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TWENTY-FOURTH ANNUAL REPORT  
OF THE  
SECRETARY OF LABOR

FOR THE FISCAL YEAR  
ENDED JUNE 30

1936



UNITED STATES  
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**TWENTY-FOURTH ANNUAL REPORT OF THE SECRETARY OF  
LABOR**

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**LETTER OF TRANSMITTAL**

DEPARTMENT OF LABOR,  
OFFICE OF THE SECRETARY,  
*Washington, D. C., November 14, 1936.*

*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, 1936.

Respectfully submitted.

FRANCES PERKINS,  
*Secretary of Labor.*



TWENTY-FOURTH ANNUAL REPORT  
OF THE  
SECRETARY OF LABOR

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How has the Department of Labor fulfilled its purpose during the past fiscal year, particularly as compared with the preceding year? This is the question to which each annual report of the Department is addressed. The answer, as it applies to the year ending June 30, 1936, may well be prefaced by review of the general purpose of the Department and the particular objectives into which this has divided itself.

THE BASIC LAW

"To foster, promote, and develop the welfare of the wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment"; this is the object as stated in the law for which the Department of Labor was created. In 1913, when this act was passed, the general conception of wage earners was that they were industrial employees engaged in manual labor and exposed to all the hazards of industry. Frequent loss of jobs, long hours with no vacations, low incomes with no bonuses, and employment in processes of production often under unsafe and insanitary conditions, and no orderly method of complaint and petition for adjustment of intolerable conditions as a matter of right were the accepted factors which differentiated the working conditions of wage earners from other citizens gainfully occupied.

In 23 years many changes have taken place. Wartime production and demand raised working levels for industrial employees to new "highs." Although these were not maintained, permanent gains resulted. Improvements have taken place in their hours of labor, wages, and physical conditions of work which are in advance of some of the standards obtaining among employees in offices and other fields. Organization of labor into trade unions proceeded rapidly during the war years, and the recognition of the rights and obligations of workers in the unified national field left a lasting impression on the status of American wage earners. The Government in those years took the lead in the recognition of this status.

In any consideration of the constituency of the Department of Labor, question arises as to its relationship to organized wage earners. Organized labor took the lead in promoting legislation for the

creation of this Department and for comparable departments in the States, but they never have argued for the operation of these departments exclusively in their own behalf. Rather have they recognized the necessity and desirability of a public policy which permits no distinctions in service to organized and unorganized wage earners.

In the formulation and execution of its program the Department of Labor seeks information from labor unions, the advice and cooperation of their leaders and members, and aims to be of genuine service to them. It makes available data on conditions and problems affecting their lifework; it stimulates interest in these; and it invites their participation in all Government programs affecting the wage earners of the United States of America.

From employers, also, the Department of Labor seeks information, counsel, and assistance, since they represent the party of the second part in all activities designed to improve the employment conditions of wage earners. In turn, the resources of the Department are available to them, particularly the publications and research of the Bureau of Labor Statistics, the Division of Labor Standards, the Children's Bureau, and the Women's Bureau.

"To foster, promote, and develop the welfare of wage earners" covers a wide range of activities. As carried on, however, by the Department of Labor, they have been confined to those included in the two succeeding phrases in the statement of purpose. Of these, the first is to improve working conditions, and the second to advance opportunities for profitable employment.

The specific objectives on behalf of workers into which the purpose of the Department has been translated during 1933-36 concern themselves with the following:

- I. Employment:
  - a. Steady work in private enterprise.
  - b. Emergency work on public-works projects.
  - c. Adequate facilities for securing jobs (Nation-wide employment service).
  - d. Adequate facilities for training (apprentice training and vocational education).
- II. Conditions of employment:
  - a. Reasonably short hours of labor.
  - b. Adequate annual income from wages.
  - c. Safe and healthful physical conditions of work.
  - d. Practical industrial relations based on:
    - (1) Collective bargaining.
    - (2) Conciliation, mediation, and arbitration through Government agencies.
  - e. Elimination of child labor.
- III. Social security:
  - a. Adequate provision as a matter of right when incapacitated to earn by reason of accident, industrial disease, unemployment, or old age.

- IV. Social and living conditions:
- a. Practical low-cost housing designed and built with wage-earner cooperation.
  - b. Adult education planned and conducted with wage-earner cooperation.
  - c. Relief and ordinary rehabilitation of the victims of the unemployment crises with wage-earner cooperation.
  - d. Community life (civic, social, cultural) designed to include wage-earner participation.
  - e. Assimilation of the foreign-born workers by the administration of the naturalization acts for this purpose.

#### EMPLOYMENT

To the welfare of wage earners' employment is the all-important first essential. It is to them the supreme test of the Nation's economic and social policies and the most realistic proof of recovery.

Since employment is not an isolated entity but dependent upon other economic conditions, it seems pertinent to point out here the changes which have occurred in those conditions which are commonly accepted as indicative of general economic trends. Perhaps the more significant for which data are available are (1) industrial production, (2) department-store sales, (3) expenditures in building construction, and (4) cash farm income.

All these criteria for June 1936 show improvement over June 1935. Industrial production was up 25 percent, department-store sales 10.5 percent, expenditures in building construction almost 100 percent, and cash farm income over 36 percent.

Reemployment in private enterprise during the past fiscal year also showed substantial improvement. Factory employment, as a whole, in June 1936 was higher by 7.9 percent than in June 1935, and the gains made in employment in the industries making durable goods and capital equipment were especially notable.

In the nonmanufacturing industries, all but a few reporting to the Bureau of Labor Statistics were employing more workers in June 1936 than in June 1935.

Supplementing the increased employment furnished by private enterprise during the past fiscal year was that provided by the National Works Program. At the close of the year more than 3¾ million persons were engaged on public works and other useful projects of value to the economic and cultural life of our people.

The foregoing records of private and public employment and their contribution to the opportunity of wage earners of the country are to be attributed to no one agency of the Government. Rather are they due to the cooperative effort of those concerned in carrying out the national policies and programs adopted to this end. Since, however, the work of the Department of Labor is the subject of this

report its role in the private and public employment of wage earners must needs be particularized.

#### Employment Service.

Of major significance has been the Department's contribution rendered by the United States Employment Service. During the past fiscal year the United States Employment Service secured over  $5\frac{3}{4}$  million jobs for wage earners in comparison with a little over  $3\frac{1}{8}$  millions during the previous fiscal year. Placements with private employers for 1936 numbered 1,147,287, as compared with 1,089,969 the previous year, a gain of over 57,000. New applications for employment numbered over  $6\frac{1}{8}$  millions as compared with  $4\frac{1}{8}$  millions during the previous fiscal year.

In cooperation with the States, the United States Employment Service maintains a Nation-wide system of 1,639 public employment offices. Of these 296 are maintained by the States and 1,343 by the National Reemployment Service. The latter is a temporary branch of the Federal service set up primarily to serve the Emergency Works Program.

Cooperation of the States with the United States Employment Service was extended during the past fiscal year through acceptance of the provisions of the Wagner-Peyser Act by Alabama, Mississippi, and South Carolina. This addition makes a total of 43 States which have enacted laws enabling them to become an integral part of the United States Employment Service.

*Civilian Conservation Corps.*—Another avenue through which the Department of Labor assisted in providing opportunities for employment was its participation in the work of founding and developing the Civilian Conservaton Corps. On June 30, 1936, almost a third of a million (321,243) men were enrolled in this corps. From the beginning of this experiment the Department of Labor has been responsible for the policies governing the recruiting and selection of enrollees as well as for the execution of these policies. Through representation on the advisory council of the corps the Department further assists in its work.

*National Youth Administration.*—Also through early representation on the executive committee of the National Youth Administration, whose establishment resulted from preliminary efforts of the Department of Labor to promote the employment of young people, it has had an opportunity to contribute to this end.

#### Training facilities.

Another agency related to the National Youth Administration which the Department of Labor promoted and has fostered as a means of carrying out its objective to provide adequate training facilities for wage earners is the Federal Committee on Apprentice Train-

ing. The immediate responsibility of this committee is to develop standards of training for apprentices and to promote their adoption throughout the States. Also its activities are designed to prevent shortage of labor in the skilled trades.

The committee is housed in the Department of Labor and has as chairman one of the Department's executives. Full cooperation of wage earners in this program is assured by adequate representation of organized labor in the skilled trades.

Much more capacious than the Federal Committee on Apprentice Training as a resource for training facilities for wage earners is the Vocational Division of the Office of Education. In the determination of the policies governing this Division the Department of Labor is participating through the Secretary of Labor, who serves as chairman of the Federal Board for Vocational Education. In accordance with recommendations of the Board based on studies conducted jointly by the Department of Labor and the Vocational Division, parts of the latter's program already have been revised and a complete survey of its experience is in prospect.

#### CONDITIONS OF EMPLOYMENT

Realization of the democratic concept of a better working life for wage earners rests on improvement of each of the several factors conditioning their employment. Expressed in terms already used in defining the objective of the Department of Labor, these factors are as follows: (1) Reasonably short hours of work; (2) adequate annual income; (3) safe and healthful conditions of work; (4) practical industrial relations based on collective bargaining and conciliation, mediation, and arbitration through Government agencies; (5) elimination of child labor; and (6) economic security against accident, industrial disease, unemployment, and old age.

##### Hours of work.

Reasonably short hours of work is neither a precise nor a static objective. At present, however, public opinion and practice support the idea that a maximum of 40 hours is practicable. This was the standard advocated by the Department of Labor and adopted by the National Recovery Administration in 1933 primarily as a device for increasing employment.

With the lapse of the N. R. A. in May 1935, there was some departure from the standard 40-hour week. At the same time, a number of industries entered into voluntary agreements to maintain it. The trend, however, during the past fiscal year, as indicated by records of the Bureau of Labor Statistics, was in excess of this maximum.

In the promotion of the 40-hour week the activities of the Department of Labor have been extensive.

At the Secretary of Labor's Second National Conference on Labor Legislation, which met in Asheville, N. C., in October 1935, the committee on hours of labor recommended the adoption of the 40-hour week for State labor legislation, as follows:

With the possible exception of agricultural employment and domestic service, no employer shall employ any person in excess of 40 hours per week or for more than 8 hours per day.

In view of the action taken by the International Labor Conference at Geneva in June, we believe that the foregoing recommendations are practical. Therefore, we respectfully urge the President of the United States to submit the treaty embodying this principle of the 40-hour week to the Senate for speedy ratification.

Laws regulating hours of work and in some measure reflecting these standards were enacted by eight States during the fiscal year in question.

Also at the Twentieth International Labor Conference, which convened at Geneva on June 4, 1936, the Government members of the United States delegation, appointed on recommendation of the Secretary of Labor, supported the proposal for the introduction of the 40-hour week in four specified industries. The draft convention on only one of these, public works, received the required number of votes for the adoption of a convention.

Of the Walsh-Healey Act, providing, among other standards, for a maximum 40-hour week and a maximum 8-hour day in employment on Government contracts for articles and supplies exceeding \$10,000, the Department of Labor was a strong advocate. Administration of the act, which was approved the closing day of the fiscal year, is delegated to the Department of Labor.

#### **Annual income.**

An adequate annual income should never be thought of in inflexible terms. Adequacy must always be viewed against the existing background of technical possibilities. Under primitive conditions the mere avoidance of starvation may have been "adequate." Today in the United States, considering on the one hand our resources and on the other hand the existence even in 1929 of millions of families with incomes of less than \$1,000, there is general acceptance of adequacy as the amount necessary to support an individual or family in health, efficiency, and comfort. Even before this ideal has been attained through the development of new techniques and the better organization of resources it will be time to establish new and higher standards of adequacy. The level of living of wage earners, the real buying power of their annual incomes, must rise continually to maintain a healthy economic and social balance. Their standard of living, the ideal toward which they strive, must similarly be expected to rise.

Only recently has the fact that standards of living are controlled by annual income rather than by hourly or weekly wages commanded

much attention. This recognition is a part of the Department's new responsibilities to the President, to labor, and to industry.

Data on annual incomes are still inadequate, though this gap in our knowledge is being closed through the efforts of the Department of Labor. The Bureau of Labor Statistics has completed a study of incomes in the engineering profession and is regularly securing data on annual earnings in studies of a number of industries each year.

The Department of Labor does not attempt to define an adequate annual income. But studies completed and under way in the Bureau of Labor Statistics make possible an exact description of the character of family living at various levels of income.

Through membership in the National Resources Committee, the Secretary of Labor participates in studies of ways and means by which our vast natural resources may be more effectively used to assure a higher level of living.

While information is still inadequate to measure increases in annual income, the records of the Bureau of Labor Statistics indicate that the average weekly earnings of factory employees were almost 11 percent higher in June 1936 than in June 1935. This increase, the records show, is due almost exclusively to longer hours of work. But whatever the cause, it represents a considerable net gain in purchasing power since rises in earnings were much greater than those in the cost of living.

As one step in the direction of securing for wage earners adequate annual incomes, the Department of Labor has advocated minimum wage laws for women and minors. On July 1, 1935, 16 States had enacted such laws. One additional State joined their ranks during the fiscal year. Illinois during this period made its law permanent, and Massachusetts reenacted its new mandatory law with provision for its administration by the department of health.

This movement in the States for minimum-wage legislation suffered a severe setback by the decision on June 1, 1936, of the Supreme Court declaring the New York State law unconstitutional.

On the credit side of the ledger is the provision made by the Walsh-Healey Act for minimum wages in certain Government contracts.

Finally, in the administration of the Davis-Bacon Act the Department of Labor has contributed further to the promotion of adequate annual incomes for wage earners. This act requires payment of prevailing wage rates in the construction, alteration, and repair of Federal buildings and public works.

#### **Safe and healthful conditions of work.**

Another of the Department's objectives is concerned with the employment of wage earners under safe and sanitary conditions. To ascertain with any degree of accuracy what changes have taken

place during the past fiscal year with respect to these conditions is extremely difficult.

For determining changes with respect to healthful conditions no yardsticks as yet have been developed.

Of the measures initiated by the Secretary of Labor to eliminate hazards to both industrial safety and industrial health, one of the most far-reaching was the organization of the National Conference on Silicosis and Similar Dust Diseases which held its main meeting in Washington on April 14, 1936. This conference is made up of representatives of labor, employers, professional groups, including engineers and physicians, and Government organized into a number of standing committees. Its specific objectives are two—the development of a practical program of prevention and the establishment of standards for the compensation of disabilities resulting from these diseases.

*Industrial hygiene.*—Two other activities designed to promote safe and healthful conditions of work have been promoted by the Department. One is its collaboration with the Public Health Service in the development of industrial hygiene units in the States. The other is the organization of the Federal Council on Safety for the prevention of accidents in Federal departments and on projects financed and sponsored by the Federal Government.

*Training courses for factory inspectors.*—Another important step taken by the Department of Labor to insure safe and healthful conditions of work was the organization and conduct in Baltimore in February 1936 of a 10-day course for training factory inspectors and, in connection with this, the preparation of a manual for the use of this group. The training course was developed in cooperation with the school of hygiene and public health of Johns Hopkins University, the Baltimore city health department, and the Industrial Accident Commission of Maryland. Twenty-seven factory inspectors from four States were enrolled in the course. Development of the foregoing program has been a responsibility of the Department's Division of Labor Standards.

*Laws.*—With respect to legislative action by the States on the subject of safe and sanitary conditions of work, that taken by Illinois was, perhaps, the most notable. It enacted a general health and safety law empowering the industrial commission to make rules to effectuate specified provisions. New York passed several amendments to its laws concerned with safety and sanitation and appropriated \$100,000 for the prevention of silicosis and other dust diseases.

Among the Federal laws enacted for the improvement of physical conditions of work, the Walsh-Healey Act again commands attention. One of its provisions forbids work under conditions which are

“insanitary or hazardous or dangerous to the health and safety of employees engaged in the performance of”—the Government contract covered by the act.

### Industrial relations.

Experience indicates that periods of emergence from depression have in the past been marked by strained relations between workers and employers. The record for the calendar year of 1935 bears out this experience. During this year more strikes occurred than in the previous year, more, in fact, than in any one of the 13 preceding years. Fewer employees, however, were involved, and less working time was lost. This is an indication of the fact that the activities of the Department of Labor in offering its services for conciliation quickly and intelligently have been unusually effective for the number of man-hours involved in strikes has decreased steadily throughout the last few years, even though the number of strikes have been greater. About one-half of the strikes in 1935 involved new organization activity on the part of the unions.

*Collective bargaining.*—The most important measure adopted during the past fiscal year to prevent strikes and improve industrial relations was the enactment of the National Labor Relations Act, frequently referred to as the Wagner-Connery Act. This was approved July 5, 1935. It defines and strengthens the rights of workers to organize and bargain collectively and establishes a quasi-judicial board of three members to carry out its provisions.

*Conciliation Service.*—Pending complete adjustment to the technique of collective bargaining it is necessary for the Government to provide for the settlement of industrial disputes by process of conciliation, mediation, and arbitration.

Conciliation is an attempt by a third party to bring about an amicable solution of the differences involved but without power to settle them. “If the workers and the employers agree to submit their dispute to a third party, the procedure is called mediation.” The decision, however, of the third party is not compulsory. “When the employers and the workers in submitting their disputes to a mediation board also agree to abide by the decision of the board, the procedure is called arbitration.”

These procedures are provided in the Labor Department mainly through its Conciliation Service and the office of the Assistant Secretary. It is by virtue of the following section in the Organic Act of the Department of Labor that it makes available a conciliation service to the employers and employees:

The Secretary of Labor shall have power to act as mediator and to appoint commissioners of conciliation in labor disputes whenever in his judgment the interests of industrial peace may require it to be done.

During the past fiscal year the number of disputes in which the Conciliation Service used its good offices was slightly in excess of that of the previous year. Volume of disputes alone, however, does not constitute a complete measurement of the work of this Service; it needs to be supplemented by an appreciation of the human approach to the many problems presented by employees and employers and to their constructive solution. Often adjustments of difficulties are effected before they crystallize into a formal dispute. More and more the varied demands for assistance made by employers and employees upon the Conciliation Service, the offices of the Secretary and the Assistant Secretary of Labor, and the United States Employment Service indicate need for broadening the scope of the Conciliation Service.

*Participation of workers.*—As a means of promoting better industrial relations, the Department of Labor has consistently advocated the participation of employees in the determination of policies governing their employment and the representation of employees on all boards and committees serving in an advisory capacity to public agencies concerned with employment problems.

*Research.*—Through such studies by the Bureau of Labor Statistics as that on company unions, the Department is able further to contribute to the improvement of labor relations.

*Laws.*—Little legislation during the past fiscal year was enacted by the States with respect to industrial disputes and collective bargaining. Federal legislation related to this subject, other than the National Labor Relations Act, included the Bituminous Coal Conservation Act which was declared unconstitutional and the act providing for the appointment of a United States Maritime Commission.

*Agreement.*—Of outstanding significance was the voluntary 5-year agreement executed between railroad operators in the United States and the railroad labor unions providing for dismissal wage and other types of compensation for employees. This agreement is known as the Enochs-Harrison pact. It was "the first national agreement ever made in the United States governing the disposition of employees who lose their jobs or are otherwise adversely affected by technological improvements and increased efficiency in industry."

#### **Child labor.**

Few, if any, of the objectives of the Department have received more emphasis than the elimination of child labor. This, in fact, was one of the several purposes back of the Children's Bureau, whose establishment antedated by about a year that of the present Department of Labor.

Under the National Industrial Recovery Act the employment of boys and girls under 16 years of age was prohibited by the codes. Since the invalidation of this act the tendency to disregard this

standard has definitely manifested itself. Statistics collected by the Children's Bureau show an increase of 145 percent in the employment certificates issued children under 16 during the first 5 months of 1936 as compared with the corresponding period in 1935.

This backward step to some degree is counteracted by the advances in legal protection afforded children in several of the States and also by the Government in the child-labor provision of the Walsh-Healey Act.

Ratification by 12 additional States of the child-labor amendment will make it a part of the Constitution. Completion of these ratifications during the 1937 sessions of the State legislatures would remove one of the most serious obstacles to improving conditions of employment and developing the welfare of the wage earners of this country.

#### SOCIAL SECURITY

Progress in insuring for wage earners adequate care and support when incapacitated by reason of accident, industrial disease, unemployment, or old age made great strides during the past fiscal year. The Social Security Act, approved August 14, 1935, is perhaps the most far-reaching law ever enacted anywhere in the interest of wage earners. It is based on the recommendations of the Cabinet Committee on Social Security, of which the Secretary of Labor served as chairman. The inquiries and conferences upon which the act was formed were developed within the Department of Labor and by the use of its varied resources.

Provision in the Social Security Act is made for unemployment compensation, old-age assistance and old-age benefits, security for children, aid to the blind, extension of public-health services, and vocational rehabilitation services. Those sections of the act relating to maternal and child-health services, services to crippled children, and child-welfare services are administered by the Department of Labor through the Children's Bureau.

By the end of the fiscal year the Children's Bureau had approved plans submitted by the States and Territories as follows: Maternal and child-health services, 49; crippled-children's services, 38; and child-welfare services, 34. Payments made States and Territories for the period ending June 30, 1936, amounted to over \$2,212,000.

The Social Security Board, which administers the provisions for unemployment insurance, old-age benefits, and public assistance, reports that by June 30, 1936, 37 States, including the District of Columbia, were cooperating in one or more phases of the public-assistance program of the Social Security Act for aid to the needy aged, the needy blind, and dependent children. On that date almost 800,000 persons were receiving assistance. And for the period February 1 through June 30, 1936, the Social Security Board had au-

thorized grants amounting to over \$25,000,000 to the States for public assistance.

Twelve of the then existing 14 State unemployment-compensation laws had been approved by the Social Security Board and Federal grants for the administration of these laws totaling over a million dollars had been made to these States.

Protection of wage earners in case of disability from industrial accident or disease was furthered by the enactment of laws amending provisions for workmen's compensation in 12 States. At the end of the fiscal year all but two States were providing for some form of workmen's compensation.

A Federal statute approved June 25, 1936, enables States to apply their workmen's-compensation laws to Federal projects within their geographical boundaries.

Another piece of Federal legislation of major importance in promoting security for wage earners is the Railroad Employees' Retirement Act approved July 5, 1935. This provides for annuities to railroad employees retired at 65 years of age or after 30 years of service. One hundred and twenty dollars a month is the maximum annuity permitted.

#### SOCIAL AND LIVING CONDITIONS

Of those objectives of the Department of Labor which fall within "social and living conditions" none perhaps is more important than housing.

##### **Housing.**

Need for more adequate housing facilities for wage earners has long been recognized. In response to this and more especially in order to increase employment in the building trades and heavy industries, the Federal Housing Administration, the Housing Division of the Public Works Administration, and other related agencies were set up in 1933 and 1934. As a result of their programs, housing facilities during the past fiscal year have greatly improved. The number of families provided for in new dwellings was over twice as many as during the fiscal year of 1935.

Notwithstanding this record, the need of low-income groups for better housing is still conspicuous. It is the function of the Department of Labor to assist in interpreting this, particularly to workers, and to devise with them legislation and other ways of meeting it. It is a further responsibility of the Department to promote the cooperation of wage earners in the design and building of housing projects for their occupancy.

Up to date the Department has fulfilled this function in only a limited way through collection and distribution of statistics on

building, assistance in preparation of legislation, testimony at congressional hearings, consultation with agencies concerned with housing and especially with labor groups, attendance at conferences on housing, and visits to housing projects for workers.

#### Adult education.

Mention already has been made of promotion by the Department of Labor of adequate facilities for training through the Vocational Division of the Office of Education and the Federal Committee on Apprentice Training.<sup>1</sup>

In addition, there needs to be provided to wage earners through established channels opportunity to take various educational courses *designed to meet their needs*, especially courses in economics, labor problems, history of trade unionism, the sciences, arts, and other subjects.

The Workers' Education Bureau, the American Association for Adult Education, the Bryn Mawr Summer School, colleges, and universities are among the agencies engaged in meeting these needs.

The Department of Labor's contribution is to be had, first, in making available to the agencies concerned the data of its various bureaus, such publications as the Labor Information Bulletin, addressed mainly to trade unionists, and the various exhibits of the Department; second, in collaborating with these agencies in the development of policies and programs; and third, in effecting in these the participation of wage earners.

#### Relief and rehabilitation.

In the administration of relief to wage earners and their rehabilitation during the past fiscal year, the Department of Labor has contributed through—

1. Making available to the proper authorities the statistical data and pertinent studies of its various bureaus.
2. Participating, through committee service and counsel on the part of various members of the staff, in the formulation of policy and program.
3. Registering applicants for work relief and referring them to projects through the United States Employment Service.
4. Promoting continually the representation of wage earners in all groups and agencies responsible for the formulation of policies and programs on relief and rehabilitation.

More and more the Department is convinced of the desirability of emphasizing rehabilitation of the individual worker, of diagnosing his needs, and, wherever possible and practicable, providing him with work for which he is suited, whether in private business, public works, subsidized workshops, or subsistence homesteads.

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<sup>1</sup> P. 9.

### Community life.

With the development of the civic, social, and cultural aspects of community life for wage earners the Department has been less directly active. It has promoted the representation of wage earners on advisory councils in connection with these various aspects, especially education, health, and recreation, and has encouraged workers to participate in the cultural life of their community. Two concrete evidences of this are to be had in its specifications governing the establishment of local advisory councils in connection with public employment offices and in the exhibitions of paintings by wage earners held under the auspices of the Department of Labor in its new building.

In various ways the Department has emphasized the need of suitable leisure time activities for wage earners and their contribution to the theater, music, writing, and other arts.

### Assimilation of foreign-born workers.

Through the administration of the naturalization laws, the Department of Labor aids in the assimilation of alien workers with our own native population. Thus it contributes substantially to the improvement of social and living conditions.

During the past fiscal year declarations of intention to become naturalized numbered 148,118, final petitions 167,127, and the aliens admitted to citizenship 141,265.

Further to make its administration of naturalization laws more effective, the Immigration and Naturalization Service of the Department carried on an extensive investigation of naturalization frauds and, after careful surveys of existing practices, revised its examination procedure.

### TECHNIQUES

From the foregoing discussion it is apparent that during the past fiscal year four techniques were operative in the promotion of the Department's objectives. The primary technique, applied to each one of these, is legislation; the other three, conference, collaboration, and research.

#### Legislation.

A clearer idea of the volume and character of the legislation enacted by the States and Federal Government during the past fiscal year may be obtained if an outline of the whole is presented. First, then, as to the labor laws passed by the States.

*State labor laws.*—In view of the fact that most of the 46 State legislatures which convened in 1935 had adjourned by July 1 and that only nine regular sessions were scheduled for 1936 an unusually large and significant body of labor laws was enacted during the fiscal year ended June 30. Among them initial or revised statutes were

passed with respect to the following subjects and by the number of States indicated:

<i>Subject</i>	<i>Number of States</i>
Child labor.....	5
Collective bargaining, labor disputes.....	2
Hours of labor.....	8
Industrial home work.....	1
Prison labor.....	5
Public employment offices.....	3
Safety, health, and sanitation.....	2
Social security:	
Old-age assistance.....	<sup>1</sup> 21
Public health.....	1
Unemployment compensation.....	<sup>1</sup> 13
State department of labor.....	4
Wages:	
Minimum wages.....	3
Wage payment and terms of employment.....	7
Workmen's compensation.....	12

<sup>1</sup> Plus the District of Columbia.

Of the foregoing acts, none perhaps mean more to the long-time program for better labor standards and their administration than those creating a unified and independent State department of labor in each of four States: Alabama, Kentucky, Louisiana, and South Carolina. A well set-up State department of labor is the prime essential of such a program; without provision for effective administration labor laws mean little.

The Department of Labor is prepared to give information and assistance to States seeking to solve a local labor or industrial problem.

*Federal labor laws.*—Though the volume of Federal labor legislation necessarily is much smaller than that enacted by the States, its scope makes it particularly significant.

Below are the laws establishing labor standards or other provisions affecting wage earners which became effective during the past fiscal year:

1. Investigations:

- a. S. Res. 298, 74th Cong.; approved June 18, 1936. Authorizes and directs the Secretary of Labor to investigate and report with recommendations to Congress upon labor devices and all other means adopted toward reducing the cost of production.
- b. H. Res. 49, 74th Cong.; approved June 20, 1936. Authorizes and directs the Secretary of Labor to investigate and report with recommendations to Congress upon the social and economic needs of migratory labor.

- 2. Labor relations:**
- a. National Labor Relations Act** (also known as the Wagner-Connery Act). Public Act No. 198, 74th Cong.; approved July 5, 1935. Defines and strengthens rights of workers to organize and bargain collectively as a means of settling and preventing labor disputes.
  - b. Public Act No. 487, 74th Cong.,** approved Apr. 10, 1936. Empowers National Mediation Board to establish a National Air Transport Adjustment Board.
  - c. Public Act No. 776, 74th Cong.;** approved June 24, 1936. Prohibits interstate transportation of strike breakers.
  - d. S. Res. 266, 74th Cong.;** passed June 6, 1936. Provides for investigation of violations of the rights of free speech and assembly, of freedom of association and collective bargaining.
- 3. Prison labor:**
- Ashurst-Sumners Act, Public Act, No. 215, 74th Cong.;** approved July 24, 1935. Aims to assist States in the enforcement of State laws regulating or prohibiting the sale in the open market of prison-made goods.
- 4. Safety, sanitation, hours, wages, etc.:**
- Employment of Seamen Acts—**
- 1. Public Act No. 808, 74th Cong.;** approved June 25, 1936. Regulates conditions of employment of seamen and engine-room workers in seagoing merchant marine.
  - 2. Public Act No. 835, 74th Cong.;** approved June 29, 1936. Creates a United States Maritime Commission to investigate conditions of employment in ocean-going shipping with a view to revising the contracts providing subsidies and incorporate in them better labor standards.
  - 3. Public Contracts Act** (also known as the Walsh-Healey Act). Public Act No. 846, 74th Cong.; approved June 30, 1936. Provides, in Government contracts for materials, articles, supplies, and equipment in amounts exceeding \$10,000, for labor standards governing hours, wages, child and convict labor, and working conditions.
- 5. Social Security:**
- a. Social Security Act, Public Act No. 271, 74th Cong.;** approved Aug. 14, 1935. Provides for unemployment compensation, old-age security, security for children, aid to the blind, extension of public-health services, and vocational rehabilitation.
  - b. Railroad Employees Retirement Act, Public Act No. 399, 74th Cong.;** approved Aug. 29, 1935 (substitute for law enacted at previous session of Congress which was invalidated by the Supreme Court). Provides for annuities to railroad employees retired at 65 or after 30 years of service, but may not exceed \$120 per month.

## 6. Stabilization of employment:

Bituminous Coal Conservation Act (also known as the Guffey Act) Public Act No. 402, 74th Cong.; approved Aug. 30, 1935; invalidated by the Supreme Court May 18, 1936. Aimed to stabilize the bituminous-coal industry and to improve its industrial relations and labor conditions.

## 7. Workmen's compensation:

Public Act No. 814, 74th Cong.; approved June 25, 1936. Enables States to apply their workmen's compensation laws to Federal projects within their geographical boundaries.

**Conferences.**

The second of the Department's techniques applied to the attainment of its objectives is conference. Through this medium issues are clarified, conflicting points of view harmonized, constructive agreements reached, and the general public informed both of problems and proposed remedies.

Among the major conferences called by the Secretary of Labor were the following:

1. The Second National Conference on Labor Legislation, at Asheville, N. C., October 4 and 5, 1935.
2. The Conference of National Organizations on Cooperation in the Improvement of Labor Standards, at Washington, D. C., December 17, 1935.
3. The Third Southern Regional Conference, at Columbus, S. C., January 20 and 21, 1936, by invitation of the Governor of South Carolina.
4. The Conference of Organized Labor Representatives, at Washington, D. C., February 6, 1936.
5. The National Conference on Silicosis and Similar Dust Diseases, the major meeting of which was held at Washington, D. C., February 26, 1936.

In addition, other national conferences were held in connection with the work of the United States Employment Service and the Children's Bureau.

**Collaboration.**

A third technique of the Department is collaboration. Although this is applied most extensively with the States, it also is carried on with other official agencies as well as with unofficial bodies.

*The International Labor Office.*—One of the foremost of the official agencies is the International Labor Organization. In this, the first full fiscal year since the United States joined the I. L. O., it has assumed through the Department of Labor full responsibility of active membership.

Four delegates from the United States, two representing the Government and one each representing employers and labor, attended the twentieth annual conference at Geneva which convened on June 4, 1936. This conference was concerned with several problems of vital international importance, the most significant being the proposals looking forward toward a 40-hour maximum week in certain major

industries. The application of the 40-hour week to public construction work was approved by a two-thirds vote of the conference and will be submitted to the various member States for final action. Similar proposed conventions covering the construction, the iron and steel, and the coal industries failed to secure a two-thirds vote, as required by the conference rules, and were thus not adopted. The United States Government delegates supported all suggestions for shortening the hours of labor. A discussion of the proposal for a 40-hour week in the textile industry resulted in the adoption of a suggestion made by the United States Government delegation, that a preliminary tripartite meeting of technical experts be called in order to discuss the economic and social problems of that industry.

The International Labor Organization was created to establish an international meeting place (1) for the discussion of industrial problems affecting labor and (2) for the initial drafting of conventions or agreements, which if approved by the member States, would have the force and effect of treaties. The underlying idea of the organization as an international body is that single nations, acting independently, are often deterred from improving their labor standards because of the competition of other nations—a difficulty which only can be remedied by the joint action of the various nations concerned.

Delegates from the United States also attended the first regional conference of the International Labor Organization which was held at Santiago in January 1936 and the preparatory maritime conference at Geneva in November 1935.

*Federal agencies.*—The Department of Labor collaborates with a number of Federal agencies. Through the membership of the Secretary of Labor on the Central Statistical Board, the National Resources Board, the Committee on Industrial Analysis, and the Board for Vocational Education, of which she is Chairman, it participates in their work.

With the Department of Agriculture active, cooperation has been carried on in the interest of sharecroppers and agricultural workers. They have been employed largely as fruit pickers and packers and in the cotton, beet, onion, lettuce, and other vegetable fields. California in particular has been the seat of many difficulties requiring attention of the two Departments.

Conditions under which these groups work are far from desirable and compare unfavorably with those under which industrial workers are employed. Standards governing hours, wages, and physical conditions of work in the beet, cotton, and other fields have been lacking. To improve these conditions sharecroppers and agricultural workers have begun to organize into labor unions. Frequently, in the event

of strikes appeals have been made directly to the Secretary of Labor for assistance. In handling these disputes there has been close cooperation between the Department of Agriculture and the Department of Labor. In some instances State departments of labor, with assistance from the Federal Department, have settled the dispute in question.

As previously indicated, up to date the Department of Labor has limited its activities largely to industrial workers, and it has been drawn into the field of agricultural labor largely through the necessities of the workers.

Other Federal departments and agencies with which the Department of Labor has cooperated are the following: Department of Commerce, especially in connection with problems of maritime labor; Department of the Interior, particularly the Public Works Administration; Department of State, with respect to the International Labor Organization; Department of the Treasury, especially its Public Health Service; Social Security Board; Works Progress Administration, and others.

*Unofficial bodies.*—Collaboration with the work of three organizations of governmental officials on the part of the Labor Department is effected through staff service provided by the latter. These organizations are:

1. The International Association of Governmental Labor Officials.
2. The International Association of Industrial Accident Boards and Commissions.
3. The International Association of Public Employment Services.

The work of the Conciliation Service and the Assistant Secretary involves an obvious collaboration with individual employers and workers or their representatives. But the technique of friendly mediation and advice, which rests not on legal sanction but on expert understanding, must always remain one of the most important functions of the Department. Our facilities are always available to employers and workers alike in their search for a solution of difficult problems involving the worker's welfare. At the present time the solution of many of the most vital problems should be worked out through the unofficial agencies of collective bargaining. It is the duty of the Department, so far as possible, to foresee these situations in order that it may provide those interested with such relevant facts as only an agency of government can collect with assured impartiality. It is the privilege of the Department, so far as it is called upon, to assist through an expert interpretation of these data or through special studies that may be called for.

*Research.*—In addition to legislation, conference, and collaboration, another major technique of the Department is research.

The Bureau of Labor Statistics, the Women's Bureau, and until very recently the Children's Bureau have been concerned primarily with the collection of information in their respective fields, its organization, interpretation, and publication. Also the United States Employment Service is engaged in two research studies which have far-reaching significance.

The great body of data which these Bureaus have assembled are the points of departure in the development of all programs designed to meet their objectives and those of the Department at large.

#### ADMINISTRATION WITHIN THE DEPARTMENT

Volume of work in the Department during the past fiscal year greatly increased. New responsibilities were delegated to the Children's Bureau for administering certain of the provisions of the Social Security Act. The United States Employment Service began to prepare for the discharge of its obligations in connection with the administration of unemployment insurance. Demands for the services of the Bureau of Labor Statistics, the Division of Labor Standards, the Conciliation Service, the Women's Bureau, and other units of the Department became more frequent. In the Immigration and Naturalization Service the number of aliens seeking naturalization exceeded by far that of the previous fiscal year. And the work of the solicitor's office was greatly increased by enactment of the amendment to the Davis-Bacon Act.

Two congressional resolutions directed the Secretary to undertake special investigations, one on labor-saving and work devices adopted to reduce the cost of production, the other on the social and economic needs of migratory workers. Another development has been the establishment of a small unit in Geneva to make more effective the collaboration of the Department with the International Labor Organization and to economize on travel expense.

In recognition of this expected increase in the Department's load of work and the significance of its services, not only to wage earners but also to employers and Government (Federal, State, and local), Congress voted an addition of 33 percent to the regular appropriation of the Department. Notwithstanding this addition, the appropriation is the lowest by far of any among the executive departments of the Government.

Of the 16 $\frac{1}{3}$  million dollars expended by the Department from its regular appropriation during the year over 25 percent was paid as grants in aid to the States by the Children's Bureau and the United States Employment Service and 58 percent was spent by the Immigration and Naturalization Service. In turn, however, this Service received almost \$3,000,000 in naturalization fees and other forms of income.

## CONCLUSION

Notwithstanding the many significant advances recorded, there is still a long way to go before predepression levels of employment and earnings are reached and before working and living conditions attain those standards of which the resources of our country and the productive capacity of our people admit.

It is a matter of concern that employment has lagged behind production. Longer hours, expiration of an interval before the service industries reflect the increase in industrial production and employment, technological advance and gains in the efficiency of management are contributing factors to this discrepancy. There are some who hold that it is but a temporary maladjustment which will disappear when recovery gets more momentum; others, that it is likely to continue.

Whatever the developments in the future, the fact that employment has not in every industry kept pace with production is one of the immediate aspects of the problem of unemployment with which we are confronted. Nor have we sufficient data to enable us, with precision, to formulate an immediately practicable plan to solve it. Shorter hours are proffered as an essential measure. But how much shorter is the all-important question. That a minimum should be set below which wages cannot fall is another generally accepted necessity.

Voluntary agreements on shorter hours and minimum fair wages among employers within an industry and possibly between one industry and another would be a step in the right direction. Whether such agreements are likely without compulsion of legislation is questionable. Continued leadership on the part of the Government in the restoration of employment and increase in the purchasing power of wage earners is being more and more accepted as essential in the public interest.

As the Department of Labor surveys the field of its own future activities, its program seems to lie in the direction of—

1. Intensifying its efforts for greater gains with respect to each of its following objectives:
  - a. Steady work in private employment.
  - b. Adequate assistance in securing jobs throughout the United States Employment Service.
  - c. Adequate facilities for training.
  - d. Shorter hours of work.
  - e. Adequate annual income from wages.
  - f. Safe and healthful conditions of work.
  - g. Better industrial relations through collective bargaining, conciliation, mediation, and arbitration.
  - h. Elimination of child labor.

- i.* Adequate care and support when incapacitated by reason of accident, industrial disease, unemployment, or old age.
- j.* Improving living and social conditions for wage earners.
- 2. Cooperating with each of the States in—
  - a.* The development of a specific program for the advancement of labor standards designed to meet its respective needs.
  - b.* Conferences within a State to promote this program.
- 3. Extending its scope to include all groups of wage earners.
- 4. Providing more and more adequate information with respect to employment, hours, wages, and other conditions affecting the work and life of wage earners as a basis for sound public policy.
- 5. Promoting participation of wage earners in functions concerned with their employment, social, and living conditions.

The prevention of unemployment is one of the problems to which this Department and other departments of the Government must address itself in the near future and for which it must seek the cooperation of employers, engineers, chemists, mechanics, as well as the workers most affected by this disaster. Some of the techniques are well understood for some industries. Others are still in the field of the speculative or the unknown. To bring these together into a pattern whereby practical advance can be made is a part of the program of this Department for the near future.

Legislation and the use of the police powers of the State or the Government is practical only in obtaining minimum standards and well-agreed-upon desirable conditions, such as those that have to do with hours of work, physical conditions, compulsory insurance, et cetera. Beyond these there is a field in which more desirable standards are attainable by cooperation between workers and employers and for which knowledge, education, and persuasion are needed on both sides to permit as good a living as possible for the people who work in industry. A high objective can be promoted by effective collective bargaining in which both parties to the bargain insisting upon their inalienable rights also recognize and practice the equally binding obligations which such rights impose. There often appears to be a struggle between labor and employers—a struggle in which desire, intrigue, self-interest are a striking part. Those who observe this also recognize in that same struggle the items of self-sacrifice, social impulse, and aspiration to a better life, spiritual as well as material. These are vigorous and often controlling factors. The emphasis upon these latter as an attempt to reach social justice by the principal parties will promote and enhance all those aspects of American life which flow from the fundamental trends of cooperation and mutuality and which were so common and necessary a part of the old pioneer life of America.

FRANCES PERKINS,  
*Secretary.*

## APPENDIX

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CONDENSED REPORTS OF THE ACTIVITIES OF THE BUREAUS  
AND SERVICES OF THE DEPARTMENT OF LABOR FOR THE  
FISCAL YEAR ENDED JUNE 30, 1936

### UNITED STATES CONCILIATION SERVICE

HUGH L. KERWIN, *Director*

To the SECRETARY OF LABOR:

The Conciliation Service of the United States Department of Labor during the fiscal year 1936 used its good offices in 1,012 industrial disputes—strikes, threatened strikes, and lock-outs. Commissioners of conciliation secured settlements in 805 cases, and 36 were pending at the close of the fiscal year. In 115 cases they failed to secure adjustments, and 56 were recorded as unclassified. The latter include disputes to which commissioners were assigned but which were afterward dropped or action deferred, the threatened strike or lock-out called off, operations suspended, or issues submitted to local agencies for adjustment or arbitration, or otherwise closed without the final assistance of a Department representative. After investigation commissioners arranged with parties in dispute for the reference of 76 cases to other Federal agencies. In addition 23 disputes carried over from the preceding year were settled. Adjustments for the fiscal year total 828.

The Secretary of Labor is authorized to act as a mediator and to appoint commissioners of conciliation whenever it is deemed necessary and the interests of industrial peace may require it to be done. This provision of the law is being carried out by the Secretary through the Conciliation Service, which maintains a staff of commissioners of conciliation who perform the duties as set forth in the act.

After many years of experience in the handling of labor disputes it has been demonstrated that differences can be negotiated and adjusted to the benefit of all interests whenever those directly interested are fairly disposed even though they may have been widely separated in their negotiations at the start.

The greater portion of the disputes in which the Conciliation Service is called upon to render assistance involve strikes, lock-outs, and threatened strikes arising from a variety of causes, such as disagreements concerning wages, hours of employment, working conditions, union recognition, discrimination, and so forth, but there is another feature of the work of conciliation of increasing importance that comes to the Department and which is not made a part of the record. More and more employers and employees are calling on representatives of the Department for advice and counsel in connection with industrial-relations problems arising in their plants, and we feel that a distinct service to peace in industry has resulted therefrom.

Again, the Department is constantly in receipt of complaints from individuals or small groups of employees from all sections of the country regarding local labor matters. These complaints generally

concern differences growing out of cases of alleged discrimination, discharge of workers, conditions of employment, restoration of wage cuts, overtime, piece work, and similar grievances. These complaints are referred to the commissioners, and as they go about on their regular assignments most of them are quietly but effectively handled. While this particular type of case may concern only an individual or a very small group of wage earners, an adjustment usually develops a better understanding and establishes a method of settlement of similar complaints thereafter.

It is impossible even to attempt to approximate the vast amount of savings in dollars and cents to industry that may be credited to the prevention of strikes and lock-outs, or to the settlement of strikes by Federal and State mediation agencies. As an illustration the threatened suspension of mining in the bituminous-coal industry may be cited. In this particular case the industry was right up to the point where a shut-down was imminent, but good counsel on the part of Assistant Secretary McGrady and a representative of the Conciliation Service prevailed and action was deferred time and again until an understanding was reached that enabled miners and operators to continue uninterrupted production in the mining districts of the country.

Still another feature of the work of the Conciliation Service, demanding much attention but which does not enter into the published record of cases, is that of complaints and requests for information concerning specific wage and working conditions on public-works projects by various governmental agencies, but which do not require the assignment of a commissioner of conciliation. Such complaints and requests are received by telephone, telegraph, mail, and by personal calls and are at once taken up with the department or agency concerned. Through such cooperation between the Conciliation Service and these other agencies of the Government we have found that many complaints that might otherwise lead to disputes of a more or less serious nature are adjusted.

The good offices of the Service are occasionally invoked in an effort to keep mines and industrial plants in operation that would be closed from some cause other than labor disputes and to bring about the reopening of similar establishments already closed as a result of such causes. Assistance rendered in this connection in a number of instances have necessitated visits to the management of such plants by representatives of the Department. During the course of the year much constructive work of this nature is accomplished.

Almost daily, conferences are held at the Department with representatives of business establishments, officials of States and cities, agencies of the Federal Government, or labor organizations concerning labor problems in various industries and communities. Such conferences, of course, require the attendance of either the director, administrative assistant, or a commissioner of conciliation. Though such conferences frequently result in a course being mapped out to be followed that avoid possible disruption of amicable labor relations, yet their applications are not specific enough to particular cases to justify their inclusion in the record of disputes handled.

Occasionally the Service is requested to assign a representative to sit as a member of a board at the request of other governmental agencies, the function of such board being to arbitrate some dispute that has arisen on a public-works project.

In the handling of all such questions as those enumerated, as well as of the disputes to which commissioners of conciliation are assigned, much time and work on the part of the office force in the Department is required in the collection and assembling of data necessary to their proper consideration and appropriate action thereon.

*Cases reported from various States during fiscal year, by months*

State	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June	Total
Alabama.....	8	3	6	2	3	---	2	---	4	---	1	2	31
Arizona.....	---	---	---	---	---	---	---	---	1	---	---	---	1
Arkansas.....	1	1	---	---	---	---	---	---	---	---	---	---	2
California.....	2	8	6	4	1	3	3	5	3	11	6	9	61
Colorado.....	---	3	---	---	---	---	---	---	---	---	1	---	4
Connecticut.....	---	---	---	---	---	---	---	---	---	---	1	---	1
District of Columbia.....	1	---	---	---	2	---	2	1	1	1	1	2	10
Florida.....	---	1	---	---	---	---	---	2	1	---	---	---	4
Georgia.....	4	1	2	---	---	1	---	1	---	3	---	---	12
Illinois.....	13	8	10	9	10	12	5	4	6	6	11	4	98
Indiana.....	6	7	5	4	3	3	4	3	5	---	3	4	47
Iowa.....	3	4	1	---	---	---	1	---	2	1	---	1	13
Kansas.....	1	2	---	---	---	---	---	---	1	---	---	2	6
Kentucky.....	3	2	2	---	1	1	---	1	---	---	1	---	11
Louisiana.....	2	---	---	---	---	---	---	---	---	1	---	---	4
Maine.....	---	---	---	3	2	---	---	---	2	---	3	1	11
Maryland.....	2	1	---	---	2	1	---	---	1	---	2	3	21
Massachusetts.....	---	---	4	2	5	1	---	1	2	1	2	3	16
Michigan.....	---	8	3	10	6	3	---	1	1	3	2	2	38
Minnesota.....	---	1	1	---	1	---	---	1	1	---	1	---	5
Mississippi.....	1	1	1	1	---	---	1	---	---	---	---	---	4
Missouri.....	2	3	3	2	4	3	3	1	3	3	2	3	32
Montana.....	---	2	---	---	---	---	---	---	---	---	---	1	3
New Hampshire.....	1	---	---	---	---	---	---	---	---	---	---	---	1
New Jersey.....	4	5	5	3	3	---	1	---	1	2	4	2	30
New York.....	11	14	7	13	14	5	8	7	9	6	8	6	108
Nevada.....	1	---	---	---	1	---	---	---	---	---	---	---	1
North Carolina.....	2	1	1	---	---	---	---	---	---	---	---	---	5
Ohio.....	9	6	12	15	11	8	13	5	10	13	7	7	116
Oklahoma.....	2	1	---	3	1	---	---	---	---	---	---	---	7
Oregon.....	---	3	---	2	---	---	1	---	2	---	---	1	9
Pennsylvania.....	10	15	17	20	9	3	13	11	19	17	23	17	174
Rhode Island.....	---	---	---	---	---	---	---	1	---	1	---	---	2
South Carolina.....	1	---	---	---	---	---	---	---	---	---	---	---	1
South Dakota.....	1	1	1	---	1	---	7	---	2	1	---	2	22
Tennessee.....	1	---	6	1	---	---	1	1	1	---	4	2	18
Texas.....	3	1	2	1	2	---	1	1	1	---	---	---	14
Utah.....	---	---	---	---	---	1	---	1	3	---	---	---	4
Vermont.....	---	---	---	---	---	---	---	---	---	---	---	1	10
Virginia.....	---	3	---	1	---	2	2	1	---	---	---	---	15
Washington.....	---	1	---	3	1	---	---	---	3	---	2	5	16
West Virginia.....	5	3	---	2	2	---	3	2	1	3	2	2	25
Wisconsin.....	5	1	2	5	---	2	2	1	3	2	6	3	32
Wyoming.....	---	---	---	---	1	3	---	1	---	---	---	---	5
Total.....	105	110	91	109	81	51	72	49	88	75	91	90	1,012

*Summary of workers affected, by months*

Month	Workers affected		Month	Workers affected	
	Directly	Indirectly		Directly	Indirectly
1935			1936		
July.....	58,814	6,740	January.....	21,940	11,552
August.....	43,178	11,142	February.....	20,868	5,829
September.....	457,977	6,678	March.....	27,296	15,929
October.....	12,474	31,431	April.....	25,581	20,979
November.....	33,687	17,178	May.....	35,731	29,965
December.....	9,330	7,679	June.....	38,576	13,960
			Total.....	785,462	179,062

## Summary of cases, 1915-36

Cases	1915	1916	1917	1918	1919	1920	1921	1922	1923	1924	1925
Number.....	42	227	378	1,217	1,780	802	457	370	534	544	559
Adjusted.....	26	178	248	1,073	1,442	596	338	266	428	346	392
Unable to adjust.....	10	22	47	71	111	96	48	41	27	62	64
Pending.....	5	21	42	7	13	9	24	31	60	67	42
Unclassified.....	1	6	41	66	214	101	47	32	19	69	61

Cases	1926	1927	1928	1929	1930	1931	1932	1933	1934	1935	1936
Number.....	551	545	478	522	557	582	752	833	1,140	1,007	1,012
Adjusted.....	377	395	307	385	386	385	640	774	885	749	805
Unable to adjust.....	61	57	57	40	66	52	55	24	67	76	115
Pending.....	43	24	53	76	60	82	16	18	13	23	36
Unclassified.....	70	69	61	21	45	63	49	17	41	79	56
Referred.....									134	80	

Cases pending at end of last fiscal year and now adjusted, 23.

Total adjustments for 1935, 828.

76 disputes were referred to the National Labor Relations Board.

The following cases are descriptive of the work and typical of the general character of the trade disputes handled by the Service:

*Strike—Rochester Truckers.*—Following refusal of employers to grant a 20-percent increase in wages and pay a punitive rate of overtime of time and one-half time for all work in excess of 8 hours daily, 700 employees of the 70 trucking concerns of Rochester struck on April 15, 1936. Violence ceased with the arrival of a mediator from the State department of labor and a conciliator from the United States Department of Labor.

After a series of meetings, a final effort was made on June 19 to bring the strike to an end. Conferences continued until the next morning, but every proposal made by representatives of either group was rejected by the other. Finally as a last resort, the conciliators drew up and presented to employers and strikers a memorandum of arbitration, providing that all controversial questions which could not be adjusted between employers and workers be submitted to an arbitral board of three persons. One of these was to be selected by the employers and one by the union, these two to select a third. In the event of the failure of the two chosen to name the third arbitrator, or impartial chairman, within 5 days, the Secretary of Labor or the industrial chairman of the New York Department of Labor would name the impartial chairman. This proposal and recommendation of the mediators was accepted, the strike was called off, and operations were resumed the following day with all of the 700 strikers returning.

Both employers and employees gave full credit to the conciliators for the adjustment of a strike, which in the beginning appeared to be a hopeless situation, and expressed their gratitude and appreciation for prompt and efficient services rendered.

*Strike—General Electric Co., Schenectady, N. Y.*—Employees of the wire and cable department of the General Electric Co., Schenectady, N. Y., who had been employed in trucking wire and cable throughout the plant on a piece-work basis asked the management to discontinue the piece-work rates and inaugurate hourly or day rates. Conferences were held by various officials of the company and the shop committee and representatives of the United Electrical and Radio Workers Union, with which the employees were affiliated, resulting in the company setting the rate at 60 cents per hour. The truckers and union committee protested against this rate, claiming that the average rate paid, under the piece-work arrangement, had been between 66 cents and 68 cents per hour, and that the new rate, 60 cents, was virtually a wage reduction. Conference after conference followed without affecting a change in the rate, with the result that on June 3, 1936, the truckers refused to work and "sat down" and were joined by other employees in the same department (wire and cable)

in a "sit down" strike, involving approximately 225 employees directly, and 1,000 indirectly.

A commissioner of conciliation was assigned to this case on June 5 and proceeded to Schenectady, N. Y., where he immediately conferred with representatives of the United Electrical and Radio Workers Union and officials of the General Electric Co. The director of the New York Regional Labor Board joined the commissioner in these conferences. The management declined to meet with union representatives in joint conference, as suggested by the commissioner and the director of the regional board, and the director returned to New York City while the commissioner remained at Schenectady.

Following this the union began to make preparations for the calling of a general stoppage of work in all departments, or in as many departments of the big General Electric plants as they had members on June 12 and to extend the strike to other plants of the company.

The commissioner kept in constant touch with the Secretary of Labor and the Director of Conciliation, through whose cooperation he was able to again confer with the vice president in charge of operations on June 11. At this conference the company, in deference to request of the Department of Labor, agreed that if the employees would return to their former positions the management would meet with the union executive board within 72 hours after resumption of work and endeavor to reach an amicable settlement of the wage dispute involving the truckers; and in the event an agreement could not be reached that the union's representatives of the affected employees and the general manager would then take up the matter with the vice president in a further effort to compose the situation; that any wage readjustment, if made, would be retroactive; all employees would be restored to their former positions without prejudice or discrimination. This proposal was submitted by the commissioner to the officers and executive board of the union but was rejected. After reconsideration it was accepted by them and recommended for approval of the membership. The employees of the company and members of the union at a meeting later in the day unanimously accepted and agreed to return to work, and by arrangement with the management the night force resumed work that night and other shifts returned to work the following day; and the general stoppage of work throughout the plant scheduled for the following morning, which might have involved from 3,000 to 5,000 employees directly and at least 10,000 employees indirectly, was averted.

*Threatened strike—B. F. Goodrich-Silvertown Co., Akron, Ohio.*—On May 21, 1936, a commissioner of conciliation was assigned to the threatened strike of station attendants at the B. F. Goodrich-Silvertown Co.'s three filling stations and sales service stations in Akron, Ohio. This situation developed on May 15, involving directly 55 employees, all members of the Station Attendants Union, who were demanding recognition of the union, seniority rights, and an agreement on a par with that reached with oil companies in Akron and Cleveland for like operations.

The commissioner met with company officials on May 22 and arranged a joint conference, which was attended by a representative of the American Federation of Labor, two representatives of the employees from the Station Attendants Local Union, representatives of the company, and the commissioner. After considerable discussion and a very definite demand by the employees that an agreement be reached in accord with that in effect with other companies in Akron, and in which the representatives of the company would not acquiesce, the commissioner telephoned the general manager of the company. After explaining the matter to him, the commissioner finally secured his promise to work out an agreement, to be identified in the same manner as other agreements for like employment in Akron, in case such agreement could be reached. With this understanding the joint conference adjourned until June 2.

The commissioner on that date met representatives of the company and the union and in 3 days a complete agreement was reached with the exception of the introduction to the agreement. This the company representative said he could not agree to until after consultation with the company's legal advisor and the board of directors. The matter was left for the following week, at which time an acceptable formula was found and the threatened strike averted.

*Strike—Orange pickers, Orange County, Calif.*—Twenty-five hundred Mexican orange pickers went on strike in Orange County, Calif., June 11, 1936. They demanded an increase in wages and changes in working conditions. Picket

lines were formed throughout the county. There were many clashes between the strikers, nonunion pickers, sheriff deputies, and guards. As a result of violence hundreds of workers were arrested, two deputy sheriffs being wounded. The sheriff of Orange County then issued orders to his deputies "shoot to kill."

Ninety percent of the Mexicans employed as orange pickers were Mexican citizens, few of them being able to speak English. They appealed to the Mexican consul for assistance and protection. Their open-air meetings were broken up by armed guards furnished by a Los Angeles strike-breaking agency. Many of them were beaten. Their meetings were discontinued at the advice of the Mexican consul.

Orange picking in Orange County, Calif., covers a period from March to November each year. Orange pickers, mostly Mexicans, number 3,500 at the peak of the picking season, decreasing materially at the end or "off bloom" season.

The rate of pay was 5½ cents per field box with a bonus of one-half cent paid to the pickers who remained to the end of the season. The rate of 5½ cents per box is the minimum rate, but higher rates have been paid during the off-bloom season.

Cause of the strike: The Mexican orange pickers belong to the Confederacion de Uniones de Campecinos y Obreros Mexicanos (C. U. C. O. M.). There are also smaller unions such as Filipino Labor Union, Inc., Filipino Federated Workers Union, Agricultural Industrial Workers Union, Japanese Farm Workers Union of California, and Union of Labor and Field Workers, very few of the last five being involved.

The union demanded of the employers and orange-packing houses that (1) an agreement be made by which the employers would recognize the union; (2) a rate of 40 cents per hour as wages for a 9-hour day, that the number of 30 boxes be used as day-basis computation, and thereafter at the rate of 7 cents per box; (3) that upon this basis they did not ask or expect any bonus; (4) that under this suggested agreement they would remain in service of picking until the end of the regular season, respecting, of course, the right to quit for actual cause and accepting the right of the employer to dismiss for actual cause; (5) that it would be understood by the pickers that the transportation for them to and from the place of employment would be furnished by the employers gratis, and that the employer would furnish the equipment for the individual laborer, and preference to local laborers.

Commissioners of conciliation from the Department of Labor were called in, and final settlement was reached on July 27, when the pickers agreed to accept a rate of 20 cents per hour plus 3 cents per box, based on a 9-hour day; (2) the pickers to be furnished free transportation and picking equipment. The growers and packing houses, however, refused to recognize the union. One hundred and fifteen striking Mexicans were released from jail, the judge stating that they had not been properly identified and that it was a case of mass identification.

*Strike—Trucking industry, Philadelphia, Pa.*—For several years there were two rival organizations of teamsters in Philadelphia, one an affiliate of the American Federation of Labor, Local 470 of the International Brotherhood of Teamsters, the other an independent organization known as the Brotherhood of Transportation Workers. In 1933 a strike took place, which was settled by the Assistant Secretary of Labor. At that time the Brotherhood of Transportation Workers became an affiliate of the American Federation of Labor and was known thereafter as Local No. 107. When the strike was settled a representative of the International Teamsters Union was present and laid down a line of demarcation as to the jurisdiction of these two locals.

Both sides later claimed violation of this agreement, and in the fall of 1935 there was a rumor that Local 470 was trying to make agreements with employers at a lesser wage rate than the agreements already had by Local 107. On November 30, 1,800 chauffeurs, teamsters, and helpers struck, due to a rumor that the Philadelphia truck owners were to abrogate all agreements held with Local No. 107.

A commissioner of conciliation reached Philadelphia that afternoon and accompanied by a State mediator, met the business agent of Local No. 107 and strikers. The president of the local union advised the mediators that he thought if he could promise that the Assistant Secretary of Labor would return to Philadelphia, together with an official of the International Teamsters Union who would have authority to settle the jurisdictional rows raging between Local

470 and Local 107, he might induce the men to call off the strike. This was agreed to and the men decided to return to work the next day.

However, 300 truck drivers, teamsters, and helpers engaged by the fruit and produce merchants and jobbers of Philadelphia voted to strike at midnight. The mediators and the chairman of the Regional Labor Board of Philadelphia succeeded in arranging a joint conference for December 3, and after almost 48 hours of continuous session arrived at a settlement. The conference brought out the fact that in June 1935 the merchants and jobbers had promised the employees \$30 per week for truck drivers, \$27.50 for teamsters, and 40 cents per hour for helpers. Because this promise had not been kept, the strike ensued. The investigation revealed that many of the men received a most inadequate wage, some of the helpers getting only 50 cents per day.

To settle this strike two agreements were negotiated, the first between the Fair Practice Committee and the Fruit and Produce Industry and the jobbers and haulers, whereby the Fair Practice Committee of the fruit and produce merchants agreed to: (1) recognition of the perishable fruit and produce haulers association; (2) 20-package sale limit; (3) no reselling in less than 20-package lots; and (4) no reconsignment of truck merchandise except for out-of-town consignment.

Once the above agreement had been reached it took another 24 hours for the Fair Practice Committee and the Perishable Fruit and Produce Haulers Association to arrive at the following agreement with Local 107: (1) 40-hour week; (2) time and one-half for overtime; (3) double time for holidays; (4) closed shop; (5) \$30 per week for truck drivers; \$27.50 a week for teamsters; 40 cents per hour for helpers; and (6) all strikers to be returned to the jobs they held when the strike was called.

*General strike—Pekin, Ill.*—On February 4, 1936, a general strike of all workers in the city of Pekin, Ill., occurred in which over 3,000 were involved directly, and affecting the entire population of some 17,000 in that community.

The strike was the result of a long series of labor difficulties and abuses in an industry operating in Pekin, and at that plant a strike had been in progress since January 19, 1936.

In order to bring about a settlement, a commissioner of conciliation spent more than a week with local company officials who declined to meet representatives of the employees. The commissioner then proceeded to New York City and conferred with the company's board of directors, which declined to modify the position taken by the local officers.

On returning to Pekin the commissioner found the general strike in progress, and it was being aggravated by raids on the picket lines, the use of tear and nauseating gas, and the burning of a tent that was used for shelter by the pickets in 20° below zero temperature.

The Governor had sent four companies of troops to strategic points near the area, but he declined to permit their use after receiving a report from the State director of labor and the adjutant general, to the effect that the strikers were conducting themselves in an orderly and lawful manner.

The commissioner was successful in arranging a meeting on February 5 between the company's attorney and a general representative of the unions; and it was agreed that the representative would endeavor to have the general strike terminated and negotiations be entered into with a view of settling the company's strike. At 4 p. m. that date the general strike ended.

A conference was at once arranged between local and general officials of the company, a committee of the workers, and union representatives. This meeting lasted several hours and resulted in a complete accord as to future labor relations. An agreement was signed, which provides arbitration in lieu of strikes or lock-outs, and it is gratifying to know that after several months of application that a splendid state of cooperation is now existing at this plant.

*Lockout of the employees of the Moore Enameling Co., West Lafayette, Ohio.*—Upon reporting for work on the morning of Tuesday, November 12, 1935, the employees found all entrance doors to the factory closed. Near each entrance door a sign was posted reading "This plant is closed indefinitely."

A commissioner of conciliation arrived 2 days later and entered into conferences with the president of the company and the representatives of two organized groups of workers. The first group claimed to represent the productive workers—The Stamping and Enameling Workers Union, No. 20113, affiliated with the American Federation of Labor. The second group known as the

"Moore Enameling Employees Benefit Association", organized immediately after the lock-out, claimed to represent all of the workers, including those employed in supervisory and clerical positions.

The president of the company said the plant was closed following the receipt of information, which he believed to be authentic, of threatened actions on the part of the union, and not to influence any employee to join or not to join any union of his own choosing.

The representatives of the union claimed that the workers were locked out because they had established a bona fide union; and to break up their union the new association, sponsored by the company, came into existence the day following the lock-out.

The representatives of the association claimed to represent a majority of all employees in the plant, either through membership or signed authorizations. The representatives of the union claimed to represent a majority of the productive workers.

Certain workers, such as the clerical force and those employed in a supervisory capacity, were not eligible to the union. The association organized after the lock-out accepted all employees to membership in their association, including the executive, supervisory, and clerical forces.

The union threw a strong picket line around the plant. On November 14, 18 special deputies were refused entrance by the pickets. The union claimed this as a first move on the part of the company to open the plant.

The president of the company in conference with the commissioner on November 15 agreed not to open the plant immediately. He further agreed and assisted in calling a meeting of all productive workers, advising them he was ready to open the plant and sign a working agreement with the organization that could show a majority of the productive employees, either by membership or signed authorizations for representation. He also furnished the commissioner a list taken from the pay roll containing 473 names of the productive workers.

The commissioner, together with representatives of the union, the association, and the company compared and checked the signatures on the authorizations and pay roll against the eligible list of productive workers furnished by the company and found a substantial majority desired representation through the union.

The president of the company immediately entered into negotiations with the representatives of the union and an agreement was reached.

*Threatened strike—Waukesha Motors Co., Waukesha, Wis.*—Employees of the Waukesha Motors Co., numbering 1,500, being unable to renew their agreement with the company in May 1936, voted to strike.

A commissioner of conciliation contacted the general representative of the machinists' union and the president of the company and arranged for a joint conference. The president of the company at first declined to meet with the union committee and, although he manifested a friendly attitude, he said he thought no good could come from such a conference, and further stated he believed his employees would not strike. He apparently has been misinformed in regard to this, but the union officials at a special union meeting urged the workers to postpone action and to avoid a strike until all efforts had been exhausted to settle the dispute. A check of the number of employees who attended the meeting, and the action taken, indicated that the union officials did not overestimate the strike sentiment of the employees.

It appears that the attorney for the company was usually consulted by the president before the latter would agree to a conference or take any action whatever. Finally the president consented to a conference, and after several meetings a settlement was reached satisfactory to all.

The superintendent of the company stated to the commissioner that if a strike had occurred about 75 percent of the company's business would have been lost and would have gone to competitors and might never have been regained.

In this case an international union used every possible effort to avert a strike which would have been disastrous to the company's business.

*Controversy—Butcher workmen—Wheeling, W. Va.*—The controversy between the Butchers and Meat Cutters Union, located at Wheeling, W. Va., and the meat dealers of that city had been discussed for 7 weeks. An 11-year contract had become outdated in the opinion of the union members. They requested the dealers to meet them to revise it, especially as to working hours, a minimum

wage, and to include a clause for the right to arbitrate questions that could not be settled otherwise.

The proposed new wage and working agreement had been mailed to each of the dealers, but no reply as to acceptance or rejection was made until the day before the expiration of the old contract, when each dealer returned his respective contracts unsigned and without explanation.

The president of the local union contacted each dealer personally, getting no satisfaction other than that they would not meet the union officials. The latter, when they presented their wage scale and working agreement, attached a letter from which the following is taken: "We feel that you will or should agree with us on the proposed enclosed agreement for the reason that it is fair and will not place your industry at any inconvenience."

The president of the local union requested the Department of Labor for a conciliator. A commissioner upon his arrival at Wheeling arranged a joint conference, held on January 10, 1936, and after a meeting lasting less than 3 hours the entire matter was adjusted to the satisfaction of all concerned.

Had this controversy not been adjusted through the means of conciliation, it would have very likely terminated in a strike which might have ultimately involved the entire meat industry in the city, causing hardships to the workers and their families as well as a loss in business and profits for the dealer.

*Strike—Quarry Workers, East St. Louis, Ill., and vicinity.*—Employees of the Columbia Quarry Co., Columbia, Ill., the Casper Stolle Quarry Construction Co., Dupee, Ill., and the East St. Louis Co., East St. Louis, Ill., went on strike on April 1, 1936.

A commissioner of conciliation found that the Columbia Quarry Co. had had a contract with the Quarry Workers' International Union which expired on April 1. The two other companies also had contracts which expired on April 1, but with a continuation clause which provided that should either party to the agreement desire to change it or set it aside, they should give a 30 days' written notice to that effect. The local union failed to comply with this provision and ceased work on April 1.

The commissioner advised the employees of the Casper Stolle Quarry Construction Co. and the East St. Louis Co. to fulfill the terms of their contracts, and that thereafter negotiations be started with all three companies looking toward a settlement. This suggestion was accepted, and after the employees had returned to work a joint conference of all the officials and employees of all three companies was held.

The demands of the employees included a 20-percent increase in wages and a closed shop, with check-off for initiation fees and dues. These demands were rejected. After 3 days of joint conferences an agreement was reached and ratified by the membership by a referendum.

The new agreement provided for a closed shop and an opportunity for nonunion employees to join the union. The agreement also provided for an 8-hour day, a seniority clause, a small increase in wages to some employees, a semimonthly pay day; and a further provision that the commissioner act as an arbitrator in any dispute which might arise during the life of the contract.

*Strike—Shoe workers, New Oxford, Pa.*—About 200 employees of a shoe factory in New Oxford, Pa., struck in April 1936 in protest against unsatisfactory conditions. Under the N. R. A. the company had increased wages and shortened hours, but when this act was declared unconstitutional the company immediately reduced wages 10 percent, the employees accepting the reduction. On April 13, the company posted a notice that wages would be reduced an additional 20 percent, effective on April 21. This reduction would have reduced wages nearly 30 percent below the code minimum wage. While there was no organization among the employees, they nevertheless went on strike in protest. A commissioner brought about a prompt settlement, which provided that all employees should return to work without discrimination because of their participation in the strike; the restoration of the last 20-percent reduction in wages; that the former code weekly hours should again be made effective, and that henceforth piece-work prices should be altered or changed only through negotiations by the employer and an employees' committee.

*Strike—Taxicab Drivers Union, South Bend, Ind.*—The taxicab drivers employed by the Yellow Cab Co., and the Indiana Cab Co., of South Bend, Ind., struck September 16, 1935, demanding that the weekly minimum-wage guarantee

of \$7.50 be increased to \$12.50 minimum weekly wage; with no changes in basic commission figures; and renewal of agreement with some changes in working conditions.

The companies asked the Department of Labor for a conciliator, who upon his arrival arranged conferences out of which came a satisfactory agreement which was signed September 21, 1935, by the representatives of the companies and of Local No. 141, International Brotherhood of Teamsters, Chauffeurs, Stablemen & Helpers. The agreement provided a minimum weekly wage of \$10; each driver with 3 months' or more service to receive 50 percent of all fares collected; each driver with less than 3 months' service to receive 45 percent of all fares collected. A closed shop and other mutual understandings, thus ending the strike with an amicable joint relationship established.

*Strike—Teamsters, Akron, Ohio.*—An Akron corporation employing over 17,000 workers was shut down in January 1936, and at the height of the controversy a dispute occurred in the milk and dairy industry. Over 500 milk drivers ceased work, and there were no deliveries to homes or stores, causing great inconvenience.

After State, county, and city officials failed to adjust differences, the United States Department of Labor was asked to intervene. A commissioner found the producers, distributors, and drivers deadlocked.

The drivers were asking for a closed shop and wage increase and had picketed the largest distributor's plant. The farmers retaliated by refusing to sell any milk to any distributor who permitted deliveries by the drivers. The drivers were picketing the distributors and the farmers doing likewise to the employees of the distributors. The drivers refused to recognize that the farmers had any right to participate in any wage conference, although the latter claimed to own nine-tenths of the investment in the industry, and were now taking a loss on their product and getting the smallest share of the consumer's dollar. Three thousand farmers were affected. The commissioner suggested the following proposal, which was acceptable to all and brought this dispute to an end. "That in the future all wage negotiations and price increases to the public be participated in by equal representation from the farmer, the distributor, and the driver; if they believe the consuming public could absorb a price increase, they would decide what it should be and then apportion to each group the share to which they were entitled."

*Strike—Enamel workers, Belleville, Ill.*—On January 1, 1936, 475 enamel workers, members of the Enamel Workers Union Local No. 60, affiliated with the International Union of Stove Mounters, went on strike in three enameling company plants in Belleville, Ill., for an increase of 15 percent in wages. This strike caused 3,000 workers in 11 stove plants in this territory to be thrown out of work, due to the fact that these stove plants depended upon the enamel plants on strike for enamel material.

This strike was the outgrowth of a threatened strike of June 1934, over a demand for a 10-percent increase in wages, which dispute was adjusted by an arbitration board consisting of two from the industry, two from labor, and three disinterested parties. This arbitration board met and granted an increase of from 2½ to 5 cents per hour to only 30 of the 500 workers who were involved. This decision stood, but it was very unsatisfactory to the workers. On December 1, 1934, the companies granted an increase of 5 percent to all the crafts in the industry, but the enamel workers immediately notified the companies that as far as their craft was concerned 5 percent was not enough and that they were demanding a 15-percent increase, stating that the other crafts had received previous increases in which the enamel workers had not participated. The companies refused to grant more than a 5-percent increase, and the strike was then called on January 1, 1936.

Due to the majority of the population of Belleville making their living either directly or indirectly from the stove industry, this strike brought business in this city to a standstill. Attempts were made by neutral parties to get the two sides together and the situation adjusted, but in each instance the conferences adjourned deadlocked on the question of wages.

A commissioner assigned to this strike on February 10, 1936, adjusted it 4 days later, when the workers were granted an increase of approximately 9 percent. A new agreement was also accepted and signed by the companies, providing for the handling of wage adjustments in the future whereby the enamel workers will receive the same percentage of increase as the other crafts when such increases are granted.

*Strike—Wheeling Steel Corporation, Portsmouth, Ohio.*—On May 22, 1936, 5,500 steel workers walked out of the Wheeling Steel Corporation's steel mill at Portsmouth, Ohio. This was the culmination of many differences between the company officials and the committee bargaining for the five separate lodges of the Amalgamated Association of Iron, Steel & Tin Workers.

The situation was complicated by a third group, an employee's representative committee, representing an unknown number of employees not bargaining through the Amalgamated committee.

The mill was immediately closed, and no efforts were made to operate. Meanwhile the plant was picketed, and there was some disorder.

There were many differences and a long series of conferences between the officials of the company, national officials of the Amalgamated, representatives of each of the five lodges, and Department of Labor representatives.

Late in June a plan was adopted for the return of the workers, but the plan was rejected at a mass meeting. Negotiations were again resumed, and after some modifications the new plan was approved by all five lodges. The mill reopened on July 7, with a plan of collective bargaining for the Amalgamated group accepted, and return of strikers to their former places.

*Threatened strike—Trane Co., La Crosse, Wis.*—The Trane Co., La Crosse, Wis., manufacturers of heating and cooling specialties, employing approximately 300 persons, was threatened with a strike on April 1, 1936. Federal Labor Union No. 18558, affiliated with the American Federation of Labor, had succeeded in enrolling a majority of the employees after 2 years of effort. An attempt was made to form a company-controlled union, but it failed.

In spite of the fact that the company had agreed to deal collectively with a shop committee, selected by the union, a change of the working hours from 40 to 44 hours per week was posted upon the bulletin board without consulting the shop committee. That action was resented. The officers of the union were discharged, and a strike vote had been taken when a commissioner was assigned to the case.

After several conferences were held a strike which would have affected several hundred persons was averted and the discharged officers of the union reinstated. While the management had been rather reluctant about meeting a conciliator, the president of the company at the conclusion of the conferences expressed his entire satisfaction with the settlement.

*Strike—Tailors, Indianapolis, Ind.*—On October 6, 1935, a commissioner took up an assignment of a strike of alteration hands, members of the Journeymen Tailors International Union, affecting every clothing and department store in Indianapolis, 18 in all, and consisting of 85 employees, 60 percent male and 40 percent female.

Several conferences had been held before the conciliator arrived, but to no avail. Business establishments were picketed and business was paralyzed, due to the public either withholding its trade or buying in nearby towns.

The employees asked for a 33 $\frac{1}{3}$ -percent increase in wages, a closed shop, 40-hour week, and other changes in working conditions, to which the employers objected.

One of the worst obstacles to an understanding was the difference of opinion on the part of the employers as to what they should agree to do. After several days of separate and joint conferences an agreement was reached providing for a 20-percent increase in pay; 42 $\frac{1}{2}$  hours per week; preferential shop and some minor changes in working conditions; overtime pay for all time worked beyond specified hours, including Sundays and holidays; all employees to return to their respective positions without prejudice; and the agreement to be in effect for 1 year, and if no changes are desired by either party at the end of 1 year, the agreement to carry on perpetually.

*Threatened strike—Bakery industry, Seattle, Wash.*—The baking industry of Seattle, thoroughly unionized, has enjoyed amicable contractual relations for many years, with a record of but one general strike in the past 20 years.

Two international unions hold jurisdictions, the Bakery & Confectionery Workers and the Brotherhood of Teamsters. Until this year it was the practice to conduct joint negotiations. On May 1, 1936, the contracts of both organizations expired but were temporarily extended pending continued effort to reach an agreement on wage demands, the only points in dispute.

During June negotiations abruptly ceased, the bakers' union serving notice of suspension of work. A commissioner was called into the dispute by the bakery owners, and first obtained consent from both unions to postpone drastic action pending further efforts at settlement. Negotiations were carried on for 3 weeks, resulting in a compromise wage increase and a signed agreement between the bakery workers and the owners to run until May 1, 1938.

The teamsters union, including the bakery wagon drivers and some miscellaneous inside help, continued in deadlock, and notice was suddenly served that the following morning the bakery drivers would be withdrawn. At 1 a. m. the commissioner, by contact with both parties, secured a suspension of the strike order and renewed negotiations, resulting the following day in an agreement providing a wage increase and a signed contract running until May 1, 1938.

This trouble culminated on the eve of the national Shrine convention, which brought an estimated hundred thousand delegates and visitors to the city. The owners had agreed that if one plant closed all would close. The city never knew how close it was to a bread-products famine on the eve of a big convention. Seven hundred and fifty workers were directly affected.

*Strike—Wovenright Knitting Mills, Cleveland, Ohio.*—August 20, 1935, a dispute arose between the company and 135 employees, members of Hosiery Workers, Branch No. 112, American Federation of Labor, which terminated in a strike August 26, closing the factory.

A commissioner was assigned to the case August 27. Both the company and the employees charged violation of a verbal agreement under which the factory had previously operated. The union demanded a written contract providing for a general wage increase of 15 percent, closed shop, seniority rights, and sundry other features applying to a shop committee, working rules, and so forth. The company opposed the closed-shop feature and stated its inability to grant any wage increase.

After conferences an agreement was reached and signed embracing the following features: A contract for 6 months and thereafter for like periods, subject to a change or cancellation each 6 months by a 30 days' written notice by either party desiring such change or cancellation. The agreement provided for recognition of the union, a shop and grievance committee to meet with the management, seniority rights in the laying off of employees, hours of labor to conform to the provision of the Hosiery Code, arbitration of the wage question, and a complete set-up for the adjustment of all future disputes, machinery for arbitration if needed, a no-strike, walk-out, or lock-out clause during the life of the agreement.

This adjustment was unusual in that it covered a large and practically untilled field in conciliation work, a combination of conciliation, arbitration, and perpetual contract features. While difficult of accomplishment, it was very effective in preventing and disposing of disputes, any one of which might be productive of a stoppage of work and its inevitable expensive result to both the employer and the employees.

*Strike—Muskogee Iron Works, Muskogee, Okla.*—Employees of the Muskogee Iron Works, Muskogee, Okla., struck on June 4, 1936, for union recognition, seniority rights, and compliance with the N. R. A. code provisions. A commissioner found that the employees had been locked out for nearly 5 weeks, and that negotiations for a settlement had reached a deadlock over proposed agreement. A section dealing with discrimination in a proposed agreement was the bone of contention. After some discussion the commissioner proposed to rewrite this section. It was found to be satisfactory to both sides, after a minor change, and was signed by representatives of both sides and witnessed by the commissioner.

The agreement recognized Local Union No. 476 of the International Association of Bridge, Structural, and Ornamental Iron Workers as the collective bargaining agency, and provided for the wages and hours of the old N. R. A. code and established a permanent seniority roster.

Respectfully submitted.

HUGH L. KERWIN,  
*Director of Conciliation.*

## UNITED STATES EMPLOYMENT SERVICE

W. FRANK PERSONS, *Director*

To the SECRETARY OF LABOR:

The primary responsibility of the United States Employment Service, according to the provisions of the Wagner-Peyser Act under which it is organized, is "to promote and develop a national system of employment offices for men, women, and juniors who are legally qualified to engage in gainful occupations." In carrying out this mandate the basic functions of the United States Employment Service are to assist in establishing and maintaining systems of public employment offices in the several States, to coordinate their activities, and to increase their usefulness by establishing standards of efficiency and promoting uniformity in administrative and statistical procedures. The Service is also directed to maintain a service for securing employment for veterans, a farm placement service, and a public employment service for the District of Columbia.

During its third year of operation in its present form the United States Employment Service has continued to emphasize the development of a sound structure and the selection of qualified personnel in carrying forward these objectives. In the field of operations the Service has been intensively engaged during the year in meeting the large-scale emergency responsibilities placed upon it in connection with the national Works Program, and in developing its service to private industry.

### Development of a national system of public employment offices.

Every section of the country is served by a public employment office. At the end of the fiscal year 1936 this Nation-wide service was provided by a network of 1,639 local employment offices. These offices were of two types; either of State employment services, or of the National Reemployment Service.

1. Legislative acceptance of the provisions of the Wagner-Peyser Act and the Affiliated State employment services.

The Wagner-Peyser Act specifies the following conditions which must be met before a State employment service may become affiliated with the United States Employment Service:

establishment of a State employment service. (Up to July 1, 1935, acceptance by proclamation of the governor could be substituted for legislative action.)

2. Provision of an appropriation for the State employment service of a sum equal to at least 25 percent of the amount apportioned to the State by the United States Employment Service, but in no event less than \$5,000.

3. Submission of a budget and plan of operation, including agreement to conform with minimum standards set by the United States Employment Service.

4. Appointment of an advisory council representing employers and employees in equal numbers and the public.

On June 30, 1936, the following 35 State employment services were affiliated with the United States Employment Service: Arizona, Cali-

fornia, Colorado, Connecticut, Delaware, Florida, Idaho, Illinois, Indiana, Iowa, Louisiana, Massachusetts, Minnesota, Missouri, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Dakota, Tennessee, Texas, Vermont, Virginia, West Virginia, Wisconsin, Wyoming.

These State services operated 247 district employment offices and 49 branch employment offices.

At the beginning of the 1935-36 fiscal year 40 State legislatures had accepted the provisions of the Wagner-Peyser Act, the first step toward affiliation with the United States Employment Service. During the year the State legislatures of Alabama, Mississippi, and South Carolina accepted the provisions of the act, bringing the total legislative acceptances to 43.

Of the eight States in which the Wagner-Peyser Act has been accepted, three (Alabama, South Carolina, and Utah) have provided State appropriations, but have not, at the end of the fiscal year, begun operation. In the remaining five States (Arkansas, Georgia, Kentucky, Mississippi, and Washington) the initial appropriations have not been granted by their State legislatures.

#### Field surveys.

A field staff of nine persons trained in employment-office operation and administration has been made available to assist States in establishing new State employment services and to offer a consulting service to operating State services.

#### Advisory councils.

The Wagner-Peyser Act specifies that the Director of the United States Employment Service shall establish a Federal advisory council, composed of representatives of employers and employees in equal numbers and the public, for the purpose of formulating policies, discussing problems relating to employment, and insuring impartiality and freedom from political influence. The Federal Advisory Council is composed of 64 members—15 representatives of employers, 15 representatives of employees, and 34 representatives of the public. A meeting of this Council was held on January 9, 1936, in Washington, D. C., to discuss a proposed revision of basic requirements in education and experience for merit examination procedure of the United States Employment Service; the cooperation of industry in modifying rigid requirements as to age limits, where they exist; Social Security and the Employment Service—their cooperative relationships and respective administrative responsibilities; and the statistical program of the United States Employment Service.

The Wagner-Peyser Act also requires that State advisory councils be organized with the same representation as that specified for the Federal Advisory Council. On June 30, 1936, there were 35 State advisory councils, with a total of 469 members. These councils meet at least twice a year, and minutes of all meetings are sent to the United States Employment Service. In addition, members of advisory councils offer valuable technical advice to State directors on problems in which they have had experience. Local advisory councils have been organized in 39 communities with a total of 519 members.

**National Reemployment Service.**

To facilitate placement of workers on Public Works projects in areas not yet served by State employment offices, the National Reemployment Service was established as an emergency agency in July 1933. Continuing Public Works projects and responsibility for placement in various phases of the recovery program have necessitated the continuation of this Service. Activities of the State employment services and of the National Reemployment Service are coordinated and in no instance do they overlap. The National Reemployment Service on June 30, 1936, provided public employment facilities in 13 States in which an established State employment service was not operated and in the remaining States operated offices in areas not served by the State services.

The organization of the National Reemployment Service is elastic and has been varied from time to time to meet the changing demands of the recovery program. During the year ended June 30, 1936, assignment to the United States Employment Service of the responsibility for the registration and referral of qualified relief employables for designation on Works Progress Administration projects placed a greatly increased operating load upon the facilities of the National Reemployment Service, as well as upon those of the State employment services. To meet this load a considerable expansion of personnel was necessary. Thus on June 30, 1936, the National Reemployment Service was operating 1,343 offices and employed a personnel of 7,172 persons, part of this personnel being assigned as supplementary help in State employment offices.

In addition to serving P. W. A. and W. P. A. projects and permanent Government organizations, the National Reemployment Service provided employment-exchange facilities for placing applicants in employment in private industry. During the year over 409,000 placements in private employment were made by offices of the National Reemployment Service.

**Development of standards.**

Under its legislative mandate to establish standards of efficiency and promote uniformity in administrative and statistical procedures, the United States Employment Service has pushed forward still farther the standards of employment-office operation.

**Personnel.**

The merit system for the selection and appointment of Employment Service personnel has been generally adopted by the 35 affiliated State employment services. Wherever the merit system is applied to a State employment service, personnel in the National Reemployment Service are subject to the same standards. In the eight States having civil-service commissions, personnel are selected as a result of civil-service examinations held in cooperation with the United States Employment Service. In other States examinations are conducted by the United States Employment Service. Appointments are made by State appointing authorities from eligible lists resulting from either of these types of examinations.

By the end of the fiscal year 1936 examinations had been held in the 8 civil-service States and in 22 other States. Examinations are

announced or contemplated in the near future in the remaining affiliated States. More than 33,872 competitors had participated in the examinations and 9,760 names were established on the eligible lists. Merit examinations are composed of ratings on experience, education, a written test, and a personal interview.

During the year constructive development and revisions have occurred in the merit system, which have tended to make the personnel standards of the United States Employment Service more practicable and flexible. Former requirements for a record of formal education have in all instances been changed so that alternative experience requirements may be substituted.

#### **Clearance.**

The operating plans of all State employment services affiliated with the United States Employment Service include provision for (1) intracity, (2) intrastate, and (3) interstate clearance of information about unfilled jobs for which qualified local applicants cannot be found.

In March 1936 the United States Employment Service held a conference, which was attended by selected representatives of State employment services interested in the problem of clearance. At that time recommendations were drawn up for a uniform procedure to be followed by State services in transferring applicants to fill openings either in other parts of the same State or in adjoining States. A general principle to be observed is that job-holding offices exhaust every resource of the district they serve before seeking workers elsewhere. In the event local applicants are not available they are to be secured from no greater distance than is absolutely necessary to obtain qualified workers.

The national clearance plan now being perfected by the Employment Service permits the individual State a maximum of freedom with regard to intrastate transfers, prescribing necessarily uniform methods for clearance of openings between States.

Through the instrumentality of the national clearance system the United States Employment Service cooperates with the United States Immigration and Naturalization Service by investigating at the request of the latter the domestic supply of available workers in certain trades.

#### **Statistics.**

The statistical program of the United States Employment Service is designed to fill a dual purpose: First, to provide accurate records of the work of the Employment Service offices throughout the country to serve as an administrative guide and, secondly, to provide a comprehensive source of information concerning the characteristics of the job seekers registered with the employment offices.

A uniform system of operating reports is followed by all offices operating in connection with the United States Employment Service. Summary reports of activities for the entire country are released from Washington about the 15th of each month. The reports, which cover operations for the previous month, indicate for each service the number of new registrations, number and type of placements, and the number of applicants actively seeking work at the end of the month. Separate totals are reported that indicate the number of placements

in private industry, on nonrelief public works, and on relief-works projects.

During the fiscal year ended June 30, 1936, the standard reporting system installed at the beginning of the previous year was expanded to obtain, at periodic intervals, the same complete detailed information for all registrants in the active file of the employment offices, which previously was available only for new applicants. The method of reporting placements was continued without material change.

From complete journal entries for all persons registering with the Employment Service for the first time and for all placements made by the offices, punch-card records are prepared in a central tabulating unit at Washington, D. C., and in other tabulating units operated in five of the larger States. Detailed monthly tabulations, based on these punch-card records, indicating the age, industrial background, occupational classification, length of unemployment, and veterans' classification of all new applicants, with a cross classification by sex, color, veteran, and relief status, are prepared in the tabulating units. Similar tabulations giving the industry and occupation in which placement is made and the age and veteran classification for all persons placed, with a cross classification by sex, color, duration of the placement, and veteran and relief status, are also prepared.

A system for securing detailed information of all active registrants, as well as of new applicants, was set up by means of a Nation-wide survey of active file records inaugurated in November. Following establishment of the operating mechanism for securing this information, complete tabulated reports were prepared for some 7,792,000 applicants actively registered near the close of 1935. Work on a second survey covering some 6,456,000 applicants actively registered on June 30, 1936, was begun at the end of the year.

An improved occupational code was introduced for Employment Service use at the time that work on preparation of the inventory of active registrants was begun. This code represents an expansion and simplification of previous codes and contains a grouping of titles into major occupational groups with subgroupings according to the nature of the occupations.

#### **Occupational Research Program.**

In keeping with the principal objective of the Occupational Research Program to supply working tools to the offices of the Employment Service, continual emphasis during the year was placed upon the preparation of job descriptions in those industries in which there is the greatest demand for workers. Under a grant from the Works Progress Administration centers were established in 13 of the principal cities of the United States. Industry's response to the work of the program has been most favorable and has frequently resulted in a marked increase in the number of private placements made by the employment offices located in the respective cities.

During the past year a total of 23,576 schedules were prepared in connection with this work, covering the following industries: Domestic and personal service, electrical equipment manufacturing industry, food and allied industries, forest products industries, foundry and machine-shop industry, hotel and restaurant industry, petroleum industry, and textile and textile product industries (other than cotton textile industry).

The Worker Analysis project, a subsection of the program, has continued its efforts in the determination of what actors, characteristics, and qualities, and what combinations of them, go together to make an individual successful in any given task or situation. This project has completed field studies of selling occupations in department stores and in several clerical occupations. The results of these studies will be ready for publication in the near future. In addition to these specialized studies, a total of 2,393 job questions in 20 industries were prepared, and final verification completed for questions covering approximately 35 occupations in the construction field. The worker analysis group also carried on, in cooperation with public employment offices, testing work in 5 of the 13 research centers. The testing service has been instrumental in increasing the number of private placements made in the stenographic and clerical field and has been very helpful in the classification of juniors.

Preliminary steps were taken in the development of the techniques for the third part of the program which has to do with the uncovering of jobs in one industry which may parallel or coincide with jobs in another. Since much of the data essential to the solution of this problem is collected by the job analysis and worker analysis groups, progress on this study must lag considerably behind progress on the other two phases of the program.

#### **Fiscal affairs.**

During the fiscal year 1936 the uniform accounting system developed for affiliated State employment services was either installed or existing accounting systems approved in 20 States, namely, Arizona, Colorado, Connecticut, Florida, Illinois, Indiana, Louisiana, Massachusetts, Missouri, New Hampshire, New Mexico, New York, North Carolina, Ohio, Oklahoma, Pennsylvania, Rhode Island, Tennessee, Vermont, and West Virginia.

During this period the accounts of affiliated State employment services in the following 18 States were audited: Arizona, Colorado, Connecticut, Illinois, Indiana, Louisiana, Massachusetts, Michigan, Missouri, New Hampshire, New Jersey, New Mexico, New York, Ohio, Oklahoma, Pennsylvania, Virginia, and West Virginia.

The advice and counsel of the auditors have been sought by the various States and the service rendered to the States by them was mutually beneficial. As a result of full cooperation with the States, a high standard of efficiency in the submission of financial reports was achieved.

#### **Special services.**

##### **Veterans' Placement Service.**

During the fiscal year 1936 the Veterans' Placement Service continued to operate under the plan established in 1933 whereby its activities are integrated with those of the regular offices of the United States Employment Service. A Veterans' Placement representative in each State, under the control of a director attached to the administrative staff of the United States Employment Service, supervises the employment interests of veterans registered in the local public employment offices. In each local office a member of the staff, a veteran wherever possible, has been designated as local Veterans' Placement representative. The function of the Veterans' Placement Serv-

ice is to insure that qualified veterans receive such preference in employment opportunities as they are legally entitled, to devote special attention to methods of developing employment for disabled veterans, to inform veterans of civil-service opportunities and to promote cooperation between offices of the United States Employment Service and local offices of the major veterans' organizations.

In carrying out these functions the Veterans' Placement Service during the fiscal year 1936, cooperated closely with the Veterans' Administration in connection with the selection of veterans for Emergency Conservation Work, in addition to promoting their employment on public works and in private industry. During the fiscal year ended June 30, 1936, 250,125 new registrations of veterans were received, and 437,114 placements of veterans were effected. On June 30, 367,201 veterans were actively seeking work through the public employment offices.

In carrying on placement work for veterans two basic principles have been followed. First, the employment interests of veterans best can be served through the regular employment offices where veterans, like all other applicants, are referred to openings on the basis of their occupational abilities and their qualification to do satisfactory work. Secondly, it is realized that veterans, because of problems of education, experience, and age peculiar to the group with war service, to a certain extent, present certain placement difficulties not present for nonveteran registrants. The Veterans' Placement Service is, therefore, endeavoring to provide careful, personalized attention to the work qualifications of veterans so as to place them to their own and to the employers' advantage.

#### Farm Placement Service.

The Farm Placement Service is designed to provide for farmers and agricultural workers the same facilities and benefits as are made available through public employment offices to employers and workers in commerce and industry. The principal functions of the Service are to control the migration of agricultural labor in such a manner that surpluses and deficits of labor will be reduced to a minimum, and to stop the aimless, itinerant search for work which frequently results in the stranding of unemployed workers away from home. The actual field work is done almost entirely by the regular operating offices of the United States Employment Service, the affiliated State services, and the National Reemployment Service. In agricultural areas managers of the offices ascertain the probable requirements for transient labor and arrange, so far as possible, to secure a balanced supply of the desired type of workers. This is done first through exhausting the local labor supply, and then, when necessary, bringing in outside farm workers through clearance with other employment offices.

In some southern and western States where migratory farm labor is a special problem Farm Placement supervisors have been added to the staffs of the State directors of the employment services. These supervisors are administratively accountable to their State directors, as well as to the Director of the Farm Placement Service in Washington, D. C. They assist the State directors and local offices in planning the transfer of farm labor where needed. They act as liaison officers between the employment offices, farm bureaus,

county agents, chambers of commerce, and growers. The operations of the Farm Placement Service during the past year have shown the value of the plan of organization in actual operation.

#### District of Columbia Public Employment Center.

The District of Columbia Public Employment Center is operated directly by the United States Employment Service and serves as the employment office for the city of Washington. The District of Columbia government contributes to the expense of operating the Center by making two buildings available to house it, together with funds for their maintenance. The office receives the major portion of its operating funds from the United States Employment Service. The Public Works program has brought about an increased load on the office, and the additional operating costs due to these activities are defrayed by the National Reemployment Service.

The Center operates in close cooperation with all the District and all Federal governmental agencies. The facilities of the Center are being expanded to serve more adequately the needs of applicants and employers in the District. Because of the lack of industry in Washington, special emphasis is being given to the existing commercial and professional division and a separate hotel and restaurant division is being established. The junior counseling division is being expanded to accommodate the large number of junior applicants applying for work at the Center.

The inauguration of new methods and procedures continues the use of the office as an experimental and demonstration center.

During the fiscal year 1936 a total of 40,710 new applications were taken by this office. A total of 29,938 placements were made, which is an increase of 48.5 percent over the placements made during the fiscal year 1935. Of this total, 19,684 placements were in private industry, 7,614 were prevailing-wage jobs under the Public Works Program, and 2,640 were security-wage placements on various Works Program projects.

#### Services for juniors.

The problem of properly classifying and placing young people without work experience received increased attention during the past year. There has been general recognition on the part of persons in State and reemployment offices of the fact that special techniques of interviewing are necessary in order to discover aptitudes and interests which may form reliable substitutes for the usual basis of classification and experience.

Specialized services for juniors have been inaugurated in two State employment services. In Rhode Island the junior employment service of the Providence Board of Education has become affiliated with the State employment service, and in Ohio special services for juniors have been included in the programs in Cincinnati and in Cleveland. The junior services previously in operation in California, New York, Pennsylvania, and the District of Columbia have been continued.

Considerable impetus, moreover, has been given to the development of junior services by the National Youth Administration. Through special allotments to State employment services by the National Youth Administration, junior services have been developed,

during the last 6 months of the year, in 25 cities in 11 States. Personnel for these services has been provided by the Youth Administration, and the work has been under the direction of the director of the State employment service. The special interviewers assigned to work with juniors have spent a portion of their time in contacting employers. They have visited employers as representatives of the employment offices as a whole. Care has been taken not to oversell the services of juniors. It is hoped that appropriations for these services may be provided so that their continuance will be assured.

### Operations.

During the year ended June 30, 1936, the United States Employment Service in addition to developing its placement activities with private employers, regular governmental departments, and prevailing-wage Public Works carried on large-scale operations in connection with the Emergency Works Program.

In June 1935 the United States Employment Service was given the responsibility of registering employable persons eligible for employment on projects of the Works Progress Administration and of referring qualified workers to projects. The volume of new registrations handled by the offices reached large proportions during the early months of the year, in August 1935 the monthly total reaching a peak of 862,798. Total new registrations made during the year rose to 6,131,899 compared to 4,137,012 the previous year.

Placements of workers on Works Progress Administration and other relief works projects increased rapidly during the autumn of 1935 to a high of 646,239 in the month of December. In the 12 months ended June 30, 1936, an aggregate of 2,865,500 such placements were made compared to 408,919 during the same period 1 year earlier.

Service to regular governmental units, Federal, State, and local, and to contractors operating on prevailing-wage public works projects was also carried on in large volume. With a total for the year of 1,743,804 placements of this type, as compared to 1,681,768 a year earlier, new monthly highs were reached in May and June 1936.

Service to private employers was developed during the year. After the peak of Works Progress Administration referral activity was reached an intensive campaign to expand placements with private employers was conducted, a total of 871,549 field visits being made. In each of the 5 months, February through June, the volume of private placements exceeded that of the previous year. Thus, despite the load of additional registration and referral activity in connection with the Emergency Works Program, which exerted an adverse effect on private placements during the period prior to February, a total of 1,147,287 placements with private employers were made. In the previous year, 1,089,969 placements of this category were reported.

The subjoined table indicates the number of registrations and placements handled in each State employment service or in the National Reemployment Service in the respective States:

Activities of the United States Employment Service, fiscal year ended June 30, 1936

State	Placements				New applications	Active file, June 30, 1936	Field visits
	Total	Private	Public and Government service	W. P. A. and relief			
Alabama.....N. R. S.	115, 112	4, 877	34, 961	75, 274	91, 077	98, 724	8, 078
.....S. E. S.	17, 552	4, 441	5, 317	7, 794	14, 357	13, 070	1, 349
Arizona.....N. R. S.	31, 767	2, 459	16, 051	13, 257	16, 836	17, 316	5, 152
.....S. E. S.	108, 032	14, 643	28, 277	65, 112	71, 962	77, 136	20, 055
Arkansas.....N. R. S.	294, 032	98, 380	65, 763	129, 889	441, 588	194, 228	51, 470
.....S. E. S.	112, 014	32, 919	42, 239	36, 856	79, 045	47, 647	38, 604
California.....N. R. S.	33, 330	5, 593	7, 811	19, 926	48, 758	41, 977	1, 394
.....S. E. S.	49, 885	9, 661	13, 373	26, 851	31, 928	27, 874	2, 968
Colorado.....N. R. S.	45, 778	13, 901	12, 672	19, 205	54, 576	38, 866	3, 207
.....S. E. S.	15, 778	4, 593	4, 395	6, 790	14, 729	14, 016	2, 264
Connecticut.....N. R. S.	19, 076	4, 463	6, 871	7, 742	13, 534	11, 027	1, 907
.....S. E. S.	18, 155	3, 414	10, 257	4, 484	23, 538	63, 091	7, 447
Delaware.....N. R. S.	38, 147	11, 128	15, 403	11, 616	69, 943	( <sup>1</sup> )	14, 096
.....S. E. S.	108, 021	26, 855	30, 248	50, 918	145, 442	98, 740	38, 556
Florida.....N. R. S.	20, 715	3, 002	5, 414	12, 299	13, 759	12, 490	3, 130
.....S. E. S.	26, 691	5, 225	9, 979	11, 487	15, 053	10, 565	2, 757
Georgia.....N. R. S.	274, 246	91, 242	33, 559	149, 445	430, 609	262, 898	47, 119
.....S. E. S.	111, 513	18, 113	32, 979	60, 421	99, 387	107, 986	23, 798
Idaho.....N. R. S.	76, 946	41, 497	18, 367	17, 082	98, 936	99, 032	8, 329
.....S. E. S.	37, 953	6, 689	16, 539	14, 725	53, 346	82, 564	3, 627
Illinois.....N. R. S.	53, 306	25, 131	19, 189	8, 986	44, 041	36, 825	21, 951
.....S. E. S.	55, 329	5, 662	37, 214	12, 453	26, 263	22, 295	14, 741
Indiana.....N. R. S.	31, 322	7, 364	8, 775	15, 183	18, 328	22, 034	939
.....S. E. S.	75, 702	5, 496	40, 232	29, 974	43, 412	58, 433	18, 351
Iowa.....N. R. S.	40, 232	7, 612	27, 496	5, 124	110, 477	132, 129	6, 842
.....S. E. S.	28, 509	4, 585	23, 235	689	61, 241	79, 176	4, 912
Kansas.....N. R. S.	28, 922	900	16, 033	11, 989	33, 885	29, 275	416
.....S. E. S.	54, 463	5, 630	14, 195	34, 638	54, 132	95, 614	7, 906
Kentucky.....N. R. S.	36, 618	17, 033	4, 516	14, 469	109, 598	145, 190	2, 982
.....S. E. S.	29, 840	1, 836	14, 261	13, 743	96, 002	161, 906	13, 481
Louisiana.....N. R. S.	174, 507	10, 384	42, 973	121, 150	253, 197	181, 620	14, 637
.....S. E. S.	54, 827	29, 199	14, 802	10, 826	72, 710	74, 407	3, 831
Maine.....N. R. S.	108, 150	27, 569	42, 074	38, 507	55, 512	58, 333	21, 485
.....S. E. S.	82, 885	1, 784	27, 354	53, 747	101, 945	105, 058	5, 748
Maryland.....N. R. S.	84, 003	13, 758	11, 972	58, 273	101, 978	86, 335	5, 009
.....S. E. S.	121, 396	4, 188	57, 909	59, 299	81, 931	149, 213	14, 417
Massachusetts.....N. R. S.	60, 981	11, 766	40, 757	8, 456	34, 034	28, 914	9, 866
.....S. E. S.	94, 093	10, 520	51, 058	32, 515	45, 065	38, 842	16, 918
Michigan.....N. R. S.	9, 221	1, 237	7, 560	424	6, 882	3, 453	937
.....S. E. S.	8, 587	484	5, 383	2, 720	3, 389	1, 690	2, 354
Minnesota.....N. R. S.	12, 495	1, 964	2, 164	8, 377	11, 158	13, 650	2, 527
.....S. E. S.	17, 039	4, 782	4, 282	7, 975	7, 571	13, 413	2, 569
Mississippi.....N. R. S.	134, 258	30, 599	14, 074	89, 585	191, 669	216, 195	21, 768
.....S. E. S.	29, 613	2, 575	4, 615	22, 423	25, 277	26, 230	3, 248
Missouri.....N. R. S.	21, 632	2, 731	8, 804	10, 097	15, 403	23, 574	2, 878
.....S. E. S.	30, 311	5, 001	10, 414	14, 896	19, 797	26, 605	6, 224
Montana.....N. R. S.	260, 129	104, 572	40, 780	114, 777	452, 734	296, 759	18, 704
.....S. E. S.	128, 888	22, 035	41, 463	65, 390	125, 700	259, 235	18, 679
Nebraska.....N. R. S.	124, 056	23, 964	44, 779	55, 313	114, 997	103, 322	16, 039
.....S. E. S.	13, 100	4, 622	7, 799	6, 679	59, 196	( <sup>1</sup> )	3, 680
Nevada.....N. R. S.	7, 183	2, 002	1, 482	3, 699	4, 357	4, 681	982
.....S. E. S.	42, 446	6, 886	14, 724	20, 836	29, 749	29, 153	4, 164
New Hampshire.....N. R. S.	182, 296	71, 162	27, 287	83, 847	225, 478	220, 491	13, 084
.....S. E. S.	118, 843	25, 914	35, 419	57, 510	77, 617	110, 316	34, 303
New Jersey.....N. R. S.	34, 128	9, 925	5, 570	18, 633	25, 116	27, 188	3, 871
.....S. E. S.	119, 223	3, 349	26, 085	89, 789	72, 213	123, 738	8, 467
New Mexico.....N. R. S.	40, 674	11, 450	15, 431	13, 793	27, 827	46, 382	3, 454
.....S. E. S.	35, 796	5, 404	19, 144	11, 248	18, 162	25, 071	5, 672
New York.....N. R. S.	286, 667	31, 442	35, 432	219, 793	300, 234	550, 000	12, 301
.....S. E. S.	212, 087	16, 237	37, 468	158, 382	147, 177	491, 829	30, 058
North Carolina.....N. R. S.	6, 755	1, 763	2, 521	2, 471	16, 995	54, 561	5, 734
.....S. E. S.	4, 393	763	1, 995	1, 635	10, 560	6, 528	1, 092
North Dakota.....N. R. S.	81, 404	10, 537	27, 101	43, 766	79, 068	86, 780	35, 583
.....S. E. S.	28, 153	4, 913	12, 477	10, 763	11, 629	26, 354	6, 041
Ohio.....N. R. S.	25, 174	3, 965	12, 513	8, 696	17, 053	2, 373	4, 182
.....S. E. S.	46, 383	3, 748	15, 259	27, 376	38, 151	58, 284	1, 094
Oklahoma.....N. R. S.	54, 029	2, 678	15, 664	35, 687	72, 966	111, 804	4, 369
.....S. E. S.	67, 912	3, 047	26, 039	38, 826	51, 301	58, 965	11, 729
Oregon.....N. R. S.	238, 147	18, 231	108, 310	111, 606	182, 048	140, 691	69, 729
.....S. E. S.	56, 620	8, 752	21, 876	25, 992	25, 600	23, 892	6, 033
Pennsylvania.....N. R. S.	14, 485	2, 639	7, 659	4, 187	10, 328	10, 460	2, 851
.....S. E. S.	9, 985	178	794	13	770	( <sup>1</sup> )	145
Rhode Island.....N. R. S.	10, 533	6, 381	2, 919	1, 233	13, 073	10, 891	1, 768
.....S. E. S.	70, 946	9, 823	43, 111	18, 012	105, 296	72, 032	14, 453

<sup>1</sup> N. R. S. absorbed by S. E. S. during the year.

*Activities of the United States Employment Service, fiscal year ended June 30, 1936—Continued*

State	Placements				New applications	Active file, June 30, 1936	Field visits
	Total	Private	Public and Government service	W. P. A. and relief			
Washington.....N. R. S.	107,906	10,105	41,630	56,171	79,872	89,906	7,165
West Virginia.....S. E. S.	16,058	3,271	5,332	7,455	17,396	23,252	1,683
.....N. R. S.	65,422	6,144	22,260	37,018	56,532	83,291	9,191
Wisconsin.....S. E. S.	100,943	35,485	19,009	46,449	101,605	90,477	6,288
.....N. R. S.	63,205	9,141	18,641	35,423	47,722	30,866	5,649
Wyoming.....S. E. S.	13,012	2,082	6,878	4,052	9,840	4,566	456
.....N. R. S.	15,688	1,618	9,523	4,647	9,527	4,405	1,331
District of Columbia S. E. S.	29,938	19,684	7,614	2,640	40,710	28,017	861
Total S. E. S.....	2,535,326	737,654	557,590	1,240,082	3,234,434	3,052,168	299,446
Total N. R. S.....	3,221,265	409,633	1,186,214	1,625,418	2,897,465	3,404,048	572,103
United States.....	5,756,591	1,147,287	1,743,804	2,865,500	6,131,899	6,456,216	871,549

Respectfully submitted.

W. FRANK PERSONS, *Director.*

## OFFICE OF THE SOLICITOR

CHARLES O. GREGORY, *Solicitor*

### To the SECRETARY OF LABOR:

The work of the Solicitor's Office was considerably enlarged and diversified during the fiscal year 1936 as the result of the passage of several regulatory statutes, the administration of which was confided to the Department of Labor, bringing in their train a number of novel and difficult administrative and legal problems. The principal assignments which the staff was called on to perform may be summarized as follows:

1. *Assistance in litigation.*—Although the volume of such litigation declined slightly during the past year, the largest part of this work still consists of cases arising under the immigration and naturalization laws. In cases appealed to higher courts the Solicitor's Office has prepared briefs of its views for the use of the Department of Justice. The Office was also consulted with respect to actions in the courts of claims affecting the Department and in the injunction proceedings against the Railroad Retirement Board. The retiring Solicitor, Mr. Wyzanski, who left his post to become a special assistant to the Attorney General, was actively engaged in defending the Government's position in this suit as well as in other actions involving the constitutionality of recent social legislation. The Office also assisted in the preparation of amicus briefs for the consideration of the Supreme Court in the New York minimum-wage case.

2. *Preparation and analysis of legislation.*—This was the most outstanding function of the Office during the past fiscal year:

(a) *First session.*—The first session of the Seventy-fourth Congress ran into the first 2 months of the fiscal year, and during that period such important legislation as the National Labor Relations Act, the Central Statistical Act, the amended Davis-Bacon Act, and the Bituminous Coal Act, in the preparation of which the staff of the Office participated, was passed by Congress. The Social Security Act also emerged from conference at this period and was approved, and upon the creation of the new Board, the Associate Solicitor, who had been the principal draftsman, was appointed general counsel.

(b) *Second session.*—While the second session produced fewer major acts, the Department aided in the redraft of the Walsh-Healey bill relating to labor standards in Government contracts and purchases, and a workmen's compensation bill extending protection to workers on Federal projects, both of which were enacted into law, the Assistant Solicitor serving as technical adviser to the House Judiciary Committee and the Senate Committee on Education and Labor on these measures and other labor matters. The Office was also consulted on miscellaneous bills relating to immigration and naturalization, extensions of the Social Security Act, authorizations of interstate

compacts, the labor provisions in the Merchant Marine Act, and the youth and transient-aid bills. The Solicitor was assigned to represent the Secretary in the revision of the report of the President's Advisory Committee in the draft of the nationality laws.

(c) *State laws.*—This aspect of the legislative work was increased not only by the activities of the Department in sponsoring general labor laws in the States but also by demands for model enabling acts to permit States to receive grants-in-aid under the Wagner-Peyser Act and title V of the Social Security Act. In addition to assisting in the drafts of such bills and making suggestions for revision of existing laws and regulations to conform with the Federal standards, the Office also rendered an extensive series of opinions to the Children's Bureau and the Employment Service on the validity and sufficiency of State plans upon which requests for grants were predicated.

3. *Wage predetermination.*—Administration of the amended Davis-Bacon Act (Public, No. 403, 74th Cong.), which greatly widened the ambit of the prevailing-wage law, was delegated to the Solicitor by the Secretary. To the conduct of hearings and the preparation of draft decisions for the consideration of the Secretary, a staff of 9 reviewing attorneys and a panel of 100 referees in the field have been specially assigned. The increase in this phase of the Office's activities since the effective date of the act (Sept. 30, 1935) is illustrated by the fact that last year the Office entertained requests for wage determinations in 1,424 cases and rendered decisions in 1,304 cases. The corresponding figures for the preceding year under the old act were 15 and 14.

4. *Formulation and revision of departmental and bureau regulations, and of proposed executive orders.*—During the fiscal year 1936 the expiration of the National Industrial Recovery Act and the consequent transfer of different units of Government created thereunder, like the Steel and Textile Boards, the Apprentice Training Committee, Government Contracts Division, and the Consumers' Division, required the drafting of sundry executive and administrative orders. Several sets of regulations and forms were also prepared in connection with the amended Davis-Bacon and Social Security Acts and existing rules and regulations regarding departmental procedure, and the Immigration and Naturalization Service were revised and promulgated to conform with the new requirements of the Federal Register Act, one lawyer being assigned for several weeks to discharge this task.

5. *Approval of bonds and contracts in which the Department of Labor has an interest.*—Inspection and approval of bonds and contracts prior to execution by the Secretary is a task occupying much of the time of one lawyer. Occasional drafting of new contracts and leases is required to meet the special problems of the Bureau of Labor Statistics and the bureaus maintaining field offices.

6. *Preparation of opinions, memoranda, and correspondence interpreting laws administered by the Department of Labor.*—A considerable portion of the work of the office relates to rendering opinions to the administrative officers and bureau heads charged with the administration of laws affecting their respective bureaus. On novel cases involving the construction of the immigration and naturalization

laws, the legal advice of the Solicitor's Office is generally sought as well as in matters involving the application of the general laws relating to the executive branch of the Government. Many of these problems, which are somewhat routine, depend for their solution upon study of the applicable opinions of the Attorney General or Comptroller General. The office also prepares correspondence for the signature of the Secretary relating to legal problems addressed to the Department of Justice, Bureau of the Budget, other branches of the Government, and the general public.

7. *Analysis of and advice on problems of departmental policy.*—Many questions not strictly legal have been submitted to the Solicitor and members of his staff for analysis and advice. The volume and character of the work falling within this category has increased considerably but is not thoroughly revealed in any statistical tables. On occasions members of the Solicitor's staff are called upon to advise or represent the Secretary of Labor in the adjustment of labor controversies, particularly those in the building trades. The office has also been frequently consulted in regard to the relations between the United States and the International Labor Organization, and has been called upon to prepare draft instructions to the representative of the Department in Geneva, the preparation of dispatches formulating departmental policy, and the planning preliminary to International Labor Organization conferences and governing body sessions.

The following tabular summary indicates in outline the written work of the office for the fiscal year ended June 30, 1936:

<b>Administrative matters involving departmental organization, personnel, and like topics:</b>	
Correspondence prepared for Solicitor's signature.....	129
Correspondence prepared for Secretary's signature.....	19
Correspondence prepared for signature of other officers.....	38
Opinions for Solicitor's signature.....	3
Miscellaneous.....	191
<b>Immigration and Naturalization Service—Immigration:</b>	
Correspondence prepared for Solicitor's signature.....	145
Correspondence prepared for Secretary's signature.....	15
Correspondence prepared for signature of other officers.....	371
Opinions or memoranda of law for Solicitor's signature.....	121
Forms drafted.....	4
Contracts and leases.....	682
Bonds for performance of contracts and leases.....	20
Alien bonds.....	1,719
Powers of attorney.....	826
Revocations of authority.....	804
Court opinions.....	3
General orders drafted.....	3
Miscellaneous.....	542
<b>Immigration and Naturalization Service—Naturalization:</b>	
Correspondence prepared for Solicitor's signature.....	34
Correspondence prepared for Secretary's signature.....	3
Correspondence prepared for signature of other officers.....	25
Opinions or memoranda of law for Solicitor's signature.....	7
Miscellaneous.....	117
<b>United States Employment Service:</b>	
Correspondence prepared for Solicitor's signature.....	46
Correspondence prepared for signature of other officers.....	38
Opinions or memoranda of law for Solicitor's signature.....	13
Contracts and leases.....	113
Bonds for performance of contracts and leases.....	1
Miscellaneous.....	38

Bureau of Labor Statistics:	
Correspondence prepared for Solicitor's signature.....	26
Correspondence prepared for signature of other officers.....	23
Opinions or memoranda of law for Solicitor's signature.....	6
Contracts and leases.....	16
Forms drafted.....	2
Miscellaneous.....	26
Davis-Bacon law (46 Stat. 1494, as amended by 49 Stat. 1011; 40 U. S. C., sec. 276 (a)):	
Correspondence prepared for Solicitor's signature.....	3, 236
Correspondence prepared for Secretary's signature.....	1, 354
Correspondence prepared for signature of other officers.....	1, 974
Draft decisions prepared for the Secretary's signature.....	1, 304
Legislation drafted.....	8
Forms drafted.....	7
Regulations drafted.....	3
Miscellaneous.....	1, 867
National Recovery Administration (48 Stat. 195; 15 U. S. C., sec. 701):	
Correspondence prepared for Solicitor's signature.....	29
Correspondence prepared for Secretary's signature.....	4
Correspondence prepared for signature of other officers.....	5
Executive orders drafted.....	2
Miscellaneous.....	25
National Labor Relations Board:	
Correspondence prepared for Solicitor's signature.....	47
Correspondence prepared for Secretary's signature.....	7
Correspondence prepared for signature of other officers.....	73
Miscellaneous.....	24
Public Works Administration (National Industrial Recovery Act, sec. 201 (a)):	
Miscellaneous.....	1
Other emergency activities:	
Correspondence prepared for signature of other officers.....	1
State laws (including work on proposed interstate compacts):	
Correspondence prepared for Solicitor's signature.....	44
Correspondence prepared for Secretary's signature.....	25
Correspondence prepared for signature of other officers.....	49
Legislation drafted.....	65
Miscellaneous.....	48
Federal laws:	
Correspondence prepared for Solicitor's signature.....	140
Correspondence prepared for Secretary's signature.....	68
Correspondence prepared for signature of other officers.....	101
Opinions or memoranda of law for Solicitor's signature.....	8
Legislation drafted.....	19
Miscellaneous.....	161
Congressional committee reports.....	12
Conciliation and mediation in labor disputes:	
Correspondence prepared for Solicitor's signature.....	22
Correspondence prepared for Secretary's signature.....	21
Correspondence prepared for signature of other officers.....	13
Executive orders drafted.....	3
Miscellaneous.....	22
Children's Bureau:	
Correspondence prepared for Solicitor's signature.....	47
Correspondence prepared for signature of other officers.....	176
Miscellaneous.....	31
Division of Labor Standards:	
Correspondence prepared for Solicitor's signature.....	2
Correspondence prepared for Secretary's signature.....	1
Correspondence prepared for signature of other officers.....	3
Women's Bureau:	
Correspondence prepared for Solicitor's signature.....	4
Correspondence prepared for Secretary's signature.....	22
Correspondence prepared for signature of other officers.....	11
Miscellaneous.....	14

<b>International Labor Organization :</b>	
Correspondence prepared for Solicitor's signature.....	251
Correspondence prepared for Secretary's signature.....	90
Correspondence prepared for signature of other officers.....	32
Dispatches.....	39
Bonds for performance of contracts and leases.....	1
Miscellaneous.....	328
<b>Projects under Emergency Relief Act of 1935:</b>	
Correspondence prepared for Solicitor's signature.....	15
Correspondence prepared for Secretary's signature.....	1
Correspondence prepared for signature of other officers.....	13
Opinions or memoranda of law for Solicitor's signature.....	4
Legislation drafted.....	2
Executive orders drafted.....	2
Miscellaneous.....	23
<b>San Diego International Conference :</b>	
Correspondence prepared for Solicitor's signature.....	4
<b>Social Security Board :</b>	
Correspondence prepared for Solicitor's signature.....	44
Correspondence prepared for signature of other officers.....	138
Legislation drafted.....	16
Executive orders drafted.....	2
Miscellaneous.....	50
<b>Other labor tribunals :</b>	
Correspondence prepared for Solicitor's signature.....	11
Correspondence prepared for Secretary's signature.....	4
Correspondence prepared for signature of other officers.....	2
Executive orders drafted.....	4
Miscellaneous.....	21
<b>Miscellaneous :</b>	
Correspondence prepared for Solicitor's signature.....	111
Correspondence prepared for Secretary's signature.....	16
Correspondence prepared for signature of other officers.....	88
Opinions or memoranda of law for Solicitor's signature.....	2
Miscellaneous.....	45
<b>Total.....</b>	<b>18,631</b>

CHARLES O. GREGORY,  
*Solicitor of Labor.*

## OFFICE OF THE CHIEF CLERK

SAMUEL J. GOMPERS, *Chief Clerk*

To the SECRETARY OF LABOR:

For the fiscal year ended June 30, 1936, the appropriations by Congress to the Department and its services were as follows:

### Division of Accounts.

Salaries, Office of the Secretary.....	\$257,000.00
Promotion of health, safety, and employment.....	125,000.00
Contingent expenses, Department of Labor.....	100,500.00
Printing and binding, Department of Labor.....	253,500.00
Salaries and expenses:	
Commissioners of conciliation.....	488,300.00
Bureau of Labor Statistics.....	884,600.00
Investigation of cost of living.....	200,000.00
Salaries and expenses, Immigration and Naturalization Service..	9,495,000.00
Immigration stations.....	100,000.00
Transporting Filipinos to the Philippine Islands.....	100,000.00
Salaries and expenses:	
Children's Bureau.....	403,300.00
Maternal and Child Welfare.....	150,000.00
Grants to States:	
For Maternal and Child Health Service.....	1,580,000.00
For services for Crippled Children.....	1,187,000.00
For Child Welfare services.....	625,000.00
Salaries and expenses, Women's Bureau.....	153,500.00
United States Employment Service.....	3,200,000.00
Salaries and expenses:	
U. S. Housing Corporation.....	9,300.00
International Labor Organization, Geneva, Switzerland.....	28,000.00
Bituminous Coal Labor Board.....	30,000.00
Printing and binding, Bituminous Coal Labor Board.....	1,000.00
Texas Centennial Exposition.....	37,500.00
California Pacific International Exposition.....	8,627.05
Great Lakes Exposition.....	10,000.00
Payment to officers and employees of the United States in foreign countries due to appreciation of foreign currencies.....	42,135.00
Trust funds:	
Unearned immigration registry fees.....	27,000.00
Unearned naturalization fees.....	30,000.00
Unearned immigration reentry permit fees.....	4,000.00
Disposition of deposits of aliens who become public charges.....	5,000.00
Total.....	19,535,262.05

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

Public Works Administration, allotment to Labor:	
Bureau of Labor Statistics.....	\$40,000.00
Textile Labor Relations Board.....	50,000.00
National Industrial Recovery, Labor: Camden Board of Arbitration.....	2,500.00
Emergency Relief, Labor:	
Assistance for educational, professional, and clerical persons.....	300,000.00
Administrative expenses.....	221,610.00

<sup>1</sup>Includes \$2,500 available for expenditure in 1935.

## Emergency Relief, Labor—Continued.

U. S. Employment Service, assistance for educational, professional, and clerical persons-----	\$900,100.00
U. S. Employment Service, administrative expenses-----	11,000,000.00
Immigration and Naturalization Service-----	179,895.00
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	12,694,105.00

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

<b>Office of the Secretary:</b>	
Salaries, 1935-----	\$66.67
Salaries, 1936-----	235,314.28
Contingent expenses:	
1934-----	2.89
1935-----	21,627.03
1936-----	82,122.64
Printing and binding:	
1935-----	59,153.44
1936-----	171,816.61
Promotion of health, safety, and employment:	
1935-----	6,762.57
1936-----	93,712.88
Salaries and Expenses, Commissioners of Conciliation:	
1934-----	6.00
1935-----	13,419.86
1936-----	337,614.45
Texas Centennial Exposition-----	3,420.63
Great Lakes Exposition-----	416.08
Chicago World's Fair Centennial Celebration, 1934-35-----	1,556.69
California Pacific International Exposition, 1935-36-----	3,574.60
California Pacific International Exposition, 1936-37-----	2,744.81
Payment to officers and employees of the United States in foreign countries due to appreciation of foreign currencies:	
1934-35-----	3,788.45
1936-----	330.16
	<hr/>
	\$1,037,450.74
<b>Bureau of Labor Statistics:</b>	
Salaries and expenses:	
1934-----	24.14
1935-----	23,103.67
1936-----	851,343.50
Investigation of cost of living:	
1935-----	13,498.69
1936-----	168,192.29
Salaries and expenses, International Labor Organization, Geneva, Switzerland, 1936----	696.17
	<hr/>
	1,056,858.46
<b>Immigration and Naturalization Service:</b>	
Salaries and expenses:	
1934-----	2,037.89
1935-----	335,999.04
1935-36-----	195,244.03
1936-----	8,828,516.03
Immigration stations:	
1935-----	3,921.24
1936-----	93,664.08
Extra compensation for overtime-----	31,694.38
Transporting Filipinos to the Philippine Islands, 1936-----	5,700.82
	<hr/>
	9,546,777.51

## Children's Bureau:

Salaries and expenses:		
1934-----	\$1.25	
1935-----	9,946.62	
1936-----	397,790.54	
Salaries and expenses, Maternal and Child Welfare, 1936-----	84,610.04	
Grants to States:		
For Maternal and Child Health Service, 1936-----	1,239,234.01	
For Services for Crippled Children, 1936---	698,172.65	
For Child Welfare Services, 1936-----	224,704.12	
		\$2,654,459.23

## Women's Bureau:

Salaries and expenses:		
1935-----	3,239.02	
1936-----	150,183.00	
		153,422.02

## Employment Service:

U. S. Employment Service:		
1934-----	73,014.33	
1935-----	317,195.04	
1936-----	1,426,524.57	
		1,816,733.94

## U. S. Housing Corporation:

Salaries and expenses:		
1935-----	2.75	
1936-----	8,814.63	
		8,817.38

## Bituminous Coal Labor Board:

Salaries and expenses, 1936-----	16,694.07	16,694.07
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## Trust funds:

Unearned immigration registry fees-----	16,170.00	
Unearned naturalization fees-----	19,930.60	
Unearned immigration reentry permit fees---	3,173.87	
		39,324.47

Grand total----- 16,330,587.82

The following expenditures were made from emergency appropriations:

## Emergency Relief and Public Works:

Labor Statistics (investigation of textile industry) 1935-----	\$486.69
Labor Statistics (compilation of pay-roll statistics) 1935-----	4,905.73
Labor Statistics (investigation of price control and price fixing) 1935-----	361.89
Textile Labor Relations Board, 1935-----	29,890.19

## U. S. Employment Service, Department of Labor, emergency activities, 1935-----

19.77

## National Industrial Recovery, Labor:

Immigration, 1933-37-----	140,851.61
Employment, 1933-37-----	394,571.08
Bureau of Labor Statistics, 1933-37-----	3,638.56
Office of the Secretary, 1933-37-----	942.97
Conciliation Service, 1933-37-----	37,867.65
National Labor Relations Board, 1933-37-----	458,348.46
National Steel Labor Relations Board, 1933-37-----	13,516.88
National Longshoremen's Labor Board, 1933-37-----	5.02
Camden Board of Arbitration, 1933-36-----	1,984.31

## Working Fund, Department of Labor:

Civil Works-----	7.85
National Industrial Recovery-----	4.55
Labor Statistics (transfer from U. S. Employment Service)-	71,859.16
Labor Statistics (National Labor Relations Board)-----	661.64
Labor Statistics (N. R. A.)-----	6,600.18
Women's Bureau (N. R. A.-P. W. A.)-----	47.22
Labor Statistics (N. R. A.-P. W. A.)-----	53,642.94

Public Works Administration, allotment to Labor:	
U. S. Employment Service, 1935-----	\$2, 529. 99
Bureau of Labor Statistics, 1935-37-----	38, 146. 75
Textile Labor Relations Board, 1935-37-----	49, 367. 68
Emergency Relief, Labor:	
Assistance for educational, professional, and clerical persons, 1935-37-----	47, 206. 23
Administrative expenses, 1935-37-----	106, 344. 44
U. S. Employment Service:	
Assistance for educational, professional, and clerical persons, 1935-37-----	662, 571. 12
Administrative expenses, 1935-37-----	10, 506, 967. 07
Immigration and Naturalization Service, 1935-37-----	219, 966. 45
Administrative expenses, 1936-----	42, 865. 92
Total-----	12, 896, 180. 00

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

By special disbursing agents-----	\$166, 098. 08
Claims settled by the office of the Comptroller General-----	871, 882. 51
	1, 037, 980. 59

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

Immigration and Naturalization Service:	
Naturalization fees-----	\$1, 772, 478. 00
Head tax-----	788, 101. 24
Fines-----	51, 627. 31
Reentry permits and extensions-----	193, 508. 23
Forfeiture of bonds-----	43, 855. 28
Sales of exclusive privileges-----	329. 00
Expenses of deporting aliens—reimbursed-----	484. 00
Sales of Government property-----	4, 837. 85
Miscellaneous collections-----	901. 69
Coin-box collections-----	421. 31
Collections on account of hospital expenses of persons detained in hospitals of the Public Health Service under the immigration laws and regulations-----	34, 065. 00
Immigration fees (registry)-----	90, 330. 00
Reimbursement of immigration judgment costs-----	1, 215. 99
Overnight maintenance of aliens-----	11, 212. 45
Total receipts-----	2, 993, 367. 35

#### Appointment Division.

*Officers and employees.*—The number of officers and employees of the Department of Labor on July 1, 1936, was 13,598, as compared with 8,947 on July 1, 1935. In 1936 there were 220 cooperating employees at the nominal salary of \$1 per annum and 269 employees of other departments holding nominal appointment in this Department and serving without compensation, distributed as follows: 250 Treasury Department customs inspectors, 1 Public Health, 17 Department of Justice, and 1 Post Office. In 1935, 229 employees were serving without compensation, and 197 at \$1 per annum. Eliminating the \$1-per-annum employees and those serving without compensation, numbering 489, 13,109 officers and employees were on the rolls on July 1, 1936. This force is divided as follows: 1,593 in the District of Columbia and 11,516 in the field.

Number of officials and employees of the Department of Labor on July 1, 1936, as compared with July 1, 1935

Bureaus	July 1, 1936			July 1, 1935	Increases (+) or decreases (-)
	In District of Columbia	Field	Total		
Office of the Secretary.....	154	28	1 182	119	+63
Conciliation Service.....	52	43	95	48	+47
Bureau of Labor Statistics.....	374	77	451	427	+24
Children's Bureau.....	200	156	356	290	+66
Immigration and Naturalization Service.....	276	4,013	4,289	3,969	+320
Women's Bureau.....	56	2	58	60	-2
U. S. Employment Service.....	116	172	288	590	-302
U. S. Housing Corporation.....	3	—	3	3	—
Emergency employees.....	132	255	387	177	+210
National Reemployment Service.....	239	7,250	7,489	3,264	+4,225
Total.....	1,602	11,996	13,598	8,947	+4,651

<sup>1</sup> Includes 6 at \$1 per annum, 1 being in the District of Columbia.

<sup>2</sup> Includes 18 at \$1 per annum, 3 being in the District of Columbia.

<sup>3</sup> Includes 21 at \$1 per annum, 3 being in the District of Columbia.

<sup>4</sup> Includes 128 at \$1 per annum, 3 being in the District of Columbia.

<sup>5</sup> Includes 134 at \$1 per annum, 2 being in the District of Columbia.

<sup>6</sup> Includes 8 at \$1 per annum and 269 without compensation, 1 being in the District of Columbia.

<sup>7</sup> Includes 1 at \$1 per annum and 229 without compensation.

<sup>8</sup> Includes 1 at \$1 per annum, being in the District of Columbia.

<sup>9</sup> Includes 1 at \$1 per annum, being in the District of Columbia.

<sup>10</sup> Includes 57 at \$1 per annum.

<sup>11</sup> Includes 40 at \$1 per annum.

*Transfers.*—Ninety-two persons were transferred from other departments to the Department of Labor and 87 from this to other departments. Also there were 97 reinstatements, 18 dismissals under charges, 237 resignations, and 29 deaths in the Department during the year.

*Retirements.*—During the fiscal year 27 employees were retired and 105 made application for refund of deductions, the total of refunds being \$30,058.92.

#### Division of Publications and Supplies.

*Printing and binding.*—The appropriation for printing and binding for the fiscal year 1936 was \$230,000, to which was added \$13,500 appropriated for the Conciliation Service. This amount was further augmented during the year by a deficiency appropriation of \$10,000, making a total of \$253,500 available for the printing and binding of the Department.

Bills have been paid to the amount of \$199,530.35 for completed work for the fiscal year, leaving a balance of \$53,969.65 to provide for uncompleted work at the Government Printing Office. During the year 2,236 requisitions were sent to the Public Printer, an increase of 24.1 percent over last year. Of this number 333 were made to cover printing and binding for the United States Employment Service to the amount of approximately \$231,238.43.

*Editorial work.*—The editorial and proofreading section forwarded to the Government Printing Office 23,408 folios of copy, exclusive of reprints, an increase of 26.1 percent over last year; received 3,458 and returned 3,629 galley proofs, increases of 53 and 76.3 percent, respectively; received 18,266 page proofs and returned 15,568; and received 495 proofs of forms and returned 477. Each item increased in volume as compared with the previous year.

*Distribution of publications.*—This Division distributed 2,258,433 publications, an increase of 23.2 percent, as follows: On mailing lists of the Department at the Office of the Superintendent of Documents, 586,290, and on franks, 1,672,143.

*Duplicating work.*—The work performed by this section during the year was as follows: 2,610,190 papers were folded; 2,935,428 envelopes addressed and 2,260,773 sealed; and 8,456 photostats made, an increase in the last mentioned of 126.9 percent over last year. Requisitions numbering 3,364 were received (an increase of 12.8 percent), totaling 12,836 pages, which required the cutting of 11,453 stencils and the printing of 10,933,835 copies, an increase of 20.7 percent in the number of copies mimeographed.

The number of requisitions for multigraphing increased from 550 to 635, or 15.5 percent, while the number of copies made aggregated 1,668,630, an increase of 27.6 percent as compared with the year previous.

The number of names on mailing lists has increased from 222,093 in 1935 to 279,791 this year, or 25.9 percent.

*Advertising.*—The publication of notices of hearings relating to prevailing-wage rates under the Davis-Bacon Act has been the principal factor in the increase in the number of advertising orders placed to 233 during the year as against 58 the preceding year, an increase of 301.7 percent.

*Supplies.*—Requisitions to the number of 6,789 were received for supplies and services, which necessitated the placing of 8,004 orders covering 12,862 items, involving an expenditure of \$560,756.95, an increase of over 83 percent in the amount expended the previous year.

*Contingent allotment.*—The total appropriation for the contingent expenses of the Department for the fiscal year 1936 was \$100,500, of which there was left at the close of business on June 30 a sufficient amount to take care of outstanding obligations.

Respectfully submitted.

SAMUEL J. GOMPERS,  
Chief Clerk.

## DIVISION OF LABOR STANDARDS

VERNE A. ZIMMER, *Director*

To the SECRETARY OF LABOR:

The Division of Labor Standards was established within the Department of Labor to act as a service agency to State labor departments, industrial commissions, labor, civic, and social groups interested in the improvement of working conditions. Basic to this program is the development on the part of these agencies of confidence in, and understanding of, the work of the Division. In this, the first full year of activity, real progress in this direction has been made. Evidences of this achievement are the excellent relations existing between the Federal Department of Labor and official State agencies; the more frequent use of the advisory facilities of the Division as a medium for exchanging views and experiences on administrative methods and problems and on the effects of comparable labor legislation; the active participation of State labor administrators in the formulation of suggested language based upon experience for such vital legislation as wage payment and wage collection, industrial home work, private employment agency regulation, powers and duties of a labor department, workmen's compensation, and minimum wage; the ready response of State administrators to the Division's request for factual material and data of use to other States; and approbation of the Department's leadership in the stimulation of better and more uniform State labor standards and more effective administration of labor laws.

In this period, too, the relationship with labor groups in the States has been markedly closer. The extent to which State federations of labor and local groups are now utilizing the facilities of the Division for information on methods for protecting the health and safety of workers, for factual material and data as a basis for constructive legislative proposals, for aid in the preparation of draft legislation, for educational presentation of various labor subjects in exhibit form, indicate clearly that in creating the Division of Labor Standards as a service agency the Department has met a definite need.

The various National and State organizations are using the facilities of the Division to an increasing extent for news and comparative data on the progress of labor legislation and for supporting material for various types of labor laws.

Although the work of the Division is pointed more directly in the interest of labor groups and labor-law administrators, its efforts in the promotion of safety and health in industry have met with hearty support and cooperation of management. Industry representatives are giving freely of their time to the Division in an effort to work out, with members of other interested groups, methods of practical control of some of the leading health hazards in industry.

A notable example of such a cooperative enterprise is the National Conference on Silicosis and Similar Dust Diseases, in which the leading employers in industries with a silicosis hazard have participated together with officials of labor groups and representatives of engineering and medical societies and other experts in this field in the determination of a program of control.

The Division has developed a close cooperative working relationship with other Federal agencies responsible for related programs, particularly the Public Health Service, the Social Security Board, and the Department of the Interior. Many phases of the Division's program have been worked out in collaboration with other bureaus of the Department to secure the benefit of the experience of all members of the Department's staff and to avoid duplication of effort.

A constructive program for training apprentices, in order to maintain the supply of skilled craftsmen formerly in part replenished through immigration, has been promoted by the Division of Labor Standards through the Federal Committee on Apprentice Training, of which the Division's Assistant Director is chairman. The Division has been instrumental in stimulating the interest of State labor department officials and in getting organized labor groups both to recognize the need and value of apprentice training, and to assume their share of responsibility for putting such programs into effect. During the coming year the Division will continue to cooperate with the Federal committee and the Vocational Division of the Office of Education in efforts to establish permanent State machinery for apprentice training.

The Division arranged the details of both national and regional conferences on labor legislation, which have been significant in bringing together State labor law administrators and other official representatives of governors, representatives of organized labor, and other persons interested in the progress of labor legislation. These conferences have resulted in a clearer understanding of the legislative and administrative problems involved, and the conclusions of the delegates, in the form of recommendations, resolutions, and committee reports, have embodied definite agreements upon desirable standards for State labor legislation. There is every reason to believe that the conferences have had the effect of actively stimulating public interest in improved labor standards and labor-law administration, and many of the recommendations have formed the basis for legislation in the States holding regular sessions during the past year.

While only nine State legislatures met in regular session in 1936, four—Alabama, Kentucky, Louisiana, and South Carolina—established labor departments; eight States strengthened their workmen's compensation laws. Rhode Island not only revised its compensation law and provided for coverage of occupational diseases, but also enacted an 8-hour day and 48-hour-week law for women and minors, a law prohibiting the employment of minors under 16 years of age in factories and mechanical establishments and in all business establishments during school hours, a minimum-wage law for women, and a law imposing severe restrictions upon industrial home work. Many other improvements in labor standards were made by the various States.

The staff of the Division is made up of specialists in the various fields of labor legislation—persons with practical administrative experience in State labor departments or with organizations promoting improved working conditions. Increasing calls for the services of these staff members have made this a particularly busy year for the Division. Representatives of organized labor in approximately one-third of the States have sought and been given the help of the Division in the formulation of labor legislation or in the appraisal and evaluation of existing legislation in the light of the experience in other States.

During the year the Division gave technical aid to about one-half of the States, either at the request of the labor department executives or of the Governors. This service included the formulation of draft legislation, the analysis of statute proposals of a rather wide range, and frequently had to do with methods of labor-law administration, techniques, and practices. As an illustration, the Governor of one of the States requested a draft of a bill to reorganize and coordinate the State agencies dealing with labor-law enforcement—a bill that would conform with the existing conditions in that particular State but at the same time embrace the best features of similar legislation in other States. The chief executive of another State called upon the Division to assist in formulating labor enactments to meet a comprehensive program embracing such items as workmen's compensation for occupational diseases, hours legislation, and industrial home work.

A significant development in the Division's direct service to the States was the assignment of a staff safety engineer, at the request of the commissioners of labor, to help train and instruct factory inspectors in two States that had just established new labor departments. The commissioners recognized the need for practical and technical instruction of their new and untrained staff in the detection and elimination of industrial health and safety hazards. Elsewhere in the report there is specific mention of the factory inspectors' training course inaugurated at Baltimore in February, 1936, which covered the inspection staffs of four additional States.

The Division undertook several new activities during the year for the promotion of industrial health and safety. Of major importance was a joint project with the Public Health Service in developing and perfecting plans to assure full use by State labor-law administrators of industrial hygiene facilities made possible by Federal grants through the Social Security Act. To this end, and to give assurance of complete integration of industrial health activities as between the State public-health bodies and the State labor departments, this Division agreed to participate in all conferences with State officials preliminary to setting up the industrial hygiene units under the grants-in-aid.

The Division also carried forward the plan of the Secretary in organizing a permanent accident-prevention program in the Federal departments and on projects financed and sponsored by the Government.

#### Conferences.

The Division arranged the details of the Secretary's Second National Conference on Labor Legislation at Asheville, N. C., and the Third Southern Regional Conference at Columbia, S. C. In addi-

tion, representatives of 23 organizations interested in the improvement of labor standards met in the Department of Labor Building in Washington in December 1935. This conference reviewed desirable legislative standards, progress made in State legislation during the year, and recommended methods for obtaining effective administration of labor laws.

In connection with all the conferences the Division of Labor Standards, after consultation with other bureaus of the United States Department of Labor and with interested State agencies and labor groups, has arranged the programs, prepared and collected factual material to serve as the basis of discussion, and published and distributed the proceedings. That the conferences have met with an encouraging response is shown in the legislative activity in the States where they have been held and in the number of requests for further conferences to be held during the coming year, which have been received from various parts of the country.

Not only has the Division been instrumental in arranging conferences, but it has also actively participated in conferences called by other groups. Among the most important of these were the annual meetings of the National Safety Council, the National Young Women's Christian Association, the National Consumers' League, the International Association of Industrial Accident Boards and Commissions, the International Association of Governmental Labor Officials, and the American Foundrymen's Association.

Members of the staff have appeared before legislative committees and special commissions appointed to study problems of occupational diseases. They have addressed the conventions of numerous State federations of labor, meetings of local and State safety councils, and group meetings on State labor legislation arranged by State labor departments and private organizations.

#### **Advisory committees on labor legislation.**

The Division of Labor Standards has been frequently requested by State administrators, legislators, Governors, and groups interested in the enactment of new labor legislation to submit drafts for bills embodying the conference standards. It has been recognized that good bill drafting is extremely important to the future effectiveness of the standard, for the constitutionality, the administrative soundness, and the forcefulness of the law depend in large measure upon the language in which it is drawn. To bring the best available experience to bear in the preparation of such drafts, the Secretary of Labor, acting on the recommendation of the Second National Conference on Labor Legislation held at Asheville, N. C., in October 1935, appointed a number of committees made up of State administrative officials to work with the Division of Labor Standards and representatives of other bureaus in the Department. Three of these committees are ready to report provisions suitable for State enactment dealing with the control of industrial home work, with wage payment and wage collection, and with powers and duties of State labor departments.

The special committee on industrial home work, made up of representatives of labor departments of the leading industrial States and of the bureaus of the United States Department of Labor, has had a number of meetings during the year. With the assistance of the com-

mittee and the representatives of the Children's Bureau and the Women's Bureau, the Division of Labor Standards has prepared a State bill for the regulation of industrial home work. The committee is now exploring the possibilities of Federal legislation along the lines of the Ashurst-Sumner Prison Labor Act.

The committee appointed by the Secretary to prepare draft legislation for the protection of workers in the collection of their wages has submitted a bill for the consideration of the States. This bill is being widely commended by labor commissioners and by State federations of labor, and, it appears, will form the basis for legislation in a number of important States this coming year.

Great interest has recently centered on the need for effective coordinated labor departments in the various States. It was suggested to the Secretary that it would be helpful to those States contemplating the reorganization of agencies dealing with labor to have recommendations as to the powers and duties that should be given to labor commissioners or commissions. The committee appointed to advise the Division in this respect is representative of the various types of organizations found among State departments of labor. The suggested language that this committee will recommend should be of real service as a guide to State legislation in this field.

#### **Specific legislative drafting service.**

In addition to these standard drafts prepared with the help of State enforcing officials, the Division is called upon to prepare tentative drafts in many fields of labor legislation to fit the specific requirements of individual States. Recently bills have been prepared creating or reorganizing labor departments in Idaho, Kentucky, Louisiana, Mississippi, and South Carolina; amendments or revisions of workmen's compensation laws have been drafted for 24 States; hours legislation for 3; and industrial home-work legislation for 3. This legislative drafting service has been widely used during the past year.

#### **Analysis of current labor legislation.**

The Division prepares a monthly summary showing the labor legislation pending in each State whose legislature is in session and the progress made. A printed bulletin, issued in September, summarizes the laws enacted in each State during the preceding year relating to child labor, hours, wages, terms of employment, industrial home work, labor departments, workmen's compensation, safety and industrial health, collective bargaining and injunction, prison labor, old-age pensions, unemployment compensation, and employment service. This legislative reporting service has been freely used as a source of information by officials in State labor and compensation departments and employment offices, by labor organizations, libraries, legislative reference bureaus, social agencies, civic organizations, employers, university teachers and students. National organizations, such as the American Federation of Labor, the Consumers' League, and the League of Women Voters have found the prompt distribution of information concerning State legislative action on a broad range of topics useful both to their national headquarters and to their State branches. The month-to-month comparisons of the progress made by the various States in labor and social security legislation have helped to keep public opinion alert and focused upon

these problems. Various Federal bureaus have also found this service helpful, as it enables them to keep in touch with State developments that closely affect their work, and facilitates the rendering of advice and assistance when requested by State groups.

#### **Training of State factory inspectors.**

The crucial importance of the State factory inspection service in securing fair and uniform enforcement of labor laws is increasingly being recognized by labor, employers, and the public at large. The factory inspector's job is one demanding a high degree of ability and training because of the number of complicated regulations which he is responsible for applying in many different kinds of establishments. Shortly after its creation, the Secretary of Labor requested the Division of Labor Standards to explore the possibility of aiding States in the training of factory inspectors. The Division was able to make arrangements for a 10-day training course to be given in Baltimore, in cooperation with the School of Hygiene and Public Health of Johns Hopkins University, which generously offered its facilities, and with the Baltimore City Health Department and the Industrial Accident Commission of Maryland, which arranged for plant inspection tours covering more than 20 establishments in a variety of industries. In addition to staff members of the Division of Labor Standards, two veteran inspectors of the New York Department of Labor served as discussion leaders.

Twenty-seven factory inspectors from Maryland, North Carolina, West Virginia, and Tennessee were in attendance, as well as a number of officials and inspectors from the Baltimore City Health Department and from other agencies interested in the administration of health and safety laws and regulations.

During the sessions of the school the common problems which confront all factory inspectors in the administration of safety and health laws were thoroughly discussed. A portion of each day was devoted to the inspection of selected factories and industrial units in the Baltimore area, and the following morning sessions were given over to a discussion of the observations made in these plants, bearing on the adequacy or inadequacy of protective safety devices, lighting, ventilation, and kindred subjects. In this manner, it was possible to provide a practical basis for discussion and interchange of ideas on industrial hazards and safety problems as they applied to specific lines of industry. These visits to plants were interspersed with talks on specific hazards and prevention methods by leading experts in their fields. At the conclusion of the 10-day session the Secretary of Labor awarded certificates to the inspectors who had attended. The proceedings of the course were published as Bulletin No. 6 of the Division of Labor Standards.

This training course, admittedly an experiment, was of real value as a guide to future activities. It developed, for instance, that opportunities to learn, at first hand, of methods and standards developed by other States were not generally available to inspectors. Much background information essential to sound inspection does not come to the attention of the inspector, who is kept busy with duties in the field. The average inspector, given an opportunity to acquire such information and to exchange ideas with other men in his field, is eager to make full use of it. Given suitable guidance,

technical advice, and field demonstrations, it was proved that inspectors would very largely teach themselves. Comments received both during and after the school showed how greatly such a frank exchange of ideas and experiences was needed and appreciated. Chiefs of departments commented upon the stimulus which the inspectors had gotten from attending the school. Requests for the holding of similar training courses in their territory have been received from the labor commissioners of Illinois, Wisconsin, Rhode Island, Mississippi, Alabama, Indiana, and Michigan. The Division plans to carry out these requests as rapidly as its facilities will permit.

In addition to this group training, the Division was asked by two States—Alabama and South Carolina—for assistance in training their inspection staffs, on the job. The services of a safety engineer with inspection experience was made available to them. These States were also aided in the establishment of administrative practices, including record-keeping, forms, and general procedure.

#### **Field study of State labor law administration.**

As a basis for its work in advising the States on methods of labor-law administration, the Division is making a careful analysis of procedures now being followed in various State labor departments. The survey covers the relationships of the agencies within a State having jurisdiction over the enforcement of labor laws, the administrative set-up of each agency with full information as to jurisdiction, appropriation, and personnel, and the detailed methods of inspection and enforcement employed by each administrative unit. The survey to date has covered the States of Arkansas, Connecticut, Iowa, Massachusetts, Oklahoma, West Virginia, and Wisconsin. It will be continued as rapidly as the time of the staff members can be made available for it.

#### **Factory Inspection Manual.**

In surveying existing methods of factory inspection, the Division found that factory inspectors in some States were handicapped by lack of detailed instructions as to procedure in carrying on their duties. With the help of the inspection staffs of a number of States, the Division is now preparing a handbook for the use of State officials who may feel the need of it.

Many States where continuity of service exists have, as the result of years of practical experience, worked out very satisfactory procedures, but these have seldom been recorded. If these techniques can be brought together, it is believed that they will be of service, particularly in those States where no provision is made for continuity of service. It is hoped that the inspectors' manual will have the effect of emphasizing the importance of the factory inspector's job and of making continuity of method possible at least.

It will be the purpose of this manual to set forth the various inspection methods which have been found effective as a result of long experience in the several States. There is no intent to create a single pattern of inspection nor to imply that the methods suggested will meet every situation. Variations in the requirements of laws from State to State, variation in the amount of appropriation for administration, with the resulting variation in the size of staff, geographic

distribution of establishments to be inspected, and the division of functions among different departments, all obviously create widely varying problems of enforcement.

Realizing that any successful preparation of such a manual must rest upon the suggestions which come as the result of practical experience, plans have been made to submit tentative drafts to State administrators for constructive criticism.

#### **Illustrations of machine guards.**

Factory inspectors have always been handicapped in their work by not having drawings and specifications for simple and effective machine guards available for their guidance. Through the Division every factory inspector in the country has been furnished a complete set of illustrations for guards covering the more important machine hazards, together with the rules for their application. This material has met with great approval and is being widely used by inspectors in their daily rounds to educate employers in the proper safeguards for hazardous machinery. It is the plan of the Division to keep this material up to date in loose-leaf form.

#### **Survey of labor-law administration.**

The preparation and distribution by the Division of a bulletin containing items of interest on labor-law administration is another effort to disseminate information concerning the practices developed by different States. This activity also grew out of recommendations by the Second National Conference on Labor Legislation. The bulletin serves as a medium for the exchange of practical experience among State administrators in connection with new safety devices, developments in the field of industrial hygiene, analyses of new safety codes, and labor law regulations and methods of administering various types of labor laws. It is distributed not only to State labor department officials but also to labor organizations, safety organizations, and other groups interested in the discussion of practical procedures.

#### **Safety and health.**

The work of the Division in the field of industrial safety and health is directed, on the one hand, to arousing the interest of labor and other groups in such programs by means of exhibits, demonstrations, and the distribution of popular pamphlets on health hazards and on occupational diseases. These pamphlets have fulfilled a real need, and the demand for them has been lively. On the other hand, the Division has been able to make a distinct contribution to the technical phases of safety and health programs. It has published a pamphlet on the hazards of spray painting, prepared by Dr. Alice Hamilton; has advised State officials, Government agencies, and others who have applied for assistance on methods of controlling specific hazards, and has played a part in safety code making.

#### **Safety codes.**

A major function of the Division is to further the work on setting standards to insure safe and healthful working conditions. This activity is continuous, and comprises both participation in the work of the American Standards Association and the development by the

Division itself of standards on hazards and conditions not yet dealt with by the American Standards Association. The American Standards Association method, while productive of excellent results, is necessarily slow, years usually being required to develop a code, and the need often makes more rapid action desirable. A tentative code for the foundry industry is now being prepared by the Division. To bring about an integrated program in code making, the Director of the Division is a member of the Standards Council of the American Standards Association and the Safety Code Correlating Committee through which all safety and health standards are developed. The secretary of the American Standards Association is a member of a committee appointed by the Secretary of Labor when the Division was first set up to advise the Director on all matters pertaining to health and safety. This committee, representative of organized labor, State labor law administrators, safety organizations, and industry has met at frequent intervals during the year. Its advice on all phases of the health and safety program has been of real assistance to the Division in planning its activities.

The Division has been participating in the preparation of an international compilation of safety standards for the building industry.

#### **The National Silicosis Conference.**

Prominent among the Division's activities in promoting health and safety of workers has been the organizing, administering, and coordinating of the work of the National Conference on Silicosis and Similar Dust Diseases called by the Secretary of Labor.

The Director of the Division of Labor Standards is an ex-officio member of all committees; and the assistant safety engineer was appointed the executive secretary of the National Conference. He also serves as secretary of all committees and is responsible for the maintenance of records of committee meetings and for the handling of all routine matters in connection with the work of the conference.

The Division of Labor Standards has been called upon to perform certain technical and research functions, chief among them being the preparation of an analysis of the functions of State agencies in connection with the promotion of safety and health. This material includes factual information regarding the statutory provisions, administrative set-ups, and workmen's compensation legislation in each State and is to be used by the committees in their analytical work. Other investigations are being carried out by the staff in response to requests for assistance from committees of the conference.

#### **Federal Council on Safety.**

The accident record of the Federal Government as an employer has long been criticized by private industry and by organizations interested in safety. The figures made available by the United States Employees' Compensation Commission showed conclusively that while certain branches of the Federal service have accomplished results in accident prevention that compare favorably with the best practice in private industry, others have comparatively high accident rates. The Secretary brought a Division report on the need for reduction in accidents in Government service to the attention of the President and department heads. The result was a meeting of executives represent-

ing all Federal agencies having significant accident exposure. At this meeting a steering committee, under the chairmanship of Rear Admiral H. E. Lackey, was formed. The committee is now actively developing the details of a program intended to secure results in the prevention of occupational accidents among Federal employees. Under this stimulus those Federal agencies not already doing effective safety work have definitely developed plans for such activities and where necessary have provided for this service in their budget requests. Four agencies have set up definite safety departments within the past year.

#### **Exhibits.**

The Division is responsible for assembling and supervising exhibits for the United States Department of Labor, as well as for the preparation of special exhibits. During the past year the Department exhibited at the California Pacific International Exposition at San Diego, the Texas Centennial Exposition at Dallas, and the Great Lakes Exposition at Cleveland, Ohio. These exhibits portrayed the problems of the wage earners and suggested measures contributing to their solution. Special exhibits were prepared for the annual meeting of the National Safety Council—later utilized by the Midwest Safety Council in Chicago, for the North Carolina Industrial Safety Conference, and for the annual convention of the National Association of Dyers and Cleaners. Smaller exhibits were prepared for the Connecticut State Employment Service, the Illinois State Federation of Labor, the New Haven Better Homes exhibit, National Emergency Council at Newark, N. J., and the National Reemployment Service at Louisville, Ky. The Department also participated in the exhibit for the meeting in Washington, D. C., of the Associated Country Women of the World, and in the National Progress Exposition in Philadelphia. In addition to the preparation of these formal exhibits, numerous requests have been filled for pictures, publications, and exhibits, and conferences have been held with governmental and other agencies concerning exhibit material. The interest aroused by the exhibits has opened a stream of inquiries for further information; addressed to the Division of Labor Standards and to other bureaus of the Department.

#### **Publications.**

The publications of the Division have been widely disseminated, particularly the popular pamphlets on occupational diseases. This series of pamphlets has been reproduced in various labor papers and by several of the State departments for use in their health and safety activities. It has formed the basis for discussion at trade-union meetings, staff meetings of factory inspectors, and meetings of safety councils. Thus the Division has aided in spreading knowledge of occupational diseases and the importance of their prevention to the groups in the best position to do something to correct existing conditions.

The Division has, in the course of the year, published the proceedings of the annual conventions of the International Association of Industrial Accident Boards and Commissions and of the International Association of Public Employment Services; likewise of the

proceedings of the Second National Conference on Labor Legislation and the proceedings of the Training Course for State Factory Inspectors. It publishes a digest of State labor legislation enacted each year.

Material prepared for distribution in other than printed form includes the Survey of Labor Law Administration; a digest of principal labor bills introduced and their progress—which appears several times in the course of the period during which State legislatures are in session; suggested language for a State industrial home work bill, a wage-payment and wage-collection bill, and a minimum-wage bill; and a chart and a map showing occupational disease coverage of workmen's compensation acts.

VERNE A. ZIMMER, *Director.*

## DEPARTMENT LIBRARY

LAURA A. THOMPSON, *Librarian*

To the SECRETARY OF LABOR :

The cataloged accessions to the library numbered 8,666 books and pamphlets, of which 1,550 represent volumes of periodicals and 3,313 other serials. In addition, 1,001 publications representing mainly extra copies of reports and documents were given a special temporary classification label without adding them to the records. This permits these publications to be withdrawn from the shelves when the need for them is over without the necessity of change in the catalog records. The number of volumes cataloged during the year was smaller than last year, as much time of the catalog section had to be spent on correcting and revising old entries and in checking up and requesting missing volumes in sets of reports.

The number of new cards filed in the main catalog was 26,290. In March this catalog was moved into the new cases built at the end of the reading room, and at the same time new guide cards were prepared and inserted to take the place of the ones badly broken in the moving. This was done also in the shelf-list, and a rearrangement was made of the Library of Congress depository catalog when this was transferred to the refinished cases.

Separate issues of periodicals received during the year totaled 45,544. Of these 17,951 were routed to the different bureaus—an increase of 2,727 over the previous year. The number of periodicals charged individually was 4,849, which also represents an increase. Record cards were prepared for 179 new periodicals and 24 were withdrawn, representing a net increase of 155 in the number of periodicals received currently. Throughout the year there was a marked increase in the use of the periodical reading room both by the staffs of the bureaus and by outside agencies.

The number of volumes prepared for binding was 1,492, of which 974 were periodicals. The files of the labor papers for 1933-35 were checked over, all missing numbers requested and 140 complete volumes sent to be bound in boards. The files of safety and house organs which had never been cataloged were arranged, put in boxes, binders or wrapped, and record cards made for the catalog. The arrears of other uncataloged periodicals on the shelves of the binding room was reduced approximately 100 volumes. A want list for all missing numbers has been made and a check list on cards prepared of all material on the shelves awaiting cataloging.

No statistical presentation can be made of the contribution which the library makes to the work of the Department in its day-by-day reference service. There is hardly an inquiry answered or a report prepared to which the library has not contributed in some way, directly or indirectly. As the work in any office expands there are

new demands on the library, both with respect to the material to be collected and analyzed, and its use in the reference service. As labor problems have become increasingly important, there has been an increase in the use made of the labor library by other departments also. During a test month 232 persons outside the Department signed the register in the reading room, and in this number 21 other Government agencies were represented.

The inquiries answered by the library range from the fact-finding question which may be answered by quick reference to one or more reference works to the question which requires considerable examination of sources and several hours of time. The range of the latter is shown by a few selections from the record of reference questions:

- Workmen's compensation for occupational diseases in foreign countries.
- Unemployment in Switzerland.
- Grants-in-aid in Germany.
- "Dole" statistics of Irish Free State.
- Organization of the German Ministry of Labor.
- Statistics of "unorganized labor" in the United States.
- Wage differential between large and small cities.
- Labor conditions in distributing trades.
- Migration of industries of Massachusetts.
- Statistics of rents by cities.
- Comparative productivity of union and nonunion labor.
- Employees' representation since N. R. A.
- Mexican migration to United States: Laws and history.
- List of international youth organizations.
- Children in tobacco industry in United States and in other countries.
- States having constitutional provisions which prevent them enacting legislation to conform to Social Security Act.
- Apprenticeship in France.
- Losses in tonnage caused by strikes.
- Foreign plans and projects for employment of professional and service workers.
- Vocational studies of industries, time required for training.
- Comparison of economic conditions in 1933 and 1936.
- Bethlehem Steel cases before the National War Labor Board.
- Employment services in foreign countries.
- Alien workers in Germany.
- Expenditures of State labor departments.
- Seniority rule in railway unions.
- Status of adoption laws.

The pressure of the daily reference work prevented the preparation of any special bibliographies during the year except the list of references on the Townsend plan, for which there has been much demand. Copies of the list were furnished the Congressional committee investigating old-age pension plans. A consolidation and revision of the three bibliographies on old-age pensions issued 1929-34 was also made and brought up to date. A supplement to the bibliography on unemployment insurance published last year is in preparation.

Laura A. Thompson,  
*Librarian.*

## BUREAU OF LABOR STATISTICS

ISADOR LUBIN, *Commissioner*

To the SECRETARY OF LABOR:

Reports of the Bureau of Labor Statistics for the fiscal years 1933-34 and 1934-35 pointed out the amount of reorganizing and expanding that was necessary in nearly every phase of Bureau activity to meet the greatly increased demands for our services by employers, employees, and Government agencies. The effects, not only immediate but cumulative, of the revisions and improvements in method to which attention was directed in these earlier reports, are reflected in this accounting of effort and achievements in the fiscal year 1935-36. During the year the reorganized machinery of the Bureau ran more smoothly, and activities which had been postponed or subordinated because of the urgency of other work were again brought within the scope of the Bureau's normal functions.

These functions, as the wording of the organic act makes apparent, cover an extremely wide field. As the first Federal agency devoted to labor interests and activities the Bureau had to break new ground, survey its own field, and establish its own precedents. All the work of the Bureau of Labor Statistics has a bearing upon the living and working conditions of that preponderant element in the national population classed broadly as "workers", and no work is undertaken unless it has a definite labor aspect. However, the data assembled by the Bureau for its own purposes constitute source material which, with a shift of emphasis and a different viewpoint, becomes of almost equal value to other agencies whose functions lie in related fields. Thus the Bureau of Labor Statistics is the primary source of information for governmental bodies that need data on building activities, prices, and earnings.

At the same time, activities of other Federal agencies that seem to lie in fields covered by the Bureau are in fact directed toward aspects and emphasis other than those concerned with workers and their interests. Price surveys of the Department of Agriculture, for instance, deal not with living costs but with such factors as the spread between wholesale and retail prices and prices paid to the farmer. The Bureau seeks at all times to cooperate with agencies in related fields, while keeping its own boundaries free of overlapping.

In this cooperation and in all phases of Bureau effort, plans, and activities, the policy prevailed during the past year, as in the previous year, of consulting with recognized technical experts and soliciting advice, criticism, and opinions from employers, labor-union officials, and others whose attitude toward labor and the work of the Bureau is important. In this connection the Central Statistical Board has been of inestimable service to the Bureau.

### General review of labor conditions.

The statistics regularly compiled by the Bureau of Labor Statistics give a comprehensive picture of the trend of labor conditions during the year. On the whole, the picture is a very favorable one. Unemployment was reduced very considerably during the year.

No official count of the jobless has been made since 1930. The Bureau, however, has undertaken to make estimates of the number of persons who have jobs. These estimates showed that in May 1936 there were some 30,948,000 persons at work in manufacturing and nonmanufacturing industries, distributive and service trades, and public service, as compared with 26,312,000 in May 1933. These figures include employers and self-employed, but do not include 3,230,000 people at work on emergency projects financed with Federal funds or approximately 12,000,000 persons attached to agriculture.

#### Private employment.

The progress made in returning workers to jobs is apparent in a comparison of the monthly employment reports of the Bureau. These show that the June 1936 level of factory employment was 8 percent higher than that of June 1935. Gains in specified industries ranged from 3.5 percent, recorded by both slaughtering and meat packing and newspapers and periodicals, to 46.6 percent in radio and phonograph manufacture. All the 16 nonmanufacturing industries reporting to the Bureau, with the exception of anthracite and bituminous coal mining and crude petroleum producing, were employing more workers in June 1936 than in June 1935. This increase amounted to as much as 34.8 percent in metalliferous mining and 21.4 percent in building construction. Laundries employed 6 percent more workers, retail-trade establishments 4 percent, and hotels 3.3 percent.

Total pay rolls during the year increased more rapidly than employment, with the result that the weekly earnings of employees showed a considerable increase. Thus, average weekly earnings of factory workers were 10.8 percent higher in June 1936 than in the same month of 1935, the most pronounced increase occurring in the durable goods industries (15.9 percent) as against 4.9 percent in the nondurable goods group. The highest increases in the nonmanufacturing industries were in quarrying and nonmetallic mining (22.7 percent); building construction (14.5 percent); and metalliferous mining (13.7 percent).

Following the decision of the United States Supreme Court in the *Schechter case* in May 1935, the working hours in many establishments were increased beyond the limits established by the N. R. A. codes. The average weekly hours for all manufacturing were 39.2 in June 1936 as compared with 35.4 in June 1935. Since studies made by the Bureau show that in most industries an average work week of 39.2 hours means that many of the workers are employed approximately 43 hours, it is apparent that a large proportion of the factory employees were working in excess of the 40-hour standard that was incorporated in the N. R. A. codes.

**Public employment.**

Employment on the construction program financed by regular governmental appropriations increased from 26,191 in June 1935 to 102,376 in June 1936, while on construction projects financed by the Reconstruction Finance Corporation and by the Public Works Administration employment somewhat decreased. The Emergency Conservation Program employed more than 383,000 workers in June 1936 and the Works Program 3,014,319.

**Cost of living.**

The retail price of foods comprising the diet of workers increased 2.8 percent between June 1935 and June 1936, but general retail food prices were more than 20 percent below the average for 1929. Similarly, the general cost-of-living index (on the base of 1913=100) was 140.6 in April 1936 as compared with indexes of more than 170 for the years 1923-29.

**Industrial disputes.**

More strikes occurred in the calendar year 1935 than in any other year since 1921, but the 2,027 stoppages that took place involved fewer workers and entailed less lost time, expressed in man-hours, than strikes of the preceding year. The textile industries, including clothing manufacture, transportation, building, trade, lumber, and food, were the fields most frequently affected by strikes during the year. About 44 percent of all strikes resulted favorably for the workers, 19 percent were compromised, and in 33 percent the workers made no gains.

Half of the total number of disputes, involving one-fourth of the total number of workers, grew out of some phase of organizing activity, chiefly the demand for union recognition.

**Building construction.**

Building-permit figures showed a sharp increase in all forms of construction during the year. The total value of all permits issued in the principal cities of the United States was almost 97 percent higher in June 1936 than in June 1935, and nearly twice as many families were provided for in new dwellings for which building permits were issued in the first 6 months of 1936 as in the same period of 1935. Buildings for which permits were issued, January-June 1936, inclusive, provided accommodations for 63,522 families, as compared to 31,963 in the first 6 months of 1935.

**Employment and pay rolls.**

The monthly reports published by the Bureau of Labor Statistics showing fluctuations in employment and pay rolls are the only official figures currently available covering any considerable portion of the wage earners of the country. As no complete census data concerning total employment have been available since 1930, the Bureau's figures are generally used for estimating total employment and weekly pay rolls in the various fields of employment surveyed. The industries and business groups included in the monthly surveys employ nearly 50 percent of the total wage earners of the country and the scope of the surveys in most instances is sufficiently comprehensive to be considered indicative of the changes occurring within each group.

The published reports not only inform the general public of the changes in the employment situation but are also extensively used by various governmental and nongovernmental agencies for many purposes. Requests from businessmen, trade and industrial organizations, and newspapers constitute a large portion of the inquiries which are received for these figures.

#### Private employment.

Through persistent efforts the Bureau was able to expand the scope of the employment survey during the past year. Following the lapse of the N. R. A. codes, many firms which had been required to report through code authority regulations discontinued supplying monthly data. Such losses, however, were offset by securing reports from other firms. The June 1936 tabulation covered approximately 138,300 establishments compared with 134,500 in June 1935. The reporting firms employed more than 7,400,000 workers in June 1936. The Bureau continued to supply monthly tabulations to a number of trade organizations which had previously acted as code authorities and in this way kept industry informed of the changes occurring in employment, earnings, and hours worked. Detailed information concerning employment and pay rolls in manufacturing industries, wholesale and retail trade, public utilities, mineral extraction, service industries, and building construction is presented in press releases and pamphlets each month.

During the year the Bureau started the adjustment of its indexes of employment and pay rolls for the manufacturing industries to conform to census data for 1933. This revision continues the periodic adjustment of the factory employment and pay-roll indexes which had previously been made to census totals from 1919 through 1931. Certain refinements in method were used in adjusting the indexes to conform to census totals and the revised indexes, together with information relative to the methods of adjustment, will be available in the near future.

The employment survey of the private building construction industry was expanded during the year. Through the cooperation of the Central Statistical Board, lists of contractors were made available and contacts were made with 86,000 additional firms. The Bureau is further endeavoring to round out the sample in this industry in order to present more adequate information concerning private building construction.

More than 18,000 additional wholesale and retail trade firms were approached during the last 6 months in an effort to secure a more representative coverage in certain lines of the distribution trades, and to improve the geographic distribution of the reporting sample.

The Bureau discontinued the collection of monthly employment data from banks in December 1935, as periodic information covering practically all banks of the country will be available through reports secured by the Comptroller of the Currency, the Federal Reserve Board, and the Federal Deposit Insurance Corporation.

At the close of the fiscal year, arrangements were made with State agencies that cooperate with the Bureau in the collection of monthly employment statistics to compile the reported data in the respective State offices. Totals are forwarded to this office for the various in-

dustries instead of for the individual plants as in the past. This plan will be generally adopted where satisfactory arrangements can be made with the cooperating States.

#### **Public employment.**

In connection with the program of public works, the necessary contacts for the prompt collection of employment and pay-roll data for such undertakings had to be established. The Government agencies concerned have given the fullest cooperation. As a result the Bureau's reporting system for public employment has become so comprehensive that it was able to compile complete monthly employment and pay-roll statistics on Public Works Administration construction projects, on Reconstruction Finance Corporation construction projects, on projects financed by the Works Program, and on those financed from regular governmental appropriations. Employment and pay-roll figures are also collected and tabulated for the Emergency Conservation Program. Monthly employment figures are compiled for the executive, legislative, military, and judicial branches of the Federal Government. In addition, the Bureau receives monthly reports of all orders placed for construction materials by contractors or Government agencies doing force-account work. An estimate can thus be made of the indirect labor created by the purchase of construction materials on projects financed with public funds.

The expenditure of large sums of money for materials to be used on public-works construction projects is based on the assumption that the increased orders for materials will result in increased employment in private industry. A series of studies of the indirect labor involved in the fabrication of certain basic materials is now in progress. These include the labor requirements in steel manufacture, in the cement industry, in the production and distribution of lumber and lumber products, in the brick industry, and in transportation. During the year a study of the labor requirements in the electrification program of the Pennsylvania Railroad, which was financed with loans made by the Public Works Administration, was completed.

#### **Employment estimates.**

Estimates of the number of persons at work in the month of May in 1929, 1933, and 1936 were made by the Bureau, using its own and other sources. This composite estimate covered employers, self-employed persons, and all classes of employees, including clerical, professional, and executive personnel as well as wage earners, in industry, trade, and agriculture. Sources of information for non-agricultural workers included the Bureau's monthly reports on employment, reports of trade associations, and other reliable mediums. Figures developed through these sources were checked with the latest available census data. Department of Agriculture figures were used as the basis of the estimate of employment in agriculture. The results of these computations, which showed total employment, exclusive of agriculture and Federal emergency work, to have been 35,978,000 in May 1929, 26,312,000 in May 1933, and 30,948,000 in May 1936, were made public through the Office of the Secretary.

**Wages, hours, and working conditions.**

Comprehensive studies of wages, hours, and working conditions in various industries, using the direct method of field investigation by Bureau agents, were continued during the fiscal year under review. The study of the iron and steel industries which was launched at the close of the previous fiscal year was completed. Data for this industry were obtained from 21 departments as compared with only 10 departments in 1933. The field work was completed for the water-transportation survey that covered shipping and cargo handling. Surveys were made of the folding-paper-box and set-up paper-box industries, data being obtained in each case for comparison of pre-code, code, and post-code conditions. Reports covering the folding-paper-box industry and certain departments of the iron and steel industry were published in the Monthly Labor Review.

The general survey of the tobacco industries was completed during the year, when studies of wages and hours in the plants of the independent tobacco-leaf dealers and in cigar manufacturing were added to the study of cigarettes, snuff, and smoking and chewing tobacco, which was completed last year and amplified during 1935-36 with a survey of post-code conditions.

In addition to field studies, the Bureau conducted several surveys by the mail-questionnaire method. The largest of these dealt with employment and income in the engineering profession, the chief aim being to determine the effect of the recent depression on this important professional class. The first of a series of summaries of this study was published in the June 1936 Monthly Labor Review, and a bulletin giving detailed data is planned. Other wage surveys covered the entrance rates of common unskilled labor in manufacturing industries (an annual study) and the entrance rates of pay and full-time hours for common labor on street and sewer work.

In all these studies, the Bureau has continued to extend the scope of inquiry. Particular emphasis is being put on annual earnings. Other items of information covered are: The age of the workers covered, number of weeks worked during the year, technological processes and occupational descriptions, and personal policies and working conditions. Special tabulations are also made of wages and hours by size of city, size of establishment, union and nonunion shops, independent and consumer plants, etc.

Pay-roll data obtained and compiled by the Bureau continue to show per-capita weekly earnings and average hourly earnings in the fields covered by the employment figures.

**Annual earnings.**

Although living standards depend upon annual income rather than on time rates of pay, little material has been generally available upon which annual earnings of wage earners can be determined. The Bureau of Labor Statistics is trying to fill that gap in its wage data, and during the past fiscal year made a significant beginning.

Average annual wage and salary payments for all types of employees over a period of years were published during the year for one industrial State, Ohio, as Bulletin No. 613 (Average Annual Wage and Salary Payments in Ohio, 1916 to 1932). Basic data for this study of the amount and trend of annual income came from the

records of the Division of Labor Statistics of the Ohio Department of Industrial Relations. The statistical data covering employees, classified rates of wages, and wage and salary payments are furnished annually, as required by law, by Ohio employers in all industry groups except interstate transportation and governmental agencies. Prior to 1923, all employers of five or more persons were required to report; since 1923 the law has covered all who employ three or more persons in the designated fields. The data are classified in three general occupation groups—"wage earners"; "bookkeepers, stenographers, and office clerks"; and "salespeople (not traveling)"—and by industry, divided into construction, manufacturing, and service industries, transportation and public utilities, wholesale and retail trade, agriculture, and fisheries. Supplementary data for 1933 and 1934 were published in the June 1936 Monthly Labor Review covering certain manufacturing industries, and other articles will be published as completed to furnish later figures than those available in bulletin form. The importance of this series is the information it affords on annual earnings in a typical State combining industrial and agricultural activities.

The Bureau published in its Monthly Labor Review of July 1935 a summary of a study of annual earnings of railroad employees, 1924 to 1933, which was made by the Section of Labor Relations of the Office of the Federal Coordinator of Transportation. The source material for this study was the personnel records of the railroads covered, showing actual time worked by the individual employees. The sample ranged from 6 to 12 percent of the average number of employees on all class I railroads.

Average annual earnings of police-department employees in 377 American cities having a population of 25,000 and over, and of municipal fire-department employees in 379 cities in the same population groups, were obtained from municipal officials and compiled by the Bureau. Results were published in the Monthly Labor Review.

The wage study of the motor-vehicle industry, reported last year, included annual earnings. Results were published in an article in the March 1936 Monthly Labor Review, which shows annual income from the industry for nearly 108,000 automobile workers and income from all sources for about 3,500 of these who were visited by agents of the Women's Bureau, which cooperated with this Bureau in amplifying the data on annual earnings.

#### **Union wages.**

Circumstances necessitated postponing, during 1934, the survey of union wage scales, which has been an annually recurrent function of the Bureau since 1907. The survey was resumed in 1935 to cover both the current and the preceding year. The Bureau's union wage studies give union scales of wages and working hours in 69 trades and subdivisions of trades in the baking, building and construction, transportation, and printing and publishing industries. These are obtained by personal visits of field agents to union officials in 70 cities. The cities are selected on the basis of size, geographical distribution, and strength of trade-union organization. Union wage scales in these cities and trades in 1934 and 1935 were published in the April 1936 Monthly Labor Review.

**Prevailing-wage rates.**

In order to have reliable data on prevailing-wage rates, which have assumed considerable importance under prevailing-wage laws and administrative orders, plans have been completed for studies of the wage rates in the building trades and in water-sewer construction and road building. The study of wage rates in the building trades is being made in 105 cities of the United States.

**Foreign wages.**

During the year the Bureau enlisted the cooperation of the Department of State to secure, through consular offices, data on current wage rates and earnings in foreign countries. Much valuable material in this field, received through consular offices, was compiled in 1933, but because of limited printing funds it could be published only in part. The effort now under way is intended to supplement these data and bring them down to date.

**Labor turn-over.**

Reports on labor turn-over in the Bureau's monthly surveys during the year under review covered about 5,500 firms, employing approximately 2,000,000 persons. The reports show quit, discharge, lay-off, and total separation and accession rates for all reporting manufacturing plants combined. In addition the reports show separate rates for important manufacturing industries. During the year the automobile parts and equipment industry was added to the industries for which separate rates are published. In addition, special studies were made of the comparative separation and accession rates for the iron and steel, furniture, and boot and shoe industries.

For June 1936 the total separation rate for all industries was 3.28 and the accession rate was 4.49, as compared with a separation rate of 4.49 and an accession rate of 3.18 in June 1935. Quit and discharge rates for all industries increased slightly in June 1936 over June 1935. The lay-off rate, however, showed a marked decrease in June 1936, as compared with June of the preceding year.

**Building construction.**

During the year the Bureau extended its source of information concerning building-construction activity in the United States to include cities having a population of 2,500 or over instead of limiting coverage to larger cities as in previous years. These reports, received and published monthly, indicate the trend of future employment in the building trades. They also show the number of family units provided, thus affording a measure of the new housing facilities that will be made available.

The Bureau is now engaged in collecting building-permit data for the 6 years prior to 1935 for cities of 10,000 or more, so that a continuing record may be available since 1929 for the cities that were not formerly covered. When these are compiled and summarized the Bureau will have available for the first time on a national scale the trends of building construction and differences in types of residential and nonresidential structures for which permits were issued in these cities. The several types of structure will be classified according to the external materials used in their construc-

tion. Estimated costs for all structures will be broken down into various cost levels to show the facilities which have been provided at these levels. This information will be available by economic areas within certain of the cities to reveal the relationship between new residential structures at various costs and number of families in various income levels.

### **Cost of living.**

#### **Changes in cost of living.**

In accordance with the Bureau's established policy of calculating indexes of living costs at quarterly intervals, surveys of the cost of goods purchased by the families of wage earners and lower-salaried workers were conducted as of July 15 and October 15, 1935, and January 15 and March 15, 1936. The July 1935 report presented complete tables of revised indexes on the new 1923-25 base, for all previous periods for which the indexes have been calculated, incorporating changes in method and increases in the number of food items included. Data on percentage changes since December 1914 for 19 cities and since December 1917 for 32 cities, for each pricing period, were also included.

The indexes are now constructed by pricing the goods and services shown by a study made in 1917-19 to be most important in the spending of wage earners and lower-salaried workers. Data derived from the Nation-wide study of consumers' purchases, described below, are now in process of being analyzed, to derive new quantity weights which will more nearly reflect present-day consumption. It is expected that the revision of the indexes, using these new quantity weights, will be completed by the end of 1936.

#### **Studies of consumer purchases.**

An investigation of the expenditures of employed wage earners and lower-salaried clerical workers, initiated for the purpose of supplying a new list of goods to be priced and weights reflecting present-day consumption habits was undertaken in the fall of 1934. Field work is now completed for the cities for which the Bureau computes general cost-of-living indexes, for 6 additional cities for which the Bureau publishes cost-of-food indexes and for 22 other cities of small and medium size, which were included at the request of the Federal Emergency Relief Administration and various State agencies. Complete figures on family expenditures were obtained from 16,000 families and weekly records of food consumption at four seasons of the year from 1,600 of these families. Preliminary tabulations of these data have been completed and bulletins giving detailed reports on the data collected are now in preparation. The preliminary reports which have appeared in the Monthly Labor Review are proving valuable to labor leaders, social workers, business groups, and government agencies needing information on the consumption of this large and important urban group.

Early in 1936 a second investigation of consumer purchasing was initiated in cooperation with the Bureau of Home Economics of the United States Department of Agriculture, the Works Progress Administration, and the National Resources Committee.

The section of the investigation supervised by the Bureau covers the expenditures of families of all occupations and income groups of

selected family type, in small, medium, and large cities in six regions of the United States, and in New York City and Chicago. The study will yield information on levels of living of families of different type, at different income levels for wage earners and clerical, professional, and business groups. These data will be coordinated with similar data from farm, village, and small city families collected by the Bureau of Home Economics. The information secured in this study will give more complete data than have been previously available regarding the consumption demands of various income and occupational groups, and indirectly the demand for labor in varied types of enterprise. As such it will provide labor organizations, producers, and distributors of consumption goods, government agencies, and others responsible for the planning of industrial production with information on the annual purchases of a cross section of the population.

#### Retail prices.

The Bureau continued the biweekly collection of food prices and the tabulation of the food-cost index throughout the year ended June 1936. Limitations of funds necessitated a return to the earlier practice of a monthly collection with the beginning of the fiscal year 1936-37.

No important changes were made in the coverage of food prices during the year, but the index itself was completely revised as a result of the revision of the consumption weights used in computation of the quarterly cost-of-living indexes. In addition to a change in consumption weights, the index was placed upon a 1923-25 base and changes were made in the technical methods employed. A separate report was published containing all revised indexes and United States average prices from 1929 through 1935. The work of carrying this revision back from December 1928 through the base years to January 1923 is now under way.

Prices of gas, electricity, and coal are now published quarterly. The method of reporting prices of gas was revised during the year, and prices for all cities are now based upon a standard number of heat units for different types of residential service. Relative prices have been computed for two services for each of the 65 companies reporting to the Bureau, together with composite indexes of all gas combined for each quarterly period from March 1923 to June 1936, inclusive. A similar revision is planned in the case of electricity prices.

A cooperative arrangement has been made with the Bureau of Mines and the Anthracite Institute for a revision of the prices of Pennsylvania anthracite coal, which will result in a set of weighted prices based upon volume of sales. A review of the Bureau's method of reporting prices of bituminous coal is also under way. Plans also are being developed for an amplification of the Bureau's price-reporting service for fuels to include petroleum products and solid fuels other than coal, such as coke and lignite. It is expected that this work will be completed during the current fiscal year.

During the year a thorough study was made of the Bureau's rental index. As a result, it is proposed to modify the rental sample during the coming year to make it more representative of the housing

of wage earners and low-salaried workers. New rental schedules have been adopted which provide additional information concerning each of the properties upon which rental data are collected.

The use of written specifications in determining the character of the items upon which prices are to be collected has resulted in a marked improvement in the quality of the price data for commodities.

#### **Wholesale prices.**

The wholesale price work of the Bureau was greatly expanded during the fiscal year under the program of revision which was begun late in the preceding year. The revision was for the purpose of enlarging the commodity and industry coverage; and obtaining more definite specifications and more complete classification of the items and industries. This expansion, together with a study of marketing methods is designed to develop types and methods of weighting and index computation that will best portray wholesale-price movements. Surveys have already been made for the farm machinery, underwear, lumber, boxboard, leather and leather products, chemicals, soap, cement, brick and tile, sand, gravel and slag, rubber manufactures, small hand tools, and paper and pulp industries. It is planned to make similar surveys during the current fiscal year for automobiles, textiles, and iron and steel products. The results of the farm-machinery survey were published in the August 1935 Monthly Labor Review. Separate reports for other industries will be issued from time to time as the surveys are finished.

The number of firms furnishing wholesale-price data to the Bureau increased nearly 10 percent during the past year, from 1,125 to slightly more than 1,200. The number of items for which data were collected increased about 34 percent, from 3,000 to more than 4,000.

The Bureau continued to publish both weekly and monthly reports on wholesale prices. A press release giving a brief discussion of price movements and index numbers for the 10 major groups of commodities for the preceding week is issued each Thursday. Monthly prices and index numbers of individual commodities, as well as index numbers by groups, by subgroups of closely related items, and by economic classifications are published monthly. Both the weekly and monthly indexes include 784 commodity-price series.

#### **Legislation and court decisions affecting labor.**

The Bureau during the past year continued its long-established activity of distributing information on labor legislation and decisions of courts affecting labor. In the rapid development of social-insurance legislation, its services in this respect have been in constant demand. The Bureau has acquired a vast amount of information that is utilized by many public and private organizations and agencies. Limited printing funds have curtailed the publication of bulletins on labor laws and workmen's compensation, but this handicap has been overcome partly through the medium of the Monthly Labor Review and the Handbook of Labor Statistics. In these publications analyses and abstracts of labor law and court decisions involving labor legislation are made, particular attention being given to legislation enacted by Congress and the decisions handed down by the United States Supreme Court. During the year a com-

pilation of laws relating to the payment of wages on public works was prepared and a special report on occupational-disease legislation in the United States will soon be published.

#### Industrial accidents and hygiene.

The survey of the accident experience in the iron and steel industry for 1934 (the latest year for which complete reports were available) as compared with 1933 was published in the *Monthly Labor Review* for June 1936. In this summary the statistics were presented on an identical-establishment-reporting basis to insure stricter comparability.

The survey of accidents to Federal employees, 1921 to 1935, was also completed during the year, and studies of accidents in manufacturing industries, 1933 and 1934, and of total accidents reported to the States, 1917 to 1935, were approaching completion at the end of the year.

A supplement to Bulletin No. 527 (Safety Code for the Use, Care, and Protection of Abrasive Wheels) was published in order to make available the changes adopted in 1935. As some of the safety codes for the prevention of dust explosions previously published (Bulletin No. 562) had been revised in 1935 and a code adopted for woodworking plants, the new codes and the revisions were published as a supplementary bulletin (no. 617).

Realizing the need for more adequate and representative statistics concerning injuries to workers, plans were developed and arrangements were made with various organizations for the extension of the present scope of this work. The number of establishments in the industries now covered by the Bureau's data will be greatly increased and other important industries will be added, such as construction, transportation, public utilities, agriculture, commercial vehicles, etc. Some work has also been done in the development of uniform statistical methods to be proposed for use by State statisticians, in the effort to secure greater uniformity and comparability of State statistics of industrial accidents and workmen's compensation.

Considerable progress has been made in the Bureau's survey of workmen's compensation administration in the United States and Canada. Two articles dealing with specific aspects of this study were published in the *Monthly Labor Review* during the fiscal year. The first of these analyzed procedure in the settlement of workmen's compensation claims in the Province of Ontario, where the liberality of benefits and simplicity of method are outstanding. The second article discussed cooperation by the workmen's compensation administrative agencies and the rehabilitation services in the interest of injured workers. Field work of this review of the workmen's compensation system will be completed during the current fiscal year, after which the data will be assembled for publication.

In order to develop greater interest in industrial-accident statistics and workmen's compensation, contacts have been made with eight universities in outstanding industrial States for the purpose of interesting graduate students in schools of economics and public health in these fields. The Bureau's proposal, which was received very favorably, is to cooperate with students selected for such work by making available sources of information and criticism. It is hoped that this

program will not only result in valuable information but also develop trained personnel equipped for service in State and Federal agencies and bring about greater cooperation between State universities and State officials.

#### **Industrial disputes.**

Following the program begun the previous year, a thorough review has been made of all disputes occurring since 1927 for which the Bureau has records. The purpose was twofold: (a) To correct errors in interpretation and computation; (b) to reclassify to conform to the current method of presenting strike statistics. Publication of these revised strike data in bulletin form is planned for the immediate future.

The procedures followed by the Bureau in keeping informed of strikes and lock-outs as they occur and for getting in touch with the parties involved were discussed in last year's report. This work involved the collection of information on 2,027 strikes, involving approximately 1,067,000 workers, during the fiscal year just closed. Monthly and annual reports were published on these strikes, showing distribution by industry, State, causes, results, duration, and number of persons affected.

#### **Union agreements.**

The Bureau makes a special effort to obtain copies of union agreements in force throughout the United States. These agreements are used by the Bureau for analytical study as well as to furnish information when requests are received for specific data about wages, hours, and working conditions in certain trades or communities.

The Bureau now has in its files about 3,500 union agreements, affecting most of the national and international unions. Analytical studies were made of the provisions of union agreements in the glass, brewery, and women's clothing industries. These appeared in the *Monthly Labor Review*.

The growing movement evident in a number of foreign countries, notably Canada, to make collective agreements enforceable as law upon both signatories and nonsignatories throughout the industry or geographic locality to which they apply, has been followed by the Bureau and recorded in a number of articles appearing in the *Monthly Labor Review*.

#### **Personnel practices.**

By expanding the questionnaire used in the Bureau's wage studies, original material on personnel policies and practices of employing companies is being collected. As they develop, these inquiries will make information available on conditions and practices having a vital bearing upon the economic status of the worker. This information was compiled for the cotton-textile industry and published as an article in the June 1936 issue of the *Monthly Labor Review*. Hiring and firing policies, training systems, methods of wage payment, rest periods and holiday provisions, insurance systems, company housing, and safety and health measures as practiced by cotton-mill operators were presented from data obtained directly from employers through a field survey. Other industries will be analyzed in the same manner as data are collected and compiled.

### Operation of State old-age pension and blind-pension systems.

Since 1928 the Bureau of Labor Statistics has been collecting information each year on operations under the State old-age pension or assistance acts. The survey for the year 1935 covered the 32 States and Territories where the system was in operation during all or part of that year. Five other States passed pension acts but none of these had gone into effect by the end of the year.

The Bureau's first survey of experience under State acts providing for pensions for blind persons covered the operations of the 24 States that had such legislation in 1934. This study was published in the *Monthly Labor Review* of September 1935. A second study made in 1936 found that 33 States and the District of Columbia had such laws at the end of 1935 and that of these 29 had a blind-pension system in actual operation.

These pension surveys were made with the cooperation of the State administering agencies except in States where the county is the administrative unit. In those States it was necessary to get in touch with each county in order to obtain complete information.

### Consumers' cooperation.

No general statistical survey of the cooperative movement was made during the fiscal year under review, but studies were made and published in the *Monthly Labor Review* covering certain types of societies, such as credit unions, labor banks, consumers' wholesale societies, and a limited number of local retail cooperative associations. Important developments in the movement, such as the passage of the Wisconsin act requiring the teaching of the principles of cooperation in all State-aided schools, were noted in the same publication. A comparative study of the consumers' cooperative movement throughout the world was also made.

### Labor-productivity surveys.

During the year a series of labor-productivity surveys were inaugurated in important industries in cooperation with the National Research Project of the Works Progress Administration. Field work was begun and is still being carried on in the boot and shoe, shoe machinery, leather, and textile industries. Men's and women's clothing, automobiles, iron and steel, cigars and cigarettes, and mechanization of office work are to be covered in the course of the study.

A study of the coal-mining industry of Belgium, emphasizing particularly the relationship between natural conditions, mechanization, and labor productivity in old and new mining areas, was also made. Incidental to this study, information was obtained on the system of production and market control that was put into operation in Belgium in 1935. An article on that subject appeared in the March 1936 *Monthly Labor Review*.

### Prison-labor survey.

In cooperation with the Prison Industries Reorganization Administration, the Bureau has been gathering data concerning prison labor in State prisons of the United States. The surveys are made at the invitation of individual States. They involve a study of the penal population, the production of prison goods in prison shops, the

machinery and equipment of the shop, and the purchases made by State institutions, counties, and cities, for the purpose of ascertaining the possibility of State use of prison-made goods. Surveys have been completed, during the fiscal year, in Arkansas, Delaware, Kentucky, Maryland, Oklahoma, Vermont, and West Virginia.

The P. I. R. A. is suggesting methods of employing prisoners able to work through the wider use of prison-made goods by State institutions and agencies, with the emphasis upon a rounded program of industrial, farm, and road work. The study also covers related phases of the prison problem, discussing housing and the present serious overcrowding, methods of improving probation and parole work, the necessity for better classification and for educational work, and the special needs of woman prisoners.

#### **Negro labor.**

The Division of Negro Labor is the focal point through which the Department of Labor concerns itself with the special problems of the Negro worker. A research study of the status of the Negro in labor unions is under way and reports on several unions have been completed. In addition to direct research, the Division also has advised in the research of other divisions on matters affecting the Negro, as, for example, special tabulations and analyses of wage and hours of labor data to show wages and working hours of Negro workers.

The Division of Negro Labor has also been called upon to represent the interests of the Department in connection with governmental conferences and studies. It has also played a part in advising the various bureaus of the Department in connection with problems of the Negro worker.

#### **Company-union study.**

During 1935 a comprehensive study was made of the extent and characteristics of company unions. Two preliminary reports on this study were published in the *Monthly Labor Review*. The entire manuscript is now completed and will be published in bulletin form in the near future.

#### **Wage executions for debt.**

The Bureau participated during the year in a study of workers' debt and resulting wage executions. This grew out of the study of consumers' debts initiated in April 1934 by a committee appointed by the Consumers' Advisory Board of the National Recovery Administration. Following the dissolution of the Consumers' Advisory Board, the Russell Sage Foundation assumed responsibility for the survey and enlisted the cooperation of the Bureau of Labor Statistics in carrying out those phases which particularly dealt with wage earners. Data were collected in the fiscal year 1934-35 by Bureau field agents, and compiling and preparing the material for publication were carried on during the year under review. The study covered the employees of 176 employing concerns in 31 cities in 22 States and the District of Columbia and showed a record of 80 wage executions per 1,000 employees for the groups studied.

#### **Massachusetts system of savings-bank life insurance.**

The relationship of life insurance to the economic security of wage earners has been given relatively little recognition by those

concerned with the welfare of labor. To point out the importance of that relationship, the Bureau published, during the fiscal year, a special study that deals with the attempt of the State of Massachusetts to provide low-cost life insurance to its residents by adding life insurance to the functions of the mutual savings banks, under rigid State supervision. This bulletin (Bull. No. 615, The Massachusetts System of Savings-Bank Life Insurance) depicts the growth of the Massachusetts system, its method of operation, and the service it renders its policyholders.

#### **Legal aid.**

The problem of legal assistance in all its social aspects is dealt with in a bulletin on Growth of Legal-Aid Work in the United States, which was published by the Bureau in the year under review. This publication (Bul. No. 607) is a revision of an earlier bulletin on the same subject (no. 398) and gives more recent factual data on the administration of justice primarily as it affects the wage earner and of the agencies designed to improve his position before the law. According to Justice Roberts, of the United States Supreme Court, who wrote the introduction to the study, this report tells "an amazing story of progress toward the goal of equal justice for rich and poor."

#### **Graphic presentation.**

The visual treatment of statistical data is increasing in importance and popularity, and the Bureau of Labor Statistics during the course of the past year established a graphic presentation division to handle such of its material as is suitable for graphic treatment. This division is responsible for all the charts and pictorial graphs used in the publications of the Bureau. Producing statistical charts and placards for use in various exhibits and conventions in which the Bureau participates, and to illustrate addresses given by Bureau officials, is an important function of the division. The division also aided in preparing material for National and State expositions, specifically those of San Diego, Dallas, and the Great Lakes Exposition at Cleveland. In this field, which calls for creative as well as mechanical work, the Bureau's graphic presentation staff served the entire Department as well as the Bureau.

Many requests were met from other Government agencies, among them Members of Congress, the Public Works Administration, the Social Security Board, various investigating committees created by Executive order, and State departments of labor, and from other public and civic bodies, for statistical charts and graphs showing wages, hours, volume of employment, accident rates, working conditions, and so forth, based on Bureau figures.

#### **Research and correspondence.**

While most of the work of the Bureau of Labor Statistics is published and available to the general public either in the form of bulletins and monographs, or through the Monthly Labor Review and the Labor Information Bulletin, much time of the Bureau's research and correspondence staffs is occupied with the dissemination of information through less formal channels. During the fiscal year 1935-36 more than 52,000 requests were received for information. In a representative month these requests number about 4,400, or an

average of 170 letters, telephone calls, and personal visits on each business day. Many of these requests for information were answered by published material. On the other hand, many requests required selection, research, or special tabulation and presentation. Requests for information on wages, hours, and working conditions often necessitate a sifting and revaluation as well as a retabulation of basic data to meet the specific need of the inquirer. The correspondence deals with nearly every phase of labor economics and welfare, and because every effort is made to comply with all reasonable requests for information, so far as resources permit, extensive research is frequently necessary. This is an aspect of Bureau work that is of unquestioned value and importance, yet one that is difficult to assess in terms of concrete results comparable to those of divisions whose work is published. Members of Congress and Federal and State agencies, schools, libraries, and other educational bodies, labor and employer organizations, as well as individuals, draw freely upon Bureau resources for specific and general information. The sources of the 52,360 requests received during the fiscal year are classified thus:

<i>Source of inquiry</i>	<i>Number</i>	<i>Percent</i>
Total.....	52,360	100.0
Individuals.....	21,499	41.1
Employers and commercial organizations.....	10,691	20.4
Federal Government.....	9,874	18.9
Schools and libraries.....	4,350	8.3
State and municipal governments.....	2,687	5.1
Labor organizations.....	1,305	2.5
Other organizations.....	861	1.7
Senators.....	285	.5
Members of the House of Representatives.....	480	.9
Foreign governments.....	328	.6

### Publications.

*Labor Information Bulletin.*—This publication was inaugurated nearly 2 years ago in response to the ever-growing requests from labor organizations and from employers for information concerning their respective industries. Average circulation has now reached the maximum of 20,000 permitted by the Director of the Bureau of the Budget. The publication is distributed upon request, and goes principally to labor groups, employers, workers' education classes, and other organizations interested in labor problems.

*Monthly Labor Review.*—The frequent references to the Monthly Labor Review throughout this report indicate the extent to which it is the organ of the Bureau of Labor Statistics in connection with its own work and related activities. The Monthly Labor Review has also become the publication medium of the regular functional activities of the United States Employment Service, whose statistical reports are reproduced each month.

In addition, it carried, through the year, the customary reviews and digests of material of labor interest from many sources in this country and in foreign countries.

*Bulletins.*—In addition to the bulletins of special surveys and those dealing with the continuous Bureau studies already mentioned in this report, a few bulletins on more general subjects have been issued during the year.

The most important of these is the Handbook of Labor Statistics, 1936 edition (Bull. No. 616), which was mentioned in last year's report but which, because of delay in publication, was released only recently. This bulletin is a compendium, in summary form, of all the material of permanent value published by the Bureau since the preceding handbook was issued in 1931.

Publication of the Handbook of American Trade Unions, also mentioned in last year's report, was delayed and revision of the manuscript was necessary during the fiscal year to make the information current. It is now in press.

Bulletin No. 614 is a selected classified list of bulletins and articles published by the Bureau of Labor Statistics. It is particularly useful as a guide to recent articles in the Monthly Labor Review on the subjects so much in demand at present. A revision of this selected list is under way.

The proceedings of the 1935 convention of the International Association of Governmental Labor Officials, primarily concerned with labor laws and their administration, were prepared for publication as Bulletin No. 619.

#### Recommendations and conclusions.

With its entry, during the fiscal year under review, into its second half century of statutory existence, the Bureau of Labor Statistics feels justified in expressing its gratification at the increasing awareness, on the part of the American people, of the value of its work. Depression emphasized the need of definite information on prevailing conditions as a starting point on the road to recovery, and as recovery progressed both the need and the demand for information concerning all phases of the wage-earner's life increased. Individuals and organizations in every walk of life turned to the Bureau and its fund of labor information for help. They asked not only for facts but for analysis and interpretation of the facts and trends acquired through a half century of fact finding. This demand will continue and expand as more light is sought on the position of the wage earner as the principal consumer of the country and his bearing upon economic, administrative, and legislative policies. Thus the Bureau believes that the demand for its services will continue to expand as the value of research and statistics in the field of labor becomes more and more generally recognized.

The following is a partial list of new studies which the Bureau feels it would be highly desirable to undertake, but which, except in a very limited degree, are not practicable with its present resources:

1. *Plant welfare activities.*—On two occasions in the past the Bureau has made studies of the health, recreation, and general welfare activities of industrial plants on behalf of their employees. However, the latest of these surveys was completed in 1926, and a new one should be made.

2. *Annual review of labor conditions and relations.*—Such a review would cover in compact form general economic and social conditions as they affect labor, and also the principal developments in industrial relations, working conditions, living conditions, labor legislation, and court decisions.

3. *Housing of the workers.*—This survey would deal with the matter of employers' provision of housing for their employees, as well as the general existing practices and possibilities regarding workers' housing.

4. *Labor turn-over.*—For a number of years the Bureau has been compiling monthly statistics regarding labor turn-over. These should be supplemented by careful studies of the problem as it occurs in particular plants, in order to develop information which would help to prevent excessive turn-over of employees.

5. *Studies of labor conditions in particular industries.*—In general the Bureau's work in the past has dealt with individual topics, such as wages, labor turn-over, and accidents. It is now proposed to prepare a series of reports dealing with labor conditions in particular industries, such as coal mining, iron and steel, and lumber. The material for such studies is for the most part already available, but a large amount of work would be required to assemble it and fill in the gaps.

6. *The older worker in industry.*—This is a problem not only of intense human interest but also of great significance to all programs of social security.

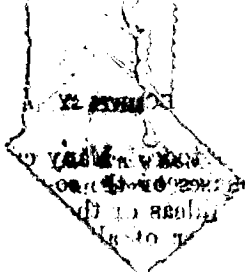
7. *Plant personnel and management systems.*—In each of its recent industrial wage surveys the Bureau has secured a limited amount of data on this subject for the particular industry being surveyed, but the subject is deserving of more careful study than it has as yet been possible to give it.

8. *The cooperative movement.*—For a number of years the Bureau has made periodic surveys of consumers' cooperation in the United States. These surveys, however, were made by mail questionnaires, and therefore are not nearly so comprehensive in scope nor so intensive in analysis as is now desirable, in view of the growing importance of the subject.

9. *Comparative cost of living by cities and regions.*—The Bureau's cost-of-living studies have thus far dealt solely with changes in cost of living over periods of time. There is now an insistent demand for information regarding the differences in cost of living between cities and regions. Because of differences in living customs in different communities this presents a problem of the greatest difficulty, but its importance justifies a serious attempt to solve it.

10. *Labor conditions in agriculture.*—There is a great dearth of information regarding labor conditions in agricultural industry of all kinds, including the peculiar problems incident to migratory labor.

ISADOR LUBIN, *Commissioner.*



## IMMIGRATION AND NATURALIZATION SERVICE

DANIEL W. MACCORMACK, *Commissioner*

### TO THE SECRETARY OF LABOR:

During the fiscal year ended June 30, 1936, 36,329 alien immigrants were admitted to the United States for permanent residence, and 35,817 aliens were recorded as abandoning domicile and leaving this country for permanent residence abroad.

The total of all aliens admitted to the United States, immigrants and nonimmigrants, the latter including visitors for business or pleasure, travelers in transit, and aliens domiciled here returning from visits abroad was 190,899, and the total of all aliens recorded as leaving the country was 193,284.

For the first time since 1931 the number of immigrants exceeded the number of emigrants, but the total departures, including aliens of all classes, still exceeded the total arrivals, as has been true in every year since 1930.

If the comparative statistics for the last 4 fiscal years are examined, it will be noted that immigration, although still relatively unimportant, has registered a slight increase each year since 1933, when it had shrunk to a minimum figure of 23,068. During the same period emigration has gradually declined. For the moment there is a virtual balance between immigration and emigration and between total admissions and total departures.

The alien population of the United States has been declining steadily since the World War. In 1920, according to the census of that year, it was 7,430,809. During the following decade (1920-30) immigration totaled 4,017,209 and emigration 1,045,076, a difference of 3,062,133 representing net immigration. Apparently this was not sufficient to offset the shrinkage due to mortality and the operation of the naturalization laws, for the census of 1930 found only 6,284,613 aliens in the country. During the 6-year period 1931-36 immigration has totaled only 256,538 and emigration 359,680, a difference of 103,142 on the side of emigration. With the former inflow cut off, shrinkage has been accelerated. As nearly as can be determined by careful computation the number of aliens remaining here on June 30, 1936, was 4,316,004.

Unless there is a radical and unforeseen change in conditions, the decline will continue. It is possible, of course, that future immigration may exceed the low figures recorded from 1932 to 1936, and that emigration may be checked by the improvement of economic conditions, resulting in a larger net balance of immigration over emigration, but it seems highly improbable that this net balance will at any time in the near future become large enough to offset the annual shrinkage due to death and naturalization.

These numerical aspects of immigration are important, and they are again emphasized because the facts are so often misrepresented

and apparently so little understood. Many current opinions on immigration and on various phases of the so-called alien problem are based on grossly exaggerated ideas of the present volume of immigration and of the total number of aliens in the country. If the real figures were generally known, such questions as arise in this field would be seen in true perspective and might be discussed more intelligently and with a better prospect of arriving at reasonable conclusions.

The Seventy-fourth Congress adjourned without acting on the Kerr-Coolidge bill, which embodied various amendments to the immigration laws endorsed by the Department of Labor. If enacted, the bill would extend the list of deportable alien criminals, while authorizing a limited discretion in dealing with certain classes of aliens of good character whose deportation is now mandatory even though it may be disastrous to their American dependents and of questionable public benefit. By authorizing the temporary detention without warrant of aliens suspected of illegal entry, it would strengthen the hands of the immigration officers, particularly on the Mexican and Canadian borders. These and other less important provisions of the bill have been carefully examined and exhaustively discussed at hearings before Senate and House committees over a period of more than 2 years. It is very much to be desired that legislation embodying the principles of the bill should be enacted.

Each year since 1933 has shown a marked increase in the number of aliens seeking naturalization. In 1936, 148,118 declarations of intention and 167,127 petitions for citizenship were filed, and 141,265 certificates of naturalization were issued. The corresponding figures for 1933 were 83,046 declarations of intention, 112,629 petitions for citizenship, and 113,363 certificates of naturalization.

It has been difficult for a limited staff to deal with this increasing volume of work; but some help was afforded during the latter part of the year by the temporary assignment of approximately 900 young people on the rolls of the National Youth Administration to this work. They were available only for part-time employment, but they were able to handle certain classes of routine work, which released trained employees for more important duties.

Since 1929 a declaration of intention may be filed only after the legal admission of the declarant has been verified. This rule has multiplied necessary references to passenger manifests on file at ports of entry, particularly Ellis Island, where this verification work is constantly in arrears. The time required for verification would be greatly reduced if the information concerning each immigrant were transferred from the manifest sheet to a record card. A Works Progress Administration project for the compilation of such a card record of immigrants admitted through Ellis Island was approved and work was started during the year, but it has not yet proceeded far enough to be of any practical value. Similar projects at other ports of entry are contemplated for the next fiscal year. If ultimately a combined card record covering all admissions at all ports could be established at Washington, it would be extremely useful. Such a central record already exists for admissions subsequent to 1928.

The investigation of naturalization frauds at New York begun by the Central Office in December 1933, was continued during the year by a special unit organized for the purpose. These frauds were extensive and systematic and had been continued over a period of years. Aliens who had entered the country illegally or were for other reasons ineligible for naturalization were approached by racketeers, who undertook for a consideration, to obtain citizenship papers for them through the connivance of naturalization examiners and of employees at Ellis Island who had access to passenger manifests and could manufacture a record of legal entry. The amounts of money demanded and paid varied according to the character of the case, the extent of the fraud, and the ability of the alien to pay. Methods included the false entry of names and other data on blank lines in manifests, the alteration of existing records to fit the facts in the case of the imposters in whose behalf the changes were made, and the matching of names of aliens illegally in the United States with those of lawfully admitted aliens whose legitimate records were on file. The investigation was laborious and difficult and involved the examination of thousands of manifests and files, the interrogation of hundreds of suspects and witnesses, and the development of new cases on the basis of information obtained in the prosecution of those first discovered. The result up to June 30, 1936, was 105 indictments, with 9 convictions after trial, 66 pleas of guilty, 9 cases nol-prossed, 1 dismissal, 1 acquittal, and 19 cases still pending. In addition, 17 employees were dismissed or resigned while under investigation, deportation proceedings were started against 210 aliens, 25 certificates of naturalization were canceled, and cancellation proceedings are pending or contemplated in 396 other cases. The clean-up is not yet complete, but it has proceeded far enough to eliminate many of the known or suspected racketeers and the employees of this Service corrupted by them.

During the course of this investigation information was obtained concerning various criminal activities not connected with immigration or naturalization, which was turned over to the police or to interested Government agencies. One such tip resulted in the frustration of a plot to sell a \$1,000,000 issue of forged bonds. Another was concerned with the fraudulent issue of seamen's protection certificates.

Although the Constitution provides for, and Congress has enacted a uniform naturalization law, an investigation conducted over a period of 2 years disclosed that administrative uniformity has been lacking in its application, and that in the examination of candidates the views of individual examiners were substituted in many instances for the requirements of the law. Many of the questions asked were clearly irrelevant, while others were unduly technical, and some were designed to confuse the applicant rather than elicit any pertinent information.

On January 1, 1936, carefully prepared instructions were issued to insure a rational, fair, and uniform procedure. These instructions provide that the requirements for citizenship shall be only those prescribed by the law, and that good moral character and the petitioner's attitude toward his home, family, neighbors, community,

the agencies of Government, and the public welfare shall be stressed rather than technical knowledge of facts and the ability to memorize phrases. It is directed that the questions put to applicants must be frank and clear, and expressed in simple language, free of any catch or trick and designed to determine the petitioner's inherent qualifications for good citizenship.

Examiners are required to put candidates in touch with the officials of the public-school system conducting citizenship classes and to make it clear that the statutory educational requirements are not sufficient to enable them to derive the full benefits of American citizenship, and that it is to their advantage to avail themselves of the opportunities offered them by the public schools.

Close cooperation is enjoined with the courts, with State and municipal agencies, and with disinterested private agencies concerned with the preparation of aliens for citizenship.

These instructions have not only changed the formal examination of petitioners for naturalization but they are effecting a gradual modification in the methods of instruction in citizenship classes.

Under the new procedure it is believed that the applicant for naturalization will no longer regard his examination as a dreaded ordeal, but he will appear with confidence born of adequate preparation and the knowledge that he will be judged, not on his ability to answer a series of arbitrary questions, but upon his character, his understanding of and attachment to the principles of the Constitution, and his attitude toward the United States and its institutions.

*Comparative statistics for the last 4 fiscal years 1933 to 1936*

Classes	Year ended June 30—			
	1933	1934	1935	1936
Aliens admitted.....	150, 728	163, 904	179, 721	190, 899
Immigrant.....	23, 068	29, 470	34, 956	36, 329
Nonimmigrant.....	127, 660	134, 434	144, 765	154, 570
Aliens deported.....	243, 802	177, 172	189, 050	193, 284
Emigrant.....	80, 081	39, 771	38, 834	35, 817
Nonemigrant.....	163, 721	137, 401	150, 216	157, 467
Excess alien departures over admissions.....	93, 074	13, 268	9, 329	2, 385
Admissions under Immigration Act of 1924.....	150, 728	163, 904	179, 721	190, 899
Quota immigrants.....	8, 220	12, 483	17, 207	18, 675
Natives of nonquota countries.....	7, 475	8, 183	7, 661	7, 997
Husbands, wives, and children of citizens.....	6, 658	7, 891	9, 228	8, 824
Returning residents.....	62, 610	55, 169	51, 081	47, 276
Temporary visitors for business or pleasure.....	36, 899	49, 833	61, 633	73, 313
In continuous transit through the United States.....	22, 693	23, 687	24, 931	26, 571
Government officials, their families, etc.....	4, 053	4, 363	5, 194	5, 312
Students.....	877	1, 048	1, 377	1, 615
Miscellaneous classes.....	1, 243	1, 247	1, 409	1, 416
Aliens debarred from entering the United States.....	5, 527	5, 384	5, 558	7, 000
Stowaways found on arriving vessels:				
Aliens.....	317	424	353	294
Citizens.....	352	227	255	208
Indigent aliens returned to their native land.....	1, 645	446	114	80
Filipinos returned at their own request.....				157
Voluntary departures in lieu of deportation.....	10, 347	8, 010	7, 978	8, 261

## Comparative statistics for the last 4 fiscal years 1933 to 1936—Continued

Classes	Year ended June 30—			
	1933	1934	1935	1936
Aliens deported under warrant proceedings.....	19,865	8,879	8,319	9,195
Criminals.....	1,770	1,569	1,632	1,727
Violation of narcotic laws.....	167	122	111	154
Anarchists and kindred classes.....	74	20	17	47
Immoral classes.....	785	383	413	407
Mental or physical defects.....	1,056	662	510	533
Had been debarred or deported.....	1,010	359	933	1,048
Remained longer than permitted.....	3,148	986	786	850
Entered without proper visa.....	9,099	3,611	2,824	3,181
Miscellaneous causes for deportation.....	2,756	1,167	1,093	1,248
Destination of aliens deported:				
Europe.....	5,904	2,418	2,007	2,012
Mexico.....	7,750	3,883	4,078	4,660
Canada.....	2,216	1,577	1,554	1,784
West Indies.....	283	169	160	208
Asia.....	3,300	630	304	314
Other countries.....	412	202	216	217
United States citizens arrived.....	305,001	273,257	282,515	318,273
United States citizens departed.....	338,545	262,091	272,400	311,480
Vessels boarded by immigration officers.....	27,318	25,084	28,495	31,125
Alien seamen examined.....	822,813	814,626	790,184	795,333
Alien seamen ordered held on board vessel.....	9,754	8,104	7,734	8,919
Alien seamen deserted.....	664	972	1,212	1,617
Declarations of intention filed (first papers).....	83,046	108,079	136,524	148,118
Petitions for citizenship filed (second papers).....	112,629	117,125	131,378	167,127
Certificates of naturalization issued.....	113,363	113,669	118,945	141,265

## Immigration and emigration.

## Volume—Chief sources—Distribution.

There were 36,329 immigrants admitted for permanent residence in 1936 and 154,570 nonimmigrants admitted. The nonimmigrants included 73,313 temporary visitors for business or pleasure, 26,571 travelers in transit, and 47,276 alien residents returning from trips abroad.

As compared with the 3 preceding years immigration registered a slight increase, but through administrative restrictions on the issue of visas it has been kept far below the maximum figures attainable under the quota act of 1924. From 1925 to 1928, inclusive, admissions for permanent residence averaged 310,308 per annum; from 1929 to 1932 they averaged 163,523, and from 1933 to 1936, 30,956.

Quota immigrants admitted in 1936 totaled 18,675, or only 12.14 percent of the maximum number admissible under all quotas, which is 153,774.

Aliens admitted, year ended June 30, 1936, by country or area of birth and by classes under the Immigration Act of 1924, as specified

Country or region of birth and classes	Annual quota	Admitted			Total
		Quota immigrant	Non-immigrant	Non-quota immigrant	
Total.....	153,774	18,675	105,872	86,352	190,899
COUNTRIES					
Albania.....	100	107	16	210	333
Austria.....	1,413	569	746	440	1,755
Belgium.....	1,304	185	842	348	1,375
Bulgaria.....	100	63	51	42	156
Czechoslovakia.....	2,874	766	846	888	2,500
Denmark.....	1,181	135	1,034	566	1,735
Estonia.....	116	34	59	32	125
Finland.....	569	72	434	481	987
France.....	3,086	464	4,559	2,098	7,121
Germany.....	25,957	6,073	13,130	9,878	29,081
Great Britain and Northern Ireland:					
England.....		1,122	19,361	5,103	25,586
Northern Ireland.....	65,721	126	644	863	1,633
Scotland.....		340	3,956	3,650	7,946
Wales.....		50	576	299	925
Greece.....	307	347	387	989	1,723
Hungary.....	869	515	566	440	1,521
Irish Free State.....	17,853	367	1,453	3,493	5,313
Italy.....	5,802	2,467	2,101	6,766	11,334
Latvia.....	236	60	110	62	232
Lithuania.....	386	151	238	188	577
Netherlands.....	3,153	245	1,838	571	2,654
Norway.....	2,377	197	1,543	1,268	3,008
Poland.....	6,524	1,250	1,775	1,424	4,449
Portugal.....	440	275	131	499	805
Rumania.....	377	282	595	338	1,215
Russia.....	2,712	391	1,753	675	2,819
Spain.....	252	250	1,626	1,040	2,819
Sweden.....	3,314	154	1,262	1,771	3,187
Switzerland.....	1,707	189	1,184	635	2,008
Turkey.....	226	72	163	74	309
Yugoslavia.....	845	291	420	467	1,178
Other Europe <sup>1</sup> .....	700	123	139	153	415
Asia <sup>2</sup> .....	1,423	399	5,830	4,881	11,110
Africa <sup>2</sup> .....	1,200	77	888	182	1,147
Australia and Pacific islands <sup>2</sup> .....	650	173	4,652	521	5,346
Canada.....			10,574	7,390	17,964
Newfoundland.....			462	377	839
Mexico.....			2,066	2,464	4,530
Cuba.....			8,208	1,740	9,948
Other independent countries of America.....			6,260	1,776	8,036
American colonies of European countries <sup>1</sup> .....		294	3,394	1,270	4,958
CLASSES					
Government officials, their families, attendants, servants, and employees.....			5,312		
Temporary visitors for business.....			14,399		
Temporary visitors for pleasure.....			58,914		105,872
In continuous transit through the United States			26,571		
To carry on trade under existing treaty.....			676		
Husbands, wives, and unmarried children of United States citizens.....				8,824	
Returning residents.....				47,276	
Wives and unmarried children (born in quota countries) of natives of nonquota countries.....				7,997	
Ministers and professors and their wives and unmarried children.....				69	66,352
Students.....				537	
Women who had been citizens of the United States.....				1,515	
Spanish subjects admitted into Puerto Rico.....				110	
Miscellaneous.....				7	
Quota immigrants (charged to quota).....		18,675			18,675

<sup>1</sup> Also includes aliens to whom visas were issued during the latter part of the fiscal year ended June 30, 1935 and charged to the quota for that year. Nationality for quota purposes does not always coincide with actual nationality. (See sec. 12 of the Immigration Act of 1924.)

<sup>2</sup> Including colonies, dependencies, or protectorates, the annual quota for which is included with that for the European country to which they belong.

<sup>3</sup> This column includes returning residents, students, and others who are classified by the Immigration Act of 1924 as nonquota immigrants but are treated as nonimmigrants elsewhere in this report.

As segregated by races, the 36,329 immigrants admitted included 7,116 Italians, 6,252 Hebrews, 4,689 Germans, 3,610 English, 1,635 French, 1,556 Irish, 1,473 Scotch, 1,308 Mexicans, and 1,002 Greeks. No other race contributed as many as 1,000 immigrants. Of the Hebrews admitted, 3,284 came from Germany, 528 from Poland, and 769 from Canada. Canada also contributed to the above totals 2,320 English, 1,142 Scotch, 1,068 French, and 969 Irish.

As in other recent years northeastern and middle-western industrial areas absorbed the great majority of the new immigrants. New York State alone took 14,365, Michigan 2,630, Illinois 1,960, New Jersey 1,950, Massachusetts 1,912, Pennsylvania 1,855, and Ohio 1,063. The only State west of the Mississippi or south of the Ohio to which any considerable number of immigrants was destined was California, with 3,388.

Of the 36,329 immigrants admitted in 1936, 23,434 entered at the port of New York, 8,586 through Canadian land border stations, and 1,716 through Mexican land border stations. Entries at other principal seaports were: Boston, Mass., 630; Miami, Fla., 257; New Orleans, La., 201; San Francisco, Calif., 546.

Male immigrants numbered 14,776 and female 21,553.

As classified by age groups, 6,925 were under 16 years, 4,923 from 16 to 21, 8,634 from 22 to 29, 6,651 from 30 to 37, 3,183 from 38 to 44, and 6,013 were 45 years old or older.

By occupation, 2,588 were listed as belonging to the professional and 1,904 to the commercial group. Skilled artisans numbered 3,936, laborers 1,420, servants 1,944, miscellaneous 1,547. There were 22,990, mostly women and children, who declared that they had no occupation.

For the first time since 1931 the number of alien emigrants abandoning domicile and leaving the United States for permanent residence abroad was less than the number of immigrants admitted. The number of such emigrants in 1936 was 35,817. Included among them were 5,097 Mexicans, 4,311 Germans, 3,768 English, 2,414 Filipinos, 2,198 Italians, 2,024 Scandinavians, 1,668 Spanish Americans, 1,614 Scotch, 1,613 Irish, and 1,605 Chinese.

*Intended future permanent residence of aliens admitted and last permanent residence of aliens departed, year ended June 30, 1936, by States and Territories*

State or Territory	Aliens admitted			Aliens departed		
	Immigrant	Nonimmigrant	Total	Emigrant	Nonemigrant	Total
Total.....	36,329	154,570	190,899	35,817	157,467	193,284
Alabama.....	54	44	98	36	33	69
Alaska.....	22	20	42	8	23	31
Arizona.....	169	53	222	289	35	324
Arkansas.....	26	12	38	5	14	19
California.....	3,388	4,306	7,694	4,098	4,462	8,560
Colorado.....	95	54	149	127	64	191
Connecticut.....	731	1,015	1,746	408	954	1,362
Delaware.....	25	56	81	18	54	72
District of Columbia.....	255	403	658	281	426	707
Florida.....	324	1,101	1,425	253	986	1,239
Georgia.....	81	107	188	42	50	92
Hawaii.....	71	1,609	1,680	1,866	2,293	4,159
Idaho.....	54	22	76	38	30	68

*Intended future permanent residence of aliens admitted and last permanent residence of aliens departed, year ended June 30, 1936, by States and Territories—Continued*

State or Territory	Aliens admitted			Aliens departed		
	Immigrant	Nonimmigrant	Total	Emigrant	Nonemigrant	Total
Illinois.....	1,960	2,332	4,292	1,746 <sup>1</sup>	2,669	4,415
Indiana.....	231	207	438	156	202	358
Iowa.....	98	150	248	83	110	193
Kansas.....	52	40	92	167	44	211
Kentucky.....	72	46	118	23	43	66
Louisiana.....	176	256	432	225	138	363
Maine.....	328	48	376	79	62	141
Maryland.....	227	269	496	136	261	397
Massachusetts.....	1,912	2,440	4,352	1,352	2,554	3,906
Michigan.....	2,630	1,672	4,302	1,276	1,491	2,767
Minnesota.....	246	207	453	190	238	428
Mississippi.....	43	34	77	33	41	74
Missouri.....	209	197	406	167	173	340
Montana.....	128	64	192	72	67	139
Nebraska.....	57	53	110	92	58	150
Nevada.....	43	21	64	46	19	65
New Hampshire.....	120	71	191	45	53	98
New Jersey.....	1,950	3,174	5,124	1,443	3,091	4,534
New Mexico.....	67	22	89	186	7	193
New York.....	14,365	21,568	35,933	14,184	24,582	38,766
North Carolina.....	83	87	170	29	70	99
North Dakota.....	98	23	121	40	35	75
Ohio.....	1,063	971	2,034	664	1,028	1,692
Oklahoma.....	54	28	82	55	14	69
Oregon.....	173	159	332	181	169	350
Pennsylvania.....	1,855	2,387	4,242	1,297	2,578	3,875
Puerto Rico.....	202	496	698	187	452	639
Rhode Island.....	219	296	515	132	299	431
South Carolina.....	30	26	56	7	28	35
South Dakota.....	22	26	48	26	28	54
Tennessee.....	58	48	106	26	37	63
Texas.....	843	799	1,642	2,841	713	3,554
Utah.....	58	75	133	68	64	132
Vermont.....	129	26	155	52	25	77
Virginia.....	87	131	218	71	111	182
Virgin Islands.....	1	10	11	2		2
Washington.....	683	681	1,364	709	621	1,330
West Virginia.....	160	72	232	59	46	105
Wisconsin.....	277	355	632	161	408	569
Wyoming.....	25	23	48	40	28	68
Outside United States.....		<sup>1</sup> 106,178	106,178		<sup>2</sup> 105,386	105,386

<sup>1</sup> Coming for a short stay in this country.

<sup>2</sup> Returning to their homes abroad after a short stay in this country.

#### Land border stations.

It is estimated that during the year covered by this report 21,187,591 persons entered the United States across the Mexican border and 24,965,327 across the Canadian border. Nearly half of these were citizens of the United States. Of the aliens all but a small fraction were temporary visitors for business or pleasure who sought admission for only a few hours or a few days before returning to their homes in Canada or Mexico. Border crossers of this type are necessarily subjected to only limited inspection, but it is incumbent on the immigration officers at the border to segregate from the thousands arriving every day those who may not be admissible or whose statements concerning their status and intentions may not be bona fide.

The inspection problem on the Canadian border grows more difficult with the increase in automobile traffic following the opening of new and improvement of existing highways.

On the southern border the utmost vigilance is now demanded to prevent the illegal reentry of those Mexicans who during the depression either returned to Mexico on their own initiative or were repatriated at the expense of American communities. In applying for readmission they commonly represent themselves as returning after a temporary visit in Mexico to an unrelinquished domicile in the United States. The most careful examination by experienced inspectors is required to elicit the real facts.

#### Seamen.

Vessels entering at United States ports during the year 1936 carried 795,333 alien seamen, and the alien seamen on outward-bound vessels numbered 794,798. Arrivals exceeded departures by 535. The number of alien seamen paid off or discharged in American ports was 18,782, and 1,617 deserted, a total of 20,399. The number who signed on outward-bound vessels was 19,864. The difference again is 535. This figure might be taken as representing illegal entries by alien seamen who left their vessels and failed to ship out within 60 days as required by law. But during the year 338 seamen were legally admitted for permanent residence. This reduces the apparent illegal entries by seamen to 197.

When it is stated that 795,333 alien seamen arrived at American ports this does not mean that there were 795,333 distinct individuals, as many seamen made several voyages and were counted on each arrival.

#### Chinese.

The movement of Chinese aliens to and from the United States showed little change as compared with the preceding year. With few exceptions, the only foreign-born Chinese who may be admitted for permanent residence are those who can establish citizenship as the children of American citizens. Of this class 874 were admitted in 1936, as against 643 in 1935. The number of Chinese wives of American citizens admitted was 38 in 1936 and 41 in 1935. American citizens of Chinese race, who had previously resided in the United States and applied for readmission, numbered 2,437 in 1936, and 2,651 in 1935. The total number of Chinese aliens admitted in 1936 was 3,168. The corresponding figure for 1935 was 2,864. These totals included Government officials, their families and attendants, temporary visitors, travelers in transit, students, and merchants entering to carry on trade under existing treaties. The number of Chinese travelers in transit through the United States increased from 980 in 1935 to 1,368 in 1936, and the students admitted to attend schools and colleges from 265 to 353. The number of Chinese seamen deserting in American ports fell from 47 to 31.

There continues to be a heavy excess of departures over arrivals. The difference in 1936 was 1,442 as compared with 1,499 in 1935.

During 1936 there were 138 reentry permits issued to Chinese applicants, 170 extensions of permits granted, and 13 applications for permits denied. There were 48 visa petitions approved, 1 petition rejected, and 2 petitions withdrawn.

#### Exclusions.

Admission was denied at ports of entry to 7,000 aliens who applied for admission to the United States. Of these 5,241 were rejected by

boards of special inquiry without appeal to the Secretary of Labor and 1,759 were rejected on appeal.

The primary reason for rejection in all but 142 cases was that the applicant for admission had not obtained a consular immigration visa, but additional reasons were found, as follows: Likely to become a public charge, 1,649; stowaways, 257; contract laborers, 144; previously deported or debarred, 112. In 133 cases in which a visa was presented it was ruled that the visa was unacceptable in that the applicant for admission was not a nonimmigrant or non-quota immigrant as specified.

All but a small fraction of these exclusion cases arise at land border stations. Immigrants by sea cannot embark for the United States until they have obtained a visa, which is issued only after thorough examination.

*Applicants for admission (statistical aliens)*

Aliens whose cases were pending beginning of fiscal year 1936.....	537
New applicants during the year.....	197,980
Cases finally disposed of (aliens coming for permanent or temporary residence or to resume unrelinquished domicile):	
Admitted on primary inspection.....	185,246
Admitted after temporary detention (without board of special inquiry hearing).....	644
Admitted by board of special inquiry.....	4,409
Admitted on court order.....	2
Rejected by board of special inquiry without appeal to Department.....	5,241
Rejected by board of special inquiry but appealed to Department:	
Appeal sustained (alien admitted).....	598
Appeal denied (alien debarred).....	1,759
Died (after arrival and before final action taken).....	6
Escaped:	
From custody of immigration officers.....	1
From custody of others.....	9
Aliens whose cases were pending at close of fiscal year 1936:	
Before board of special inquiry.....	304
On appeal to Department.....	253
On appeal to court.....	19
In hospital for treatment.....	7
Awaiting primary inspection and others.....	19

SUMMARY

Cases pending beginning of fiscal year 1936.....	537
New applicants during the year.....	197,980
<b>Total applicants.....</b>	<b>198,517</b>
Aliens admitted during the year:	
On primary inspection.....	185,890
By board of special inquiry.....	4,409
On appeal to Department and on court order.....	600
<b>Total admitted.....</b>	<b>190,899</b>
Aliens rejected during the year:	
By board of special inquiry without appeal.....	5,241
On appeal to Department.....	1,759
<b>Total rejected.....</b>	<b>7,000</b>
Aliens who died or escaped.....	16
Cases pending at close of fiscal year 1936.....	602
<b>Total applicants.....</b>	<b>198,517</b>

**Deportations.**

The number of deportations in 1936 was 9,195, as compared with 8,319 in 1935, an increase of 10.5 percent. There was also a slight increase in the number of aliens who, although subject to deportation, were permitted to leave the country at their own expense. These voluntary departures numbered 8,251 in 1936, as against 7,978 in 1935.

Of the aliens deported, 4,660 were dispatched to Mexico, 2,012 to Europe, 1,784 to Canada, 208 to the West Indies, 314 to Asia, and 217 to other destinations.

Of the voluntary departures, 4,874 were to Mexico, 2,721 to Canada, 420 to Europe, 22 to Asia, 119 to the West Indies, 52 to Central and South America, and 43 to other parts of the world.

Expressed in terms of percentage, 50.7 percent of the deportations and 59.1 percent of the voluntary departures were to Mexico, and 19.4 percent of the deportations and 33 percent of the voluntary departures were to Canada. Europe accounted for 21.8 percent of the deportations and 5 percent of the voluntary departures.

These figures indicate that under present conditions the prevention of illegal entry, the ground for deportation in a majority of all cases, is primarily a land-border problem, with the Mexican border presenting the greatest difficulties.

*Comparative figures on aliens deported from the United States during the last five fiscal years, 1932-36, by principal cause.*

Causes	Number deported				
	1932	1933	1934	1935	1936
Criminals.....	1,790	1,770	1,569	1,632	1,727
Violation of narcotic laws.....	138	167	122	111	154
Immoral classes.....	906	785	383	413	407
Mental or physical defects.....	1,107	1,056	662	510	533
Likely to become public charges.....	187	166	98	33	50
Anarchists and kindred classes.....	51	74	20	17	47
<b>Total.....</b>	<b>4,098</b>	<b>4,018</b>	<b>2,854</b>	<b>2,716</b>	<b>2,918</b>
Had previously been deported.....	1,202	1,010	359	933	1,048
Without proper immigration visa.....	8,167	9,099	3,611	2,821	3,181
Remained longer than permitted.....	3,284	3,148	986	786	850
Unable to read (over 16 years of age).....	1,403	1,393	539	416	502
Under Chinese Exclusion Act.....	516	249	101	77	53
Miscellaneous causes.....	756	948	429	567	643
<b>Total.....</b>	<b>15,328</b>	<b>15,847</b>	<b>6,025</b>	<b>5,603</b>	<b>6,277</b>
<b>Grand total.....</b>	<b>19,426</b>	<b>19,865</b>	<b>8,879</b>	<b>8,319</b>	<b>9,195</b>

The deportation of subjects of the former Russian Empire is under discussion with the Soviet Government in Moscow through diplomatic channels. Pending the outcome of these negotiations there are outstanding approximately 1,160 warrants of deportation which cannot be executed.

At the close of the fiscal year there was an accumulation of 3,620 cases in which deportation had been stayed temporarily pending action by Congress on proposed legislation.

*Warrant cases, fiscal year 1936*

<b>Investigations:</b>	
Conducted contemplating warrants of arrest.....	89,950
Number of aliens involved.....	120,927
Resulting in applications for warrants of arrest.....	13,107
Number of aliens involved.....	14,001
<b>Warrants of arrest:</b>	
Served by field officers.....	12,448
Returned to Department, unserved.....	1,126
	<hr/>
Less than 30 days.....	256
From 30 to 60 days.....	73
From 60 to 90 days.....	57
Over 90 days.....	241
	<hr/>
On hand by field officers, unserved, close of year.....	627
	<hr/>
<b>Warrants of deportation:</b>	
Executed (number of aliens deported).....	9,195
Returned to Department, unexecuted.....	686
On hand by field officers, unexecuted, close of year.....	6,296
	<hr/>
<b>Aliens subject to deportation, voluntarily departed:</b>	
Shipped foreign one way.....	191
Paid own passage, departed from seaports.....	599
Departed across land borders.....	7,461
	<hr/>
Total.....	8,251
	<hr/>
<b>Destination:</b>	
Mexico.....	4,874
Canada.....	2,721
Europe.....	420
Asia.....	22
West Indies.....	119
Central and South America.....	52
Other countries.....	43
	<hr/>
Total.....	8,251

**Repatriations.**

Aliens who have become destitute within 3 years after their admission to the United States and are unable to earn a livelihood may apply for repatriation at Government expense. There were only 80 such repatriations in 1936.

An act approved July 10, 1935, authorized the repatriation of Filipinos in the United States who wished to return to the Philippine Islands. Only 544 applications had been received and 157 Filipinos repatriated prior to July 1, 1936. It is expected that a greater number will take advantage of the benefits of the act during the fiscal year 1937. The period during which applications for repatriation may be received has been extended to December 1, 1937.

**Naturalization.****Statistical summary.**

Declarations of intention were filed in 1936 by 148,118 applicants for naturalization, final petitions numbered 167,127, and 141,265 aliens were admitted to citizenship. The number of petitions rejected was 3,124. These figures are materially higher than the corresponding totals for 1935, which in turn showed an increase over 1934 and 1933.

Naturalization examiners in the course of administrative examinations or preliminary hearings examined or reexamined 313,246 petitioners in person and 8,633 by correspondence. They attended in person 3,186 court hearings. Witnesses questioned in person numbered 543,475, and those questioned by correspondence 17,855.

The courts canceled 1,016 certificates of naturalization for various causes.

Normally it might be expected that a decline in immigration would be followed by a corresponding decline in naturalization, but this has not been true of the past 4 years. Immigrants admitted from 1933 to 1936, inclusive, numbered 123,823, and during the same period 475,767 declarations of intention were filed. It is evident that the majority of aliens who are now seeking naturalization are not recent immigrants but have been in the country for some time. There are many reasons why aliens hitherto indifferent to citizenship should now seek it, but the most cogent are economic pressure and the fear of hostile legislation.

#### **New legislation.**

Two naturalization acts were signed by the President on June 25, 1936. The first of these acts (Public, No. 793, 49 Stat. 1917), relates to American women who lost citizenship through marriage to aliens. It provides that a native-born American woman who lost citizenship solely by marriage to an alien prior to September 22, 1922, and whose marital status with such alien has terminated shall be deemed a citizen: Provided, however, that no such woman shall have or claim any rights as a citizen until she shall have taken the oath of allegiance as prescribed by the naturalization law. In the United States the oath of allegiance may be taken before a naturalization court. Outside the United States the oath may be taken before a secretary of an American Embassy or Legation or a consular officer. The law requires that a record be made of the proceeding and further provides that upon request therefor and payment of fee not exceeding \$1 a copy of the record shall be given to the repatriate.

The other act (Public, No. 803, 49 Stat. 1925) relates to the effect, upon proceeding toward naturalization, of absence from the United States. It provides that in the case of an alien declarant employed by or under contract with the Government of the United States or an American institution of research, recognized as such by the Secretary of Labor, or employed by an American firm or corporation engaged in the development of foreign trade and commerce of the United States, no period of residence outside the United States shall break the continuity of residence if (1) prior to the beginning of such absence, the alien establishes to the satisfaction of the Secretary that the absence is to be for one of the purposes stated above or that his residence abroad is necessary to the protection of the property of such firm or corporation, and if (2) he proves to the satisfaction of the court that his absence has been for such purpose. The act furthermore provides, as to absence prior to the date of the act, the alien may prove to the satisfaction of the Secretary and the court that his absence was for the purposes stated above.

**Miscellaneous routine activities of Central Office.****Registry of aliens.**

Under the basic Registry Act of March 2, 1929, permitting the legalizing of residence of aliens who claimed entry into the United States prior to June 3, 1921, and of whose permanent admission no record could be found, a total of 12,482 applications for registry were received during the past year. This represents an increase of 2,220, or 21.6 percent, over the fiscal year ended June 30, 1935. Of the applications received and investigated, 8,868 were granted, 1,339 denied, and 85 were withdrawn.

Applications of political or religious refugees for registry under the act of June 8, 1934, showed a total of 768 pending as of June 30, 1935. An additional 91 applications in this classification were received from the field offices during the fiscal year 1936, having been filed during the statutory period, making a total of 859 to be acted upon. Of this number, 703 were granted, 123 were denied, and on June 30, 1936, there were 33 cases pending.

**Immigration visas.**

During the year, 39,649 original immigration visas covering permanent admission of aliens to the United States were submitted to the Central Office by the various ports of entry throughout the country. This total is an increase of 3,227, or 8.9 percent, over the previous year. Duplicate immigrant identification cards surrendered in like manner totaled 38,838, which was an increase of 3,254, or 9.1 percent, over the fiscal year 1935. Since July 1, 1924, the date on which original immigration visas were first required for filing in the Central Office, a total of 2,059,950 have been received and filed. Duplicate immigrant identification cards were first submitted on July 1, 1928, and since that date 788,013 have been received and filed. Arrivals that antedate July 1, 1924, are verified by the ports of entry where the original manifests are on file. The immigration visas and immigrant identification cards are used primarily for the purposes of verifications of arrivals after June 30, 1924, and records of registry made subsequent to June 30, 1929, are utilized for verifications of entries prior to June 3, 1921, in cases where there is no record of lawful admission at the port of entry.

During the fiscal year these arrival records are utilized as the basis for issuance of certificates of arrival for naturalization purposes for 72,092 applicants who arrived in the United States after July 1, 1924, an increase of 4,074 over the preceding year.

Applications for reentry permits where arrivals occurred after July 1, 1924, were also checked against these visa files during the year in 23,495 cases as against 25,278 during 1935.

Certificates of arrival were issued to 7,224 applicants for naturalization from the records of registry compared with 5,346 during the preceding year.

Since the beginning of the fiscal year the Central Office has, for the information of consular officers, acted upon 4,926 requests for verification of arrivals of alien applicants for immigration visas claiming to be returning to residence in the United States; relatives of applicants for immigration visas where such applicants represented to American consuls that their relatives had been lawfully admitted to

the United States; and aliens residing in the United States who desire to facilitate issuance of immigration visas to relatives who are prospective immigrants.

**Contract laborers, visitor extensions, and readmissions.**

From July 1, 1935, to June 30, 1936, the Central Office has considered 2,627 petitions and inquiries concerning applications for permission to import alien contract laborers; 7,136 temporary visitor applications for extensions of stay in the United States; also 1,601 requests from aliens to reapply for admission after having been excluded at the ports of entry; 2,839 applications from deportees desiring permission to apply for readmission after having been deported; 141 requests from aliens for removal to their native countries because of distress; 544 Filipinos applied for repatriation to the Philippine Islands under the act of July 10, 1935. There were also considered 336 applications covering cases of a miscellaneous nature under other provisions of the immigration laws. The total number of individual cases handled in the above classifications was 15,224, an increase of 830, or 5.8 percent, over the previous year.

**Reentry permits.**

Reentry permits are issued to persons who were lawfully admitted to the United States for permanent residence and who desire proof of that fact when applying for reentry after a trip abroad.

A total of 55,265 persons made application for reentry permits during the year as compared with 58,644 during the fiscal year 1935. During the same period 53,743 permits were issued, 408 denied, and 506 withdrawn or abandoned.

During the year 10,720 applications for extensions of reentry permits were received from aliens temporarily visiting abroad as compared with 12,938 during the previous year.

**Petitions of immigration visas.**

For the year ended June 30, 1936, 15,344 petitions were received for the issuance of immigration visas for alien relatives of American-born citizens or naturalized citizens. During the previous year 17,093 petitions were filed. In 1936, 11,080 petitions were approved for issuance to 13,993 aliens, 9,685 of whom were nonquota and 4,308 preference quota.

The beneficiaries of this privilege are shown in the following classes: 5,006 wives, 3,802 minor unmarried children, and 877 husbands whose marriage occurred prior to July 1, 1932. Included in this total of 11,080, petitions were approved in the preferential status for 1,026 fathers, 1,974 mothers, and 1,308 husbands where marriage took place on or subsequent to July 1, 1932, a total in the preferential status of 4,308 aliens. Petitions to the number of 1,776 were rejected and 2,488 abandoned throughout the year or were pending on June 30, 1936.

There were also received and approved during the last fiscal year 51 petitions of husband citizens in behalf of Chinese wives, of which 48 were approved, 1 was rejected, and 2 were withdrawn.

**Nonquota students.**

An alien 15 years of age or over may be temporarily admitted to the United States solely for the purpose of study at a school, college,

academy, seminary, or university approved by the Secretary of Labor, upon the condition that the school agrees to furnish attendance records of the students admitted. During the fiscal year 1936, 1,515 students entered this country under the applicable provision of law, section 4 (c) of the 1924 act, an increase of 138, or 10 percent, over the preceding year. The records show 1,160 left the United States during the same period, 6 died, and 7 were deported.

Between the date this law became effective (July 1, 1924), and June 30, 1936, 18,452 nonquota aliens were admitted as students. Of this number, 13,159 have departed, are deceased, or were deported, leaving approximately 5,293 alien students in the United States as of June 30, 1936.

#### **Naturalization certificates.**

New certificates of citizenship issued to naturalized citizens who claimed that the originals granted to them had been lost, mutilated, or destroyed totaled 9,783 during the year. This is an increase of 2,404, or 32.6 percent, over the previous year. Also, during the last fiscal year 2,245 new declarations of intention were issued under similar conditions. Five hundred and twenty-five new declarations were issued under section D of the act of May 25, 1932, which provides for the issuance, without fee, of certifications of any part of the naturalization records of any court, or of any certificate of citizenship, for use in complying with any statute, State or Federal, or in any judicial proceeding. In the preceding year 693 such declarations were issued.

Also issued were 2,092 certificates of derivative citizenship, while during the previous year only 841 were granted, an increase of 1,251, or 148.8 percent. Certificates were issued to 193 persons where change of name was involved either through court order or by marriage as against 122 for 1935; 50 certificates of repatriation, 3 less than last year; and 20 special certificates, or 7 more than in 1935.

#### **Judicial proceedings.**

##### **Criminal or civil prosecutions.**

There were instituted 3,780 criminal or civil prosecutions for violations of the immigration and naturalization laws during the fiscal year 1936; 568 of these cases were pending at the close of the previous year. In 3,535 cases convictions were secured, acquittals totaled 17, dismissals 197, while 599 cases were not disposed of at the close of the fiscal year. Fines in the amount of \$37,844 were imposed. Sentences of imprisonment for an aggregate of 1,614 years were given.

##### **Administrative fines.**

The cases considered during the year involving the question of whether or not administrative fines should be imposed totaled 1,109. In 551 cases the penalty was found to have been incurred and fines totaling the sum of \$50,570 were imposed. In 558 cases it was concluded that the violations of law complained of had not occurred and the sum of \$77,740 was remitted.

##### **Habeas corpus.**

Two hundred writs of habeas corpus were sued out in behalf of aliens under orders of deportation. Including the number pending at the close of the previous year, a total of 322 writs of habeas corpus

were considered by the courts. In 172 cases the writs were dismissed, in 24 they were sustained, and in 37 the petitions were withdrawn, leaving 89 without final disposition at the close of the year.

#### **Other judicial proceedings.**

A total of 7,632 bonds of various types were executed in behalf of aliens in the fiscal year 1936; 38 were breached, and it was found necessary to institute civil action to recover the amount of penalty specified in the bonds in 10 cases.

Suits to cancel certificates of naturalization resulted in the cancellation of 1,016 certificates, 31 actions being discontinued, and 11 dismissed, leaving 946 suits pending at the close of the year. Fraud in the procurement of citizenship was the reason for cancellation in 351 cases.

#### **Border patrol.**

The experience of each succeeding year since the creation of the immigration border patrol in 1924 has made it more apparent that the patrol is indispensable to the proper enforcement of the immigration law. The organization is constantly finding new tasks to perform. It has developed great usefulness to the administrative branch of the Service along investigational lines. Mainly in the course of their regular patrol duties patrol officers make numerous investigations for immigration and naturalization offices. During the past year 1,154 warrants of arrest for deportation were executed by patrol officers, largely as the result of such investigations, and also as the result of investigations by patrol officers a considerable number of warrants were served by immigrant inspectors. At times the assignment of patrol officers to act as immigrant inspectors or as members of boards of special inquiry has not only been convenient but necessary. Cooperation and coordination of effort between the two branches of the Service have been developed to a high degree.

Although the immigration border patrol was established for the purpose of enforcing the immigration laws, it has cooperated closely with other Government agencies guarding the border, and in earlier years it was especially active in combating smugglers of liquor and other contraband merchandise. Since the repeal of the eighteenth amendment work of this character has required less attention, and the patrol can now concentrate its efforts on problems arising in its own peculiar field. The estimated value of seized contraband has gradually declined from over \$342,000 in 1931 to approximately \$65,000 in 1936.

In the 12 years following the patrol's establishment the number of violators of the immigration laws apprehended has grown to 230,806 and of other lawbreakers to 18,294.

The record for 1936 includes the arrest of 141 smugglers of aliens, 11,740 other violators of immigration laws, and 525 other lawbreakers, the seizure of 135 automobiles and 25 other conveyances. Patrol officers covered 6,436,605 miles by motor, 29,208 by railroad, 21,609 by horse, 45,710 by boat, 2,240 by aircraft, and 308,829 on foot. The number of travelers and others interrogated was 812,110. The total number of arrests for 1936, 12,406, represents an increase of 732 over the preceding fiscal year, notwithstanding the fact that the force was greatly reduced by the unprecedented turn-over and delay in

securing suitable eligibles for appointment from the Civil Service Commission.

Of the persons apprehended for violations of other than immigration laws 311 were turned over to the Customs Service. The remainder, delivered to other law-enforcement agencies, included murderers, burglars, automobile thieves, and others wanted for serious crimes. Cooperation between the border patrol and police organizations has been excellent throughout the country.

The section of this report relating to "personnel" contains an explanation of the reclassification of the positions of patrol inspector and senior patrol inspector, which was made effective at the close of the fiscal year. It is expected that this will check the excessive turnover due to the resignation of officers trained in this service to accept appointment in other law-enforcement agencies offering higher salaries. Although it was necessary to reduce the force by 65 positions in order to meet the salary obligations created, the reclassification is a step forward toward maximum efficiency.

A more careful method of selecting appointees for the position of immigration patrol inspector has been developed. The mental and physical requirements were raised, and through the cooperation of the United States Public Health Service and the United States Civil Service Commission each candidate, after passing the written examination, was given a thorough physical examination by a Public Health surgeon to determine whether he was fit for the extremely arduous duties of the position, and an oral examination by a board of examiners to ascertain that he possessed the other necessary qualifications. The more than 100 candidates appointed were on the whole the best-equipped body of officers yet taken into the service.

Headway has been made with improved methods of training new patrol officers. In the several districts they have been given courses of instruction in the immigration and naturalization laws, criminal law and court procedure, the required foreign language, the care and use of firearms, police jiu-jitsu, physical-culture training, first aid, fingerprinting on the southern border, where this method of identification has proved very useful in the apprehension of criminal aliens, and a number of subjects having to do with border-patrol methods and service procedure.

The program to improve the communications facilities of the border patrol mentioned in last year's annual report has been carried ahead as rapidly as funds have permitted. Radiotelephone stations have been placed in operation at Detroit and Marine City, Mich., and at El Paso, Tex. In the border patrol radio laboratory at Detroit the work of assembling 16 additional broadcast transmitters is nearing completion. These will be installed in eight border districts during the next fiscal year. A system is being tested by which patrol cars or boats may hold two-way radio communication with the base station or with one another. Since two-way service is most desirable, and the limiting factor is the distance range of the car or boat transmitter, it is believed that the needs of this service can best be met by a considerable number of low-power and relatively inexpensive transmitters located comparatively close together rather than by a few high-power and much more expensive base stations. Two-way transmitting equipment is being assembled for 75 cars or boats. The in-

stallations already made have amply demonstrated that complete radio equipment would increase the effectiveness of the border patrol immeasurably.

#### Personnel.

The unsatisfactory salary situation in the Immigration Border Patrol, which was discussed in the last annual report, has been corrected to a large extent by reclassification. The foundation for this action rests in the Brookhart Salary Act approved June 3, 1930, which directed heads of departments to adjust the compensation of certain civil positions in the field to correspond, so far as practicable, to the rates established by the Classification Act, as amended, for positions in the departmental service in the District of Columbia. Patrol inspectors were originally allocated under the Brookhart Salary Act to Grade CAF-4, the entrance salary of which is \$1,800 per annum, and senior patrol inspectors were allocated to grade CAF-5, with an entrance salary of \$2,000 per annum.

The former Personnel Classification Board made a survey of field positions in 1928 and prepared a set of preliminary class specifications, which were published in 1930. This report placed on a parity the positions of immigrant inspector, immigration patrol inspector, customs inspector, and customs patrol inspector. Under the Bachrach and Reed-Jenkins Acts of May 29, 1928, the entrance salaries of all of these positions, except immigration patrol inspector, are \$2,100 per annum. It has long been felt by officials of the Central Office that the patrol force was not properly classified, but all previous efforts to bring about an adjustment of salaries to conform more nearly to the rates paid other officers who were performing duties of a somewhat similar nature were unsuccessful.

The question of the proper classification of positions in the immigration border patrol was again brought up by a letter from the Comptroller General of the United States under date of May 20, 1936, directing that all field positions of the Immigration and Naturalization Service be administratively classified and the appropriate grade shown on pay rolls not later than July 1, 1936. Job descriptions covering the positions of patrol inspector and senior patrol inspector were prepared and submitted to the Civil Service Commission, which has assumed the duties formerly assigned to the Personnel Classification Board, with the request that the Commission review the descriptions and indicate the proper classification for each position. The Commission recommended that patrol inspectors be placed in grade CAF-5 and senior patrol inspectors in grade CAF-6, the minimum salary for these grades being \$2,000 and \$2,300, respectively. The reclassification, which was adopted as of July 1, 1936, affected 523 patrol inspectors and 83 senior patrol inspectors, all of whom were advanced to the minimum salary of the new grades.

Under the career system of filling vacancies in the positions of immigrant inspector and naturalization examiner, 148 employees were advanced from the lower grades as a result of qualifying through noncompetitive examinations.

When the first noncompetitive examination was held under the career system, applicants were selected upon the recommendation of the district directors, but several objections to this procedure were advanced. To overcome these objections and insure impartial con-

sideration of the qualifications of each employee who desires to be considered for advancement, a new method of selecting applicants was adopted. This consisted of organizing in each district a board of at least three supervisory officers to consider the applications submitted by employees. In addition to considering the service records of the applicants, the boards interviewed them personally and rated them on such elements as personal appearance, physical fitness, judgment, mental alertness, industry, diligence, and education.

While the career system of making promotions to the higher grades is still in its infancy, it is believed that the results to date amply justify its adoption. Good material for promotion is available in the lower ranks, and with careful administration of the method of selecting applicants the system should be highly successful.

#### 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 -----	\$540,000
Field service, coast and land border patrol -----	8,955,000
Total -----	9,495,000
1935 appropriation obligated in 1936 -----	222,047
For physical maintenance and upkeep of immigration stations -----	100,000
Total -----	9,817,047
The net amount expended for all purposes after deducting refunds to the appropriation not properly chargeable to the Government was -----	9,606,022
Net balance -----	211,025
Balanced against the expenditures mentioned there was collected as hereinafter shown the sum of -----	3,074,989
Making the net cost of operation -----	6,531,033

*Income and sources thereof (net collections)*

Naturalization fees -----	\$1,772,478
Head tax -----	788,101
Administrative fines -----	51,627
Reentry permits and extensions -----	193,508
Certificates of registry -----	90,330
Immigration overtime, inspection service -----	81,622
Bonds forfeited and paid without suit, including interest coupons on Liberty bonds -----	43,855
Sale of exclusive privileges (feeding, money, etc.) -----	329
Expenses of deporting aliens (reimbursed) -----	484
Sale of Government property -----	4,838
Miscellaneous collections -----	902
Coin-box collections -----	421
Collections on account of persons detained in hospitals of the Public Health Service under the immigration laws and regulations -----	34,065
Overnight maintenance -----	11,213
Immigration judgment costs (reimbursed) -----	1,216
Total -----	3,074,989

Respectfully submitted.

DANIEL W. MACCORMACK,  
*Commissioner.*

## CHILDREN'S BUREAU

KATHARINE F. LENROOT, *Chief*

To the SECRETARY OF LABOR:

For more than 20 years the Children's Bureau has been pointing out that adequate protection of the health and welfare of mothers and children is a basic responsibility of government. Except for the brief period when it administered the first Federal child-labor law (1917-18) and the 7-year period of cooperation with the States in maternal and child-hygiene work, which came to a close in 1929, when the Maternity and Infancy Act became inoperative, the services which the Children's Bureau has been able to render hitherto have been limited to research, demonstration, consultation, and widespread dissemination of information. With the enactment of the Social Security Act, August 14, 1935, and the appropriation of funds to make it operative February 11, 1936, a far-reaching specialized undertaking to safeguard the health and welfare of America's children was inaugurated. In harmony with American principles of government it rests upon the principle of Federal cooperation with the States and through the States with local governmental units. Thus it makes possible flexibility of programs and development of a strong feeling of State responsibility for planning and administration, and at the same time provides the leadership and financial assistance necessary to extend any system of public protection throughout the Nation.

For the administration of three parts of the act, relating to maternal and child-health services, services for crippled children, and child-welfare services, the Children's Bureau is responsible. Its activities in practice are closely correlated with those of the Social Security Board, which is entrusted with the administration of aid to dependent children in their own or relatives' homes as well as other forms of public assistance, and the United States Public Health Service, which administers that portion of the Social Security Act extending Federal aid for general public-health work. The program of services to crippled children has been developed in relation to the work of the Vocational Rehabilitation Service of the Office of Education.

Additions to the staff of the Children's Bureau have been necessary to enable it to discharge these new responsibilities. The staff now includes experienced representatives of the professions of pediatrics, obstetrics, orthopedic surgery, public-health nursing, medical social work, nutrition, social services to children, industrial economics, and social statistics. In accordance with the philosophy underlying the creation and development of the Children's Bureau, namely, that of a unified approach to the problems of childhood, the services of these specialists are being closely interrelated. The Children's Bureau thus

is in a position to make a significant contribution to the development of mutual understanding and appreciation of skills and services among these professions dealing with childhood—the need for which has been increasingly recognized by leaders in the children's field.

As organized at present, the Children's Bureau has four major research divisions (Research in Child Development, Industrial, Social Service, and Delinquency), three divisions charged with the administration of the three parts of the social-security program (Maternal and Child Health, Crippled Children, and Child Welfare), two units serving these administrative divisions (Public Health Nursing and State Audits), and statistical, editorial, and administrative divisions. General responsibility for the development of the program of work is vested in the Chief, who is a social worker, and the Assistant Chief, who is a physician.

All the new appointments to the staff of the Children's Bureau, like former appointments, have been made under civil-service regulations, and the Civil Service Commission has given generous cooperation and assistance in the problems connected with the selection and appointment of personnel with which the Children's Bureau has been confronted. Extension of adequate civil-service systems throughout the States is essential to the efficient development of a program of Federal and State cooperation, and constitutes an objective which the Children's Bureau in cooperation with other Federal agencies has endeavored to promote.

The work of the Children's Bureau has always been carried on in collaboration with other agencies of the Federal Government as well as with State and local organizations. Increasingly close relationships among the bureaus of the Department of Labor have given perspective and strength to the Bureau's activities, which are closely interwoven with economic and social factors affecting the welfare of American wage earners and their families. From the earliest days of the Children's Bureau its studies have been carried on in the full recognition of the economic basis of child health and child protection. While they are outside its field of administrative responsibility, the Children's Bureau is deeply interested in the development of agricultural, general industrial, and housing programs, and in the furtherance of opportunities on a just basis for both the white and the Negro.

#### AMERICAN CHILDHOOD IN 1936

Obviously no complete measure of the well-being of the children of the Nation at any given period is available. Various indexes have been developed which have some significance as a rough measure of conditions. The Children's Bureau summarizes and distributes material available through the United States Bureau of the Census on maternal and infant mortality rates and carries on current statistical activities in several fields which afford some measure of trends. Further development of this type of national reporting carried on in cooperation with the States and with local units of government is urgently needed as a basis for sound planning.

**Infant and maternal mortality rates.**

The latest complete infant and maternal mortality rates for the country as a whole relate to the calendar year 1934. As was stated in the last annual report, the infant mortality rate for that year compared with 1933 showed a significant rise, from 58 to 60 per 1,000 live births. Preliminary figures published by the United States Public Health Service show an encouraging decline in infant mortality in 1935 for 24 States, sufficient to justify expectation that the decline will be sustained by complete figures. For these 24 States the infant mortality rate for 1935 was 52 per 1,000 live births as compared with 58 for 1934 and 56 for 1933. The rate of 52 is about half the estimated infant mortality rate 20 years ago (1915) but is 20 points higher than the 1934 rate for New Zealand, the country which has achieved the greatest saving in infant life. Preliminary figures for 20 States for the first quarter of 1935 and 1936 show a stationary rate for that quarter in 1935 as compared with 1934, and a drop from 64 to 58 in the first quarter of 1936.

The maternal mortality rate of the United States, one of the highest among the countries of the world for which information is available, appears to have declined slightly on the basis of preliminary figures for the groups of States mentioned previously. For 24 States the rate was 55 deaths per 10,000 live births in 1934, and 53 in 1935. Rates for the first quarter of each year for 20 States were 60 in 1934, 61 in 1935, and 58 in 1936.

The comparatively low infant mortality and maternal mortality rates that occur in some States and counties indicate the extent to which the national rates would be lowered if conditions as favorable as those prevailing in these areas were general throughout the country. The greatly extended public provision for the protection of maternity and infancy under the social-security program has the reduction of maternal and infant mortality rates as one of its chief objectives.

Trends in general death rates, as shown by preliminary figures for the first quarter of 1936, indicate a markedly higher general death rate than in the first quarters of the years immediately preceding. Evidently factors affecting maternal and infant mortality, which declined, were somewhat more favorable than the net influence of factors affecting the general death rate.

**Trends in child labor and junior employment.**

Monthly statistics of employment certificates issued to 14- and 15-year-old children compiled by the Children's Bureau for a registration area for 1934 and 1935 of 12 States and 107 cities in 20 other States showed a definite tendency to return to child labor following the invalidation of the N. R. A. codes. During the last 7 months of 1935 about 50 percent more certificates were issued to 14- and 15-year-old children in this registration area than during the entire 12 months of 1934. Of the 10,000 children whose first occupations during the 7-month period of 1935 were reported, 10 percent entered employment in manufacturing and mechanical industries and another 10 percent entered mercantile work; 25 percent went into employment in outside messenger and delivery positions; 25 percent were per-

mitted to cut short their school work in order to help in their own homes; and 10 percent went into housework outside their own homes. Miscellaneous occupations accounted for the remainder.

For 3 States, the District of Columbia, and 76 cities in 20 other States, figures for the first 5 months of 1935 and the corresponding period in 1936 are available. These show 3,269 certificates issued to children under 16 in the period of 1935 when the National Industrial Recovery Act was in effect and 8,031 issued in the corresponding period of 1936, or an increase of 145 percent. Increase in employment for all age groups, of course, is a factor in this rise. The figures indicate a return to the tendency noted hitherto, for child labor to follow the trend in general employment.

Only nine States had regular sessions of their legislatures in 1936. Advances in legal protection afforded children were made in several States. Rhode Island adopted a 16-year minimum age for factory work and for all work during school hours, strengthened the school-attendance law, became the first State to adopt a 40-hour week for minors under 16, and adopted a maximum 9-hour day, 48-hour week for minors 16 and 17 years of age. Other advanced labor legislation affecting minors was also adopted in Rhode Island, and improved provisions relating to State labor administration and to hazardous occupations were adopted in Rhode Island and several other States.

The provisions of the Federal Walsh-Healey Act setting standards to which firms engaged in contract work for the Federal Government in excess of \$10,000 will have to conform make possible uniform protection of young persons employed by such firms. In the last year increased volume of private employment, emergency conservation work and the student-aid and junior-placement activities developed under the National Youth Administration afforded employment or constructive occupation to many thousands of young persons past the legal school-leaving age who would otherwise have been idle. The problems of those whose needs were not met in these ways constitute a challenge to further endeavor.

#### **Trends in juvenile delinquency and youthful crime.**

Juvenile-court statistics are compiled annually by the Children's Bureau for a large registration area. Figures for 64 courts serving areas with more than 4,500,000 children of juvenile-court age, which reported in both 1934 and 1935, showed a decrease in juvenile-delinquency cases in 1935 of 3 percent. The decrease occurred almost entirely in boys' cases. Reports for 18 courts for each year of the 9-year period, 1927 to 1935, showed a smaller number of cases in 1935 than in any previous year of the period. The decline from the peak year (1930 for boys and 1929 for girls) was 19 percent in boys' cases and 31 percent in girls' cases. It is impossible to state the extent to which the marked reduction in the amount of juvenile delinquency dealt with by courts represents a real improvement in juvenile conduct or changed administrative policies with greater utilization of other forms of social treatment.

On the basis of records of arrests for State and local offenses as evidenced by finger-print cards, the United States Department of Justice reports a change in the age most frequently reported from 19

years to 21 years. Shift to this higher age occurred in the last 6 months of 1935 and the first 6 months of 1936. Figures for earlier years, beginning with 1932, showed that 19-year-old offenders outnumbered those of any other age.<sup>1</sup>

The child-welfare provisions of the Social Security Act include prevention of juvenile delinquency in areas predominantly rural as one of their objectives. In the larger cities widespread public interest in the development of coordinated planning for the prevention and treatment of juvenile delinquency has been manifested during the last 2 or 3 years.

#### Child dependency.

Statistics of dependency cases dealt with by juvenile courts for 28 courts reporting since 1929 show that fewer cases were disposed of in 1935 than in any previous year—a resumption of a steady downward trend from 1930 which had been interrupted in 1934.

At the end of 1933, 242,929 dependent children were under care of social agencies in institutions or foster homes. The gathering of this information was a joint project of the Bureau of the Census and the Children's Bureau. As compared with figures obtained in previous special surveys, the most striking trends in care shown were the steadily increasing proportion of dependent children who are receiving care in foster homes and a decrease in institution population.

The downward trend in institutional care of dependent children manifested since 1932 in urban areas reporting social statistics to the Children's Bureau continued in 1935, but the decrease from 1934 was less marked than in preceding years. The number of children in foster homes increased steadily from 1929 through 1935. For a group of agencies reporting monthly for the 5 years, 1929 to 1933, the figures indicate that the number of children in foster homes had increased 17 percent and the number in institutions had decreased 10 percent. A small increase in day-nursery care occurred during both 1934 and 1935, a reversal of a marked downward trend from 1930 to 1933.

Relief statistics for 120 urban areas reporting this type of information to the Children's Bureau (see p. 132) showed a slight increase in mothers' aid (3.7 percent for 103 areas) and a somewhat larger average monthly grant per case in 1935 as compared with 1934.

From February 1 to June 30, 1936, the Social Security Board reports that approximately 147,097 children in 19 States were brought under the Federal-aid provisions of the Social Security Act for aid to needy dependent children in their own homes or with relatives. Extension of the benefits of the act during the coming year should constitute a far more complete demonstration of the possibilities of home care in reducing the need for child care in institutions or foster homes than has ever before been possible in the 25 years since the first mothers' aid law was enacted. Development of social services for children in rural areas under the child-welfare provisions of the Social Security Act, administered by the Children's Bureau, and improvements in State public-welfare administration made possible under new laws passed

<sup>1</sup> Uniform Crime Reports for the United States and Its Possessions, vol. 7, no. 2 (Second Quarterly Bulletin, 1936), pp. 81-83. Federal Bureau of Investigation, Department of Justice. Washington, 1936.

in a number of States, should also be a factor in conserving the possibilities of home care for children under suitable conditions. Undoubtedly, however, many cases of need will be discovered in areas hitherto unreached by child-welfare services, some of which will require removal of children from unfit homes and provision for them by child-caring agencies or institutions under public or private auspices.

**ADMINISTRATION OF MATERNAL AND CHILD-WELFARE SERVICES UNDER THE SOCIAL SECURITY ACT**

**Appropriations.**

The first appropriations under the Social Security Act were included in the Supplemental Appropriation Act for the fiscal year 1936, approved February 11, 1936, and were available for payments to States, on the basis of approved plans, for the 5-month period February 1 to June 30. It was provided that allotments should be made on the basis of five-twelfths of the annual sums authorized. The actual amounts appropriated were as follows:

Maternal and child-health services.....	\$1,580,000
Services for crippled children.....	1,187,000
Child-welfare services.....	625,000
Federal administration.....	150,000

**Plans approved.**

During the 5-month period ended June 30, 1936, the following plans were submitted and approved:

	<i>Submitted</i>	<i>Approved</i>
Maternal and child-health services.....	51	49
Services for crippled children.....	44	38
Child-welfare services.....	40	<sup>2</sup> 34

The two States submitting plans for maternal and child-health services which were not approved during the period were Illinois and Oregon. Both have had plans approved for 1937. Plans submitted for crippled children's and child-welfare services but not approved during the period were held up by legal or administrative difficulties, which in some States have been overcome since the beginning of the new fiscal year. It is probable that within the current year nearly all the States will be cooperating under all three types of services.

**Allotments and payments.**

Payments made to the States for the period ended June 30, 1936, totaled \$2,212,882.67, distributed as follows:

Maternal and child-health services.....	\$1,252,436.22
Fund A (matched by State or local funds)....	952,404.70
Fund B (matching not required).....	300,031.52
Services for crippled children (matched by State or local funds).....	732,492.33
Child-welfare services.....	227,954.12

Amounts available to each State and amounts paid on the basis of approved plans and estimates are shown in tables 1, 2, and 3.

<sup>2</sup> Plans for 2 other States were approved but were not put into operation during the period because of administrative difficulties.

TABLE 1.—Allotments and payments to States for maternal and child-health services under title V, part 1, Social Security Act, 5 months ended June 30, 1936

State <sup>1</sup>	Allotment				Payment <sup>2</sup>		
	Total	FUND A		FUND B	Total	Fund A	Fund B
		Available for payment of half the total expenditures (except from Fund B) under approved plans <sup>3</sup>		Allotted on basis of need for assistance in carrying out State plan after consideration of number of live births			
		Uniform allotment	Allotment on basis of ratio of live births in State to total live births				
1	2	3	4	5	6	7	8
Total.....	\$1,579,968.83	\$424,100.19	\$748,417.81	\$407,450.83	\$1,252,436.22	\$952,404.70	\$300,031.52
Alabama.....	45,100.87	8,315.69	21,816.45	14,968.73	45,100.68	30,132.04	14,968.64
Alaska.....	14,992.46	8,315.69	6,236.97	6,439.60	6,364.67	1,366.67	4,997.39
Arizona.....	20,924.85	8,315.69	2,917.79	9,691.37	18,261.58	9,001.58	9,260.00
Arkansas.....	30,768.94	8,315.69	12,889.90	9,563.35	30,768.94	21,205.69	9,563.35
California.....	39,689.32	8,315.69	26,919.16	4,454.47	39,689.32	35,234.85	4,454.47
Colorado.....	27,581.49	8,315.69	6,132.80	13,133.00	7,421.71	7,421.71	-----
Connecticut.....	20,139.85	8,315.69	7,632.92	4,191.24	20,139.85	15,948.61	4,191.24
Delaware.....	11,390.71	8,315.69	1,370.25	1,704.77	1,704.77	6,697.00	1,050.00
District of Columbia.....	14,574.40	8,315.69	3,483.00	2,775.80	14,522.80	11,747.00	2,775.80
Florida.....	26,324.17	8,315.69	9,179.43	8,820.05	26,324.17	17,495.12	8,820.05
Georgia.....	59,638.63	8,315.69	22,217.08	20,105.86	59,638.63	30,532.77	29,105.86
Hawaii.....	16,938.05	8,315.69	3,193.70	5,428.68	8,343.33	8,343.33	-----
Idaho.....	15,752.38	8,315.69	3,220.50	4,216.19	15,752.38	11,536.19	4,216.19
Illinois.....	48,880.43	8,315.69	37,872.91	2,691.83	(4)	(4)	(4)
Indiana.....	30,443.80	8,315.69	17,986.76	4,141.35	20,573.19	19,063.06	1,510.13
Iowa.....	34,967.99	8,315.69	14,590.00	12,062.30	26,224.43	14,162.13	12,062.30
Kansas.....	37,446.37	8,315.69	11,154.07	17,976.61	25,260.83	19,469.60	5,791.23
Kentucky.....	36,251.16	8,315.69	20,582.61	7,352.86	28,898.30	28,898.30	-----
Louisiana.....	31,485.26	8,315.69	14,775.54	8,394.13	31,485.36	22,091.23	8,394.13
Maine.....	19,782.24	8,315.69	5,415.03	6,051.52	19,496.95	13,445.43	6,051.52
Maryland.....	19,788.52	8,315.69	9,393.84	2,078.99	19,788.52	17,709.53	2,078.99
Massachusetts.....	30,246.56	8,315.69	21,930.87	2,078.99	28,444.22	28,444.22	-----
Michigan.....	39,230.74	8,315.69	28,836.06	2,078.99	37,965.54	35,916.55	2,078.99
Minnesota.....	24,093.83	8,315.69	15,778.14	-----	21,732.00	21,732.00	-----
Mississippi.....	51,000.44	8,315.69	16,445.40	26,239.55	51,000.44	24,761.09	26,239.55
Missouri.....	28,651.25	8,315.69	20,335.50	20,875.00	20,875.00	20,875.00	-----
Montana.....	15,892.07	8,315.69	3,418.40	4,157.88	15,358.09	11,794.09	3,604.00
Nebraska.....	24,559.62	8,315.69	8,619.03	7,624.90	9,400.00	5,541.67	3,858.33
Nevada.....	24,467.35	8,315.69	4,927.71	15,658.95	10,428.85	6,770.00	15,658.95
New Hampshire.....	18,919.58	8,315.69	2,703.73	7,900.16	11,875.67	6,513.00	5,662.67
New Jersey.....	29,523.26	8,315.69	18,739.92	2,467.65	13,566.67	13,566.67	-----
New Mexico.....	28,873.41	8,315.69	4,387.34	16,170.38	28,873.41	12,703.03	16,170.38
New York.....	82,904.16	8,315.69	63,776.06	10,812.41	78,579.19	72,091.75	6,487.44
North Carolina.....	50,121.32	8,315.69	27,385.76	14,419.87	50,121.32	35,701.45	14,419.87
North Dakota.....	18,927.89	8,315.69	4,998.93	5,613.27	9,724.27	4,111.00	5,613.27
Ohio.....	47,698.96	8,315.69	34,393.69	4,989.58	22,010.00	19,010.00	3,000.00
Oklahoma.....	25,869.79	8,315.69	16,252.65	1,301.45	18,176.45	16,875.00	1,301.45
Oregon.....	20,176.80	8,315.69	4,493.17	7,367.94	(4)	(4)	(4)
Pennsylvania.....	73,569.81	8,315.69	55,056.70	10,197.42	63,371.66	63,371.66	-----
Rhode Island.....	11,871.53	8,315.69	3,555.84	8,396.07	8,396.07	8,396.07	-----
South Carolina.....	38,493.57	8,315.69	15,209.15	14,968.73	34,128.66	23,885.03	10,243.63
South Dakota.....	16,833.50	8,315.69	4,526.15	3,991.66	16,833.50	12,841.84	3,991.66
Tennessee.....	35,448.49	8,315.69	18,001.88	9,130.92	35,448.49	29,317.57	6,130.92
Texas.....	70,333.82	8,315.69	40,004.00	21,954.13	42,001.66	38,765.06	3,236.60
Utah.....	17,646.91	8,315.69	4,341.64	4,989.58	10,610.50	7,610.50	3,000.00
Vermont.....	23,887.58	8,315.69	2,265.31	12,806.58	14,250.34	1,942.67	12,307.67
Virginia.....	34,627.84	8,315.69	17,995.69	8,315.96	34,627.84	20,811.38	8,315.96
Washington.....	23,794.12	8,315.69	7,744.59	7,733.84	23,794.12	10,060.28	7,733.84
West Virginia.....	27,763.84	8,315.69	14,250.18	5,197.47	27,763.84	22,565.87	5,197.47
Wisconsin.....	29,316.74	8,315.69	17,667.22	3,333.83	25,982.91	25,982.91	-----
Wyoming.....	12,862.97	8,315.69	1,568.50	2,978.78	9,183.78	6,205.00	2,978.78

<sup>1</sup> Including Alaska, the District of Columbia, and Hawaii.

<sup>2</sup> In 37 States the operation of the plan was to start Feb. 1 and payment was made on the basis of the full 5-month period. In Minnesota the plan was to start Feb. 16; in Alaska, Arizona, New Hampshire, Rhode Island, and Texas, Mar. 1; and in Colorado, Delaware, Indiana, North Dakota, Ohio, and Utah, Apr. 1.

<sup>3</sup> The amount of this fund allotted to each State with an approved plan remaining unpaid on June 30, 1936, is available for payment to such State until June 30, 1938.

<sup>4</sup> Plan not approved.

TABLE 2.—Allotments and payments to States for services for crippled children under title V, part 2, Social Security Act, 5 months ended June 30, 1936

State <sup>1</sup>	Allotment available for payment of half the total expenditure under approved State plans <sup>2</sup>				Payment <sup>3</sup>
	Total	Uniform allotment	Allotted on basis of number of crippled children in need of care and cost of service—		
			According to ratio of number of persons under 21 years of age in State to total under 21	According to higher-than-average number of crippled children and cost of service, and State funds available	
1	2	3	4	5	6
Total.....	\$1,187,000.00	\$424,827.45	\$595,506.00	\$166,666.55	\$732,492.33
Alabama.....	23,778.14	8,329.95	15,448.19		17,946.21
Alaska.....	8,606.14	8,329.95	276.19		1,250.00
Arizona.....	10,608.86	8,329.95	2,278.91		10,608.00
Arkansas.....	18,878.95	8,329.95	10,549.00		(5)
California.....	29,908.35	8,329.95	21,578.40		13,758.00
Colorado.....	13,237.15	8,329.95	4,907.20		9,500.00
Connecticut.....	15,723.11	8,329.95	7,393.16		(5)
Delaware.....	9,396.31	8,329.95	1,066.36		(5)
District of Columbia.....	10,060.69	8,329.95	1,730.74		5,586.68
Florida.....	15,495.67	8,329.95	7,165.72		15,495.00
Georgia.....	25,112.37	8,329.95	16,782.42		(5)
Hawaii.....	10,419.32	8,329.95	2,089.37		(5)
Idaho.....	10,689.85	8,329.95	2,359.90		8,000.00
Illinois.....	41,525.89	8,329.95	33,195.94		(5)
Indiana.....	23,035.84	8,329.95	14,705.89		(5)
Iowa.....	19,814.03	8,329.95	11,484.08		(5)
Kansas.....	17,266.38	8,329.95	8,936.43		9,726.64
Kentucky.....	27,520.10	8,329.95	14,190.15	5,000.00	26,520.10
Louisiana.....	19,837.01	8,329.95	11,507.06		(5)
Maine.....	12,057.36	8,329.95	3,693.46	33.95	12,057.36
Maryland.....	15,883.53	8,329.95	7,553.58		(5)
Massachusetts.....	26,935.75	8,329.95	18,605.80		21,233.00
Michigan.....	37,000.00	8,329.95	22,650.30	6,019.75	37,000.00
Minnesota.....	20,542.01	8,329.95	12,212.06		14,379.00
Mississippi.....	19,974.29	8,329.95	11,644.34		2,487.08
Missouri.....	24,598.00	8,329.95	16,184.55	83.50	24,598.00
Montana.....	10,936.63	8,329.95	2,606.68		7,900.00
Nebraska.....	25,000.00	8,329.95	6,731.27	9,938.78	25,000.00
Nevada.....	8,690.18	8,329.95	360.23		(5)
New Hampshire.....	10,368.19	8,329.95	2,038.24		1,500.00
New Jersey.....	44,803.00	8,329.95	18,202.24	18,270.81	37,494.88
New Mexico.....	10,786.25	8,329.95	2,456.30		7,500.00
New York.....	64,537.00	8,329.95	52,911.13	3,295.92	61,213.00
North Carolina.....	32,709.00	8,329.95	19,379.78	4,999.27	32,086.00
North Dakota.....	12,170.59	8,329.95	3,840.64		(5)
Ohio.....	44,650.00	8,329.95	29,929.20	6,390.75	44,650.00
Oklahoma.....	21,529.23	8,329.95	13,199.28		21,508.33
Oregon.....	12,286.62	8,329.95	3,956.67		(5)
Pennsylvania.....	55,639.03	8,329.95	47,309.08		55,639.00
Rhode Island.....	11,499.70	8,329.95	3,169.75		3,000.00
South Carolina.....	19,273.29	8,329.95	10,943.34		8,300.00
South Dakota.....	12,010.74	8,329.95	3,654.69	26.10	12,010.74
Tennessee.....	25,593.00	8,329.95	14,264.63	2,998.42	25,593.00
Texas.....	49,999.92	8,329.95	30,993.30	10,676.67	49,999.92
Utah.....	11,226.52	8,329.95	2,896.57		7,500.00
Vermont.....	9,986.63	8,329.95	1,656.68		6,665.00
Virginia.....	21,672.65	8,329.95	13,342.70		21,672.57
Washington.....	14,915.00	8,329.95	6,585.05		14,915.00
West Virginia.....	26,268.27	8,329.95	9,858.23	8,080.09	26,268.27
Wisconsin.....	22,258.63	8,329.95	13,928.68		22,258.63
Wyoming.....	9,772.92	8,329.95	1,102.34	340.63	9,772.92

<sup>1</sup> Including Alaska, District of Columbia, and Hawaii.

<sup>2</sup> The amount of funds allotted to each State with an approved plan remaining unpaid on June 30, 1936, is available for payment to such State until June 30, 1938.

<sup>3</sup> In 25 States the operation of the plan was to start Feb. 1 and payment was made on the basis of the full 5-month period. In 11 States with approved plans the dates of beginning operation were as follows: Mar. 1, Idaho, Kansas, Texas; Mar. 16, Minnesota; Apr. 1, District of Columbia, Massachusetts, Mississippi, New Hampshire, New Mexico, Ohio, Pennsylvania, and Utah; May 16, Colorado.

<sup>4</sup> Includes \$90,511.91 unallotted to States. Certain States did not make requests for allotments from this fund because matching funds were not available or because the period was short for launching new programs. The balance in this fund was not available for allotment after June 30, 1936.

<sup>5</sup> Plan not approved.

TABLE 3.—Allotments and payments to States for child-welfare services under title V, part 3, Social Security Act, 5 months ended June 30, 1936

State <sup>1</sup>	Allotment <sup>2</sup>			Payment	Date on which approved plan was to be into operation
	Total	Uniform allotment	Allotted on basis of ratio of rural population in State to total rural population		
1	2	3	4	5	6
Total.....	\$408,819.31	\$141,666.78	\$267,152.53	\$227,954.12	-----
Alabama.....	18,684.34	4,166.67	14,517.67	18,684.34	Feb. 1.
Arizona.....	6,347.53	4,166.67	2,180.86	6,300.00	Feb. 1.
California.....	15,743.21	4,166.67	11,576.54	1,883.00	June 10.
Delaware.....	5,046.24	4,166.67	879.57	1,790.00	May 1.
District of Columbia.....	4,166.67	4,166.67	-----	1,666.30	May 1.
Florida.....	9,574.10	4,166.67	5,407.43	6,255.07	Mar. 23.
Idaho.....	6,575.05	4,166.67	2,408.38	4,348.61	Mar. 20.
Kansas.....	12,953.44	4,166.67	8,786.77	12,953.40	Feb. 1.
Louisiana.....	13,845.70	4,166.67	9,679.03	4,153.71	May 16.
Maine.....	7,799.31	4,166.67	3,632.64	1,881.63	Apr. 20.
Maryland.....	9,178.89	4,166.67	5,012.22	7,336.00	Mar. 1.
Massachusetts.....	7,353.67	4,166.67	3,192.00	3,250.00	Apr. 16.
Michigan.....	15,923.31	4,166.67	11,756.64	10,102.50	Apr. 1.
Minnesota.....	14,137.86	4,166.67	9,971.19	11,300.00	Mar. 1.
Missouri.....	17,678.87	4,166.67	13,512.20	9,225.00	Apr. 1.
Montana.....	6,888.34	4,166.67	2,721.67	2,062.50	May 16.
Nebraska.....	10,974.15	4,166.67	6,807.48	8,572.84	Mar. 4.
Nevada.....	4,598.64	4,166.67	431.97	842.57	June 8.
New Hampshire.....	5,633.83	4,166.67	1,467.16	4,971.68	Mar. 1.
New Jersey.....	9,525.68	4,166.67	5,359.01	1,896.67	June 1.
New Mexico.....	6,582.50	4,166.67	2,415.83	6,582.00	Feb. 1.
North Carolina.....	22,183.69	4,166.67	18,017.02	12,126.89	Apr. 9.
Ohio.....	20,496.02	4,166.67	16,329.35	6,983.00	May 1.
Oklahoma.....	16,183.66	4,166.67	12,016.99	2,260.20	May 25.
Oregon.....	7,708.65	4,166.67	3,541.98	964.44	June 11.
Pennsylvania.....	27,812.30	4,166.67	23,645.63	5,440.00	May 1.
South Dakota.....	8,455.94	4,166.67	4,289.27	5,940.00	Apr. 1.
Texas.....	30,385.63	4,166.67	26,221.96	27,249.74	Feb. 15.
Utah.....	6,010.66	4,166.67	1,843.99	3,450.00	Apr. 1.
Vermont.....	6,005.02	4,166.67	1,838.35	3,372.46	Mar. 9.
Virginia.....	16,656.56	4,166.67	12,489.89	8,330.00	Mar. 1.
Washington.....	9,348.34	4,166.67	5,181.67	9,300.00	Feb. 1.
West Virginia.....	13,613.97	4,166.67	9,447.30	11,079.00	Mar. 10.
Wisconsin.....	14,739.54	4,166.67	10,572.87	5,600.57	May 4.

<sup>1</sup> Including District of Columbia.

<sup>2</sup> The amount of funds allotted to each State with an approved plan remaining unpaid on June 30, 1936, is available for payment to such State until June 30, 1933.

### Development of State services.

During the brief period in the fiscal year 1936 in which State plans were in operation, chief emphasis necessarily was placed by the State agencies on the development of their organizations and the selection and appointment of personnel to carry on the new activities. Certain definite services, however, directly affecting mothers and children were rendered.

*Maternal and child-health services.*—Marked progress has been made in the establishment of divisions of maternal and child health in the State health departments and the appointment of qualified physicians to the staffs of these divisions. In June 1934 only 31 States had divisions of maternal and child health and in only 22 of these were the directors on a full-time basis. All the plans submitted by the 51 States and Territories have provided for the establishment of bureaus or divisions of maternal and child health as major divisions of the State department of health. All stated that physicians would be appointed as directors, and by June 30 such

directors had been appointed in all the States but four. Most of the new appointees are pediatricians or obstetricians, and a number have had training in public-health administration. Included on the State staff in many States are pediatricians or obstetricians, on a full-time, part-time, or per-diem basis, to conduct institutes and post-graduate courses for physicians in active practice.

Local plans for maternal and child-health services are being made by local health units with the assistance and cooperation of local physicians, and are being carried out under medical direction.

Public health nursing service in the States and in local units of government is being greatly strengthened by aid through the Children's Bureau, for the maternal and child-health program, and the United States Public Health Service, for general public-health work. The aim is to develop a workable plan of administration whereby all State public health nursing service will function under qualified public health nurse direction as an integral part of the health program, and will be extended eventually to cover the entire State. The States are endeavoring to secure personnel meeting the standards approved by the Conference of State and Territorial Health Officers in June 1935. Most of the States are granting to qualified registered nurses stipends for further study in recognized public health nursing courses and maternity-center institutes.

The State plans vary in content and provision for administration, and this variation has been welcomed by the Children's Bureau, because of differences in health needs, existing health facilities, and possibilities for service.

Among the special features included in the plans are nutrition programs, dental-hygiene programs, professional education, demonstration services, and cooperation with medical, health, nursing, and welfare groups.

Nutrition programs are provided for specifically in 12 States (9 with full-time nutritionists on the State staff), to be conducted by workers who assist in the training of those who will come in direct contact with mothers and children, give consultation service to other workers on nutrition problems, conduct classes for mothers, help to plan and conduct demonstrations, and assist in the preparation of publications and exhibits.

Many State plans provide for the employment of dentists and dental hygienists. Frequently full-time dentists act as coordinators of dental education in the State and assist county dental societies in the development of dental clinics for educational and corrective services, the work being planned in consultation with State dental associations.

Of the 30 States which included postgraduate education in their plans, 15 had programs actually in progress by June 30. Under these programs lecture courses by recognized obstetricians and pediatricians for physicians in active practice are arranged in cooperation with State and local medical societies. Several States include on their staffs health educators who will cooperate with State departments of public instruction in outlining content and curriculum of school health activities, conducting health institutes for teachers in normal schools, and correlating school health teaching with State and local health activities.

It is required by the act that the State plan must provide for the development of demonstration services in needy areas and among

groups in special need. These demonstrations, as outlined in the State plans, cover a wide range of activities, such as maternal-health education; prenatal, delivery, and postpartum nursing care; special nutrition or dental programs; and child-health projects with special groups of children or groups in special need.

Under the act cooperation with medical, health, nursing, and welfare groups must be shown. All the plans provide for State advisory committees to assist in the development of policies and standards, and many provide for local committees. Participation of lay groups as well as professional groups in such activities is provided for in many States. The opportunity thus offered for bringing into close relationship the professional organizations and the various branches of State and local health service, as well as representatives of the general public, should be of great assistance in the development of high standards of public service, supported by informed public opinion.

In one State, for example, a cordial spirit of cooperation has been shown by the State and district medical groups and the State dental society, which is greatly interested in the dental demonstration unit. The State pediatric society has expressed its approval of the maternal and child-health plan, and the obstetricians of the State have shown a desire to participate. With the assurance of this cooperation the next demonstration undertaken will probably be in the field of obstetrics. In planning postgraduate courses in obstetrics and pediatrics for local physicians 700 letters were sent to physicians asking if they cared to participate in the educational programs. Approximately 95 percent replied in the affirmative.

*Services for crippled children.*—One of the major problems confronting the States and the Children's Bureau during the initial stage of operation of the act was to determine which official State agency was empowered by State law and the Social Security Act to cooperate with the Children's Bureau. In some States authorization for cooperation and designation of a State agency was included in enabling legislation for social security adopted at special legislative sessions. The Federal act did not define the State agency but required that it be a single State agency able to exercise administrative or supervisory powers under the plan developed by the State and approved by the Children's Bureau. In many States more than one agency has discharged public functions connected with service to crippled children. It was necessary in such cases, in the absence of specific legislation, to determine, for example, whether general supervisory authority over children cared for in a State hospital, or in a private hospital receiving public funds, could be exercised by another agency of the State. Under such circumstances, conferences and discussion leading to agreement, sometimes drawn up in legal fashion, among the several State agencies were necessary.

In the 38 States with approved plans for services for crippled children for the period ended June 30, 1936, the State agency cooperating with the Children's Bureau was as follows:

Department of Health.....	15
Department of Public Welfare (or Child Welfare).....	10
Educational authority (Department of Education, Vocational Education, or State University).....	5
Crippled Children's Commission.....	8

In a number of States no public agency had been providing services for crippled children before the plans for cooperation under the Social Security Act were developed. In others only one type of service, such as hospitalization, was provided. The State plans which have been presented have shown development of services as required by the act, including case finding, diagnosis, hospitalization, convalescent care, and follow-up care, and extension of services to rural areas or to areas showing special need. Although the plans have been in operation a relatively short time, very real progress in extension of services has been achieved, and increased numbers of children have been brought under treatment.

Although surveys of crippled children had not been made in all States, in most of them sufficient data had been accumulated as a result of public and private efforts to give some basis for plans for diagnostic services, especially their extension to remote or neglected communities, and hospitalization. State and local hospitals, public and private, are being utilized, on a per diem basis in the case of private hospitals, and practically always on this basis in the case of public hospitals. To lower transportation costs and keep children as near their homes as possible, many States plan to use all hospitals which are equipped to give orthopedic care. Where programs are well established and hospital waiting lists are small, some of the plans provide for study of methods of case finding and of the results of treatment.

Although most of the plans, unlike those for the other two services for which the Children's Bureau is responsible, provide for centralized State administration, close cooperation between the official agency and local health and welfare units is necessary. These cooperative arrangements include, for example, reports of injuries and malformations of the newborn, use of laboratory facilities during epidemics, and services of public-health nurses in local units to assist with case finding, diagnostic clinics, and follow-up care. Special provisions have been made for training nurses in the problems and care of crippled children, either through instruction courses given within the State or by attendance at training centers established elsewhere. This plan for training is entirely new for most of the States.

Social workers have been included on the staffs of many official agencies. These workers will secure the cooperation of State and local child-welfare agencies in order that physical restoration may be well coordinated with social planning and adjustment.

A general State advisory committee representing medical, health, welfare, nursing, and educational groups is included in the majority of plans. Technical committees representing the medical profession in most of the States serve in an advisory capacity to the official agency.

A distinctive feature of the plans which have been approved is shown in the coordination of the work of public and private agencies providing services for crippled children. The contributions of the private groups in funds, transportation, and personal interest have enabled State agencies to extend the facilities for hospitalization and other essential services beyond what would be possible otherwise.

It is essential that both Federal and State programs be sufficiently flexible to permit prompt mobilization of resources in the event of

epidemics leading to crippling, notably anterior poliomyelitis. Although in the past much has been done in epidemiological research and study of causes of the disease, comparatively little attention has been given in most States by official agencies to the provision of adequate medical, nursing, physiotherapeutic, and social care of patients at a time when the after effects of the disease can be minimized. Since the close of the fiscal year plans for four States—Alabama, Mississippi, Tennessee, and Virginia—were modified with a view to making possible the maximum contribution under epidemic conditions.

*Child-welfare services.*—In the development of the child-welfare service program one of the first tasks was to determine the agency with which it would be possible for the Children's Bureau to cooperate, an agency which under the act must be a State public-welfare organization. In some States the only such organization was the relief administration, and as direct Federal relief was terminated this agency became the nucleus for the further development of a State public-welfare unit. Some States in special legislative sessions passed the laws necessary to enable them to cooperate with the Federal Government in the administration of the social-security program. In other States the governor by executive order, pending legislative action, authorized cooperation between the State relief authority and the Federal Government for the purpose of carrying out the provisions of the Social Security Act.

On June 30, 1936, there were, broadly speaking, four types of State agencies with which the Children's Bureau was cooperating in the administration of child-welfare services in the 34 States (including the District of Columbia) with approved plans under which grants had been made. These were as follows: (1) State department or State board of public welfare in which there had been no recent changes of function; (2) State department of public welfare or a State welfare board reorganized to include relief functions; (3) newly organized State welfare department having relief functions; and (4) existing relief administrations given social-security functions either by executive order or by special legislation.

In the development of plans, differences in conditions in the various States were taken into consideration in order that the funds available might be used within the broad limitations of the law for those purposes which would contribute most to the development of the child-welfare programs in the individual States. Although every plan provided for the extension and strengthening of State services for the encouragement and assistance of community child-welfare organization and the development of additional local facilities, there were marked differences within this general framework due to the differences in existing child-welfare programs. The outstanding features of the plans presented for consideration may be summarized as follows:

1. Extending and strengthening existing field services by State departments in order that local units might be encouraged to provide more adequate social resources for the care and treatment of children.
2. Organizing county or district units which might include a demonstration of intensive case work with children.
3. Making provision for in-service training of staff through the utilization of methods best suited to the needs in a particular State; and encouraging selected staff members who have had at least a beginning in basic training in social work to secure additional professional training.

4. Coordination of child-welfare services with other phases of public-welfare services for which county welfare departments are responsible.

5. Stimulating interpretation of the need for child-welfare services through enlisting the interest of public officials, lay groups, individuals, and representatives of other social agencies in securing more adequate resources for the care of children. This activity has included plans for county and regional conferences designed to stimulate interest in community participation in a child-welfare program.

6. Planning for special consideration of the needs of Negro children either by adding a Negro worker to the staff of the State department or of a demonstration unit or by including in the plan provision for adding such service as a later step.

7. Utilization of State and local advisory committees which include both professional and lay persons in their membership.

In the development of plans special emphasis has been placed upon need for (a) a local unit of welfare administration and (b) unified service within that unit in order that services for children may not be too widely separated from other phases of public-welfare service. The importance of coordinating child-welfare services with maternal and child-health services and crippled children's services has also been recognized. In one State, for example, in which the State department of health has set up a child-health demonstration in a rural county, the State welfare department has assigned to the same county a children's case worker whose salary is paid out of child welfare service funds. It is planned to extend this type of specific cooperation.

In the 5 months since the Children's Bureau began making payments to States for child-welfare services, various problems have emerged. One of these has to do with securing properly qualified personnel. It seems obvious that there is little point in investing money for services to children unless that money is used to purchase a type of service which is sufficiently skillful to produce constructive results. There is considerable feeling in some of the States against the importation of out-of-State persons, and at the same time there is lack of a sufficient number of local people who are qualified. For this reason many of the plans presented have included provision for further training of workers already on the job and for encouraging workers to secure additional professional training. Through the use of advisory committees for both State and local programs it is hoped that there will come an increasing appreciation of the importance of entrusting a child-welfare program only to persons who have the kind of training and experience which warrants their participation in a program shaping the lives of children who are unable to speak for themselves.

#### **Federal administration.**

*Appropriations.*—The Social Security Act authorized an appropriation to the Children's Bureau of \$425,000 for the first year for the administration of the three programs and necessary research connected with them, or 5.2 percent of the total authorized for the Federal grants to the States that are to be administered by the Children's Bureau. The appropriation to the Children's Bureau for the last 5 months of the year ended June 30, 1936, was \$150,000. It was understood that part of the appropriation could be used to cover administrative expenses incurred by the Bureau prior to the passage

of the appropriation bill (Feb. 11, 1936) in performance of duties imposed by the Social Security Act.<sup>3</sup>

*Staff.*—Immediately after the passage of the Social Security Act the Children's Bureau began to make the preparations necessary for administering grants to the States when the funds should become available and sent certain members of the staff into the field to carry on initial work with the States. Directors of the three administrative divisions were appointed as soon as possible so that careful thought and planning could be given to the development of initial policies under the act. A public health nursing unit, headed by a public-health nurse, was established to serve the Maternal and Child-Health Division and the Crippled Children's Division, and social workers on the staff of the Child-Welfare Division serve the Crippled Children's Division also with respect to social problems. A State Audits Unit under an accountant was set up as a part of the Administrative Division to review budgets submitted as part of State plans and to audit accounts and reports of expenditures from Federal and State funds brought under the Federal-aid programs. The Children's Bureau has had the services of the office of the Solicitor of the Department in all legal matters, including the legal review of plans.

Under the three divisions a small staff of regional consultants is available to give consultation service and assistance to State agencies in the development and carrying out of plans, so that every region is served by a medical officer, a public-health nurse, a social worker, and a field auditor. These consultants serve all the divisions to which their services relate. A regional office has been established in San Francisco; one or two more are planned.<sup>4</sup> Other regions will be served from the Washington office.

In addition to the Division directors and regional consultants, the Bureau staff includes consultants in special fields of basic importance in the program. The Maternal and Child-Health Division has on its staff—in addition to the director, who is a pediatrician—an obstetrician and a nutritionist. The director of the Crippled Children's Division is a pediatrician, and the Division staff includes an orthopedic surgeon (part-time) and a medical social worker. Each division makes use also of the information and advice of the research divisions of the Bureau, including especially the Division of Research in Child Development, the Social Service Division, and the Delinquency Division.

*Cooperation with other Federal agencies.*—In administering the maternal and child-welfare programs under the Social Security Act, the Children's Bureau has proceeded at each step in consultation with other Federal agencies responsible for related programs. The plans for maternal and child-health services and for services for crippled children have been made in the light of the plans of the United States Public Health Service for assisting the States in establishing and maintaining general public-health services, and frequent conferences between members of the staffs, joint committee work, and joint field

<sup>3</sup> The Appropriation Act approved May 15, 1936, for the fiscal year 1937, provided \$299,000 for the administrative expenses of the Children's Bureau in performing the duties imposed upon it by the Social Security Act. This amount will not allow for any research activities.

<sup>4</sup> A New Orleans office was established in September 1936.

visits on occasion promote the correlation of the two programs. Soon after the Public Health Nursing Unit was established the Interdepartmental Committee for the Coordination of Health and Welfare Activities of the Federal Government formulated objectives and principles of public health nursing administration, which formed the basis for field consultation service from the Federal agencies to State departments of health.

The Crippled Children's Division has been in frequent consultation with the Vocational Rehabilitation Service of the Office of Education in the United States Department of the Interior, which administers the Federal grants to the States for the vocational rehabilitation of the physically disabled. The Child Welfare Division has continuously exchanged information with the Bureau of Public Assistance of the Social Security Board, which administers grants to States for aid to dependent children, and with the social-service staff of the Works Progress Administration. All these divisions have been in close contact with the Bureau of Indian Affairs and have endeavored to promote the extension of the benefits of the maternal and child-welfare program to Indian children whenever possible.

*Advisory committees.*—In the fall of 1935 the Secretary of Labor appointed a general advisory committee of 25 members representing both lay and professional groups interested in maternal and child welfare, with Dr. Kenneth D. Blackfan, of Harvard University Medical School as chairman. Three special advisory committees, consisting of persons representing the various professions concerned in the maternal and child-welfare services, were also appointed, with the following as chairmen: Maternal and child health, Dr. Henry F. Helmholtz, in charge of pediatric department, Mayo Clinic, Rochester, Minn.; crippled children, Dr. Albert H. Freiberg, professor of orthopedic surgery, University of Cincinnati; community child-welfare services, H. Ida Curry, New York State Charities Aid Association. Members of the American Committee on Maternal Welfare have served as a special advisory subcommittee under the chairmanship of Dr. Fred L. Adair, professor of obstetrics and gynecology, University of Chicago. A special advisory committee on training and personnel has been appointed by the Secretary of Labor, and the same persons serve also as an advisory committee to the Social Security Board on the same subject. Other special committees will be set up as need is indicated. Helpful cooperation has been given by a number of national voluntary organizations.

Meetings of the general committee and three special committees were held December 16 and 17, 1935, at which general policies were discussed and recommendations adopted. The maternal and child-health committee and the community child-welfare committee also had meetings in June at the time of the conferences of State directors mentioned later. The special subcommittee on maternal welfare met in March 1936.

*Conferences.*—On April 15, 1936, the Children's Bureau had a conference on State plans under the Social Security Act with State and Territorial health officers assembled in Washington for the Surgeon General's annual conference. On April 16 the health officers participated in informal conferences with the Directors of the Maternal and

Child-Health and Crippled Children's Divisions, medical field consultants, and the Director of the State Audits Unit.

A conference was held at the Children's Bureau June 6 and 7, 1936, with directors of divisions of maternal and child health in State health departments. Of the 51 jurisdictions with which cooperation is authorized under the act, 48 sent representatives, of whom 44 were directors of divisions. Three State health officers were in attendance.

A meeting of the advisory committee on services to crippled children will be held early in the fiscal year 1937,<sup>5</sup> and regional conferences of State directors and other staff are planned.

Administrators of State child-welfare services were called into conference on June 1 and 2, and the meeting was attended by members of the advisory committee on community child-welfare services which had been in session preceding the conference. Forty-three States, the District of Columbia, and Hawaii were represented.

### RESEARCH AND ADVISORY WORK

#### Division of Research in Child Development.

*Studies continued or completed during the year.*—These included the following:

1. A series of studies in cooperation with the pediatric and obstetric departments of the Yale University School of Medicine, including during the last year studies (a) to determine by means of the X-ray the effect on the shape of the infant's head of molding during the birth process and to study by measurements from X-ray films the growth of the head in the neonatal period and (b) to evaluate methods of care of prematurely born infants.

2. A study of the physical fitness of school children, made in New Haven in 1934 and 1935, the purpose of which is to compare and evaluate the various methods of estimating the physical fitness and nutritional condition of children. Approximately 1,000 children who were 6 years old were weighed and given complete physical examinations and certain anthropometric measurements. These examinations were repeated 1 year later. In addition, data were obtained in regard to illnesses and social and economic conditions in the homes. The field work has been completed, and the data are now being analyzed.

3. Study of maternal care in Hartford, Conn., made in 1933-34, to determine the type of care received by women at childbirth in a city with good facilities for care, the incidence of abnormalities encountered in an unselected series of cases, and the relationship between the abnormalities found and the type of care given. Analysis of the material collected has been carried on during the year.

4. A study of infant mortality in Memphis, Tenn., made in the spring of 1935. A preliminary report, submitted to the mayor and health authorities in October 1935, showed that neither the preventive health services nor the services for the care of the sick had been expanded sufficiently to care for the increasing needs which had developed during the past 5 years. These needs were attributable in part to the incorporation within the city of Memphis of populous territory with high infant death rates and few resources for preventive

<sup>5</sup> This meeting was held Oct. 9 and 10, 1936.

work and in part to the effects of the economic depression. Significant improvements in public-health facilities in Memphis were made as a result of the study.

5. Rickets studies to determine the relative value of certain anti-rachitic substances in prevention of rickets, carried on in Detroit for the past 3 years, completed in June 1936. The study was made by the Food and Drug Administration and the Children's Bureau with the assistance of the Bureau of Chemistry and Soils and the cooperation of the Detroit Health and Welfare Department, the Children's Hospital of Michigan, the Children's Fund of Michigan, and a number of hospitals that permitted access to their records of newborn infants. A total of 567 infants were studied. Important conclusions concerning the relative efficacy of cod-liver oil of given potency, viosterol, and vitamin-D evaporated milk, and the dosage units, were drawn from this study.

6. Study of Indian children, covering the physical status of 219 Pueblo Indian children, the report of which was completed during the year. The study indicated that poor nutrition and definite evidences of infection with tuberculosis were present in about one-third of the children.

7. Study of department of prevention of disease of the Children's Hospital, Philadelphia, the first department of its kind to be established.

*New studies undertaken.*—These included:

1. A stillbirth study undertaken with the Statistical Division of the Children's Bureau in cooperation with the subcommittee on stillbirths of the American Public Health Association. The object of the study is to obtain statistical information regarding fetal and maternal conditions associated with fetal mortality in hospitals, to make possible the development of a classification of causes of stillbirth (fetal and maternal), and to further the development of a special certificate for registration of stillbirths which will serve as a base for comparable statistics for the various States. Hospitals with large obstetric services have been visited by members of the Children's Bureau staff, and the cooperation of 216 such hospitals located in 49 cities in 26 States and the District of Columbia has been obtained. About 1,500 of the 5,000 schedules required for the study had been received at the close of the fiscal year. Preliminary analysis of the schedules is under way.

2. District of Columbia neonatal study, covering all neonatal deaths (those of infants under 1 month of age) that took place in the District of Columbia during the calendar year 1935. The District of Columbia has a high neonatal death rate. The study is being made in cooperation with the Department of Health, the committee on maternal care of the medical society, and the hospitals of the District.

3. Study of premature infants, in cooperation with the obstetric and pediatric departments of the Johns Hopkins Hospital, covering all premature infants born in the hospital during the period of the study. A follow-up clinic for all these prematurely born infants has been developed. Through the study it is hoped (a) to determine the value of various types of treatment of prematurely born infants, particularly those of low birth weight, since among this group the

mortality is especially high; (b) to work out various problems in relation to growth in the fetal and neonatal period; and (c) to obtain data needed as a basis for attempts to lower the mortality and morbidity from premature birth.

4. Oklahoma child health and welfare demonstration, plans for which were developed with the assistance of an interdepartmental committee set up at the instance of the Commissioner of Indian Affairs. The demonstration has been developed in cooperation with the State health department as part of the State plan under title V, part 1, of the Social Security Act.

*Advisory committees.*—Two meetings of the obstetric advisory committee were held during the year to consider the schedule for the stillbirth study and the manuscript for a new popular folder, *The Expectant Mother*. The pediatric advisory committee met once to consider revision of *Infant Care*.

#### Industrial Division.

*Child labor in the post-N. R. A. period.*—During the year the attention of the Industrial Division has been focused chiefly on the effect of the withdrawal of N. R. A. codes on juvenile employment.

Although the labor provisions of the N. R. A. codes have tended to raise State child-labor standards, these standards in general are still far below those set in the codes. In almost all the States children 14 years of age, and in a few States some children under 14, may be employed in industrial and commercial undertakings. The Division is now studying the extent and types of child labor being used in six or eight representative industrial States since the invalidation of the codes.

Two studies in the field of industrial home work in which the Division has been engaged during the past year have served to supplement its previous surveys and emphasize their conclusions. The report of the earlier survey, made in 1934 at the request of the N. R. A., was completed and sent to the printer. This study covered home workers in industries operating under codes which did not prohibit the continuance of the system, though in a few codes some attempts at regulation were included. Conditions under which home work was carried on were studied, and it was found that the higher standards applicable to workers in factories as a result of the N. R. A. codes had not appreciably affected standards for home workers.

In the summer of 1935, immediately following the suspension of the N. R. A. codes, the division began a study of the manner in which manufacturers and home workers in representative industries had made adjustment to the N. R. A. code prohibitions, the extent to which the prohibitions were effective, the changes in the home-work process that had occurred as a result of the shift of the manufacturing process from the home to the factory, and other items. The information collected in this survey is now being tabulated.

*Children in industrialized agriculture.*—The N. R. A. applied only to industry and trade; children in industrialized agricultural work, such as the growing of sugar beets and the harvesting of garden truck and small fruits, were not included in its program. Regulations under the Agricultural Adjustment Administration covered labor standards in only one industry, the cultivation of sugar beets, under authority of an amendment to the Agricultural Adjustment

Act. The A. A. A. production-control contracts provided that no child under 14 years of age should be employed in the production of sugar beets and that children between 14 and 16 years should not be permitted to work longer than 8 hours a day. However, growers' children working on their parents' farms were exempted from these provisions. After consultation with the sugar section and the labor-relations section of the A. A. A., the Industrial Division of the Children's Bureau in the fall of 1935 began a survey of conditions affecting child welfare in the production of sugar beets in six representative States. The States covered by the study were Colorado, Nebraska, Wyoming, and Montana in the western sugar-beet area, and Michigan and Minnesota in the eastern beet area. The effect of economic pressure in bringing about child labor is particularly apparent in this study since preliminary figures show that for the families reporting for the 1935 season in the areas studied the median annual earnings for hand labor in the production of sugar beets were \$333.

While the tabulations are not yet complete, such figures as are available give some measure of the achievement of the A. A. A. program with respect to child labor. They indicate the eventual possibility, given some system of legal control, of eliminating the employment at least of children under 14, and of regulating the hours and conditions of work of older children. In 1934, before the A. A. A. contracts included child-labor provisions, more than one out of every four children between 6 and 12 years of age in families doing beet work were reported to have been employed at beet labor. In 1935, the first year in which the child-labor provision was effective, only 1 child in every 11 of these ages was reported to have been a beet worker. For the 12- and 13-year-olds, the group just below the minimum age limit of 14 years, the reduction in child labor was significant but less marked; from five-sixths of this age group (84 percent) reported as beet workers in 1934, the proportion dropped to one-half (51 percent) in 1935.

The child-labor provisions of the 1935 sugar-beet contracts represented only an initial experiment in control of agricultural child labor, which was cut short by the decision of the Supreme Court invalidating the regulatory provisions of the Agricultural Adjustment Act. Certain administrative developments, such as provision for age certificates for all children permitted to work, and further cooperation among the growers, sugar companies, parents, and school authorities would have been necessary to make the program fully effective. Given these, a permanent and far-reaching advance in the control of child labor in this industry might have been accomplished.

*Plant training programs supported by Federal funds.*—The report of a study of training programs conducted under public-school auspices in industrial plants for which grants-in-aid authorized by the Federal vocational-education acts were received or requested was completed during the year under review. This survey, undertaken in 1935 in cooperation with the Office of Education, covered 13 vocational-training programs operated in private manufacturing establishments in four States—Mississippi, Pennsylvania, Tennessee, and Virginia—about which some complaint had been received indi-

cating that the labor practices in connection with the programs were not in conformity with approved standards for vocational schools.

In view of the findings of the survey, the Office of Education required the modification of certain of the plant training programs and later, at the request of the American Federation of Labor, appointed an advisory committee, which made recommendations concerning special standards and safeguards to cover vocational training in industrial plants.

*Consultative and advisory service.*—State labor officials have called upon the Division for assistance in drafting amendments to State child-labor laws, or rulings having the force of law. At the request of the newly established State Labor Department of Rhode Island, for example, the division worked out recommendations and forms for a State-wide system of reporting employment certificates issued, which were put into effect by the department. Similar work was done for New York in cooperation with the State department of labor and the State department of education.

The Director of the Industrial Division has represented the Children's Bureau on committees appointed by the Secretary of Labor to draft standard State and Federal home-work laws and to draft a manual of factory-inspection technique. The Division has also cooperated with the Division of Labor Standards of the Department of Labor in working out standards for other labor legislation. Federal agencies with which the Industrial Division has cooperated in working out plans for research studies and reports include the Industrial Council and Division of Review of the National Recovery Administration, the Resettlement Administration, the Federal Committee for Apprentice Training, and the National Youth Administration. Suggestions regarding labor standards and administrative procedure were also given on request in connection with industrial legislation pending in Congress.

#### **Social-Service Division.**

Studies made by the Social-Service Division during the year have been concerned chiefly, though not exclusively, with methods and problems involved in placing children in foster homes of various types. They include the following:

*Interstate placement of dependent children.*—When dependent children are transferred from one State to another for placement in foster homes, problems of legal obligations for public assistance or public care in case of destitution, delinquency, or mental subnormality are sometimes involved, and have given rise to special legislation. A summary of laws on this subject was prepared during the year and was followed by an exploratory study to discover the social values in the legislation. Visits were made to 7 of the 34 States having such laws, the States selected representing wide variety in legal provisions.

*Children placed for adoption.*—The adoption laws of about one-fourth of the States<sup>o</sup> give to the State department of welfare responsibility for seeing that social investigations are made to assist the judge having jurisdiction over adoption cases in his decision. In

<sup>o</sup> Alabama, Arkansas, California, Delaware, Maine, Massachusetts, Minnesota, New Mexico, North Dakota, Oregon, and Rhode Island.

order to discover the problems and values connected with this administrative procedure and to gather more comprehensive information on the whole problem of adoption in relation to child-welfare services, the Children's Bureau has undertaken a study of adoption procedure in these States, and in one other, Wisconsin, which gives the State department certain responsibilities in cases involving children born out of wedlock.

*Social services for children receiving public assistance.*—During many years of cooperation with public agencies administering mothers' aid, the Children's Bureau had made studies of standards of administration and at the time of enactment of the Social Security Act had in preparation a handbook dealing with this form of public assistance. The Bureau of Public Assistance of the Social Security Board expressed interest in having such material made available to persons administering aid to dependent children under the Social Security Act. Accordingly a monograph on social services for children receiving public assistance has been prepared and will be published during the current fiscal year.

*Social needs of Indian children.*—As an outgrowth of participation in the interdepartmental committee on health and social needs of Indian children, the Children's Bureau undertook a study of existing social services for Indian children and services needed. Visits were made to seven States—Arizona, Michigan, Minnesota, Nevada, Oklahoma, Washington, and Wisconsin. In each State officials representing the educational, health, and welfare services of the State, as well as the field staff of the United States Office of Indian Affairs, were consulted as to Indian problems and the services available to this group. Visits were made to Indian reservations, colonies, or villages, and the opinions of the Indians themselves were sought during visits to individual homes.

An important aspect of this study was the gathering of information on existing social services for Indian children that might serve as a basis for future developments in relating the needs of these children to the child-welfare activities authorized by the Social Security Act. In most States the Indian is a citizen of the State, but the fact of Federal responsibility for his care has resulted in many States in his being denied the opportunity of benefiting from State resources and services. Gradual breaking down of this barrier was found in a few States in which Indians were receiving the benefits of State clinic and hospital services.

#### **Delinquency Division.**

*Institutional treatment of delinquent children.*—The second part of the study of institutional treatment of delinquent boys, dealing with 751 boys studied after 5 or more years had elapsed since their release from the institution, was published during the year.

A study of institutional treatment of delinquent girls was started in November 1935. This study includes the observation of the plants and treatment programs of several institutions, the assembling of case-record data from these institutions, and the selection of a group of cases for intensive study. By the close of the year the observation of the plants and programs of two institutions was practically completed, and much of the case-record data for these institutions was assembled.

Four institutions in the District of Columbia providing care for problem and delinquent children were surveyed briefly as part of a larger study of certain phases of public provision for child care in the District of Columbia, made by the Children's Bureau at the request of the Board of Public Welfare.

*Juvenile-court procedure in Kentucky.*—A report on juvenile-court procedure in Kentucky was completed by the Children's Bureau and was published by the Kentucky State Planning Board, at whose request the survey was undertaken.

*Coordinating councils.*—In recent years there has been growing interest in the development of coordinating councils, which have as their major objective the prevention of delinquency through focusing the various community resources upon the essential factors in the problem. A brief study of the coordinating-council movement in various parts of the country and especially in Los Angeles County, Calif., was made during the year for administrative guidance in developing plans for future studies and demonstrations.

*Chicago probation project.*—The Children's Bureau has just completed 4 years of cooperation with the University of Chicago School of Social Service Administration and the juvenile court of Cook County in an experimental demonstration in the prevention and treatment of juvenile delinquency. Last year the Bureau's contribution was limited to the services of the community organizer and part-time stenographic assistance. The Bureau discontinued its part in the project at the end of the fiscal year. The university is carrying on certain parts of the program, and local agencies are responsible for other activities connected with it. During the year the Children's Bureau followed a systematic program of withdrawal, aimed toward encouraging the different agencies and individuals of the community to assume responsibility for carrying on the work which had been started. Plans for a somewhat similar project in St. Paul, Minn., are under way.

#### CURRENT STATISTICS RELATING TO CHILDREN AND CHILD WELFARE

##### Employment-certificate statistics.

Knowledge of the trend of child labor is of great importance as a basis for holding the gains which have been established and for making further advances in protection of young workers. With the removal of the child-labor provisions of the N. R. A. codes there was special need for immediate information regarding child-employment practices. The Children's Bureau had already established a basis for obtaining information annually as to the extent and nature of child labor through cooperation of State and local employment-certificate officials, from whom, for a number of years past, reports showing the number of children going to work each year have been received. After the decision of the United States Supreme Court in May 1935, the Bureau enlarged its reporting system so as to obtain monthly reports, in order to learn what was happening currently in this important field. (See p. 111.) The reporting area was also enlarged to include 77 cities of 25,000 to 50,000 population. It now covers 20 entire States and the District of Columbia and 118 cities in 18 other States.

**Juvenile-court statistics.**

For the calendar year 1935 the Bureau received reports from the juvenile courts of 4 entire States—Connecticut, Massachusetts, Rhode Island, and Utah—from 52 courts in Indiana serving 76 percent of the population of the State, from 49 courts in New York State serving 93 percent of the population of the State, from 41 courts in 20 other States, and from the District of Columbia. These areas include approximately 38,000,000 inhabitants, or 30 percent of the population of the United States. They include 52 percent of the population of the United States living in urban areas with 10,000 or more population (65 percent of the population living in cities of 100,000 or more population), and 10 percent of the inhabitants of areas with less than 10,000 population.

Material received from the cooperating courts is edited and tabulated by the Children's Bureau and forms the basis for an annual report on juvenile-court statistics, with which is published a report on Federal juvenile offenders, based on material from the United States Department of Justice. Plans are being worked out for closer integration of methods and administration of the juvenile court statistics project and the reporting of health and social statistics in urban areas participating in the registration project described in the following paragraphs.

**Current statistics on health and welfare services in urban areas.**

During the year progress was made in the development of local reporting in the registration areas and in the extension of the registration project into new fields and areas. Contacts with national agencies in the various fields included in the project were strengthened. At the end of the year 44 urban areas of 50,000 or more population were participating in the registration project. They had an estimated population of 24,682,000, representing 36 percent of the urban population and 20 percent of the total population of the United States.

After consultation with the Central Statistical Board and the Bureau's advisory committee plans were developed for the transfer to the Social Security Board of the monthly relief series for 120 urban areas, which has been carried on by the Children's Bureau. Detailed summaries of relief trends in the 120 urban areas from 1929 through 1935 and of the services of child-caring agencies from 1929 through 1933 are ready for printing. In accordance with the unanimous request of the local supervisors of the registration of social statistics at their 1935 conference, the development of forms for monthly reports of group-work agencies and their collection, beginning with January 1936, was made part of the social-statistics project.

The second annual conference of local supervisors of the registration of social statistics was held in Washington May 19 to 21. All areas were represented with the exception of Minneapolis, Lancaster, and Richmond, where recent changes in staff made attendance by the supervisor impossible.

## INTERNATIONAL COOPERATION

The Children's Bureau has prepared informational material and recommendations on subjects relating to child labor for forwarding to the International Labor Office, and for the use of delegates from the United States to international labor conferences in Santiago, Chile, and in Geneva.

The Chief of the Children's Bureau represented the United States at meetings of the Advisory Commission for the Protection and Welfare of Children and Young People of the League of Nations. The first meeting of the Commission, sitting as a Government body, was held in Paris April 15 to 17. The regular annual meetings were held in Geneva April 20 to May 2. At the Paris meeting a report to the Council recommending reorganization of the Commission, which consisted of two committees, into a single Advisory Committee on Social Questions, and making certain changes in the composition of the committee, was drawn up and has since been approved by the council.

A member of the staff of the Children's Bureau served as secretary of the United States delegation to the Seventh Pan American Child Congress, held in Mexico City October 12 to 19, 1935. Grace Abbott was chairman of the delegation. Preparatory work in connection with the United States committee appointed by the Department of State to arrange for participation in the Congress, including collection and translation of papers, was carried on by the Children's Bureau.

## PUBLICATIONS AND OTHER INFORMATION SERVICES

## Publications issued and distributed.

During the fiscal year 1936, 30 new and 4 revised publications were issued, in addition to 2 numbers of the Social Statistics Bulletin and 12 numbers of Changes in Different Types of Public and Private Relief in Urban Areas. Ten publications were in press at the close of the fiscal year and 24 were in preparation.

The total number of publications distributed by the Children's Bureau during the fiscal year 1936 was 1,461,703, a slight decrease as compared with 1935. The distribution by the Children's Bureau of the bulletins for parents on the care of mother and child was as follows:

Bulletin	1935	1936	Since date of publication
Total.....	869, 919	1, 073, 931	14, 386, 598
Prenatal Care.....	185, 772	198, 689	3, 278, 878
Infant Care.....	406, 120	515, 056	7, 419, 719
Child From One to Six.....	194, 339	213, 361	2, 632, 578
Child Management.....	23, 089	52, 200	705, 754
Are You Training Your Child to Be Happy.....	35, 970	66, 395	261, 511
Guiding the Adolescent.....	24, 629	28, 230	88, 158

Sales of publications for parents by the Superintendent of Documents for the fiscal year 1935, the latest year for which figures are available, show significant increases over 1934. The figures are as follows:

Bulletin	1934	1935	Bulletin	1934	1935
Prenatal Care.....	25,569	37,056	Are You Training Your Child to Be Happy..... Guiding the Adolescent.....	4,333 5,675	6,711 13,445
Infant Care.....	85,444	93,119			
The Child From One to Six.....	31,250	33,575			
Child Management.....	13,495	25,661			

### News summary.

Initiation of cooperative work with the States under the social-security program greatly increased the need for a regular medium of exchange of information on current developments relating to the health and welfare of children. Plans for a news summary were developed during the year, and publication was authorized by the Bureau of the Budget in May. A quarterly supplement presenting social-statistics material will take the place of the former Social Statistics Bulletin. The first number of the news digest, with the title, "The Child—Monthly News Summary", was prepared during the fiscal year and published in July.

### Exhibits, radio talks, and correspondence.

Exhibit work during the year included assistance to the exhibits section of the Department in plans and preparations for the Texas Centennial Exposition and revision of material for the California Pacific International Exposition, now in its second year. Exhibit material, limited chiefly to publications, maps, and posters, was sent to several international, National, and State meetings and conferences.

Weekly radio talks on child care and training over the NBC network were continued.

The number of letters received in the Bureau during the year was 389,906, as compared with 200,212 in 1935.

### May Day—Child Health Day.

Since 1928 May Day has been set aside by the President of the United States, under authorization of Congress, as a day on which special consideration should be given to ways in which the health of American children could be promoted and safeguarded. The May Day observances were developed under the leadership of the American Child Health Association. When the activities of this organization were terminated during the past year the secretary of the Conference of State and Provincial Health Authorities of North America requested the Children's Bureau, in cooperation with other Federal agencies, to undertake responsibility for developing plans for May Day—Child Health Day, and this responsibility was accepted by the Bureau. On April 13, 1936, the President issued a Child Health Day proclamation, in which he urged all agencies, public and private, concerned with the health and welfare of children, to study the plans for Federal, State, and local cooperation in promoting the health and security of children, to note the extent to which those plans have been put into effect, and to make arrangements for carrying their benefits to the children in every county in the United States.

Reports to the Children's Bureau indicate that special May Day activities were carried on in 39 States, the District of Columbia, and Hawaii. Twenty-four Governors and the Commissioners of the Dis-

trict of Columbia issued Child Health Day proclamations. Observances in the States included radio talks, distribution of printed material, speeches, and organization of plays, exhibits, and programs in schools and communities.

#### RECOMMENDATIONS

The work of the Children's Bureau in directing attention to the promotion of the health and welfare of mothers and children as a basic responsibility of government has been greatly reinforced by the grants-in-aid to the States authorized by the Social Security Act. As is always the case, increased resources reveal hidden needs and make it possible gradually to build up far more accurate information concerning the extent of the problems involved than has been available heretofore. Although activities in the States under the cooperative programs were only in their formative stages during the period covered by this report, certain major conclusions may be drawn from this brief experience. Some of them merely reinforce what has been well recognized as relating to fundamental objectives of social endeavor, and others involve needs less well recognized and fields of preventive and remedial effort still relatively obscure in outline. They may be summarized as follows:

##### I. Social security for children.

1. An adequate public-welfare program extending throughout every State including (a) provision for public assistance to all whose economic needs cannot be met by private or public employment; and (b) facilities for giving expert assistance and guidance in the prevention and treatment of delinquency, family disorganization, physical or mental handicap leading to economic or social difficulties, and other forms of social maladjustment.

2. Assessment of the resources for medical care under public or private auspices throughout the country, with special reference to care available for mothers and children, and development of such public participation in the provision of medical care for these groups as appears to be required to serve needs that can be met in no other way. In such development care must be taken to safeguard the great services rendered through private practice and to unite in common undertakings the public-health, hospital, medical-education, and private-practitioner groups, and other professional groups interested in maternal and child care.

Studies of the kind of medical and nursing care in the prenatal, natal, and postnatal periods available to mothers in different parts of the country are planned by the Children's Bureau. In developing medical care for crippled children under the social-security program valuable experience is being accumulated concerning the ways in which the services of public and private hospital and other clinical facilities and organized medical groups may be enlisted in planning and carrying out a well-balanced program.

3. Studies of methods of care of crippled children under the social-security program.

Although accurate information concerning numbers of crippled children in need of care is not yet available for most States, sufficient evidence is presented in the plans submitted by the cooperating State

agencies to indicate the wide disparity between need and even the expanded resources for care now made possible. Maximum returns from the funds available are essential. They can be obtained only if admission and discharge policies are carefully developed and convalescent and follow-up services, which are usually less expensive and, if well administered, more desirable than prolonged hospital care, are greatly expanded and strengthened.

These problems have received almost no extended consideration from official or voluntary agencies in the past. Funds are needed by the Children's Bureau to make brief surveys of methods of admission, discharge, convalescent care, and aftercare, and to help in evaluating the optimum periods of hospitalization for various types of crippling conditions in the light of the environment and supervision available to the child after leaving the hospital.

4. Development of adequate medical and social services for blind and deaf children, correlated with facilities for education and training suited to their needs.

The Social Security Act authorizes grants to the States for financial assistance to needy individuals who are blind, and the child-health and child-welfare services are available to blind and deaf children as well as to other children; but no special program exists for locating young children suffering from serious auditory and visual handicaps and bringing them under treatment that may greatly minimize the extent of their disability. Careful study of the needs of such children should be made with a view to determining the extent and nature of the services which may be required.

5. Provision for feeble-minded, epileptic, and psychopathic children.

Interest in a broad program of location, diagnosis, special education, and community supervision of feeble-minded children, such as that outlined more than 15 years ago by a Massachusetts special commission dealing with this subject, should be revived in view of the large number of such children needing care and the limited facilities available. Careful evaluation should be made of the place of institutional treatment in a broad program of care, the ways in which the problems of special groups of feeble-minded children—such as the delinquent and the unstable—may be met, and the extent to which feeble-minded children may be brought within the range of the child-health and child-welfare services already authorized under the Social Security Act. The special needs of epileptic and psychopathic children also should receive consideration.

6. Extension of the maternal and child-welfare provisions of the Social Security Act to Puerto Rico.

Puerto Rico, unlike the other Territories, is not included in the provisions of the Social Security Act. The health and welfare needs of its children are very great, as has been demonstrated repeatedly by studies made by the Children's Bureau and other agencies. Infant and maternal mortality rates are high, public services for medical and surgical care of crippled children are not available, and social services for children are greatly limited. Interest in Puerto Rico in the development of a modern social-welfare program is very great. Assistance under the parts of the Social Security Act relating to children would further the development of essential services.

**II. Child labor.**

In a time of business recovery it is especially important that legal measures for the control of child labor be effectively developed and applied to prevent expansion of the use of children in a rising labor market. Forty-four of the State legislatures meet in regular session in 1937. Among the measures which should come before many of them are prohibition of the industrial employment of children under 16 (now in effect in only eight States); development of more adequate methods of child labor law administration, correlated with the administration of the general labor law; and completion of ratification of the child-labor amendment by the 12 States whose ratifications are necessary in order to place the amendment in the Constitution.

**III. Continuation and expansion of fundamental research in maternal and child welfare.**

Increased resources for the care and protection of mothers and children can be developed successfully only if preceded and accompanied by careful study of the extent and character of the conditions requiring social protection and the effectiveness of the facilities provided. The regular research activities of the Children's Bureau should be maintained. Additional facilities are greatly needed for important studies, such as an inquiry into maternal and infant mortality comparable to the early studies made by the Children's Bureau, a project outlined briefly in the recommendations published in the annual report for the last fiscal year.

**IV. Public administration.**

Administration of maternal and child welfare and other special services needs to be developed on the basis of just distribution of financial responsibility among the several levels of government (Federal, State, and local), wise leadership from the larger units, mutual understanding and flexibility of program encouraging individual variations, and staunch adherence to the merit system of appointment in all governmental units. In the last analysis, public conviction that the welfare of children is the major concern of civilization, and that their protection should be entrusted only to the most competent and understanding, will determine the extent or the failure of whatever administrative devices may be set up. Development of such a foundation for governmental service is the joint responsibility of those occupying official positions and those associated together under voluntary auspices for promoting the general health and well-being of the people.

Respectfully submitted.

KATHARINE F. LENROOT, *Chief.*

## WOMEN'S BUREAU

MARY ANDERSON, *Director*

To the SECRETARY OF LABOR :

A major activity of the Women's Bureau lies in responding to demands for aid in minimum-wage progress. This is reasonable, as more than 6 million wage-earning women in the United States may potentially have their earnings improved by such measures, over 3½ million of them in States already having minimum-wage laws.

Throughout the year three distinct lines of activity have been followed in this connection: Consultative services in administrative problems have been furnished the States; information of many types has been given to help in developing the entire minimum-wage movement, this in some cases involving field surveys; and the Bureau has stood sponsor for frequent conferences of State authorities on special minimum-wage problems.

Many requests for assistance have come from States desiring to organize minimum-wage machinery under new legislation, from those with established organization but facing a variety of problems, and from those desiring to set in motion measures to enable them to fix bottom levels to wages.

Field agents of the Bureau assisted the Illinois Minimum Wage Division with a survey of clothing industries to determine the need of a minimum wage.

The New York Division of Women in Industry and Minimum Wage sought information of several types in the preparation of the economic briefs presented to the State court and the United States Supreme Court in the recent minimum-wage case. This included figures on variations of wage rates in the same occupations, prepared earlier by the Bureau, and the organization of material showing the dates of origin of legal hour and wage regulations applying to adults in the various States and countries of the world. Much additional material from the Bureau also was used in these briefs. Because of its importance in the whole situation, "A Brief History of the New York Minimum Wage Case" was issued by the Bureau.

For Ohio the Bureau made a special study of the effects of wage orders on women's wages and has published a bulletin including these data which show an increase in 12 months of \$2.65 in average earnings in 60 laundries and an increase in 16 months of \$3.05 in average earnings in 114 dyeing-and-cleaning plants.

In Pennsylvania, Michigan, and Florida, when minimum-wage legislation was pending, State representatives sought the aid of the Bureau in presenting factual data as to the value of such measures. North Dakota and New Hampshire are among other States that have had the aid of the Bureau along various lines.

After the United States Supreme Court handed down an adverse decision on June 1 in the case of *People ex rel. Joseph Tipaldo* against

Frederick L. Morehead, as the warden of the city prison in the Borough of Brooklyn, the administrators and legal authorities from 11 minimum-wage States came together in Washington. The general opinion of these officials was that they had no choice but to continue operating under their States' laws, and in this they solicited the continued assistance of the Women's Bureau.

#### **Completed studies.**

##### **Reemployment of New England women in private industry.**

At the request of 14 New England organizations considering problems that confronted the thousands of unemployed New England women, the Women's Bureau studied present-day consumers' product demands not adequately met by development of resources peculiar to New England. As a result several lines of manufacture were suggested whose development would give employment to many thousands of women and men under competitive conditions permitting excellent wage standards. These suggestions have received the earnest attention of organized business groups and individual businessmen and women, and it is believed that financial support for new industries will be forthcoming as experimental efforts prove successful.

The survey also included some local home-service needs that are not satisfactorily met by existing service facilities. While measurement of these needs and existing facilities was made in Massachusetts residential communities, it is believed the results may be applied to many other communities.

##### **Factors affecting wages in power laundries.**

The amounts earned by employees of power laundries differ widely within the same city and from city to city in the United States. In order to determine basic causes for these differentials, an intensive analysis of the many factors believed to influence wages paid women was made in 1935.

No relation between annual earnings and the size of the city in which the laundries operated was found. Nor was there any consistent relation in any geographic area between the retail prices the public was charged for laundry services and the wage rates paid women operatives. The output of productive employees did vary markedly from city to city. These differences, however, did not give full warrant for the low rates paid women in some cities, and the variation within the same city in the dollar volume of business per productive worker leaves no doubt that correction of fundamental management defects in some laundries is necessary before all laundry employees will receive fair value for services rendered and the consuming public will pay only fair prices for services received.

It is believed the report has factual data of great guidance value for employee, employer, and the interested public.

##### **Employed women under N. R. A. codes.**

The Bureau's analysis of the status of women under N. R. A. codes came from the press within the year. The estimate is made that these codes covered more than 4 million women; and practically three-fourths of the codes made no differences in the bottom wage level set for the two sexes.

The establishment of minimum-wage and maximum-hour standards under the codes was of enormous benefit to many women

workers, even though the codes for all the important woman-employing industries fixed a minimum of only 30 cents or less. For example, in the cotton textile industry, average weekly earnings immediately after the code went into effect rose in the North 10 percent for men, 24 percent for women; in the South 21 percent for men, 51 percent for women. Data on various clothing industries in one large industrial State showed that, with one exception, women's earnings under codes increased from July 1933 to November 1934 as much as 17 to 53 percent.

In addition to wage increases, codes meant shortened hours and increased employment for women. A survey made by the Women's Bureau in a large industrial State showed a 25-percent increase, from the fall of 1932 to the fall of 1934, in the employment of women in manufacturing, the extent varying in different industries.

The codes also contributed to the setting and maintaining of industrial standards by dealing with industrial home work. Of the 120 codes for industries in which home work was known to have been an important factor, about 70 percent did away with this system either at the date of effectiveness of the code or at a later date. Others sought to provide some type of regulation.

#### **Employment in hotels and restaurants.**

Important information as to hours and earnings of hotel and restaurant employees is made available in a study just completed. Requests for such an investigation had been made by the employees' organization in these industries.

The report supplies information as to the practice of supplementing wages by giving meals and lodging, and also gives figures on the day's actual versus its over-all hours of work. Employers' policies as to overtime, part time, tips, and uniforms are touched upon.

#### **Piece work in the silk-dress industry.**

This report deals with the earnings, piece prices, and production of operators, pressers, and finishers in the silk-dress industry before and after the union agreement, whose provisions were incorporated in the N. R. A. code. It covers 13,600 employees (80 percent women) in 9 dress centers in various parts of the country. Before the change, which established a 35-hour week in the industry, only 14 percent of the shops had hours of less than 44. Average earnings of operators rose greatly in New York City. On the cheaper grades of dresses they rose from \$15.75 before to \$27.60 after the agreement. Even at \$27.60 the year's average would be only \$883, as the seasons are said to aggregate only 32 weeks.

#### **Employment of women in department stores.**

This is a report on the hours and earnings of salespersons in department stores. Though restricted by reasons of economy to selected cities in only 5 States, the study of almost 7,000 women regular employees whose pay-roll records were secured provides representative and very important data.

#### **Women in Tennessee industries.**

At the request of the commissioner of labor of Tennessee, a survey of women's wages, hours, and conditions of work in that State was made by the Women's Bureau during the past winter. The number

of employees in the 267 establishments covered—factories, stores, laundries, dry-cleaning plants, hotels, and restaurants—was more than 58,000. Slightly over one-half were women, and of these women 79 percent were in factories.

A preliminary report on the findings of the survey has been made to the State, and the complete report is in preparation for printing.

#### **Wages and hours of women in Michigan industries.**

In response to a number of requests from Michigan organizations, including the State department of labor and the State federation of labor, the Women's Bureau conducted a survey of that State in the fall of 1934. A total of 265 firms, employing 21,255 women, were covered in the study. The automobile industry was excluded, as another Government agency was investigating that industry at the time.

An important part of the study was a comparison of conditions before and after the adoption of the President's Reemployment Agreement or the N. R. A. codes, arrived at by contrasting the records of 1934 with those of 1932.

#### **Responsibility of employed women for family support.**

The support of families by employed women, both married and single, or the bearing of a large share in such support, undoubtedly has been on the increase, and to supply some evidence of its extent the Bureau undertook an analysis of unpublished data furnished by the Bureau of the Census from its 1930 enumeration. This includes information as to more than 3¾ million employed women who also are the homemakers responsible for the care of their homes and families. Close to half a million of these women are the sole support of families of two or more persons though they are charged with the family care as well. The chief occupations of the employed homemakers are those of servant, waitress, or some allied work, and of manufacturing. Very considerable numbers also are found in clerical, agricultural, professional, and sales occupations.

#### **The economic problems of the women of the Virgin Islands.**

To contribute to an understanding of the problems of the women of the Virgin Islands, and to aid in their solution, a brief survey of conditions in those islands was made by the Women's Bureau in the closing months of 1935. The report describes the extremely limited opportunities for employment, and suggests a number of work, training, and educational projects that seemed to the investigator to hold promise of success.

#### **Industrial injuries and occupational diseases of women.**

In every year a very large number of women suffer from injuries resulting from the conditions of their employment. The full effects of such injuries are not possible to measure, but the Women's Bureau brings together at regular intervals all available data on women's accidents, and encourages the further reporting of information by sex in an attempt to measure more completely the results of injuries and to contribute to their prevention.

Similarly, information is compiled in regard to the occupational diseases of women, though the sources of obtaining such material are even less numerous than in the case of accidents. Several States have made unpublished material available to the Bureau, and a

report covering published and unpublished figures for the years 1932-34 is being prepared for printing.

#### **Women unemployed seeking relief in 1933.**

Issued during the year was the Bureau's study of case records and personal interviews with 3,540 unemployed women in 5 cities who sought relief during the depression. The information includes age, race, nativity, marital status, length of residence, usual and latest occupations, and relief granted.

#### **Wages of women and minors in Ohio industries before and after the minimum-wage law.**

This study of the wages, hours, and employment of women and minors in Ohio was made by the Women's Bureau at the request of the attorney general and the director of industrial relations of that State, the object being to present evidence of the status of Ohio women that brought about the passage of the minimum-wage law, and the effects of the law on the employees covered by wage orders. As described earlier in this report (see p. 138), average earnings in laundries and in cleaning and dyeing establishments increased greatly after the setting of minimum-wage rates. The bulletin supplies information on employed women in general—their numbers, earnings, responsibilities, and low bargaining power, and the hour and wage legislation passed in their behalf.

#### **Studies in progress.**

##### **Differences in wages according to the workers' sex.**

It is a well-known fact that employed women usually have much less to live on than men have, and there are indications that they are paid less even when on the same work. Though the jobs of women and of men ordinarily differ, the major employment of women along particular lines has led certain work to be paid at a low standard on the assumption that it is "women's work", regardless of the fact that it may require considerable skill, dexterity, or a fine handling peculiarly suited to women's capabilities and worthy of better pay. This is a subject upon which information is much in demand, and the Bureau has in progress a study based on field surveys, with a compilation of closely related material, that will yield some information on a problem difficult to analyze.

##### **The legal status of women.**

The Bureau has undertaken an examination of State laws affecting women in order to ascertain women's legal status. A fairly complete compilation had been made through 1929, and the present study somewhat reorganizes the earlier material and brings it down to the end of 1936, with the addition of subjects not included in the earlier work.

##### **The economic status of university-trained women.**

This study of 9,000 questionnaires, made out by members of the American Association of University Women, is being pushed to completion as rapidly as possible.

##### **Part-time work in retail trade.**

The field study of the increased use of the part-time worker in retail trade has been completed, and analysis of the information collected is now in progress.

**Women in Arkansas industries.**

The full report on the hours, wages, and working conditions of employed women in Arkansas, where a State-wide survey was made by the Women's Bureau at the request of the State commissioner of labor, is nearing completion. A preliminary report on the findings has been sent to the State.

**Women in Texas industries.**

In 1932 the Bureau made a State-wide study of the hours, wages, and working conditions of employed women in the State of Texas, covering more than 15,000 women in factories, stores, laundries, hotels and restaurants, and telephone exchanges, besides groups of home workers on the making of garments and the shelling of nuts. A follow-up survey in factories, stores, and laundries of the chief cities has recently been made. The pay-roll records, covering about 11,000 women, are now being tabulated.

**The responsibility of the woman consumer.**

Cooperation has been started with organized groups of women buyers to bring about better understanding of their responsibility, along with that of employers and employees, for working conditions.

**Survey of the laundry industry in various States.**

Field work has been begun to secure information on women's wages in the laundry industry in a number of States. Pay-roll figures at several dates within a 2-year period are being taken, and changes in equipment and type of work performed are being noted where they affected the number employed or materially changed the ratio of employment of women as compared with men. This follows two earlier studies made by the Bureau, which have been of special interest to the Laundryowners National Association.

**Compilations of labor laws relating to women.**

Throughout its 18 years of existence, an important part of the work of the Bureau has been the consistent following of the progress of legislation affecting employed women, and reports have been issued periodically that present a picture of women's labor laws in all States at a given time.

Following this continuing policy, there has been prepared this year the next issue in the regular series of Labor Laws for Women in the States and Territories, the latest issue of which, Bulletin 98, was in need of revision. While awaiting this revision, which could not be completed until recent session laws of the various States were in print, there was published a Summary of State Hour Laws for Women and Minimum Wage Rates, wherever possible brought up to the close of 1935. This bulletin, much of it devoted to minimum-wage matters, shows not only the coverage of minimum-wage laws in the various States, with the rates in many cases newly set, but the hours of work to which these rates apply. It sets forth the difference between the older and the newer minimum-wage laws; shows instances illustrating their effectiveness in raising the wages of women, gives maps indicating the extent of hour and wage legislation, and contains a brief summary as to industrial coverage of hour laws and exceptions. A special section is devoted to the orders applying to the laundry industry in several States and the resulting increases in women's pay.

### Cooperation with various agencies.

The Bureau has continued to be a center for consultation by various agencies interested in the problems of employed women, in addition to State officials in this field, and it is constantly responding to requests for recommendations based on its store of information gathered over long periods and through widely diverse contacts.

Such cooperation has taken a variety of forms, including advice sought on policies as well as the furnishing of information, and sometimes has consisted of aid to agencies desiring to plan studies of women's work, and a review of the results of such studies. During the past year, in addition to the aid given minimum-wage authorities, discussed elsewhere in this report, the following were among the lines of cooperative assistance undertaken or projects carried forward:

*Government Workers' Council.*—Tabulation, analysis, and mimeographing of material resulting from a questionnaire survey by this agency into the results to married persons and their families of section 213, the clause providing that in dismissals from the Federal service the first to go shall be husband or wife where the other is so employed.

*National League of Women Voters.*—Reading and suggestions on their manuscript *The Married Woman and Her Job*.

*Bureau of Labor Statistics.*—Working out of plans for obtaining, in cooperation with States, fuller reporting of periodic data on wages and employment of women.

*Pi Lambda Theta, Women's National Educational Society.*—Reading and suggestions on their manuscript *A Map of Needed Research on Women in Education*.

*Children's Bureau.*—Reading and suggestions on final form of report on the study of home work, in the field work of which the Women's Bureau cooperated.

*Workers' Education Section, National Youth Administration.*—Service on advisory committee for establishment of camps for unemployed women.

*National Resettlement Administration.*—Field survey to determine reasonable cost under good working conditions and suitable sources of supply of candlewick spreads to be used in homes in resettled areas.

*Interdepartmental committee on health and welfare.*—Organized statement of types of reports prepared by Women's Bureau that have a bearing along these lines.

*Interdepartmental conferences on accident data.*—The Women's Bureau has taken part in these.

*New England Council, Massachusetts Emergency Relief Administration, Massachusetts Department of Labor and Industries, and other New England organizations.*—A study of consumers' demands that may be met by New England's resources with a view to the reemployment of her thousands of unemployed women. (See under *Completed Studies*, p. 139.)

### News Letter.

The News Letter of the Bureau is now in its sixteenth year of serving as a summary of current information for State authorities, and for other organizations and individuals interested in the situa-

tion of employed women, as to matters affecting these women. It reports the most recent news sent the Bureau by the States as to the progress of labor legislation for women, of minimum-wage administration, and of industrial accident prevention, and shows the current indications of changes in employment and wages in woman-employing industries. Summaries are made of such material as has become available from the results of special studies made by State labor authorities or other agencies, from reports in regard to the employment situation of women in this and other countries, and from new publications along similar lines.

#### **Conferences.**

In addition to conferences called by the Bureau and others held within the Department, in a number of cases discussed elsewhere in this report, Bureau representatives have attended during the year the conferences or conventions of the national and international organizations listed below. In most of these the Bureau personnel took active part, making addresses or serving on committees at the time or on continuing consultative committees of the organizations: International Association of Governmental Labor Officials, National Conference of Social Work, American Federation of Labor, National League of Women Voters, American Association for Labor Legislation, National Consumers' League, National Federation of Business and Professional Women's Clubs, International Association of Industrial Accident Boards and Commissions, National Women's Trade Union League, Associated Country Women of the World, National Council of Catholic Women, National Federation of Post Office Clerks, National Convention of the Young Women's Christian Association, Conference of State Directors of Women's Work (Works Progress Administration), and National Conferences on Labor Legislation called by the Secretary of Labor.

The Bureau was represented at hearings on the District of Columbia 40-hour-week bill, the Ellenbogen textile bill, and the Walsh-Healey bill on labor conditions on Government contracts. An important activity was the cooperation of Women's Bureau officials to promote the use of the consumers' protection label in the coat and suit industry and the millinery trade.

#### **Information activities.**

Because of the constant and increasing demand of the public for information of a popular and graphic nature, considerable effort has been made by the Bureau to carry on a program of preparing and distributing such material in varied forms and on a number of subjects related to wage-earning women.

A service that has been planned and started is a series of popular leaflets to be issued at frequent intervals. The series has been initiated to furnish women wage earners and other interested groups with clear-cut and concise information on the status, progress, occupations, opportunities, needs, and special problems of employed women, and on such related matters as labor legislation, employment, and industrial standards and trends.

For ready reference on the work of the International Labor Organization as related to wage-earning women, a summary was prepared

that analyzes briefly all the labor conventions and recommendations adopted at the various sessions of the International Labor Conference dealing specifically with women and those covering both women and men. The summarized material is divided under several main subjects, and in connection with each is given a list of the American countries that have enacted legislation along such lines:

### Exhibits.

An important feature of the information program has been the preparation and distribution of exhibits, in response to steadily increasing requests for graphic presentations. These exhibits include motion pictures, models, maps on labor legislation, charts, and posters, all giving pertinent information on women workers, and special exhibits prepared for particular conventions and expositions. In the past year exhibits have been sent to 47 States, Puerto Rico, Hawaii, China, Brazil, and Belgium.

About 30 agencies, chiefly extension divisions of universities and school boards, were permitted to have copies of the Bureau films for distribution for a number of weeks, and in some cases throughout the year, in their particular areas. Monthly reports of such agencies to the Bureau showed intensive use of these films.

In connection with the Department of Labor exhibits prepared for display at the Texas Centennial Exposition and the Great Lakes Exposition, the Women's Bureau planned special features pertaining to woman labor. Other graphic materials prepared during the year were along lines of interest to delegates attending particular conventions. For example, an exhibit displayed at the convention of the Associated Country Women of the World stressed the occupations and problems of women agricultural workers, with special attention to the seasonal aspects of their work and to the serious problem of industrial home work among rural women.

### Publications.

Twelve bulletins have been issued since the beginning of the fiscal year and six others are in press. The titles follow:

- No. 107. Technological changes in relation to women's employment.
- No. 108. The effects of the depression on wage earners' families: A second survey of South Bend.
- No. 109. The employment of women in the sewing trades of Connecticut: Second and final report.
- No. 125. The employment of women in department stores: A study in selected cities of five States. (In press.)
- No. 126. Women in Texas industries: Hours, wages, working conditions, and home work.
- No. 130. Employed women under N. R. A. codes.
- No. 132. Women who work in offices: I. Study of employed women. II. Study of women seeking employment.
- No. 135. The commercialization of the home through industrial home work.
- No. 136. The health and safety of women in industry.
- No. 137. Summary of State hour laws for women and minimum-wage rates.
- No. 138. Reading list of references on household employment.
- No. 139. Women unemployed seeking relief in 1933.
- No. 140. Reemployment of New England women in private industry. (In press.)
- No. 141. Piece work in the silk dress industry: Earnings, hours, and production. (In press.)
- No. 142. The economic problems of the women of the Virgin Islands of the United States. (In press.)
- No. 143. Factors affecting wages in power laundries. (In press.)

No. 144. State labor laws for women. Revision of Bulletin 98. (In press.)

No. 145. Special study of wages paid to women and minors in Ohio industries prior and subsequent to the Ohio minimum-wage law for women and minors.

Information on a number of subjects of frequent inquiry is available in mimeographed form. This includes A Brief History of the New York Minimum Wage Case.

#### Comment and recommendations.

The various problems related to the employment of women, their wages, hours, and general working conditions, are of fundamental importance in the progress of improving labor conditions, as women are a group easily exploited, and the undercutting of standards for women means their lowering for other labor groups as well and the consequent perpetuation of personal ill-health and industrial inefficiency.

Responding to the need thus indicated, the efforts of the Women's Bureau during its existence have been concentrated on fulfilling its legal mandate "to formulate standards and policies which shall promote the welfare of wage-earning women." This has been done through surveying existing conditions and bringing together information, through disseminating the knowledge of the resultant findings, and through serving as a consulting or advisory agency for officials and organizations interested in developing standards for women's work, as well as in such other ways as occasion has demanded.

Following this same general policy and broadly similar methods, major problems listed below are among those that require Women's Bureau leadership within the coming year.

*Consultant and cooperative services.*—Under this heading come the furnishing to State authorities of consultant services on minimum-wage administration and advancement and on other technical problems connected with various phases of the efforts to improve women's employment conditions; the initiation of plans for frequent conferences on the progress of minimum-wage administration and other matters related to woman employment, or the response to requests for the conduct of such conferences as the need arises; the development of further cooperative programs with other agencies seeking to advance the standards of women's employment; and the initiation of additional moves and fuller cooperation with other agencies in the direction of controlling and eventually eliminating industrial home work.

*Services concerned with the collection and preparation of basic information relating to employed women.*—The Women's Bureau continues to build up a great body of information for use in improving the status of wage-earning women. Based on field surveys and compilations of current and related data, this will require—

Further field studies, supplementing that now in progress, to illustrate the effects of minimum-wage measures on women's wages and the need for such measures.

Field studies of specialized subjects connected with woman employment, such as that now in progress on part time in stores.

Field surveys of the general situation of women in industry, as requested by States to enable them to evaluate the needs of the employed women within their borders.

The more consistent development of periodic data relating to women's wages and employment, the beginnings of which have been indicated in studies previously published.

Continuation of the inquiry into the family status of employed women, both single and married, and their responsibility for the support of others.

Bringing to date the Bureau's regular series on laws and orders affecting women workers, together with the constant following of changes along this line; preparation of the special report now in progress on the legal status of women; and initiation of other such special legal reports should the need arise.

Continuation of the Bureau's regular reports on industrial injuries to women and occupational diseases to women, and use of these where possible to stimulate prevention.

*Services connected with the distribution of information.*—In addition to the various types of work now being done, and described elsewhere in this report, this year's program should include the preparation and distribution of informational material of a popular character similar to certain publications already issued by the Bureau.

*The necessity for wage figures.*—The substitution of women for men at lower pay strikes a real blow at men's wages. It brings all wages down to a lower level and seriously reduces the consumers' purchasing power—that purchasing power whose high standard is so necessary to our whole economic structure. For these reasons, investigation into the wages paid to working women is of primary importance, and it must be continued so that eventually we may eliminate for all time the tendency to return our women workers to sweatshops instead of to factories with good standards of wages, hours, and working conditions.

Respectfully submitted.

MARY ANDERSON, *Director.*

## UNITED STATES HOUSING CORPORATION

TURNER W. BATTLE, *President*

To the SECRETARY OF LABOR:

During the past fiscal year the United States Housing Corporation collected from its real-estate contract holdings the sum of \$54,959.38, as itemized in the following statement:

Principal payments on contracts of purchase.....	\$41, 283. 48
Interest payments on contracts of purchase.....	13, 675. 90

The returns to date made by the Corporation to the miscellaneous fund of the United States Treasury total the sum of \$73,149,597.69, as shown in the following schedule of total collections:

Disposal of properties.....	\$18, 692, 921. 83
Repayment of loans.....	12, 816, 114. 74
Operation of projects.....	9, 140, 561. 12
Unexpended balance of original appropriation.....	32, 500, 000. 00
Total.....	73, 149, 597. 69

The Corporation has been called upon to furnish varied information to other Government housing activities based upon its experience in the field of construction and operation of housing projects. It has also been called upon to search the records of many of its former employees who are now in the Government service for the purpose of establishing their status under the Civil Service Retirement Act.

During the past session of Congress several bills were introduced with a view of affording some financial relief to the purchasers in the matter of the real-estate taxes imposed upon the properties purchased from the Corporation. The said relief was sought to be accomplished in various ways, namely: By authorizing the Corporation to allow the purchasers a discount on their obligations to the Government equal to the amount of the taxes or by permitting the Corporation to pay service charges to the local municipalities for municipal services rendered during the taxation period. The Corporation's efforts to collect the balances due from the purchasers were somewhat retarded while the legislation was pending but the same failed of passage.

### Active accounts.

The balances remaining to be collected on purchasers' accounts covering sales made at the various housing projects shown in the following schedule totaled the sum of \$1,216,803.10 at the end of the fiscal year:

Projects:	
Alliance, Ohio.....	\$12, 048. 26
Bremerton, Wash.....	16, 173. 81
Cradock, Va.....	7, 294. 31
Davenport, Iowa.....	335. 35
Hammond, Ind.....	22, 629. 93
Total.....	175, 955. 69

## Projects—Continued.

Kittery Point, Maine-----	\$4, 149. 17
Lowell, Mass-----	185. 27
New Brunswick, N. J-----	30, 460. 13
Newport, R. I-----	1, 164. 53
Niles, Ohio-----	1, 161. 03
Philadelphia, Pa-----	868, 000. 55
Quincy, Mass-----	68, 497. 62
Vallejo, Calif-----	1, 779. 24
Waterbury, Conn-----	3, 512. 29
Watertown, N. Y-----	2, 440. 47
Watervliet, N. Y-----	1, 015. 45
Total-----	1, 216, 803. 10

## Unsold properties.

The appraised value of the property remained to be disposed of totals the sum of \$130,994.66, as shown in the following schedule:

## 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., 13 lots-----	11, 600. 00
Rock Island, Ill., 2 lots-----	200. 00
Watertown, N. Y., 34 lots-----	5, 460. 00
Total-----	130, 994. 66

Respectfully submitted.

TURNER W. BATTLE, *President.*