order of United States Commissioner | 74 |
| On court order | 16 |
| Discharged— | |
| On order of United States Commissioner | 17 |
| On court order | 9 |
| Withdrawn | 6 |
| Dismissed | 4 |
| Alien died (before final action taken) | 2 |
| Escaped | 1 |
| Forfeited bail | 2 |
| Cases pending June 30, 1934: | |
| Before United States Commissioner | 23 |
| Before courts | 22 |
| Awaiting deportation | 2 |
| | 178 |

Border patrol

It is the task of the border patrol to prevent illegal entries over the Canadian and Mexican borders at points between the established ports of entry at which immigration inspectors are stationed. This land frontier is 4,125 miles long. The border patrol also guards a part of the seacoast, including the entire Florida peninsula. Besides enforcing the immigration laws it cooperates with the Customs Service in the prevention of smuggling.

Miles patrolled in 1934 totaled 7,130,184, including 6,710,417 by motor, 339,129 on foot, and the balance by train, horse, boat, or aircraft.

The patrol inspected 272,651 conveyances carrying 389,315 passengers, and interrogated 332,805 pedestrians. It apprehended

10,459 persons for violation of the immigration laws, including 140 smugglers of aliens, and 557 persons for the violation of other laws.

Seizures included 123 automobiles, 53 other conveyances, including 4 airplanes, 20,891 quarts of liquor, and other contraband valued at \$2,925. The estimated total value of all property seized was \$123,187.

Two names were added to the list of border patrol officers who since the inauguration of the service have bravely sacrificed their lives in the performance of their duty. Nineteen such fatalities have now been recorded.

Patrol Inspector Doyne C. Melton was shot and killed in an encounter with Mexican immigrant smugglers at El Paso, Tex., on December 7, 1933.

Patrol Inspector Bert G. Walthall was killed at El Paso, Tex., on December 27, 1933, by Mexicans who had entered the country illegally.

Registry and naturalization

During the last fiscal year 32,842 original immigration visas and 32,173 duplicate immigrant identification cards were surrendered by arriving immigrants and forwarded by the field offices to the Central Office at Washington. This represents an increase over the preceding year of 24.7 percent for visas and 25.2 percent for identification cards.

Registry of aliens

There was an 8.6 percent increase in the number of applications for registry filed under the act of March 2, 1929, since the previous fiscal year; 7,036 having been presented during the year by aliens who entered prior to June 3, 1921, and of whose arrival no record of permanent admission could be found. This increase may be largely attributed to the reduction of the fee from \$20 to \$10, authorized by the act of April 19, 1934, since the filings for the months of May and June were 663 greater than the 2 preceding months. Applications granted were 4,888, 1,056 denied, and 94 withdrawn. There were 2,736 applications pending at the close of the year which had not been acted upon.

Verifications from arrival records in Central Office

Since July 1924 there have been received and filed in the Central Office at Washington 1,983,879 original immigration visas, 713,591 duplicate immigrant identification cards, and 49,601 records of registry from which verifications of arrivals are made for naturalization and reentry permit and other purposes. During the past year certificates of arrivals were issued from these records for 32,164 declarations of intention and 28,997 for petitions for citizenship. Verifications of arrivals were also made in connection with 199 applications for derivative citizenship, 598 telegraphic requests by field offices, and 25,642 as a basis for issuance of reentry permits. All of these verifications relate to arrivals subsequent to June 30, 1924, or to registrations since July 1, 1929. Arrivals prior thereto are verified from records at the several ports of entry.

Reentry permits

Sixty thousand applications for reentry permits were received during the year, while 1,761 applications were pending at the beginning of the fiscal year, of which number 59,108 were granted, 570 denied, and 546 withdrawn.

There were 20,950 applications for extensions by aliens who were granted permits and did not return to the United States within the period of 1 year for which a permit is issued. Of these, 20,629 were granted, 82 denied, and 66 withdrawn.

The above figures include reentry permits issued to Chinese; 201 having been issued, 20 denied, and 4 withdrawn. Extensions were granted to 290 Chinese and none denied or withdrawn.

A comparison of the above figures with those in the report for last year shows a decrease of 32 percent in permits and 6 percent in extensions.

Through simplification of methods adopted during the past year for handling the reentry permit work, the time required for verifying prior arrivals, necessary investigations in doubtful cases and the issuance of permits has been reduced from 10 days to 4½ days. Other improvements are being developed which, when made effective, will cut down delays in issuing permits to a still greater extent.

Petitions for immigration visas

Petitions were received during the year from 15,230 American citizens for issuance of immigration visas to their alien wives, husbands, children, and parents, under authority of section 9 of the Immigration Act of 1924. This represented an increase of 1,928, or 14.4 percent, over the previous year, when 13,302 petitions were filed. These included petitions for 5,499 nonquota wives, 3,703 unmarried children under 21 years of age, and 1,124 husbands, where marriage occurred prior to July 1, 1932. They also embraced, in the quota-preference classes under section 6 of the act, 1,120 fathers, 2,027 mothers, and 996 husbands of citizens where marriage occurred on or after July 1, 1932.

During the year 37 petitions of citizen husbands in behalf of alien Chinese wives were granted and none denied.

Since September 1933 visa petitions have been accepted from citizens on behalf of alien relatives who are in the United States without a legal permanent resident status, but may be eligible for permanent admission if they leave the country and reapply with a proper visa.

Before such aliens proceed to foreign countries for the purpose of applying to American consuls for immigration visas as a basis for application for admission to the United States for permanent residence, detailed information is furnished to them as to procedure and the various documents that are necessary when applying for the immigration visa. This course was adopted in order to lessen the difficulties usually encountered by aliens through delays and unnecessary expenditures of money while abroad awaiting determination of their status by American consuls previous to issuance of the visas and thereby facilitate their return to this country and the reuniting of families.

Nonquota students

Educational opportunities were made available during the last fiscal year to 1,048 alien students who were admitted under section 4 (e) of the Immigration Act of 1924 to study in schools accredited by the Secretary of Labor. This represents an increase of 19.5 percent over the number admitted during the preceding year when 877 were granted this privilege.

During the last fiscal year the list of approved schools has been revised. A large number have been eliminated because many schools have closed their doors during the depression period and others were dropped from the list because they are not actively engaged in the education of nonquota students. It should be emphasized that existing schools which have been dropped have been accorded the privilege of securing approval for a bona fide student who may apply to an American consul for a student visa if the consul favorably recommends approval of the school for the individual.

Contract laborers

During the period covered by this report the Central Office received and rendered decisions on 1,166 petitions for permission to import alien contract laborers, 4,288 applications from temporary visitors for permission to remain longer than authorized by the local immigration offices, 1,091 requests for permission to reapply after exclusion at the ports, 3,450 applications from persons who have been deported and desire permission to apply for readmission, as well as 766 applications covering various types of miscellaneous cases.

New legislation—Immigration

Except for the act of April 19, 1934 (48 Stat. 597), which reduced the fee for registry under the act of March 2, 1929 (45 Stat. 1513) from \$20 to \$10 but two other measures dealing with immigration became law during the past fiscal year.

Act approved June 8, 1934 (48 Stat. 926)

This act authorizes the registration of aliens without nationality who are bona fide political or religious refugees where entry into the United States occurred prior to July 1, 1933, and where no record of admission for permanent residence exists. The proposed registrant must show that he is of good moral character, has not been out of the country since entry, is not subject to deportation, except under the Immigration Act of 1924, and has not, prior to July 1, 1933, hindered this Government's efforts to obtain a passport to effect his deportation. The act expires by limitation a year from its enactment. A new principle is introduced in this legislation; for the first time a certain class of aliens who entered the United States under the numerical limitation acts without being charged to the quota of their respective countries are permitted to register.

Act approved March 24, 1934 (48 Stat. 456)

This act granting independence to the Philippine Islands provides that in regard to all immigration laws (except that provision making inadmissible to the United States aliens ineligible to citizenship) Philippine citizens not citizens of the United States shall be considered as if they were aliens. An annual quota of 50 is fixed for the Philippine Islands. Filipinos residing in Hawaii cannot enter continental United States unless admitted to Hawaii under the immigration laws with an immigration visa, or unless of the nonimmigrant class (visitors, transits, etc.) or of the nonquota immigrant class (wives and husbands or minor children of citizens, etc.). Excepted from the provisions of the law are such Philippine citizens as may wish to proceed to Hawaii based on the needs of industries in that Territory. When complete independence is achieved, the Filipino will be in the exact status of any other alien.

Two departures from all prior immigration legislation are present in this measure. For the first time, Congress has placed limitations and restrictions on the entry to the United States of nationals of this country proceeding from one of its own possessions, and for the first time a controlling factor in determining immigration is the industrial needs of this country.

Plant and equipment

The investigations of the Ellis Island committee indicated that it was impossible to accommodate in the existing buildings and properly segregate arriving immigrants detained for examination and the various classes of aliens held for deportation. Important alterations and extensions were needed. There was the same need at other stations.

An allotment of \$1,422,980 was obtained from the Public Works Administration for the purpose of making desirable changes and improvements. Of this total \$1,151,800 was allotted to Ellis Island, \$72,780 to Gloucester City, N. J. (Philadelphia), \$30,400 to Angel Island, Calif. (San Francisco), \$41,000 to Detroit, Mich., and \$10,000 to East Boston, Mass. Buildings were authorized at seven border stations to cost altogether \$82,000, and extensions were built to six existing buildings at border stations at a total cost of \$30,000.

Work on these various projects was started in 1934 but will not be completed until 1935.

Naturalization activities

The declarations of intention filed during the year numbered 108,079, of which 92,749 declarants were men and 15,330 were women.

A total of 117,125 petitions for citizenship were filed in the naturalization courts, of which 86,700 were male petitioners and 30,425 were female.

Men received 82,465 certificates of citizenship during the period, while certificates were issued to 31,204 women, making a total of 113,669 certificates of citizenship issued. Among those receiving such certificates were 2,802 veterans of the World War, who were accorded certain privileges in proceeding toward citizenship by the provisions of the act of May 25, 1932.

The figures show an increase over similar figures for the preceding fiscal year, when 83,046 declarations of intention were made; 112,629 petitions for citizenship were filed, and a total of 113,363 certificates of citizenship were issued.

During the year 1,133 persons who sought citizenship were denied the privilege by the courts.

Following proper application to the Central Office at Washington, D. C., a total of 2,282 new certificates of citizenship and 1,981 new declarations of intention were issued to persons who declared that the originals of such documents had been lost or destroyed.

Applications for certificates of derivative citizenship totaling 1,535 were received, and after considering the claims advanced in each case the Central Office issued 1,004 certificates of this nature to persons who were found to have derived citizenship through the naturalization of a parent or through marriage.

Accounts

The total receipts of naturalization fees for the fiscal year amounted to \$2,184,006.50. Of the fees collected, \$777,514.04 was taken in by the Central Office and its field offices and \$1,406,492.46 by the clerks of naturalization courts.

The miscellaneous-receipts account in the Treasury showed a deposit for the year of \$1,762,236.51, while the sum of \$46,682.58 was refunded to aliens and \$2,090 was deposited in the Department of Labor trust funds. Unsettled accounts, undeposited at the close of the fiscal year, totaled \$703,963.18.

Compilation of statistics

During the year 1933 the compilation of the statistics from the naturalization records proceeded to the point of completion of the census period ended June 30, 1910. There were 112,166 civilian aliens naturalized during the period from September 27, 1906, on which date the present Naturalization Act became effective, up to and including June 30, 1910. No military naturalizations occurred during this period.

This activity also progressed beyond the 1910 period to the point of assembling 238,672 civilian naturalization cases in the decennial census period from 1911 to 1920. Of this number, 156,339 civilian cases were indexed. There are 1,128,972 cases involved in this census period, of which 884,672 are civilian cases and 244,300 are military cases. The coding and card punching have yet to be performed.

Assembling and indexing of all military naturalizations was completed for all census periods. There are 244,300 military cases during the 1911-20 period; 56,206 military cases during the 1921-30 period, and a total of 7,023 military cases which have accumulated during 1931, 1932, 1933, and 1934. There are, therefore, 307,529 military cases which have been assembled and indexed.

This statistical work involved, in addition to the cases enumerated above for the 1907-10 and 1911-20 census periods, a total of 1,773,185 cases during the 1921-30 period, of which 1,716,979 are civilian cases and 56,206 are military cases, and a total of 507,127 cases for the years 1931, 1932, 1933, and 1934, of which 500,104 are civilian cases and 7,023 are military cases. Thus, there are 3,521,022 cases concerning which statistics will be compiled, and, of course, each new case which arises in the future will also be included in the compilation.

Citizenship training

Citizenship training has always been a foremost aim of educational forces of this country. Many organized bodies, institutions, and agencies which are doing more or less intensive work in adult education are presenting opportunities never before available. Because of this increasing interest the work has been greatly expanded, and many classes in addition to those established in previous years have been organized for the foreign born who desire to qualify for citizenship. Under the Federal Emergency Relief Administration it has been possible to secure many competent teachers for such classes who would otherwise be unemployed. The present economic conditions may be said to be the cause of the increased interest on the part of the foreign born in taking advantage of these educational opportunities.

Congress provided years ago for the printing and distribution of the Federal Textbook on Citizenship Training. This publication is distributed to public-school officials where citizenship training in the form of classes for aliens seeking naturalization is made a part of the public-school curriculum, whether the courses are taught in day or night school or in special classes. During the past fiscal year, 23,433 copies of this book were distributed to such school officials for the use of aliens seeking to obtain knowledge of the functions, organization, and institutions of our Government, and the rights and duties of citizenship itself. In attempting to determine the applicant's inherent qualifications upon which good citizenship is based, stress has been placed upon his attitude toward the principles of the Constitution and Government rather than upon a mere technical knowledge of the framework and mechanics of government.

The field-service activities

A total of 1,768 State courts and 260 United States courts were exercising naturalization jurisdiction at the close of the fiscal year. At the close of the preceding fiscal year 1,801 State courts and 261 United States courts were handling naturalization work. A total of 114,802 petitions for citizenship was heard by these courts during the past fiscal year, and 113,669 certificates of citizenship were granted. The courts held 3,387 sessions at which naturalization petitions were heard. Representatives of the Service were present in person at 2,345 of these sessions in court; 999 sessions were attended by correspondence; and the Government was not represented at only 43 sessions. Representatives of the Service personally examined 347,114 petitioners and their witnesses, while 21,082 persons were examined by correspondence in the handling of this work.

The investigation of fraudulent naturalization activities and the criminal prosecution of individuals primarily responsible therefor has continued. Every effort is being made to eliminate the activities of so-called naturalization "runners" and "chiselers" who prey on the ignorance of aliens.

Depositions

Necessary depositions were taken from witnesses in naturalization cases by members of the field service to the number of 16,858. During the preceding year, 19,379 such depositions, which relate to residence and good moral character of petitioners for citizenship, were taken by the representatives of the Service.

FINANCIAL STATEMENT

Appropriation for the conduct of the Immigration and Naturalization Service and the administration of the immigration and naturalization laws

| | |
|--|------------|
| Salaries and expenses: | |
| Departmental service..... | \$530,883 |
| Field service..... | 7,953,117 |
| Coast and land border patrol..... | 1,850,000 |
| For physical maintenance and upkeep of immigration stations..... | 50,000 |
| Total..... | 10,384,000 |
| Impounded by order of Director of Budget..... | 1,806,463 |
| Available for cash withdrawal..... | 8,577,537 |

Appropriation for the conduct of the Immigration and Naturalization Service and the administration of the immigration and naturalization laws—Continued

| | |
|---|-------------|
| Transferred to Department for supplies..... | \$7, 500 |
| Transferred to Department for contingent expenses..... | 25, 000 |
| Transferred to Bureau of Labor Statistics..... | 15, 360 |
| | \$47, 860 |
| Total..... | 8, 529, 677 |
| The net amount expended for all purposes after deducting refunds to the appropriation for expenditures not properly chargeable to the Government was..... | 7, 830, 118 |
| Net balance..... | 699, 559 |
| Balanced against the expenditures mentioned there was collected as hereinafter shown, the sum of..... | 2, 975, 579 |
| Making the actual cost of operation..... | 4, 854, 539 |

INCOME AND SOURCES THEREOF

(Net collections)

| | |
|---|---------------|
| Naturalization fees..... | \$1, 762, 237 |
| Head tax..... | 749, 455 |
| Administrative fines..... | 51, 752 |
| Reentry permits and extensions..... | 239, 298 |
| Certificates of registry..... | 86, 740 |
| Bonds forfeited and paid without suit, including interest coupons on Liberty bonds..... | 40, 266 |
| Sale of exclusive privileges (feeding, money exchange, etc.)..... | 672 |
| Expenses of deporting aliens—reimbursed..... | 10, 984 |
| Sale of Government property..... | 4, 980 |
| Miscellaneous collections..... | 207 |
| Coin-box collections..... | 371 |
| Collections on account of hospital expenses of persons detained in hospitals of the United States Public Health Service under the immigration laws..... | 14, 519 |
| Care and treatment of aliens in United States Public Health Service hospital, Ellis Island..... | 13, 448 |
| Moneys due individuals whose whereabouts are unknown..... | 306 |
| Moneys received from unknown persons..... | 30 |
| Reimbursement of immigration judgment costs..... | 314 |
| Total..... | 2, 975, 579 |

Respectfully submitted,

DANIEL W. MACCORMACK,
Commissioner.

CHILDREN'S BUREAU

GRACE ABBOTT, *Chief*

To the SECRETARY OF LABOR:

During the fiscal year, in addition to its regular program of research, the assembling of current statistics relating to children and child welfare, consultation, and general educational activities, the staff of the Children's Bureau has given much time to the joint undertakings of the Department and to cooperation in the recovery program. A brief summary of its work in these various fields follows:

Cooperation in the national recovery program

N. R. A. code provisions as to child labor.—Much assistance was given by the Children's Bureau through its Industrial Division to working out the child-labor standards to be incorporated in the codes. Facts have been assembled for the use of N. R. A. officials as to the reasons for a general minimum age of 16 years and a minimum of 18 years for hazardous occupations; the effects of provisions relating to learners and of wage differentials for minor workers; and the need for raising wage standards and prohibiting home work. With few exceptions, the approved codes, some 500 in number, set these age minima. About two-thirds of the codes require that a list of the hazardous occupations shall be submitted to the Administrator, and the Children's Bureau is continuing to cooperate with the N. R. A. in listing occupations and processes unsuitable for minors. The report of the Bureau's committee on the employment of minors in hazardous occupations and Bureau studies of work accidents to minors have been of great help in determining the occupations or processes which offer special hazards to young persons between 16 and 18 years of age.

The contacts which the Bureau has maintained with certificate-issuing officials—both State and local—throughout the country for more than 15 years enabled it to assist in securing their cooperation in upholding the N. R. A. minimum-age provisions. The general 16-year minimum of the codes was higher than the age minimum of the child-labor laws of all the States except Ohio, Wisconsin, and Utah. Local issuing officers and State supervisory boards have very generally refused to issue certificates for work illegal under a code. In some States they are issuing certificates of age to minors 16 years of age and over, for the protection of employers wishing to be certain that they are complying with the code standard. For the information chiefly of these officials the Industrial Division of the Children's Bureau has prepared summaries of the minimum-age standards in all the codes; analyses of the wage, hour, and other provisions affecting juvenile employment in the more important codes; and other explanatory memoranda.

Survey of newspaper and magazine selling and delivering in connection with code provisions.—After the President had expressed dissatisfaction with the child-labor provisions of the daily newspaper publish-

ing and graphic-arts codes and had requested a special report and recommendations from the Government members of the code authority, a brief survey was made of the employment of children in newspaper and magazine selling and delivering by the Children's Bureau in cooperation with the N. R. A.

The daily-newspaper code, which applies to all newspaper sellers and distributors in metropolitan areas, where the street-trades problem is most acute, was generally interpreted as permitting boys and girls of any age to sell newspapers at any time outside school hours, subject only to a night-work restriction, and permitted delivery of newspapers outside school hours without any restrictions. The graphic-arts code, which governs the distribution of magazines and periodicals, was interpreted as fixing a minimum age of 14 with a night-work prohibition, for sellers, but provisions did not apply to "distribution work", and the children selling magazines are generally looked upon as engaged in distribution.

In the survey made by the Bureau in 17 representative cities, information was obtained as to ages, hours, and earnings of more than 4,300 newspaper sellers, newspaper carriers, and magazine distributors under 16 years of age. The findings were presented to the President and the code authority and at the public hearing on the amendment of the code on June 22, 1934.

Comparison of the 1934 survey with Children's Bureau studies made about 10 years ago showed a striking trend toward the employment of older boys as newspaper sellers. The median age in 1934 was more than a year older, and there was a sharp reduction in the very youngest group.

Long and irregular hours, sometimes extending late into the night, reported in earlier studies as making street selling an unsuitable activity for young boys, were an objectionable aspect of the work in 1934. Moreover, it was the youngest sellers who remained on the streets the longest hours. Night work among sellers was found in 1934, as in the earlier studies, though improvement was found in some places.

The so-called "little-merchant system" for the carriers, sometimes used a decade ago, is now almost universal. The carrier boy has the task of building up routes, holding subscribers, collecting, and carrying losses from bad debts. This additional work has made the hours for many of these boys much longer than when the job was merely one of delivery. Earnings for all the newspaper carriers were found to be very low, averaging only three-fourths of what they had been at the time of the earlier studies, in spite of an increase in the median hours worked from 8.8 hours per week to 10.3 per week.

Children selling magazines were, as a rule, younger than either newspaper carriers or newspaper sellers. The number of magazines sold and in consequence the earnings increased with the age of the child. Children often worked many hours a week to sell a very few copies of the magazines. Selling hours were mainly after school and on Saturdays.

Cooperation through the Secretary's committee on minimum wage.—

Much time was spent by the Children's Bureau on the work of this committee which the Secretary appointed when, very early in the development of the N. R. A. program, State labor officials asked what their relation should be to the codes regulating hours of labor,

minimum wages, and so forth, in view of their responsibility for the enforcement of State laws on the same subjects. This committee consisted of the heads of the Children's Bureau, the Women's Bureau, and the Bureau of Labor Statistics, with the director of the Industrial Division of the Children's Bureau as executive secretary.

A conference of representatives of the governors of the six States which had passed minimum-wage legislation in 1933 had been called by the Secretary in July 1933, and at its suggestion a second conference of official representatives of all the States having minimum-wage laws and interested agencies in this field met in Chicago in September 1933, which recommended the following standards in the fixing of either State or Federal minimum-wage rates: (1) No differentials for learners in unskilled industries, for minors, nor for different localities; (2) higher hourly rates for part-time than for full-time workers; (3) time and one-half for overtime; (4) provision for a guaranteed hourly minimum whether employee is on a piecework or a timework basis; and (5) the elimination of industrial home work.

An important problem dealt with by the committee was the working out of standards and administrative procedures for exemption of physically and mentally handicapped workers from the minimum-wage provisions of the President's Reemployment Agreement, and later, of all the codes. Its plan was embodied in an Executive order proposed by the Administrator of the N. R. A. and signed by the President. It authorizes employment of handicapped workers at less than the minimum upon presentation of a certificate from a State authority designated by the Secretary of Labor, issued in accordance with regulations of the United States Department of Labor. In most States the State department of labor has been designated to issue these certificates; in a few, the N. R. A. compliance director.

Through correspondence and through field visits by Bureau agents, the executive secretary of the committee has maintained close cooperation with the issuing officials in developing administrative procedures and in meeting difficult situations. The committee has also worked out with code authorities solutions for especially complicated cases.

Home work advisory committee of the N. R. A.—The progress of the N. R. A. in prohibiting home work under many of the codes has been a matter of great interest, since general experience of many years in labor-law administration has shown the bad effects of the home-work system on the children in the homes and in breaking down industrial standards for regularly employed adults. In the spring of 1934 a home work advisory committee, of which the Director of the Women's Bureau and the Director of the Industrial Division of the Children's Bureau were members, was established by the N. R. A. to study the entire problem.

The committee recommended that cases of individual hardship should be cared for through a procedure similar to that already effective for handicapped workers in the factory. An Executive order making such provision was signed by the President on May 15, 1934, and the State authorities designated to issue certificates to handicapped factory workers have been appointed to issue these special home-work certificates also. To aid in the formulation of a policy for dealing with the home-work situation under all the codes, the Children's Bureau and the Women's Bureau are making a general study of the problems of home-work regulation.

Cooperation with the N. R. A. committee on apprenticeship.—An Executive order signed by the President on June 27, 1934, enables industry to employ apprentices at less than the code minimum wages, provided a certificate has been obtained from an agency designated or established by the Secretary of Labor. The Secretary has created a Federal Committee on Apprentice Training, consisting of representatives of the Department of Labor, the Office of Education in the Department of the Interior, and the National Recovery Administration. The Director of the Industrial Division of the Children's Bureau represented the Department of Labor. Standards as to wages, hours, and training programs and State agencies to supervise apprentice training are being established.

The interdepartmental committee on labor conditions in the growing of sugar beets.—A committee composed of representatives of the Departments of Labor, Agriculture, and Justice, the Federal Emergency Relief Administration, and the National Recovery Administration was appointed by the Secretary of Labor in response to a request of the President for a report as to problems of beet-sugar workers to be made in connection with the approval of the sugar-beet code. This committee considered two problems of special interest to the Children's Bureau—the wages of the contract beet workers and the employment of children in the beet fields. The Children's Bureau cooperated with the committee by supplying to its executive secretary office space and clerical, statistical, and other assistance in connection with its report.

The general wage level of sugar-beet workers has, in the past, been so low that a reasonably decent standard of living for their families during the growing season was usually impossible and in the winter assistance by relief agencies was frequently necessary. The Jones-Costigan amendment to the Agricultural Adjustment Act in May 1934 making sugar beets and sugar cane basic commodities within the terms of the act gives to the Secretary of Agriculture the power to regulate child labor and fix a reasonable wage for the beet-sugar workers as a condition of receipt of the benefits of the act, along the lines recommended by the committee. Under the act "benefit contracts" are to be entered into with the growers, and through these contracts real progress can be made in the control of child labor in the beet fields. The contracts, which were signed in November 1934 by the Secretary of Agriculture, contain a provision that no child under 14 years of age may be employed in the cultivating or harvesting of sugar beets and that children between 14 and 16 shall not be employed more than 8 hours a day.

Child Health Recovery Conference and the F. E. R. A. Child Health Nursing Project

A national conference called by the Secretary of Labor met in Washington on October 6, 1933, to consider plans for stimulating Nation-wide interest in the health of children in families affected by the economic depression. Reductions in appropriations for child-health services were known to be serious, and available evidence indicated an increase in the number of undernourished children and a decrease in the amount of medical care being given in some States and local communities, especially during the winter of 1932-33. Previous to the conference an executive committee appointed by the

Secretary of Labor and representative of various agencies interested in the problems of child health drew up a program for consideration by the conference.

Approximately 150 persons attended the conference, including representatives of 43 State health departments, of National and State associations of medicine, pediatrics, dentistry, public-health nursing, home economics, education, relief, and child welfare, as well as of national women's organizations and other lay groups, and individual leaders in child health and nutrition.

The recommendation of the executive committee that a Nation-wide program be instituted which should aim to locate undernourished children and to formulate methods of overcoming malnutrition by more adequate feeding and medical care was approved by the conference with the understanding that the States would modify suggestions made in accordance with their individual needs. The Administrator of the Federal Emergency Relief Administration, who was present and outlined his plans for school feeding and more adequate relief, promised the cooperation of the Relief Administration.

As a follow-up on this program, in December 1933, at the request of the Federal Emergency Relief Administration, the Children's Bureau agreed to act as consultant in the organization of special State-wide child health nursing projects on which needy nurses would be employed from Civil Works funds. For this consultation work, in addition to the permanent medical staff of the Bureau, two physicians experienced in State-wide child-health activities were temporarily employed and the American Child Health Association lent its medical director for 3 months. During the winter and spring of 1934 these specialists visited all the States—27 twice and 10 three or four times, conferring with health and relief officials, medical groups, nutritionists, and others who could be of local assistance in working out a practical program. They also recommended the school-lunch program authorized by the Federal Relief Administrator.

During December and January, 28 special child-health projects were organized under State health departments. In at least 12 additional States, nurses were employed for State-wide generalized public-health work under the State department of health or of education or the State relief administration, and in each of these child-health work formed a part, if not a major part, of the nurses' program. Some 2,000 nurses, including approximately 200 qualified public-health nurses as supervisors, were employed on some phase of child-health work for varying periods from January to June. In 12 States the programs were continued through June, and plans for using more carefully selected groups of nurses after July 1 were approved. In at least as many more States plans to renew the child-health work are being developed.

The chief handicap in the organization of State-wide child-health activities was the lack in many States of full-time physicians and public-health nurses to take the leadership in a State program. In 23 States there was a full-time physician in charge of the State division of child hygiene; in 9 others a physician who was largely occupied with some other phase of public-health work or a nurse was in charge of child-health activities. Sixteen States had no active separate division of child hygiene.

In some States the correction of medical defects seriously interfering with the child's nutrition or growth was undertaken by the State relief administration, but as a rule only emergency work was authorized. It is to be feared that many children will suffer permanent losses unless better provision is made for the medical care and early correction of defects found among children on relief.

The value of repeated health examinations by physicians as a major part of a child-health program was emphasized at the Child Health Recovery Conference. An examination form that allowed for two examinations and stressed the nutritional aspects of the child's physical condition was provided by the Children's Bureau for free distribution and also a 1-page flyer giving a "program for an undernourished child." More than 700,000 of the examination forms and nearly 500,000 of the flyers were distributed.

The year's experience has shown the urgent need of a more extensive and permanent program for maternal and child health throughout the country. In such a program the Children's Bureau and State and local departments of health, as well as relief and welfare agencies, should cooperate.

Conference on present emergencies in the care of dependent and neglected children

In the autumn of 1933 the board of directors of the Child Welfare League of America, following reports of serious shortages of funds from many public and private agencies responsible for the care of dependent children, asked the President to call a child-welfare conference, and the request was referred by the President to the Children's Bureau. After consultation with the officers of the Child Welfare League and other leaders in this field it was decided to call a small conference for December 16 to consider the needs of dependent and neglected children as a result of the long-continued depression. A planning committee, appointed prior to the conference, summarized the information available and outlined the major questions to be considered. Members of the conference recognized that the first obligation was adequate support of the more than 6,000,000 children in the families being cared for through emergency relief, but that those eligible for mothers' assistance ought not to be on emergency relief and that children in unsuitable or dangerous surroundings should be given adequate care away from their own homes.¹

A follow-up committee was appointed, of which the president of the Child Welfare League of America was made chairman. This committee has conferred with the Children's Bureau and the Federal Emergency Relief Administration from time to time.

Joint undertakings with other Federal bureaus and departments

*Railway workers and the depression.*²—A study of the effect of the depression on the standard of living of railway employees and their families, in which the Children's Bureau, the Bureau of Labor Statistics, and the Women's Bureau cooperated with the railway unions, was completed in time for use by the Secretary when wage adjust-

¹ A mimeographed booklet, which includes the report of the planning committee, the proceedings of the conference, and the resolutions adopted, is available in limited numbers.

² Department of Labor publication: *Earnings and Standard of Living of 1,000 Railway Employees during the Depression*. 56 pp. 1934.

ment in the industry was under consideration. The three bureaus and the unions supplied the personnel for the scheduling, while the statistical work and the preliminary analysis of the findings were done by the Children's Bureau.

One thousand families, chosen from 18 localities in all parts of the country and representing proportionately all except 2 of the 22 railway brotherhoods, were interviewed in the course of this investigation. In addition to the 10-percent wage cut imposed in February 1932 on all railway workers, many who were still counted employed had suffered further income reductions, chiefly because the workers were furloughed, customary overtime was curtailed, and demotions resulted from the system of seniority rights by which the older workers were given preference in the reduction of the working force. Certain occupational groups were further affected by periodic shut-downs, reductions in mileage allowances, changes from piecework to an hourly basis of pay and loss of commissions.

A comparison of the earnings of the groups scheduled in July 1929 and April 1933 showed that two-thirds had suffered reductions of at least 20 percent and one-half had suffered reductions of at least 30 percent. During the year 1932 only 18 percent reported receiving as much as \$1,750 and 10 percent had received less than \$500.

Special effort was made to determine how the railway men and their families had lived on these lowered incomes. The study showed that diets had been reduced to a level at which nutritional needs were not being met. This reduction showed especially in the use of milk, which may be regarded as a yardstick in determining the adequacy of children's diets. Of 115 families for which the information was obtainable, 24 percent had had their incomes cut by half or more, but 91 percent had reduced their milk expenditure by half or more; 27 percent had cut out the purchase of milk altogether. Medical needs were not being met. Many of the children could not stay in high school because there was no money for clothes and books; many of those who would have gone to college gave up that hope. Expenditures for recreation were reduced to a minimum.

Social investigation of aliens for the Immigration and Naturalization Service.—The Social Service Division of the Children's Bureau has cooperated with the Immigration and Naturalization Service of the Department of Labor in developing a program for social investigation of deportees whose families include American-born members or who have been in the United States since childhood.

For approximately 100 such cases social histories were obtained through local social-welfare agencies or through visits to the families by members of the Bureau staff, who also visited 6 State departments of welfare and public and private agencies in most of the cities of the States on the Mexican border to explain the plan of the Immigration and Naturalization Service and enlist cooperation. These social histories indicated that the social and economic problems created by deportation of alien members of a family group often seriously affect the welfare of American-born children, and proposals were submitted for safeguarding their interest.

A member of the Bureau staff experienced in public-relief administration was detailed to the Immigration and Naturalization Service as technical advisor to the United States delegation of the League of Nations temporary committee on assistance to indigent foreigners,

which met in Geneva in December 1933 to consider existing procedures in providing aid for stranded and destitute foreigners and to formulate standards of aid and service.

Rickets studies in cooperation with the Food and Drug Administration and the Bureau of Chemistry and Soils of the Department of Agriculture.—In October 1933 the first of a series of clinical tests of the antirachitic value of certain foods and other substances containing vitamin D was started in Detroit by the Child Health Division of the Children's Bureau.

The investigation has been carried on jointly by the Food and Drug Administration and the Children's Bureau, with the assistance of the Bureau of Chemistry and Soils and with the cooperation of the health department, the welfare department, and the children's hospital of Detroit and other hospitals in the city.

The need for the clinical studies has been increasingly felt as foods fortified with vitamin D have been placed on the market in recent years. The most important of these foods is so-called "vitamin-D" milk, which is now being prepared by several different methods and is already being widely distributed. The lack of exact knowledge with regard to the antirachitic effect of these various milks when used for infants has made it imperative to work out a method by which their relative merit in infant feeding could be determined and comparisons made with standard substances containing vitamin D, such as cod-liver oil and viosterol.

Cooperation with the Bureau of Prisons of the Department of Justice in the program for Federal juvenile offenders.—Cooperation with the Bureau of Prisons of the Department of Justice in developing better facilities for the care of Federal juvenile offenders has continued. Two members of the staff of the Delinquency Division of the Bureau have done considerable work on this program.

In the 12 States in which this work was done during the past year 22 State or local institutions for the care of delinquents were visited. Reports on their plants and programs, and statements as to other State and local facilities available for the social treatment of juvenile offenders, were prepared for the Bureau of Prisons.

Two regional conferences on juvenile delinquency, one at Dallas for the southwestern States and one at Atlanta for the southeastern States, were called by the Children's Bureau and the Bureau of Prisons with the cooperation of the National Probation Association, the American Public Welfare Association, and State departments of welfare. These conferences were attended by juvenile-court judges, probation officers, institutional workers, and representatives of State departments of welfare and other child-welfare agencies.

With the conclusion of this year's work the gathering of information on available resources for the care of Federal juvenile offenders has been completed in the States that report annually the greatest number of such offenders. State and local officials and child-welfare agencies have been made acquainted with the policies of the Department of Justice with regard to these young offenders. As a rule, in places where adequate State or local facilities for prevention and treatment of delinquency and crime exist, it has been possible to work out cooperative relationships.

Cooperation with the Bureau of the Census of the Department of Commerce in arrangements for decennial census of children in institutions.—The Social Service and Statistical Divisions of the Bureau made suggestions for the schedule to be used by the United States Bureau of the Census in its decennial census of children in institutions and prepared lists, with the assistance of State departments of welfare, of all the children's organizations in the States. The State departments also gave considerable service in interpreting the work of the local children's organizations and in checking schedules. As a result, the returns to the Census Bureau were remarkably accurate and will make available information that should be of great significance in future social planning for dependent children.

Cooperation with Federal Emergency Relief Administration.—Reference has already been made to the cooperation with the Federal Emergency Relief Administration in connection with the child health nursing program. There have also been informal conferences on the care of transients and other subjects and on the reporting of relief statistics.

The Bureau's reports for the social statistics reporting area (see p.87) go back to 1929 and constitute the only basis on which the national relief trend can be calculated. In addition to this area the Bureau undertook in the autumn of 1931 to assemble monthly relief reports for cities of 50,000 and over at the request of the President's Emergency Committee for Employment, and it continued this service for the relief division of the Reconstruction Finance Corporation, as it was the policy of the then director of relief not to develop in a temporary emergency organization services which a permanent governmental agency could render.

With the transfer and expansion of the relief activities by the Federal Emergency Relief Administration, the question of whether the Children's Bureau should continue this service was immediately taken up with the Administrator of Relief by the Chief of the Children's Bureau, and the Bureau was requested to continue its series until policies could be worked out by the new organization. The Federal Emergency Relief Administration has organized a Statistical and Research Division which is endeavoring to develop a reporting system that will give current information as to the extent and character of the relief problem. Throughout the year the director of the Social Statistics Division of the Bureau has kept in close touch with the Statistical and Research Division of the Federal Emergency Relief Administration, and monthly reports have been sent to the Relief Administration for review and comment prior to publication.

For the following reasons it has seemed wise for the Bureau to continue assembling statistics from the agencies which had been reporting to it: The cost is relatively small, as other reports are being assembled for the Bureau from certain of the reporting areas, continuity in reporting is necessary for determining trends, and agencies reporting to the Bureau include private relief organizations, public poor relief, and agencies giving mothers' aid and other pensions, while the Federal Emergency Relief Administration series at present covers emergency unemployment relief only.

While it was expected that Federal relief would be temporary, the policy of Federal aid in this field is a sound one, and it is to be hoped that a permanent policy will be worked out in the near future.

Services to State and local public child-welfare departments and programs

Many requests were received during the year from State departments of welfare and from groups interested in developing State services for children, for assistance in studying child-welfare conditions, or for consultation and advice on administrative and legislative problems. Because of limitation in available staff, only a few of the services requested could be undertaken.

Some time was spent by a member of the staff in Washington and Oregon in studying child-welfare problems, especially mothers' aid administration in a number of counties of the State, and in consulting and advising with the State department and interested groups. Shorter visits for consultation were made at the request of the Department of Public Welfare of Michigan, and the children's bureau of the State Board of Control in Wisconsin. Similar work was scheduled for Illinois and Ohio but was unavoidably postponed until after July 1.

Children's aid and child care in Hamilton County, Ohio.—At the request of the Cincinnati Bureau of Governmental Research and on the assurance of the interest and cooperation of agencies in the city and county, the Children's Bureau began, in April 1934, a general survey of provision for dependent and delinquent children by Cincinnati and Hamilton County under the immediate direction of the assistant chief of the Bureau. The study was an outgrowth of a decision of the board of education of Cincinnati that it could no longer continue to operate two schools, receiving for 24-hour care delinquent and problem children committed through the juvenile court or received on agreement between the schools and parents without the intervention of the courts. The report will include recommendations as to the lines along which a comprehensive county-wide children's aid and child-care program should be developed.

Current statistics relating to children and child welfare

Trend in child labor.—Cooperation with State and local officials charged under State laws with authority to issue employment certificates to children going to work began in 1917, when the Children's Bureau was administering the first Federal child-labor law. Through the years an increasing number of States and cities have reported to the Bureau the facts regarding children between 14 and 16 years of age legally leaving school for work each year, and, in places where such certificates were required, for boys and girls of 16 and 17 years.

Following the signing of the cotton-textile code on July 9, 1933, which made the employment of children under 16 in cotton mills illegal, a large proportion of the manufacturing and mercantile industries of the country have gradually come under codes containing the same prohibition, although some of the mercantile codes allow part-time employment of children 14 and 15. On September 1, 1933, the President's Reemployment Agreement, which applied to large groups of employers not up to that time under codes, went into effect. This agreement fixed a minimum age of 16 for full-time employment and allowed part-time work outside school hours for boys and girls of 14 and 15. Thus full-time employment opportunities in manufacturing and commercial establishments were drastically and progressively curtailed during the last 6 months, and particularly during the last

4 months, of the year 1933. As was to be expected, therefore, the decrease in the number of children 14 and 15 years of age receiving regular employment certificates was even more marked in 1933 than in any previous year since 1930—31 percent from 1932 to 1933, as compared with 26 percent from 1931 to 1932, and 23 percent from 1930 to 1931.

In the group of States which require employment certificates for 16- and 17-year-old boys and girls leaving school for work, in the localities reporting for the 3 years 1929, 1932, and 1933, there was a decrease of 47 percent between 1929 and 1933, but an increase of 14 percent between 1932 and 1933 in the number of work permits issued. This increase reflects greater opportunities for employment due partly to accelerated industrial and commercial activity, but probably chiefly to the exclusion of children of 14 and 15 years of age during the last 4 months of the year from occupations formerly open to them.

Delinquency and other juvenile-court statistics.—For the calendar year 1933 the Bureau received reports from the juvenile courts of 4 entire States—Connecticut, Massachusetts, Rhode Island, Utah—from 40 courts in New York State serving 91 percent of the population of the State, from 10 courts in New Jersey serving 84 percent of the population of the State, from 44 courts in 20 other States, and from the District of Columbia, these areas including 30 percent of the population of the United States. Among these courts are 80 serving areas of 100,000 or more population and 205 serving areas of less than 100,000 population.

In these courts 68,039 cases of delinquency, 59,412 involving boys and 8,627 girls, were handled during 1933. In courts reporting in both years the total number of delinquency cases decreased 3 percent from 1932 to 1933; boys' cases, 2 percent; and girls' cases, 8 percent.

Annual figures for boys' cases are available for the years 1927–33 from 18 widely scattered courts serving areas of 100,000 or more population, and for girls' cases from 17 of these courts. The juvenile-delinquency rates (i. e., the number of boys and girls before the court per 10,000 boys and girls of juvenile-court age) were:

| Year | Boys | Girls |
|-----------|------|-------|
| 1927..... | 162 | 31 |
| 1928..... | 174 | 33 |
| 1929..... | 183 | 34 |
| 1930..... | 184 | 34 |
| 1931..... | 172 | 30 |
| 1932..... | 162 | 25 |
| 1933..... | 156 | 24 |

It will be noted that rates for both boys and girls were highest in 1929 and 1930 and since 1930 the trend has been definitely downward. In 1933 the boys' rate was 15 percent lower than in 1930 and the girls' rate was 29 percent lower. The number of boys' cases referred on account of truancy was 40 percent lower in 1933 than in 1930, when the rates were highest, and the number of girls' cases 25 percent lower, but between 1932 and 1933 there was an increase in truancy cases of 8 percent for boys and 21 percent for girls. For boys' cases the decreases in 1933, as compared with 1932, were in cases involving liquor or drugs (17 percent), running away (7 percent), and stealing (6 percent). Among girls' cases there was more variability due in part to the fact that fewer girls than boys are brought before courts and

a change in policy in a few courts may affect the totals. Decreases of 22 percent and of 18 percent, respectively, appear in girls' cases involving running away and sex offenses.

The juvenile courts reporting to the Children's Bureau handled 21,605 cases of dependency and neglect during 1933. The courts reporting in both years handled 21,392 dependency and neglect cases in 1933 as compared with 23,175 in 1932, an 8-percent decrease. There is evidence that in some localities public funds for the care of dependent children have been curtailed, and children who would have been placed in institutions or foster homes by the juvenile courts are now being allowed to remain in their own homes under undesirable surroundings. On the other hand, home relief has been available in many communities on a more adequate scale than previously, and this fact should have reduced the number of dependency cases brought before the juvenile courts.

Federal juvenile offenders.—The Children's Bureau, as part of its joint undertaking with the Bureau of Prisons of the Department of Justice, tabulated and analyzed the cases of 2,109 Federal offenders under 19 years of age disposed of by Federal authorities during the calendar year 1933.

Among the offenses for which these young persons were brought before the Federal courts most frequently were violations of the liquor laws (1,039 cases), the Immigration Act (330 cases), the Motor Vehicle Theft Act (238 cases), and the postal laws (140 cases).

Current statistics on relief, dependency, and general social service in relation to child welfare.—As part of its studies of changes in community conditions directly affecting the welfare of children, the Bureau has continued to assemble current data on the volume of various types of welfare service in representative urban areas of 50,000 or more population.

Reports on the amount expended for various types of public and private relief and the number of cases aided are secured monthly for 120 areas. For 43 of these areas a substantially complete picture on changes in various types of child-welfare and health services is secured monthly as a continuation of the project for the current registration of social statistics initiated in 1927 by the Association of Community Chests and Councils and the local community research committee of the University of Chicago and transferred to the Children's Bureau on June 30, 1930.

Current summaries of the data assembled are issued in the Monthly Bulletin on Social Statistics. A comprehensive analysis of the changes reported in various fields of health and welfare service during the 5 years from 1929 through 1933 is in preparation.

During 1929 a monthly average of about 128,000 families—many of them with young children—were dependent in whole or in part upon public or private relief in the 120 areas from which relief reports were received. In 1933 the number was about 11 times as large as in 1929, and a further increase is indicated in the reports for the first 6 months of 1934.

In 1929 about 76 percent of the total amount expended for relief in these areas was financed from public funds. In 1933 the proportion was 94 percent and in the first 6 months of 1934, 97 percent.

In 1929 about 38 percent of the total public relief expenditure was used for mothers' aid. In 1933 this proportion had dropped

to about 5 percent, although the amount expended had increased more than one-third. The average monthly grant per case decreased.

About one-third more children were under care in foster homes in 1933 than in 1929, but the number in institutions was about one-tenth less. About the same number of unmarried mothers and their babies were under care in maternity homes in 1933 as in 1929.

The increased amount of unemployment among married women is reflected in the reduction of 26 percent in the number of children given day-nursery care between 1929 and 1933.

An increase of 336 percent in the number of visits by city and county physicians reported between 1929 and 1933 indicates the increased need for provision of medical care for the indigent sick. The number of visits of patients to clinics rose about 60 percent during the period. There was a slight reduction in the total number of visits reported by public health nursing organizations. The number of free visits in private agencies rose about 21 percent.

In public hospitals the number of free days' care rose 19 percent between 1929 and 1933; in private hospitals, 46 percent.

Progress has been made in promoting reporting by children's agencies to State welfare departments. Such a plan has been under way in New York as part of a demonstration project established by the Social Science Research Council. Members of the Social Statistics Division have cooperated with State departments of welfare in developing such statistical reporting in Illinois, Michigan, and Texas.

Research projects

Reference has already been made to the joint projects undertaken with other departments and to emergency studies and surveys made as a part of the recovery program. While curtailed because of these special demands, the general research program of the Bureau has been continued. A brief summary of the progress made on its research projects follows.

Neonatal mortality and morbidity studies.—The studies of various problems that have to do with neonatal mortality and morbidity undertaken in collaboration with the departments of pediatrics and obstetrics of the Yale University School of Medicine have been continued. As in previous years, special investigations of normal new-born infants have been made to gather basic data for use in studying the abnormal. Two such studies have been made during the past year, one an X-ray study of the chests, the other an X-ray study of the skulls of new-born infants.

The study of mortality and morbidity from prematurity has been continued. Records of premature live births in the New Haven Hospital for the past 8 years have been analyzed in detail to determine the causes of prematurity and the mortality from year to year, as well as to elaborate a method by which individual case histories may be evaluated to show the relation between treatment and the condition of the infant on each day of life.

Five papers written by the physician in charge of these studies and dealing with certain neonatal problems have been published in medical journals.

Maternal mortality.—The completed report of the study of maternal deaths in 15 States was published during the past year, as well as a condensed report containing the principal findings and recommenda-

tions of the committee. Wide-spread publicity has been given to this report, in which there has been popular as well as medical interest.

Maternal care.—What is expected to be the first of a series of community studies of maternal care was begun in Hartford, Conn., in October 1933. This series of studies is intended to disclose: (1) The type of maternal care received by an unselected series of mothers in different localities and (2) the proportion of those mothers having abnormalities or morbidity.

The study in Hartford is being made at the invitation of the Hartford Medical Society, which has appointed an advisory committee of five members for the study, representing also the local hospitals. Data have been obtained as to all deliveries of women resident in Hartford that occurred during two 3-month periods, one in 1933 and one in 1934—about 1,200 in all—by interviews with the attending physician, by study of the hospital records, from the visiting-nurse association, and, with the consent of the attending physician, by interviews with the mother 3 months or more after the delivery. This consent has been given except in a very few cases.

Comparability of United States and foreign maternal mortality rates.—This study which was initiated in cooperation with a subcommittee of the Committee on Prenatal and Maternal Care of the White House Conference has been completed and will go to press at an early date.

Mothers' aid.—Following the conference on dependency and neglect among children as a result of the depression, a survey of what was actually happening in regard to mothers' aid was deemed necessary. Through the cooperation of State departments of welfare information was promptly supplied by 20 States as to the local expenditures for mothers' aid and the number of families and children given aid during December 1933. These reports came from all the New England States, from the eastern industrial States of Delaware, New Jersey, New York, and Pennsylvania, from Ohio, Illinois, Indiana, Michigan, Minnesota, and Wisconsin in the Middle West, from North Carolina and Florida in the South, and from Arizona and Oregon in the West.³

A comparison with 1931 showed that some significant changes had occurred in the mothers' aid situation. During June 1931, \$2,577,313 was expended to assist 71,020 families, while during December 1933, \$2,654,788 was spent to assist 84,534 families in these 20 States. The individual States showed wide variation in the extent to which public funds were available in December 1933 to meet the needs of dependent children for whom mothers' aid has been authorized by statute.

In 90 counties in 12 States which in 1931 granted aid to 3,794 families with 10,602 children, mothers' assistance had been discontinued in 1933. The majority of counties discontinuing aid had small populations and had been granting aid to a few families only. A few of these "defaulting" counties were larger and included the following cities: Rockford, Ill.; Jackson, Pontiac, and Saginaw, Mich.; and Scranton, Pa. In 14 States expenditures in December 1933 were larger than in June 1931.

In all but 2 States (Arizona and North Carolina) the number of families receiving mothers' aid had increased. This increase varied

³ Recent Trends in Mothers' Aid, by Grace Abbott. Reprinted for the Children's Bureau from the Social Service Review, June 1934.

from 2 percent in Wisconsin to 114 percent in Vermont. With a larger number of families assisted from smaller funds or, more frequently, funds that were expanding less rapidly, lower average grants per family were reported for all the 20 States except Maine, New Hampshire, and Wisconsin. In these 3 States there had been a larger proportional increase in appropriations than in families cared for.

Institutional treatment of delinquent boys.—Progress reports have previously been made of the Bureau's study of the results of institutional treatment of delinquent boys. It is now nearing completion. Part I, which is descriptive of the plants and programs at the five State institutions included in the study, is now in press. Part II, which will contain the statistical analysis and the interpretation of the 751 case histories of boys who had been in training in the five institutions, is nearing completion and will go to press in the next fiscal year.

*Public care of dependent children in Baltimore.*⁴—A survey was made of the policies and methods used in the foster-home placements by the supervisors of the city charities of Baltimore city, as a part of a general study of the care of dependents being made by a local research committee assisted by the Family Welfare Association of America. Under the existing Maryland law all these placements are in free family homes, under a contract that indentures the children until they are 21 and makes the family responsible for board and clothing, attendance at school in accordance with the State law, church attendance, and care of the child's health.

A picture of the methods used was obtained from study of records, conferences with the workers, and visits to 35 homes. The large majority of placements are in farm homes, where need for the child's services is the major motive for accepting him for care. More than half the children committed to the supervisors are Negroes, and a large proportion of these children are placed in white homes.

Although all the children seemed to be receiving kind treatment, little evidence was found that the persons undertaking to provide homes for these children realized their need for normal home life, opportunity to attend school, and social intercourse with children of their own age and race. This lack was especially noted in white homes that accepted Negro children for care.

The Chicago demonstration probation project

With some changes, the juvenile probation demonstration project which is conducted jointly by the Children's Bureau, the School of Social Service Administration of the University of Chicago, and the University of Chicago Clinics; in cooperation with the Juvenile Court of Cook County, has continued a second year with the same general objectives as were described in 1933. By examinations, social, physical, psychometric, and psychiatric, an analysis and evaluation of factors that contribute to a problem situation involving delinquent or disturbing acts are determined, and the treatment is outlined by staff and individual conferences.

Since the demonstration project was first established there has been a change in the judge and referee of the court and a subsequent change in policy and procedure, but the service offered by the demonstration

⁴Public Care of Dependent Children in Baltimore Through Placement in Free Family Homes, by Ruth Bloodgood. Reprinted for the Children's Bureau from the Social Service Review, March 1934.

project has continued to be cordially solicited and has been definitely fostered by the probation department of the court during the past year. The demonstration project also cooperates directly with the organized agencies represented in the area as well as with parents and guardians of children in difficulty at school, with the police, in the neighborhood, or at home. Not only is assistance given to children on probation or on parole from an institution, but many referred by clergymen, recreational aides, parents, or others are accepted for the purpose of consultation and guidance.

To facilitate the cooperation between public-welfare agencies, administrative offices of the juvenile court, and of the board of education, church organizations, South Park Board playground system, Settlement House centers, and police stations, a coordinating council of representative members, along the lines of the Los Angeles Coordinating Council, has been instituted within the current year. Through this district council individual and community problems contributory to delinquency are freely discussed and the solutions proposed.

Recreation demonstrations

The recreation specialist of the Bureau, who for several years devoted much of her time to recreation for rural children, has been engaged during the past year in furthering programs in small urban areas, where recreation programs are usually undeveloped, in Indiana, Massachusetts, Minnesota, New York, Vermont, Virginia, and West Virginia. This work was done under the auspices of State parent-teacher organizations, State agricultural extension services, and a State Federation of Business and Professional Women.

Publications issued and distributed

During the fiscal year 1934, 19 new and 3 revised publications were issued, in addition to 12 numbers of the Monthly Bulletin on Social Statistics. Nine publications were in press at the close of the fiscal year, and 21 were in preparation.

The total number of publications distributed by the Bureau during the fiscal year 1934 was 1,763,797, as compared with 1,248,985 in 1933.

The distribution of the popular publications by the Children's Bureau was as follows:

| Bulletin | 1933 | 1934 | Since date of publication |
|---|---------|---------|---------------------------|
| Prenatal Care..... | 161,701 | 140,006 | 2,894,417 |
| Infant Care..... | 404,602 | 391,230 | 6,498,543 |
| The Child from One to Six..... | 167,723 | 199,105 | 2,224,878 |
| Child Management..... | 57,030 | 41,942 | 630,465 |
| Are You Training Your Child to Be Happy?..... | 37,468 | 24,078 | 162,146 |
| Guiding the Adolescent..... | | 35,299 | 35,299 |

¹ Issued in January 1934.

The number of copies of popular bulletins sold during 1932 and 1933 (the latest available figures) was as follows:

| Bulletin | 1932 | 1933 |
|---|---------|--------|
| Prenatal Care..... | 68,850 | 21,690 |
| Infant Care..... | 148,906 | 90,970 |
| The Child from One to Six..... | 76,624 | 38,163 |
| Child Management..... | 42,796 | 20,125 |
| Are You Training Your Child to Be Happy?..... | 17,367 | 11,636 |

Recommendations

In reviewing the situation of children in the United States, it is clear that while as a result of the recovery program already initiated, there have been some important gains for children, many still suffer serious and preventable handicaps. So far as the long future is concerned, one of the tests of the recovery program will be what it does for children. Higher wages and greater security for the wage earner are fundamental to security of family life and child welfare, but there are special services for children which are also greatly needed. Some of the most important of these are:

I. As to child health

1. Federal cooperation with the States in a child-health program along the general lines of the Maternity and Infancy Act of 1921 is greatly needed at this time.

In this connection it should be noted that the birth rate in the United States birth-registration area was 16.4 in 1933, as compared with 19.8 in 1928 and 25.1 in 1915. This extraordinary decline in the birth rate together with a practical cessation of immigration makes it of the greatest importance that the care given American children be adequate and intelligent. Along with the declining birth rate there has been a downward trend in the infant death rate which continued during the depression until last year, when there was a slight increase (58.1 in 1933 as compared with 57.6 in 1932). While these rates are lower than they were in 1929, they are considerably higher than the rates for 5 of the 22 foreign countries for which comparable rates are available for 1932 (New Zealand 31, Australia 41, Netherlands 46, Sweden 51, and Switzerland 51).

There is, therefore, no reason for considering that our present program is adequate. On the contrary, reports from State health officers received in the spring of 1934 showed that for the current fiscal year 9 States had no specific appropriation for child-health work; 8 States made an appropriation of less than \$5,000; 6, between \$5,000 and \$10,000; 14, between \$10,000 and \$30,000; 6, between \$30,000 and \$50,000; and 5 have an appropriation of more than \$50,000. This means that for most States, except for large urban centers and a few counties which have a more or less adequate local health organization, the child-health conferences and the educational work with parents and students have been reduced almost to the vanishing point at a time when they are especially needed. Reductions in State appropriations bear hardest on the communities that can least afford to be deprived of these activities—the smaller towns and rural areas where the unit cost of the work is relatively high and local resources for meeting the problems are quite inadequate.

2. In addition to a preventive health program, medical care is needed for many children who are now on relief or whose fathers are unemployed but are not on relief, and for many whose fathers are in the low-income groups and cannot pay for adequate medical services. While medical care given by the Emergency Relief Administration is in many localities better than the old medical care for paupers, it is still wholly inadequate for the needs of children. This is especially true in case of illnesses that require long-time care and expensive surgical treatment. For example, Federal aid in providing treatment and convalescent care for crippled children is greatly needed at this time.

3. Facilities for maternal care are sadly inadequate in many sections of the country. A recent study of maternal deaths in 15 States made by the Bureau revealed that 10 percent of the women who died in childbirth during the period of study either had had no medical care from the beginning of pregnancy until death, or only when they were dying; 64 percent of the entire number had had no prenatal care, and of those in rural districts 86 percent had had no prenatal care. Although provision of adequate maternal care will have an important place in a general health program, we should not wait to set up that program before increasing our facilities for maternal care. Nursing care as well as better medical care is very much needed in practically all rural districts. In large urban centers the value of a maternal nursing service has been demonstrated by visiting-nurse associations. In rural districts such services should be organized on a county-wide basis under public auspices, and it is hoped that some demonstration of the value and cost of such services can be made in the near future.

II. As to social welfare

1. Federal grants-in-aid for State mothers' assistance or mothers' pension funds would mean economic security for probably as many as 300,000 children whose fathers are dead or incapacitated or have deserted and who are now being cared for on unemployment or pauper relief. Their mothers should not be counted among the "unemployed." Unless they belong to the professional or highly skilled groups, their earnings outside their homes are less than the contribution these mothers can make to the care of their children if they remain at home. The costs of adequate, long-time care for these children should be shared by Federal, State, and local governments.

2. It is clear after 30 years of experience that we cannot expect the juvenile courts as now organized to prevent delinquency. Evidence has accumulated year after year that failure to meet fundamental community needs explains much delinquency and unhappiness among children and crime and inefficiency among adults. Because of the lack of economic security in the family life, because of our failure to provide adequate homes for the lowest-income group through a public housing program and increased recreational resources as well as more and better social and psychiatric services for children, we are making little headway in preventing delinquency among children.

III. As to child labor

The year 1933 saw the beginning of a new era in the matter of employment of young persons. Although the coverage is not complete, it can be said that the general age for entering industrial and commercial occupations on a full-time basis has been raised from 14 or (in a few States) 15 years of age, to 16, through the agreements reached by employers and the Government in the codes. This means for many children a raising of the school-leaving age to 16 and will undoubtedly result also in an increased voluntary attendance of young persons from 16 to 18 years of age. Most schools unfortunately are not fully prepared to meet their needs, and school budgets have been cut so seriously in recent years that provision for these boys and girls who are returning to school or remaining longer in school might seem to be at the expense of the other children. However, the increase in enrollment in the high schools comes just as enrollment in the elementary schools is declining as a result of the decline in immigration and

the birth rate. In any event we cannot afford to ignore the needs of any group of children.

Unquestionably we may expect that in the near future the period of training will extend to 18 years for most young persons, and much attention should, therefore, be given at this time to their training needs if we are to enable them to make the fullest use of their capacities.

During 1933, 12 States ratified the child-labor amendment, bringing the number which have taken this action up to 20. No State ratified it during 1934. Probably the large number ratifying in 1933, after several years in which no such action was taken, reflected a desire for Federal action for the reduction of the unemployment of adults by taking children out of employment. That demand was apparently met when N. R. A. code making really got under way. As a result, this pressure for ratification was removed. A revival of much regrettable misrepresentation by opponents of the amendment as to its authorship, its terms, and the effects of its adoption has also been a factor in the failure to ratify it.

While much progress has been made in eliminating and regulating the employment of children under the N. R. A. codes, the importance of giving to Congress the clear constitutional right to legislate in this field is evident.

Respectfully submitted.

GRACE ABBOTT, *Chief.*

WOMEN'S BUREAU

MARY ANDERSON, *Director*

To the SECRETARY OF LABOR:

The following is a summary of the activities of the Women's Bureau for the year ended June 30, 1934:

Completed studies

The employment of women in offices

Women clerical workers have increased in actual numbers in recent years to a greater extent than any other employed group. The stenographer and typist class and that of clerks were larger in 1930 than in 1910 by well over half a million each. For this reason, and because of the numerous inquiries for information concerning them, a study of their earnings and conditions of work in seven cities was made by the Women's Bureau in 1931 and 1932, almost 43,000 women, in 314 offices, being reported on. This bulletin is now in press.

In New York, Philadelphia, Chicago, and St. Louis large offices in such lines of business as banking, insurance, investment, mail order, publishing, and public utilities were covered; in Hartford and Des Moines, only insurance; and in Atlanta, a variety of industries.

The averages (medians) of monthly salaries of women in offices ranged from \$87 in St. Louis to \$109 in New York. Of the large groups, investment houses (\$125) and banks (\$111) had the highest medians, mail-order houses (\$72) and publishers (\$87) the lowest.

The best-paying occupations were secretary and supervisor, with medians of \$156 and \$153, respectively. Those paying the least were file clerk (\$81), general clerk (\$90), typist (\$93), and certain machine operators (\$89 to \$94).

The use of machines had been common for so many years that records as to labor saving were not available. Some displacement was cited, but transfer of clerks to other duties appeared to be the more frequent practice.

Age was found to be less of a handicap to women than in the case of manufacturing; for example, long service with the firm being an asset and compensated accordingly.

Variations in wage rates under corresponding conditions.

The growth during the year in wage administration and in the establishment of codes under the N. R. A. has brought forcibly before the public the low wage most frequently paid women and the disastrous effect of this on the general level of all wages.

The Bureau has brought together from various sources evidences as to the wide variations in the payment of wages for the same work under practically identical conditions. The study includes 412 plants, constituting a sampling made in 1932 or 1933 of wage rates or earnings in eight important woman-employing industries in 17 States scattered in all sections of the country.

Every effort was made to select only comparable data, but the wage payments in the typical establishments included from each industry showed striking differences from plant to plant. For example, median earnings in the highest-paying were more than double those in the lowest-paying establishment among 28 large New York laundries, among 20 South Carolina cotton mills, and among 19 New Hampshire shoe plants. Even where factors such as type of product, size of city, or plant location were taken into account, comparisons made in plants under practically the same conditions showed marked differences in payment.

The material shows not only wide variations in the wage rate from plant to plant but marked differences even in cases of those engaged in the same occupation in the same plant, as for example in a number of occupations in laundries and in hosiery plants.

A survey of the shoe industry in New Hampshire in 1933

At the request of Governor Winant, of New Hampshire, a study was made in the spring of 1933 of conditions in the shoe industry of that State. The 28 plants visited employed 3,032 women and 3,260 men. Pay-roll records for a selected week of full employment in the spring of 1933 were secured for these, and earnings, week by week, for all time worked in 1932 were recorded for 5,094 women and 4,998 men.

The median of the earnings of women in the selected week in 1933 ranged from \$6.35 to \$17.40 in welt plants (chiefly men's and boys' shoes), and from \$5.90 to \$13.25 in McKay plants (women's shoes).

Eleven plants reported the basic rates on which the piece rates for various operations were said to be figured. Though these amounts were supposed to be attainable by the average good worker, 90 percent of the men and women in eight skilled operations earned less than their basic rates in the week in 1933 selected as one of full employment.

Scheduled hours ranged from 8½ to 9½ daily, and from 47½ to 54 weekly. Hours actually worked could not be learned.

In spite of the hazards from the use of benzol and other poisons in the preparations used, management seemed unaware of the danger, and protection for the workers was a rare provision.

Hours and earnings in tobacco stemmeries

In May of the present year the Bureau made an investigation of current pay rolls of the stemmery departments in four branches of tobacco manufacturing in Virginia and North Carolina to secure material for use in the making of a code for the industry. Dealers' stemmeries were included, as dealers contract with cigarette manufacturers to deliver tobacco that has been stemmed.

Pay-roll data for 5,403 persons, most of them women, were secured. Week's earnings were below \$5 for 10.7 percent of the employees and below \$10 for 48.6 percent; they were \$12 or more for only 13.4 percent.

Conditions in the leather-glove industry

A survey of wages and hours in leather-glove making, for use at the hearings on the code for this industry, was made at the request of the International Glove Workers Union of America in the summer of 1933. The survey covered Gloversville and Johnstown, N. Y., with the rest of Fulton County the chief seat of the industry, and it was extended to the Middle West and California for the Glove Code Authority.

Twenty-five hundred factory workers, 51 percent of them women, and 900 home workers, 98 percent of them women, were included. The median of a week's earnings of women in New York State, where half the factory employees and practically all the home workers in the study were employed, was \$12.65 for the former and \$5.80 for the latter.

Human waste in industry

A report shortly to go to press is concerned with the technological unemployment of women. Also classed as human waste are industrial accidents and occupational diseases, which the Bureau will report periodically until the publishing of such data by sex is done by the States. Within the past 10 years only about 20 States have published any accident data and only 4 have published any occupational disease data separately for men and women.

The employment of women in Puerto Rico

The Bureau loaned one of its industrial supervisors to the Department of Labor of Puerto Rico to assist it in establishing a women's and children's bureau. The work involved an industrial survey of the island, as far as women workers were concerned. A brief report, chiefly on employment in the needle trades, is now in press.

Other finished studies

Also brought to completion were a number of studies referred to in last year's report; for example, those on business and professional women, placement standards in household employment, department stores, Arkansas and Texas.

Agents of the Bureau assisted in the study of cost of living among Federal employees in the District of Columbia, made necessary by the act of Congress requiring that Government pay restoration should depend on living costs; the survey of the effects of the depression on railway employees and their families; and the inquiry among wage-earning property owners as to the operation of the District of Columbia tax laws in cases of delinquency.

Asked by a group of textile employers for advice in the matter of the stretch-out system, the Bureau summarized the statements of a number of authorities and certain facts in its own possession. Of the recommendations issued, one reads as follows:

As in most cases the engineers are hired by the management and represent it, there should be some machinery set up whereby complaints of the workers may be submitted to an outside impartial body having a thorough knowledge of the textile industry. The importance of having the worker understand the change and of obtaining his cooperation cannot be overestimated.

Studies in progress

Employment in beauty shops

At the request of the National Hairdressers and Cosmetologists Association and on petition from employees, a study of hours, wages, and working conditions in beauty shops, covering 465 establishments in 4 cities, was made in the winter and spring of 1933-34. The median of the weekly wage was \$14.25 for white shops and \$8 for Negro shops.

Hotels and restaurants; laundries

With several State departments of labor cooperating and using the same schedule, the Bureau has made a survey of hours, wages, and working conditions in hotels and restaurants over a large part of the

country, a study requested by the Hotel and Restaurant Employees and Beverage Dispensers Alliance. In the restaurant survey 532 establishments, with 13,400 employees, have been covered. The information is to be used in a rehearing of the codes and by the cooperating States for minimum wage purposes.

At the same time that hotels and restaurants were being surveyed, laundries were investigated for the Labor Advisory Board of the N. R. A. for information in a rehearing of the code.

Piecework earnings in the women's dress industry

An investigation of the earnings of pieceworkers before and after the union agreement in 1933 has been made in this industry. The study covers 298 shops in 7 States.

Opportunities for the employment of women

The emergency and the recovery measures together have disclosed many unmet needs for service. Which of such needs women may meet more effectively than men, and how such service can be built up on a self-liquidating basis, are the subjects of this inquiry. In connection with the study of the demands for women's service there has been carried out an investigation of the handicraft industry, to learn the working conditions, earnings, production and training methods, prices, and market value of present types of handicraft.

Home work in Rhode Island

This was an investigation in April and May of 1934, made at the request of the Consumers' League of Rhode Island, which desired the information for the formulating of legislation. Of 237 households visited, 179 were pulling lace; that is, drawing out the threads that join the strips of lace combined in one web (usually 6 by 36 yards) for facility in weaving. The lace mills giving out home work supplied the Bureau's agents with pay-roll figures and other information.

The code in this industry had set a minimum of \$13 a week. The home work was being done under an agreement in which the workers promised not to work over 40 hours, not to let anyone work who had not signed the agreement, and not to employ children under 16. Violations of each of these were common.

All but two mills were paying 12 cents a gross yards where the thread was single, and 18 cents where the strips were held together by two threads, rates said by the home workers to be too low to yield \$13 in 40 hours.

Of 174 home workers by whom number of helpers was reported, 132 had been assisted by other persons, more than half of them by from 2 to 7 persons. Almost three-fourths (73.6 percent) of all the households had earnings from lace of less than \$10 for the week recorded.

Women and the N. R. A.

An important study nearing completion in the research division will summarize and analyze the effects on working women of the various recovery measures thus far put into operation by the N. R. A.

Other unfinished studies

Considerable work has been done on a bulletin dealing with the minimum-wage situation among women and another on the working woman's problems of home ownership and home mortgage.

Activities to secure improved labor standards in national recovery codes

Almost immediately after organization of the N. R. A., the Women's Bureau began systematic study, through its research division, of every proposed code. Members of the research staff came in touch, both personally and through written protests, with deputy administrators, members of the Labor Advisory Board, and other N. R. A. and A. A. A. officials. No stone has been left unturned in the effort to have codes contain adequate labor provisions, especially affecting women. Consistent aid has been given to other agencies working along similar lines, and close cooperation with them has been maintained.

The Bureau has pointed out the undesirability of a minimum wage differential by sex or by locality or size of community; of still lower wages to learners and the handicapped, low wages for office workers, the averaging of hours, and certain exemptions from hour and wage provisions. It has advocated the shortening of hours of work; the prohibition of overtime except for extreme emergencies; time-and-a-half pay for overtime where allowed; prohibition of home work; provisions to protect workers' health and safety.

Besides letters and conferences on more than 220 codes, action in connection with 35 other codes includes appearance at hearings by Bureau staff members or other experts secured by the Bureau, and preparation of material or briefs for union officials or others for use at code hearings. Whether or not other action was taken, written objection has been filed, and where some favorable result was not secured in the final code approved, additional objections have been made.

Data supplied to N. R. A.

Specific data were obtained and compiled for N. R. A. code use on more than 120 industries. These included special Women's Bureau field work on 12 industries; information from State labor departments on more than 30 others, in many cases involving field work by the State; and compilation of published and unpublished Women's Bureau data and material from other sources on more than 60 additional industries. In many cases specific requests of the National Labor Board or other N. R. A. officials were responded to, in some instances involving field trips by members of the staff. Summaries of the State minimum-wage laws and orders for certain industries have been made available to the N. R. A., and the States' experience in wage regulation has been used repeatedly in advocating a higher level of code rates.

No general memorandum was prepared on hours of labor, but the averaging of hours and exemptions from regulation have been opposed in many codes. The Bureau has advocated the setting of daily and weekly hour limits, including limits on overtime. Data on hours worked in industry in 1932 and 1933 were used to emphasize the need for weekly hours shorter than 40 for some industries in order to absorb the unemployed.

In the effort to eliminate the ills of industrial home work, lists of industries in which it is done were prepared for the use of the Labor Advisory Board staff, and the Bureau brought to Washington Frieda S. Miller, director of the division of women in industry and minimum wage of the New York State Department of Labor, to discuss its

prohibition at the general public hearings in February. The Director of the Women's Bureau was appointed a member of the home-work committee of the N. R. A., for the use of which the Bureau prepared a very complete summary of this entire problem.

Special efforts were made by the Bureau to improve the position of office workers under the codes. Data from the Bureau's unpublished study of the wages and hours of office workers have been used repeatedly by the Labor Advisory Board. At the suggestion of the Bureau a special protest on the position of office workers was presented at the public hearings in February.

In addition to the information described, various statements and memorandums, one of them accompanied by a letter from the Secretary of Labor, have been sent to the Administrator and to his deputies and to the Labor Advisory Board.

Another phase of the recovery program that the Bureau has followed closely is the type of statistics to be collected. Interviews were held with the Commissioner of Labor Statistics, the Central Statistical Board, and N. R. A. officials, to be certain that the figures collected on employment, wages, and accidents would be classified by sex and other pertinent factors. This question also was called to the attention of a sample group of code authorities in woman-employing industries.

Preparation of material on approved codes

In response to many requests for material on approved codes, the Bureau summarized and issued in mimeographed form the provisions in more than 300 approved codes as to wages, hours, home work, handicapped workers, sex distinctions in wage, clerical employees, learners and apprentices, and sanitation, safety, and labeling. Statements as to code effects in woman-employing industries have been included in the monthly News Letter, and specific code subjects have been dealt with in handling more than 2,600 letters, some of these dealing with compliance requests, and in addresses made by staff members.

Some results of code action

After 465 protests on some 182 approved codes, at least 224 changes were made in 119 codes along lines of the policies advocated by the Women's Bureau, many of these being of great importance to women workers. Nearly three-fourths of these changes had to do with women's wages, and in a considerable number some improvement was made in hour provisions. Sex distinction in wage was eliminated or modified in over 55 codes, and such distinction exists in only slightly over one-fourth of the approved codes. Due in large measure to Women's Bureau efforts, industrial home work is entirely prohibited in over 70 percent of the codes for industries in which it is known that home work has been done. In several cases important changes have been made, giving protection from occupational hazards or improving sanitary conditions of work.

Work in connection with minimum-wage activities in the States

The States represented at the Secretary's conference of new minimum-wage States in July 1933 considered the meeting of such value that they requested that the Women's Bureau call meetings of similar character at intervals. Accordingly, a meeting was held in Septem-

ber in Chicago in connection with the convention of the Association of Governmental Labor Officials. The earlier minimum-wage States were invited, as also were representatives of organized labor and of certain national organizations, chiefly of women, that had been active in the States in furthering minimum-wage adoption. Other meetings of minimum-wage officials followed, including one held in connection with the major labor conference called by the Secretary in February.

There was general agreement on the importance of beginning with industries chiefly interstate in character; of choosing, where possible, industries on which action might go forward at the same time in several States; of developing a common basis of procedure and of recording; and of assuring that qualified personnel be engaged for minimum-wage administration.

It was the general consensus of opinion that minimum-wage administration should maintain the following principles:

The allowance of no differential in the basic minimum rate, whether for learners, for minors, for various localities, or for communities of differing sizes.

The guaranty of the minimum hourly rate to pieceworkers.

The payment of time and one-half for all overtime.

A higher hourly rate for part-time workers.

The payment of regular rates for all time for which workers are required to be present in the plant.

It was the consensus of opinion that there should be an effort in respect to N. R. A. codes as well as in the States to eliminate sex distinctions in wages fixed and to do away with industrial home work.

Assistance to the minimum-wage States and those contemplating such legislation has been supplied continuously by the research division.

News Letter

Throughout the year, current activities affecting employed women in this and other countries have been reviewed in the News Letter. Each month some note has been taken of changes in their employment and wages, of the progress of minimum-wage organization affecting them, and of their status as to wages and hours of work under N. R. A. codes. The January number reviewed their general situation in 1933 in these respects. Each issue has contained the most recent reports sent in to the Bureau by the States in relation to minimum-wage progress and other matters of importance to gainfully occupied women, and from time to time it has included summaries of special studies made by State labor authorities or other agencies and of new publications relating to woman employment.

Labor legislation affecting women

Though many State legislatures met during the year, few held regular sessions and few acts were passed that directly affected working women. Of special interest was the enactment in Massachusetts of a mandatory minimum-wage law superseding the nonmandatory law and in New York of a revised home-work law that extends the State's control to 1- and 2-family dwellings in cities of 200,000 population or more, and requires both employers and home workers to be licensed. New York also amended the hour law applicable to women in restaurants in regard to coverage and provided for six new minimum-wage inspectors and an additional research investigator in the division

of women in industry and minimum wage of the State department of labor. South Carolina passed legislation prohibiting the employment of women and children in manufacturing and mercantile establishments on Sunday.

New York and Ohio issued directory orders fixing minimum wages for women in laundries. New or revised minimum-wage orders were issued by California for office workers and by Oregon for mercantile, needlecraft, and laundry, cleaning, and dyeing occupations. The two Oregon orders last mentioned provide, among other things, a 44-hour week and prohibit night work.

That part of the Oregon mercantile order prohibiting work after 6 p. m. has been suspended "during the national emergency." In Massachusetts, under legislative authority granted the commissioner of labor and industries in 1933, women may be employed in textile industries, under certain regulations, until 10 p. m. instead of 6 p. m., as the night-work law provides. Wisconsin will now permit the employment of women in factories and laundries between 6 and 7 p. m. under specified conditions, though normally the prohibited hours are 6 to 6.

The general court of Massachusetts ratified the interstate compact on minimum wage that was signed in Concord, N. H., May 29, 1934, by delegates from the following seven States—Connecticut, Maine, Massachusetts, New Hampshire, New York, Pennsylvania, and Rhode Island.

Exhibits

No important new exhibits have been prepared, but hand-made charts have been designed for special purposes, as was a poster on the effects of the N. R. A. garment label. There has been constant circulation of exhibit material; 450 sets of maps on hour laws and 4,000 charts and posters have been given away; 150 copies of motion pictures have been lent. About 20 agencies, chiefly universities and schools, were permitted to have copies of Bureau films for circulation in their own areas during the year.

Publications

Nine bulletins have been issued this year and eight others are in press. The list follows:

- No. 106. Household Employment in Chicago. 62 pp.
- No. 110. The Change from Manual to Dial Operation in the Telephone Industry. 15 pp.
- No. 111. Hours, Earnings, and Employment in Cotton Mills. 78 pp.
- No. 112. Standards of Placement Agencies for Household Employees. (In press.)
- No. 113. Employment Fluctuations and Unemployment of Women. 236 pp.
- No. 114. State Reporting of Occupational Disease, Including a Survey of Legislation Applying to Women. (In press.)
- No. 115. Women at Work. 51 pp.
- No. 116. A Study of a Change from One Shift of 9 Hours to Two Shifts of 6 Hours Each. 14 pp.
- No. 117. The Age Factor as It Relates to Women in Business and the Professions. 66 pp.
- Memorandum on the Practicability of Setting Maximum Standards of Work in Cotton Mills Operating under the Stretch-Out System. 4 pp.
- Summary of Labor Legislation for Women, January to June 1933. 4 pp.
- No. 118. The Employment of Women in Puerto Rico. (In press.)
- No. 119. Hours and Earnings in the Leather-Glove Industry. (In press.)
- No. 120. The Employment of Women in Offices. (In press.)
- No. 121. A Survey of the Shoe Industry in New Hampshire in 1933. (In press.)
- No. 122. Variations in Wage Rates Under Corresponding Conditions. (In press.)
- No. 127. Hours and Earnings in Tobacco Stemmeries. 29 pp. (In press.)

Comment and recommendations

The activities of the National Recovery Administration naturally have added greatly to the duties of the Women's Bureau, which has felt an increased responsibility for the welfare of working women in this time of industrial changes. Much attention that under ordinary circumstances would have been devoted to the Bureau's usual types of inquiry, highly important to carry on, has been given instead to work in connection with the N. R. A., the various steps of which range from the assembling of material in preparation for codes affecting women to the summarizing of the approved codes and acquainting women with their provisions. A report on the effects of the codes is now in preparation.

The Bureau follows closely the changes in women's employment, wages, and hours and in legislation affecting these conditions, especially minimum-wage laws.

Studies to be made as soon as plans can be matured are an audit of women's earnings in canneries, a State-wide survey of Michigan, a job analysis of women's work in the automobile industry, and an inquiry by questionnaire into the employment, incomes, and responsibilities of university-trained women. Persistent inquiry into the hazardous employments of women remains among the recommended studies.

There is great need of additions to the staff. For the past several years the Bureau has not had sufficient appropriation to increase its force. During this period, however, the demands on the Bureau have increased tremendously. The census of 1930 reports nearly 11 million women in gainful employment, an increase of 25.8 percent in 10 years and greatly increasing the normal work of the Bureau. As shown elsewhere in this report, a large part of the Bureau's work in the past year has been of an emergency character. In the future, such demands upon the Bureau will continue and doubtless will increase.

Respectfully submitted.

MARY ANDERSON, *Director*.

UNITED STATES HOUSING CORPORATION

TURNER W. BATTLE, *President*

To the SECRETARY OF LABOR:

The Corporation continued during the year to liquidate the assets acquired in providing housing for war needs:

The policy of extending leniency to purchasers in cases where lack of employment precluded the carrying out of the contracts of purchase was continued.

The collections amounted to the sum of \$82,006.43 and were allocated to the following accounts:

| | |
|-------------------------|---------------|
| Principal payments..... | \$63, 703. 39 |
| Interest payments..... | 18, 303. 04 |

The foregoing sum was covered into the Treasury of the United States as miscellaneous receipts, and served to increase the returns made by the Corporation, as follows:

| | |
|---|--------------------|
| From— | |
| Disposal of properties..... | \$18, 611, 787. 29 |
| Repayment of loans..... | 12, 777, 487. 87 |
| Operation of projects..... | 9, 140, 453. 12 |
| Unexpended balance of original appropriation..... | 32, 500, 000. 00 |
| Total..... | 73, 029, 728. 28 |

Active accounts

The outstanding balances remaining to be collected on the individual purchasers' accounts at the various housing projects totaled the sum of \$1,190,406.41, at the end of the fiscal year, as will appear by reference to the following schedule of active accounts:

Projects:

| | |
|---------------------------|-----------------|
| Aberdeen, Md..... | \$58. 27 |
| Alliance, Ohio..... | 12, 600. 67 |
| Bremerton, Wash..... | 45, 671. 31 |
| Craddock, Va..... | 6, 902. 54 |
| Davenport, Iowa..... | 297. 53 |
| Erie, Pa..... | 22, 274. 22 |
| Hammond, Ind..... | 164, 848. 20 |
| Kittery Point, Maine..... | 3, 692. 78 |
| Lowell, Mass..... | 164. 63 |
| New Brunswick, N. J..... | 28, 266. 58 |
| New London, Conn..... | 116. 94 |
| Newport, R. I..... | 1, 033. 18 |
| Niles, Ohio..... | 1, 035. 22 |
| Philadelphia, Pa..... | 803, 879. 58 |
| Quincy, Mass..... | 85, 535. 47 |
| Vallejo, Calif..... | 2, 547. 22 |
| Waterbury, Conn..... | 4, 039. 84 |
| Watertown, N. Y..... | 6, 340. 28 |
| Watervliet, N. Y..... | 1, 101. 95 |
| Total..... | 1, 190, 406. 41 |

Unsold properties

The appraised value of the unsold properties is carried on the books of the Corporation as the sum of \$136,869.66, as follows:

| Project and description: | |
|---|-------------------|
| Alliance, Ohio, 44 lots..... | \$10,944.00 |
| Bridgeport, Conn., 1 lot..... | 1,300.00 |
| Cradock, Va., 18 lots and 4 blocks..... | 9,450.00 |
| Davenport, Iowa, 19 lots..... | 17,475.00 |
| East Moline, Ill., 3 lots..... | 2,120.00 |
| Erie, Pa., 32 lots and 1 house..... | 11,275.00 |
| Ilion, N. Y., 54 lots..... | 19,397.50 |
| Lowell, Mass., 2 lots..... | 2,323.16 |
| Newport, R. I., 12 lots..... | 3,350.00 |
| Philadelphia, Pa., 9 houses..... | 36,100.00 |
| Quincy, Mass., 15 lots..... | 14,100.00 |
| Rock Island, Ill., 2 lots..... | 200.00 |
| Vallejo, Calif., 22¼ acres..... | 3,375.00 |
| Watertown, N. Y., 34 lots..... | 5,460.00 |
| Total..... | <u>136,869.66</u> |

Respectfully submitted.

TURNER W. BATTLE, *President.*

