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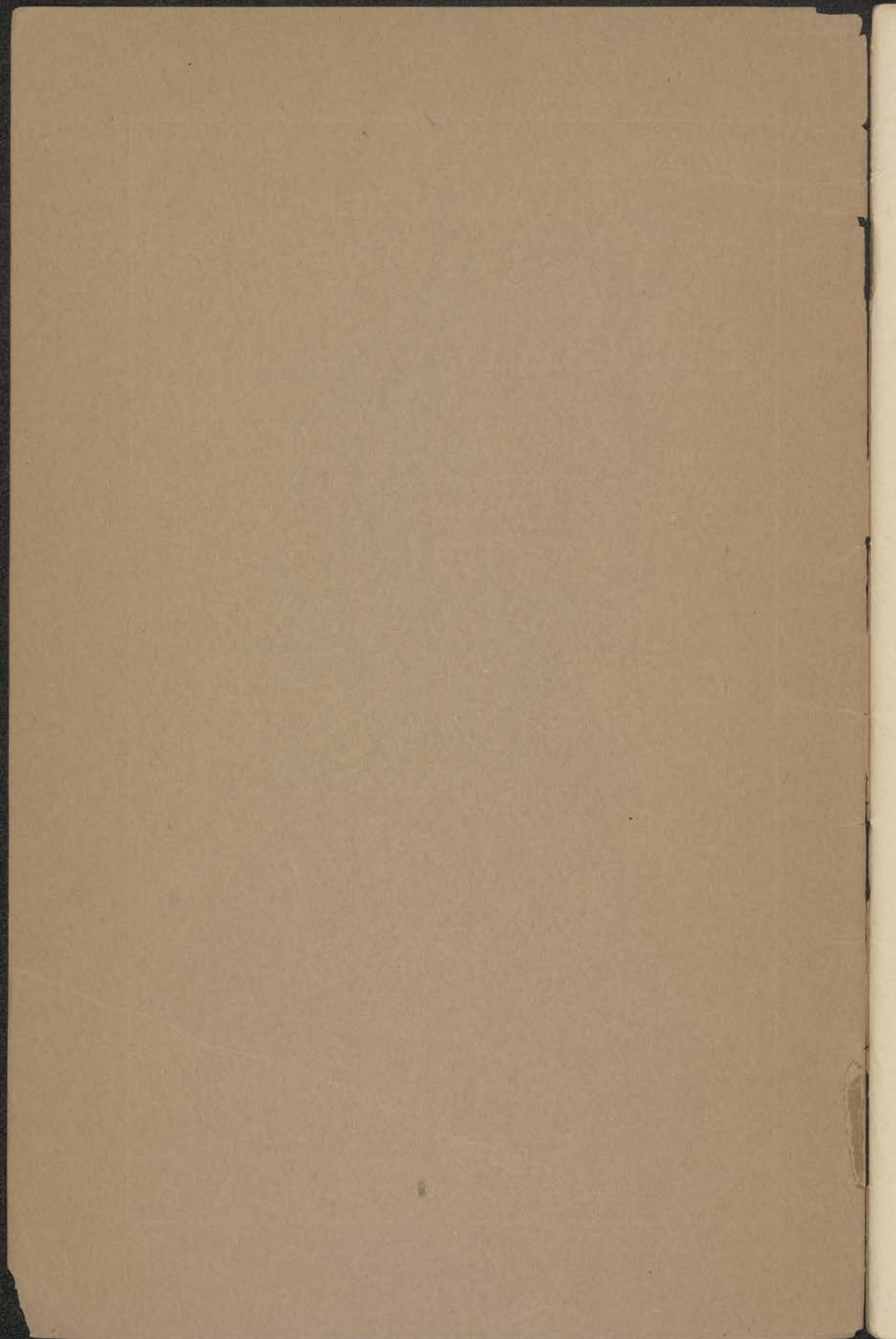
NINTH ANNUAL REPORT
OF THE
SECRETARY OF LABOR

FOR THE FISCAL YEAR
ENDED JUNE 30

1921



WASHINGTON
GOVERNMENT PRINTING OFFICE
1921



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THE
BUREAU OF
LABOR

1901



CONTENTS.

	Page.
Office of Secretary	5
Financial report	6
Appropriations — Expenditures — Miscellaneous receipts — Unex- pended balances.	
Department quarters	9
Personnel	10
Publications and supplies	11
Printing and binding—Publications—Supplies.	
Division of conciliation	12
The library	15
United States Employment Service	15
Activities—Special activities—Farm and harvest work—Unem- ployment survey—Junior Division.	
United States Housing Corporation	18
Collections from rentals and sales—Liquidation of transporta- tion and public utility loans—Auditing original construction accounts—Norfolk County Ferr'es—Operation of Government Hotel—Local taxes and assessments—Anticipated returns to Treasury.	
Bureau of Labor Statistics	21
Monthly Labor Review—Publications other than the Monthly Labor Review—Reports transmitted but not published.	
Bureau of Immigration	24
Immigration from foreign contiguous countries	25
Oriental immigration	26
Smuggling and surreptitious entry of aliens	27
Deportation of aliens	27
Head tax collected and administrative fines imposed	28
The percentage act	29
Children's Bureau	30
Correlation and cooperation	30
Child welfare studies in island possessions	30
The year's work, by divisions	30
Hygiene Division — Industrial Division — Social Service Divi- sion—Statistical Division—Editorial Division.	
Bureau of Naturalization	33
Naturalization	33
Citizenship training	34
Financial statement	34
Women's Bureau	35
A more comprehensive program needed.	
Conclusion and recommendations	36
Appendix—Act creating the Department of Labor	41

1871

Jan 1. ...
Feb 1. ...
Mar 1. ...
Apr 1. ...
May 1. ...
Jun 1. ...
Jul 1. ...
Aug 1. ...
Sep 1. ...
Oct 1. ...
Nov 1. ...
Dec 1. ...
Total ...

NINTH ANNUAL REPORT OF THE SECRETARY OF LABOR.

DEPARTMENT OF LABOR,
OFFICE OF THE SECRETARY,
Washington, June 30, 1921.

The PRESIDENT,
The White House,
Washington, D. C.

MY DEAR MR. PRESIDENT: In accordance with the requirements of section 9 of the act of Congress approved March 4, 1913, entitled "An act to create a Department of Labor," I respectfully submit herewith for transmission to Congress the report of the Department of Labor for the fiscal year ending June 30, 1921. While this report covers the entire year, only four months of the record represents my incumbency as Secretary of Labor.

During these few months I have acquainted myself as fully as possible with the functions of the various bureaus and divisions in this Department, but in writing this report I must give full credit to the respective bureau chiefs for their assistance in assembling the data on their activities for the full fiscal year.

In the concluding paragraphs of this report, I have also made some comment and recommendation for enlarging the usefulness of each bureau, and I particularly wish to call your attention to this matter.

The Department of Labor at the close of business June 30, 1921, conducted its activities through the following divisions and bureaus:

Office of the Secretary.
Bureau of Labor Statistics.
Bureau of Immigration.
Children's Bureau.
Bureau of Naturalization.
Women's Bureau.

OFFICE OF THE SECRETARY.

The Office of the Secretary includes the Secretary of Labor, the assistant secretary, the solicitor, the chief clerk, the disbursing clerk, the appointment clerk, Division of Publication and Supplies, the Department Library, Division of Conciliation, United States Employment Service, and the Bureau of Industrial Housing and Transportation.

The assistant secretary, the solicitor, and the chief clerk perform the duties usually performed by similar officers in all the executive departments, therefore, no special comment is necessary as to their activities.

FINANCIAL REPORT.

Appropriations.—For the fiscal year ending June 30, 1921, the appropriations by Congress to the Department and its services were as follows:

Salaries, Office of the Secretary of Labor.....	\$140,380.00
Salaries and expenses, commissioners of conciliation.....	155,000.00
Contingent expenses, Department of Labor.....	50,000.00
Rent, Department of Labor.....	24,000.00
Salaries, Bureau of Labor Statistics.....	172,960.00
Miscellaneous expenses, Bureau of Labor Statistics.....	75,000.00
Library, Bureau of Labor Statistics.....	300.00
Salaries, Bureau of Immigration.....	93,540.00
Expenses of regulating immigration.....	2,936,000.00
Enforcement of laws against alien anarchists.....	685,000.00
Expenses of deporting aliens.....	127,000.00
Refund of fine, J. D. Spreckels & Bros. Co.....	200.00
Immigration Station, Ellis Island, N. Y.....	112,500.00
Salaries, Bureau of Naturalization.....	97,010.00
Miscellaneous expenses, Bureau of Naturalization.....	534,500.00
Salaries, Children's Bureau.....	106,040.00
General expenses, Children's Bureau.....	85,000.00
Investigation of child welfare, Children's Bureau.....	80,000.00
Naturalization fees, publication of citizenship textbooks:	
1920.....	728.14
1921.....	5,912.28
Women in Industry (Women's Bureau).....	75,000.00
United States Employment Service.....	225,000.00
Increase of compensation, Department of Labor.....	554,609.64
Printing and binding.....	200,000.00
Advanced transportation, United States Employment Service, 1918-19.....	125,267.97
Total.....	6,660,888.03

It should be noted that the major work of the Department is in connection with immigration, and of the total of \$6,660,888.03 nearly \$4,000,000 represents expenditures arising from the Immigration Service alone.

Expenditures.—Expenditures, arranged according to items of appropriation, are as follows:

Office of the Secretary:

Salaries, Office of the Secretary of Labor—	
1920.....	\$5,722.66
1921.....	129,871.38
Contingent expenses, Department of Labor—	
1919.....	1,741.96
1920.....	26,022.26
1921.....	39,667.21

Office of the Secretary—Continued.

Salaries and expenses, commissioners of conciliation—	
1919	\$1,144.34
1920	23,884.38
1921	130,933.99
Rent, Department of Labor—	
1920	2,000.00
1921	22,000.00
National security and defense, 1919	67,059.47
War Labor administration, 1919	1,649.53
Salaries and expenses, international conference of labor,	
1920	603.29
Increase of compensation, Department of Labor—	
1919	155.01
1920	25,242.23
1921	554,609.64
Advanced transportation, Department of Labor, 1918-19	61,641.53
Housing for war needs, 1918-19	2.74
Total	1,093,951.62
Credit by refund to housing for war needs, 1918-19	29.39
Net total	1,093,922.23

Bureau of Labor Statistics:

Salaries, Bureau of Labor Statistics—	
1920	8,959.49
1921	156,351.65
Miscellaneous expenses, Bureau of Labor Statistics—	
1919	1,937.11
1920	10,400.56
1921	57,354.27
Library, Bureau of Labor Statistics—	
1920	9.00
1921	248.00
Total	235,260.08

Bureau of Immigration:

Salaries, Bureau of Immigration—	
1920	3,473.48
1921	77,726.30
Expenses of regulating immigration—	
1919	2,128.79
1920	304,793.45
1921	2,678,356.73
Enforcement of laws against alien anarchists—	
1920	51,029.08
1921	590,043.93
Expenses of deporting aliens—	
1920	13,802.08
1921	78,163.38
Immigration stations—	
Ellis Island, N. Y.	244,517.09
Philadelphia, Pa.	50,458.60
Refund to J. D. Spreckels & Bros. Co.	200.00
Total	4,094,692.91

Children's Bureau:

Salaries, Children's Bureau—

1920	\$4,267.40
1921	94,219.76

General expenses, Children's Bureau—

1919	162.10
1920	20,260.68
1921	46,648.57

Investigation of child welfare—

1919	913.95
1920	4,252.38
1921	67,658.32

Total	238,383.16
-------	------------

Bureau of Naturalization:

Salaries, Bureau of Naturalization—

1920	4,036.60
1921	90,215.46

Miscellaneous expenses, Bureau of Naturalization—

1918-19	1,652.06
1919	212.20
1920	66,348.42
1921	457,017.43

Total	619,482.17
-------	------------

Women in industry:

1920	10,384.53
1921	67,887.21

Total	78,271.74
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United States Employment Service, Department of Labor—

1920	7,002.32
1921	204,698.58

War Emergency Employment Service, 1919

398.36

Total	212,099.26
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Grand total	6,572,111.55
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In addition to disbursements by the disbursing clerk, the following expenditures on behalf of the Department were specifically made:

By special disbursing agents for—

Children's Bureau	\$271.08
Bureau of Immigration	48,046.69

Claims settled by the Auditor for the State and Other Departments

830,998.21

Total	879,315.98
-------	------------

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

Bureau of Immigration:

Head tax	\$5,712,763.00
Fines	352,411.00
Court costs	49.50

Bureau of Immigration—Continued.

Interest.....	\$1.51
Rentals and sale of exclusive privileges.....	1,593.65
Telephone service.....	1,628.60
Forfeiture of bonds.....	41,000.00
Sale of Government property.....	1,575.07
	6,111,022.33
Bureau of Naturalization: Naturalization fees.....	912,303.00
Miscellaneous and proceeds of sales of Government property.....	30,249.86
Total.....	7,053,575.19

Unexpended balances.—In accordance with the act of Congress of June 20, 1874 (18 Stat. L., 110, 111), the following unexpended balances of appropriations and repayments thereto were covered into the surplus fund of the Treasury Department June 30, 1921:

National security and defense, Department of Labor.....	\$16.28
Contingent expenses, Department of Labor, 1919.....	226.47
Salaries and expenses, commissioners of conciliation, 1919.....	470.73
War Emergency Employment Service, 1919.....	303.42
National security and defense, Department of Labor, 1919.....	468.99
Housing for war needs, 1918-19.....	899.66
War labor administration, 1919.....	8,900.40
Expenses of regulating immigration, 1917-18.....	1.97
Expenses of regulating immigration, 1919.....	118.33
Expenses of interned aliens, 1917-18.....	1.50
Salaries, Bureau of Immigration, 1919.....	1,268.20
Salaries, Bureau of Naturalization, 1919.....	2,443.40
Miscellaneous expenses, Bureau of Naturalization, 1918-19.....	4,509.02
Miscellaneous expenses, Bureau of Naturalization, 1919.....	188.65
Salaries, Bureau of Labor Statistics, 1919.....	1,098.02
Miscellaneous expenses, Bureau of Labor Statistics, 1919.....	310.84
Library, Bureau of Labor Statistics, 1919.....	3.79
Salaries, Children's Bureau, 1919.....	1,187.07
General expenses, Children's Bureau, 1919.....	67.10
Investigation of child welfare, Children's Bureau, 1919.....	190.65
Miscellaneous expenses, Bureau of Naturalization, 1914.....	9.90
Investigation of child welfare, Children's Bureau, 1918.....	6.67
Salaries, Office of the Secretary of Labor, 1919.....	263.56
Increase of compensation, Department of Labor, 1918.....	.67
Increase of compensation, Department of Labor, 1919.....	1,372.62
Miscellaneous expenses, Bureau of Naturalization, 1918.....	.20
Total.....	24,328.11

DEPARTMENT QUARTERS.

The Department proper occupies a modern 9-story fireproof building containing 63,994 square feet net of floor space, at 1712 G Street NW. The lease on this building expires on July 1, 1922, but is renewable for five years additional, at the same rental of \$24,000 a year. The Children's Bureau, the Women's Bureau, and the United States Employment Service occupy 26,313 square feet of floor space in temporary building No. 4 at Twentieth and D Streets NW. The Bureau of Industrial Housing and Transportation occupies approximately

4,500 square feet of space at 1330 G Street. This building is fireproof and the bureau is adequately provided for. Good administration would suggest, however, that this bureau occupy space in the departmental headquarters.

While the Department building is well adapted to the uses of the Department, full efficiency can not be attained while several bureaus of the Department are located in buildings other than headquarters. Also, temporary building No. 4 is not a fireproof building and valuable records of the Department there are in constant danger. It is hoped that in the near future the Public Buildings Commission will find available space in one of the public buildings to house the Department as a whole.

PERSONNEL.

The following table gives a comparative statement of officials and employees on the rolls of the Department of Labor July 1, 1920 and 1921.

While the statement shows an increase of 340 employees over the fiscal year 1920, there were actually on July 1, 1921, fewer employees drawing salary from the Department of Labor than during the previous year. This is due to the large number of persons in the United States Employment Service, Immigration Service, and the Division of Conciliation on furlough owing to reduction of appropriations. For the same reason a large number of persons who had been salaried employees are now carried as \$1 per annum employees, so that the Department may still avail itself of their services. The largest increases shown in the table are in the three services above mentioned. There was a decrease of 38 employees in the Children's Bureau, while a very small increase is noted in the Bureau of Naturalization and in the Women's Bureau. The United States Housing Corporation shows a reduction of 93 employees during the fiscal year. Since the employees of this corporation are not under the civil service no record is kept in the Department files relative thereto.

Total number of officials and employees in the Department of Labor, July 1, 1921.

Bureau or office.	Statutory.	Non-statutory.	In District of Columbia.	Outside District of Columbia.	Total July 1, 1921.	Total July 1, 1920.	Increases (+) or decreases (-) during year.
Office of the Secretary	119		119		119	119	
Commissioners of conciliation		49	5	44	49	23	+ 26
Bureau of Labor Statistics	111	36	134	13	147	131	+ 16
Children's Bureau	75	62	120	17	137	175	- 38
Immigration	53	1,930	61	1,922	1,983	1,775	+208
Naturalization	70	201	103	168	271	267	+ 4
United States Employment Service		491	34	457	491	375	+116
Women's Bureau		30	30		30	22	+ 8
Total	428	2,799	606	2,621	3,227	2,887	+340
Housing Corporation ¹			566	17	583	676	- 93
Total	428	2,799	1,172	2,638	3,810	3,563	+247

¹Housing Corporation records are not kept in the Department files.

PUBLICATIONS AND SUPPLIES.

The Division of Publications and Supplies prepares for the press, publishes, and distributes all the statistical bulletins, statements, and other official utterances of the Department of Labor.

Printing and binding.—From the appropriation made by the sundry civil act for 1921, \$200,000 was allotted to the Department of Labor for printing and binding; by act approved March 1, 1921, a deficiency appropriation of \$50,000 was made, making a total of \$250,000 for the year. This allotment was apportioned by the Secretary as follows:

Office of the Secretary.....	\$13,500
Bureau of Labor Statistics.....	99,500
Bureau of Immigration.....	7,500
Immigration Service.....	34,000
Children's Bureau.....	56,000
Bureau of Naturalization.....	6,000
Naturalization Service and Naturalization examiners.....	24,500
Women's Bureau.....	9,000
Total.....	250,000

Publications.—During the fiscal year 1921, 167 separate books or pamphlets containing 15,738 pages were issued. The total number of copies was 2,992,050. Seven of these books were reprinted with changes and 36 without changes. During 1921, 2,978,000 publications on franks and mail lists were distributed, as compared with 1,989,994 in 1920.

Comparative statement of publications issued in 1920 and 1921.

Description.	1920	1921	Per cent of increase (+) or decrease (-).
Total publications issued.....	1,989,994	2,978,000	+50
On mail lists.....	510,100	255,918	-50
On franks.....	1,479,894	2,722,082	+84
Franks handled.....	131,212	143,256	+9

Sixty-five mail lists, comprising 123,824 addresses, are now maintained by the Department.

Supplies.—The legislative, executive, and judicial appropriation act approved May 29, 1920, appropriated \$50,000 for the contingent expenses of the Department for the fiscal year ending June 30, 1920, and transferred \$13,500 additional from the appropriation "Expenses of regulating immigration, 1921," to the contingent fund of the Department. A total of \$63,500 was thus available for contingent expenses.

Against the contingent appropriation proper, 974 requisitions were made, necessitating the placing of 1,421 orders involving 1,924 items

at an aggregate expenditure of \$45,442.77. The balance remaining of the \$50,000 appropriation on July 1, 1921 (\$4,557.23), will be sufficient to offset any outstanding liabilities properly chargeable to this appropriation. Of the \$13,500 allotted from the immigration appropriation \$13,417.45 was spent.

DIVISION OF CONCILIATION.

During the past fiscal year the conciliation service of the Department has had many difficult cases presented for mediation. Perhaps the most important, because of the large number of employees involved, were the threatened strike in the packing-house industry of Chicago in March and the marine strike in May and June. In the first case after many separate and joint conferences in Washington with the Secretary of Labor, the Department secured a peaceable settlement based upon a continuation of the Alschuler administration until September 15, 1921.

In the marine strike threatening conditions from day to day were finally brought to adjustment.

In scores of smaller cases presented speedy adjustments were secured, although unemployment conditions and business depression resulted in many long-drawn-out disputes. This service was rendered with a reduced appropriation for conciliation work—in all \$155,000 or \$45,000 less than the preceding year.

In the cases handled during the fiscal year 593,006 workers were directly or indirectly involved.

A summary by months during the past fiscal year of the number of workers affected in all cases presented is given in the following table:

Month.	Workmen affected.		Month.	Workmen affected.	
	Directly.	Indirectly.		Directly.	Indirectly.
July.....	107,364	16,715	February.....	2,943	1,190
August.....	30,194	7,285	March.....	60,141	17,550
September.....	16,433	22,535	April.....	62,442	12,314
October.....	6,915	4,128	May.....	59,847	69,550
November.....	4,667	8,743	June.....	40,673	7,477
December.....	19,936	4,714	Total.....	420,745	172,261
January.....	9,170	60			

The number of cases handled year by year is shown in the following table, although some allowance must be made for extraordinary increases during the war years. The growth of the division is indicated in the table appended.

Number and disposition of cases.	Mar. 4, 1913, to June 30—							
	1914	1915	1916	1917	1918	1919	1920	1921
Number.....	33	42	227	378	1,217	1,780	802	457
Adjusted.....	28	26	178	248	865	1,223	596	338
Unable to adjust.....	5	10	22	47	71	111	96	48
Pending.....		5	21	42	7	13	9	24
Unclassified.....		1	6	41	66	214	101	47

RECAPITULATION.

Month.	Number of cases handled.
1920.	
July.....	38
August.....	40
September.....	24
October.....	32
November.....	23
December.....	28
1921.	
January.....	17
February.....	17
March.....	56
April.....	48
May.....	25
June.....	24
Total.....	372
California oil cases.....	85
Total.....	457

Cases reported from each State for each month.

States.	July.	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May.	June.	Total.
Alabama.....	2					1							3
Arizona.....			1			2		1					4
Arkansas.....			1		2								4
California.....	4	5	5	5	6	2	5	4	6	5	4	4	55
California oil.....													85
Colorado.....		2											2
Connecticut.....		1		1	1								3
Delaware.....								1			1		2
District of Columbia.....	1			1		1		1	1		1	1	7
Florida.....	1		1		1		1			1			5
Georgia.....				1									1
Illinois.....	5	5	2	3	4	3	1	3	35	2	3	1	67
Indiana.....	1	4	1		1	7			2	1			17
Iowa.....	1	2		1		1	1		1				7
Kansas.....			1										1
Kentucky.....		1	1										2
Louisiana.....	2	1		1									4
Maryland.....				1									1
Massachusetts.....	2			1	1	3			1	1		1	10
Michigan.....				1		1		1			2		5
Minnesota.....								1					1
Missouri.....	3		1		1	1		1					7
New Hampshire.....	2						1						3
New Jersey.....	1	2	1	1		2				2		3	12
New York.....	2			1	1	2	2	1	4	4	3	2	22
North Carolina.....		1											1
Ohio.....	2	3	4	1	1	1	2		1	3		1	19
Oklahoma.....				1		1	1			1			4
Oregon.....										1			1
Pennsylvania.....	4	8	4	4	2		2	1	3	9	8	6	51
Rhode Island.....	1			1	1		1		1				5
South Dakota.....	1												1
Tennessee.....		1						1		3			5

Cases reported from each State for each month—Continued.

States.	July.	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May.	June.	Total.
Texas.....		2		4									6
Vermont.....								1					1
Virginia.....	1	1	1							1		1	5
Washington.....				2							2	2	6
West Virginia.....	1									4			5
Wisconsin.....		1		1					1	1		1	4
Interstate.....	1				1				1	8	1	1	13
Total.....	38	40	24	32	23	28	17	17	56	48	25	24	1 457

¹ Includes 85 California oil cases.

The effectiveness of the Division of Conciliation could be vastly increased by the addition to the force of commissioners of a "special man" in each of the 12 major, or basic, industries of the country. The present conciliators have made an enviable record in settling strikes and lockouts, but these men are called upon to handle differences in every variety of industry, and, whatever their native ability and the quality of their service, they can not be expected to possess that technical knowledge which is necessary to a thorough and lasting settlement of disputes in the more complicated industries. Hence we have come face to face with the need of a type of conciliator who shall have the same powers of moral persuasion as our present commissioners but who shall have also this special technical equipment which becomes more and more necessary in the prevention of disturbances in industry.

There is need for a number of these special men, and in every case he should be a man of the broadest gauge. The man assigned to each of these basic industries must know his special industry from top to bottom. He must know every technical process involved in that industry. He must know what is to be expected of every worker in each step of the process. He must also know something of the operation of management, so as to have the necessary understanding of the problems and hazards that go with the handling of business. Above all, he must be a man to command the respect and trust of both management and employees and to be able to make friends with both sides. It is obvious that such special men, having this equipment of knowledge and character, will be able to present, in the case of any controversy in any industry, a complete and unbiased report to the public to aid in shaping the public judgment which, after all, decides the issue in any industrial controversy.

To inaugurate this plan for the employment of these special conciliators will require a minimum appropriation of \$250,000 for the next fiscal year.

Prevention is better than cure, and these special men would save to the country vastly more than the amount of their salaries by their

work in harmonizing industrial differences, to the effect that production may go on without the interruption of strikes or lockouts.

THE LIBRARY.

The Department maintains a library which has a fine collection of material on labor and child welfare. This is of inestimable value not only in the research work of the bureaus but also to the general public.

Cooperation through exchange with governmental departments, with trade-unions and employers' associations, other collective labor groups, and with private philanthropic and research organizations, both in the United States and in foreign countries, have made it possible to build up a valuable collection of books of information necessary to the Department of Labor at very little cost to the Government.

UNITED STATES EMPLOYMENT SERVICE.

Activities.—In the activities of the United States Employment Service during the year under review, the policy of coordinating the work of the State and municipal public employment offices was continued and developed so far as the appropriation would permit. Twenty-five States and 15 municipalities operate public employment offices.

Ordinarily this service should have put into effect an efficient system of cooperation in public employment functions with the State and municipal employment offices and in handling correspondence in relation to such work, but, as the appropriation for such activities was insufficient, it seemed better that the Employment Service should devote itself to conducting special activities as detailed below.

Special activities.—The general work of the service in cooperation with the States was supplemented by a variety of special activities, instituted to deal with particular emergencies or with special phases of the work of the service.

Farm and harvest work.—The cutting of the wheat harvest in the grain belt—which begins in the northern part of Texas about June 10 and extends through Oklahoma, Nebraska, and Kansas, winding up with cutting and thrashing in the Dakotas about September 15—usually requires between sixty and eighty thousand workers that must be recruited from outside the grain belt, the number varying with the number of acres to be harvested and the growth of the wheat straw. The recruiting of this large army of workers outside of the grain belt is necessarily a Federal function. Offices are established at strategic points with headquarters at Kansas City, Mo., and Sioux City, Iowa, which are gateways to the wheat fields. These workers

are recruited from communities where the least local disturbances will ensue by their transfer, having in mind, of course, the importance of securing adequate help to harvest the crop. Recruiting laborers for this work is no less important than their intelligent distribution to the various sections of the grain belt, which can only be controlled by a single central agency. Climatic and other conditions which govern the ripening of the grain require constant information as to local labor needs and direction in order that one section will not be oversupplied with workers while there would be a wastage due to scarcity of labor in another section.

This activity of the Federal Government presents a special problem under any economic conditions. While the wages paid in the summer of 1920, or the beginning of the year under review, were sufficient to attract workers, it was necessary to recruit as many as possible from the overcrowded cities and avoid drawing too large a number from farming sections. At the beginning of the harvest season for 1921, or the close of the year under review, there was a surplus of workers everywhere, but wages had been materially reduced, transportation rates increased, and the problem was to recruit the harvesters within a distance that would at least justify their expense of travel to the points where work could be obtained. This could be accomplished only by establishing a zone near the grain belt for recruiting purposes and discouraging workers from migrating to the harvest field from points outside the zone. There should be some working agreement between the United States Employment Service and the railroads whereby reduced fares would be granted to unemployed securing jobs in sections distant from their homes.

Unemployment survey.—In January, 1921, unemployment appeared to be reaching an acute state, and the Government for the first time undertook an official survey of the unemployed. An actual census of the unemployed being impracticable, the only method by which the information desired could be ascertained was through employment figures, as employment is centralized and unemployment is scattered. The survey was based on a comparison of workers engaged in industry in January, 1920, the peak of industrial activity, with the number engaged in January, 1921, which showed a reduction in wage earners in industry. The result of this unemployment survey was published in a bulletin in January, 1921.

The unemployment survey was preliminary to a monthly industrial employment survey which the service started in February and has continued. This survey is strictly a neutral service inaugurated for the purpose of regularly collecting and distributing current information regarding general and specific industrial employment conditions; the distribution of labor; and the fluctuations in employment throughout the country. It is published monthly in the form of

statistics of employment, analyzed and tabulated according to industrial groups and geographical divisions.

The figures of actual change in employment conditions cover payroll figures of concerns usually employing 500 or more in 65 of the principal industrial centers of the country, which embrace 1,428 firms employing more than 1,600,000 workers. Reports are received from identical firms each month.

Junior Division.—The junior division of the United States Employment Service deals with the youth of the country, both sexes, between legal working age and 21. The purpose of the junior division is to aid the schools of the country in assisting boys and girls to select and prepare for some definite occupation in which they may be efficient, productive, and constructive workers, and to offer employers the best possible facilities for the selection of their junior employees. It was brought into being by the realization of the facts (1) that the schools have a vital part to play in selecting and training young people for their proper place in the economic world; and (2) that industry has serious need of a plan by which proper guidance industrially and particularly intelligent placement and follow-up of all young people may be effected. Moreover, the schools must have a channel through which a tide of information is constantly flowing back to them regarding the organization requirements and changes in industry.

Cities desiring to cooperate with the Federal Government in establishing junior offices usually effect this cooperation through their public-school systems. The work of the schools and that of the junior placement office are coordinated by the associate superintendent of schools (or some similar school man) who is both a school officer and a Federal representative on a nominal salary. The junior employment office offers vocational guidance, placement, and the supervision of the school product. It operates in close contact with the school permit offices, thus affording the best means of pooling the junior labor supply at its source, effectively distributing this supply, and constantly supervising the result of its efforts.

Junior placement offices cooperating with the Federal Employment Service and the local school systems are now functioning in 14 different cities as follows: Pittsburgh, Pa.; Atlanta, Ga.; Gary, Richmond, and South Bend, Ind.; Minneapolis and St. Paul, Minn.; Salt Lake City, Utah; Worcester, Mass.; Providence, R. I.; Rockford, Ill.; Stockton, Calif.; Jackson and Benton Harbor, Mich. Arrangements are under way for a like cooperation in half a dozen other places. A limited budget precludes extending the work more widely. It is the policy of the junior division to move slowly, establishing the work on a sound basis.

In cooperation with the Children's Bureau, the junior division is making a survey during the present year of systems under which children are prepared for, directed into, and supervised in gainful employment; that is, vocational guidance and placement work in a representative number of cities and towns throughout the United States.

Such a program for junior employment service, it is hoped, will lessen the future number of unemployables and drifters, reduce social unrest and labor turnover, and instill in our youth during the formative period of life habits of thought regarding their responsibility for the industrial welfare of the country.

UNITED STATES HOUSING CORPORATION.

The activities of the United States Housing Corporation during the fiscal year ending June 30, 1921, may be summarized as follows:

1. Rentals and sales of properties.
2. Collections from rentals and sales.
3. Liquidation of transportation and public utility loans.
4. Auditing original construction accounts.
5. Operation of Norfolk County Ferries.
6. Operation of the Government Hotel.

The properties and property interests falling under the jurisdiction of the corporation have an appraised value of \$27,542,483.70, consisting of real estate contracts aggregating \$19,339,591.16, unsold properties amounting to \$992,863.51, and secured loans and notes in the sum of \$7,210,029.03. These properties are located in 38 cities in 17 States and the District of Columbia, and comprise some 6,000 houses and 12 dormitories aside from the Government Hotel located in the National Capital, which latter affords accommodations to 1,900 female employees of the Federal Government.

The receipts of the corporation during the fiscal year 1921, exclusive of the Government Hotel, amounted to \$3,226,696.17. Expenditures from appropriations made by Congress for administration expenses of the corporation during the same period were \$143,518.43, or but 4.44 per cent of the sums collected.

Collections from rentals and sales.—The corporation entered upon the fiscal year 1921 with some 1,200 houses unsold. Rentals therefrom since that time have amounted to \$140,939.26, making in all \$2,548,812.33 covered into the United States Treasury from this source up to June 30, 1921.

The generally uniform contract of sale which was adopted by the corporation for the disposal of its houses contemplated an initial payment of 10 per cent of the total amount of the purchase price and 1 per cent monthly thereafter until final payment had been made. The

contract prices of properties sold during the fiscal year 1921 aggregated \$6,376,693.92, which, added to other sales consummated since the inauguration of the selling campaign, makes a grand total of \$19,339,591.16.

Collections from sales during the year were \$2,538,027.80, of which \$1,721,689.69 was applied to principal and the balance of \$816,338.11 to interest. The total paid into the Treasury of the United States up to June 30, 1921, thus amounted to \$3,031,126.02 on account of principal and \$1,027,758.09 on account of interest on deferred payments.

The properties remaining undisposed of as of June 30, 1921, have an appraised value of \$992,863.51, as follows: Unimproved properties, \$488,438.51; improved properties, \$504,425.

Liquidation of transportation and public utility loans.—As a corollary to creating additional housing accommodations during the war, the corporation was also charged with the duty of improving existent transportation and other public utilities. Advances on this account, exclusive of amounts expended on the Norfolk County Ferries, hereinafter referred to, amounted to \$5,304,830.63 to transportation companies and \$629,029.35 to public utilities. These advances are secured by liens on the properties involved, or by collateral security, and bear interest at the rate of 5 per cent. During the fiscal year 1921 collections of interest totaled \$329,140.42 and curtailments on account of principal were made in the amount of \$77,572.68.

Auditing original construction accounts.—Auditing of original construction and transportation accounts has enabled the corporation to effect recoveries of \$20,697.97.

Norfolk County Ferries.—Acquisition of control by the corporation over the operation of the Norfolk County Ferries was occasioned by the necessity for increasing and improving this transportation facility during the war. Norfolk and Portsmouth, Va., between which cities the ferries constitute the main means of traffic, were the scene of great war activities. Neither the city of Portsmouth nor the county of Norfolk, which jointly owned this utility, nor the operating company to which they were leased, was financially able to undertake the necessary extensions and improvements.

Because of their importance from a military standpoint, therefore, the chairman of the board of control of the Hampton Roads district, acting for the Housing Corporation, contracted to lease the ferries at the rental then being paid by the lessee, and upon the further condition that the corporation should repay itself such advances as were necessarily made from operating profits. Expenditures aggregating \$1,355,556.83 were made by the corporation in the furtherance of this project.

The present duty devolving upon the corporation with respect to this operation involves the recovery of its advances, coincident with the furnishing of adequate ferry service to the residents of these communities.

The conditions of the ferries contract further contemplate the return of these properties to the owners upon the liquidation of the Government's loan.

Operations of Government Hotel.—The Government Hotel, erected to provide accommodations for female employees of the Federal Government drawn to Washington during the war, is still filling an urgent need in the Nation's Capital. This property represents a construction cost of \$2,591,117.75, with a cost for equipment of \$347,407.25, making a total of \$2,938,525. For the nominal sum of \$45.50 a month patrons of this hotel are provided two meals a day, comfortable rooms, and various other services in what is probably the largest American plan hotel in the world.

From an operating standpoint, the hotel shows a profit to the Government of \$34,881.52 for the fiscal year ending June 30, 1921. Expenditures by way of appropriations from Congress amounted to \$994,298.65, and receipts from guests were \$1,029,180.17. Attention is directed to the fact, however, that while the "Plaza Council," composed of guests of the hotel, points to these nominal "profits," these are shown only because no account is taken of rent, interest on investment, depreciation, taxes (property or other), etc.

Furnishing, as it does, excellent hotel accommodations at a cost which includes no profit nor many of the items of overhead expense entering into similar operations by private enterprise no doubt it would be appreciated by the workers throughout the country if this service could be extended not only to Government employees but to other wage earners as well, charging the resulting loss to the taxpayers of the Nation.

Local taxes and assessments.—The corporation is perplexed at the present time with respect to its liability for taxes levied against its properties by various municipalities and other political subdivisions.

The weight of legal authority is clearly to the effect that its properties, being in fact properties of the United States, are not subject to taxation. That it is free from liability, however, under certain so-called "service agreements" executed by former officials of the corporation is not equally clear. The conditions of these agreements were that in consideration of the furnishing by the municipalities of such services as are ordinarily rendered by a city to its citizens—viz, police and fire protection, garbage collection, sewage disposal, etc.—the corporation would pay therefor an amount equal to what it would be called upon to pay were its properties subject to taxation.

Divergence of opinion as to whether these contracts constitute such valid and binding agreements as to render the corporation liable for the amounts stipulated therein has prevented satisfaction of these obligations heretofore.

It is expected that a decision in the matter will be reached through submission to Congress of an estimate of appropriation covering the obligations arising under this head.

Anticipated returns to Treasury.—By way of appropriations from Congress, the corporation received \$100,000,000. Of this amount it expects to return to the Treasury of the United States, after deducting all losses growing out of excess war costs, abandonment of contracts, return of building materials, and expenses of general administration, \$69,894,907.34, as follows:

Real estate sales realization.....	\$19,339,591.16
Estimated realization from unsold real estate.....	992,863.51
Transportation and utility loans ¹	7,210,029.03
Salvage property sales.....	1,523,570.08
Interdepartment credits.....	2,825,312.65
Interest and other items covered into the Treasury.....	5,503,540.91
Returned to U. S. Treasury (act of July 11, 1919).....	32,500,000.00
Total.....	69,894,907.34

To this amount will be added rentals hereafter derived from any of its properties and interest on outstanding loans and contracts.

BUREAU OF LABOR STATISTICS.

The Bureau of Labor Statistics was organized January 1, 1885, as the Bureau of Labor in the Department of the Interior. In 1888 it was made an independent department and called the Department of Labor, but was not represented in the Cabinet. In 1903 it was placed in the Department of Commerce and Labor, being renamed the Bureau of Labor, and in 1913 upon the creation of the present Department of Labor the bureau was transferred to it under the name of the Bureau of Labor Statistics. The Bureau of Labor Statistics thus antedates the Department of Labor by 30 years, and its creation was the first response to the demands of wage earners for a department in the Government for the exclusive consideration of labor matters.

The function of the bureau, as stated in the law of its creation, is "to acquire and diffuse among the people of the United States useful information on subjects connected with labor, in the most general and comprehensive sense of that word and especially upon its relation to capital, to hours of labor, to earnings of laboring men and women, and the means of promoting their material, social, intellec-

¹ Subject to appraisal as provided in the various contracts.

tual, and moral prosperity," and its duty, as set forth in the organic act of the Department is to "collect, collate, and report at least once each year, or oftener if necessary, full and complete statistics of the conditions of labor, and the products and distribution of the products of the same."

The Monthly Labor Review.—The Monthly Labor Review, established by the bureau under the name "Monthly Review," has now been published for six years, and the character and wealth of its contents have made for it an established place as a disseminator of important, exact, and pertinent information as to labor in all its ramifications and in all countries, obtained from authoritative sources. In the Review are printed special articles dealing with important phases of the labor question, summary reports of investigations made by the bureau, current labor news of every State and country, and from all reliable sources, reports of State labor bureaus and official bodies dealing with labor, and digests and reviews of new legislation and administrative orders affecting labor and of decisions of courts on labor subjects. Important trade agreements are printed in full or in summary form and short accounts of labor conventions and conferences are published.

Summary reports of investigations by the bureau as to wages and hours of labor in the boot and shoe industry, cotton-goods manufacturing, woolen and worsted goods manufacturing, and the petroleum industry, and changes in union wage scales were given prompt publication during the year, while digests of important court and other decisions and statistics of strikes also appeared. Monthly wholesale and retail prices of food, monthly prices of coal, quarterly prices of dry goods, and annual prices of gas appeared regularly, and statistics of volume of employment in specified industries were printed monthly. Minimum wage orders of the various States, in full or in summary form, were published promptly, and brief reports of what the State labor bureaus are doing, current notes of interest to labor, and reviews of late publications relating to labor were published each month. A directory of public labor officials in the United States and Canada appeared in the July, 1920, issue.

For reasons of economy the Monthly Labor Review has been placed on a subscription basis to all except labor departments and bureaus, workmen's compensation commissions, and other offices connected with the administration of labor laws, and organizations exchanging publications with the Bureau of Labor Statistics.

Publications other than the Monthly Labor Review.—At the end of the fiscal year there had been issued in completed form 18 bulletins and 12 numbers of the Monthly Labor Review. The 30 publications issued contained 7,511 pages of printed matter, 133 illustrations, 164 charts, 5 text charts, 5 diagrams, and 5 outline maps. All

publications (including the Monthly Labor Review) have been set in solid instead of leaded type as formerly, in order to increase the amount of information along labor lines made available to the public without increasing the cost.

Listed according to serial numbers, the bulletins issued during the fiscal year are as follows: 263, Housing by employers in the United States; 266, Proceedings of the seventh annual convention of the Association of Governmental Labor Officials of the United States and Canada; 267, Anthrax as an occupational disease; 268, Historical survey of international action affecting labor; 269, Wholesale prices, 1890 to 1919; 270, Retail prices, 1913 to December, 1919; 271, Adult working-class education in Great Britain and the United States; 272, Workmen's compensation legislation of the United States and Canada; 273, Proceedings of the sixth annual meeting of the International Association of Industrial Accident Boards and Commissions; 274, Union scale of wages and hours of labor, May 15, 1919; 275, Comparison of workmen's compensation laws of the United States and Canada up to January 1, 1920; 276, Standardization of industrial accident statistics; 277, Labor legislation of 1919; 278, Wages and hours of labor in the boot and shoe industry, 1907 to 1920; 279, Hours and earnings in anthracite and bituminous coal mining; 280, Industrial poisoning in making coal-tar dyes and dye intermediates; 282, Mutual relief associations among Government employees in Washington, D. C.; and 283, History of the Shipbuilding Labor Adjustment Board, 1917 to 1919.

The bureau has made an especial effort during the year to cooperate with the State labor bureaus, to keep in touch with their activities, and through the medium of the Monthly Labor Review to furnish to all the bureaus information as to the current and proposed activities of each bureau. In this way much valuable information as to the work of these bureaus is given early publication, and opportunity afforded for cooperation along various lines of labor investigation and work.

The research work of the bureau has become an important factor in the dissemination of labor news of value through the Monthly Labor Review, and in the supplying of information along labor lines requested by Members of Congress, labor organizations, manufacturers, economists, and other interested persons. In this work hundreds of domestic and foreign newspapers and periodicals, trade and labor journals, official and unofficial reports, and books on various subjects are examined, a careful record kept, and a systematic effort made to discover all items of importance relating to labor. Translations are made of foreign labor news items and articles, and information of new developments along labor lines obtained from newspapers, before being given out or published, is verified by cor-

respondence or reference to original sources, every effort being made to get the information first hand. A great deal of documentary material as well as publications and periodicals relating to labor accumulated by the bureau has been made available to those seeking such information.

Reports transmitted but not published.—In addition to the 30 publications issued by the bureau (18 bulletins and 12 numbers of the Monthly Labor Review), 10 other bulletins were sent to the Government Printing Office, one of which was entirely completed but not delivered and on three of which part of the proof reading had been done. The subjects covered by these 10 bulletins and their serial numbers are as follows: 281, Proceedings of the seventh annual meeting of the International Association of Industrial Accident Boards and Commissions; 284, Index numbers of wholesale prices in the United States and foreign countries; 285, Minimum-wage laws of the United States, their construction and operation; 286, Union scale of wages, May 15, 1920; 287, National War Labor Board, a history of its formation and activities; 288, Wages and hours of labor in cotton-goods manufacturing, 1920; 289, Wages and hours of labor in woolen and worsted goods manufacturing, 1920; 290, Decisions of courts and opinions affecting labor, 1919-20; 291, Carbon monoxide poisoning; and 292, Labor legislation of 1920.

BUREAU OF IMMIGRATION.

The fiscal year 1921 witnessed a revival of immigration to something like prewar proportions, the number of immigrant aliens admitted having been 805,228, as compared to 430,001 in the previous fiscal year. The average annual number admitted in the five years 1910-1914, was 1,034,940. A total of 172,935 nonimmigrant aliens (aliens not coming for permanent residence) also entered the country during the fiscal year, making a total of 978,163 admissions. These were all duly inspected in accordance with our somewhat complex immigration laws, and in addition the Immigration Service examined 1,139,339 alien seamen, as required by the seamen provisions of the act of February 5, 1917. The grand total of all classes—immigrants, nonimmigrants, and seamen—was, therefore, 2,117,502, a number far in excess of any previous year. As usual, New York was the chief port of entry, 560,971 immigrant aliens having been admitted there, and only 244,257 at all of the other ports, including those on the Canadian and Mexican borders.

The number of immigrant aliens from various sources during the year compared with the number coming from the same sources in the previous fiscal year was as follows:

Country.	1921	1920	Country.	1921	1920
Italy.....	222,260	95,145	Mexico.....	30,758	52,361
United Kingdom.....	79,577	48,062	Scandinavia.....	22,854	13,444
Greece.....	28,502	11,981	Portugal.....	19,195	15,472
Poland.....	95,089	4,813	Spain.....	23,818	18,821
Czechoslovakia.....	40,884	3,426	China.....	4,009	2,330
British North America.....	72,317	90,025	Japan.....	7,878	9,432

The races or peoples chiefly represented among immigrant aliens admitted in the two fiscal years were as follows:

Races or peoples.	1921	1920
Italians (north and south).....	222,496	97,800
English.....	54,627	58,366
Hebrew.....	119,036	14,292
Irish.....	39,056	20,784
Scandinavian.....	25,812	16,621
Scotch.....	24,649	21,180
Spanish.....	27,448	23,594

The following table shows the immigration and emigration in each fiscal year since 1911:

Total alien immigration and emigration, fiscal years 1911 to 1921.

Year.	Arrivals.			Departures.			Excess of immigration.
	Immi-grant.	Nonim-migrant.	Total.	Emi-grant.	Nonemi-grant.	Total.	
1911.....	878,587	151,713	1,030,300	295,666	222,549	518,215	512,085
1912.....	838,172	178,983	1,017,155	333,262	282,030	615,292	401,863
1913.....	1,197,892	229,335	1,427,227	308,190	303,734	611,924	815,303
1914.....	1,218,480	184,601	1,403,081	303,338	330,467	633,805	769,276
1915.....	326,700	107,544	434,244	204,074	180,100	384,174	50,070
1916.....	298,826	67,922	366,748	129,765	111,042	240,807	125,941
1917.....	295,403	67,474	362,877	66,277	80,102	146,379	216,498
1918.....	110,618	101,235	211,853	94,585	98,683	193,268	18,585
1919.....	141,132	95,889	237,021	123,522	92,709	216,231	20,790
1920.....	430,001	191,575	621,576	288,315	139,747	428,062	193,514
1921.....	805,228	172,935	978,163	247,718	178,313	426,031	552,132

The foregoing figures show that the total number of aliens admitted in the fiscal year 1921 was considerably in excess of the average annual admissions since the beginning of the World War.

IMMIGRATION FROM FOREIGN CONTIGUOUS COUNTRIES.

The total number of immigrant aliens admitted from Canada and Mexico during the present fiscal year was 102,442, as compared with 141,295 during the preceding year. The decrease in the number of such arrivals across our land borders is accounted for on the southern border by more or less depressed industrial conditions which had the tendency of discouraging immigration from Mexico, and on the northern border by the high rate of currency exchange, the material

advances in railway and sleeping car rates, economic conditions comparable to our own, and a wage scale not materially lower than that which prevails in the United States.

The special war-time regulations under which alien agricultural laborers from Mexico were permitted to enter the United States, by temporary waiver of the illiteracy, contract-labor, and head-tax features of the immigration act of February 5, 1917, were rescinded on March 2, 1921, and the importers of this labor were called upon to return to Mexico all such aliens remaining in their employ. The return movement is still under way, extensions having been granted by the Department, upon application to that effect, in certain particularly meritorious cases.

The figures show the total number of aliens admitted under these special exceptions during the years 1917 to 1921, inclusive, to have been 72,862. Of this number, 34,922 have returned to Mexico; 414 died; 494 were examined for permanent residence, found eligible for admission, paid the head tax, and were admitted; 21,400 deserted their employment and disappeared; and, so far as can be ascertained, 15,632 are still in the employ of the original importers. Of those who deserted their employment and disappeared, it is altogether probable that a considerable percentage have found their way back into Mexico, this owing to the present lack of demand in the border States for the class of labor which they represent.

ORIENTAL IMMIGRATION.

During the four months of my incumbency, or from March 1 to July 1, 1921, 1,178 Chinese aliens were admitted for residential purposes. The total number of such aliens admitted for the entire fiscal year was 4,017. The number of immigrant aliens admitted in the previous fiscal year was 2,148—showing the increase of this year to be 1,869.

A considerable number of Chinese, not carried in the statistical returns, succeeded in entering the United States by deserting from vessels upon which they arrived as crew members, entering surreptitiously across our land borders, or being smuggled in at various remote places on our seacoasts. In fact, the so-called "seaman route" has apparently become a favorite device for defeating the purpose of the Chinese-exclusion laws. A plan for preventing these wholesale desertions of Chinese crew members is now being devised.

In addition to the numbers of Chinese aliens admitted to the United States for permanent residence, the privilege of transit, under bond, was granted on behalf of 17,907 members of this race. Of this number 8,269 were admitted at San Francisco with ultimate

destinations in Cuba or Mexico; and 6,677 were admitted at Montreal, across the land border, with destinations Cuba, Mexico, South America, etc.

The admission of aliens of the Japanese race to continental United States decreased from 12,868 in the fiscal year 1920 to 10,675 for the present year. There was a slight increase this year in the number of Japanese arrivals in Hawaii, the figures showing the admissions there, for the purpose of residence, to be 3,599, as compared with 3,306 in 1920. The Korean alien arrivals in Hawaii for the fiscal year totaled 56.

SMUGGLING AND SURREPTITIOUS ENTRY OF ALIENS.

The war-time regulations requiring all aliens coming to the United States to present passports establishing their nationality and identity, and consular visas indicating that the holders of such passports are apparently not undesirable from the standpoint of our institutions and our immigration laws, were continued in operation by the act approved March 3, 1921. The restrictions of this system have begun to be felt in certain of the European countries from which a comparatively large immigration has been received in past years. Consequently hundreds of aliens who, for one reason or another, have been unable to obtain passports or consular visas entitling them to come to the United States, have proceeded to either Canada or Mexico, with the purpose of ultimately gaining surreptitious entry into the United States—this in violation of both the passport control regulations and the immigration laws. The majority of these aliens have sailed for ports in Mexico, owing, no doubt, to the restrictions which Canada imposes upon the entry of aliens into that country. Several hundreds of these European aliens have been arrested on this side of the line by our immigration authorities, after having surreptitiously crossed the line, usually with the assistance of a professional smuggler. All who have been so arrested have been ordered to be deported, as rigorous deportation to the country of origin is believed to be the only means of effectually stopping this practice. It is anticipated that if the most drastic measures are not applied this back-door movement of inadmissible aliens will soon pass wholly beyond the control of the few immigration officers available on present financial means.

DEPORTATION OF ALIENS.

There was a considerable increase in the number of aliens deported from the United States, for various causes under the immigration law, over those deported for like causes in the fiscal year 1920, the

figures for the two years being 4,517 and 2,762, respectively. The following table shows the numbers deported, by races:

African (black).....	99	Japanese.....	71
Armenian.....	8	Lithuanian.....	20
Bohemian.....	17	Magyar.....	32
Bulgarian.....	28	Mexican.....	1, 268
Chinese.....	341	Polish.....	138
Croatian and Slovenian.....	65	Portuguese.....	46
Cuban.....	3	Rumanian.....	16
Dalmatian.....	5	Russian.....	380
Dutch and Flemish.....	43	Ruthenian.....	28
East Indian.....	19	Scandinavian.....	93
English.....	389	Scotch.....	105
Finnish.....	56	Slovak.....	16
French.....	179	Spanish.....	94
German.....	252	Spanish-American.....	15
Greek.....	82	Syrian.....	33
Hebrew.....	134	Turkish.....	6
Irish.....	139	Welsh.....	7
Italian (north).....	30	West Indian.....	8
Italian (south).....	216	Other peoples.....	36

With the opening up of the ocean lanes of travel, virtually closed to ordinary passenger traffic during the war years, it became possible to return to the various European countries of origin the greater part of the accumulation of alien public charges in our penal and charitable institutions, so that at the close of the present fiscal year about the only alien public charges that remain here under orders of deportation are Russians, who can not be deported because of the closing of the borders of that country to all Russians returned from the United States.

The lack of a sufficient appropriation has prevented systematic overhauling of the various State and Federal charitable institutions with a view to returning deportable alien inmates to their respective countries, although this work will be prosecuted as vigorously as possible with the limited funds at hand.

HEAD TAX COLLECTED AND ADMINISTRATIVE FINES IMPOSED.

Head tax levied and collected on aliens during the fiscal year amounted to \$5,697,528, which was covered into the general funds of the Treasury Department. The immigration authorities at the several ports of entry also assessed \$324,340 in administrative fines against transportation companies or the masters, owners, or agents of vessels entering. This is by far the largest sum ever collected in any one year as administrative fines, exceeding the amount collected in the fiscal year 1920 by \$170,130. Other collections in the fiscal year totaled \$46,528.

The cost of operating the Immigration Service for the fiscal year 1921 was \$3,898,733, exclusive of \$112,500 in repairs to buildings and vessels at Ellis Island, New York Harbor. The net revenue to the Department for the year on account of the enforcement of the immigration laws was, therefore, \$2,057,163.

THE PERCENTAGE ACT.

The act approved May 19, 1921, popularly known as the percentage act, became operative on June 3, 1921. Its passage left the various transportation interests but 15 days' notice to regulate the stream of immigrants from Europe and certain other countries affected by the act so as to conform to the numbers of the several nationalities admissible in the month of June. At an early period in the month it became apparent that the transportation companies would bring to our ports a considerable number of aliens who could not be permitted to enter because of the exhaustion of their quota allotments. In fact, the quotas allotted under the terms of the act to several of the countries were exhausted on the very first day of the month. This necessitated the detention of all aliens arriving in excess of their quota limits until such time as they could be returned to the all but intolerable conditions in their home countries. These aliens, so far as the Department could ascertain, were merely the helpless victims of the transportation companies whose greed brought them here in flagrant disregard of the limitations of the law. The appeals of relatives and friends in behalf of these unfortunate aliens who could not be admitted merely because of having arrived in excess of the quota limits of the act caused the Department of Labor to promulgate an instruction under date of June 10 which had the effect of temporarily admitting the excess arrivals for the month on bond until October 1, 1921. This justifiable action of the Department has now been made legal by the passage in Congress of a joint resolution authorizing it to charge these excess arrivals against the available quota of a future month. The present intention is to hold in reserve a sufficient number from the October quotas to cover in these aliens and then grant them final admission.

The total number admitted in excess of the June quota was 11,741, the nationalities chiefly represented being:

Czechoslovakia.....	1,689	Poland.....	2,367
Greece.....	353	Portugal.....	517
Hungary.....	747	Rumania.....	1,438
Italy.....	2,320	Spain.....	274
Jugoslavia.....	1,133		

While the Department is not in position to forecast the total immigration for the incoming fiscal year under the terms of the act of May 19, 1921, it seems safe to predict that the act will be largely

effective, and that our total immigration from Europe and the countries comprehended by the act will not exceed 350,000 for the year.

CHILDREN'S BUREAU.

The law creating the Children's Bureau in 1912 set forth the duty of the bureau as follows: "To investigate and report upon all matters pertaining to the welfare of children and child life among all classes of our people." Plainly the task of social study is progressive and endless, and the bureau has hardly made a beginning in performing the vast task assigned to it.

CORRELATION AND COOPERATION.

Many special sciences are essential to a program of child welfare, and Government work in certain of these sciences was established long before the Children's Bureau was created. Although not expressly so stated in the law, it is clear that coordinated work must have been intended, since the Bureaus of Labor Statistics, of the Census, and of Education, the Public Health Service, and the Department of Agriculture were all created before 1912, and the functions of all these are interrelated with social science research in the field of child welfare. Hence the bureau utilizes the material of other services. In new lines of inquiry it has carefully avoided duplication of the work of other agencies, and it has cooperated with other Government agencies whenever possible.

CHILD-WELFARE STUDIES IN ISLAND POSSESSIONS.

The child-welfare study of Porto Rico, requested by the commissioner of education of the island and approved by the governor and the Bureau of Insular Affairs, is taking the form of a children's year demonstration, with plans for repeating the various features which proved effective here in 1918-19. For the sake of convenience the Porto Rican work opens with recreation, special emphasis being placed on athletics and active sports. Specially qualified experts will be sent to the island, and close cooperation is assured with the authorities, the teachers, and volunteer committees.

It is hoped that the bureau may be enabled to continue and develop this series of studies in the other island possessions.

THE YEAR'S WORK, BY DIVISIONS.

Hygiene division.—During the past year this division examined 1,022 children employed in the beet fields of Colorado and conducted a series of children's health conferences in several mining towns of West Virginia.

A news-letter to directors of State child-hygiene divisions was issued four times during the year. Special assistance was given in

the organization of the bureaus of child hygiene and public-health nursing of the Alabama and Michigan State boards of health, and children's health conferences were conducted in Kansas in cooperation with the child-hygiene division of that State. At the request of the Kentucky State Board of Health the "child-welfare special," with its staff, examined 1,990 children living in towns and rural districts. For five months the child-welfare special and staff have been in Arkansas, working with the State board of health. The division joined with the public-welfare department of the North Carolina State University in an experimental short course in community child health, which included lectures and practical demonstrations by means of children's health conferences.

A questionnaire survey, which is nearing completion, has been undertaken to determine the adequacy of maternity and infant care in the United States in communities of less than 200,000 population. A directory of local child-health agencies in the United States was started in June. As an initial step in a campaign urging the breast feeding of infants a bulletin on the subject was issued for use by doctors and nurses in the instruction of mothers. The popular bulletin, *Infant Care*, has been revised, and the sections on feeding and the sick child rewritten. In the preparation of these bulletins, the division has had the assistance of the bureau's advisory committee of pediatricists, comprising representatives of the American Pediatric Society, the pediatric section of the American Medical Association, and the American Child Hygiene Association.

Industrial Division.—During the past year this division completed, with special reference to child labor, two experimental studies of child welfare in typical rural localities, one in selected sugar-beet-raising areas of Colorado and Michigan, the other in a cotton-growing section of Texas. A third survey dealt with conditions affecting children in bituminous coal-mining communities in West Virginia. In addition, a brief inquiry was made into the opportunities for minors in metal-manufacturing industries in Michigan. Two other studies have been partially completed, relating to child labor and child welfare in truck-farming areas and to children on inland-waterway canal boats.

Legal studies completed during the year included an analysis and arrangement in chart form of the child-labor and compulsory-education laws of the various States in effect January, 1921. Analyses were also made of laws and methods of enforcement relating to the physical examinations of working children and to the employment of children in street trades. A preliminary report has been issued of the findings of the committee appointed by the bureau last year to formulate standards of normal development and sound health for the use of physicians examining children entering employment and chil-

dren at work. It is the intention of this committee to revise from time to time its recommendations in the light of further scientific research and practical experience.

Social Service Division.—Field work in the study of the organization and methods of 10 juvenile courts has been completed. A conference on juvenile courts was held in Milwaukee June 21–22, 1921, under the joint auspices of the Children's Bureau and the National Probation Association, and the chief of the Children's Bureau has asked 12 persons to act as an advisory committee on juvenile court standards. Three special monographs relating to juvenile court work have been prepared for the bureau: Probation in Children's Courts, The Practical Value of Scientific Study of Juvenile Delinquents, and the Legal Aspect of the Juvenile Court. A field study has been completed of children under 18 years of age who have violated the laws of the United States.

The demand for analyses and summaries of laws relating to the care and protection of dependent, defective, and delinquent children has been especially great during the year, and efforts have been made to supply this material within the limitations of the division's staff. Summaries and charts of legislation on special topics are now being prepared. A third report of the series on illegitimacy as a child-welfare problem, ready for the press, deals with the care of infants under 2 years of age by agencies and institutions, a study made jointly by the Children's Bureau and agencies in various localities.

A beginning has been made in the study of children placed out in family homes through an inquiry now under way in the District of Columbia. A report relating to children deprived of parental care and taken under the custody of Delaware agencies was issued during the year. Studies are now under way to determine the present status of mothers' pension administration and to secure information with regard to the adequacy of aid and the special measures that are taken to promote the welfare of the children.

Statistical Division.—During the past year three reports have been written in this division: Infant Mortality in Pittsburgh, Statures and Weights of Children Under Six Years of Age, and Infant Mortality and Preventive Work in New Zealand. Tabulations for industrial division studies have been completed or are under way, as is also the Baltimore infant mortality report. Final tables on the Gary study of children of preschool age were completed during the year, and the report on infant mortality in Gary confirms the findings of previous studies with regard to the relation between fathers' earnings and infant mortality.

Editorial Division.—During the past year the bureau issued 32 publications, including reports, leaflets, dodgers, and charts. Nine

reports are now in press and 29 others are in the course of preparation. Articles by members of the bureau staff or relating to the work of the bureau have been published in 556 magazines, pamphlets, and bulletins, exclusive of the bureau's own reports.

BUREAU OF NATURALIZATION.

NATURALIZATION.

In the fiscal year just ended 198,530 petitions were filed with the Commissioner of Naturalization. Of this number 17,636 were filed under the special provisions of law in behalf of aliens who had performed military service and certificates of naturalization were issued to the entire number of such special petitions. The remaining 180,894 were filed under the general provision of the act of June 29, 1906, by aliens in civil life. During the same period 304,481 declarations of intention, or first papers, were filed, an increase of 4,375 over those filed in the previous year.

The above figures show that 503,011 took either initial or final steps toward citizenship. As compared with the figures of a year ago, 34,336 fewer aliens filed under the special provisions of the law after having performed military service. The increase in the number of papers filed by civilians was 18,344, the total being 467,031.

The total number of petitions filed by civilians under the general provisions of the law, 180,894, represents the high-water mark since the organization of Federal supervision of the naturalization laws.

In view of the requirement of the law that petitions may not be acted upon within 90 days after the date of filing, 52,678 of such papers filed during the last quarter of the fiscal year can not be disposed of by the courts during the fiscal year in which they were filed. The 49,817 such papers disposed of, as filed in the last quarter of the preceding fiscal year, added to the 128,216 filed in the first three quarters of the year under consideration, and including 50,087 cases continued from prior years, make a total of 228,120 petitions.

The courts either dismiss, continue, or grant petitions at the time of hearing. Such action resulted in 18,981 dismissals, 45,483 continuances, and 163,656 orders of admission. In the last-named class, naturalization certificates were issued. By court action 45,483 petitions were continued. To these should be added 52,678 which had not matured to hearing at the close of the fiscal year, representing the undisposed-of petitions awaiting final action in the ensuing fiscal year. This figure is considerably in excess of the average annual admissions to citizenship during the fourteen years since the naturalization service was established.

Among the 18,981 petitioners who were denied citizenship, 1,736 had sought to evade military duty by claiming alienage; 20 were

excluded under the provisions of section 2169 of the Revised Statutes; 719 because of immoral character; 1,120 were rejected because of ignorance of American institutions (a very small number, which may be expected gradually to disappear as the result of training in the duties of citizenship); 274 were held by the courts to be citizens already; and 533 petitions were abated by death. The remainder represents those who failed to comply with some requirement of the law.

CITIZENSHIP TRAINING.

The citizenship training activities during the past year have been extended to 3,526 communities, a greater number than in any preceding year. Industrial unrest, however, caused a falling off from the year before in the reported enrollment, the total for this year being 117,073, with returns giving 78,794 men and 26,269 women, and 12,010 sex not reported.

Since the suffrage amendment to the Constitution many women's organizations are carrying the message of America to women in the homes of the foreign born.

Leaders in industry and virtually all patriotic and civic organizations are now working with this division to extend citizenship training to every State in the Union, including Alaska. The Department plans to establish, in particular, a closer and more friendly relationship with the foreign-born population, toward their education in American laws, customs, and life, and for guarding them from views and doctrines of government repugnant to our Constitution.

FINANCIAL STATEMENT.

The naturalization law imposes upon aliens seeking citizenship fees amounting to \$5 per head. One-half of the amount so paid, up to \$3,000 in each fiscal year, is assigned by law to clerks of courts for preparing and filing such papers and taking the oaths of declarants, petitioners, and witnesses. The other half is remitted by law, as miscellaneous receipts, to the Treasury Department. All expenditures for administrative purposes by the bureau are made from authorized appropriations in the annual legislative and sundry civil appropriation bills. No charge is made to aliens who have been admitted under special enactments in behalf of those who performed military service in the recent war.

The total receipts from the clerks of courts for the fiscal year were \$696,854.35, or \$32,315.15 more than for the preceding year. The cost of administration, including the work of the Citizenship Training Division, was \$747,083.40, leaving a deficit of \$50,229.05, the third reported since the establishment of the naturalization service. This deficit results partly from soldier naturalization work, but is owing

principally to expenditures in citizenship training. This branch of the bureau's activity involved an outlay of about \$121,200, a sum entirely justified by the importance of such work.

WOMEN'S BUREAU.

The duty of the Women's Bureau as stated in the act by which it was created is "to formulate standards and policies which shall promote the welfare of wage-earning women, improve their working conditions, increase their efficiency, and advance their opportunities for profitable employment." To accomplish this duty the bureau was given authority to investigate and report to the Secretary of Labor upon all matters pertaining to the welfare of women in industry.

During the past year from July, 1920, to July, 1921, the Women's Bureau has investigated wages and working conditions for more than 24,000 women in three States, and hours and working conditions for more than 20,000 women in two other States, and it has made studies of the working conditions of the women employed in two departments of the Federal Government. Among other important activities have been: An investigation of wages of women in the candy industry, a study of Negro women in industry, the compilation of a working woman's budget, the tabulation of wage schedules for the State of Minnesota, and the continuation of a study, begun in 1920, of the home responsibilities of wage-earning women.

In cooperation with State departments of labor since February, 1921, the Women's Bureau has issued a monthly news-letter telling of the activities of the States and the Federal Government which affect women in industry. It has circulated an educational exhibit and prepared and circulated a motion picture illustrating standards for women in industry.

The following bulletins have been published:

- No. 11. Women Street Car Conductors and Ticket Agents.
- No. 12. The New Position of Women in American Industry.
- No. 13. Industrial Opportunities and Training for Women and Girls.
- No. 14. A Physiological Basis for the Shorter Working Day for Women.
- No. 15. Some Effects of Special Legislation Limiting Hours of Work for Women.

The following bulletins are in press:

- Iowa Women in Industry.
- Women's wages in Kansas.
- Negro Women in Industry.

Reports are now being prepared on the results of investigations of—

- Wages, hours, and working conditions for women in industry in Georgia.
- Wages, hours, and working conditions for women in industry in Rhode Island.
- Hours and working conditions for women in industry in Maryland.
- Home responsibilities of men and women.

There have also been published during the year 5 colored maps and 10 charts showing legislation affecting women in industry.

A more comprehensive program needed.—The experience of three years spent by the Women's Bureau in close contact with the problems of women in industry emphasizes the need for the inauguration of a more comprehensive program than it has been possible for the bureau to undertake. The latest census figures will show the many new activities taken up by women in the past decade; but they will not show the deeper significance to the country which underlies the new industrial value of women. It is the function of the Women's Bureau to contribute to the solution of important problems in this connection, and it should be made possible for it to undertake an adequate program of work which should include special studies and further investigation of the following topics:

1. The effects of special legislation upon the employment of women.
2. Wages, hours, and working conditions for women in industry in different sections of the country.
3. The effect on women in industry of certain conditions such as the piecework system, posture at work, the lifting of weights, and industrial poisons.
4. Critical compilation of existing statistical material relative to women in industry.
5. Codification of laws regulating conditions for women in industry.

CONCLUSION AND RECOMMENDATIONS.

1. The Division of Conciliation, in the Office of the Secretary, which performs one of the most important functions of the Department, has rendered unusually good service under the handicap of its limited appropriation. The importance of keeping the Nation's industry going, however, necessitates a more technical organization than is possible at present. In a small way, but with marked success, the division has put into effect the "special man" method of handling delicate situations. To be more highly effective, this special-man system should be applied to all the major industries of the country; but to put this into effect would require increased appropriations. For a further trial of the indisputable value of this method an estimate of \$250,000 will be included in the next budget submitted.

In my experience, the fact has become clear that a few of our industries are especially liable to disturbance. In these industries controversy has become more or less chronic. We have had impressed upon us that a fair and lasting settlement of disputes in these industries, is hard to arrive at because of the highly technical and complicated nature of these industries and because of our lack of the technical knowledge necessary to a just and lasting settlement.

Naturally the public, which is the final judge in labor disputes, is without the exact knowledge necessary to a just opinion. The ques-

tion is, how to inform the public and make it a competent judge. The Division of Conciliation can not hope to pass a fair judgment in any dispute in these industries, and we can not have a united public opinion to enforce any such fair judgment, until we know more exactly what precise services are to be expected from each employee or group of employees in these industries and what wages and conditions the employees may reasonably expect for their services.

This special-man system, I am confident, will bring us this much needed exact knowledge. I am equally confident that the usefulness of these special men will extend far outside this sphere of settling occasional controversies. They will be particularly useful in talks to meetings of the working people or the general public on the subject of sound economic principles. They will be able to explain the working problems of management and they may keep the managers reminded of the trials and struggles of their employees. These men will thus be much more than experts. They will be a human lubricant at points in our industry which have been subject for years to chronic heat and friction. In their service as qualified judges, as well as in the good offices they may perform as promoters of harmony and contentment, they will be worth to the country vastly more than the sums paid them in salary.

2. The Bureau of Industrial Housing and Transportation was a war creation. Its properties have for the most part been sold on the installment plan. The bureau is, therefore, with the exception of its operation of the Government Hotel and Norfolk Ferries, primarily an agency for the collection of payments. I have mentioned in the body of this report that some 1,800 women employees of the Government are receiving first-class hotel accommodations and board at the Government Hotel for the sum of \$45.50 a month, and I wish here to emphasize the fact that this is possible only because no taxes or interest on investment or depreciation on the total cost of \$2,938,525 appropriated by Congress are considered as part of the operating expense.

3. The United States Employment Service, like several other functions of the Department, is handicapped by lack of funds. Numerous reports have been made of unscrupulous practices among private employment agencies which have taken advantage of the unfortunate unemployed. As the service is at present organized, its activities include, in a very limited degree, cooperation with and coordination of the State and municipal public employment agencies in their efforts to find employment for those out of work; collecting and disseminating employment information; recruiting and distributing seasonal farm labor; discouraging labor from migrating to overcrowded labor markets; and cooperating with school systems in the

vocational guidance and placement of boys and girls between the legal working age and 21 years.

An appropriation of approximately \$1,000,000 would permit the extension of these activities sufficiently to furnish reliable information regarding opportunities for work without reference to State lines. It would provide for migration of labor on reliable information, at the least possible expense. It would reduce the enormous waste of money due to delay in shifting positions, and to unemployment; and it would increase the productive power of the Nation by reducing labor turnover, and keeping men steadily in their jobs.

4. The Bureau of Labor Statistics is the oldest bureau in the Department and renders a very important service, one of its chief activities being the publication of a Monthly Labor Review. This review is depended upon by many employers throughout the country in fixing salaries and working rules. Unless authorization is granted by Congress to permit continuance of this publication its issuance will have to be suspended on December 1. It is strongly recommended that the bureau be permitted to continue this publication, and to have sufficient funds to maintain the issuance of the statistical reports which are of such great assistance to the country and which convey such valuable information to the public in general.

5. The Bureau of Immigration stands guard at the Nation's gateway and also welcomes the potential citizens coming from abroad. Conditions at Ellis Island are unsatisfactory, but every effort is now being made to make not only this but every other immigration station in the country a place where a welcome befitting this great country can be extended. The difficulty at Ellis Island is, of course, the inadequacy of the facilities provided. For necessary improvements at Ellis Island alone I submitted to the budget officer requests for a total of \$1,008,000. Several of the items in this total were subsequently withdrawn. Ultimately the budget officer recommended to Congress an immediate appropriation of \$123,470.75 for various items of improvement at Ellis Island, including a salt water flushing system for hospital buildings, renewal of a plumbing system, a remodeling and equipping of 15 rooms in the administration building and for various reconstructions and reconditionings.

6. The Children's Bureau performs a needed service in promoting the welfare of the child through collection and publication of sound information on the care of children, the administration of the child labor laws, etc. As the future of the nation depends upon the children, the activities of the bureau should be permitted to grow so as to become equal to the size and importance of the task before it. We can not afford to be niggardly with our appropriations when providing for the Children's Bureau. The next estimate which is to be submitted to Congress for appropriations for this Department

will include an amount sufficient to meet, in a small way, the needs of the service which the bureau is endeavoring to render.

7. The Bureau of Naturalization is carrying out the work for which it was created and during the past year admitted 228,120 persons to citizenship. The bureau is also engaged in promoting Americanization. This work is still limited but is commendable and should be extended so that citizenship training may be enjoyed by all prospective citizens.

8. Women now occupy a permanently prominent position in industry. According to the best estimate, 12,000,000 women are employed in gainful occupations. The special conditions necessary to their welfare require research work which can be provided only by technical help. Congress has provided that \$1,800 per annum shall be the highest salary paid to employees of the Women's Bureau, except that three may receive \$2,000 and the Director and Assistant Director may receive higher compensation. Not only should the restriction imposed as to the amount of salary which may be paid to individuals be removed but the bureau should be adequately provided with funds whereby it may be able to cope with the enormous task of standardization of industry and working conditions where women are employed.

9. As has been mentioned in the body of this report, the bureaus of the Department are housed in three different buildings, two of which are rented by the Government. The Department of Labor should be housed in Government quarters, and better administration would result if the various activities could be assembled under one roof.

Respectfully submitted.

JAMES J. DAVIS,
Secretary of Labor.

APPENDIX.

ACT CREATING THE DEPARTMENT OF LABOR.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there is hereby created an executive department in the Government to be called the Department of Labor, with a Secretary of Labor, who shall be the head thereof, to be appointed by the President, by and with the advice and consent of the Senate; and who shall receive a salary of twelve thousand dollars per annum, and whose tenure of office shall be like that of the heads of the other executive departments; and section one hundred and fifty-eight of the Revised Statutes is hereby amended to include such department, and the provisions of title four of the Revised Statutes, including all amendments thereto, are hereby made applicable to said department; and the Department of Commerce and Labor shall hereafter be called the Department of Commerce, and the Secretary thereof shall be called the Secretary of Commerce, and the act creating the said Department of Commerce and Labor is hereby amended accordingly. The purpose of the Department of Labor shall be 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. The said Secretary shall cause a seal of office to be made for the said department of such device as the President shall approve and judicial notice shall be taken of the said seal.

SEC. 2. That there shall be in said Department an Assistant Secretary of Labor, to be appointed by the President, who shall receive a salary of five thousand dollars a year. He shall perform such duties as shall be prescribed by the Secretary or required by law. There shall also be one chief clerk and a disbursing clerk, and such other clerical assistants, inspectors, and special agents as may from time to time be provided for by Congress. The Auditor for the State and Other Departments shall receive and examine all accounts of salaries and incidental expenses of the office of the Secretary of Labor and of all bureaus and offices under his direction, and all accounts relating to all other business within the jurisdiction of the Department of Labor, and certify the balances arising thereon to the division of bookkeeping and warrants and send forthwith a copy of each certificate to the Secretary of Labor.

SEC. 3. That the following-named offices, bureaus, divisions, and branches of the public service now and heretofore under the jurisdiction of the Department of Commerce and Labor, and all that pertains to the same, known as the Commissioner General of Immigration, the Commissioners of Immigration, the Bureau of Immigration and Naturalization, the Division of Information, the Division of Naturalization, and the Immigration Service at Large, the Bureau

of Labor, the Children's Bureau, and the Commissioner of Labor, be, and the same hereby are, transferred from the Department of Commerce and Labor to the Department of Labor, and the same shall hereafter remain under the jurisdiction and supervision of the last-named department. The Bureau of Immigration and Naturalization is hereby divided into two bureaus, to be known hereafter as the Bureau of Immigration and the Bureau of Naturalization, and the titles Chief Division of Naturalization and Assistant Chief shall be Commissioner of Naturalization and Deputy Commissioner of Naturalization. The Commissioner of Naturalization or, in his absence, the Deputy Commissioner of Naturalization, shall be the administrative officer in charge of the Bureau of Naturalization and of the administration of the naturalization laws under the immediate direction of the Secretary of Labor, to whom he shall report directly upon all naturalization matters annually and as otherwise required, and the appointments of these two officers shall be made in the same manner as appointments to competitive classified civil-service positions. The Bureau of Labor shall hereafter be known as the Bureau of Labor Statistics, and the Commissioner of the Bureau of Labor shall hereafter be known as the Commissioner of Labor Statistics; and all the powers and duties heretofore possessed by the Commissioner of Labor shall be retained and exercised by the Commissioner of Labor Statistics; and the administration of the act of May thirtieth, nineteen hundred and eight, granting to certain employees of the United States the right to receive from it compensation for injuries sustained in the course of their employment.

SEC. 4. That the Bureau of Labor Statistics, under the direction of the Secretary of Labor, shall collect, collate, and report at least once each year, or oftener if necessary, full and complete statistics of the conditions of labor and the products and distribution of the products of the same, and to this end said Secretary shall have power to employ any or either of the bureaus provided for his department and to rearrange such statistical work and to distribute or consolidate the same as may be deemed desirable in the public interests; and said Secretary shall also have authority to call upon other departments of the Government for statistical data and results obtained by them; and said Secretary of Labor may collate, arrange, and publish such statistical information so obtained in such manner as to him may seem wise.

SEC. 5. That the official records and papers now on file in and pertaining exclusively to the business of any bureau, office, department, or branch of the public service in this act transferred to the Department of Labor, together with the furniture now in use in such bureau, office, department, or branch of the public service, shall be, and hereby are, transferred to the Department of Labor.

SEC. 6. That the Secretary of Labor shall have charge in the buildings or premises occupied by or appropriated to the Department of Labor, of the library, furniture, fixtures, records, and other property pertaining to it or hereafter acquired for use in its business; he shall be allowed to expend for periodicals and the purposes of the library and for rental of appropriate quarters for the accommodation of the Department of Labor within the District of Columbia, and for all other incidental expenses, such sums as Congress may provide from time to time: *Provided, however,* That where any office, bureau, or branch of the public service transferred to the Department of Labor

by this act is occupying rented buildings or premises, it may still continue to do so until other suitable quarters are provided for its use: *And provided further*, That all officers, clerks, and employees now employed in any of the bureaus, offices, departments, or branches of the public service in this act transferred to the Department of Labor are each and all hereby transferred to said department at their present grades and salaries, except where otherwise provided in this act: *And provided further*, That all laws prescribing the work and defining the duties of the several bureaus, offices, departments, or branches of the public service by this act transferred to and made a part of the Department of Labor shall, so far as the same are not in conflict with the provisions of this act, remain in full force and effect, to be executed under the direction of the Secretary of Labor.

SEC. 7. That there shall be a solicitor of the Department of Justice for the Department of Labor, whose salary shall be five thousand dollars per annum.

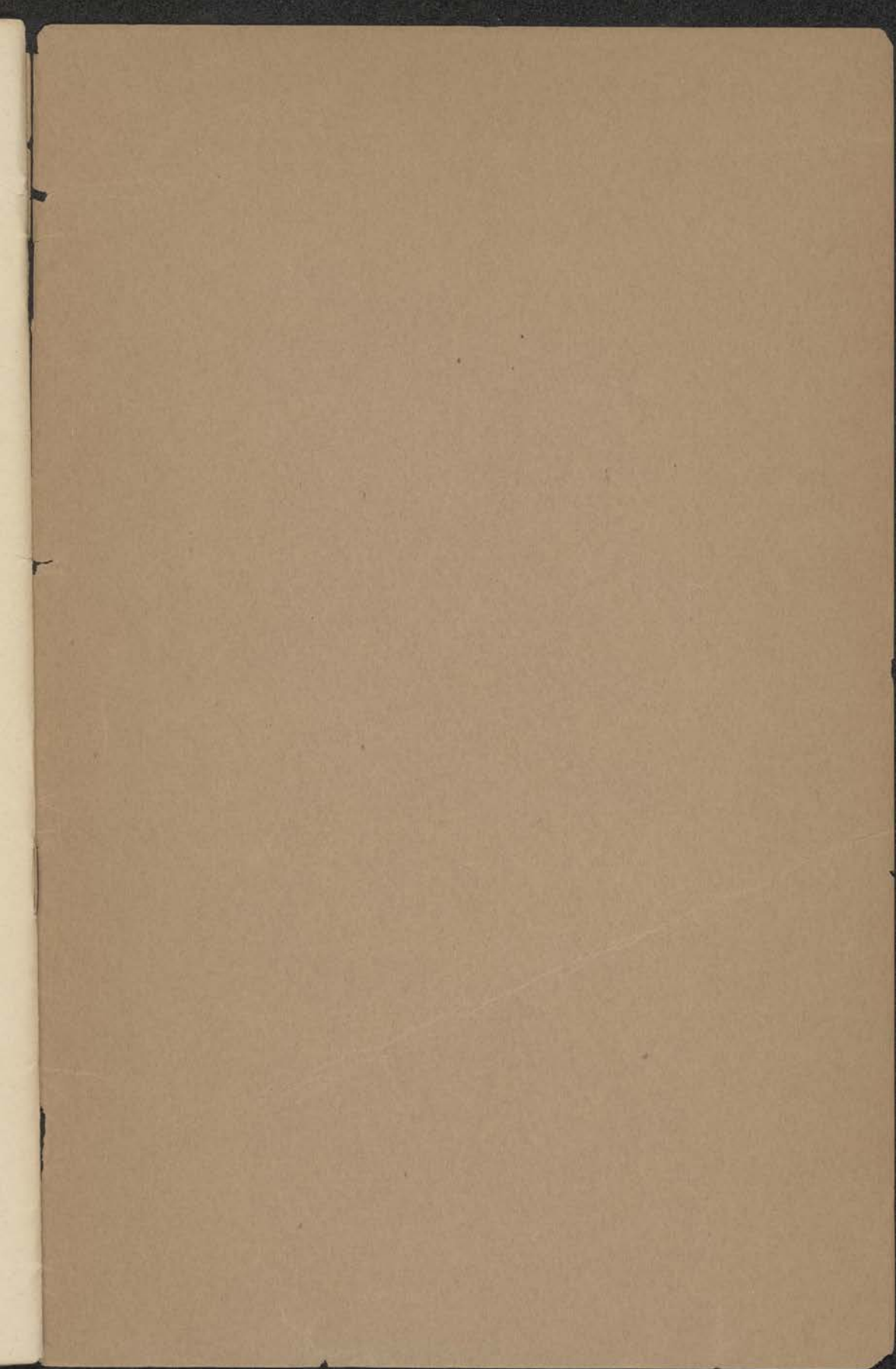
SEC. 8. That the Secretary of Labor shall have power to act as mediator and to appoint commissioners of conciliation in labor disputes whenever in his judgment the interests of industrial peace may require it to be done; and all duties performed and all power and authority now possessed or exercised by the head of any executive department in and over any bureau, office, officer, board, branch, or division of the public service by this act transferred to the Department of Labor, or any business arising therefrom or pertaining thereto, or in relation to the duties performed by and authority conferred by law upon such bureau, officer, office, board, branch, or division of the public service, whether of an appellate or revisory character or otherwise, shall hereafter be vested in and exercised by the head of the said Department of Labor.

SEC. 9. That the Secretary of Labor shall annually, at the close of each fiscal year, make a report in writing to Congress, giving an account of all moneys received and disbursed by him and his department and describing the work done by the department. He shall also, from time to time, make such special investigations and reports as he may be required to do by the President, or by Congress, or which he himself may deem necessary.

SEC. 10. That the Secretary of Labor shall investigate and report to Congress a plan of coordination of the activities, duties, and powers of the office of the Secretary of Labor with the activities, duties, and powers of the present bureaus, commissions, and departments, so far as they relate to labor and its conditions, in order to harmonize and unify such activities, duties, and powers, with a view to further legislation to further define the duties and powers of such Department of Labor.

SEC. 11. That this act shall take effect March fourth, nineteen hundred and thirteen, and all acts or parts of acts inconsistent with this act are hereby repealed.

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