

✓ L1.1:924

ANNUAL REPORT OF THE SECRETARY OF LABOR

FOR FISCAL YEAR ENDED JUNE 30, 1924

SAN DIEGO PUBLIC LIBRARY
BUSINESS DEPARTMENT.

JAN 5 1924

ADDITIONAL COPIES
OF THIS PUBLICATION MAY BE PROCURED FROM
THE SUPERINTENDENT OF DOCUMENTS
GOVERNMENT PRINTING OFFICE
WASHINGTON, D. C.
AT
25 CENTS PER COPY
△

TWELFTH ANNUAL REPORT
OF THE
SECRETARY OF LABOR

JAN 5 1924

FOR THE FISCAL YEAR
ENDED JUNE 30

1924



WASHINGTON
GOVERNMENT PRINTING OFFICE
1924

3 1336 05750 2578

TWELFTH ANNUAL REPORT
OF THE
SECRETARY OF LABOR

FOR THE FISCAL YEAR
ENDING JUNE 30

1924



GOVERNMENT PRINTING OFFICE
WASHINGTON
1924

CONTENTS

PART I

	Page
Office of the Secretary.....	1
Assistant Secretaries.....	2
Solicitor.....	2
Chief clerk.....	3
Department quarters.....	3
Personnel.....	3
Disbursing clerk.....	6
Publications and supplies.....	11
Department library.....	14
Conciliation service.....	15
United States Employment Service.....	36
United States Housing Corporation.....	42
Industrial and economic conditions in the Virgin Islands.....	47
Immigration.....	50
The per centum limit act of 1921.....	50
Immigration act of 1924.....	51
New legislation.....	52
Oriental immigration.....	56
Alien seamen.....	57
Deportation of aliens.....	58
Debarment of aliens.....	60
Smuggling of aliens.....	60
The Gottlieb decision.....	61
Miscellaneous tables.....	63
Financial statement.....	67
Remodeling Ellis Island.....	68
Ferry dock immigration station.....	69
Emigration conditions in Europe.....	69
International conference in Rome.....	97
Bureau of Labor Statistics.....	109
Historical.....	109
The Monthly Labor Review.....	109
Other publications.....	110
Reports transmitted but not published.....	112
Studies in process.....	113
Children's Bureau.....	117
Maternal and infant mortality.....	117
Administration of the maternity and infancy act.....	117
Child labor.....	121
Juvenile and family courts.....	123
Care of children born out of wedlock.....	124
Public aid to dependent children.....	124
Studies of child dependency.....	124
Study of dependent wards of the State of Wisconsin.....	125

Children's Bureau—Continued.	Page
Legal protection for children in need of special care.....	125
Films and exhibits.....	125
Publications.....	126
Bureau of Naturalization.....	127
Citizenship training.....	130
Women's Bureau.....	132
Type of work done.....	132
State studies.....	133
Cooperation with State departments of labor.....	133
Special studies.....	133
Research and educational work.....	135
The coming year.....	137

PART II

Comment and recommendations.....	141
Introduction.....	141
Department quarters.....	145
Retirements—annuities.....	146
Printing and binding.....	146
Conciliation service.....	147
Employment Service.....	149
Housing Corporation.....	150
Bureau of Labor Statistics.....	151
Immigration Service.....	156
Children's Bureau.....	176
Bureau of Naturalization.....	182
Women's Bureau.....	189
Summary of recommendations.....	192
Appendixes:	
Appendix I. Act creating the Department of Labor.....	197
Appendix II. Abstract of naturalization laws of the world.....	201

TWELFTH ANNUAL REPORT OF SECRETARY OF LABOR

DEPARTMENT OF LABOR,
OFFICE OF THE SECRETARY,
Washington, October 24, 1924.

To the Congress of the United States:

It is my privilege to transmit to you herewith my annual report for the fiscal year ended June 30, 1924. This is the fourth report rendered during my administration and covers the third complete year of activities of this department since my assumption of office.

During the period covered by this report a number of very important events have taken place, particularly affecting the immigration to and residence in the United States of aliens. The period covered, also, is for the last complete fiscal year of this administrative term, and for that reason I have taken special pains to make a summary of conclusions and recommendations to which I desire to call your attention. They will be found in the second section of this report.

Respectfully submitted.

JAMES J. DAVIS,
Secretary of Labor.

TWELFTH ANNUAL REPORT OF SECRETARY OF LABOR

Presented to the Senate and House of Representatives
at the opening of the 56th Congress, December 1, 1899

TO THE COMMISSIONER OF THE BUREAU OF LABOR
It is my pleasure to transmit to you herewith my annual report
for the fiscal year ended June 30, 1899. This is the fourth report
submitted during my administration and covers the third year of
my activity in this department since my appointment in 1896.
During the period covered by this report a number of very important
events have taken place, particularly affecting the transportation
and commerce in the United States at home. The general condition
of the country for the last complete fiscal year of the industrial system
and for that reason I have taken special pains to make a summary
of conditions and recommendations in which I desire to call your
attention. They will be found in the opening section of this report.

Respectfully submitted,

Charles J. Davis,

Secretary of Labor.

TWELFTH ANNUAL REPORT OF THE SECRETARY OF LABOR

PART I

The Department of Labor consists of the Office of the Secretary, with its nine subdivisions, and the Bureau of Labor Statistics, Bureau of Immigration, Children's Bureau, Bureau of Naturalization, and Women's Bureau.

The fundamental act creating the Department of Labor primarily requires this department "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." By this same act the Bureau of Labor Statistics, the Bureau of Immigration, the Children's Bureau, the Bureau of Naturalization, the Division of Conciliation, and later the United States Employment Service, the Women's Bureau, and the Bureau of Industrial Housing and Transportation (United States Housing Corporation) were placed under the jurisdiction of this department. Therefore, either accidentally or by design, the Department of Labor has control of matters involving solely and exclusively personal or human rights, affecting the welfare and happiness of men, women, and children everywhere. Its responsibilities are measured by its opportunities for good or evil, and the Secretary and the Assistant Secretaries, who act for and in his behalf, are called upon to decide personally and promptly great and momentous questions without the power to delegate the authority. The time of the Second Assistant Secretary is devoted almost exclusively to immigration matters, while the Secretary and First Assistant are employed in the solution of problems equally as perplexing and equally as important arising in connection with the other activities of the department.

OFFICE OF THE SECRETARY

The Office of the Secretary includes the Secretary of Labor, the Assistant Secretary, the Second Assistant Secretary, the solicitor, the chief clerk, the disbursing clerk, the appointment clerk, the Division of Publications and Supplies, the department library, the

Division of Conciliation, the United States Employment Service, and the Bureau of Industrial Housing and Transportation (United States Housing Corporation).

While the department library, the Division of Conciliation, the United States Employment Service, and the Bureau of Industrial Housing are officially divisions in the Office of the Secretary, each of these rises to the importance of a bureau in the magnitude of its operations and the importance of the service therein performed. The department library is perhaps the most important and extensive collection of literature dealing with industrial relations in the world. The Division of Conciliation performs a service second to none in the Government in its far-reaching effect on industrial relations and industrial peace. From every standpoint it has assumed the dignity of a bureau. The United States Employment Service is more extensive in its operations and in personnel than some bureaus, and also is entitled to the standing of a bureau. The Bureau of Industrial Housing is presumed to be a dying branch, and it is my hope that it may be finally wound up at an early day. However, the magnitude of property values handled by it and the necessity for operating certain enterprises does not promise early termination. The work of the Secretary and of his responsible assistants is greatly added to by the fact that these vast and important activities are merely divisions in the Office of the Secretary instead of bureaus in the department.

ASSISTANT SECRETARIES

The Assistant Secretary and the Second Assistant Secretary perform the duties assigned them by statute and such other duties as may be delegated to them by the Secretary.

SOLICITOR

While the solicitor is an officer of the Department of Justice, he has his office with the Department of Labor and his work is devoted entirely to matters of law arising in this department. Details of the work performed by the office of the solicitor for the fiscal year ended June 30, 1924, are as follows:

Legal opinions rendered, formal.....	98
Contracts and leases examined, approved or disapproved.....	234
Contracts, leases, forms of bonds, etc., drafted, redrafted, or modified.....	4
Bonds on contracts examined, approved or disapproved.....	30
Bonds, alien immigrants, examined, approved or disapproved.....	4,826
Bonds, official, examined, approved or disapproved.....	4
Bills drafted and redrafted.....	9
Miscellaneous matters embracing everything submitted for advice or suggestion of the solicitor or for the formulation of departmental action, not included in the foregoing.....	458
Total.....	5,663

CHIEF CLERK

Under the direction of the Secretary, the chief clerk has direct charge of the various divisions of the Office of the Secretary, and performs such duties as are usually performed by similar officers in all of the executive departments.

Department quarters.

At the present time the department has under lease the building 1712-22 G Street NW., which is a modern 9-story and basement fire-proof building, containing 84,981 square feet of floor space with a net available office space of 63,994 square feet. This building houses the Office of the Secretary, Bureau of Labor Statistics, Bureau of Immigration, Bureau of Naturalization, and the greater part of the United States Employment Service. The Children's Bureau occupies 17,593 square feet, the Women's Bureau, 6,500 square feet, and a part of the United States Employment Service, 2,430 square feet in Tempo Building No. 4, making a total of 26,523 square feet of space occupied by branches of the department in that building. The Bureau of Industrial Housing and Transportation occupies 4,634 square feet of space in the Maltby Building, 200 New Jersey Avenue NW.

Attention is particularly directed to the recommendations regarding quarters contained in Part II of this report.

Personnel.

Officials and employees.—There was an increase of 223 employees in the department at the close of June 30, 1924, as compared with the number of employees on the same date of the previous year. The Bureau of Immigration and Immigration Service had 221 additions; Bureau of Naturalization, 31; Children's Bureau, 39; Office of the Secretary, 17; and the Division of Conciliation, 8. The United States Employment Service had a decrease of 77 and the Bureau of Labor Statistics a decrease of 16. The increase in the Office of the Secretary was caused by the transfer of 17 employees who had been on detail to that office from the various bureaus, and who were transferred thereto by the appropriation act of May 28, 1924.

Under the recent act of Congress statutory positions have been eliminated, and the table shows figures for employees in the District of Columbia and outside the District of Columbia.

The main increase in the number of employees in the department was in the field service.

There are at present 395 persons holding appointments in the department at a nominal compensation of \$1 per annum. Of these, 269 are employed in the United States Employment Service in the cooperation work carried on by this service with the State and

municipal employment organizations. The Children's Bureau has 69 employees in this class; the Division of Conciliation, 30; and the Immigration Service, 21. In the District of Columbia there are 2 in the Division of Conciliation, 2 in the Bureau of Immigration, 1 in the Bureau of Naturalization, and 1 in the Bureau of Labor Statistics.

Number of officials and employees of the Department of Labor, July 1, 1924, as compared with July 1, 1923

Bureau or office	July 1, 1924			July 1, 1923	Increase (+) or decrease (-)
	In District of Columbia	Outside District of Columbia	Total		
Office of the Secretary.....	98		98	81	+17
Commissioners of conciliation.....	17	75	82	74	+8
Bureau of Labor Statistics.....	114	16	130	146	-16
Children's Bureau.....	153	127	280	241	+39
Immigration.....	80	1,988	2,068	1,847	+221
Naturalization.....	101	218	319	288	+31
United States Employment Service.....	20	413	433	510	-77
Women's Bureau.....	47		47	47	-----
Total.....	620	2,837	3,457	3,234	+223
United States Housing Corporation.....	375	14	389	481	-92

¹ Of this number 2 are employed at the nominal sum of \$1 per annum.

² Of this number 30 are employed at the nominal sum of \$1 per annum.

³ Of this number 1 is employed at the nominal sum of \$1 per annum.

⁴ Of this number 69 are employed at the nominal sum of \$1 per annum.

⁵ Of this number 2 are employed at the nominal sum of \$1 per annum and 7 are appointed under sec. 24 of immigration act.

⁶ Of this number 21 are employed at the nominal sum of \$1 per annum and 41 are appointed under sec. 24 of immigration act.

⁷ Of this number 1 is employed at the nominal sum of \$1 per annum.

⁸ Of this number 269 are employed at the nominal sum of \$1 per annum.

Changes in personnel.—The following table indicates the changes in personnel throughout the executive offices and bureaus of the department during the fiscal year ended June 30, 1924:

Appointments, separations, and miscellaneous changes in personnel of Department of Labor during fiscal year ended June 30, 1924

Bureau or office	Appointments					Separations					Miscellaneous changes
	Permanent			Temporary	Total	From permanent			Temporary	Total	
	Competitive	Excepted	Unclassified			Competitive	Excepted	Unclassified			
Office of the Secretary	7	4	-----	-----	11	11	6	4	1	22	13
Commissioner of conciliation	-----	12	-----	-----	12	-----	21	-----	-----	21	25
Labor Statistics	27	-----	-----	13	40	27	-----	-----	21	48	76
Children's Bureau	22	21	-----	105	148	23	6	-----	124	153	27
Immigration	336	92	4	141	573	218	47	3	103	371	1,513
Naturalization	52	2	-----	53	107	42	-----	-----	37	79	307
United States Employment Service	1	169	-----	46	216	3	193	-----	11	207	359
Women's Bureau	4	-----	-----	11	15	7	1	-----	7	15	35
Total	449	300	4	369	1,122	331	274	7	304	916	2,535

There was a total of 1,122 appointments, 916 separations, and 2,535 miscellaneous changes during the year. There were 369 appointments to and 304 separations from temporary positions, 449 appointments to and 331 separations from competitive positions, 300 appointments to and 274 separations from excepted positions, and 4 appointments to and 7 separations from unclassified positions.

Transfers.—There were some slight changes in the personnel caused by transfers to and from the department, a total of 55 coming in from the various departments and 14 being transferred out. This does not, however, show the number of employees who were appointed under the civil-service rules and who were nominally reinstated in this department for the purpose of immediate transfer to other departments. The following table shows the number of transfers to and from the department during the year:

Transfers to and from the Department of Labor during the fiscal year 1924

Bureau or office	From—										To—						
	Public Health Service	Department of Interior	Department of Commerce	Coordinator's office	Department of War	Department of Treasury	Veterans' Bureau	State, War and Navy	War Trade Board	Department of Navy	Total	Civil Service Commission	Federal Trade Commission	Department of Interior	Department of War	Post Office Department	General Accounting Office
Office of the Secretary.....					1	3		1	1	1	6						1
Bureau of Labor Statistics.....					2	3		2	1		6						
Children's Bureau.....		1	1		4	1	2				8		2		2		6
Immigration.....	1	1		1	6	11	3				23	1			1	1	5
Naturalization.....		2			2	3	1			1	9						
United States Employment Service.....																	
Women's Bureau.....					1						1			1			2
Total.....	1	4	1	1	16	19	8	2	1	2	55	1	2	1	2	1	14

Comparative statement.—The following table shows the number of persons employed in the Department of Labor at the close of June 30, 1924, and the number on the rolls on July 1, 1924. These changes come about mainly by change in appropriations. The statement shows an increase of 100 employees between the close of June 30, the end of the fiscal year, and July 1, the beginning of the next fiscal year. An increase of 34 employees is shown in the District of Columbia and 66 in the field service.

*Comparative statement of the number of employees of the Department of Labor
June 30, 1924, and July 1, 1924*

Bureau or office	June 30, 1924			July 1, 1924		
	In District of Columbia	Field	Total	In District of Columbia	Field	Total
Office of the Secretary.....	81		81	98		98
Commissioners of conciliation.....	7	74	81	7	75	82
Bureau of Labor Statistics.....	112	16	128	114	16	130
Children's Bureau.....	152	127	279	153	127	280
Immigration.....	54	1,968	2,022	80	1,988	2,068
Naturalization.....	101	217	318	101	218	319
United States Employment Service.....	134	369	403	20	413	433
Women's Bureau.....	45		45	47		47
Total.....	586	2,771	3,357	620	2,837	3,457

¹ Includes 14 employees detailed to other bureaus in the department.

Retirements.—The retirement law, act of May 22, 1920, which became effective on August 1, 1920, has been working very satisfactorily in this department, through a complete understanding with the retirement division of the Pension Bureau. Certain methods of keeping records have been adopted which it is hoped will in later years be of invaluable worth to those handling the work. Since the retirement act became effective there have been 62 employees retired on annuities, and in the same period 42 extensions based on value of the services of the individuals so retained. There have been 778 applications for refund of deductions approved and paid. The following table gives figures by years:

Retirements, extensions, and refunds for the period August 1, 1920, to June 30, 1924

	1921	1922	1923	1924	Total
Employees retired.....	25	13	14	10	62
Extensions.....	20	5	12	5	42
Applications for refund.....	163	209	231	175	778
Total.....	208	227	257	190	882

Disbursing clerk.

Functions.—The disbursing clerk prepares requisitions for public funds from appropriations for the department. He also pays its obligations and does the general accounting of the department. Naturalization fees and moneys received from aliens in lieu of bond are accounted for by him.

Appropriations.—For the fiscal year ended June 30, 1924, the appropriations by Congress to the department and its services were as follows:

Salaries, Office of the Secretary of Labor	\$147,480.00
Salaries and expenses, commissioners of conciliation	200,000.00
Contingent expenses	50,000.00
Increase of compensation	566,640.00
Rent	24,000.00
Printing and binding	215,000.00
Salaries, Bureau of Labor Statistics	172,960.00
Miscellaneous expenses, Bureau of Labor Statistics	69,000.00
Library, Bureau of Labor Statistics	300.00
Salaries, Bureau of Immigration	74,200.00
Expenses of regulating immigration	3,300,000.00
Expenses of regulating immigration, 1924-25	100,000.00
Refund to Furness, Withy & Co.	300.00
Refund to Toyo Kisen Kaisha	2,000.00
Refund to Canadian Pacific Steamship Co. (Ltd.)	200.00
Refund to collector of customs, Los Angeles, Calif.	66.00
Refund to French Line	200.00
Refund to Cunard Steamship Co. (Ltd.)	225.00
Refund to East Asiatic Co. (Inc.)	430.00
Claims for damages, act December 28, 1922	1,000.00
Immigrant stations	100,000.00
Immigrant station, Ellis Island, N. Y.	326,000.00
Salaries, Bureau of Naturalization	97,010.00
Miscellaneous expenses, Bureau of Naturalization	600,000.00
Salaries, Children's Bureau	106,040.00
Investigation of child welfare, Children's Bureau	120,000.00
General expenses, Children's Bureau	85,000.00
Promotion of welfare of hygiene of maternity and infancy	1,190,000.00
Administrative expenses, welfare and hygiene of maternity and infancy	50,000.00
Salaries and expenses, Women's Bureau	105,000.00
Employment Service	210,000.00
Total	7,913,051.00

Under the provisions of the act approved May 22, 1920 (41 Stat. L. 614), the following amounts were deducted from the appropriations for the Department of Labor and placed to the credit of the civil-service retirement and disability fund in the Treasury Department:

Salaries, Office of the Secretary	\$2,309.25
Salaries and expenses, commissioners of conciliation	366.63
Salaries, Bureau of Labor Statistics	4,199.00
Miscellaneous expenses, Bureau of Labor Statistics	500.00
Salaries, Bureau of Immigration	1,685.00
Expenses of regulating immigration	59,400.00
Salaries, Bureau of Naturalization	2,425.00
Miscellaneous expenses, Bureau of Naturalization	11,300.25
Salaries, Children's Bureau	2,488.50
General expenses, Children's Bureau	56.88
Investigation of child welfare, Children's Bureau	2,375.52
Administrative expenses, welfare and hygiene of maternity and infancy	372.50
Employment Service	685.00
Salaries and expenses, Women's Bureau	1,844.20
Total deductions	90,007.73

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

Office of the Secretary:

Salaries, Office of the Secretary, 1923	\$5,823.14
Salaries, Office of the Secretary, 1924	115,907.84
Contingent expenses, 1922	.50
Contingent expenses, 1923	19,136.76
Contingent expenses, 1924	34,485.27
Salaries and expenses, commissioners of conciliation, 1923	13,980.33
Salaries and expenses, commissioners of conciliation, 1924	182,079.85
Increase of compensation, 1922	10.00
Increase of compensation, 1923	24,050.75
Increase of compensation, 1924	523,641.38
Rent, 1923	2,000.00
Rent, 1924	22,000.00
Printing and binding, 1923	49,981.69
Printing and binding, 1924	128,213.73
	1,121,311.24

Recoveries:

Salaries and expenses, commissioners of conciliation, 1920	\$3.02
Salaries and expenses, commissioners of conciliation, 1921	1.13
Salaries and expenses, commissioners of conciliation, 1922	.16
	4.31

Bureau of Labor Statistics:

Salaries, Bureau of Labor Statistics, 1923	6,775.79
Salaries, Bureau of Labor Statistics, 1924	157,995.47
Miscellaneous expenses, Bureau of Labor Statistics, 1923	8,292.23
Miscellaneous expenses, Bureau of Labor Statistics, 1924	63,307.44
Library, Bureau of Labor Statistics, 1922	.65
Library, Bureau of Labor Statistics, 1924	299.00
	236,670.58

Recoveries:

Miscellaneous expenses, Bureau of Labor Statistics, 1922	7.62
Net expenditures	236,662.96

Bureau of Immigration:

Salaries, Bureau of Immigration, 1923	2,857.09
Salaries, Bureau of Immigration, 1924	69,393.58
Expenses of regulating immigration, 1921 (deficiency)	33.48
Expenses of regulating immigration, 1922	2,405.19
Expenses of regulating immigration, 1923	336,719.80
Expenses of regulating immigration, 1924	3,178,900.94
Expenses of regulating immigration, 1924-25	3,452.80
Immigration station, Ellis Island, N. Y., 1923	59,855.30
Immigration station, Ellis Island, N. Y., 1924	1,019.40
Immigrant stations, 1924	58,932.76

Refunds to:

Furness, Withy & Co.....	\$300.00
Toyo Kisen Kaisha.....	2,000.00
Canadian Pacific Steamship Co.....	200.00
Charles Martin & Co.....	20.00
Whitman & Crane.....	100.00
East Asiatic Co.....	430.00
Cunard Steamship Co.....	225.00
French Line.....	200.00
Claims for damages.....	1,000.00
	3,718,045.94

Recoveries:

Enforcement of laws against alien anarchists, 1921.....	\$4.00
Expenses of deporting aliens, 1921.....	7.52
Total credits.....	11.52

Children's Bureau:

Salaries, Children's Bureau, 1923.....	3,805.09
Salaries, Children's Bureau, 1924.....	92,070.05
General expenses, Children's Bureau, 1922.....	8.44
General expenses, Children's Bureau, 1923.....	14,877.59
General expenses, Children's Bureau, 1924.....	52,586.99
Investigation, child welfare, 1923.....	9,222.95
Investigation, child welfare, 1924.....	105,475.68
Administrative expenses, welfare and hygiene of maternity and infancy.....	45,830.57
	323,877.36

Recovery:

Investigation, child welfare, 1922.....	1.08
Net expenditures.....	323,876.28

Bureau of Naturalization:

Salaries, Bureau of Naturalization, 1923.....	3,765.54
Salaries, Bureau of Naturalization, 1924.....	85,866.06
Miscellaneous expenses, Bureau of Naturalization, 1922.....	1,457.08
Miscellaneous Expenses, Bureau of Naturalization, 1923.....	49,008.17
Miscellaneous Expenses, Bureau of Naturalization, 1924.....	553,429.67
	693,526.52

Recoveries:

Miscellaneous expenses, Bureau of Naturalization, 1918-19.....	\$0.25
Miscellaneous expenses, Bureau of Naturalization, 1921.....	3.40
	3.65

Women's Bureau:

Salaries and expenses, Women's Bureau, 1923.....	6,662.76
Salaries and expenses, Women's Bureau, 1924.....	98,798.03
	105,460.79

Recoveries:

Salaries and expenses, Women's Bureau, 1922-----	\$1. 45
Women in industry, 1919-1921-----	\$0. 25
Net expenditures-----	105, 459. 34

United States Employment Service:

United States Employment Service, 1920 (deficiency)-----	123. 77
United States Employment Service, 1922-----	7. 01
United States Employment Service, 1923-----	13, 625. 24
United States Employment Service, 1924-----	189, 095. 75
	202, 851. 77

Recovery:

Employment service, 1920-----	\$0. 93
-------------------------------	---------

Grand total-----	6, 401, 734. 05
------------------	-----------------

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

By special disbursing agents for—

Immigration Service (estimated)-----	\$42, 800. 00
Children's Bureau-----	107. 58

Claims settled by the General Accounting Office of the Comptroller

General-----	70, 702. 97
--------------	-------------

Total-----	113, 610. 55
------------	--------------

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

Bureau of Immigration:

Head tax (estimated)-----	\$5, 545, 880. 00
Fines (estimated)-----	363, 336. 66
Forfeiture of bonds-----	124, 723. 97
Rentals and sale of exclusive privileges-----	2, 159. 40
Telephone service-----	314. 58
Sale of Government property-----	3, 129. 92
Miscellaneous collections-----	10. 00
Care and treatment of aliens at Ellis Island Hospital, Public Health Service (estimated)-----	238, 521. 50
	6, 278, 076. 03

Bureau of Naturalization:

Naturalization fees-----	481, 033. 50
Nunc pro tunc examination head tax-----	21, 839. 26
	502, 872. 76

Miscellaneous:

Miscellaneous receipts-----	288. 81
Proceeds of sales of Government property-----	34. 17
Total receipts-----	6, 781, 271. 77

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, 1924:

Contingent expenses, 1922.....	\$526.56
Employment Service, 1922.....	145.01
Expenses of regulating immigration, 1921.....	392.75
Expenses of regulating immigration, 1922.....	148.31
Miscellaneous expenses, Bureau of Naturalization, 1922.....	99.70
General expenses, Children's Bureau, 1922.....	36.38
Refund to collector of customs, Los Angeles, Calif.....	66.00
Total.....	1,414.71

Publications and supplies.

Printing and binding.—The act making appropriations for the Departments of Commerce and Labor for 1924 provided for printing and binding for the Department of Labor the sum of \$215,000, which was apportioned by the Secretary as follows:

Office of the Secretary.....	\$12,000
Bureau of Labor Statistics.....	88,000
Bureau of Immigration.....	4,500
Immigration Service.....	26,000
Children's Bureau.....	37,500
Bureau of Naturalization.....	2,000
Naturalization Service and examiners.....	25,000
Women's Bureau.....	9,000
United States Employment Service.....	11,000
Total.....	215,000

In addition to the above the Children's Bureau was authorized by the maternity and infancy act to expend a portion of the money appropriated by that act for printing used in its administration, and \$1,268.80 was so used. The Congress also authorized the printing of textbooks in connection with citizenship training by the Bureau of Naturalization in cooperation with the public schools. In pursuance of this authority 240,000 books were printed, at a cost of \$50,226.19.

During the year the United States Housing Corporation ordered work from the Government Printing Office to the amount of \$908.56, which was paid from the appropriation "Printing and binding, United States Housing Corporation, 1924."

Chargeable against the regular printing appropriation there were sent to the Government Printing Office during the year requisitions covering \$214,949.50. Up to July 1 bills were submitted by the Public Printer for \$127,407.54, leaving an estimated balance of \$87,541.96 to be paid out of the appropriation for the fiscal year 1924.

There were written and sent to the Government Printing Office during the year 1,524 requisitions, as compared with 1,416 for the fiscal year 1923, an increase of 108, or 7.63 per cent.

This very large balance of uncompleted work is due principally to the inability of the Government Printing Office to keep pace with the demands made on it.

The cost of author's corrections in the publications of the department has been materially reduced through insistence by the department that copy be properly edited before submission to the printer.

Printed stationery.—During the fiscal year 1924, 402 requisitions for printed stationery were filled. Of this number 229 were for offices and bureaus within the department and 173 for services outside the District of Columbia.

Envelopes.—During the same period 251 orders were placed calling for 4,647,478 envelopes, at a cost of \$8,336.16, as compared with 267 orders in 1923, calling for 4,260,440 envelopes, costing \$7,620.51.

Periodicals.—There has been little change in periodicals issued by the department. The Bureau of Labor Statistics issues monthly three separates from the Monthly Labor Review, two of them being material formerly sent out in mimeograph form. The Employment Service now issues the first copies off the press of the Industrial Employment Information Bulletin in press-notice form instead of supplying it in mimeograph form as formerly. This latter change was made by the Director General of the Employment Service on the suggestion of the department and has proved much more satisfactory both to the Employment Service and to the newspapers using it, resulting in a considerably wider use of the material by the press and a saving of several hundred dollars and a tremendous amount of labor in mimeographing and distribution. This method of furnishing press material attracted the attention and received the commendation of the Director of the Bureau of the Budget.

Supplies.—The value of supplies on hand at inventory time, July 1, 1923, was \$18,918.37, and the value on July 1, 1924, was \$19,455.06. Requisitions were filled for the various bureaus, offices, and services to the number of 1,920—14 more than for 1923. On these requisitions there were written 2,509 orders, as against 2,329 in the preceding year. The value of these orders was \$81,728.56. This sum, in addition to the purchase of current supplies, represents the amount used to replace stock sold and payment for other reimbursable items, as well as supplies purchased for the bureaus and services from other appropriations.

Editorial work.—Twenty-three per cent more folios of copy were sent to the Government Printing Office than in the fiscal year 1923 (26,960 pages as compared with 20,783). Of this material 2,870 galley proofs and 10,000 page proofs were received as against 4,055 galley proofs and 12,009 page proofs the preceding year. This

variation of a much greater volume of work sent to the Printing Office and much smaller quantity returned is accounted for by the tremendous amount of uncompleted work at the Government Printing Office on June 30.

Books and blanks.—Requisitions for books and blanks were filled as follows: Inside service, 704; Naturalization Service, examiners, 147; Naturalization Service, clerks of courts, 4,673; general (Immigration Service, Employment Service, and customs), 1,101; total, 6,625.

	Books	Blanks
Customs -----	460	17, 100
Immigration, general -----	5, 997	2, 945, 500
Immigration, New York -----	503	855, 700
Employment -----	---	2, 705, 795
Naturalization clerks -----	1, 602	2, 391, 027
Naturalization examiners -----	638	683, 380
Publications and supplies -----	17	221, 200
Special and miscellaneous -----	208	936, 400
Total -----	9, 425	10, 756, 102

Shipments.—Shipments of blanks and publications by mail numbered 4,483 packages of registered mail, weighing 38,647 pounds; 38,446 packages of regular mail, 279,694 pounds; 8,463 packages of immigration laws, naturalization laws, etc., 2,687 pounds; 2,082 bags of regular mail, 166,400 pounds; 48,414 letters, invoices, etc., 2,480 pounds; a total of 101,888 shipments, weighing 490,908 pounds.

For other divisions there were shipped by freight and express 75 cases, weighing 5,851 pounds; 6,497 packages by mail, weighing 21,322 pounds; 1,046,895 letters, weighing 52,455 pounds; 1,053,467 pieces, weighing 79,628 pounds.

There were 4,166 cases of supplies sent by freight and express and 733 packages by mail, weighing 255,720 and 3,670 pounds, respectively. During the fiscal year a slight economy has been effected by sending some small shipments by parcel post. There were 76 packages sent by this method, weighing 1,139 pounds. The total shipments of supplies numbered 4,975, weighing 260,529 pounds.

Certificates of naturalization.—A total of 193,995 certificates of naturalization were forwarded to clerks of courts, there being 167 books of 10, 191 books of 25, 1,721 books of 50, and 2,030 books of 50 (special).

Receipts.—Supplies, 2,044 packages and cases, weighing 616,073 pounds; blanks, 24,530 packages, weighing 311,254 pounds; total 26,574 pieces, weighing 927,327 pounds.

The total number of pieces handled (receipts and shipments) was 1,757,253 pounds.

Duplicating.—Work performed in the duplicating section:

Franks handled.....	146,084
Publications issued on franks.....	1,774,353
Publications issued on mailing lists.....	440,545
Mimeograph requisitions handled.....	1,675
Mimeograph copies made.....	2,268,423
Mimeograph copies folded.....	676,522
Envelopes, letters, and cards addressed.....	453,399
Envelopes sealed.....	600,143
Photostat copies made.....	937

Motor vehicles.—The cost of upkeep of the motor vehicles of the department has been considerably less than during any recent fiscal year, being approximately \$2,800 as against \$2,829.29 for 1923, and \$4,318.31 for 1922. During the year a new motor cycle was purchased, the old one being retained. By having these available for light delivery work the heavier trucks are relieved of a number of trips daily.

Department library.

During the year 7,415 books and pamphlets were catalogued and added to the department library. The library now contains approximately 100,000 books and pamphlets, a unique collection of carefully selected material covering the whole field of social welfare. It is particularly rich in pamphlet material and in reports of special investigations, not to be found usually in general collections. Such reports contain the record of the newest and most significant developments in the field of social research.

The library places special emphasis also on its periodical collection. Through exchange relations established during the year a number of new foreign journals have been added to its current accessions, which now number approximately 2,000 periodicals and newspapers from 45 different countries. These are circulated currently to the special investigators in the different bureaus and to the Monthly Labor Review, as well as made use of in the preparation of the Child-welfare News Summary of the Children's Bureau and the News-letter of the Women's Bureau.

A classified and annotated bibliography covering the literature on child labor and minors in industry for the years 1916-1924 was prepared for the Children's Bureau and is being printed in its bulletin series. This brings up to date the list published in 1916. Progress was made on the comprehensive bibliography on women in industry which the library is compiling for the Women's Bureau. The first section, covering the minimum wage for women in the United States and Canada, was completed during the year and is being printed as a bulletin of the Women's Bureau. A list of recent references on workers' education was contributed to the Monthly Labor

Review. The list of references on "Labor banks in the United States" contributed to the Library Journal of March 15, 1924, has been widely used.

In addition to the regular work of cataloguing current accessions it was possible during the year to complete the cataloguing of the arrears of the American trade-union publications and to prepare a special list of the publications of American trade-unions in the library, which is being used in an effort to fill in the many gaps that still exist in this very valuable part of the collection.

In spite of the progress made there still remains untouched arrears of cataloguing amounting to over 7,000 books and pamphlets, in addition to the collection of material transferred from the Bureau of Industrial Housing and Transportation. Even more serious is the fact that because of the inadequate amount of cataloguing assistance available the library is unable to do systematically the detailed subject indexing of periodicals and other serial publications needed for a highly specialized library service. The catalogue is the key to the resources of the library, and it is a serious loss to the research work of all of the bureaus if it can not be kept up to date and made as effective an instrument as possible. Additional cataloguing assistance constitutes the library's most pressing need.

THE CONCILIATION SERVICE

A gradual increase in the trade disputes submitted to the conciliation service is shown by the comparative statement entitled "Number and disposition of cases." (See tabulation.)

From the beginning of the service in 1913, excluding the fiscal years during which our country was engaged in the World War and during the period of demobilization, there is shown an increase year by year in the cases submitted for conciliation. This does not mean that the number of trade disputes is increasing, but it does mean that the services of the conciliation commissioners is coming into wider appreciation and the prospect is rather that the number of strikes and lockouts may be cut down by efforts of prevention.

Commissioners of conciliation were assigned during the fiscal year 1924 to 544 trade disputes—strikes, threatened strikes, and lockouts. These cases are listed by States, and the number of workers affected directly and indirectly is set forth in the tables submitted with this report.

Of the 544 cases in which the representatives of the conciliation service of the Department of Labor exercised their good offices, 415 disputes were settled—346 through the individual efforts of the commissioners and 69 cases were adjusted in cooperation with State or local agencies or with committees of citizens or State and municipal

officials. At the close of the fiscal year, June 30, there were 67 cases pending, most of them of recent origin (a majority of the latter have been closed since the beginning of the new fiscal year), and we have recorded as "unable to adjust" 62 cases during the period covered by this report. Since the beginning of the year 24 industrial disputes from the previous year were also satisfactorily adjusted.

The number of workers directly and indirectly involved in the controversies handled through this service aggregate 497,469. In the tabulation of those indirectly affected the aim is to be extremely conservative because it is impossible to state accurately just how many workers are affected by a suspension of work through a strike or lockout; i. e., a strike might throw out of work scores of individuals employed in industries dependent upon the industry directly concerned. In the garment strike in New York City, complaints were registered from New England interests where cloth, braid, linings, and the like, were produced and where the employees of these mills were in consequence indirectly affected. We record only those immediately affected by a termination or curtailment resulting from a specific controversy.

It is the earnest desire of the Secretary of Labor to continue developing the conciliation service so that it will ultimately become a more important factor in the prevention of strikes and lockouts through the adjustment of differences arising between the interested parties while production continues and the wages and returns to the management are uninterrupted. Gratifying progress is being made along this line of endeavor.

It is too much to expect to see the day when strikes and lockouts shall be entirely eliminated, but it is hoped to see a substantial reduction in the number of trade disputes. So long as man is governed by the wholesome desire for gain, whether as manager or worker, differences of opinion over working conditions or compensation for service or over output or problems of production are bound to arise.

When this point in difference in opinion develops good judgment on the part of both employer and employee requires a calm and dispassionate consideration of the disputed issues through the method of joint conference, where the simple plan of getting together removes the spirit of personal antagonism and clears the way for an honest and genuine effort to approach the problems presented and solve them to the best interests of all concerned. If this method should fail, then the intervention of an impartial third party, in the person of a commissioner of conciliation, will prove of material aid in clearing up the points that keep the contending interests apart.

Even where the disputants agree to a joint conference it is well to have the advice and assistance of a United States commissioner, be-

cause conciliation is his business and the experience he has gained from his services in this field makes him a dependable adviser even though he takes no part in the making of the agreement.

The proof of the effectiveness of these mediatorial agents of the Department of Labor is attested by scores of appreciative letters received annually from both employers and committees of workers who have had their differences adjusted through these governmental peacemakers in industry.

The Secretary of Labor is anxious and willing to aid in the maintenance of industrial amity, and to that end the conciliation commissioners are always at the service of the employers and workers of our common country. These representatives of the Government will cooperate with State and local agencies or with any committee or officials charged with or voluntarily endeavoring to settle strikes, threatened strikes, or lockouts, or with any agency engaged in the laudable effort of seeking to prevent a cessation of work in any industrial plant likely to be affected by controversial issues.

As a matter of public interest a brief description of some typical cases handled by the conciliation service of the department follows. Space precludes the insertion of the entire number of cases presented during the fiscal year, and in many instances those described do not represent major cases, but the cases outlined do give a general perspective of the conciliation work of the Government:

Shell Oil Co. of California.—An important industrial event on the Pacific coast in 1923 was the negotiation of the memorandum of terms by and between the Shell Oil Co. of California, their employees, and the Federal oil board, the latter being composed of Commissioners of Conciliation E. P. Marsh and Charles T. Connell, duly appointed as the successors to the President's Mediation Commission. On the 27th of August the officials of the Shell Oil Co., the wage committee of the Shell company employees, 17 in number, together with the Federal oil board, convened at the Federal building, Santa Barbara, Calif., the conference being presided over by the chairman of the Federal oil board, for the purpose of negotiating a memorandum of terms covering wages, working conditions, and the classification of workers. After a four-days' session replete with harmony and good will, an agreement was reached effective September 1, 1923, to August 31, 1924, with provisions for an adjuster and a clause attached that the Federal oil board may call a conference within 60 days of the expiration of the memorandum of terms with a view to a renewal. This memorandum of terms is in fact a tri-partite agreement and provides for shop committees who are authorized to adjust grievances in conjunction with the management in each separate district, with final appeal to the adjuster named therein, Hywel Davies, commissioner of conciliation, Department of Labor. There are 4,500 employees in the Shell company directly and indirectly affected, and the operations of the company extend over large areas in the State of California, some 10 districts in widely scattered parts of the State. The outstanding feature of the negotiations is the fact that the Shell Oil Co. pays during the life of the memorandum of terms 25 cents a day on every classification more than the other old-line companies

operating in California, or the base rate adopted by the other companies effective September 1, 1921.

Street railway men, Pittsburgh, Pa.—A distinguishing feature giving the Pittsburgh street railway strike an outstanding place in the industrial events of the year is recognized in the high standard and plane of action that characterized the procedure of the entire affair. Both the company and its employees are to be commended for the conservative attitude manifested in defending their respective interests. On both sides there was apparent a full consciousness of the grave responsibilities involved, the possibilities of a long-drawn-out fight, perhaps the destruction of life and property, the suffering of the members of the families of the workers concerned, and the great inconvenience to the public. Frequently a conciliator finds a gulf of alienation and misinterpretation between those involved in a labor dispute, but in this case the attitude of both sides was reciprocal, with a converging of ideas in an earnest seeking of a solution of the problems before them.

At midnight on May 12, 1924, 3,200 went out on strike. Miss M. Emmiline Pitt, L. R. Thomas, and A. L. Faulkner represented the Department of Labor in the negotiations. A joint conference of the interested parties, participated in by Miss Pitt, Mr. M. P. Frederick, representing the State department of labor and industries, and the mayor of Pittsburgh, convened at 9.30 a. m. on May 12 and remained in continuous session until 2.30 a. m., when an agreement was reached, subject to ratification by the membership of the union. At the conference the strikers' representatives waived their demands for a wage increase. The plan of adjustment called for a two years' agreement at the old rate of 67 cents per hour. The company agreed to pay one-half the cost of one uniform a year for each man in the service. At a mass meeting of the strikers the agreement was ratified and operations were resumed.

Jurisdictional dispute, Cedar Rapids, Iowa.—The jurisdictional dispute has probably done more injury to the cause of organized labor in the United States than any other single thing. The spectacle of workers employing the strike weapon against their own fellows is a violation of the whole spirit of trade-unionism and has done much to injure the trade-union principle in the minds of many employers. These disputes, however, are by no means uncommon. An illustration occurred in the city of Cedar Rapids, Iowa, where a courthouse was under construction. A dispute arose as to which craft had the driving of the piles. The carpenters were doing the work and the ironworkers were claiming it. Commissioner of Conciliation F. A. Canfield endeavored to compose the differences, after the Building Trades Council of Cedar Rapids had endeavored to arrive at an amicable settlement. Commissioner Canfield wired Mr. John Donlin, president of the building trades department of the American Federation of Labor, for information as to which craft had been given this class of work by the national board of jurisdictional awards. Mr. Donlin replied to the effect that the work belonged to the carpenters. An amusing feature of the case was that when the telegram was handed to the secretary of the ironworkers he declared that Mr. Donlin never wrote the telegram and that it was "concocted" by Commissioner Canfield himself. Nevertheless the award was accepted and a strike happily averted.

Teamsters and truck drivers, Cincinnati, Ohio.—A threatened strike of teamsters and truck drivers at Cincinnati, Ohio, on July 31, 1923, furnishes evidence of the value of the conciliation service of the Government when an opportunity is given to render service before a strike actually occurs. Here was an instance of a local union with a paid-up membership of 1,800 demanding a flat increase in wages of \$6 a week and changes in working rules that meant a further increase of from \$1.50 to \$2 a week. These men were fully

determined to strike for their demands on the expiration of their yearly agreement with their employers on July 31, while the employers were equally determined to concede nothing more than a renewal of the 1922 agreement. Mr. Fred Keightly was the conciliator assigned to the case.

After two very busy days with the representatives of both sides, the department's representative was successful in getting the employers to make a compromise offer of \$2 a week increase in wages and a readjustment of working conditions that meant a further increase of \$1.25 a week. This offer was accepted with enthusiasm at a meeting of 1,400 teamsters and truck drivers, thus avoiding by one day what might have turned out to be one of the most bitter and costly strikes in Cincinnati's history. Mr. Keightly received hearty thanks for the services rendered by the department in this matter not only from the employers' and employees' representatives but also from a number of contractors who had buildings under construction and to whom a strike would have meant heavy loss and much delay in completing contracts.

Louisville & Nashville Railroad shopcrafts, Corbin, Ky.—The Department of Labor was asked to utilize its good offices in securing reemployment for a large number of shopcraft employees of the Louisville & Nashville Railroad Co. at Corbin, Ky. These men had been on strike since the big strike of 1922. When the strike was declared off all vacant positions had been filled and the management refused to give preference to its old employees. Commissioner George H. Van Fleet represented the department in the negotiations. He proceeded to the scene of the trouble and found that 317 men were out of work. Of these 280 were married men who owned homes in or around Corbin. These workers were all mountaineers who had been recruited some years before and had never worked for any other company. When the Louisville & Nashville first installed its shops in Corbin it had been forced to import all of its help, but these men could not be prevailed upon to remain in the town and the company went into the mountains and hired its help there. At the time of the strike these employees had been in the employ of the company from 5 to 20 years. They had lived secluded lives in the mountains for generations and were not conversant with the ways of the outside world. They seemed to think that if they could not work for the Louisville & Nashville it was the end of everything for them. They had no idea of working for anyone else. They seemed desperately in need of help. Commissioner Van Fleet called upon the master mechanic and was told that the orders from headquarters at Louisville were that none of the old men were to be reemployed. The commissioner took a list of the men, and in many cases, their life history, to the management at Louisville. Sympathy for the old employees was his only plea; he pleaded with the general manager to give these old employees another chance. Finally, after a conference lasting several hours, the general manager agreed to withdraw his order and the master mechanic at Corbin was instructed to hire back his old men as fast as work could be found for them. This order cleared up the situation to the intense gratification of the old employees.

Hudson Coal Co.—On October 6, 1923, the general grievance committee of the Hudson Coal Co. met and declared a general strike against the company, involving 22,000 miners. The strike became effective on October 9. This strike was typical of a number of sporadic suspensions of work which have disturbed the anthracite industry during the past year. Failure of the company to adjust grievances protested by the miners for some weeks back was the cause of the strike order. Inability of the grievance committee to secure the sanction of President Rinaldo Cappellini, of district No. 1, United Mine

Workers of America, before going on strike, caused the suspension to be termed an "outlaw strike." The company pleaded for time and promised that all grievances would be adjusted satisfactorily within a week. Commissioner of Conciliation Thomas Davis, who has handled the disturbances in the anthracite field for the department, took up the case. Visiting the district offices of the mine workers' organization, he was invited by the district officers to accompany them to a mass meeting of the miners. After listening to the discussion for hours, during which time no prospect of a settlement appeared probable, the commissioner was asked to take the floor and give his opinion of the situation. He complied, pointing out in emphatic manner that the miners were violating the laws of their own union and disregarding the sacredness of their contract. He explained to them that their action was harmful to their cause, inasmuch as the public would hold them responsible for breaking their contract. The commissioner's words were commended by some of the miners' representatives present, and the question of return to work was put to a vote. By a small majority it was voted to call off the strike and let the case go through the regular channels for adjustment.

Teamsters and truck drivers, Belleville, Ill.—Commissioner of Conciliation Edward Stewart was instrumental in adjusting a strike of teamsters and truck drivers at Belleville, Ill. The strike occurred on January 22, 1924. The demands were for 8 hours a day in place of 9 and a wage increase of 50 cents a day. It developed that the employers were willing to negotiate a settlement with the teamsters provided the business agent of the building trades council, who had been acting for the strikers and who had become very objectionable to the employers, should withdraw from the case. When Commissioner Stewart found that the activity of the business agent was standing in the way of a settlement he suggested that the negotiations be conducted directly with the international officers of the union at Indianapolis. This course was followed and the place of negotiations transferred to Indianapolis, where Mr. Stewart brought representatives of the employers to the international headquarters for a conference. An adjustment was soon reached which provided for a wage increase of 50 cents a day and the 8-hour day.

The importance of this settlement lay in the fact that Belleville is largely supplied with foodstuffs and many other essentials by trucks from St. Louis. These supplies were all held up; and as the weather was severe at the time, the situation had become serious. The settlement was hailed with great satisfaction.

Painters, Hudson County, N. J.—On May 5 the painters of Bayonne, Hoboken, Jersey City, Union Hill, and West New York, municipalities located in Hudson County, N. J., went on strike to enforce increase of \$2 a day, which would make the wage rate \$12 a day in the section named. Commissioners John A. Moffitt and Jacob Tazelaar were assigned to the case. They found that the master painters were not organized into an association, hence they were compelled to deal directly with each firm. The commissioners interviewed the parties at issue and proffered their good offices. A large majority of the master painters were desirous of a settlement and in a frame of mind to grant the demands. A few of the larger employers, however, were adamant in their refusal to make the concession demanded. This brought about a division among the master painters that was a contributing factor in the final result. It exemplified the truthfulness of the adage that "A house divided against itself can not stand." At the end of the first week fully 95 per cent of the employers had granted the demands of the strikers and the men affected had returned to work. It appeared that the primary reason why the larger employes failed to sign up was the fact that the representatives of the union

refused to recognize the person selected by the employers to represent them. They claimed that when the master painters selected a painter to represent them, rather than a real estate agent, they would be glad to confer with such a representative. This was not done, however, and some 75 of the striking painters were still out when the commissioners concluded their efforts. A total of 800 men were directly affected.

Painters and decorators, Orange, N. J.—Members of the Brotherhood of Painters and Decorators, Local Union No. 242, of Orange, N. J., went on strike in April, 1924, for increased wages and shorter hours, to wit, an increase from \$9 to \$10 a day and a decrease from 44 to 40 hours a week. Messrs. Jacob Tazelaar and John A. Moffitt were designated by the department as mediators to effect an adjustment if possible. An interview was had with Mr. C. J. Davis, business agent of the union, and Messrs. Christiansen and Ogletree, representing the Master Painters' Association, the result of which was that the employers acceded to the demands so far as wages and hours were concerned, but objected to the journeymen painters doing odd jobs after hours. They also insisted that boss painters should not belong to the union but should be required to hold membership in the Master Painters' Association. The latter two points were referred to a conference of the journeymen and employers, and a compromise was agreed to, which allowed boss painters who wish to do so to retain membership in the journeymen's organizations but providing that no odd jobs should be taken and done after working hours. With this compromise the strike was declared off. About 475 men were directly affected.

Fishermen on the Great Lakes.—Two organizations were involved in a strike of fishermen which centered at Erie, Pa., in the summer of 1923, viz, the Fishermen's Union and the Lake Tugmen's Protective Association. The first-named organization is composed of fishermen who are engaged in that industry along the chain of lakes, while the latter is composed of captains and engineers who man the fishing boats. The fishermen receive no guaranteed wage, their compensation being based on a set price per ton on all the fish they catch, different kinds of fish bringing various prices. The members of the Lake Tugmen's Protective Association receive a wage of \$175 a month, together with a percentage, which totals 3 per cent of the catch, as a bonus. During the summer of 1923 the Lake Tugmen's Association decided it was due them to have representation at the producers' and fishermen's meetings when schedules were made and prices on the catches were set. This had never been the custom before, and inasmuch as these men had received their established wage, whereas the fishermen were only piece workers, the latter resented this arrangement, and operations ceased at Erie, which is one of the largest ports in the industry. Commissioner of Conciliation Thomas M. Finn was directed to take up the situation. He found the vessels tied up at their docks and the men loitering about the boats. The situation had developed into an internal organization fight. The commissioner got in touch with President William Freitas, of the Lake Tugmen's Association, and President William Maher, of the Fishermen's Union. Conferences were held and the question discussed from every angle. The one thing which caused the most discussion was the fact that both organizations were under contract for one year, and the suspension of work was a violation of contract and was unauthorized by the international presidents. Commissioner Finn was authorized by the president of the Lake Tugmen's Association to render a decision which would be binding upon the members of that organization, the president agreeing to ask the men to return to work and withdraw their demands. This was done and a decision rendered that was the cause of much comment among union leaders

in the fishing industry. The decision was to the effect that, inasmuch as the strike was unauthorized, illegal, and called without the knowledge or consent of the international president, and as the men involved were under contract, they return immediately to work and take up the question involved at their convention to be held in 1924, and there discuss and settle the matter; also, that when operations resumed neither side discuss the matter with the other until after the convention was held. The commissioner then appeared before the meeting of the tugmen's association and read his decision, thereby ending one of the few strikes that have occurred along the chain of lakes, and the only one so far recorded in which the above question was involved. About 500 men were directly involved, and had the situation not been cleared up it was understood that every fishing vessel along the south shore of Lake Erie, from Erie to Lorain, would have pulled their nets, affecting 5,000 men in the industry. At the convention the matter was adjusted. Both organizations extended their thanks to the conciliation service, and to-day there are no two crafts organizations in any industry that work in closer cooperation than the Fishermen's Union and the Lake Tugmen's Protective Association.

Washington, Baltimore & Annapolis Railway Co.—On September 22, 1923, the department assigned Commissioner John B. Colpoys to a threatened strike of the shopmen of the Washington, Baltimore & Annapolis Railway Co. The negotiations extended over a period of seven weeks. The men threatened to strike on three different occasions but were restrained through the advice of Commissioner Colpoys. Presuming that the negotiations would be long drawn out, the department's representative suggested that whatever wages were finally agreed upon should be retroactive to October 1, and this provision was accepted by both sides. The demands of the shopmen were such that it appeared that the granting of them would work a serious financial hardship, as the earnings for the past year would prevent the company meeting the demands of the employees. The settlement which was finally reached was due to the exceptional spirit of fairness manifested by the officials of the road. The adjustment was reached by using the Baltimore & Ohio Railroad shop crafts agreement as a basis for a settlement, and in most instances the scale of rates as embodied in that agreement were made applicable to the Washington, Baltimore & Annapolis employees. This makes the conditions of these employees better than that of any workmen employed on any other interurban railroad. The average wage prior to the agreement was 48 cents an hour, and this was increased to an average of 73 cents, a very substantial advance. The men wanted a union agreement with full recognition, but this the company refused to accede, and the commissioner persuaded the employees to drop this demand. The agreement was then signed by representatives of both sides.

A number of other industrial disputes in the District of Columbia were successfully adjusted by Commissioner Colpoys. These controversies affected the baking industry, retail clerks, butchers, carpenters, and plasterers. No major dispute arose in the Capital City during the past year.

Ladies' garment workers, Waterbury, Conn.—Commissioner R. A. Brown was assigned by the department to a strike of ladies' garment workers at Waterbury, Conn. A unique feature of this case was the fact that the attorney for the company, contrary to the usual procedure in such cases, strongly advised his clients to grant the demands of the strikers, including recognition of their union, and including a clause in the agreement which provided that members of the union should not become delinquent in their union dues. When Commissioner Brown arrived at Waterbury the men were on strike, and considerable bitterness had been aroused on account of the arrest of a striker for alleged abusive language and murderous threats against his employer. The

case was dismissed by the court, however, with a statement by the judge that there appeared to be much doubt as to the truthfulness of the allegations. The department's representative arranged a joint conference of the contending parties. The firm of Luria Bros., acting for the other manufacturers, specified that their attorney should be present or there would be no conference. There being no objection to his presence, he sat in and was largely instrumental in arranging a settlement. Due to his liberal views, practically all of the demands of the strikers were granted, including the 44-hour week in place of a 54-hour schedule and full recognition of the union.

Stark Electric Co., Alliance, Ohio.—Beginning May 1, 1924, and continuing for five days, the trolley lines in the city of Alliance, Ohio, and the suburban lines connecting that city with Salem and Canton, Ohio, were tied up by a strike. Commissioner of Conciliation Hugh D. Friel was assigned to the difficulties. The joint agreement under which operations were conducted prior to May 1 contained a provision whereby either party might secure the reopening of the agreement by serving notice on the other party at least 30 days prior to that date. In case neither party availed itself of this privilege the agreement would remain in full force and effect for another year. The employees decided that they would not request an opening of the agreement and would continue working under the old conditions for another year. The Stark Electric Co., however, served notice on the employees, as required, to bring about a reopening of the agreement and enter negotiations for a new one containing certain changes desired. A conference was arranged and the meeting opened with a proposal by the company for 10 changes in the agreement, including a 10-cents-per-hour reduction in wages. The employees countered with a demand for 10 changes, including a wage increase of 10 cents per hour. After several days' deliberation the company receded from its original position on the question of wages and offered to settle on a 4-cents-per-hour reduction. The union would concede no reduction. The old agreement contained an arbitration clause providing that all disputes should be referred to a board of arbitration. The questions at issue did not reach the point of arbitration, however, when May 1 arrived. As the clause did not provide for continuous operations pending arbitration, the employees took advantage of the fact and walked out. Negotiations had been suspended and no efforts were being made to arbitrate the differences when Commissioner Friel arrived on the scene. The commissioner conferred with the representatives of the union and then with the general manager of the company. Both parties agreed to meet in joint conference with the commissioner. A four-hour session followed without a settlement being reached, when the commissioner suggested arbitration of the questions in dispute. The company agreed to the proposition, but when it was referred to a mass meeting of the employees it was rejected by secret ballot. Another meeting was called for Sunday, May 4, when the employees agreed to concede changes in the agreement proposed by the company if an increase of 2 cents per hour were allowed. A series of separate conferences followed, Mr. Friel going from side to side with counter propositions. On Monday, May 5, the company finally agreed to restore the old wage. A draft of the proposed new agreement, embodying all the changes agreeable to both parties was made, providing no change in wages. The final proposal was presented to the street car men in their meeting at 1 o'clock on May 5, and after a lengthy and exhaustive discussion was accepted by a two-thirds majority. This left nothing further to be accomplished but the formality of attaching the signatures of the contracting parties and the witnesses to the agreement. This was accomplished by 5 o'clock, and operations

were resumed the next morning. Entire satisfaction over the settlement was expressed by both sides.

Chester Knitting Mills, Collinsville, Ill.—On March 1, 1924, Commissioner Benjamin M. Marshman took up the case of the hosiery workers' strike at the plant of the Chester Knitting Mill Co., Collinsville, Ill. He found that the strike dated back to July 31, 1923, when a reduction on piecework had gone into effect. An international officer of the Textile Workers' Union had spent considerable time in Collinsville attempting to negotiate a settlement, but had failed to do so. It developed that about two months after the strike occurred the company moved all the machinery out of the Collinsville mill and shipped it to their other mills in various cities. The strike existed, therefore, only in name. After learning of these facts the commissioner informed the committee of workers that under these circumstances they should not cling to any false hopes, as it was very doubtful if the company would submit to conciliation, but he promised to take the case up with the proper officials. In conference with the president of the company the commissioner was informed that the strike was a closed incident. However, Mr. Marshman pointed out to the president the fact that these experienced workers were valuable assets of the company, that it still owned the mills there, and that prominent business men in the town were financially interested in the company and were desirous of its reopening the plant. The president's response was that he felt very kindly toward his former employees at Collinsville and that the blame for the strike lay with the international organizer rather than his former workers. He expressed a wish to appear before a meeting of the strikers and present the company's side of the matter to them, and said that he would be guided as to future negotiations by the sentiment of the membership. The commissioner carried the president's views to a committee of the strikers, and was asked to address a gathering of the strikers at their next general meeting and convey to them the attitude of the company. He did so, and the membership voted unanimously to extend an invitation to the president of the company to come and address them, and elected a committee to call on him and extend the invitation. Unfortunately, business engagements prevented the president from addressing his former employees as planned. Some six weeks elapsed before an opportunity presented itself for the original plans to be carried out. In the meantime, however, the views of the president as to the cause of the strike had undergone a change. While he had previously laid the blame for the strike upon the international organizer, he now claimed to have information that this official was not blameworthy but that the labor movement itself in Collinsville was to be held responsible. Nevertheless, he consented to address his former employees, and did so on April 9, Commissioner Marshman attending the meeting. The commissioner prevailed upon the president to make a rigid investigation of the reports he had received before definitely declining to reopen his mills. He then addressed a special meeting of the membership of the hosiery workers the following afternoon in order to explain the president's changed attitude. He suggested to the membership that they appoint a committee to confer with the president and remove his suspicion as to further trouble if the mill were reopened. He then again took the matter up with the president, urging him to maintain an open mind on the subject, with the hope that a satisfactory settlement might eventually be brought about. At the end of the fiscal year, June 30, the matter was still pending. While mediation failed in this case to restore those workers to their jobs, the methods employed by the conciliator illustrate in a small way the working out of the purpose of the Department of Labor as expressed in the organic act, viz, "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."

Coal miners, Canaanville, Ohio.—The president of the United Mine Workers of America of the Hocking Valley district in Ohio requested the good offices of Commissioner William Robinett in adjusting a strike in the mines at Canaanville. It appeared that the strike grew out of the discharge of three drivers who were accused by the management of reckless handling of coal cars. Investigations of the matter were made by both the management and the union and different conclusions were reached. The evidence of the miners who rode in the cars was favorable to the discharged men. The union demanded the reinstatement of the discharged drivers, and when the management declined to do so a strike was declared. A section of the agreement under which the operators and miners were working provided that a dispute should be referred to the Southern Coal Exchange in the event that a satisfactory settlement could not be effected otherwise. This course was not followed, however. The commissioner brought the contending parties together and after much discussion it was agreed to refer the case to the district president of the mine workers' organization for a decision. His decision reinstated two of the discharged men to their former positions and the third was given a place loading coal. This brought the strike, which had affected 275 miners, to a close.

Cloth hat and cap makers, New York City.—On July 8, 1924, Commissioner of Conciliation Jacob Tazelaar was assigned to a strike of cloth hat and cap makers in New York City. These workers, numbering 2,000, had gone out on strike on July 2. The main issue was the grouping of the workers working at the trade, unemployment insurance, and a general increase in wages. The strike was adjusted on July 11 in a manner satisfactory to both parties. An agreement was entered into for a two-year period affecting all of the shops controlled by the Cloth Hat and Cap Manufacturers' Association and the Wholesale Cloth Hat and Cap Manufacturers' Association. The main provisions of the agreement follow:

"That all the work in shops, such as cutting, operating, blocking, packing, lining making, trimming, and pressing to be done by members of the union, thereby abolishing the so-called cooperative shops, or shops having a number of officials who worked in such shops under conditions not controlled by the union, which it was alleged caused idleness to the members of the union.

"Wages of learners or persons coming into the trade temporarily or otherwise, and admitted not to be thoroughly competent, to be fixed and determined upon at stated periods of three months.

"Unemployment insurance to be taken care of by an assessment of 3 per cent of the pay roll, to be paid in by the employers each week; said amount to be deducted from the wages of all employees, and to be paid over to the joint council of Greater New York of the United Cloth Hat and Cap Makers' Union of North America.

"That a statement be made by the employers setting forth a list of workers and the amount of wages paid for each week, thereby supplying the data on which the 3 per cent payment for the week in question is being made.

"The immediate readjustment of prices regarding the wages paid to learners and others not classified as competent, amounting to about 10 per cent increase over old rates, involving approximately 500 workers."

Cut-sole workers, Lynn, Mass.—On March 17, 1924, the department detailed Commissioner Anna Weinstock to Lynn, Mass., with instructions to be helpful in adjusting the strike of cut-sole makers in that city. Two firms, Hilliard & Merrill and Stephenson & Osburn were involved in the strike and about 140 cut-sole makers were out. The latter company had locked out its employees

when they were about to make demands upon it. Adjustment of wages also brought about the strike at the plant of Hilliard & Merrill. Commissioner Weinstock arranged a joint conference between the Hilliard & Merrill Co. and its striking employees, at which an adjustment was reached subject to ratification by the strikers. At a mass meeting the next day the settlement was ratified and the strike declared off. During the same day a joint conference of the employees of Stephenson & Osburn and the company officials was arranged by the department's representative and an agreement worked out. Both firms agreed to recognize shop committees and to adjust wages. The result of the commissioner's visit to Lynn was gratifying in that a better understanding and a more friendly feeling was established, and in addition machinery was established which tends to maintain, via the conference table, peace and cooperation in these establishments.

Bush Terminal Co., New York.—The clerks and freight handlers employed by the Bush Terminal Co., New York City, made demands upon the company for a signed agreement and a reclassification of wages. Several conferences were held between representatives of the company and the employees without result. Commissioners Thomas J. Williams and W. C. Liller, of the Department of Labor, were assigned and proceeded to get in touch with the situation. A joint conference was arranged, participated in by the department's representatives, but no agreement was reached, and a strike became effective, involving 257 workers. The Bush Terminal is a rather unique institution. It furnishes complete service, including light, heat, power, and elevator and other transportation for its tenants in a large number of buildings. These tenants are engaged in various industrial pursuits, and the company engages to assist in bringing in the raw materials and ship out the finished products. Probably 40,000 workers are employed in the many industries housed by this great corporation. The strike involved only the employees of the company itself, but threatened to interfere with the service rendered by the company to its many tenants. A number of new employees, however, were obtained by the company during the two weeks' duration of the strike. The commissioners kept in touch with the situation and were able to bring about a settlement eminently satisfactory to all concerned. All the old employees were reinstated without discrimination. The company met with a committee of its old employees and agreed to take up the question of reclassification of workers and to revise working conditions and wages. No signed agreement was made, but the conditions of employment were posted on the company's bulletin board and a general increase in wages granted. A friendlier feeling has been engendered between the company and its employees and the sporadic strikes which had previously been a source of trouble are apparently ended.

Cochecho Mills, Dover, N. H.—The Cochecho cotton mills of Dover, N. H., were closed by a stubborn strike of six months' duration during 1923. The price of cotton soared and made it necessary for the company to meet a condition that had troubled it for some time. The class of goods which the mill was equipped to make was costing about a third more per pound of cloth than in some other competing districts. For example, a Cochecho weaver ran 16 automatic looms, while a weaver in certain competing mills was operating double that number or more, making the same style of fabric. The management of the Cochecho therefore declared it was necessary to rearrange the work of the mill. It was proposed to relieve a weaver of the jobs of filling batteries, taking off cloth, and "sweeping up." With these eliminated it was said that a weaver could keep many more looms in operation. It was appreciated that the success of the undertaking lay in the cooperation of the operatives, but there were some defects manifest in the method by which such cooperation was sought. To

many of the weavers a change in system was the forerunner of a lower wage and a curtailing of jobs. If the number of looms per weaver were increased, they reasoned, there would be a decreasing demand for weavers. The reply of the management was that a demonstration would be necessary to determine it, and this would take time. Some demonstrations were attempted in the weaving and spinning departments, but these seemed to confirm a state of mind among the operatives that it couldn't be done. Confidence, the most important element in employment relations, was lacking; in its place suspicion ruled. Impatience crept in, pressure for results increased, tempers clashed, and hasty opinions were freely expressed and freely condemned. The actual break came on November 17, 1923. The weavers declined to perform the work in accordance with the plan as outlined by the management and the mills shut down. Conferences between the executives and representatives of the operatives were without profit. Later on a substantial number of the operatives joined a local union affiliated with the United Textile Workers and a strike was officially declared to exist. The case settled down to a test of endurance.

A division of sentiment occurred among the members of the union. Those "craving action" left it and formed a group known as the "One Big Union." When the mill opened its gates and attempted to operate members of the One Big Union engaged in such an active program of picketing that the chief of police augmented his force with patrolmen from other cities. The excitement soon died, because the mill closed its gates and the dispute resumed its state of inaction.

On May 9 three commissioners of the Department of Labor were assigned to settle the strike if possible—Messrs. Charles G. Wood, R. A. Brown, and Anna Weinstock. They found a condition most unpromising for an adjustment, as the two unions were violently antagonistic. Before taking up the matters in dispute between the employer and employees the commissioners had to compose many differences of opinion between the unions. The cooperation of the State labor commissioner, the mayor of Dover, and the citizens' committee was generously conferred. Representatives of the company were interviewed. The new method of performing the work was inspected and explained to the commissioners. A knowledge of the policy of the management to be fair and honorable, the commissioners felt, justified them in an endeavor to establish confidence in the plan in the minds of the employees and a like confidence in the operatives on the part of the employer. When the parties were in a frame of mind to meet together and discuss the matters in controversy in a businesslike way a conference was arranged and continued until the parties reached a good understanding. Then the employees met and a majority voted to call off the strike and cooperate with the employer in working out changes in the old methods of production. Thus was ended in a few days a strike that had lasted over six months, which had caused a loss to 1,075 employees of over \$800,000 in wages, a large overhead loss to the company, besides a potential loss of over 20,000,000 yards of cloth valued at something like \$2,500,000.

Painters, decorators, and paperhangers, St. Louis, Mo.—On March 15, 1924, the painters, decorators, and paperhangers of St. Louis, Mo., went on strike in support of their demands for a 40-hour week and \$12 a day. The old rate had been \$9 a day with a 44-hour week. Commissioner of Conciliation E. H. Dunnigan was assigned to the case on April 8. In a conference with the chairman of the labor committee of the St. Louis Master Painters and Decorators' Association, Mr. Dunnigan learned that the organization was composed of 54 paint contractors, who employed 80 per cent of these craftsmen in the city. It appeared that some contractors, not members of the associa-

tion, had granted the demands of the union. The commissioner was also informed that in addition to the demands mentioned, the union had presented a request for many drastic changes in working rules and conditions which had greatly incensed the contractors, who now declared that they would never consent to any agreement but would pay \$10 a day for a 44-hour week. On April 11 the commissioner arranged a joint conference of the contending parties. At this meeting he presented a proposition calling for a compromise rate of \$11 a day. The union's committee showed a disposition to accept this proposition, but the association's committee turned it down, and the conference adjourned. On April 12 a second joint conference was held. A further compromise offer of \$10.50 per day was presented, this offer having been tentatively agreed to by the painters' representatives and by some of the contractors. However, a poll of the employers' representatives showed a majority against the proposition, and after an hour's discussion an adjournment was made without reaching an agreement. This second failure caused the union's committee to become very hostile toward the Master Painters' Association. A mass meeting of all the painters was called and a resolution adopted instructing the committee to stand out for \$11 a day. This, however, was a reduction of \$1 a day from the original demands and granted to the contractors who had signed the \$12 rate a reduction of \$1 a day. A long series of separate conferences followed. Many times it appeared that negotiations were about to end without an agreement, but Mr. Dunnigan continued the separate conferences in an endeavor to discover some basis upon which an adjustment could be made. During this period nonunion painters were brought into the city and put to work, and this action was followed by many acts of vandalism. Finally, on May 2, the commissioner succeeded for the third time in arranging for a joint conference of the strikers' representatives and their employers. In order that some tangible proposition might be in order for discussion, he suggested a wage rate of \$10.20 a day. Before the wage question could be disposed of, however, the matter of a signed agreement came up. This question was referred to a subcommittee, which, after an hour's time, presented the following agreement, which was unanimously adopted by the joint conference:

"This is to certify that, on and after May 5, 1924, the undersigned do hereby agree to pay a scale of wages of \$— an hour to all journeymen painters and paperhangers affiliated with the Painters' District Council No. 2 of St. Louis and vicinity. This agreement to be conditioned upon the understanding that it applies to the trade and working rules as in force during the last joint agreement period, with slight modifications, when mutually agreed upon by the Master Painters and Decorators' Association and the Painters' District Council No. 2: *Provided further*, That in the event no general readjustment of wage agreements takes place in a majority of the building trades organizations (exclusive of this industry) on or before April 15, 1925, then this agreement can be reopened by either party."

With the question of agreement out of the way, the conference again took up the matter of wages. After three hours of argument and discussion the conference finally agreed to an adjustment on a basis of \$10.40 a day or \$1.30 an hour. The whole proposition was then submitted to a mass meeting of the painters attended by over 1,400 strikers and was ratified. More than 1,800 men were directly affected by the settlement.

Carpenters, Pittsburgh, Pa.—The annual contract between the Carpenters' District Council and the Master Builders' Association of Pittsburgh, Pa., expired March 1, 1924. Negotiations for a new contract began prior to that date, the most significant points in controversy being demands made by the carpenters for an increase in wages and the elimination of section 3, article 1,

of the expiring contract which read, "There shall be no restriction of the use of any raw or manufactured materials, except prison made." The "raw or manufactured materials" so designated referred to the product of 21 material-supplying planing mills in the Pittsburgh district which had become non-unionized during the strike of 1921. Obeying that clause in the agreement, the carpenters could not object to handling nonunion-produced materials, and could not reorganize the 21 material-producing mills without a modification of contract which would permit them to refuse to handle nonunion materials. Commissioners of Conciliation A. L. Faulkner and L. R. Thomas were assigned to the case on March 17.

The carpenters remained at work during negotiations with their employers until April 5, when a strike order was issued, effective April 7, directly and indirectly affecting the total membership of the Carpenters' District Council of the Pittsburgh district. Although the Master Builders' Association employed but 700, approximately, of the 5,200 carpenters involved—the remainder being employed by independent contracting firms—that association was recognized by the Carpenters' District Council as the only responsible body with which annual contracts for wages could be made. It has always been customary for independent firms to accept and sign these contracts. The outstanding feature in the case was the presentation of the new contract, embodying the carpenters' demands, to the independent contracting firms for signature without a settlement having first been made with the Master Builders' Association, it having become apparent that the association would not concede the proposed modification, or elimination, of section 3, article 1. The effect of this move on the part of the employees' officials was plainly apparent from the very beginning. In less than seven days the new contract was signed by independent contractors sufficient in number to employ practically all the carpenters involved in the strike, thus forcing the 48 members of the Master Builders' Association into the open labor market to meet their necessities or to make peace with the union and secure union carpenters. They chose the latter course. On April 12, six days after the strike became effective, the master builders decided to make the best possible terms with the carpenters' union, and on April 13 an agreement between them was reached, effective April 14, which was ratified by a meeting of the carpenters' union. The men returned to work the same day. The agreement provided for an increase of 17½ cents an hour and minor advances in the wage rates of shift men and carpenters' apprentices. The disputed clause, section 3, article 1, was modified to give the union the opportunity to organize the 21 nonunion planing mills in the Pittsburgh district on the following terms: "After 51 per cent of the mills are unionized the carpenters' union can refuse to handle material made in nonunion plants." The contract also provides that orders from the international union will take precedence over the agreement and yet not violate the pact entered into between the Master Builders' Association and the Carpenters' District Council. In the opinion of the commissioners the adjustment was beneficial to both employers and employees, in that the sting of a restriction of organization was removed and a better feeling brought about between the two parties.

Clothing workers, Duluth, Minn.—On May 14, 1924, the department received a communication from W. E. McEwen, publisher of the Labor World of Duluth, Minn., requesting its good offices in an effort to adjust a strike of nine weeks' duration in the clothing industry of that city. He reported that the strikers were members of a local branch of the Amalgamated Clothing Workers' Union employed by the firm of F. A. Patrick & Co., and that they had suspended

work following the discharge of eight members, all officers of the local branch of the union. It appeared that the Federated Trades Assembly had attempted to settle the trouble and an offer had been made by the company to reinstate 50 per cent of the strikers. The latter rejected this proposition. Following this offer the superintendent of the factory was reported to have organized the employees in the shop and to have notified Mr. Patrick that these employees would strike if any of the strikers were permitted to return or if any concessions were made to the Amalgamated Garment Workers' Union. In response to Mr. McEwen's request, the department assigned a representative in the person of Mr. W. H. Rodgers to take up the case. The commissioner proceeded to Duluth and got in touch with the situation through conferences with both sides. He was informed by the superintendent of the plant that the eight men originally discharged were not dropped because they were union men but because they solicited other workers to join the union. The Patrick company had always operated as an open shop, and it was stated this policy would be adhered to. The superintendent stated, however, that he would consider the application of a striker if he applied for work as an individual. Not being able to find any middle ground on which he might reach an adjustment, Commissioner Rodgers withdrew temporarily from the case, but returned to Duluth on June 20. In the meantime a disturbance had occurred between the strikers' pickets and the company's employees, with the result that a number of assault cases came up for trial. The company also filed an application for an injunction to restrain the strikers from picketing the plant. Finding it impossible to arrange a meeting between the company's representatives and the international officials of the union, who had now arrived at the seat of the trouble, the commissioner put the question to the company as to whether it would reemploy the strikers if the strike were declared off. The reply was that if the strike were declared off, the company would hire the strikers as needed, without prejudice on account of the strike, and in preference to new employees. Advising the union officials of this proposition, the latter requested some assurance as to how long a time it might be before the strikers might be reinstated. At this time the commissioner prevailed upon the superintendent to meet the international officer of the union, and at a final conference held on June 23 a definite understanding was reached that if the strike was called off all litigation would be dropped by both sides, and the superintendent gave assurances that he would hire the strikers as needed without prejudice on account of the strike and would make special effort to provide work for those most in need of employment. A meeting of the strikers was then arranged for the forenoon of June 24. The commissioner addressed the meeting and urged them to call off the strike on the above terms. A vote was taken and the strike terminated, thus bringing an unhappy situation to an end.

North American Lace Co., Philadelphia, Pa.—On March 7, 1924, the North American Lace Co., of Philadelphia, Pa., wired the department that serious labor trouble was imminent at its plant and asking for the assignment of a commissioner of conciliation. Commissioner James F. Dewey was immediately detailed to take up the difficulties. He found that the strike had occurred on March 1. About 150 workers were involved, these being about one-half the number employed in the plant. It developed that the company had discharged three employees who were members of the Auxiliary Workers' Union, this union being a federal local union affiliated with the American Federation of Labor. The reasons given for the discharge were sleeping on duty, negligence in work, and for squirting water from a hose on other employees during working hours. The union claimed that these three men were discharged for joining the Auxiliary Workers' Union and that the charges were trumped up for

the purpose of finding an excuse on which to act against the union's organizing campaign. The commissioner conferred with the president of the firm, who declined to yield in the slightest degree from his original attitude which caused the strike, and would agree to no form of compromise. On the other hand, the union officials declared that they would not consider any settlement which did not include reinstatement of the three men discharged and a guaranty that the union would be permitted to proceed with its plan of organizing the department in which the trouble started. Commissioner Dewey finally succeeded in getting a conference between Mr. Bromley, president of the firm, and a committee of six, representing the auxiliary union and two other lace workers' unions which had become involved in the strike. The meeting was held on March 14 and a full discussion was had of all the angles to the case. After a four-hour session it was impossible to get the firm to reinstate the three discharged men, and the union refused to settle on any other basis. The commissioner then suggested that, since they could not agree as to the justice of the discharge of these three men, they submit the matter to arbitration. Both sides rejected the arbitration proposal outright. Several subsequent conferences were held on the subject of arbitration and finally an agreement was reached to arbitrate the differences. In referring the proposition to the membership of the union, however, it was voted down. The firm then withdrew their offer to arbitrate and the strike continued. On April 12 the union involved called off the strike and the men returned to work.

Baking industry, Spokane, Wash.—The principle of collective bargaining has been an instrument of peace in the baking industry of Spokane, Wash., for an extended period. In May, 1924, in the making of a new agreement the question of wages had been successfully adjusted and matter of working conditions was in process of settlement when it was found that the following paragraph had been dropped out of the agreement: "In baking establishments where no Sunday or holiday work is done, work may be started one hour earlier on Monday or on the day following a holiday."

The restoration of this paragraph was insisted upon by the bakers' organization, and upon this question hinged the question of whether there would be a strike or an amicable settlement. In 1922 there had been a lockout in a large bakery which dominates the trade in the vicinity of Spokane. This bakery seemed to invite a conflict in order to inaugurate the open shop and cancel the policy of collective bargaining under which the industry operated. The union responded with a strike order to become effective at 1.30 p. m. on May 26. The department's representative, Commissioner Harry E. Gilham, arranged a joint conference of the representatives of the contending parties to be held at 11.15 a. m. on May 27, having first arranged that the strike order would be withheld until after the joint conference. In 15 minutes the conferees arrived at an amicable adjustment, the strike was averted, and all parties made happy by the result. The difficulty had been that neither side appeared to want to meet the other, but when they finally met around the council table and talked over their troubles the difficulties did not appear so great and were soon smoothed out.

Threatened strike of motion-picture operators.—On August 1, 1923, 900 motion-picture machine operators of Greater New York threatened to strike. These operators were employed in 540 motion-picture theaters, the closing of which would have thrown out of employment approximately 3,000 other employees. The situation had become critical, both sides making preparations for the struggle, when Commissioners Charles Bendheim and Homer J. Brown intervened and brought about a resumption of negotiations between the parties. The cause of the threatened strike was the inability of the parties to agree

on a mutually satisfactory wage scale for the year following August 31, 1923, the operators demanding an increase of 50 per cent, and the motion picture theater owners contending that there could not be any wage increase on account of the depression in the industry. The commissioners arranged a meeting between the president of the Motion Picture Operators' Union and the president of the Theater Owners' Chamber of Commerce at the office of Mr. Hugh Frayne, representative of the American Federation of Labor, in New York City. At this meeting no basis of settlement could be reached, but the discussion which ensued engendered a more conciliatory attitude of mind and developed proposals and counterproposals which later culminated in a settlement. This settlement was effected at a final meeting of motion-picture theater owners held at the Astor Hotel on the 29th day of August, 1923, which was attended and addressed by the commissioners. The basis of settlement was a wage increase ranging from 7½ to 15 per cent, according to seating capacity of the theater.

Strike of derrick men and riggers, Greater New York.—Members of the United Derrickmen and Riggers' Association went on strike on October 15, 1923. They demanded an increase in wages from \$9 to \$10 a day. Commissioners Charles Bendheim and Homer J. Brown were assigned to the case on October 20, 1923, and promptly conferred with representatives of the union and the Employing Stone Setters' Association. On October 26, 1923, the commissioners secured from the Employing Stone Setters' Association a proposition in writing to the following effect: "That immediately after the members of the United Derrickmen and Riggers' Association have returned to work under the conditions existing before the present strike, there shall be a meeting between conference committees representing the Employing Stone Setters' Association and the United Derrickmen and Riggers for the purpose of discussing any grievance or matter of controversy. In case of disagreement in settlement of any matter in dispute, any such subject shall be referred to arbitration, the arbitrators to be appointed at the opening of the conference." This proposition was presented to a committee representing the United Derrickmen and Riggers' Association and its acceptance urged. The men were reluctant to return to work prior to the actual granting of the increase demanded, but, finally, on November 9, 1923, at a meeting of the union, it was voted to resume work on Monday, November 12, 1923, and thereafter take up for adjustment question at issue in the manner provided for in the settlement proposal submitted by the Employing Stone Setters' Association through the commissioners. Conference committees representing the parties met following the resumption of work and effected an agreement dated November 14, 1923, that from December 1, 1923, wages of derrick men would be \$9.50 a day, with the proviso that on the first Monday in March, 1924, there would be another conference between the parties to determine the wage for the remainder of the life of the agreement, which runs until May 1, 1925.

The firms affected by the strike numbered 18, 8 of which were located in New York City, 5 in Brooklyn, 3 in Astoria, Long Island, 1 in Long Island City, and 1 in Richmond Hill, N. Y.

Strike of marble workers, New York City, Brooklyn, and Long Island City, N. Y.; Jersey City, Newark, and Edgewater, N. J.—On October 1, 1923, 1,200 carvers, cutters, and setters in the employ of members of Marble Industry Employers' Association of Greater New York went on strike to enforce a demand for a wage increase from \$10 to \$11 a day. The stoppage of work by these employees caused a loss of employment to approximately 1,800 other employees in the industry, namely, polishers, sawyers, bed rubbers, helpers, etc. It also stopped marblework on all building operations in Greater

New York and vicinity, and practically closed down 37 marble plants. Among the buildings affected were public schools, county courthouse, Roosevelt Memorial, Standard Oil Building, offices, apartments, and commercial buildings. Commissioners Charles Bendheim and Homer J. Brown, immediately on learning of the situation through publication in the New York press, tendered the good offices of the United States Labor Department to the parties involved and were instrumental in bringing about a joint conference between their respective representatives. This conference was held on the 9th day of October, 1923, at the headquarters of the Building Trades Employers' Association of Greater New York, and resulted in the Marble Industry Employers' Association submitting the following settlement proposal: "Immediately after the cutters, setters, and carvers return to work there shall be a meeting between a committee representing Local No. 4 and the Marble Industry Employers' Association for the purpose of formulating an agreement. In case there shall be any disagreement as to terms, any such controverted questions shall be submitted for arbitration. Arbitrators for both sides shall be selected immediately, if possible." This settlement proposal was not acted upon favorably until the 19th day of October, 1923, when at a meeting of the Marble Workers' Union it was decided by a majority vote that it be accepted, and work resumed on Monday, October 22, 1923. Immediately after the resumption of work, in pursuance of the terms of settlement, representatives of the respective parties went into conference, the ultimate result of which was the signing of an agreement under the terms of which a wage increase of 50 cents a day was granted, with the further provision that if, in the future, wage increases were granted to any other class of workers in the industry, the additional 50 cents originally demanded would become a subject matter for arbitration.

Montpelier (Ind.) situation.—In the latter part of October, 1923, the molders employed by the National Steel Castings Co. and the Montpelier Iron Works became involved in a dispute over the establishment of piecework prices on certain classifications of molds. After several weeks of fruitless negotiation a strike was called at this plant during the month of November, 1923. The strike proceeded as many of them do, with both sides holding out against a settlement. The usual plan of picketing was used by the molders, and when it became apparent that an early settlement was impossible the company began to import men from outside. The presence of these men caused considerable comment on the part of the local population, but aside from the usual strong comment made, things went along peacefully for a time. Early in the morning of January 9, 1924, an explosion took place in front of the hotel where the men were quartered, breaking the windows of the hotel and of many of the business properties along the street. Within a few hours after this took place the 45 members of the union were all arrested and rushed down to the county seat. All were charged with conspiracy and many of them with placing an explosive to destroy the hotel because it had housed the strike breakers.

On February 21 Commissioner Harry B. Dynes was assigned by wire from Washington to use the department's good offices in an endeavor to be helpful in this situation. He at once made a trip to Hartford City and Montpelier and found there were still about 30 of the union men in jail, with bonds of \$1,000 to \$5,000 being asked for their release.

At Montpelier the conciliator made a careful survey of the situation and a diligent inquiry into the characters, home life, and general standing of the members of the organization in their community. The conclusion was reached that it was the human thing first to make an effort to restore these men to their families, as he found that more than 75 per cent of them owned their

own homes and had been residents of this little community from 10 to 20 years, and, while it was not his duty to fix responsibilities, it was felt that the greater part of these men knew little or nothing about the explosion, and he also felt that until these men were released little or no headway could be made in efforts toward conciliation. With the assistance of State officials and others his efforts were rewarded, and within a short time all the men were out of jail on nominal bonds.

This phase of the case being accomplished, he next looked forward to an opportunity to bring together the parties on each side of the contention, feeling that inasmuch as these men had been a part of these concerns for many years there must have been some friendship established between the men and the management, and through all the conversations had with the men he found that they had a very kindly feeling for the president of the plant, who is now quite an old gentleman.

In pursuing his line for a settlement the commissioner went to Fort Wayne and met the president and found that he was very much interested in the plan of the Department of Labor in settling industrial disputes. After a conference with him he called in members of his directorate and it was agreed that the commissioner might invite one of the international officers of the molders' union to meet them and explain their position in the matter.

Mr. Dynes proceeded to Cincinnati, took this matter up with the international officials, and they accepted the invitation. A few days later they met again in Fort Wayne and a plan of settlement was agreed upon.

On the following day this plan was placed before the local union at Montpelier for its sanction. Definite action was postponed until the next morning, during which time a committee was named to meet the plant management; the conference with the management was satisfactory to the committee and it so reported to the local. After some debate on the question a secret ballot was taken and the proposition of settlement was accepted, and on April 18 this trying situation was adjusted.

The jurisdictional dispute.

The jurisdictional dispute is the basis for many suspensions that annually occur in the building trades. Some progress is being made toward its elimination as a disturbing factor in the building trades, but this class of disputes still precipitates scores of strikes, affecting thousands of workers directly and indirectly. Attention is directed herewith to a statement on the subject matter from the last annual report:

The serious effect of the jurisdictional dispute upon both workers and employers—particularly in the building trades—calls for remedial regulation by voluntary agreement on the part of the crafts affected.

The interests of the public generally are closely interwoven with those of mechanics and builders involved in these disputes. It has frequently happened that because of disputes between contending crafts important undertakings, including hospitals, schools, and other public structures, have been held up, entailing heavy and unnecessary expenses upon the taxpayer.

It would appear, therefore, that the skilled American craftsmen should without delay formulate some plan that will for all time eliminate these bitterly contested and profitless controversies. If this be not feasible, it is believed that a more general reference of these jurisdictional problems to the Jurisdictional Board of Award created in 1918-19 would result in the avoidance of many of the interruptions in the building industry.

The department will gladly lend all possible aid to any and all interests concerned, with the hope that joint effort shall effectively prevent these disputes, which have done so much injury to building-trades craftsmen, the contractor, and the public.

Summary of workers affected, by months

Month	Workmen affected		Month	Workmen affected	
	Directly	Indirectly		Directly	Indirectly
1923			1924		
July.....	99,935	48,084	January.....	11,544	3,469
August.....	34,373	9,820	February.....	15,707	4,452
September.....	17,343	3,015	March.....	25,966	6,784
October.....	39,018	3,117	April.....	21,659	2,588
November.....	21,291	4,806	May.....	79,822	11,050
December.....	9,975	3,967	June.....	14,200	5,544
			Total.....	390,773	106,696

RECAPITULATION

Month	Number of cases	Month	Number of cases
1923		1924	
July.....	51	January.....	41
August.....	51	February.....	36
September.....	32	March.....	50
October.....	62	April.....	55
November.....	37	May.....	63
December.....	24	June.....	42
		Total.....	544

Cases reported from each State for each month

State	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June	Total
Alabama.....					1								1
Arkansas.....					1								1
California.....	2	1		2				1	1	1	4		12
Connecticut.....	1	1	1	2	2				1		1		9
Delaware.....							1						1
District of Columbia.....			1		2			1	1	2	1		8
Illinois.....	4	6	1	4	3		2	7	3	6	3		39
Indiana.....	2	2		4	4		1	4		11	4	10	42
Iowa.....	3	2	3			1	1	1			5	3	19
Kentucky.....		2		1	1								4
Louisiana.....				1		1							2
Maine.....			1										1
Maryland.....			1		1				1		1	1	5
Massachusetts.....	7	3	3	3	1	1	4	2	4	5	2	2	37
Michigan.....					2		1						3
Minnesota.....	2					1					1		4
Mississippi.....							1						1
Missouri.....	1	2		1		1			1	6		1	13
Nebraska.....								1					1
New Hampshire.....		1		1		1	2	1			1		7
New Jersey.....	3	4	2	2	1	3	6	3	5	9	9	5	52
New York.....	6	10	11	9	4	1	6	5	10	3	6	3	80
North Carolina.....					1			1					2
Ohio.....	4	5	2	2		2	3	1	2	2	9	3	35
Oklahoma.....											1		1
Oregon.....					1				1	1			3
Pennsylvania.....	14	4	6	25	7	10	11	8	19	13	9	9	136
Rhode Island.....				2	1	2			1				6
Tennessee.....				2						2		1	5
Texas.....					1								1
Virginia.....				1							1		2
Washington.....	1										2		3
West Virginia.....	1	2			4							1	8
Total.....	51	51	32	62	37	24	41	36	50	55	63	42	544

Summary of cases, 1914-1924

Cases	Mar. 4, 1913, to June 30, 1924										
	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923	1924
Number.....	33	42	227	378	1,217	1,789	802	457	370	534	544
Adjusted.....	28	26	178	248	865	1,223	596	338	266	428	346
Unable to adjust.....	5	10	22	47	71	111	96	48	41	27	62
Pending.....		5	21	42	7	13	9	24	31	60	67
Unclassified.....		1	6	41	66	214	101	47	32	19	69

Cases pending at end of last fiscal year and now adjusted, 24.
Total adjustments, 370.

UNITED STATES EMPLOYMENT SERVICE

The United States Employment Service encountered both sides of the employment problem during the fiscal year just closed. There was a healthy tone to industry during the first five months beginning July 1, 1923, and large demands were made upon the service for all kinds of help. In December, however, a noticeable reduction was evident. This was attributed to readjustments, inventories, and the close of the year. In January a better tone was evident, which was accelerated during February and the early part of March. The public employment offices were continuously kept busy meeting the demands made upon them by the employers of labor. About the middle of March something happened, and the other side of the employment question began to be felt. There were more men looking for jobs than opportunities for employment.

A slowing down in bituminous coal mining caused much unemployment in that industry. Determined efforts were made and are still being made to find employment for the idle miners. This service has communicated with the leading contractors of the country, soliciting their assistance in placing these idle men in employment. Requests were also made upon numerous trade journals asking their assistance in calling to the attention of contractors and others the great army of unemployed coal miners who were in need of employment. The public employment services of the several States, through the Federal directors, were called upon to exert themselves to the utmost to find employment for these men. As weather permitted, the building of good roads offered employment to large numbers of men and many miners were employed on these jobs. The seasonal farm work which began about June 5 opened up large avenues of employment.

It is very gratifying to report that the public employment service of the several States cooperating with the United States Employment Service placed in employment 1,806,990 men and women during the fiscal year. Details of these placements follow:

Month	Registra- tions	Help wanted	Referred	Placed
July (4 weeks).....	241,004	221,532	203,971	176,298
August (5 weeks).....	268,528	257,567	237,575	206,877
September (4 weeks).....	227,401	233,606	204,877	179,151
October (5 weeks).....	289,045	275,010	251,978	218,076
November (4 weeks).....	206,792	160,092	155,880	134,367
December (4 weeks).....	179,810	118,315	118,102	101,352
January (5 weeks).....	237,342	146,661	143,903	120,609
February (4 weeks).....	188,546	128,490	126,085	105,622
March (4 weeks).....	201,122	145,053	143,733	121,006
April (5 weeks).....	265,116	209,780	207,512	177,858
May (4 weeks).....	218,979	193,017	160,328	137,656
June (4 weeks).....	231,908	146,034	150,678	128,118
Grand total.....	2,755,593	2,201,157	2,104,620	1,806,990

This indicates the great use made of the public employment service, and the need of the same.

Cooperative public employment service offices are conducted in the following States:

Alabama.	Maryland.	Oklahoma.
Arizona.	Massachusetts.	Oregon.
Arkansas.	Michigan.	Pennsylvania.
California.	Minnesota.	Rhode Island.
Connecticut.	Missouri.	South Dakota.
District of Columbia.	Montana.	Tennessee.
Colorado.	Nebraska.	Texas.
Georgia.	Nevada.	Virginia.
Illinois.	New Hampshire.	Washington.
Indiana.	New Jersey.	West Virginia.
Iowa.	New York.	Wisconsin.
Kansas.	North Carolina.	Wyoming.
Kentucky.	North Dakota.	
Louisiana.	Ohio.	

Alabama, Colorado, Georgia, Kentucky, Maryland, Nebraska, Oregon, South Dakota, Tennessee, Texas, Washington, and Wyoming conduct no State public employment services. In these States the cooperative arrangement is with the municipalities and the American Legion.

During the past three years 10 States have been added to this service. While no additional appropriation has been granted to provide for extension and development of this service, the work had to be carried on and money had to be found in order to assist the new States that came into cooperation. This was accomplished by "injecting more business into government"—letting out dead timber, coordinating the work, reorganizing the force, and practicing economy wherever possible; in fact, since March, 1921, the personnel of the administrative office has been reduced from 27 to 15 employees, and the amount of the pay roll reduced approximately 50 per cent, notwithstanding an increase of 40 per cent in volume of service for the same period.

Farm labor division.

While this report is being written 500,000 acres of wheat are daily being harvested in the States of Texas, Oklahoma, and Kansas. Thousands of harvesters are assembled and distributed by agents of the farm labor division. This Herculean task of furnishing the required number of harvesters at the right moment taxes the farm labor division of this service to its utmost capacity. The public employment service throughout the country, and more particularly the public employment service of the wheat belt section, cooperates with the farm labor division. Whole-hearted cooperation of the chambers of commerce, other organizations, and county extension agents is also given to the farm labor division.

The successful harvesting of the wheat crop is a matter that concerns not only the wheat belt but the Nation as a whole. The activities of this division of the United States Employment Service have been extended over a far greater area this year than in other years. The work under review was carried on in one-third of the States of the Nation, but these States embraced fully one-half of the actual area of the United States.

The scope of the work included the handling of a number of the major farm crops. The total number of men recruited and distributed for seasonal farm labor was 161,083. This is practically 50 per cent greater work than has been performed by the farm labor division in any previous year of its history since the World War. The development of the farm labor division in Texas to provide not only for the successful harvesting of the wheat crop but to recruit and distribute men for cotton chopping and assisting in harvesting the cotton crop has merited the commendation and united support of the entire State of Texas.

The farm labor division of the United States Employment Service is rendering a service which is to-day regarded as purely a Federal function. At the time when States and various organizations undertook to direct the movement of men to harvest the crops there was confusion. One State bid against another and men were unevenly distributed. Under the direction of the farm labor division the harvesting of wheat begins in Texas about June 5, and as the grain ripens men are moved in an orderly manner as far north and west as Montana. The requirements for the States west of Montana are taken care of by the Spokane office, supplemented by the temporary offices opened during the season. In order to expedite the handling of men, recruiting centers are maintained in the larger cities throughout the wheat belt. Temporary offices are opened through which men are directed to the fields and closed when the work in the district is completed.

In order to supply the help that the farmers of Colorado and Wyoming need to harvest their wheat and allied crops and to provide men for the sugar-beet and fruit industry, a new permanent office has recently been opened at 1323 Eighteenth Street, Denver, Colo. The demands already made upon this office emphasize the need for its service. Other agricultural sections of the country are appealing to this service for permanent farm labor offices. Plans are now under way for establishing two new additional permanent offices. In addition to supplying the seasonal farm help these offices will supply permanent help. The headquarters of the farm labor division are located at 2014 Main Street, Kansas City, Mo. At this office a well-equipped staff is maintained. To prevent congestion at any given point, and to provide against directing more men to a district than is necessary, the acreage of the entire wheat belt is surveyed, as well as condition of crops, and the approximate number of harvesters necessary are directed to the fields.

Additional help has been given this year to the inland empire, comprising the States of Washington, Oregon, and Idaho. This section is becoming more and more important agriculturally and the demands upon the service are increasing correspondingly. Realizing the importance of successfully harvesting the wheat crop the railroads operating in the wheat belt of Kansas, Texas, and Oklahoma granted special rates during the harvest season. Special rates were also obtained in Texas for the transportation of cotton choppers and pickers, as well as special rates from points in Minnesota and Iowa westward. The rates granted by the railroads have been of inestimable value in expediting the movement of men to harvest fields.

Junior division.

This division has continued to operate during the fiscal year 1924 under the general policy and organization plan defined in some detail in the report for the fiscal year 1923. The junior division functions through cooperation with the public employment services of the States, the local public-school systems, and other agencies in various communities throughout the country. It helps to establish and maintain a limited number of placement offices in sections where local educational and occupational conditions are especially favorable to the development of the work. These local offices serve (1) as junior employment bureaus in their respective cities and (2) as experimental stations where fundamental and specific junior placement problems can be worked out by a trained personnel, information collected and interpreted scientifically, and, through the Washington office, made available to the whole country.

National office.—The national office conducts the administrative work of the junior division and through correspondence and field

visits keeps in close touch with all local offices. These offices present detailed weekly reports that are compiled and charted by the national office for the general information of people engaged in junior guidance and placement. In addition the national office issues periodic news-letters and field studies, whose value is attested by increasing demand for them from many sources. The survey of vocational guidance and placement in the United States made cooperatively with the Children's Bureau is now ready for publication. During the last year the weekly-report forms have been carefully revised with the advice of a committee composed of experts in guidance and placement not only in our own offices but from others in the field, and were adopted and put in use January 1, 1924. They present the range of activities suitable to a junior office, which, in the judgment of this committee, will provide standardization and definition of terms and methods; also statistical reports.

Field offices.—It is the policy of the junior division to develop to a point of efficiency a few placement offices in representative sections rather than to spread superficially over a wider territory. The junior division is at present assisting in the maintenance and operation of local placement offices in 23 cities in 13 States. A list of the cities thus cooperating, together with the agency through which the cooperation is effected, follows. The work in these cities is in various stages of development. Some have been established for several years; in others the contact has been recently made. The type of organization, extent of service, number of persons engaged in the work, and so on, depend largely on local conditions. All the offices, however, represent a centralized junior placement service open to all boys and girls in the community between the legal working age and 21 applying for vocational guidance and placement.

	Agency
California:	
Chico ¹	Public schools.
Huntington Park ¹	Do.
Los Angeles ¹	Do.
Oakland ¹	Do.
San Diego ¹	Do.
Stockton.....	Do.
Delaware, Wilmington.....	Do.
Georgia, Atlanta.....	Public schools and city cooperative employment service.
Illinois, Rockford ¹	Public schools.
Indiana:	
Gary.....	Do.
Richmond.....	Do.
South Bend.....	Do.

¹ Contacts made during the fiscal year 1924.

	Agency
Massachusetts:	
Pittsfield ¹ -----	Public schools.
Worcester-----	Do.
Michigan, Jackson-----	Do.
Minnesota:	
Minneapolis-----	Do.
St. Paul-----	Do.
New Jersey, Jersey City-----	Public schools and State department of labor.
Pennsylvania, Pittsburgh-----	Public schools.
Rhode Island, Providence-----	Do.
Utah, Salt Lake City-----	Do.
Wisconsin:	
Green Bay ¹ -----	Do.
Milwaukee-----	State labor commission.

NOTE.—Plans are under way for cooperative offices with the following cities, which will be operating September 1, if not before: San Francisco, Fresno, and Sacramento, Calif.; Cleveland, Ohio; Oklahoma City, Okla.; and Memphis, Tenn.

Reports from field offices.—The tasks of junior placement offices are as varied as they are vital to the individual applicant. Every junior registering presents a special case, and must be so regarded. No junior officer fails to find out why the junior has left school, and if his reason is not imperative an attempt is made to persuade him to return by showing him how serious a handicap is a lack of education and how large is the ultimate financial return for time and money invested in training. Often the counselor can make readjustment in the school program, transfer the junior to another kind of school, or merely by furnishing him with a new viewpoint send him back to the same classes with fresh ambition. It may be a social readjustment that is necessary, and to the end that such readjustments may be possible the junior office maintains a close cooperation with the social agencies of the city.

Following is a summary of figures for the fiscal year ended June 30, 1924, taken from weekly reports sent by local offices to the junior division:

July 1, 1923, to June 30, 1924: Registrations, 99,077; help wanted, 24,308; referred, 25,954; placed, 18,260.

Office interviews (Jan. 1, 1924, to June 30, 1924, only), 54,511.

Collateral activities (Jan. 1, 1924, to June 30, 1924), cases of follow-up, 6,498; visits to employers, 2,493.

Every year requests for cooperation from various States and communities increase in number and also in promise of sound achievement. The aid they need varies from help in organization to financial assistance and other substantial support.

¹ Contacts made during the fiscal year 1924.

Industrial employment information division.

The scope of this service has been broadened during the year. Industrial employment information is being gathered and published monthly in the Industrial Employment Information Bulletin from 476 industrial centers, as against 416 in the previous year. The extension and development of this work will continue to be broadened until all the industrial centers throughout the country will be covered by this division.

In order that the work of the department might be coordinated and overlapping of activities avoided, the publication of statistical information in the monthly bulletin was discontinued in December, 1923, and all the data were transferred to the Bureau of Labor Statistics. The editorial and résumé of industrial conditions for the month formerly appearing on the front page of the bulletin were also discontinued. The statistical data and the résumé of industrial conditions are now published by the Bureau of Labor Statistics.

When this division was established the country was divided into nine zones, with a district director in charge of each zone. On January 15, 1924, districts 6 and 7 were coordinated, and the work of both districts was placed in charge of the director of district 6, this being in line with the general policy of the service to coordinate its activities, thereby effecting savings whenever possible without a loss of efficiency or detriment to the service.

The constant and increasing demand for the Industrial Employment Information Bulletin emphasizes its worth to the business and industrial interests of the country. It is furnished to newspapers, labor organizations, chambers of commerce, railroad companies, libraries, manufacturing concerns, wholesale merchants, economists, Federal reserve and other banking institutions, and financiers. Two editions of the bulletin are published. The first edition is for the immediate use of the press and is especially prepared for publishers' clipping purposes. This edition was formerly mimeographed, but the present method of publishing has effected a saving of over \$2,000 a year, and it is presented in better form than formerly. The second edition is printed in solid form for distribution to the public. As this bulletin is dealing with current information, its value is enhanced by its timeliness. The bulletin is usually ready for the press about the 12th of the month following the month under review.

UNITED STATES HOUSING CORPORATION

During the fiscal year 1924 the revenues of the United States Housing Corporation to be covered into the Federal Treasury amounted to \$3,901,193.45. The sources from which these funds were derived were:

Real estate sales.....	\$1,349,336.48
Real estate interest.....	738,009.97
Sale of salvage material.....	18,170.29
Repayment of loans.....	1,451,401.18
Interest on loans.....	234,817.34
Rents and miscellaneous items.....	109,458.19
Total.....	3,901,193.45

The total expenses for administration of this business were \$109,020.63, or but 2.8 per cent of the amount collected—an extremely low figure considering the scope of the field activities of the corporation.

In addition to the aforementioned amounts there was also collected as receipts from the Government Hotels for the fiscal year 1924 the sum of \$706,772.63. Deducting disbursements on account of the operation of the hotels, amounting to \$681,769.20, leaves a cash surplus to the Government from the conduct of this enterprise of \$25,003.43. The actual profit from operations, however, will probably not exceed \$16,000 for the year. The difference is accounted for by depletion of inventories due to the closing of one of the hotel restaurants and the deferment where possible of the purchase of supplies from 1924 to 1925. It should be noted also that this profit is arrived at only by omitting from consideration the items of rent on buildings, interest on investment, and depreciation.

(This report is made at a date when it is manifestly impossible to give exact figures for the entire fiscal year 1924. Those set out above, however, represent actual receipts and expenditures for the first 11 months and anticipated receipts and expenditures for the last month.)

From a business standpoint perhaps the outstanding achievement of the corporation has been the record which it has made in the operation of the Norfolk County Ferries. For the year under consideration this business showed a profit of \$161,871.87, surpassing even the profit reported for the preceding year, which was the highest ever recorded in the history of this utility under either private or Government management up to that time.

Principal activities.

The principal activities of the corporation 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. Operation of the Government Hotels.
5. Operation of the Norfolk County Ferries.

Rentals and sales.—Rentals of properties have formed but a comparatively small portion of the corporation's business during the

past fiscal year. At two projects, however, notably Bremerton, Wash., and Cradock, Va., where it was necessary for the corporation to reacquire title to numerous houses because of the defaults of original purchasers, an appreciable number of houses were rented rather than permitted to stand idle.

Throughout the year sales of improved and unimproved properties to the number of 163 and having an aggregate value of \$644,365 were made. Assignments of sales contracts to the number of 390 also were authorized, which required almost as much detail work as the handling of original sales.

Truxtun, Va., a development comprising 250 houses for negroes, and lying almost adjacent to Cradock, was finally sold in its entirety to the highest bidder, after it had been conclusively established that the successful consummation of individual sales throughout this project was impossible. The interests of the original contract purchasers from the corporation were safeguarded, however, by requiring the bulk purchasers to grant a 25 per cent write off to the then contract holders with the corporation. In this way the corporation insisted, so far as lay within its power, upon an adherence to the spirit of the act governing its sales policy, which contemplated that the loss to be absorbed by the Government on account of excess war costs should redound to the benefit of the individual home owner rather than to that of speculative purchasers.

A similar sale was made of the housing project at Bath, Me. This development consisted of 98 houses. Another and even larger project had been constructed by the Shipping Board in this same community, and, following the cessation of the abnormal industrial activities which existed during the war in this locality, it soon became apparent that it would be unable to absorb so many additional dwellings. Reductions in wages sustained by purchasers of the corporation's houses in this city resulted in their inability to carry through their purchase agreements, and a bulk sale to a local financial institution was finally made.

Conveyancing.—During the period covered by this report the corporation delivered 721 deeds of conveyance and took back 393 notes secured by purchase-money mortgages. And there were also executed and delivered 146 deeds of release affecting mortgages which had been paid in full. So far as practicable, delivery of these deeds and mortgages has been made by the field representatives of the corporation, thereby saving the cost of attorneys' fees, which are usually necessary in matters of this nature.

The delivery of deeds in accordance with the terms of the contracts of sale has involved an almost endless amount of detail. Many of these contracts were executed almost four years ago. Meanwhile the status of numerous purchasers has been changed by death, divorce, insanity, or because of other legal disabilities that have

arisen. In these instances the interests of the parties affected became subject to the jurisdiction of the courts. And, obviously, the procedure incident to the transfer of the purchasers' interests under these conditions has been more or less involved and has resulted in voluminous correspondence.

The aforementioned deeds of conveyance and deeds of release were delivered in the following communities:

Aberdeen, Md.	Erie, Pa.	Pompton Lakes, N. J.
Alliance, Ohio.	Ilion, N. Y.	Quincy, Mass.
Bethlehem, Pa.	Hammond, Ind.	Rock Island, Ill.
Bremerton, Wash.	Kittery, Me.	Truxtun, Va.
Bath, Me.	Lowell, Mass.	Vallejo, Calif.
Bridgeport, Conn.	Moline, Ill.	Waterbury, Conn.
Butler, Pa.	New London, Conn.	Watertown, N. Y.
Craddock, Va.	Newport, R. I.	Watervliet, N. Y.
Davenport, Iowa.	New Brunswick, N. J.	Warren, Ohio.
East Moline, Ill.	Niles, Ohio.	Washington, D. C.
Elizabeth, N. J.	Nagara Falls, N. Y.	

Foreclosures.—It has been the policy of the corporation to accord all possible leniency, consistent with a due regard for the Government's interests, to those purchasers who, through temporary adversity, have been unable to keep up their monthly payments. But when it becomes apparent that an individual is either unable or unwilling to live up to his obligations the corporation is compelled either to resort to foreclosure or to secure a voluntary reconveyance of the property by means of a quitclaim deed. Throughout the fiscal year under consideration there have been but 40 cases of actual foreclosure. It was necessary to reacquire possession, however, in a considerable number of other cases.

Insurance.—In line with the general policy of the Government, the corporation carries no insurance on its real-estate holdings. But it requires purchasers of its properties to carry insurance for its benefit whenever any portion of the purchase price remains unpaid. There were thus in its custody at the beginning of the fiscal year some 4,000 policies, representing a total of approximately \$20,000,000 insurance. In the course of the year 1,422 policies expired and were renewed. Policy assignments to the number of 750, following contract assignments or transfer by deed, were also authorized. A number of policies were dropped at their expiration because of the cancellation of contracts affecting the properties which they covered. And as a result of the execution of new sales contracts, 90 new policies were added during the fiscal year. At the close of this period, therefore, there were still in force some 3,600 policies, having a total value of \$17,000,000. Claims amounting to \$5,755, growing out of losses occasioned by fire or lightning on 17 houses owned by the corporation, were paid during the year.

Liquidation of transportation and public utility loans.—Under its prescribed policy of endeavoring to effect settlement of the contracts

running between itself and various transportation companies through the medium of negotiations rather than by resorting to the appraisals called for in many of these contracts, the corporation has recovered during the fiscal year \$1,451,401.18. At the present time negotiations are under way looking to a settlement of all outstanding accounts of this character, and it is expected that they will be brought to a conclusion during the ensuing fiscal year.

Government hotels.—The Government hotels continue to fill a long-felt want in the lives of many of the female employees of the Government in the city of Washington. As a result of the heavy reductions which have been made in the personnel of the classified civil service, there has, of course, been a decrease in the number of guests of the hotels. At the end of June, 1924, they were still furnishing wholesome and healthful living accommodations at moderate rates to more than 1,200 women.

The laundering of towels, uniforms, and the like for other branches of the Government located in the District of Columbia has formed no inconsiderable portion of the work of the laundry of the Government hotels. It has heretofore been reported that, at the instance of the Committee on Appropriations of the House of Representatives and the Bureau of the Budget, an investigation was instituted for the purpose of determining the costs of laundry work done by private contractors for the various departments as compared with costs for similar work done in this laundry. Following this inquiry—which disclosed that the prevailing charges of private contractors laundering towels for the Government departments ranged from \$1 to \$2 a hundred (a very few paying less than \$1)—there was turned over to the hotels' laundry a large amount of this work. For the fiscal year 1924 towels, uniforms, etc., to the number of 1,480,443 were handled by this laundry for other branches of the Government. It was originally estimated that this work could be done by the hotels' laundry at the rate of 57 cents a hundred. But by the application of measures calculated to promote efficiency and economy it was possible during the latter part of the fiscal year still further to reduce this sum to 45 cents a hundred.

The history of the negotiations, following the demand of the Baltimore & Ohio Railroad Co. for rent for that portion of its land occupied by certain of the hotel buildings, was recounted in the report for last year. Pursuant to the recommendations of the department, there was appropriated \$74,315 for the payment of rent during the fiscal year 1924. But the failure of passage during the closing hours of the Sixty-eighth Congress of the measure in which a similar appropriation was carried for the fiscal year 1925 has left the corporation without funds with which to meet this obligation for the period July 1, 1924, to June 30, 1925.

Norfolk County Ferries.—It was expected that the net profits of \$144,000 from the Norfolk County Ferries for the preceding year would constitute a mark to which the corporation could constantly point with pride. It is with no small measure of gratification, therefore, that I am able to report that the net profits for the past year surpassed the aforementioned sum and reached the remarkable figure of \$161,871.87. The record of the Housing Corporation in the management and operation of this public utility is perhaps one of the "exceptions which prove the rule." For, while I am a firm believer in the principle of "less government in business, and more business in government," it has been demonstrated beyond peradventure that this is one instance of Government operation which has proved strikingly successful. Of equal importance in the administration of this business has been the success which has attended the corporation's efforts to promote friendly relations with the city of Portsmouth and the county of Norfolk, Va. (which jointly own these properties), as well as with the thousands of citizens who rely upon the ferries for transportation between the cities of Portsmouth, Norfolk, and Berkeley, Va. Originally inclined (and perhaps not entirely without reason) to look askance at the assumption of control by the Government of what is ordinarily a local function, the attitude of the populace of these communities has undergone a gradual change as it became apparent that the Government was not unmindful of its duty to furnish the best possible service to the traveling public, as well as to increase the earnings of this enterprise. Proof of this fact is furnished by the recent submission of a proposal on the part of the owners that the Housing Corporation continue the operation of the ferries beyond the period provided for in the original contract; in other words, instead of proceeding with the appraisal for the fixation of the amount which the owners should pay the corporation on account of its original advances for improvements, that this amount should be arrived at through negotiations, and pending the liquidation of the debt thus determined the operation by the corporation should continue. As this report goes to press it is impracticable to predict the outcome of the negotiations.

INDUSTRIAL AND ECONOMIC CONDITIONS IN THE VIRGIN ISLANDS SURVEYED BY ALL-COLORED COMMISSION

During 1923 civil authorities and citizens of the Virgin Islands, which had been purchased by the United States from the Kingdom of Denmark for \$25,000,000, made special request of the Secretary of Labor, both directly and through the late Phil H. Brown, of the conciliation service, for an investigation by the Federal Government of the industrial and economic conditions in the islands. Following approval first by the late President Harding and later by President Coolidge, Secretary of Labor James J. Davis appointed a Fed-

eral commission, composed of George H. Woodson, of Iowa; Cornelius R. Richardson, of Indiana; Charles E. Mitchell, of West Virginia; W. H. C. Brown, of Virginia; and Jefferson S. Coage, of Delaware.

This commission left Washington on January 12, 1924, en route to the Virgin Islands, where an intensive study was made of the population of the Virgin Islands and their internal conditions of life. This Federal body, which was the first all-colored commission ever dispatched upon an official errand for the United States Government, made its report to the Secretary of Labor, and, through him, to the President of the United States, on February 29, 1924, and a brief summary of its findings and recommendations here follows:

**SUMMARY OF FINDINGS AND RECOMMENDATIONS SUBMITTED TO THE
SECRETARY OF LABOR**

FINDINGS

1. *Location*.—Forty miles east of Porto Rico; 1,440 south of New York City; 1,025 northeast of Panama Canal. Area of three largest inhabited islands, 132 square miles. Population, 26,000 (negro, 24,100; white, 1,900); density, 200 per square mile.

2. *Education* compulsory between 7 and 13. Attendance, average, 3,000, or over 98 per cent of possible attendance. Illiteracy less than 2 per cent. Language, English.

3. *Water supply* depends on rainfall caught in cisterns.

4. *General health* compares favorably with Southern States. No epidemics. Birth rate, 32 per 1,000; death rate, 25½ per 1,000.

5. *Climatic conditions*, with a minimum of 65° and maximum 92°, insure low cost of living in way of clothing, housing, and food fat. Trade winds prevail.

6. *Economic and industrial conditions* are far from being satisfactory, as shown by the variation in the imports and exports between the islands and the United States. Fiscal year 1921: Exports, \$3,571,787; imports, \$4,162,949; total, \$7,734,736. Fiscal year 1922: Exports, \$754,729; imports, \$1,836,567; total, \$2,581,296.

This marked loss of trade is largely due to (a) our general policy of treating the islands only as an outpost of defense for Panama Canal; (b) Federal prohibition, which crippled the bay-rum industry of the islands; (c) serious droughts which almost eliminated crops last three years; (d) St. Thomas, although one of the finest ports in the West Indies or the world, is no longer used as a port of call by the steamship lines using the Panama Canal and sailing to and from Atlantic ports of South America. This combination of conditions creates an appallingly large per cent of unemployment and already evidences of undernourishment are apparent.

7. *Leading industries*.—(a) Sugar cane, 12,000 acres; (b) cotton, 2,000 acres; (c) grasses and fodder, 30,000 acres (cattle raising); (d) fishing; (e) coaling steamships (150 men, 300 women); (f) watering ships (when there is any water available).

8. *Wages*.—(a) Agricultural, 20 to 40 cents a day; (b) fishing, nominal; (c) coaling vessels, 2 cents per basket; average, 60 cents a day, and only two days a week.

9. *Housing of workers*.—Largely one-room shacks with an occasional lean-to kitchen.

10. *Food of workers* largely "fungee" (a mess of corn meal and fish).

11. *Cost of living*, owing to above-outlined conditions, is naturally very low, but unless something is done to improve the opportunity for work these people must migrate to avoid sinking to an economic level abhorrent to our American ideals.

12. *Native population* is clean, bright, genial, peaceful, intelligent; 98 per cent can read and write; honest and very polite. Very little crime, and that largely in the seaport towns.

RECOMMENDATIONS

1. *Installation of a water supply* and irrigation system to meet agricultural and domestic needs. Rainfall generally ample if conserved. This will insure more regular employment as well as more and better home-grown food supplies.

2. *Restoration of St. Thomas* as a port of call with (a) the same right of foreign vessels to seal their wine and liquor lockers as when passing through the Panama Canal; (b) develop water supply to meet needs of all ships.

3. Institute a study of preparation of bay rum that will restore its market standing without violating our prohibition laws. The Bureau of Standards of the Department of Commerce and the Bureau of Chemistry of the Department of Agriculture could materially help in this study.

4. While the native population, through their long-established custom of "consensual marriages," are as moral as any in the West Indies, yet, it is advisable that all marriages should conform to our standards of marital relations. It is not fair to these people to classify their children from consensual marriages as illegitimate in the broad sense that we often use the term. The fact that over two-thirds of the children are the product of these marriages shows the necessity for education in the moral code of our American standards.

5. *As an aid to the development* of the ideal of American standards we strongly urge that a system be arranged between the public schools of the Virgin Islands and the leading negro colleges in the United States for an exchange of teachers and scholarships for island students of from one to one hundred each year in order that the educational systeming be stimulated and true American ideas and ideals be encouraged on the islands as well as on the mainland of the United States.

6. *The citizen status* of the inhabitants of the Virgin Islands should be cleared up, as much confusion now prevails owing to the different interpretations of the following supposed guaranty quoted from the purchase treaty with Denmark, proclaimed January 25, 1917 (sec. 6):

Those who remain in the islands may preserve their citizenship in Denmark by making before a court of record, within one year from the date of the exchange of ratifications of this convention, a declaration of their decision to preserve such citizenship; in default of which declaration they shall be held to have renounced it, and to have accepted citizenship in the United States.

7. We suggest that the Department of Commerce make a special study of the manufacturing and commercial possibilities, and the Department of Agriculture of agricultural possibilities, so that these people can feel that their homeland under our Government is receiving a living consideration other than that of a mere outpost of defense.

8. We respectfully suggest that a longer term for each governor appointed will be more beneficial than the shorter and more uncertain tenures in office.

NOTE.—Seven governors in about three years. Proof of value of longer service is shown by the fact that the present incumbent, although he has held office only four months, has brought about several changes promoting the well-being of the people on these islands.

9. *Seasonal labor competition* from adjacent alien islands deserves immediate consideration, as it generally interferes with the limited opportunities available to the natives, and largely explains the extremely low standard of wages.

And, lastly, we respectfully suggest that the resolution passed by the joint session of the Colonial Council of the Virgin Islands and approved by Gov. Philip Williams on the 15th day of February, 1924, deserves the serious consideration of the Congress of the United States and the departments of the Government which, more or less, handle such problems.

IMMIGRATION

The per centum limit act of 1921.

The number of aliens admitted and charged to the quota during the fiscal year ended June 30, 1924, was 357,642, as compared with 243,953 and 335,480 in the fiscal years 1922 and 1923, respectively. During the year just ended the quotas of all countries, with the exception of Esthonia, Fiume, and Iceland, were completely exhausted. The following table shows the operations under the quota law during the past three fiscal years. Attention is called, however, to statistics of immigration from Canada, Mexico, South and Central Americas, etc., which under the law were exempt from quota limitation:

TABLE I.—Immigration quotas allotted to specified countries or regions of birth, and the number of aliens admitted and charged against such quota allotments during the fiscal years ended June 30, 1922, 1923, and 1924

Country or region of birth	Year ended June 30, 1924		Year ended June 30, 1923		Year ended June 30, 1922	
	Quota	Number admitted	Quota	Number admitted	Quota	Number admitted
Albania.....	288	288	288	288	288	280
Armenia (Russian).....	230	230	230	230	1,589	1,574
Austria.....	7,342	7,342	7,451	7,358	7,451	4,797
Belgium.....	1,563	1,563	1,563	1,563	1,563	1,581
Bulgaria.....	302	302	302	295	302	301
Czechoslovakia.....	14,357	14,357	14,357	14,357	14,282	14,248
Danzig, Free City of.....	301	301	301	263	301	85
Denmark.....	5,619	5,619	5,619	5,226	5,694	3,284
Esthonia.....	1,348	1,224	1,348	241	(¹)	(¹)
Finland.....	3,921	3,921	3,921	3,921	3,921	3,038
Fiume, Free State of.....	71	66	71	67	71	18
France.....	5,729	5,729	5,729	5,034	5,729	4,343
Germany.....	67,607	67,607	67,607	49,258	68,050	19,053
Great Britain, Ireland.....	77,342	77,342	77,342	77,342	77,342	42,670
Greece.....	3,063	3,063	3,294	3,294	3,294	3,447
Hungary (including Sopron District).....	5,747	5,747	5,638	5,638	5,638	6,035
Iceland.....	75	43	75	59	(²)	(²)
Italy.....	42,057	42,057	42,057	42,057	42,057	42,149
Latvia.....	1,540	1,540	1,540	1,513	(²)	(²)
Lithuania (including Memel and part of Pinsk region).....	2,629	2,629	2,460	2,460	(²)	(²)
Luxemburg.....	92	92	92	92	92	93
Netherlands.....	3,607	3,607	3,607	3,607	3,607	2,408
Norway.....	12,202	12,202	12,202	12,202	12,202	5,941
Poland (including eastern Galicia and part of Pinsk region).....	30,977	30,977	31,146	29,730	25,827	26,129
Portugal (including Azores and Madeira Islands).....	2,465	2,465	2,465	2,465	2,520	2,486
Rumania.....	7,419	7,419	7,419	7,419	7,419	7,429
Russia, European and Asiatic (excluding Barred Zone).....	24,405	24,405	24,405	24,405	34,284	28,908
Spain (including Canary Islands).....	912	912	912	912	912	888

¹ Turkish and Russian Armenia for the year 1922.

² Esthonia, Latvia, and Lithuania included with Russia for the year 1922.

³ Iceland included with Other Europe for the year 1922.

TABLE I.—Immigration quotas allotted to specified countries or regions of birth, and the number of aliens admitted and charged against such quota allotments during the fiscal years ended June 30, 1923, 1923, and 1924—Continued

Country or region of birth	Year ended June 30, 1924		Year ended June 30, 1923		Year ended June 30, 1922	
	Quota	Number admitted	Quota	Number admitted	Quota	Number admitted
Sweden.....	20,042	20,042	20,042	19,867	20,042	8,766
Switzerland.....	3,752	3,752	3,752	3,752	3,752	3,723
Yugoslavia.....	6,426	6,426	6,426	6,426	6,426	6,644
Other Europe (including Andorra, Gibraltar, Liechtenstein, Malta, Monaco, and San Marino).....	86	86	86	86	86	144
Palestine.....	57	57	57	57	56	214
Syria.....	882	882	928	928	906	1,008
Turkey (European and Asiatic,) including Smyrna region, and Turkish-Armenian region for 1923.....	2,654	2,654	2,388	2,388	656	1,096
Other Asia (including Cyprus, Hedjaz, Iraq (Mesopotamia), Persia, Rhodes, and any other Asiatic territory not included in the Barred Zone; persons born in Asiatic Russia are included in the Russian quota).....	92	92	81	81	81	528
African.....	104	104	122	122	122	195
Egypt.....	18	18				
Atlantic Islands (other than Azores, Canary Islands, Madeira, and islands adjacent to the American continents).....	121	121	121	118	65	83
Australia.....	279	279	279	279	279	279
New Zealand and Pacific Islands.....	80	80	80	80	80	88
Total.....	357,803	357,642	357,803	335,480	356,995	243,953

The data shown in the foregoing compilation will be more readily comprehended by a study of the following table, in which are compared the quota allotments of and the number of aliens admitted from northern and western Europe, southern and eastern Europe, including Asiatic Turkey and "Other Asia," and certain other sources subject to the quota law, during the fiscal years 1923 and 1924:

TABLE II.—Immigration quotas allotted to specified areas, and the number of aliens admitted and charged against such quota allotments, during the fiscal years ended June 30, 1923, and June 30, 1924

Area	Year ended June 30, 1923		Year ended June 30, 1924		Per cent quota admitted	
	Quota	Number admitted	Quota	Number admitted	1923	1924
Northern and western Europe.....	197,555	177,943	197,555	197,555	90	100
Southern and eastern Europe, including Asiatic Turkey and other Asia.....	159,646	156,938	159,646	159,485	98.3	99.9
Africa, Australia, New Zealand, and other Pacific islands, and Atlantic islands.....	602	599	602	602	99.5	100
Total.....	357,803	335,480	357,803	357,642	93.8	99.9

Immigration act of 1924.

The immigration act of 1924, approved May 26, 1924, changes the basis for computing the quotas in two particulars; the per centum limit act of 1921 took as a basis the foreign-born persons in the

United States as shown by the census of 1910, while the new law takes as a basis the number shown by the census of 1890; further, the old law applied 3 per cent to the census enumeration of 1910, whereas the new law applies 2 per cent to the census enumeration of 1890.

New legislation.

As pointed out in my remarks elsewhere in this report relative to the Gottlieb decision, the erroneous judicial interpretation of the previous quota law resulted in affirmative language in the immigration act of 1924, tending to clear up certain doubtful points in previous legislation. As a result the 1924 immigration act not only defines what is meant by "immigrant," "nonimmigrant," and "quota immigrant," but sets out specifically the preferences within the quotas. For the first time, too, an alien who is a lawful resident in the United States is afforded by law an opportunity to have his status as such investigated and determined prior to his departure from the United States on a visit and is given a certificate establishing that fact which he may use as evidence of his status upon his return. While the new legislation in that respect places upon the Bureau of Immigration the gigantic task for which no provision in the way of increased personnel was made, it undoubtedly considerably facilitates the return of aliens who have acquired a lawful domicile and desire to make a temporary visit abroad.

The basis for numerical limitation of aliens has been changed so as to rest, for the present, on the census of 1890 instead of 1910, as in the previous quota law. Beginning July 1, 1927, however, the numerical limitation will be based on the number which bears the same ratio to 150,000 as the number of inhabitants in continental United States in 1920 having that national origin (ascertained as hereinafter provided in this section) bears to the number of inhabitants in continental United States in 1920, but the minimum quota of any nationality shall be 100.

A strict adherence to the law can not fail to very materially decrease, if not entirely eliminate, the hardship which resulted after exclusion under the previous quota law after a useless voyage to the port of arrival. To aid in this respect, Congress has provided a fine of \$1,000, together with a refund of the amount paid by the alien for his passage, for bringing to the United States (1) any immigrant who does not have an unexpired immigration visa, or (2) any quota immigrant having an immigration visa, the visa in which specifies him as a nonquota immigrant.

To further assist in carrying out the law, Congress has raised to \$1,000 the fine for bringing in aliens who are afflicted with idiocy, insanity, imbecility, feeble-mindedness, epilepsy, constitutional psychopathic inferiority, chronic alcoholism, tuberculosis in any form,

or a loathsome contagious disease. Whereas, under previous legislation, the fine of only \$200 was specified, the bringing of aliens with a physical defect or a mental defect other than those specified above has been raised from \$25 (under the act of February 5, 1917) to \$250.

TABLE III.—Immigration quotas according to nationality proclaimed in pursuance of the immigration act of 1924. These quotas are available only to aliens who are eligible to citizenship in the United States

Country or area of birth	Annual quota	Country or area of birth	Annual quota
*Afghanistan.....	100	Morocco (French and Spanish zones and Tangier).....	100
Albania.....	100	*Muscat (Oman).....	100
Andorra.....	100	Nauru (proposed British mandate) ¹	100
Arabian Peninsula ^{1, 2}	100	*Nepal.....	100
Armenia.....	124	Netherlands ^{1, 3, 4}	1, 648
Australia, including Papua, Tasmania, and all islands appertaining to Australia ^{3, 4}	121	New Zealand (including appertaining islands) ^{1, 4}	100
Austria.....	785	Norway ⁵	6, 453
Belgium ⁵	512	*New Guinea, and other Pacific islands under proposed Australian mandate ⁴	100
*Bhutan.....	100	Palestine (with Trans-Jordan, proposed British mandate).....	100
Bulgaria.....	100	Persia ¹	100
Cameroon (proposed British mandate).....	100	Poland.....	5, 982
Cameroon (French mandate).....	100	Portugal ^{1, 2}	503
*China.....	100	Ruanda and Urundi (Belgium mandate).....	100
Czechoslovakia.....	3, 073	Rumania.....	603
Danzig, Free City of.....	228	Russia, European and Asiatic ¹	2, 248
Denmark ^{5, 6}	2, 789	Samoa, western (proposed mandate of New Zealand) ⁴	100
Egypt.....	100	San Marino.....	100
Estonia.....	124	*Siam.....	100
Ethiopia (Abyssinia).....	100	South Africa, Union of ¹	100
Finland.....	471	South West Africa (proposed mandate of Union of South Africa).....	100
France ^{1, 3, 6}	3, 954	Spain ⁵	131
Germany.....	51, 227	Sweden.....	9, 561
Great Britain and northern Ireland ^{1, 3, 5, 6}	34, 007	Switzerland.....	2, 081
Greece.....	100	Syria and the Lebanon (French mandate).....	100
Hungary.....	473	Tanganyika (proposed British mandate).....	100
Iceland.....	100	Togoland (proposed British mandate).....	100
*India ³	100	Togoland (French mandate).....	100
Iraq (Mesopotamia).....	100	Turkey.....	100
Irish Free State ⁴	28, 567	*Yap and other Pacific islands (under Japanese mandate) ⁴	100
Italy, including Rhodes, Dodekanesia, and Castellorizzo ⁵	3, 845	Yugoslavia.....	671
*Japan.....	100		
Latvia.....	142		
Liberia.....	100		
Liechtenstein.....	100		
Lithuania.....	344		
Luxemburg.....	100		
Monaco.....	100		
		Total.....	164, 667

* For each of the countries indicated by an asterisk (*) is established a nominal quota according to the minimum fixed by law. These nominal quotas, as in the case of all quotas hereby established, are available only for persons born within the respective countries who are eligible to citizenship in the United States and admissible under the immigration laws of the United States.

¹ (a) Persons born in the portions of Persia, Russia, or the Arabian Peninsula situated within the barred zone, and who are admissible under the immigration laws of the United States as quota immigrants, will be charged to the quotas of these countries; and (b) persons born in the colonies, dependencies, or protectorates, or portions thereof, within the barred zone, of France, Great Britain, the Netherlands, or Portugal, who are admissible under the immigration laws of the United States as quota immigrants, will be charged to the quota of the country to which such colony or dependency belongs or by which it is administered as a protectorate.

² The quota area denominated "Arabian Peninsula" consists of all territory except Muscat and Aden, situated in the portion of that peninsula and adjacent islands, to the southeast of Iraq, of Palestine with Trans-Jordan, and of Egypt.

³ Quota immigrants born in the British self-governing dominions or in the Empire of India will be charged to the appropriate quota rather than to that of Great Britain and northern Ireland. There are no quota restrictions for Canada and Newfoundland.

⁴ As shown on chart No. 1262a, Hydrographic Office, U. S. Navy Department.

⁵ Quota immigrants eligible to citizenship in the United States, born in a colony, dependency, or protectorate of any country to which a quota applies will be charged to the quota of that country.

⁶ In contrast with the law of 1921, the immigration act of 1924 provides that persons born in the colonies or dependencies of European countries situated in Central America, South America, or the islands adjacent to the American Continents (except Newfoundland and islands pertaining to Newfoundland, Labrador, and Canada), will be charged to the quota of the country to which such colony or dependency belongs.

GENERAL NOTE.—The immigration quotas assigned to the various countries and quota areas should not be regarded as having any political significance whatever, or as involving recognition of new governments, or of new boundaries, or of transfers of territory except as the United States Government has already made such recognition in a formal and official manner.

While the above table shows the number of aliens that may be admitted to the United States under the new law from quota territory, it must not be assumed that the law places any limit on the total immigration. There are exemptions in the quota law, and, further, nearly all of the American hemisphere is not subject to the quota law. What the total immigration will be can not be determined until the end of the year. What actually happened in the fiscal year just ended is shown in Tables IV and V.

The naturalization laws state that the provisions thereof "shall apply to aliens being free white persons and to aliens of African nationality and to persons of African descent." Aliens of other races are not eligible to citizenship, and hence, with certain exceptions, are barred from entering the United States under the new immigration law and do not fall within the quota. The nominal quota of 100 as shown in Table III for certain countries can apply therefore only to persons of white or African race who were born in such countries.

The figures given in the foregoing Tables I and II cover immigration under the per centum limit act, but there is heavy immigration from countries outside the quota law as well as from quota countries. A total of 879,302 aliens were admitted to the United States during the fiscal year ended June 30, 1924, of which 706,896 were immigrants and 172,406 were nonimmigrants. In other words, 46 per cent more aliens were admitted outside the quota than were admitted under it.

Admissions from the countries of Europe, Asia, and Africa falling under the quota law are shown in the following Table IV, and admissions from countries outside the quota are shown in Table V.

TABLE IV.—Immigration, by country of origin (last permanent residence)

Country of origin	Aliens admitted during the fiscal year ended June 30, 1924		
	Immigrant	Nonimmigrant	Total
Albania.....	250	6	256
Austria.....	7,505	401	7,906
Belgium.....	2,065	460	2,524
Bulgaria.....	550	28	578
Czechoslovakia.....	13,554	338	13,892
Denmark.....	5,281	561	5,842
Estonia.....	765	10	775
Finland.....	3,662	186	3,848
France, including Corsica.....	6,387	3,569	9,956
Germany.....	75,091	4,482	79,573
Great Britain, Ireland:			
England.....	24,466	11,454	35,920
Ireland.....	17,111	673	17,784
Scotland.....	33,471	1,529	35,000
Wales.....	1,553	316	1,869
Greece.....	4,871	352	5,223
Hungary.....	5,806	267	6,073
Italy, including Sicily and Sardinia.....	56,246	6,859	63,105
Latvia.....	1,473	33	1,506
Lithuania.....	2,369	39	2,408
Netherlands.....	3,783	945	4,728
Norway.....	11,986	1,545	13,531
Poland.....	28,806	333	29,139
Portugal, including Azores and Cape Verde Islands.....	2,769	50	2,819
Rumania.....	11,142	194	11,336
Russia (European).....	12,049	286	12,335
Spain, including Canary and Balearic Islands.....	932	648	1,580
Sweden.....	18,310	935	19,245
Switzerland.....	3,842	669	4,511
Turkey (European and Asiatic).....	4,301	112	4,413
Yugoslavia.....	5,835	136	5,971
Other Europe.....	328	18	346
Australia, New Zealand, and Pacific Islands.....	679	4,011	4,690
Syria, Palestine, and Mesopotamia (Iraq).....	2,946	208	3,154
Other Asia.....	323	226	549
Africa.....	900	468	1,368
Total, Europe, Asia, and Africa.....	372,007	42,356	414,363

TABLE V.—Immigration from nonquota countries during the fiscal year ended June 30, 1924

Country of last permanent residence	Immigrant	Nonimmigrant	Total
China.....	6,992	7,569	14,561
Japan.....	8,801	1,638	10,439
India.....	183	356	539
Canada and Newfoundland.....	200,690	8,598	209,288
Central America.....	2,000	2,433	4,433
Mexico.....	89,336	4,553	93,889
South America.....	9,270	3,685	12,955
West Indies.....	17,559	21,347	38,906
United States.....	79,848	79,848	79,848
Other countries.....	58	23	81
Total.....	334,889	130,050	464,939

As compared with the year 1913-14, a fairly typical pre-war immigration year, when 921,160 immigrant aliens of the races of southern and eastern Europe and Turkey were admitted, only 192,599 of such aliens were admitted in the year 1923-24, a decrease of 728,561. This comparison not only shows a numerical decrease but further

establishes that the proportion of these peoples in the total immigration fell from 75.6 per cent in 1913-14 to 27.2 per cent in 1923-24. On the other hand while there were admitted from northern and western Europe, 393,342 in 1923-24, as compared with 253,855 in 1913-14, such peoples or racial stocks formed 55.7 per cent of all our immigration in 1923-24 compared with only 20.8 per cent of the whole in 1913-14.

The total number of immigrant aliens of all nationalities admitted from Mexico and Canada during the fiscal year 1924 was 290,026 as compared with 180,779 during the preceding year. This increase has been due to the great demand for workers in the United States.

Oriental immigration.

Chinese immigration.—The close of this fiscal year shows that there was a slight increase in the number of immigrants of the Chinese race admitted during the year, the total being 4,670 in 1923-24, as compared with 4,074 for the year ending 1923, or an increase in Chinese immigration of 596. The number of Chinese emigrants leaving the United States, while showing a slight decrease as compared with the year 1923, remains practically the same, 3,788 having departed in 1923 whereas 3,736 left during the present year. From this it will be seen that there was an increase in Chinese immigration of 934 for the fiscal year ending June 30, 1924, and of 286 for the year 1923.

The record of Chinese immigration and emigration since the fiscal year 1913 is shown in the following table.

Fiscal year (ended June 30)	Chinese immigrant aliens	Chinese emigrant aliens	Fiscal year (ended June 30)	Chinese immigrant aliens	Chinese emigrant aliens
1913.....	2,022	2,250	1919.....	1,697	2,062
1914.....	2,354	2,059	1920.....	2,148	2,961
1915.....	2,469	1,959	1921.....	4,017	5,253
1916.....	2,239	2,148	1922.....	4,465	6,146
1917.....	1,843	1,799	1923.....	4,074	3,788
1918.....	1,576	2,239	1924.....	4,670	3,736

The immigration act of 1924, which was approved May 26, 1924, and became generally effective July 1, 1924, has materially affected Chinese immigration. This is made so because of the inhibitions contained in this act against the coming to the United States of a number of classes of persons of races ineligible to citizenship who were formerly admissible under the Chinese immigration treaty of 1880, the various Chinese-exclusion laws enacted subsequent to that time, and likewise the numerous court decisions under these laws upon which the department has been operating. Briefly stated, the most important change is found in the fact that under the immigration act of 1924 the following classes of persons can no longer come to the United

States solely because of their relationship to persons in the United States, such classes formerly being admissible: (1) The wives and minor children of alien Chinese merchants (either already domiciled in this country or coming here temporarily under the present law), (2) the wives of United States citizens of the Chinese race, (3) the adopted children of either merchants or citizens, and (4) the wives and children of certain classes of Chinese persons who may come here temporarily, students, and the like. Merchants, themselves, can no longer come to the United States unless they are coming here to conduct a business of an international character.

As a result of the material changes in regard to Chinese immigration as found in the immigration act of 1924, it is anticipated that the number of Chinese immigrants for the next fiscal year will show a marked decrease.

Japanese immigration.—The number of Japanese immigrant aliens admitted during the fiscal year 1924 was 8,481 as compared with 5,652 in the previous fiscal year. The number of Japanese emigrant aliens leaving the country decreased from 2,844 in the year 1923 to 2,120 in the year 1924.

Immigration from the so-called Asiatic barred zone that was created under the immigration act of 1917 is negligible, only 154 East Indians having been admitted during the past fiscal year.

During the past fiscal year 1,219 contract laborers were debarred and 54 were arrested and deported after having unlawfully entered the country, as compared with 1,409 debarred and 60 deported during the fiscal year 1923.

Alien seamen.

One of the greatest difficulties with which the immigration service has been confronted during the past fiscal year was to put into operation an effective plan which would result in breaking up the evil practice extensively followed by foreign steamship companies in engaging a large number of inadmissible aliens, ostensibly as seamen, who immediately on arrival at United States ports would desert and take up their permanent residence in this country in violation of the immigration laws. The number of desertions of alien seamen during the past fiscal year had reached such proportions as to command painstaking consideration of its significance. A total of 35,013 were reported during the fiscal year 1924, as compared with 23,194 for the preceding fiscal year.

Numerous complaints were received from representatives of labor organizations against the unlawful entry of deserting alien seamen, on the grounds that their presence in this country afforded opportunities to the large industries to employ them at a low rate of wages, to the detriment of unemployed union labor. Very recently an investigation conducted in the anthracite coal region in Pennsylvania

disclosed that one of the large companies had in its employ approximately 200 alien seamen who had entered the United States contrary to the provisions of the immigration laws, and it is not unlikely that as a result of that investigation several hundred aliens who thus entered illegally will be deported.

Deportation of aliens.

Notwithstanding the many difficulties experienced, the bureau succeeded in deporting under warrant proceedings, during the fiscal year ended June 30, 1924, 6,409 undesirable aliens, the largest number for any one year during its history. Over one-half of this number were transported to ports of departure in large groups as follows:

	Movements
New York to San Francisco.....	4
Chicago to San Francisco.....	4
San Francisco to New York.....	5
Seattle to New York.....	4
Chicago to New York.....	3
El Paso to Galveston.....	4
San Antonio to Galveston.....	2
Kansas City to Mexican border points.....	4

In these movements alien deportees are added en route from the various States and immigration districts traversed.

The remainder of the deportees were moved in smaller groups to local ports of departure and deported direct. A large number of deportees, whose cases originate in the southwestern States, are now being deported and reshipped one-way foreign from the port of Galveston, Tex., fully one-half of them being reshipped without cost to the Government for their transportation foreign. In addition to that a considerable saving is effected in the short haul from points of origin to Galveston instead of conveying these aliens to New York. Approximately \$10,000 or more in transportation expenses was saved in this manner during the past year, over and above the savings effected in the year previous.

During the year agreements were consummated with several more transportation companies whereby guards and free transportation for the deporting officers in charge of group movements are furnished, thus affording a much greater saving in transportation costs than that effected last year. With one or two exceptions, all the common carriers patronized by the bureau in the movement of deportees in large parties are now furnishing such service without charge to the Government.

The service is still greatly handicapped in its deportation work on account of the lack of sufficient funds with which to carry it on. Reports are being received from time to time indicating the overcrowded condition of many of our Federal and State penal institu-

tions, asylums, and hospitals with deportable aliens to the detriment and inconvenience of citizens of this country. With ample funds available this condition could soon be eliminated or reduced to a minimum.

The races or peoples involved and some of the principal causes of deportation are set forth in the following tables:

TABLE VI.—*Aliens deported after landing in the United States during the fiscal year ended June 30, 1924, by races or peoples*

Race or people	Deported	Race or people	Deported
African (black).....	126	Magyar.....	28
Armenian.....	26	Mexican.....	1,091
Bohemian and Moravian (Czech).....	24	Pacific Islander.....	
Bulgarian, Serbian, and Montenegrin.....	60	Polish.....	147
Chinese.....	301	Portuguese.....	63
Croatian and Slovenian.....	124	Rumanian.....	53
Cuban.....	15	Russian.....	120
Dalmatian, Bosnian, and Herzegovinian.....	5	Ruthenian (Russniak).....	55
Dutch and Flemish.....	107	Scandinavian (Norwegians, Danes, and Swedes).....	190
East Indian.....	67	Scotch.....	251
English.....	573	Slovak.....	55
Finnish.....	57	Spanish.....	315
French.....	423	Spanish American.....	38
German.....	343	Syrian.....	81
Greek.....	194	Turkish.....	19
Hebrew.....	170	Welsh.....	17
Irish.....	303	West Indian (except Cuban).....	4
Italian (north).....	125	Other peoples.....	72
Italian (south).....	664		
Japanese.....	65	Total.....	6,409
Korean.....	3		
Lithuanian.....	35		

TABLE VII.—*Aliens deported from the United States after landing during the fiscal year ended June 30, 1924, by causes*

Causes	Number	Causes	Number
Insanity, epilepsy.....	612	Imports or attempts to import, or assists, or protects, or promises to protect prostitutes from arrest.....	5
Imbeciles, feeble-minded.....	19	Received proceeds of prostitution or connected with the house of prostitution or other place habitually frequented by prostitutes.....	44
Constitutional psychopathic inferiority.....	57	Found in the United States after having been deported as a prostitute or procurer, or as having been connected with the business of prostitution.....	13
Other mental conditions.....	36	Entered the United States within one year of previous deportation.....	190
Loathsome or dangerous contagious diseases.....	101	Unable to read (over 16 years of age).....	345
Professional beggars.....	3	Under passport provisions of section 3.....	44
Likely to become a public charge.....	2,092	Geographically excluded classes.....	53
Public charges not specified.....	52	Under provisions of Chinese-exclusion act.....	1,172
Entered without inspection.....	605	Without proper passport (under State Department regulations).....	218
Contract laborers.....	54	Under last proviso of section 23.....	270
Accompanying aliens (under sec. 18).....	3	Under provisions of narcotic act.....	21
Assisted aliens.....	12	Under per centum limit act of May 19, 1921, as extended "excess quota".....	462
Under 16 years of age and unaccompanied by parent.....	26	Total.....	6,409
Stowaways.....	16		
Polygamist.....	1		
Criminals.....	525		
Anarchists and violations of war-time legislation.....	81		
Prostitutes and aliens coming for any immoral purpose.....	106		
Supported by or received the proceeds of prostitution.....	3		
Aliens who procure or attempt to bring in prostitutes or females for any immoral purpose.....	88		
Prostitutes after entry, or inmates of houses of prostitution.....	80		

¹ Chinese deported under judicial writ not included.

Debarment of aliens.

During the fiscal year just ended there were turned back at the ports 30,284 aliens, or about 3.3 per cent of the total number applying for admission. The principal grounds on which these rejections occurred are shown in the following table (VIII):

TABLE VIII.—*Aliens debarred from entering the United States during the fiscal year ended June 30, 1924, by causes*

Causes	Number	Causes	Number
Insanity, epilepsy.....	85	Polygamists.....	2
Idiots, imbeciles, and feeble-minded.....	105	Criminals.....	546
Constitutional psychopathic inferiority.....	69	Anarchists.....	2
Chronic alcoholism.....	5	Prostitutes and aliens coming for any immoral purpose.....	163
Surgeon's certificate of mental defect which may affect alien's ability to earn a living, other than idiots, imbeciles, feeble-minded, epileptics, and insanity.....	41	Aliens who are supported by or receive proceeds of prostitution.....	1
Tuberculosis (noncontagious).....	9	Aliens who procure or attempt to bring in prostitutes or females for any immoral purpose.....	149
Loathsome or dangerous contagious diseases.....	1,486	Had been deported within one year.....	46
Surgeon's certificate of physical defect which may affect alien's ability to earn a living, other than loathsome or dangerous contagious diseases.....	706	Unable to read (over 16 years of age).....	1,708
Likely to become a public charge.....	8,130	Geographically excluded classes.....	20
Paupers, professional beggars, and vagrants.....	6	Under passport provisions of section 3.....	8
Contract laborers.....	1,219	Under provisions of Chinese exclusion act.....	509
Assisted aliens.....	325	Under last proviso of section 23.....	322
Stowaways.....	2,436	Without proper passport under State Department regulations.....	1,554
Accompanying aliens (under sec. 18).....	251	Under per centum limit act of May 19, 1921, as extended, "excess quota".....	10,114
Under 16 years of age and unaccompanied by parent.....	267	Total.....	30,284

Smuggling aliens.

As I have constantly attempted to bring before the public, both orally and by means of articles in periodicals of national circulation, the passage of the so-called quota law has resulted in a situation which, for want of a better name, we have called "bootlegging of aliens."

Boatload after boatload has been apprehended by our officers on the Florida coast. Strange as it may seem, most of the arrests have occurred between Cedar Key and Sarasota, Fla., notwithstanding that territory is considerably north of Key West, the nearest point to Cuba, the country whence the smuggled aliens came, although our officers operating in connection with the Coast Guard have apprehended as far north as New Orleans a boatload of European aliens who started from Habana, Cuba. The Immigration Service has at this time no patrol boats of its own and must, in order to detect these smugglers before they come ashore, rely on such aid as the Coast Guard Service is able to render. As the coast line of Florida is hundreds of miles in length, it goes without saying that to attempt to stem the tide of smuggled aliens solely by means of the shore stations of Jacksonville, Miami, Key West, Tampa, and Pensacola is next to impossible.

What applies to the smuggling situation in Florida and on the Gulf coast with respect to aliens of European origin, is equally true of those of Asiatic origin on the Pacific coast. It has been noted that steamers touching at Pacific coast ports carry large numbers of Asiatics destined to points in southern Mexico and beyond, although how the communities to which they are destined could possibly support immigration of that kind is a mystery. Investigation recently conducted by our officers in northern Mexico, to which a group of East Indian farm laborers were destined, disclosed that not only was the project upon which they were to be employed not in existence but that there was no other industry in that country which would support the added population, thus leaving no doubt in the minds of our officers that the voyage to Mexico in that case, as in all other similar ones, was merely a sham and that the ultimate destination of all these passengers was the United States.

European aliens are traveling between northern European ports, principally Rotterdam and Vera Cruz and Tampico, Mexico, in large numbers. No one in the least familiar with the situation will contend for a moment that conditions in North America south of the Rio Grande are such as to justify European immigration. It is singular to note also that few, if any, of the aliens apprehended are English, Irish, German, or of any nationality whose quota under the present legislation is reasonably large, but that the majority of them are of those nationalities and races the numerical limitation of which has been materially decreased by the 1924 immigration act. These aliens subsequently find their way to the shores of the Rio Grande, where they lie in wait for the opportunity to slip by the immigration forces who guard the 2,100 miles of international boundary.

On the Canadian border the Immigration Service finds itself confronted with troubles hardly less than those which prevail on the Rio Grande. The principal difference is in the races concerned.

The Gottlieb decision.

In February, 1922, there arrived at the port of New York, N. Y., the wife and child of a Jewish rabbi named Solomon Gottlieb, who, by their exclusion, were destined to cause not only great confusion in the administration of the immigration act but to turn into the wrong channel a long line of judicial thought as to the proper interpretation of the immigration laws. The husband and father had preceded his family to the United States by about 14 months. The quota allotted to Palestine, the country where Mrs. Gottlieb and her son were born, having been exhausted before their arrival they were denied admission to the United States. By means of habeas corpus proceedings, the United Charity Institutions of

Jerusalem intervened, as a result of which United States Circuit Judge Mack, in a decision which appears in 278 Fed. Rep. 564, sustained the writ and discharged the relators, on the assumption that a proviso in section 3 of the act of February 5, 1917—which, by the terms thereof, is limited only to persons who were born in the geographically described territory of that section—also applied to immigration legislation passed four years thereafter.

The Government was unable to prevail upon the circuit court of appeals that District Judge Mack had erred, and on November 17, 1922, in the case entitled "United States ex rel. Gottlieb v. The Commissioner of Immigration" (285 Fed. 295), that court held that the interpretation placed upon the law by District Judge Mack was correct. It was not until May 26, 1924, that the Supreme Court of the United States finally pointed out that both the district court and the circuit court of appeals were in error and that the exemption covering only aliens of the geographically described zone could not be made to apply to a Jewish rabbi whose family had been excluded under a subsequent law. Meanwhile the Federal courts at New York, as well as those at Boston, not only generally followed the Gottlieb decision but sought to enlarge the classes to which it was meant to apply. In fact, only on the Pacific coast did the courts construe the quota law in the manner which the department felt it was the intention of Congress that it should be construed. Judge Lowell, in Boston, in the case entitled "Babina Suzanna," went even further and concluded that even a proxy bride could acquire by such proxy marriage the right to enter the United States after the quota was exhausted, notwithstanding the fact that he admitted that the validity of a proxy marriage had never been determined, so far as he was aware, in any case in England or the United States. As a result of that decision there was incorporated in section 28 of the 1924 immigration act specific language to the effect that the terms "wife" and "husband" do not include a wife or husband by reason of a proxy or picture marriage.

When the efforts of the department to carry out what is conceived to be a proper construction of the law were constantly interfered with by the courts, it could not do otherwise than issue instructions to its field officers to admit, in line with those court decisions, aliens of a class it had theretofore felt should be excluded. In order that no hardship might result in deporting, after all these years, aliens who were admitted solely because of an erroneous judicial construction of the statute, Congress passed a special resolution legalizing the residence of—

(1) Aliens heretofore admitted in excess of quota and charged to the quota of a later month;

(2) Aliens heretofore admitted under a construction of such act of May 19, 1921, required by court decision;

(3) Aliens arriving in the United States after May 26 and before July 1, 1924, who departed for the United States from the last port outside the United States or outside foreign contiguous territory on or before May 26, 1924, believing in good faith that they would be admitted pursuant to a construction of such act of May 19, 1921, required by court decision; and

(4) Aliens heretofore temporarily admitted under bond to relieve cases of extreme hardship.

Miscellaneous tables.

Net increase or decrease of population by arrival and departure of aliens during the fiscal years ended June 30, 1923 and 1924, by months

FISCAL YEAR 1923

Month	Admitted			Departed			Increase (+) or decrease (-)
	Immigrant	Nonimmigrant	Total	Emigrant	Nonemigrant	Total	
1922							
July.....	41,241	12,001	53,242	14,738	16,096	30,834	+22,408
August.....	42,735	12,298	55,033	10,448	9,051	19,499	+35,534
September.....	49,881	17,135	67,016	7,527	9,734	17,261	+49,755
October.....	54,129	17,063	71,192	7,192	10,645	17,837	+53,355
November.....	49,814	12,316	62,130	7,077	10,202	17,279	+44,851
December.....	33,932	10,052	43,984	8,157	10,673	18,830	+25,154
Total, 6 months.....	271,732	80,865	352,597	55,139	66,401	121,540	+231,057
1923							
January.....	28,773	9,480	38,253	4,232	7,270	11,502	+26,751
February.....	30,118	8,642	38,760	2,794	6,050	8,844	+29,916
March.....	42,888	10,442	53,330	3,610	7,020	10,630	+42,700
April.....	52,433	12,702	65,135	4,509	9,254	13,763	+51,372
May.....	52,809	14,045	66,854	5,752	10,582	16,334	+50,520
June.....	44,166	14,311	58,477	5,414	12,559	17,973	+40,504
Total, 6 months.....	251,187	69,622	320,809	26,311	52,735	79,046	+241,763
Total, fiscal year 1923.....	522,919	150,487	673,406	81,450	119,136	200,586	+472,820

FISCAL YEAR 1924

Month	Admitted			Departed			Increase (+) or decrease (-)
	Immig- rant	Nonim- migrant	Total	Emi- grant	Nonemi- grant	Total	
1923							
July.....	85,542	13,039	98,581	8,041	14,213	22,254	+76,327
August.....	88,286	13,688	101,974	6,489	12,267	18,756	+83,218
September.....	89,431	18,221	107,652	6,073	10,245	16,318	+91,334
October.....	88,028	15,490	103,518	7,291	13,856	21,147	+82,371
November.....	92,782	12,611	105,393	6,925	11,607	18,532	+86,861
December.....	55,794	12,287	68,081	9,480	13,722	23,202	+44,879
Total, 6 months.....	499,863	85,336	585,199	44,299	75,910	120,209	+464,990
1924							
January.....	33,878	10,476	44,354	5,723	8,689	14,412	+29,942
February.....	29,901	10,842	40,743	3,706	7,880	11,586	+29,157
March.....	35,585	13,271	48,856	4,202	7,983	12,185	+36,671
April.....	38,375	17,190	55,565	5,394	10,546	15,940	+39,625
May.....	32,985	16,230	49,215	6,634	14,457	21,091	+28,124
June.....	36,309	19,061	55,370	6,831	14,491	21,322	+34,048
Total, 6 months.....	207,033	87,070	294,103	32,490	64,046	96,536	+197,567
Total, fiscal year 1924.....	706,896	172,406	879,302	76,789	139,956	216,745	+662,557

Increase or decrease in population by arrival and departure of aliens during the fiscal year ended June 30, 1924, by races or peoples

Race or people	Admitted			Departed			Increase (+) or decrease (-)
	Immigrant	Nonimmigrant	Total	Emigrant	Non-emigrant	Total	
African (black).....	12,243	7,099	19,342	1,449	3,438	4,887	+14,455
Armenian.....	2,940	240	3,180	60	127	187	+2,993
Bohemian and Moravian (Czech).....	6,869	699	7,568	1,287	904	2,191	+5,377
Bulgarian, Serbian, and Montenegrin.....	2,482	324	2,806	1,544	565	2,109	+697
Chinese.....	4,670	9,843	14,513	3,736	9,172	12,908	+1,605
Croatian and Slovenian.....	4,137	184	4,321	381	200	581	+3,740
Cuban.....	1,412	7,941	9,353	961	7,397	8,358	+995
Dalmatian, Bosnian, and Herzegovinian.....	295	69	364	183	361	544	-180
Dutch and Flemish.....	7,840	3,097	10,937	990	3,164	4,154	+6,783
East Indian.....	154	186	340	149	151	300	+40
English.....	93,939	31,385	125,324	6,505	35,333	41,838	+83,486
Finnish.....	3,975	704	4,679	411	924	1,335	+3,344
French.....	48,632	6,925	55,557	1,305	6,567	7,872	+47,685
German.....	95,627	9,427	105,054	1,832	7,653	9,485	+95,569
Greek.....	5,252	1,127	6,379	7,335	1,677	9,012	-2,633
Hebrew.....	49,989	2,765	52,754	260	898	1,158	+51,596
Irish.....	42,364	4,709	47,073	1,581	3,741	5,322	+41,751
Italian (north).....	11,576	5,744	17,320	2,704	4,505	7,209	+10,111
Italian (south).....	47,633	19,410	67,043	20,363	12,951	33,314	+33,729
Japanese.....	8,481	7,217	15,698	2,120	9,623	11,743	+3,955
Korean.....	122	50	172	27	65	92	+80
Lithuanian.....	1,991	332	2,323	381	308	689	+1,634
Magyar.....	7,446	757	8,203	587	737	1,324	+6,879
Mexican.....	87,648	18,139	105,787	1,878	1,694	3,572	+102,215
Pacific Islander.....	12	32	44	1	8	9	+36
Polish.....	19,371	1,359	20,730	2,590	1,682	4,272	+16,458
Portuguese.....	3,892	2,405	6,297	3,465	1,106	4,571	+1,726
Rumanian.....	1,727	343	2,070	1,085	605	1,690	+430
Russian.....	9,531	1,135	10,666	734	1,190	1,924	+8,742
Ruthenian (Russniak).....	2,356	51	2,407	52	39	91	+2,316
Scandinavian (Norwegians, Danes, and Swedes).....	40,978	8,055	49,033	2,662	6,815	9,477	+39,556
Scotch.....	61,327	6,304	67,631	1,281	5,412	6,693	+60,938
Slovak.....	5,523	234	5,757	475	244	719	+5,038
Spanish.....	3,664	6,104	9,768	3,674	4,326	8,000	+1,768
Spanish-American.....	3,065	3,983	7,048	906	3,145	4,051	+2,997
Syrian.....	1,595	690	2,285	439	513	952	+1,333
Turkish.....	355	124	479	297	80	377	+102
Welsh.....	2,635	536	3,171	77	227	304	+2,867
West Indian (except Cuban).....	2,211	2,296	4,507	600	2,155	2,755	+1,752
Other peoples.....	937	382	1,319	422	255	677	+642
Total.....	706,896	172,406	879,302	76,789	139,956	216,745	+662,556
Male.....	423,186	114,407	537,593	57,313	92,514	149,827	+387,767
Female.....	283,710	57,999	341,709	19,476	47,442	66,918	+274,791

All classes of aliens admitted, departed, debarred, and deported, and United States citizens arrived and departed, during the fiscal year ended June 30, 1924, by ports

Ports	Arrivals				Departures			
	Admitted			Aliens debarred	Departed			Aliens deported
	Immigrant aliens	Non-immigrant aliens	United States citizens		Emigrant aliens	Non-emigrant aliens	United States citizens	
Atlantic ports:								
New York, N. Y.....	315,587	97,471	205,362	6,370	55,576	80,448	201,491	1,582
Boston, Mass.....	36,320	2,472	6,507	347	4,721	2,128	5,472	145
Philadelphia, Pa.....	8,711	844	1,073	241	585	218	598	63
Baltimore, Md.....	480	104	141	130	3	3	28	26
Canadian Atlantic.....	18,140	2,423	7,472	449	1,000	1,805	225	324
Portland, Me.....	3,912	221	584	53	8	157	49	7
New Bedford, Mass.....	87	87	65	17	361	83	103	6
Providence, R. I.....	7,347	2,600	1,599	90	1,346	216	449	24
Newport News, Va.....	461	12	1	16			1	5
Norfolk, Va.....	739	17	519	68	1	2	1	37
Savannah, Ga.....	22	5		22	2	2	3	
Miami, Fla.....	1,932	4,445	3,638	48	765	3,127	2,948	10
Key West, Fla.....	1,535	7,124	31,489	73	918	8,318	28,949	42
Other Atlantic.....	146	16	53	43		1	15	212

All classes of aliens admitted, departed, debarred, and deported, and United States citizens arrived and departed, during the fiscal year ended June 30, 1924, by ports—Continued

Ports	Arrivals				Departures			
	Admitted			Aliens debarred	Departed			Aliens deported
	Immigrant aliens	Non-immigrant aliens	United States citizens		Emigrant aliens	Non-emigrant aliens	United States citizens	
Ports of Gulf of Mexico:								
Tampa, Fla.....	1,051	1,843	90	98	40	105	46	76
Pensacola, Fla.....	8	4	8	7				7
Mobile, Ala.....	55	58	129	33	2	7	31	7
New Orleans, La.....	1,180	4,021	7,276	237	519	2,372	7,644	38
Galveston, Tex.....	314	224	923	89	28	251	697	60
Other Gulf.....	13	2	2	9				24
Pacific ports:								
San Francisco, Calif.....	7,659	8,214	6,980	390	3,706	7,747	6,228	95
Portland, Oreg.....	146	16	15	16	9	23	6	20
Seattle, Wash.....	7,131	4,658	2,971	412	1,968	2,091	2,508	96
Canadian Pacific.....	523	4,705	2,074	357	614	2,323	1,417	9
Alaska.....	176	46	94	28	45	2	30	6
Border stations:								
Canadian border.....	200,834	7,362	13,673	16,236	2,104	20,978	10,448	1,551
Mexican border.....	88,280	18,497	2,092	4,133	1,540	1,572	346	1,904
Mexican border seaports.....	762	865	1,144	95	242	1,162	1,972	26
Insular possessions:								
Honolulu, Hawaii.....	3,115	2,560	2,257	126	442	3,158	2,914	4
Porto Rico.....	230	1,490	3,050	51	184	1,657	3,231	3
Total.....	706,896	172,406	301,281	30,284	76,789	139,956	277,850	6,409

Last permanent residence of immigrant aliens admitted to and future permanent residence of emigrant aliens departed from the United States, fiscal year ended June 30, 1924, by countries

Countries	Immigrant, July, 1923, to June, 1924	Emigrant, July, 1923, to June, 1924	Countries	Immigrant, July, 1923, to June, 1924	Emigrant, July, 1923, to June, 1924
Albania.....	250	284	Sweden.....	18,310	830
Austria.....	7,505	217	Switzerland.....	3,842	390
Belgium.....	2,065	517	Turkey in Europe.....	1,481	128
Bulgaria.....	550	233	Yugoslavia.....	5,835	1,991
Czechoslovakia.....	13,554	1,568	Other Europe.....	328	28
Denmark.....	5,281	510	Total Europe.....	364,339	58,988
Estonia.....	765	11	China.....	6,992	3,847
Finland.....	3,662	360	Japan.....	8,801	2,155
France, including Corsica.....	6,387	1,249	India.....	183	161
Germany.....	75,091	1,178	Syria, Palestine, and Mesopotamia.....	2,946	492
Great Britain:			Turkey in Asia.....	2,820	211
England.....	24,466	4,361	Other Asia.....	323	77
Ireland.....	17,111	1,282	Total Asia.....	22,065	6,943
Scotland.....	33,471	827	Africa.....	900	108
Wales.....	1,553	60	Australia, Tasmania, and New Zealand.....	635	485
Greece.....	4,871	7,250	Pacific Islands (not specified).....	44	34
Hungary.....	5,806	522	Canada and Newfoundland.....	200,690	2,601
Italy (including Sicily and Sardinia).....	56,246	22,904	Central America.....	2,000	567
Latvia.....	1,473	67	Mexico.....	89,336	1,926
Lithuania.....	2,369	335	South America.....	9,270	1,052
Netherlands.....	3,783	345	West Indies.....	17,559	4,081
Norway.....	11,986	955	Other countries.....	58	4
Poland.....	28,806	2,594	Grand total.....	706,896	76,789
Portugal (including Azores and Cape Verde Islands).....	2,769	3,357			
Rumania.....	11,142	1,096			
Russia.....	12,649	572			
Spain (including Canary and Balearic Islands).....	932	2,967			

Future permanent residence of immigrant aliens admitted to and last permanent residence of emigrant aliens departed from the United States, fiscal year ended June 30, 1924, by States.

States	Immigrant, July, 1923, to June, 1924	Emigrant, July, 1923, to June, 1924	States	Immigrant, July, 1923, to June, 1924	Emigrant, July, 1923, to June, 1924
Alabama.....	438	53	Nevada.....	261	53
Alaska.....	287	65	New Hampshire.....	7,140	132
Arizona.....	12,620	439	New Jersey.....	30,803	2,909
Arkansas.....	165	21	New Mexico.....	1,364	52
California.....	57,946	6,008	New York.....	166,749	28,983
Colorado.....	1,657	182	North Carolina.....	270	79
Connecticut.....	12,833	1,478	North Dakota.....	1,745	112
Delaware.....	451	25	Ohio.....	24,154	3,423
District of Columbia.....	1,504	225	Oklahoma.....	6,519	42
Florida.....	4,047	1,705	Oregon.....	6,820	398
Georgia.....	417	78	Pennsylvania.....	47,344	7,014
Hawaii.....	3,186	451	Philippine Islands.....	1	1
Idaho.....	1,118	109	Porto Rico.....	266	183
Illinois.....	46,254	3,977	Rhode Island.....	7,707	1,282
Indiana.....	5,311	633	South Carolina.....	150	24
Iowa.....	3,757	253	South Dakota.....	1,016	66
Kansas.....	1,582	101	Tennessee.....	391	45
Kentucky.....	559	47	Texas.....	57,016	1,033
Louisiana.....	1,365	457	Utah.....	1,181	301
Maine.....	12,541	100	Vermont.....	3,251	58
Maryland.....	3,009	265	Virginia.....	2,185	188
Massachusetts.....	61,938	6,715	Virgin Islands.....	15	1
Michigan.....	60,482	2,624	Washington.....	20,915	1,526
Minnesota.....	10,795	640	West Virginia.....	2,061	712
Mississippi.....	475	47	Wisconsin.....	9,324	610
Missouri.....	4,435	423	Wyoming.....	625	120
Montana.....	1,956	178			
Nebraska.....	2,495	145			
			Total.....	706,896	76,789

Immigrant aliens admitted to and emigrant aliens departed from the United States during the fiscal year ended June 30, 1924, by occupations

Occupations	Immigrant, July, 1923, to June, 1924	Emigrant, July, 1923, to June, 1924	Occupations	Immigrant, July, 1923, to June, 1924	Emigrant, July, 1923, to June, 1924
Professional:			Skilled—Continued.		
Actors.....	1,012	89	Dressmakers.....	3,904	156
Architects.....	447	18	Engineers (locomotive, marine, and stationary).....	3,421	96
Clergy.....	2,093	342	Furriers and fur workers.....	320	17
Editors.....	56	9	Gardeners.....	1,230	98
Electricians.....	3,777	64	Hat and cap makers.....	303	4
Engineers (professional).....	4,870	295	Iron and steel workers.....	7,308	126
Lawyers.....	233	43	Jewelers.....	482	31
Literary and scientific persons.....	712	86	Locksmiths.....	3,701	3
Musicians.....	1,479	95	Machinists.....	6,616	271
Officials (government).....	553	156	Mariners.....	8,571	323
Physicians.....	1,391	87	Masons.....	5,452	163
Sculptors and artists.....	429	59	Mechanics (not specified).....	8,388	265
Teachers.....	3,460	252	Metal workers (other than iron, steel, and tin).....	1,123	25
Other professional.....	4,266	411	Millers.....	525	77
Total.....	24,778	2,006	Milliners.....	662	9
Skilled:			Miners.....	7,001	954
Bakers.....	3,521	202	Painters and glaziers.....	3,937	132
Barbers and hairdressers.....	2,621	221	Pattern makers.....	339	5
Blacksmiths.....	3,233	79	Photographers.....	478	15
Bookbinders.....	275	2	Plasterers.....	769	27
Brewers.....	34	1	Plumbers.....	2,080	58
Butchers.....	2,795	106	Printers.....	1,740	58
Cabinetmakers.....	487	46	Saddlers and harness makers.....	322	1
Carpenters and joiners.....	16,420	592	Seamstresses.....	2,579	61
Cigarette makers.....	48	2	Shoemakers.....	4,694	328
Cigar makers.....	267	332	Stokers.....	968	26
Cigar packers.....	20	1	Stonecutters.....	560	19
Clerks and accountants.....	25,194	985	Tailors.....	6,754	362

Immigrant aliens admitted to and emigrant aliens departed from the United States during the fiscal year ended June 30, 1924, by occupations—Con.

Occupations	Immigrant July, 1923, to June, 1924	Emigrant July, 1923, to June, 1924	Occupations	Immigrant July, 1923, to June, 1924	Emigrant July, 1923, to June, 1924
Skilled—Continued.			Miscellaneous—Continued.		
Tanners and curriers.....	182	5	Draymen, hackmen, and teamsters.....	1,770	57
Textile workers (not spec- ified).....	482	133	Farm laborers.....	27,492	259
Tinners.....	739	8	Farmers.....	20,320	1,575
Tobacco workers.....	30	1	Fishermen.....	3,113	82
Upholsterers.....	374	12	Hotel keepers.....	225	39
Watch and clock makers.....	528	12	Laborers.....	108,001	37,259
Weavers and spinners.....	2,713	424	Manufacturers.....	525	84
Wheelwrights.....	130	1	Merchants and dealers.....	11,390	2,567
Woodworkers (not speci- fied).....	498	5	Servants.....	51,680	2,659
Other skilled.....	5,876	198	Other miscellaneous.....	26,640	3,638
Total.....	150,694	7,078	Total.....	253,515	48,477
Miscellaneous:			No occupation (including women and children).....	277,909	19,228
Agents.....	2,179	170	Grand total.....	706,896	76,789
Bankers.....	180	88			

Financial statement.

The total appropriation for the immigration field service for the fiscal year 1924 was \$3,817,840, which was made up as follows:

For the enforcement of laws regulating immigration into the United States.....	\$3,300,000
For physical maintenance and upkeep of immigration stations.....	100,000
For emergent alterations, repairs, and remodeling of buildings at the immigration station, Ellis Island, New York Harbor.....	326,000
Salaries, Bureau of Immigration.....	91,840
Total.....	3,817,840

The amount expended during the fiscal year 1924 for all purposes, including salaries, repairs, remodeling, and maintenance of immigration stations (exclusive of repayments from steamship companies and individuals for expenditures not properly chargeable against the Government) was \$3,732,315.38, leaving an unexpended balance of \$85,524.62.

The total revenue from the enforcement of the immigration laws during the fiscal year 1924 and turned into the general fund of the United States Treasury was \$6,334,756.74. The following table shows the various sources of income and the amounts collected under each head:

Head tax (through customs districts) July 1, 1923, to June 30, 1924.....	\$5,493,552.00
Head tax voluntarily paid, the statutory period having expired.....	2,312.00
Head tax through naturalization for nunc pro tunc inspections.....	21,839.96
Fines (through customs districts), July 1, 1923, to June 30, 1924.....	444,938.66
Forfeiture of bonds.....	124,723.97
Sale of exclusive privileges.....	1,634.40

Sale of Government property-----	\$3, 129. 92
Coin-box collections from the New York Telephone Co., Ellis Island, N. Y.-----	314. 58
From Deper Bros. for damages in moving furniture-----	10. 00
Bell Manufacturing Co., for lease of the old Charleston immigration station from Dec. 1, 1922, to June 30, 1923-----	525. 00
Care and treatment of aliens, Ellis Island Hospital, Public Health Service, from July 1, 1923, to June 30, 1924-----	241, 776. 25
Total-----	6, 334, 756. 74

From the foregoing you will note that the Immigration Service was not only self-supporting during the fiscal year, but in addition produced a revenue of \$2,602,441.36.

With reference to the repayments above referred to, it may be stated that prior to February 16, 1922, no charge was made by the Government for maintenance of aliens at immigration stations, except a flat charge for hospital treatment and meals. Beginning February 16 an additional charge of 25 cents per day per alien was made to cover the cost of maintenance, and this charge was increased to 50 cents a day July 1, 1923. This resulted in a saving to the appropriation of \$347,000 during the fiscal year 1924 and a saving of \$537,371.53 since the plan was inaugurated.

Remodeling Ellis Island.

During the last session of Congress an appropriation of \$326,000 was procured for the purpose of making some very necessary repairs and alterations at the immigration station at Ellis Island, New York Harbor. While this appropriation is only two-thirds as large as the department requested, it will, nevertheless, enable it to remodel and repair the ground floor of the main building and ticket office so as to make it available for primary inspection purposes and obviate the necessity of having the applicants for admission (a considerable number of them women accompanied by small children) go to the second floor, which was necessary prior to alteration; remodeling and repairing the railroad waiting room; remodeling the second floor of the main building to provide waiting rooms for aliens temporarily detained and those awaiting examination by boards of special inquiry; converting a portion of the present lower special inquiry room into locker rooms and toilets for both male and female employees; reconstructing the present men's locker room, drafting room, and upper special inquiry room into dormitories; providing new and much needed additional laundry equipment; installing self-siphoning ventilators, with ducts and dampers, in detention rooms, in the registry division, power house, laundry, and waiting rooms; renewing and installing electric wiring and safety panel boards on Island No. 1, which contains the main building, and on Island No. 3, on which are located the contagious-disease wards; and purchase of

a number of two-tier white enamel beds, with springs, mattresses, mattress protectors, pillows, pillow slips, sheets, chairs, tables, and the like.

Ferry Dock Immigration Station, Detroit, Mich.

For some years the inspection of aliens entering the United States via the Detroit & Windsor Ferry Co.'s vessels at Detroit, Mich., which land at the foot of Woodward Avenue, has been conducted at considerable disadvantage, the facilities proving inadequate to meet the demands of the service on account of the great number of passengers.

Many of these passengers, though citizens of the United States, are unknown to the inspectors; many others are citizens of Canada who have been legally admitted to the United States on a previous occasion and are returning after a temporary visit to Canada, or Canadians entering with the intention of returning to Windsor within a few hours; while a smaller number consists of Canadians or other aliens entering for an indefinite stay in the United States. The status of all these must be ascertained before they are allowed to leave the wharf.

The vessels, traveling but a short distance to and from Windsor, Ontario, arrive at frequent intervals; the passengers are discharged as rapidly as possible and file before the inspectors, being questioned, and, if admissible, permitted to depart, while otherwise they are detained for further examination. Under the former arrangements the facilities were so limited that congestion could not be avoided and, aside from the delay to passengers, the inspectors were unable to conduct their work to good advantage.

The new immigration station at this point, erected by the Detroit & Windsor Ferry Co. and recently formally accepted by the Immigration Service and placed in charge of an experienced officer, with a board of special inquiry available at the dock itself, will result not only in expediting the landing of those who have a right to enter but in arriving at a decision as to doubtful cases, making it possible to return to Windsor from the dock itself those who are excluded without requiring them, as under the former system, to go to the uptown office of the district director of immigration to have their cases adjudicated.

The new arrangement has been found more satisfactory than the one preceding it, and every effort is being made to facilitate the work at this point without a lessening of efficiency.

Emigration conditions in Europe.

Since the close of the war the subject of immigration has been receiving more and more attention by the American people. It will be recalled that when this administration came into office in

1921 there were nearly 6,000,000 breadwinners out of employment in the United States and immigration was beginning to assume its pre-war proportions. The Sixty-sixth Congress realized that the rising tide of unemployment and labor unrest in certain quarters called for some definite action in the way of an immigration policy. A bill placing a numerical limit upon immigration to the United States was passed by that Congress, but did not receive the signature of President Wilson. While this bill died with the close of that Congress, it was passed in substantially the same form at the special session called by the late President Harding and became a law on May 19, 1921. That law was amended and extended by the resolution of May 11, 1922, but expired by limitation on June 30, 1924.

Economic conditions in America have changed since the first limit was placed upon the number of immigrants that were to be given the privilege of taking up residence here. The millions of unemployed have been more or less absorbed into normal conditions of employment. The great pool of surplus labor which existed in 1921 has been drained nearly dry, and the advocates of cheap labor a year ago, in anticipation of a shortage, began a vigorous national campaign for open immigration, on the theory that Europe was a reservoir of labor and all that was necessary to secure it was an open main.

On the other hand, far-sighted individuals and patriotic organizations observing closely the types of immigrants admitted following the war reached the conclusion that a very small percentage of the immigrants being received would ever become "labor" of the type America needed. A large number of applicants could only just meet the physical and mental requirements of the law and many had to be rejected as unfit.

With the return of prosperity to America, representatives of labor have repeatedly charged that the contract-labor sections of the general immigration laws were being violated by large employers of labor, and demanded investigation.

The question early in this year had two classes of advocates—those seeking the establishment of an open-door policy and those lined up as urging absolute restriction for a period of years.

Reports during the period following the war were received from several patriotic spirited Americans who investigated without cost to the Government the conditions affecting emigration in the principal countries of Europe. These have presented conflicting recommendations, some actuated no doubt by a spirit of compassion for afflicted people, with little thought as to the cause of affliction and no consideration of the effect of "a haven of refuge" policy upon the future of the Republic. Others who reported perhaps gave too little consideration to the conditions abroad in determining what the

emigration prospects would develop into in terms of American citizenship.

Not the least among the disturbing reports were those which indicated that certain foreign governments were pursuing toward America a policy of "dumping" of their undesirable citizens and subjects. Few people realize the iniquities of the present passport system as a means of crediting immigrants. While passports must be visaed by American consular officers to be recognized by the immigration officials at the ports of entry, the issuance of those passports are regulated by the government to which the alien owes allegiance. Passports are not issued as a matter of right, and there is no dispute of the fact that these documents are refused to many who apply. Under the present arrangements with these foreign powers passports amount to declarations as to certain facts by the government issuing them. A visa is nothing more than a statement by the consul to the effect that the document is recognized as genuine. The whole system is ideally adapted for the furtherance of a policy of dumping such as has been suggested as existing.

Realizing that immigration legislation would be necessary during the Sixty-eighth Congress, the late President Harding suggested that during the summer recess I try to ascertain at first hand what were the actual conditions, and determine what I believed the best policy for the administration to pursue in the way of constructive legislation which would meet the legitimate demand of employers and at the same time safeguard the institutions of this country from a destructive peaceful alien invasion.

Accordingly, in order that every angle of the question might be studied, I asked to accompany me Mr. E. S. Griffiths, of Cleveland, Ohio, a man prominent in various business activities in that city; Mr. Nathan Grosshandler, of Youngstown, Ohio, a publisher of a number of foreign-language newspapers; Mr. Oswald Ryan, an attorney at law from Anderson, Ind.; and my secretary, Mr. Arthur E. Cook, whose former experience as American vice consul and service with the Immigration Committee of the House of Representatives was helpful to the party. Accompanying the party also were Congressman J. B. Aswell, of Louisiana, who desired to secure certain information concerning agriculture and immigration, and Mr. Hugo Doebler, of Chicago. Mr. Griffiths and Representative Aswell rendered their service without cost to the Government for either salary or expenses by reason of the appointments. The other special appointments were made to include actual expenses only, without compensation for services.

France.—France was the first country visited and the first investigative work done was at the emigrant detention quarters at Cherbourg. There is comparatively little emigration from France,

but Cherbourg is the port of embarkation for a great many from Poland and Russia. The growing strictness of our laws relating to the admission of the physically unfit has led to the establishment in a number of ports of facilities for the inspection and observation. These facilities are supervised by the United States Public Health Service.

In spite of the marked decrease in the total number of passengers examined and embarked at Cherbourg, the activities of this station have been justified by the increased number of passengers originating in typhus-infected regions. Whereas during the year ended June 30, 1921, 6,688 passengers were detained, 10,188 passengers, nearly all originating in either Poland or Russia, were allowed to embark after observation without the occurrence of a single case of typhus during the year ended June 30, 1922.

The marked diminution in the number of rejections because of trachoma, favus, and the like, 47 for this year, as compared with 384 for the year ended June 30, 1921, has been brought about by increased cooperation on the part of the steamship companies. During the past year several conferences have been held here at which were present the agents and physicians employed by the companies in the more important emigration centers. At Warsaw, Bucharest, Budapest, Prague, and Zagreb, the main sources of the Cherbourg passengers, prospective purchasers of tickets are being examined in advance. Although this has decreased the number of frank cases, each passenger is being examined at least three times before acceptance at this port. "Cured favus" cases are not infrequent. Such cases are subjected to repeated microscopical examinations before being accepted. The new delousing and disinfection plant is in operation and decided improvements in housing conditions for the steerage passengers have been made.

Attention is called to the low hospital record. (See Table D of this report.)

There are six companies calling at Cherbourg and embarking passengers for the United States directly: The White Star, Red Star, Cunard, Royal Mail, United States Lines, and the United American Line. In addition the Canadian Pacific and Cunard Lines embark passengers in transit for the United States via the Canadian ports.

Since passengers for Canada and South America are quartered with passengers for the United States, this officer inspects such passengers before their admission to the "clean" section of the two hotels.

TABLE A.—*Summary of operations for the year ended June 30, 1922*

Number of passengers—	
Inspected.....	19,306
Embarked for United States.....	17,867
Found verminous.....	4,860
Deloused.....	9,610
Detained.....	10,188
Rejected.....	47
Trachoma.....	14
Favus.....	31
Tinea (finger nail).....	2
Vaccinated.....	12,906
Number of pieces of baggage—	
Inspected and passed.....	7,056
Disinfected.....	22,127
Number of vessels—	
Inspected.....	17
Fumigated.....	None.
Number of bills of health—	
Granted.....	195
Withheld.....	None.
Number of cases smallpox developed during detention.....	None.
Number of cases of typhus developed during detention.....	None

TABLE B.—*Summary of operations for the year ended June 30, 1922, by classes*

	Second class	Third class
Number of passengers—		
Inspected.....	9,637	9,669
Embarked for United States.....	9,465	8,402
Vaccinated.....	5,367	7,539
Found verminous.....	1,243	3,617
Deloused.....	2,666	6,944
Detained.....	3,316	6,872
Rejected.....	18 29	
Trachoma.....	11 3	
Favus.....	7 24	
Tinea, finger nail.....	0 2	
Number of pieces of baggage—		
Inspected and passed.....	6,645	411
Disinfected.....	4,538	17,589
Number of bills of health granted to—		
Passenger vessels.....		184
Cargo vessels.....		11

NOTE.—The large difference in the number of passengers inspected and embarked is due to the fact that passengers for countries other than the United States are quartered with those destined for the United States. All such passengers are subjected to the same regulations as passengers for the United States under my control and inspection.

During the past year 391 sanitary inspections of detention quarters and hotels have been made.

TABLE C.—*Embarkation, by months*

	1921	Second class	Third class
July	712	551	
August	1,287	1,147	
September	1,433	1,000	
October	1,253	786	
November	763	470	
December	623	646	
1922			
January	381	317	
February	296	159	
March	506	563	
April	660	620	
May	681	948	
June	870	1,195	
Total	9,465	8,402	

TABLE D.—*Summary of cases sent to the hospital July 1, 1921, to June 30, 1922*
(All causes)

	Cases	Deaths
Diphtheria	2	0
Dysentery, bacillary Shiga type	1	1
Gastro-enteritis	4	0
Influenza	2	0
Mumps	1	0
Measles	3	0
Pneumonia	1	1
Scabies	3	0
Total	17	2

TABLE E.—*Verminous steerage passengers, by country of origin*

	Lice	Eggs
Armenia	21	57
Austria	6	10
Bulgaria	1	21
Czechoslovakia	37	302
Egypt		5
France	2	21
Greece	3	9
Hungary	9	131
Italy	31	97
Libia		6
Lithuania		1
Malta		1
Palestine	9	37
Persia		3
Poland	167	267
Rumania	46	106
Russia	576	928
Spain		1
Switzerland	6	28
Syria	12	77
Turkey	1	7
Ukrania	2	3
Yugoslavia	33	312
Total	962	2,430

Verminous United States citizens, steerage

Coming from—	Lice	Eggs
Czechoslovakia	2	15
Italy	3	55
Palestine	7	11
Poland	34	47
Syria	4	21
Yugoslavia	7	19
Total	57	168
Total for steerage	1, 019	2, 598
Grand total		3, 617

Holland.—Very little time was spent by the committee in Holland, but such time as was spent there was very refreshing from the general atmosphere of order and cleanliness. Holland is known the world over for the peace-loving and industrious attitude of her people. While most of Europe was in a turmoil the Netherlands and Switzerland were outstanding exceptions. Holland, however, had an unemployment situation that was quite serious, and a surplus of births over deaths, said to number about 140,000 yearly, presenting other serious problems for the Government. As a result of a visit to Holland a document was presented later in London on behalf of the Netherlands Emigration League, the assistant manager of which was appointed by the Dutch department of labor and which therefore may be taken as representing at least the semiofficial attitude of that Government toward the immigration policy of this country. The impression gained by every member of the committee was that from an agricultural and industrial standpoint the United States could use profitably every able-bodied Hollander who would emigrate. The document submitted by the emigration league follows:

1. The Netherlands Association for Commerce and Industry, the leading association in the Netherlands on industrial and commercial questions, has appointed as its representative Mr. Walrave Boissevain, member of the board of directors.

2. The Netherlands American Chamber of Commerce in Amsterdam, of which Mr. W. Westerman is president (the president of the Rotterdam Bank), has appointed its secretary, Dr. E. H. von Baumhauer. This chamber is a sister organization to the Netherlands Chamber of Commerce, New York, of which the Hon. W. C. Redfield, former Secretary of Commerce of the United States, is the president.

3. The Dutch department of labor has appointed as its representative Mr. H. J. C. Hengeveld, assistant manager of the Netherlands Emigration League.

4. The Holland American Line, of Rotterdam and New York, has appointed as its representative Mr. M. J. Van Vugt, manager of its passenger department.

In representing these various organizations, these men believe that they are able to inform you of the sentiment of the Dutch people regarding emigration, and they are at your disposal as an advisory commission.

Referring to the interview kindly granted to them on August 5, they beg to suggest the following proposals:

(a) *Selective immigration.*—Holland Dutch immigrants ought to be welcome to the United States Government, as they are law-abiding, thrifty, hard working, and assimilate easily with the American Nation. Under existing law only 3,607 are allowed to enter the United States in any fiscal year.

Population of the Netherlands, over 7,000,000. Surplus births over deaths, about 140,000 yearly. Unemployed at the present moment, 150,000. General economic conditions in western Europe point to prolonged unemployment. A yearly number of 25,000 to 35,000 good emigrants (wage earners) might easily be expected if selective immigration opened the doors of the United States to the descendants of the founders of New Amsterdam.

Applications of would-be emigrants for the American visum now nearly reach the total of 3,607, mentioned above, and before the end of the calendar year this number will most probably have sailed from Europe, leaving no room whatever for emigrants during January-June, 1924.

(b) *Educated and professional people.*—It is suggested that, pending the discussion on the intended amendments and new emigration legislation, the exemption now granted to exclude from the quota count members of certain of the learned professions should also be given to those who have passed their examinations as graduates of a recognized Dutch technical or agricultural college or school. The desirability of immigrants of this type is, we believe, apparent.

(c) *Contract labor.*—The present provision regarding contract-labor rules of May 1, 1917, section 3, provision 4, page 7, "that skilled labor if otherwise admissible, etc.," prevents the most desirable emigrants from sailing for the United States. A milder provision leaving open the possibility of contracting employment before sailing is respectfully suggested. The desirable farmer-emigrant will be attracted if equal certainty is given him in regard to prospective land ownership.

(d) *Temporary immigration.*—Cases frequently arise where people desire to enter the United States for temporary purposes who do not fall either in the class of visitors or of business purposes for less than six months. Such cases arise with those who desire to go to the United States to work in automobile factories or other large industries of the United States for a period of a few years to become thoroughly familiar with American industry and business and with the English language. Such people tend on their return to Holland to become sales agents for American products and are therefore the best promoters of American interests.

(e) *Examination at point of departure.*—We respectfully suggest that some arrangement, if possible, be made which would permit the final determination of an emigrant's eligibility to enter the United States before embarkation. This might be effected by leaving the decision to the American consulates in Holland assisted by an advisory commission which should do the necessary preparatory work. The four organizations which this commission represents would be willing to lend their assistance and give cooperation in every way. In this way no additional work would be placed on the consulates and congestion on Ellis Island could be materially reduced.

In bringing forward the suggestion that examination be conducted at the point of departure we believe that in many ways this plan would be more effective. This would be particularly applicable in determining the existence of diseases and affections, especially those of the brain, which are not

readily apparent on first examination. The applicant's record as to the commission of offenses involving moral turpitude could be better ascertained in the country of origin, where his criminal status is available. Moreover, in the Netherlands, where education is compulsory, the school records of each applicant could be easily procured.

Germany.—Among the working people of Germany we found many workmen whose ambitions were to emigrate to the United States. These people were prevented from doing so because of the prohibitive cost of steerage transportation when translated into terms of local currency. When converted into American dollars the majority of skilled workers earn wages of but a few dollars a month. No doubt many who would make desirable citizens would like to emigrate to the United States if they could finance their passage and numerical restrictions were removed.

Poland.—Poland lays claim to almost unprecedented prosperity. Crops, as in most of the countries visited in Europe, were excellent, and not only able-bodied male Poles but large numbers of women were busy in the fields and on section gangs performing manual labor. It was stated, and apparently the statements were not without foundation, that workmen in Poland are receiving better wages and saving more money to-day than they did prior to the war. Few Polish laborers, especially agriculturists, seemed to be anxious to leave their country. On the other hand, there were many thousands of small tradesmen and refugees who were, almost without exception, very desirous of emigrating to the United States.

It must be remembered that Poland is a war-torn country and that there is a great deal of reconstruction work being done. Opportunities for those who are ambitious to labor exist in rehabilitation.

Czechoslovakia.—The committee was very much pleased to note the progress made by this new Republic toward the stability of government. The country was in a high state of cultivation, crops were good, and industries operating on full-time basis. The people of Prague apparently were enjoying prosperity equal to their expectations and an atmosphere of optimism prevailed. Like Poland, Austria, and Hungary, however, there were considerable numbers who desired to come.

Austria.—Conditions affecting immigration in Austria in some respects are similar to those in Germany, but lacked the acuteness of the situation in the latter country. Farm crops were good and export trade was being developed under foreign exchange conditions which gave advantage to foreign trade. The purchase of industrial materials could be accomplished with greater ease than in Germany because of the better credit situation, while low cost of labor in terms of Austrian kronen assisted in developing the market.

Italy.—It can be said for Italy that she has made bona fide efforts to conform to the American immigration law. Eighteen months ago

the Italian commissioner general of emigration visited Washington for the purpose of determining America's attitude. Italy now apporions the quota and makes preliminary examinations as to the probable admissibility of her people before they are permitted to leave that country. The result is a very low percentage of inadmissible Italian immigrants being received at the ports of entry. It has also resulted in the practical elimination of surreptitious and illegal entries into the United States of Italian subjects. This is true protection of a foreign power of its own citizens, and the results are also gratifying to immigration officials. It is, of course, selection by a foreign Government of prospective American citizens, but no more so than under the present passport system which permits to immigrate to the United States only those to whom the foreign Governments see fit to grant passports. Italy would appreciate the lifting of restrictions upon immigration to the United States. Her officers are apprehensive as to the overpopulation of Italy and are seeking an outlet for surplus population. If restrictions were removed, heavy immigration from Italy could be expected.

Great Britain.—Unemployment in Great Britain in the last year has created general unrest, and large numbers would emigrate if restrictions were removed. Unemployment, however, has produced other conditions which are not without significance. It seemed to be the impression among the workmen actually employed that the English dole system has had a very unwholesome affect upon her workman. On the other hand, there are several hundred thousand men who have since the war reached the age of productive manhood and have completed apprenticeships in the various trades who are unable to secure profitable employment. It is only natural that these younger people should be ambitious and desire to emigrate. The policy of the British Government is to encourage emigration of this class to her colonies rather than to permit it to come to the United States.

After reviewing conditions affecting emigration in the countries of Europe and observing the results of the quota act the committee felt that there should be no loosening of America's immigration policy, but it should be strengthened and placed on a purely selective basis; i. e., give to America only the immigration it needs.

No one can deny that conditions created in Europe as a result of the war are difficult. War always brings its aftermath and with the carving up of some of the larger countries involved, the establishment of new governments upon principles little understood by the people, together with normal readjustment problems, produced confusion. The founders of the United States faced no easy task when they shouldered the problems of organization; nation building is not for weaklings.

As the committee analyzed the situation, the candidates for emigration from Europe divide themselves into the following classes:

1. Dependents and undesirables passively encouraged by the foreign governments to leave their countries.
2. Undesirables driven from those countries by officials hostile to their activities.
3. Radicals and communists who desire voluntarily to come for no other purpose than propaganda.
4. Subjects of countries not devastated, which countries are dependent to considerable degree upon world commerce and in which a real unemployment situation exists.
5. Citizens or subjects of countries in which unemployment exists as a result of military domination of industry. This was limited because of lack of capital in terms of American currency.
6. Normal immigration, comprising but a small percentage of all immigration.
7. Subjects of countries not devastated by war suffering from overpopulation by natural increase.

By analysis it must be evident that there is much that is undesirable in immigrant prospects, especially if all limitations were to be removed. Perhaps the actual numbers of desirable labor admitted would be greater by a letting down of the bars, but the influx of unassimilable and undesirable aliens would be more than proportionately increased. The quota law, however, has increased "bootlegging" of aliens across our borders, and this practice has been a prolific source of dangerous types.

In addition to the smuggled alien there is always the alien who, although inadmissible, comes to this country and seeks through the efforts of friends, relatives, and members of his own racial group to influence immigration officials to waive the restrictions and admit him. These cases are exceedingly difficult to handle. They appeal to every instinct of humanity in the Government officer who must pass upon them. Usually they involve the breaking up of families or the return of individuals, even children, to deplorable conditions abroad. But no public officer can conscientiously stretch the law of the land to admit to the United States individuals who sooner or later will become public charges and whose admission will affect our whole level of mental and moral life. Results of such a policy are already upon us. A scientist who made a thorough study of American mental standard, testifying before the House of Representatives Committee on Immigration and Naturalization, estimated that if the mental tests applied to the American Army during the World War had been enforced against the foreign born now in the United States and all showing a mental level below a standard fixed

between low average and inferior intelligence had been excluded, 45.6 per cent of the nearly 14,000,000 foreign born in the United States would have been barred.

For more than three years I have been strongly urging the revision of the immigration laws to put them upon a selective basis. That is to say, to provide tests of physical, mental, and moral standards within whatever numerical restriction Congress might deem advisable; these tests to be made abroad in order that the applicant for admission might not have to spend the savings of a lifetime upon a long ocean voyage in order to find out whether he could enter the United States.

These examinations should be made by American officers on the authority given to American consuls to refuse visas to those who do not measure up. After reviewing the conditions abroad, we felt that in selection abroad was the only practical means of safeguarding the Nation in such a manner as to uphold its dignity and reputation of fairness to individuals of all countries. Furthermore, the information received indicates that the objections raised against this procedure are more theoretical than real.

One great result of moving our inspection machinery abroad to make selections among the applicants for admission would be to end the heartrending scenes which are every day being enacted at Ellis Island and other ports of entry. So long as under the law we admit foreigners to this country we could end all of these horrors if selections were made on the other side and immigrant stations would be transformed into gateways of welcome, devoid of the harshness of official delays and sorrows of disappointment. So long as the United States is to admit foreigners we should have a system that would function to bring us the best that we can get from abroad, but to limit to the minimum the number of undesirables who seek entry and prevent "dumping" of such classes by foreign governments. (Legislation going into effect July 1, 1924, will make our immigration laws partly selective at foreign ports.)

The following letter transmitting to the chairman of the Committee on Immigration and Naturalization of the House of Representatives making recommendations for new immigration legislation will be of interest:

HON. ALBERT JOHNSON,

Chairman Committee on Immigration and Naturalization,

House of Representatives.

DEAR SIR: There is submitted herewith, for the consideration of your committee, a draft of a bill containing certain suggestions deemed material in connection with pending legislation on the subject of immigration.

In the proposed legislation no attempt has been made, nor is it intended, to suggest to the Congress the policy to be pursued in adopting restrictive measures. The proposal as submitted may be readily adapted to any legislation,

restrictive or otherwise, that may be agreed upon, as, in the main, it seeks to provide a practicable plan for the administration of the immigration laws. Amendments to the act of February 5, 1917, have been suggested where experience has demonstrated the need for such amendment.

It will be observed at the outset that whatever quota restriction is adopted that restriction will apply to all countries, thus marking a radical departure from existing laws or pending legislation, which eliminate Canada, Mexico, and South and Central America from the operation of the quota limitations.

Another change equally as important from an administrative standpoint is the distribution of the annual quota allotment over the entire period of 12 months. No more immigration certificates than one-twelfth of the annual quota may be issued in any calendar month. Under this provision the quota of any nationality can not be exhausted as at present, but will be continuing throughout the year and the years to follow.

A consular officer is allotted so many immigration certificates for any given month. When these are all issued the immigrant must make application in the following month, and so on throughout the year. When in possession of an immigration certificate the immigrant is at liberty to depart for the United States at any time within a year after the date the certificate is issued without, on the one hand, interrupting steamship schedules, and on the other without congesting the ports of arrival. Unseemly racing for position will be eliminated, as the immigrant's admission is no longer contingent upon the time of his arrival in the United States, and a more careful examination and inspection at the ports, with less inconvenience to the immigrant, will result.

The selective features of the bill are worked out through the provisions giving preference to certain classes in the issuance of immigration certificates. Having in mind the desirability of reuniting families, it is provided that the husbands, wives, and minor children of alien residents who have declared their intention to become citizens shall have the first preference in the issuance of immigration certificates. Then follows, in the order named, immigrants who served in the military and naval forces of the United States during the World War; ministers of any religious denomination; professors, or members of recognized learned professions; skilled laborers; all other laborers, including domestic servants; and finally all other immigrants.

Thus it will be seen that Congress having once determined the number of immigrants that shall come to the United States in any one year, a method is provided for the proper selection of the best of those applying by requiring, in the first place, that the immigrant seeking admission to this country make application to an American consular officer for an immigration certificate. This application will of necessity set forth the family history and personal record of the alien, and supplemented by such investigation as the consular officer shall make will afford such information concerning the immigrant as will enable the officer to determine whether the applicant is a desirable or an undesirable immigrant. Upon arrival at our ports the immigrant is subjected to the usual inspection and medical examination, and if found to meet the mental, moral, and physical standards required by our immigration laws is admitted; otherwise he is excluded and returned to the country whence he came.

By the means of a special immigration certificate demands for labor of all kinds, skilled and unskilled, including farm labor, are met, and such labor made readily available, regardless of quota limitations and restrictions, upon application to the Secretary of Labor, while on the other hand, by the provisions of another section, immigration may be suspended in whole or in part from all or any designated country when unemployment in the United States is so widespread as to justify such action.

It will be observed that the term "nonquota" is nowhere used in the proposed legislation, and that the corresponding provision authorizing the issuance of a special immigration certificate is limited in its application to but two classes, namely, (1) husband, wife, minor child, dependent father or mother of a citizen of the United States, and (2) farmers and skilled or unskilled laborers when labor of like kind unemployed can not be found in the United States. In either case the special immigration certificate can be had only upon application to the Secretary of Labor, and then in the case of laborers only when a strike or lockout does not exist or impend in the industry seeking to import such labor.

Provision is also made to satisfy the periodical demands for laborers from Canada and Mexico by classing such laborers as nonimmigrant when authorized by the Secretary of Labor to enter the United States for the purpose of laboring at a specified occupation for a definite time at a designated place.

In the cases referred to it is hoped to satisfy the legitimate demands for labor without destroying the restrictive features of any law that may finally be enacted. It is believed that the discretion vested in the Secretary of Labor will be exercised only when that official is satisfied that there is a real and pressing necessity for the particular labor sought. Furthermore, under this authority a most beneficial distribution of immigrants will take place, and the Secretary of Labor will be able in a most helpful way to cooperate with the various States in supplying immigrants to develop resources, establish industries, and bring about colonization.

Definition of immigrant.—In the definition of an immigrant it has been sought to except only such classes as are nonimmigrants. Therefore, in addition to the classes commonly understood to be nonimmigrants, such as Government officials, transits, and visitors, exception has been made in favor of aliens lawfully admitted to the United States and returning from a temporary visit abroad; bona fide students, seeking to enter for the purpose of study at an accredited college; bona fide alien seamen seeking to land in pursuit of their calling; aliens who, having resided continuously for at least five years in foreign contiguous territory, are authorized to enter the United States for the purpose of laboring at a specified occupation for a definite time at a designated place; and aliens habitually crossing and recrossing boundary lines between the United States and foreign contiguous territory upon legitimate pursuits.

Nonimmigrants are not required to obtain an immigration certificate and are not subject to the quota limitations and restrictions.

Maintenance of exempt status.—To insure that a nonimmigrant will maintain the status under which he was permitted to enter the United States and to guarantee his departure within the time specified, the Secretary of Labor is required to promulgate such rules and regulations as will protect the United States, and he may exact a bond with sufficient surety conditioned that such status will be maintained and that the alien will depart within the time mentioned. Alien seamen are not subject to the provisions of this particular section. Provision is made in a following section for the landing and identification of seamen which it is believed will on the one hand prevent the landing of the excluded races and the mentally and physically unfit and on the other prevent the evasion of our laws by those permitted to land temporarily in pursuit of their calling or to reship foreign.

Passports.—It has been deemed advisable, in view of the provision for the issuance of an immigration certificate, to dispense with passports or other instruments in the nature of passports issued by foreign governments in so far as immigrants are concerned.

Immigration certificates.—Passports or other instruments in the nature of passports issued by foreign governments not being required of immigrants, therefore a visé is no longer necessary, but a consular officer is authorized to issue an immigration certificate when in his opinion the immigrant is admissible to the United States. The immigrant may ascertain the essential fact of his admissibility in advance, and is not, as under the present law, put to the expense of obtaining a passport and visé when not reasonably assured of admission to the United States. The immigration certificate is very properly substituted for the visé and is based on a more thorough knowledge of the immigrant, and, furthermore, it is in keeping with the power of the United States to determine in the first instance who shall and who shall not come to this country as an immigrant. The question whether the immigrant must have a passport before being permitted to leave the homeland is one strictly between him and his government.

The immigration certificate is valid for one year after the date of issue, but it is not a guaranty that the immigrant will be admitted to the United States. Upon its surrender at the port of inspection the immigrant is given a certificate of arrival, which may later be used in naturalization proceedings. A fee of \$10 is charged for the issuance of an immigration certificate, because the immigrant is no longer required to pay the visé fee.

Application for immigration certificate.—The application for an immigration certificate must be in writing and be properly verified. It will be in the form of a questionnaire designed to elicit such information as will enable the American consular officer to determine the admissibility of the applicant. No fee is charged for the issuance or verification of the application.

Special immigration certificate.—The special immigration certificate is issued by the consular officer without regard to quota limitations when authorized by the Secretary of Labor. Such authority is granted upon the verified petition of a citizen of the United States after hearing and investigation, and then only in case of the immediate relatives of such citizens, or of farmers and skilled or unskilled laborers when labor of like kind unemployed can not be found in the United States. The issuance of the certificate is further restricted by the provision with respect to laborers—that it must satisfactorily appear to the Secretary that a strike or lockout does not exist or impend in the particular industry seeking to import such labor. The special immigration certificate is valid for the period therein specified not exceeding six months from the date of issue and is to be surrendered upon arrival in the United States in exchange for a certificate of arrival.

No passport is required of the holder of a special immigration certificate, but a fee of \$10 is charged therefor.

Duties of immigration officials.—Under the provisions of section 23 of the act of February 5, 1917, the Commissioner General of Immigration may, with the approval of the Secretary of Labor, whenever in his judgment such action may be necessary to accomplish the purposes of that act, detail immigration officers for service in foreign countries, and, upon his request, approved by the Secretary, the Secretary of the Treasury may likewise detail medical officers of the United States Public Health Service for the performance of duties in foreign countries in connection with the enforcement of the act.

The legislation proposed requires a consular officer to perform certain duties in connection with its enforcement. Assuming that in the very near future immigration and medical officials will be stationed abroad, the duties conferred upon consular officers are to be performed by the immigration

officials when detailed to or stationed in foreign countries under the provisions of the act of February 5, 1917, just referred to. This section is made necessary so far as the Dominion of Canada is concerned for the reason that immigration officials are now stationed in that country for the enforcement of our immigration laws.

Nationality and percentage limitation.—The sections of the proposed bill relating to nationality and percentage limitations are incomplete in that the census year to be considered and the percentage limitations to be employed in arriving at the annual quota for any nationality are left blank. This was not an oversight, but was purposely done to carry out the intention expressed in the beginning, not to suggest to the Congress the policy to be pursued in adopting restrictive measures.

Attention is called to that proviso of section 10 dealing with nationality which requires that the nationality of a wife or minor child shall be determined by the country of birth of the husband or parent as the case may be, if the husband or parent is entitled to an immigration certificate. This provision assigns the nationality to where it properly belongs and will put an end to the hardship and delay resulting from the application of different quota limitations to the members of the same family traveling together.

Subdivision (b) of section 11, in fixing a monthly limit upon the issuance of immigration certificates, provides that in each of the 12 calendar months of any fiscal year no more immigration certificates than one-twelfth of the annual quota shall be issued, and where the annual quota of any nationality is less than 600 the Commissioner General, with the approval of the Secretary, is authorized to determine the number to be issued in any one month. This feature of the bill will establish a continuing quota, lessen to some extent the labor of the consular officers, and enable them to devote the time necessary for a careful investigation of each application. When considered in connection with the provision making an immigration certificate valid for one year, it must be obvious that the continuing monthly quota provided for is for the best interest of all concerned—immigrants, steamships, and officers at the ports of arrival.

Unused immigration certificates.—This section provides in substance that an immigration certificate once issued can not be returned or canceled. When issued it is immediately charged against the quota and that charge stands regardless of the disposition made of the certificate by the immigrant.

Exclusion from the United States.—It is provided in this section of the proposed legislation that no immigrant shall be admitted to the United States unless he has an unexpired immigration certificate or an unexpired special immigration certificate or was born subsequent to the issuance of such a certificate to the accompanying parent. This provision is made necessary in order to carry out the scheme of selection abroad as herein proposed.

Subdivision (b) of the section under consideration establishes a definite policy and refuses admission to any immigrant who is not eligible to citizenship.

Permit to reenter the United States.—An alien lawfully admitted to the United States and desiring to make a temporary visit abroad may upon proper application obtain a permit which will entitle him upon his return to be admitted to the United States regardless of quota limitations or restrictions. When in possession of such a permit the alien is classed as a nonimmigrant and is not required to obtain an immigration certificate. The permit is valuable from an administrative standpoint because it is documentary evidence of the claim that alien is returning from a temporary stay abroad, and to that extent will lessen fraud and perjury.

It has been deemed proper to charge a fee of \$5 for the issuance of the permit.

Suspension of immigration.—The necessity for this section becomes apparent when it is recalled that but a short time ago millions of men were without employment in the United States, and that, notwithstanding the situation which then existed, thousands of immigrants were permitted to land upon our shores and join the great army of idle workers. In the light of that experience it is submitted that some provision should be made for the suspension of immigration during periods of widespread industrial depression.

Certificates of arrival.—Every immigrant, upon his admission to the United States, is given a certificate of arrival, and this certificate may be subsequently used in naturalization proceedings.

Alien seamen.—In drafting the sections regulating the landing of alien seamen care was taken not to interfere with the operation of the seaman's act, and it is believed that the proposal submitted will so regulate the landing of such seamen as to prevent to a much greater extent than is now possible evasions and violations of the immigration laws.

Subdivision (a) of section 18 is directed against the excluded races and such other aliens as are excluded by section 3 of the immigration act of 1917, and is intended as a substitute for section 32 of the existing law, which is repealed. Under this section an oriental, for instance, is not permitted to land in pursuit of his calling or to reship foreign, except under such conditions, including the giving of a bond, as may be prescribed.

Section 19 and its various subdivisions require that a landing card, furnished at the expense of the vessel, be delivered to all alien seamen employed on the vessel who were not shipped or engaged in the United States. This card will contain pertinent information concerning the alien, and is what its name implies—a card authorizing the seaman to land in the United States either in pursuit of his calling or to reship foreign when properly indorsed by an immigrant officer. No bond is required of the seaman in such cases.

Under this procedure the seaman is entitled to remain in the United States for a period not exceeding 30 days, and when he departs the card must be surrendered to the master of the vessel by which he leaves the United States.

Sections 33 and 34 of the existing law are repealed, except that as to violations of section 34 existing at the time of the taking effect of the proposed act the section is continued in force and effect.

Section 20 of the proposed legislation makes it obligatory upon the vessel to detain all seamen on board until they have been inspected by an immigration official, failure to do which incurs a penalty of \$1,000 for each seaman with respect to whom the failure occurs.

Section 21 changes the existing practice as outlined in section 34 of the act of February 5, 1917, and when a seaman is apprehended because he lands contrary to the provisions of the act, or because he is not in possession of an unexpired landing card, or for being found in the United States more than 30 days after being permitted to land temporarily, he may be deported in accordance with the provisions of section 20 of the act of February 5, 1917. There is no limitation as to time, and it will no longer be necessary to have a board of special inquiry deal with his case.

Section 22 recognizes that in the nature of their calling alien seamen can not always make regular application before a consular officer for an immigration certificate, and provision is therefore made for applications for admission by alien seamen upon arrival in the United States. If after examination and inspection the seaman is regularly admitted, he is chargeable to the quota

for the nationality to which he belongs, and the Secretary is required to reduce that quota by one.

Penal provisions.—It is believed that the various penal provisions of the proposed legislation will to a considerable extent prevent fraud and evasions and otherwise make possible a satisfactory administration of the law.

Amendments to immigration act of 1917.—The amendments to the act of February 5, 1917, are found in section 28 of the proposed legislation and are intended in the main to make clear the meaning of such act, and in one or two instances to supply provisions that are necessary and which were obviously overlooked by the framers.

It is proposed to amend the proviso to section 24 by giving the Secretary more latitude in the employment and detail of individuals under that section. Because of the provisions of section 4 of the act of August 5, 1882 (22 Stat. L. 219, 255), the number of employees that may be stationed in the District has been limited by specific appropriation to but two, and, owing to the enormous increase in volume of the work handled by the department even under existing law, it is necessary that this limitation be removed if a high standard of efficiency is to be maintained.

The provisions of the proposed legislation for the importation of all kinds of labor, not only from Canada and Mexico but from trans-Atlantic countries, if enacted into law, will necessitate a greatly increased force of officials and investigators to properly administer that feature alone, and affords an additional reason for favorable action upon the proposed amendment at this time.

The proviso has been further amended by increasing the amount which the Secretary is permitted to withdraw from the appropriation from \$100,000 to \$200,000. This amendment will not result in an increased appropriation, and will not only enable the Secretary to provide for the necessary increase in the forces stationed in Washington but will make it possible to detail immigration officials for service in foreign countries as originally contemplated by section 23 of the act of February 5, 1917.

Permit me to repeat that the effort in the proposed legislation has been to suggest improvements from the administrative point only. I have studiously sought to avoid any suggestions as to the broad policies dealing with the subject of immigration, which, of course, belong wholly and exclusively to Congress, and with which an administrative officer has no concern. I, of course, am familiar with the policies of Congress so far as they have been expressed in laws now in force, and am also endeavoring to meet the apparent policy of Congress as expressed by a number of bills introduced during the present session by Members of both Houses, particularly those introduced by members of the Committee on Immigration of both Houses.

After securing the suggestions and advice of many people who handle the administrative work in connection with immigration, and after giving most careful study to the whole subject, I feel that the suggested draft will overcome to a great extent the unexpected hardships that have resulted from some past legislation and will serve greatly to do away with the heartbreaking experiences that have befallen many aliens, and will largely overcome the difficulties met by administrative officers in endeavoring to reconcile conflicts in the law which have developed in the past.

My only purpose in submitting this proposed legislation is to be helpful to the Members of Congress and of your committee. If there is any other way in which I or any member of my staff can be of assistance to your committee, please feel free to call upon me for that service.

Very sincerely yours,

JAMES J. DAVIS.

A bill to limit the immigration of aliens into the United States and to provide a system of selection in connection therewith, and for other purposes

[Proposed by the Secretary of Labor]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this act may be cited as the "Selective immigration act of 1924."

DEFINITION OF IMMIGRANT

SEC. 2. When used in this act the term "immigrant" includes all aliens departing from any place outside the United States destined for the United States, except (1) a government official, his family, attendants, servants, and employees; (2) an alien visiting the United States as a tourist or temporarily for business or pleasure; (3) an alien in continuous transit through the United States; (4) an alien lawfully admitted to the United States who later goes in transit from one part of the United States to another through foreign contiguous territory; (5) an alien lawfully admitted to the United States to whom a permit has been issued as provided in section 14 and who is returning within the time therein specified from a temporary visit abroad; (6) an alien who is a bona fide student over 18 years of age seeking to enter the United States solely for the purpose of study at an accredited college, academy, seminary, or university particularly designated by him and approved by the Secretary; (7) a bona fide alien seaman serving as such on a vessel arriving at a port of the United States and seeking to enter the United States in pursuit of his calling; (8) an alien who has resided continuously for at least five years immediately preceding the time of his application for admission to the United States in foreign contiguous territory and who, upon application to the Secretary, is authorized to enter the United States for the purpose of laboring at a specified occupation for a definite time at a designated place; and (9) aliens habitually crossing and recrossing boundary lines between the United States and foreign contiguous territory upon legitimate pursuits when in possession of an identification card issued by an immigration official pursuant to such regulations as may be prescribed.

MAINTENANCE OF EXEMPT STATUS

SEC. 3. (a) The admission to the United States of an alien excepted from the class of the immigrants by clause (2), (3), (4), (6), (8), and (9) of section 2, shall be for such time as may be by regulations prescribed, and under such conditions as may be by regulations prescribed (including, when deemed necessary, the giving of bond with sufficient surety in such sum and containing such conditions as may be by regulations prescribed) to insure that, at the expiration of such time or upon failure to maintain the status under which admitted, he will depart from the United States.

PASSPORT NOT REQUIRED

SEC. 4. A passport or other instrument in the nature of a passport issued by any foreign government shall not be required of an immigrant (as defined in section 2) for any purpose under the immigration laws.

IMMIGRATION CERTIFICATE

SEC. 5. (a) A consular officer, when in his opinion an immigrant (as defined in section 2) is admissible to the United States under the immigration laws, shall upon the application of such immigrant issue to him an immigration

certificate, which shall be in such form and contain such information concerning such immigrant, including his thumb print, as the Secretary shall by regulations prescribe as necessary to the proper enforcement of the immigration laws and naturalization laws.

(b) The immigrant shall furnish two copies of his photograph to the consular officer, one of which shall be permanently attached by the consular officer to the immigration certificate, and the other of which shall be attached to the certificate in such manner that it can be removed by the immigration officer at the port of inspection and attached to the certificate of arrival.

(c) An immigration certificate shall be valid for one year after the date issued.

(d) The immigrant shall surrender his immigration certificate to the immigration officer at the port of inspection, who shall make such notation thereon and such disposition thereof as shall by regulations be prescribed. Such immigration officer may require to be placed on each immigration certificate the thumb print of the immigrant.

(e) A fee of \$10 shall be charged for the issuance of each immigration certificate.

PREFERENCES

SEC. 6. In the issuance of immigration certificates preference shall be given in the following order to (1) husband, wife, and unmarried children under eighteen years of age of an alien (a) who has been legally admitted to the United States, (b) has resided in the United States continuously for at least two years immediately preceding the time of the application for an immigration certificate, and (c) has at least one year prior to such time declared his intention in the manner provided by law to become a citizen of the United States; (2) immigrant who served in the military or naval forces of the United States at any time between April 6, 1917, and November 11, 1918, inclusive, and was not discharged therefrom under dishonorable conditions; (3) ministers of any religious denomination, or professors of a college or seminary, or members of any recognized learned profession when it shall appear that continuously for at least four years prior to the time of the application for admission to the United States the applicant has been engaged in and seeks to enter the United States solely for the purpose of carrying on such vocation; (4) skilled laborers; (5) all other laborers, including domestic servants; and (6) all other immigrants.

APPLICATION FOR IMMIGRATION CERTIFICATE

SEC. 7. (a) Every immigrant applying for an immigration certificate shall make a verified application therefor in writing, and in such form and containing such information as the Secretary shall, by regulations, prescribe as necessary to the proper enforcement of the immigration laws and naturalization laws.

(b) In the case of an immigrant under sixteen years of age the application may be made and verified by such individual as shall be by regulations prescribed.

(c) No fee shall be charged for the furnishing or verification of an application.

SPECIAL IMMIGRATION CERTIFICATE

SEC. 8. (a) The Secretary may upon the verified petition of a citizen of the United States authorize and require a consular officer to issue a special immigration certificate to any immigrant otherwise admissible who is (1) the hus-

band, wife, unmarried child under eighteen years of age, dependent father or mother of such citizen, or who is (2) a farmer, a skilled or unskilled laborer, and his wife and unmarried children under eighteen years of age accompanying him, regardless of the quota limitations and restrictions provided for in this act, when it shall satisfactorily appear to the Secretary, after full hearing and investigation, that the facts stated in such petition are true; and where the petition is filed in behalf of a skilled or unskilled laborer that labor of the like kind unemployed can not be found in the United States, and that a strike or lockout does not exist or impend in the particular industry seeking to import such skilled or unskilled labor.¹

(b) The petition shall be in such form and supported by such evidence, documentary or otherwise, as may by regulations be prescribed, and, in the case of an immigrant who is the husband, wife, unmarried child under eighteen years of age, dependent father or mother of a citizen of the United States, shall have attached thereto a photograph of the immigrant in whose behalf filed. Application for a special immigration certificate may be made in the same petition for more than one individual.

(c) The special immigration certificate shall be in such form and contain such information concerning the immigrant, including his thumb print, as shall by regulations be prescribed, and shall be valid for the period therein specified not exceeding six months after the date of issuance. The immigrant shall furnish two copies of his photograph to the consular officer, one to be permanently attached to the special immigration certificate, the other to be attached to the certificate of arrival by an immigration official at the port of inspection. The special immigration certificate shall be surrendered to the immigration officer at the port of inspection, who shall make such notation thereon and such disposition thereof as shall by regulations be prescribed.

(d) A fee of \$10 shall be collected by the consular officer for the issuance of a special immigration certificate.

DUTIES OF IMMIGRATION OFFICIALS

SEC. 9. The duties imposed upon American consular officers by this act shall be performed by immigration officers whenever detailed to or stationed in foreign countries for such purpose.

NATIONALITY

SEC. 10. (a) For the purposes of this act, nationality shall be determined by the country of birth, treating as separate countries the colonies or dependencies for which separate enumeration was made in the United States census of ———: *Provided*, That the nationality of a wife or of a minor child not born in the United States accompanied by the alien husband or parent, respectively, shall be determined by the country of birth of such husband or parent, as the case may be, if such husband or parent is entitled to an immigration certificate.

(b) The Secretary of State, the Secretary of Commerce, and the Secretary of Labor, jointly, shall, as soon as feasible after the enactment of this act, prepare a statement showing the number of individuals of the various nationalities resident in the United States as determined by the United States census of ———; which statement shall be the population basis for the purposes of this

¹ This proposed legislation would place quota limitation upon all countries. During 1924, in round numbers, 300,000 immigrants were admitted as nonquota from Canada and Mexico. The number of special certificates would not exceed that number and would give to us the people actually needed in the country to do the work.

act. In case of changes in political boundaries in foreign countries occurring subsequent to ——— and resulting (1) in the creation of new countries, the Governments of which are recognized by the United States, or (2) in the transfer of territory from one country to another, such transfer being recognized, by the United States, such officials, jointly, shall estimate the number of individuals resident in the United States in ——— who were born within the area included in such new countries or in such territory so transferred and revise the population basis as to each country involved in such changes of political boundary. For the purpose of such revision and for the purposes of this act generally, aliens born in the area included in any such new country, and aliens born in any territory so transferred shall be considered as having been born in the country to which such territory was transferred.

PERCENTAGE LIMITATIONS

SEC. 11. (a) When used in this act the term "quota" was used in reference to any nationality means ———, and in addition thereto ——— per centum of the number of foreign-born individuals of such nationality resident in the United States as determined by the census of ———.

(b) There shall be issued to immigrants of any nationality (1) no more immigration certificates in any fiscal year than the quota for such nationality, and (2) in each of the 12 calendar months of any fiscal year no more immigration certificates than one-twelfth of the quota for such nationality, except that if such quota is less than six hundred the number to be issued in each calendar month shall be prescribed by the commissioner general with the approval of the Secretary, but shall not be in excess of the quota for such nationality, nor less than one-twelfth of the quota.

UNUSED IMMIGRATION CERTIFICATES

SEC. 12. An immigration certificate, in addition to the number provided in section 11, may not be issued to an immigrant of any nationality even though an immigrant of such nationality having an immigration certificate is excluded from admission to the United States under the immigration laws and deported, or does not apply for admission to the United States before the expiration of the validity of the certificate, or even though an alien of such nationality having an immigration certificate issued to him as an immigrant is found not to be an immigrant.

EXCLUSION FROM UNITED STATES

SEC. 13. (a) No immigrant shall be admitted to the United States unless he (1) has an unexpired immigration certificate or an unexpired special immigration certificate or was born subsequent to the issuance of the unexpired immigration certificate or special immigration certificate of the accompanying parent, (2) is of the nationality specified in such immigration certificate, and (3) is otherwise admissible under the immigration laws.

(b) An immigrant not eligible to citizenship shall not be admitted to the United States.

PERMIT TO REENTER UNITED STATES AFTER TEMPORARY ABSENCE

SEC. 14. (a) Any alien about to depart temporarily from the United States may make application to the commissioner general for a permit to reenter the United States, stating the length of his intended absence and the reason therefor. Such application shall be made under oath, and shall be in such form and contain such information as may be by regulations prescribed, and shall be accompanied by two copies of the applicant's photograph.

(b) If the commissioner general finds that the alien has been permanently admitted to the United States and that the application is made in good faith, he shall, with the approval of the Secretary, issue the permit, specifying therein the length of time, not exceeding six months, during which it shall be valid. The permit shall be in such form as shall be by regulations prescribed, and shall have permanently attached thereto the photograph of the alien to whom issued.

(c) On good cause shown the validity of the permit may be extended for such period or periods and under such conditions as shall be by regulations prescribed.

(d) For the issuance of the permit, and for each extension thereof, there shall be paid a fee of \$5, which shall be covered into the Treasury as miscellaneous receipts.

(e) Upon the return of the alien to the United States the permit shall be surrendered to the immigration officer at the port of inspection.

(f) A permit issued under this section shall have no effect under the immigration laws, except to show that the alien to whom it is issued is returning from a temporary visit abroad; but nothing in this section shall be construed as making such permit the exclusive means of establishing that the alien is so returning.

SUSPENSION OF IMMIGRATION

SEC. 15. (a) Whenever the Secretary of Labor and the Secretary of Commerce shall jointly certify that unemployment exists in the continental United States or in any specified territory or insular possession thereof to such an extent as in their opinion immigration thereto should be suspended in whole or in part from all or certain designated foreign countries, the President of the United States shall by proclamation suspend immigration for the time, in the manner and to the extent set forth in such certificate, and during such time immigration certificates shall not be issued to any immigrant who is a national of any country designated in such proclamation, nor shall such immigrant be permitted to enter the continental United States or such specified territory or insular possession thereof.

DEPORTATION

SEC. 16. Any alien who at any time after entering the United States is found to have been at the time of entry not entitled under this act or enter the United States, or to have remained therein for a longer time than permitted under this act or regulations made thereunder, shall be taken into custody and deported in the same manner as provided for in sections 19 and 20 of the immigration act of 1917.

CERTIFICATES OF ARRIVAL

SEC. 17. Every immigrant at the time of his admission to the United States shall be given a certificate of arrival issued in such form and containing such information concerning the immigrant, including his fingerprints, as shall be prescribed by the Secretary as necessary to the enforcement of the immigration laws and naturalization laws. The certificate shall have permanently attached thereto the photograph of the immigrant provided for in sections 5 and 8. Such certificate of arrival, if it specifies that the immigrant has been permanently admitted to the United States, may, under regulations prescribed by the Secretary, be used by the immigrant in lieu of the certificate required

to be filed with his petition for naturalization by the fourth paragraph of the second subdivision of section 4 of the act entitled "An act to establish a Bureau of Immigration and Naturalization, and to provide for a uniform rule for the naturalization of aliens throughout the United States," approved June 29, 1906.

ALIEN SEAMEN

Sec. 18. (a) No alien seaman ineligible to citizenship in the United States or excluded from regular admission into the United States under the immigration act of 1917 and employed on board any vessel arriving in the United States from any place outside thereof shall be permitted to land in the United States, except temporarily for medical treatment, or pursuant to such regulations and conditions, including the giving of bond with sufficient surety, as the Secretary may prescribe for the ultimate departure, removal, or deportation of such alien from the United States.

(b) Section 32 of the immigration act of 1917 is repealed.

Sec. 19. (a) Upon the arrival after June 30, 1924, of any vessel in the United States, it shall be the duty of the owner, agent, charterer, consignee, or master thereof to deliver to the principal immigration officer in charge at the port of arrival, in respect to each alien seaman employed on such vessel who was not shipped or engaged on such vessel at a port of the United States, a landing card in duplicate, stating the position such alien holds in the ship's company, when and where he was shipped or engaged, and whether he is to be paid off and discharged at the port of arrival, and such other information as may be by regulations prescribed, and having permanently attached thereto a photograph of such alien.

(b) If the alien seaman after examination is found eligible to citizenship in the United States and entitled to be regularly admitted into the United States under the immigration act of 1917, he shall be permitted to land temporarily in pursuit of his calling, or for the purpose of reshipping on board any other vessel bound to a foreign port or place, and the immigration officer shall thereupon cause a fingerprint of the alien to be placed upon each copy of the landing card, and indorse upon each copy the date and place of arrival, the name of the vessel, and the time not exceeding 30 days during which the landing card shall be valid. Upon the landing of the alien one copy of the landing card shall be delivered to him, and the other transmitted forthwith to the Department of Labor under regulations prescribed under this act.

(c) Any alien who has received a landing card under this section and who departs from the United States shall, prior to his departure, surrender such card to the master of the vessel, who shall, before the departure of the vessel, deliver such card to such individual as may be by regulations prescribed.

(d) Landing cards shall be printed on distinctive safety paper prepared and issued, under regulations prescribed under this act, at the expense of the owner, agent, consignee, charterer, or master of the vessel. The Secretary of Labor, with the cooperation of the Secretary of State, shall provide a means of obtaining blank landing cards outside the United States.

(e) The owner, agent, consignee, charterer, or master of any vessel who violates any of the provisions of this section shall pay to the collector of customs for the customs district in which the port of arrival is located the sum of \$500 for each alien in respect to whom the violation occurs; and no vessel shall be granted clearance pending the determination of the question of the liability to the payment of such fine, or while the fine remains unpaid, except

that clearance may be granted prior to the determination of such question upon the deposit of a sum sufficient to cover such fine.

(f) Sections 33 and 34 of the immigration act of 1917 are hereby repealed, except as to violations of said section 34 existing at the time of the taking effect of this act; such section is hereby continued in force and effect.

SEC. 20. The owner, charterer, agent, consignee, or master of any vessel arriving in the United States from any place outside thereof who shall fail or refuse to detain on board any alien seaman employed on such vessel until the immigration officer in charge at the port of arrival has inspected such seaman and delivered to him a landing card, or who shall fail or refuse to detain such seaman on board after such inspection or to deport such alien seaman if required by such immigration officer or the Secretary to do so, shall pay to the collector of customs of the customs district in which the port of arrival is located the sum of \$1,000 for each alien seaman in respect to whom such failure occurs, and no vessel shall be granted clearance pending the determination of the question of the liability to the payment of such penalty, or while the penalty remains unpaid, provided that clearance may be granted prior to the determination of such question upon the deposit of a sum sufficient to cover such penalty.

SEC. 21. Any alien seaman who shall land in a port of the United States contrary to the provisions of this act, or who is not in possession of an unexpired landing card, or who is found in the United States more than thirty days after being permitted to land temporarily in pursuit of his calling, or for the purpose of reshipping on board any other vessel bound to a foreign port or place shall at any time thereafter, upon the warrant of the Secretary, be taken into custody and deported in accordance with section 20 of the immigration act of 1917 at the expense of the owner, charterer, agent, or consignee of the vessel by which such alien was brought to the United States, or if that is not practicable, at the expense of the appropriation for the enforcement of the immigration laws.

SEC. 22. Any bona fide alien seaman eligible to citizenship in the United States, and employed on board any vessel arriving in the United States from any place outside thereof, may make application for regular admission to the United States, and if upon examination and inspection he is found otherwise admissible, he shall be admitted notwithstanding an immigration certificate has not been issued to him. The immigration officer admitting such alien seaman shall issue to him a certificate of arrival as provided in section 17 and shall forthwith notify the Secretary, who shall reduce by one the quota allotted to the nationality to which such seaman belongs.

PREPARATION OF DOCUMENTS

SEC. 23. Immigration certificates, special immigration certificates, certificates of arrival, and permits issued under section 14, shall be printed on distinctive safety paper, and shall be prepared and issued under regulations prescribed under this act. The list or manifests required by sections 12 and 36 of the immigration act of 1917 shall be furnished at the expense of the owner, agent, consignee, charterer, or master of the vessel, and shall be typewritten or printed on such quality of paper and in such form as shall by regulations be prescribed.

PENALTY FOR ILLEGAL TRANSPORTATION

SEC. 24. (a) It shall be unlawful for any person, including any transportation company, or the owner, master, agent, charterer, or consignee of any vessel, to bring to the United States by water from any place outside thereof (1) any

immigrant who does not have an unexpired immigration certificate, or (2) any immigrant who does not have an unexpired special immigration certificate.

(b) If it appears to the satisfaction of the Secretary that any immigrant has been so brought, such person, or transportation company, or the master, agent, owner, charterer, or consignee of any such vessel shall pay to the collector of customs of the customs district in which the port of arrival is located the sum of \$1,000 for each immigrant so brought, and in addition a sum equal to that paid by such immigrant for his transportation from the initial point of departure, indicated on his ticket, to the port of arrival, such latter sum to be delivered by the collector of customs to the immigrant on whose account assessed. No vessel shall be granted clearance papers pending the determination of the liability to the payment of such fine or while the fine remains unpaid, except that clearance may be granted prior to the determination of such question upon the deposit of a sum sufficient to cover such fine.

(c) Such fine shall not be remitted or refunded unless it appears to the satisfaction of the Secretary that such person and the owner, master, agent, charterer, and consignee of the vessel, prior to the departure of the vessel from the last port outside the United States, did not know and could not have ascertained by the exercise of reasonable diligence that the individual transported was an immigrant.

OFFENSES IN CONNECTION WITH DOCUMENTS

SEC. 25. (a) Any person who knowingly (1) forges, counterfeits, alters, or falsely makes any immigration certificate, special immigration certificate, certificate of arrival, landing card, or permit, or (2) uses, attempts to use, possesses, obtains, accepts, or receives any immigration certificate, special immigration certificate, certificate of arrival, landing card, or permit, knowing it to be forged, counterfeited, altered, or falsely made, or to have been procured by means of any false claim or statement, or to have been otherwise procured by fraud or unlawfully obtained; or who, except under direction of the Secretary or other proper officer, knowingly (3) possesses any blank immigration certificate, special immigration certificate, certificate of arrival, or permit; (4) engraves, sells, brings into the United States, or has in his control or possession any plate in the likeness of a plate designed for the printing of immigration certificates, special immigration certificates, certificates of arrival, landing cards, or permits; (5) makes any print, photograph, or impression in the likeness of any immigration certificate, special immigration certificate, certificate of arrival, landing card, or permit; or (6) has in his possession a distinctive paper which has been adopted by the Secretary for the printing of immigration certificates, special immigration certificates, certificates of arrival, landing cards, or permits, shall, upon conviction thereof, be fined not more than \$10,000 or imprisoned for not more than five years, or both.

(b) Any individual who (1) when applying for an immigration certificate, special immigration certificate, or permit, or for admission to the United States personates another, or falsely appears in the name of a deceased individual, or evades the immigration laws by appearing under an assumed or fictitious name, or (2) sells or otherwise disposes of, or offers to sell or otherwise dispose of, an immigration certificate, special immigration certificate, certificate of arrival, landing card, or permit to any person not authorized by law to receive such document shall, upon conviction thereof, be fined not more than \$10,000 or imprisoned for not more than five years, or both.

RULES AND REGULATIONS

SEC. 26. The commissioner general, with the approval of the Secretary, shall prescribe rules and regulations for the enforcement of the provisions of this act; but all such rules and regulations, in so far as they relate to the administration of this act by consular officers, shall be subject to the approval of the Secretary of State.

ACT TO BE IN ADDITION TO IMMIGRATION LAWS

SEC. 27. The provisions of this act are in addition to and not in substitution for the provisions of the immigration laws and shall be enforced as a part of such laws, and all the penal or other provisions of such laws not inapplicable shall apply to and be enforced in connection with the provisions of this act.

AMENDMENTS TO IMMIGRATION ACT OF 1917

SEC. 28. That the immigration act of 1917 be amended as follows:

(a) Section 1, by inserting after the words "insular possessions" in the second clause of the second sentence of said section the words "or insular territory," so that such clause will read, "but if any alien shall leave the Canal Zone, or any insular possession or insular territory of the United States, and attempt to enter any other place under the jurisdiction of the United States, nothing contained in this act shall be construed as permitting him to enter under any other conditions than those applicable to all aliens."

(b) Section 2, by inserting after the word "territory" in the fourth sentence of said section the following clause: "nor on account of an alien to whom a permit has been issued as provided in section 14 of this act and who is returning within the time therein specified from a temporary visit abroad."

(c) Section 8, by adding at the end of said section the following: "or concealed or harbored, or attempted to be concealed or harbored, and any air or land vehicle, or any vessel, together with its or her appurtenances, equipment, tackle, apparel, and furniture, concerned or employed in such violation shall be seized and forfeited to the United States, and on an order duly issued by the court having jurisdiction thereof said air or land vehicle or vessel, together with its or her appurtenances, equipment, tackle, apparel, and furniture, shall be sold at public auction, the proceeds to be covered into the Treasury and credited to the appropriation 'expenses of regulating immigration'."

(d) Section 9, by adding after the third sentence of said section a new sentence to read as follows: "If a fine is imposed under this section for the bringing of an alien to the United States, and if such alien is accompanied by another alien who is excluded from admission shall pay to the collector of customs, in addition to such fine but as a part thereof, a sum equal to that paid by such accompanying alien for his transportation from his initial point of departure, indicated in his ticket, to the point of arrival such sum to be delivered by the collector of customs to the accompanying alien when deported," and by striking out the last proviso to said section, and inserting in lieu thereof a proviso reading as follows: "That the provisions of this section shall not apply to the case of any alien granted admission on appeal or for a temporary period."

(e) Section 17, by inserting next after the word "twenty-one" in the proviso of said section a clause reading as follows: "and the seventh proviso of section three."

(f) Section 19, by inserting after the words "insular possession" in the fourth proviso to said section the words "or insular territory."

(g) Section 24, by inserting after the words "civil service act" in the first proviso of said section, the following, "or to section 4 of the act of August 5, 1882 (22d Stat. L., pp. 219, 255)," and by striking out the figures "100,000" wherever they appear in said proviso to said section and inserting in lieu thereof the figures "200,000," so that said proviso will read as follows: "*Provided*, That said Secretary, in the enforcement of that portion of this act which excludes contract laborers and induced and assisted immigrants, may employ, for such purpose and for detail upon additional service under this act when not so engaged without reference to the provisions of said civil service act, or to section 4 of the act of August 5, 1882 (22d Stat. L., pp. 219, 255), or to the various acts relative to the compilation of the Official Register, such persons as he may deem advisable and from time to time fix, raise, or decrease their compensation. He may draw annually from the appropriation for the enforcement of this act \$200,000, or as much thereof as may be necessary, to be expended for the salaries and expenses of persons so employed and for expenses incident to such employment; and the accounting officers of the Treasury shall pass to the credit of the proper disbursing officer expenditures from said sum without itemized account whenever the Secretary of Labor certifies that an itemized account would not be for the best interests of the Government."

GENERAL DEFINITIONS

SEC. 29 (a) The term "United States," when used in a geographical sense, means the States, the Territories of Alaska and Hawaii, the District of Columbia, Porto Rico, and the Virgin Islands.

(b) The term "alien" includes any individual not a native-born or naturalized citizen of the United States, but this definition shall not be held to include Indians of the United States not taxed, nor citizens of the islands under the jurisdiction of the United States.

(c) The term "eligible to citizenship," when used in reference to any individual, does not include an individual who is debarred from becoming a citizen of the United States under section 2169 of the Revised Statutes, or under section 14 of the act entitled "An act to execute certain treaty stipulations relating to Chinese," approved May 6, 1882, or under section 2 of the act entitled "An act to authorize the President to increase temporarily the Military Establishment of the United States," approved May 18, 1917, as amended, or under law amendatory of, supplementary to, or in substitution for, any of such sections.

(d) The terms "immigration certificate" and "special immigration certificate" means a certificate issued by a consular officer under the provisions of this act.

(e) The term "consular officer" means any consular or diplomatic officer of the United States designated, under regulations prescribed under this act, for the purpose of issuing immigration certificates or special immigration certificates under this act. In case of the Canal Zone or the insular possessions or insular territory of the United States the term "consular officer" means an immigration official therein stationed, or an officer designated by the President for the purpose of issuing immigration certificates or special immigration certificates under this act.

(f) The term "immigration act of 1917" means the act of February 5, 1917, entitled "An act to regulate the immigration of aliens to, and the residence of aliens in, the United States."

(g) The term "immigration laws" includes such act, this act, and all laws, conventions, and treaties of the United States relating to the immigration, exclusion, or expulsion of aliens.

(h) The term "person" includes individuals, partnerships, corporations, and associations.

(i) The term "Secretary" means the Secretary of Labor.

(j) The term "commissioner general" means the Commissioner General of Immigration.

(k) The term "application for admission" has reference to the time of the application for admission to the United States and not to the time of the application for the issuance of the immigration certificate.

(l) The term "permit" means a permit issued under section 14.

(m) The term "landing card" means a landing card issued under section 19.

(n) The term "unmarried," when used in reference to any individual as of any time, means an individual who at such time is not married, whether or not previously married.

SEC. 28. Time of taking effect.

(a) Sections 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 16, 17, 19, 20, 21, 22, and 24 shall take effect on July 1, 1924.

(b) The remainder of this act shall take effect upon its enactment.

International conference on emigration and immigration, Rome, May 15-31, 1924.

In June, 1923, the Italian Government took the initiative in the calling of a conference on emigration and immigration to be held in Rome in 1924. It accordingly invited the governments of emigration and immigration countries to send delegates and submitted a program in which it outlined the general character of the conference, which was to be entirely technical and in no sense diplomatic.

This was the first attempt at a world-wide conference on the subject of immigration. There had been other conferences limited as to the countries involved and the subjects considered. In 1869 our Government and the Germanic Confederation negotiated an agreement for the protection of emigrants to America. The President at that time expressed the idea that similar agreements should be entered into with other countries from which people emigrate to the United States. Nothing, however, came of it for a number of reasons.

In 1874 Germany endeavored to arrange emigration treaties between European countries and this Government, but this matter, too, terminated without result. In 1884 the Netherlands backed by Italy proposed an international conference for the purpose of arranging conventions between countries interested in the subject of their nationals going overseas. Several European countries agreed to it, but no definite results were achieved. In 1885 a so-called African conference was held at Berlin for the purpose of dealing with the subject of forced emigration of negroes. In 1889 a conference was held at Brussels of European countries also dealing with the negro, as a result of which slavery and the traffic in slaves was abolished.

At various times conferences were held of certain governments dealing with the problem of traffic in women and children. Presi-

dent Roosevelt in 1905 expressed the opinion that an international conference on immigration was desirable, and Congress in the immigration act of February, 1907, authorized the President to call a conference of this kind. Italy in 1908 proposed to the United States that it call such a conference, but nothing developed. In 1912, 16 governments met in Paris to consider assistance for indigent foreigners.

The Great War stopped the migratory movement of peoples for four or five years, and there was little discussion during that period of immigration conferences. In the peace treaty of Versailles reference is made to the subject and the International Labor Organization is directed to study the subject. In 1919 an international labor conference was convened in Washington under the treaty of Versailles, and subsequent meetings were held in Europe of a special committee growing out of the treaty of Versailles. The League of Nations has fostered some similar conferences, including one in Barcelona in 1921 and another one in the same year at Geneva. In 1921, under the leadership of the Italian Government, a conference was held of the countries interested in emigration, at which the thought was first suggested of dealing with the countries of immigration on this subject. The invitation of the Italian Government in June, 1923, resulted from this.

The United States Government accepted the invitation and designated four delegates for that purpose, namely: E. J. Henning, Assistant Secretary of Labor; W. W. Husband, Commissioner General of Immigration; Dr. Hugh S. Cumming, Surgeon General, United States Public Health Service; and Homer M. Byington, American consul general at Naples.

Mr. Harlan Miller, of the Department of State, was designated as secretary to the delegation, and Mr. George Shaw, formerly with the State Department, was appointed as a representative from the Department of Labor for the purpose of acting as secretary to Mr. Henning and as stenographic expert for the delegation. The following is a statement by Hon. E. J. Henning regarding the conference:

In pursuance of the commission issued to me by President Coolidge, and instructions given by the Secretary of Labor, I sailed from New York City on the Italian ship *Duilio* on May 1, 1924, for Naples, accompanied by my secretary, Mr. George Shaw, and Mr. Harlan Miller, of the Department of State, secretary of the delegation. The Commissioner General of Immigration had preceded me a week earlier, but we met at Naples. There we also met Mr. Homer M. Byington, consul general of the United States at Naples, who had been designated as a delegate. From Naples we proceeded to Rome, where we were joined by Dr. Hugh S. Cumming, Surgeon General of the United States Public Health Service, designated as a delegate. He was later joined by Dr. Robert S. Wynn, of the United States Public Health Service, stationed at Genoa, Italy.

The opening session of the conference was held in the Hall of Horace and Curia of the Capitol of Rome, a splendid old building which is used in connection with the municipal government of the city. We were there received by Victor Emmanuel III, King of Italy, who shook the hand of each of us, with words of cordial welcome. Addresses were made by Premier Mussolini, by the president of the council of the League of Nations, the minister of labor of Belgium, the minister of agriculture of Argentina, and the president of the administrative committee of the International Labor Office, which are reported in extenso in the minutes of the proceedings, to which reference is hereby made. It appeared that 59 Governments were represented at the conference, which I am told constitutes a world record, both in the number of Governments actually present at an international conference and in the percentage of all the Governments of the world meeting together.

The second plenary meeting was held at 4 o'clock on the same day in the council chamber of the Capitol of Rome. This is in a very old building, which contains some pillars which antedate the Christian era. At this meeting the conference was organized by the adoption of certain rules, the election of a permanent chairman, or president, of the conference, and the completion of the organization of the conference, in accordance with regulations adopted. I had the honor on this occasion to be chosen to present to the conference the name of the Hon. Giuseppe De Michelis, Commissioner General of Emigration of Italy, as president of the conference. He was chosen by acclamation.

The conference was divided into four sections and the various subjects which had been presented by the various governments for consideration were divided into four classes and each of these classes was referred to one of the sections. As chairman of the American delegation, I assigned Doctor Cumming to the first section, which dealt with matters of health and sanitation; Commissioner General Husband to the second section, which dealt with the general subject of emigrant welfare; Consul General Byington to the fourth section, which dealt with the general subject of international agreements; and assigned myself to the third section, which dealt with the subject of labor. I also assigned Doctor Wynn as technical adviser to the first section, Mr. George Shaw as technical adviser to the third section, and Mr. Harlan Miller as technical adviser to the fourth section. Under the plan of organization, a presidential control committee was created for the purpose of general supervision of the work and membership therein was assigned by an even division of countries of emigration and immigration and included eight vice presidents of the conference and four presidents and eight vice presidents of the sections. The United States of America was assigned a vice presidency and the American delegation designated me as such vice president, representing the United States of America.

The various sections met daily beginning on the 16th of May and each considered the questions referred to it. Some disputes arose as to the proper assignment of some of the questions and the control committee met daily after the section meetings had adjourned to consider these problems and to make reassignments. The control committee also considered each day general problems of policy-determining nature, which the sections felt they were not authorized to deal with. Nearly every country had sent its best informed men on the broad subject of the migration of peoples, and the discussions were profound and usually highly technical. While some countries had but one representative, several had a staff of a dozen or more, notably Italy, Great Britain, Japan, and Cuba. Among the delegates were many ambassadors, ministers, and other men of standing in the diplomatic corps of their

respective countries. There were also noted psychologists, sociologists, physicians, lawyers, and technical experts on all the various topics considered.

The conclusions of the various sections on the topics assigned to them were reported to plenary sessions of the entire conference for final action. Section sessions were held in the Palace Vidoni, one of the old historical palaces of Rome, conveniently located in the business section of the city. The final plenary sessions again were held in the council chamber, in the Capitol group above mentioned.

In voting on the various questions as they arose in the sectional meeting, each Government voted as a unit and had one vote. Governments voted either for a proposition or against it or refrained from voting. Full opportunity was given each Government to present its views on each question or to explain the reason why it abstained from voting. Representatives of the United States of America in the various sections were compelled frequently to refrain from voting on questions presented, for various reasons. We did not always state our reasons, but from time to time made general explanations as to our abstentions, which often applied to a number of questions. We did not hesitate, however, to state our reasons specifically in many instances.

From the very beginning it became apparent that there were undercurrents at work which manifested themselves from time to time by showing on the surface. For example, it appeared early in the conference that certain Governments felt that the subject of emigration should be dealt with by the International Labor Office because emigration is really and essentially a phase of labor and employment and because the treaty of Versailles provides for dealing with that subject of emigration through the League of Nations. Generally speaking, the Governments taking this position were those that adhere either to the League of Nations or to the International Labor Office and who felt that the International Conference on Emigration and Immigration was more or less a competitor of existing international organizations or was trying to occupy a field already occupied by existing international organizations. On the other hand, Governments which did not adhere to the international organizations mentioned and some who do, took the ground that none of the existing international organizations was world-wide in the sense of embracing all the Governments of the earth and that this conference had a large number of Governments which did not have membership in other existing international organizations which might deal with the subject of emigration and immigration and that the existing international organizations were dealing with the subject in a limited way and not as broadly as was proposed by this conference.

The American delegation, of course, was somewhat embarrassed by some of these matters when they came up in vague and indefinite ways. Finally, however, a proposition was submitted in the third section that certain things were to be referred to the International Labor Office with the request to take certain steps with reference thereto and to report their action to the Governments represented at this conference.

At this point I took occasion to make a statement for the record with reference to the American attitude and announced that the American Government could take no part in any action of that kind for many obvious reasons. I felt and said that the record thus presented was calculated substantially to eliminate the United States of America from further participation in the conference. Briefly, I took the position that the United States of America is not only not affiliated with the international organizations referred to but that our people had definitely rejected the proposition to adhere thereto and that

therefore the United States of America could not accept the fruits of toil of such international organizations when it could not possibly participate in the expense involved in that toil. I further took the ground that the American Government had accepted an invitation to meet with Governments and that I had specifically declined to approve the plan to invite organizations other than Governments to meet with the conference. From that time forward, with a single exception, the conference refrained from any reference to other existing international organizations in connection with its work, either by name or otherwise.

Broadly speaking, the American delegates in the sections when refraining from voting on questions did so, generally, for two or three specific reasons: First, because the proposition involved international agreements and the American delegation was without authority to negotiate agreements or to discuss the proposition of international agreements and was limited to technical subjects. Second, because the questions involved the domestic policy of the United States, and our Government could not discuss those policies with other Governments. Third, because our own legislation already covered the subject involved, or had taken ground in advance of the proposition submitted.

To illustrate: The delegate from Egypt submitted a proposition providing specifically that the different Governments should pass legislation providing for the recognition or toleration of various forms of religious practices of alien immigrants within their boundaries. The American delegation refused to participate in the consideration of that resolution because the Constitution of the United States guarantees utmost freedom of religious practices to everyone under the flag, be he citizen or alien, and because that very constitutional provision would prohibit legislation on the subject as outlined in the resolution of the delegate from Egypt. I might say that the resolution was adopted, but it was made clear that under many Governments there are many restrictions as to forms of worship by the people.

At the final plenary session, at which the various sections made their reports to the entire body, it was agreed that there should be no debate but that the delegates should have the privilege and right to explain their vote. The American delegation under this rule explained its votes on some questions, where explanations of a specific type seemed necessary. We filed a written statement for the record, explaining in a general way the general attitude of the American Government on the general line of topics and propositions. The statement is as follows:

ROME, May 31, 1924.

STATEMENT FOR THE RECORD OF THE PLENARY SESSIONS SUBSEQUENT TO THE
SECOND SESSION

The delegation from the United States of America is here under the limitations of the terms of the invitation of the Italian Government and the letter of acceptance of our Government. Our action here is therefor circumscribed by the policies of our country, as expressed in our Constitution and in the laws and treaties made in pursuance thereof.

The United States of America is distinctly a country of immigration and is in no sense a country of emigration. By common consent the question of who shall enter a country as an immigrant is purely and wholly a domestic question. Within certain well-defined limits every man has an inherent right to emigrate out of his country. However, he has no inherent right to immigrate into some other country. He may always return to the country to which he owes allegiance. He may not, however, force himself into a foreign country.

The movement of individuals and groups of individuals from their country of birth or of allegiance into some other country for the purpose of remaining there more or less permanently is world-wide, and therefore of great importance to every country. This movement creates many problems. The proper solution of these problems is of the utmost importance. The ultimate peace of the world depends very largely upon it.

Many of the problems of this world movement of people are "domestic" to the country of emigration; many of them are "domestic" to the country of immigration; and many are of universal application to all countries of the world as a whole. It is our view that the work of this conference lies essentially in this latter field. This is a field of sufficient magnitude and importance to enlist the most earnest and serious consideration of every civilized country of the world.

Various countries of the world have in varying degrees accentuated and dealt in their legislation with the purely domestic questions of this problem. The United States of America has perhaps one of the most highly developed codes on the subject of immigration of any known country. It has no laws whatever on the subject of emigration. Most of the countries of Europe are emigration countries and have given much attention to the laws and regulations with reference to the domestic concerns of that phase of the movement of people.

Many propositions were submitted to the conference with reference to the treatment accorded wandering people who have emigrated from their own land to some other country. We have discovered that most of these questions have been written into law in the United States and have been in practice for many years. They are therefore part of the recognized policy of our Government on these domestic questions. For that reason we have found it necessary in a number of instances to refrain from voting on the precise questions here submitted because they either varied from our own legislation or were in conflict therewith.

In but one section of the conference was much attention given to the problems of emigration and immigration which are universal in their application. Questions of sanitation, of health, of morals, of the protection of women and children are questions purely humanitarian and of great concern to all civilized peoples. Our own country has paid much attention to this field and has enacted much legislation covering these subjects. We have been in harmony with the purpose and spirit of nearly everything presented along these lines, but were at times obliged to abstain from voting because of the question of legislation of our own which was somewhat different in form from the form proposed.

The delegation from the United States of America appreciates deeply the great importance of every question considered. The actual record of votes is not a fair measure of our interest in these questions. In many instances we were unable to take part in the vote because of existent positive provisions of our own laws. No doubt the fruits of the labors here performed will find expression from time to time in our future legislation.

The United States of America is a republic in its form of government, which highly accentuates the importance of the individual and his natural rights. For example, we were obliged to refrain from voting on the suggestion of recognizing religious forms of emigrants and immigrants. Under our Constitution every individual is guaranteed perfect freedom of creed and religion, be he citizen or alien, and our legislative bodies may not enact laws on that subject. We refrained from voting not because we underestimated the importance of that question but because our own institutions are in advance of what was here

proposed and can not be the subject of treaties or international agreements or legislation.

This statement is made for the purpose of explaining to the representatives of our sister nations in a brief résumé the principal reasons why we took the positions we did on many of the questions submitted. We respectfully call attention to the act of our Congress and President adopted while this conference was in session, and which becomes effective on July 1, 1924. The delegates will readily recognize that that law covers a very large portion of the questions here considered and, as a rule, these provisions are in advance in their scope and detail of what was here proposed.

E. J. HENNING,

Chairman of the Delegation, United States of America.

Throughout the conference there was much discussion in an informal way between the individual delegates with reference to the thought of future conferences of Governments on the subject of emigration and immigration. There was considerable sentiment among the Governments of the Western Hemisphere south of the Rio Grande for another conference, such conference to be held preferably in one of the Western Hemisphere countries. In a general way this program was not favored by the Governments adhering to the League of Nations and the International Labor Office, although there were many exceptions both ways.

A resolution was finally presented at the last plenary session, divided into three principal subheads and each subhead voted on separately. The first provided for the distribution throughout the world of the conclusions and recommendations of the present conference, the second that another conference be held in 1927 in some country of immigration, the third that the present control committee be created a permanent body, to have its headquarters at Rome and to form the continuing factor between the present conference and the one to be called in 1927. The American delegation voted for the first and third propositions, but refrained from voting on the second. We explained our abstention on the ground that the definite agreement to participate in an international gathering was a prerogative of the President of the United States and that the American delegation could not assume to act in that regard, nor would it cable for instructions on the subject. We voted for the third proposition with the explanation that should the American Government decide to participate in the proposed plan of a conference in 1927, then and in that event we favored the recommendations of the third provision of the resolution.

The control committee again honored the American delegation by designating me as one of the four delegates to deliver closing remarks at the conclusion of the work of the conference.

Official minutes of the proceedings, both in the plenary sessions and in the sections, have been prepared by the secretariat of the conference in the Italian and French languages. The understanding is that any Government desiring to print the same in a different language will furnish its own translation for that purpose. The proceedings were conducted in the Italian, French, and English languages, and portions of the record will be found in the English language. I recommend that the minutes be translated into English and published by the Department of Labor.

Social features.—The Italian Government and the people of Rome did their utmost to bid the delegates welcome and make them feel at home while at Rome. Many courtesies were extended to the delegates by the Government as such, including free transportation on the railroads operated by the Government of Italy. Throughout the conference much attention was given to

social entertainment. Some of these were of a highly educational nature to most of us.

The number of persons constituting the conference exceeded the expectations of the Italian Government and it was found necessary in some instances to limit the invitations for social entertainments to the chairmen of the delegations. The royal family of Italy entertained with luncheon at the Quirinal, and because of the limited capacity of the state dining room, was compelled to adopt this rule. The managing committee announced at the beginning of the conference that delegates were not to feel obliged to indulge in social intercourse with each other by way of formal calls or the leaving of cards, and particularly requested that delegations refrain from entertaining other delegations. However, several delegations violated these regulations to some extent. A number of brilliant receptions were tendered by officers of the Italian Government, including one to all the foreign representatives by the president of the council, Premier Mussolini. The premier also entertained all the representatives at a formal dinner. The public buildings of the Italian Government in Rome were generally thrown open to the visitors, including many wonderful exhibitions of art and sculpture. All the representatives were taken to Tivoli, a city in the foothills some hundred miles from Rome, and were entertained at the ancient Villa d'Este, one of the most notable old castles of Europe, surrounded by what is undoubtedly the most beautiful garden of its type in the world. The representatives were also taken on an excursion to Ostia, the seaport of ancient Rome, situated some 20 miles south from the present city. Here are being excavated the remains of three distinct cities, as indicated by ruins of buildings erected on the crumbling foundations of the preceding generation. Rising seas twice drove the inhabitants inland, whence they twice returned to rebuild the seaport. In addition to being given the opportunity to view these remarkable ruins the Italian Government entertained at a luncheon served on the spacious platforms of a modern, new concrete terminal station erected for a Rome to Ostia-on-the-Sea electric line which is in course of construction.

There was a spirit of welcome and good will everywhere, not only among the public officers of state and municipality, but on the part of the people we met in Rome, and this tended to make our stay most delightful.

While the conference proper concluded its work late on Saturday night, May 31, the Italian Government had arranged a short program in Naples, by way of completion of social and official functions. The printed program announced that all delegates and representatives were to proceed to Naples on Sunday night, June 1, in order to take part in an all-day program there. We were to take part in an examination of the existing emigrant home there and in the dedication of the ground for an elaborate addition to the Government's plan calculated ultimately to constitute one of the most complete and important emigrant detention plants in the world. Accordingly, I went with the great majority of the delegates to Naples on Sunday night, and there represented our country in the program arranged by the city of Naples and the Italian Government jointly. The day was a holiday in Naples and the functions and ceremonials were most elaborate. The mayor entertained the visitors with a luncheon in the emigration quarters, the chamber of commerce entertained at tea at the city hall, and the commissioner general of emigration of Italy, Mr. De Michelis, in cooperation with the municipal officers, tendered a banquet at one of the leading hotels of Naples as a final function at night.

The existing equipment for the detention of emigrants at Naples are all of a very extensive nature and of a high type. When the contemplated improvements

have been made it will be one of the most attractive and one of the most extensive equipments devoted to such a purpose. I did not see another equipment in Europe that approaches the Naples plant in perfection of detail, and I do not think there is one anywhere.

The delegates returned to Rome during the night of June 2 as the guests of the Government, and the 3d of June saw the final formal dissolution of the conference.

Visits to American consulates.—While the conference was in session word came that the American Congress had passed the new immigration act and that it had been approved by President Coolidge. The general outline of the new act was familiar to the American officers in the Consular Service generally, but few of them realized just how fully the responsibility of examining the emigrants for the United States had been shifted to them. All were apprehensive as to just what would be expected and few had a clear conception of what the real philosophy was behind the new enactment. The consular officers everywhere were eager to meet us and to discuss with us these things.

Accordingly, in pursuance of instructions of the Secretary of Labor given in a general way, I proceeded from Rome after the closing of the conference to the more important consulates of western Europe.

Consul General Byington, of Naples, was a delegate to the conference, and I had many discussions with him on the subject of the new law and its enforcement. Consul General Keene, of Rome, was in constant touch with us while in that city, and I went into many details with him and his assistants in this regard. In proceeding from Rome it was my purpose not only to visit the principal consulates, but also to study closely economic and labor conditions.

My itinerary from Rome was substantially as follows: Florence, Italy; Venice, Italy, Consul James B. Young; Milan, Italy; thence northward through portions of Switzerland, including Lucerne, Consul James Lee Murphy; and Geneva, Consul General Lewis W. Haskell; Lyon, France; Paris, France, Consul General Alexander M. Thackara. I spent considerable time in the environs of Paris, and from there proceeded through the valley of the Marne to Nancy and Strasbourg, Consul Chester W. Davis. I crossed the Rhine at Strasbourg and visited a number of cities of southern Germany, including Kehl, Appenweier, and Baden-Baden. The latter city is surrounded by a number of thriving little manufacturing communities. Consul General Thackara, at Paris, was about to retire, under the provisions of the Rogers law, and therefore I dealt generally with other members of the staff stationed in that city.

From Paris I proceeded to Brussels, Consul Herbert O. Williams; Antwerp, Consul General George S. Messersmith; Rotterdam, where Consul General George E. Anderson was on the verge of leaving for the States, he having retired from the service, and where I found Consul Carl O. Spamer in charge, acting. Thence northward through The Hague to Amsterdam, Consul Frank W. Mahin; Bremen, Germany, Consul Leslie E. Reed; Hamburg, Consul General Theodore Jaeckel; and to Berlin, Consul General William Coffin. At Berlin I had a conference also with Consul General at Large Charles C. Eberhardt. From Berlin I returned to Amsterdam on my way to London, for a conference with Walrave Boissevain, who is the directing genius of a world-wide organization for guiding and assisting people from Holland who emigrate to other parts of the world.

In London Consul General Robert P. Skinner was in charge, ably assisted by Frank Larned as vice consul, formerly Assistant Commissioner General of Immigration at Washington and for many years in the Immigration Service. From London I proceeded to south Wales via Newport and the coal-mining

town of Tredegar to Cardiff, Consul Edgar C. Soule; to Fishguard, and thence across the Irish Channel and southern Ireland to Dublin, Consul General Charles M. Hathaway, jr.; Belfast, Consul Henry P. Starrett; to Liverpool, Consul General Horace Lee Washington, and back to London.

I sailed for the United States from the port of Southampton, where I had an opportunity for a brief observation of the emigration detention quarters, and to discuss economic conditions with representatives of steamship companies. My steamer touched at Cherbourg, France, where I met Consul John Corrigan, in charge of that section. At all the principal points I took occasion to study industrial conditions and to note the type of inhabitants and the manner in which he lives and pursues his daily calling.

Everywhere I received a cordial welcome and found a fine spirit of cooperation and of Americanism in dealing with the new statute. Copies of the law had not arrived during my visits to the ports of northern Italy, nor did definite information reach any of the consuls whom I visited until I arrived at Geneva. Copies of the regulations had not reached any of the consuls until I arrived at London. However, I was able to impart much valuable information to these officers of our Government everywhere and to assist them in perfecting their organization for the new functions by them to be performed.

At many of the consulates pressure was being brought to bear on the part of anxious Europeans who wished to come to the United States. I met many of these and got varying impressions from the contact. Quite generally I found more or less resentment on the part of these people at the restrictive policy of our Government. Occasionally I found an individual who insisted that it was the common right of people everywhere to go to the United States whenever they felt like it, and that they could not conceive of anyone daring to challenge their right to go. At some of the consulates during the latter part of my visit, particularly at London, I saw men, women, and children forming lines not unlike the lines one sees when there is a run on a bank in a great city. In truth these people seemed more anxious and pressed forward more eagerly than do the depositors of a bank which is on the verge of closing its doors.

It was a source of much satisfaction to me to know how thoroughly this force of American officers in Europe appreciates the responsibility imposed upon it by the American Congress. Their task is a serious one and one involving much difficulty during the first six months of the present fiscal year. Gradually the people of the different countries of Europe are realizing that there is nothing gained by crowding and that ultimately those found fit under our law will be permitted to come, within the quota limitations.

Based upon my observation, especially after the arrival of the regulations and visé certificates, I am of the opinion that good administration would be promoted if some one from the Department of Labor who has dealt extensively with the administration of the quota law in the past three years were to be in Europe for at least the next six months and circulate about among the principal consulates to assist in meeting the knotty problems which arise, many of which must ultimately be decided by the Department of Labor.

Economic conditions in Europe vary greatly in the different countries. In all of them I found considerable unemployment, except perhaps in France. I personally interviewed many people, particularly those of the laboring and employee class, and am forced to say that I did not find a single one among them who was not anxious to migrate to the United States. In fact, all of them, when they discovered my identity, begged for a chance to be permitted to go. The number of those in western Europe who expect to come, who are

planning to come, and who are taking steps looking to that end, must run into the tens of millions.

I met many representatives of organizations of various kinds, interested in the movement of people out of Europe to the Western Hemisphere. Without exception, all of them hope to see their people enter the United States. Many, of course, contemplate the alternative of going to some other country, but all expressed the opinion that hundreds of thousands who had hoped to come to the United States this year will remain in Europe in the hope that they may come next year or the following year or later on.

The machinery of the new law had not been operating long enough before my departure from Europe to justify any positive statement as to definite results. I am fully convinced, however, from what I saw and observed, that the present is the most scientific immigration law ever enacted by our country and that it will mark a real turning point in our legislative history on this subject. Many of the Western Hemisphere countries will incorporate its leading principles in future legislation of their own. A number of delegates representing these countries at the conference at Rome have asked me for copies and have expressed their great admiration regarding it.

Undoubtedly experience will teach us where by amendment the act may be improved. I believe I could suggest several, based upon the brief study I made of the European angle of it. However, I also believe that the act will surprise both its friends and its opponents in the results it will achieve. The improvement it will bring in the general type of our immigrants will be startling, but best of all it will bring about the almost total elimination of hardships in administration. I believe that the Ellis Island sob stories will be no more. The causes for these stories will be largely eliminated. Whatever hardships there may be involved in the administration of this law will occur on the other side of the water. While many of the individuals affected by the provisions of this law will be displeased, on the whole the nations of Europe will soon learn that its real purpose was to be kind and humane and the general tendency will be toward a better feeling among them so far as the American people are concerned.

I attach a memorandum briefly enumerating the various resolutions acted upon by the various sections which were approved by the conference in plenary sessions. I am merely giving the titles of the resolutions, which in each instance is fairly descriptive and gives some idea of the general nature of the resolution.

SUBJECTS OF RESOLUTIONS ADOPTED AT INTERNATIONAL CONFERENCE ON EMIGRATION
AND IMMIGRATION, ROME, MAY 15-31, 1924

First section

1. International sanitary code of emigration and immigration.
2. Insurance of emigrants against the risks of the voyage.
3. Hygienic information to emigrants before departure.
4. Medical control of emigrants before departure.
5. Vaccination of continental emigrants.
6. Railway facilities for emigrants.
7. Sanitary organization of emigrant ships.
8. Health and sanitary organization at ports.
9. Minimum requirements for emigrant ships.
10. Supervision of emigrants of different nationality travelling on board the same ship.

11. Equality of treatment for emigrants of different nationalities traveling on board the same ship.
12. Special assistance on board emigrant ships for women and children.
13. Special cabins for women and young girls.
14. Information concerning emigrant children.
15. Measures for allowing emigrants to make complaints in the course of their journey.
16. Protection of emigrants in transit.

Second section

1. Frontier hostels for emigrants and their families.
2. Supervision to be exercised by governments over the conditions under which emigrants are lodged.
3. Measures to be taken in order to insure to emigrants food and lodging on arrival at ports of embarkation or disembarkation.
4. Special assistance for women and children.
5. Power for emigrants to have recourse to the consul of a third country in absence of a consul of their own country.
6. Special post card for emigrants.
7. Maintenance by workers in the country of immigration of their families in the country of emigration.
8. International assistance to war-disabled emigrants.
9. Protection of emigrants before departure, in ports of embarkation and on arrival at the frontier.
10. Emigrants' aid societies.
11. Publication of a code of emigrants.
12. Cooperative, mutual benefit, and provident societies.
13. Legal assistance.

Third section

1. Exchange of information between the countries of emigration and immigration on the conditions of their respective labor markets.
2. Establishment of identity cards for emigrants available in all countries.
3. International coordination of emigration and immigration statistics.
4. Suppression of clandestine emigration and immigration.
5. Measures to restrict undesirable emigrants.
6. Uniformity and simplification of passports and consular visas.
7. Control of contracts providing for deductions from wages.
8. Exchange of skilled laborers.
9. Collective recruiting of workers for foreign countries.
10. Emigration of intellectual workers.
11. Respect of religion and traditional customs of immigrants.
12. Principles relating to the establishment and the performance of labor contracts.
13. Exchange of demographic information concerning foreign residents.

Fourth section

1. Proposals for an agreed definition of the terms "emigrant" and "immigrant."
2. Statement of principles concerning a statute for emigrants.
3. Fundamental principles of international agreements on colonization.
4. Equality of treatment for foreign and national workers as regards workmen's compensation for accidents.

5. Measures for securing the continuity of social insurance for workers residing alternately or successively in different countries.
6. Cooperation of services for the payment of pensions due under the social insurance laws of a certain country to a beneficiary residing in another country.
7. Admission of foreign workers to conciliation and arbitration committees.

BUREAU OF LABOR STATISTICS

Historical.

The Bureau of Labor Statistics, organized January 1, 1885, as the result of a long-continued movement for the creation of a Federal department to look after the interests of the working people in the United States, is the oldest bureau in the Department of Labor. It has had various titles and been a part of three departments, as well as being for some years an independent department. It was established under the name of Bureau of Labor, being placed in the Department of the Interior. In 1888 it was made an independent department and called the Department of Labor, but its commissioner was not a member of the Cabinet. When the Department of Commerce and Labor was organized in 1903 the bureau was renamed the Bureau of Labor, its old name, and placed under the jurisdiction of that department, remaining thereunder until it was transferred to the present Department of Labor on its organization in 1913, when it received its present name, the Bureau of Labor Statistics.

The functions of the bureau are purely educational, rather than administrative, and have remained unchanged since its organization. The act creating the bureau provides that it "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, intellectual, and moral prosperity." Under the organic act of the Department of Labor the bureau 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.

Eighteen volumes of the Monthly Labor Review, the monthly periodical, have now been issued. Through this periodical the bureau is able to give quicker publication of summary reports of its investigations and of current news which may be of interest to labor. The publication is now on a subscription basis, official labor bodies and organizations exchanging publications with the department only being excepted.

There are printed in each issue of the Monthly Labor Review one or more special articles on subjects of interest to labor, as well as summary reports of recent investigations and shorter articles, digests, extracts, and statistical compilations, grouped under the following heads: Industrial relations and labor conditions; prices and cost of living; wages and hours of labor; productivity of labor; minimum wage; labor agreements, awards, and decisions; employment and unemployment; workers' education and training; housing; industrial accidents and hygiene; workmen's compensation and social insurance; labor laws and court decisions; labor organizations and congresses; profit sharing; woman and child labor; strikes and lockouts; factory and mine inspection; conciliation and arbitration; cooperation; immigration; what State labor bureaus are doing; current notes of interest to labor; and publications relating to labor.

During the past fiscal year there were printed summary reports of original investigations of rates of wages and hours of labor in the following industries: Foundries and machine shops; automobile tires; sawmills; paper and pulp; slaughtering and meat packing; boots and shoes; and cotton manufacturing. Changes in union wage scales were given early publication. Monthly reports of wholesale prices of commodities and retail prices of food and coal, and quarterly reports of retail prices of gas and electricity and of cost-of-living data were also printed. Summaries and reviews of important labor legislation and court decisions, workmen's compensation laws, and minimum wage laws and orders were published, while statistics as to strikes and lockouts appeared quarterly. Statistical data of the conciliation work of the department and of immigration were published each month, as well as a review of the immigration during the year and one of the entire history of immigration to the United States. The activities of State bureaus of labor are noted each month, together with other current items of interest to labor and a bibliography of current labor publications received by the bureau. A directory of labor officials in the United States and foreign countries appeared in the July, 1923, issue.

A reprint of the section of the Monthly Labor Review on prices and cost of living is published each month for distribution to those specially interested in such data, and monthly statements of wholesale prices of commodities and of employment in selected industries are printed separately before the data is included in the Monthly Labor Review.

Publications other than the Monthly Labor Review.

At the end of the fiscal year there had been issued in completed form 24 bulletins, 3 subject indexes, 12 issues of the Monthly Labor Review, and 1 pamphlet. The 40 publications issued contained 6,203

pages, 119 charts, 7 illustrations, 7 line drawings, 4 maps, and 1 paster. Listed according to serial numbers, the bulletins issued during the fiscal year are as follows: No. 328, Wages and hours of labor in the hosiery and underwear industry, 1922; No. 330, Labor legislation of 1922; No. 332, Workmen's compensation legislation of the United States and Canada, 1920 to 1922; No. 334, Retail prices, 1913 to December, 1922; No. 335, Wholesale prices, 1890 to 1922; No. 339, Statistics of industrial accidents in the United States; No. 340, Chinese migrations, with special reference to labor conditions; No. 341, Trade agreement in the silk-ribbon industry of New York City; No. 342, International Seamen's Union of America: a study of its history and problems; No. 343, Laws providing for bureaus of labor statistics, etc.; No. 344, Decisions of courts and opinions affecting labor, 1922; No. 345, Wages and hours of labor in cotton-goods manufacturing, 1922; No. 346, Humanity in government; No. 347, Building permits in the principal cities of the United States, 1922; No. 348, Wages and hours of labor in the automobile industry, 1922; No. 349, Industrial relations in the West Coast lumber industry; No. 350, Specifications of laboratory tests for approval of electric headlighting devices for motor vehicles; No. 351, Safety code for the construction, care, and use of ladders; No. 352, Proceedings of the tenth annual convention of the Association of Governmental Labor Officials of the United States and Canada; No. 353, Wages and hours of labor in the iron and steel industry, 1907 to 1922; No. 354, Union scale of wages and hours of labor, May 15, 1923; No. 355, Proceedings of the eleventh annual meeting of the International Association of Public Employment Services; No. 358, Wages and hours of labor in the automobile tire industry, 1923; and No. 359, Proceedings of the tenth annual meeting of the International Association of Industrial Accident Boards and Commissions.

During the year the system of monthly reports on volume of employment has been still further extended, the data for April, 1924, published in the June, 1924, issue of the Monthly Labor Review being for 8,422 representative establishments in 52 industries covering 2,706,709 employees, whose total earnings during one week in April were \$71,966,302, as against 5,651 establishments, 43 industries, 2,139,053 employees, and total earnings of \$55,353,080 in April, 1923. Separate statements of the data on employment in selected industries are now published in advance of their publication in the Monthly Labor Review.

Cooperative arrangements have been entered into with the several State compensation commissions, to compile uniform statistics of industrial accidents so that the bureau will be able to collect and

publish annually for the United States the number of industrial accidents and the accident rates.

The department has continued to cooperate with the International Association of Industrial Accident Boards and Commissions, the Association of Governmental Labor Officials, and the State labor bureaus, to the end that State labor legislation and administration may be harmonized and labor statistics made more comparable. In order that each State bureau may be kept informed of the current activities of the other bureaus, publication thereof is made in the *Monthly Labor Review*. Cooperation has also been maintained with the American Engineering Standards Committee in the development of industrial safety codes and through the publication and distribution thereof the bureau is promoting their adoption by the various States. A representative of the department is aiding in the formulation of the following safety codes: Rubber machinery, electrical safety code; sanitation; machine tools; electrical power control; and walkways; he is also a member of the safety code correlating committee.

The usual research work has been carried on, not only for the selection and verification of material used in the *Monthly Labor Review*, but also for information requested by Members of Congress and various organizations and persons interested in labor.

Subject indexes of Volumes XIII, XIV, and XV of the *Monthly Labor Review* have been published during the year, and the proceedings of the conference of paper box-board manufacturers on shorter working hours, Washington, D. C., May 2, 1924, were printed.

Reports transmitted but not published.

Besides the 40 publications issued by the bureau (24 bulletins, 3 subject indexes, 12 issues of the *Monthly Labor Review*, and 1 pamphlet), 17 other bulletins were sent to the Government Printing Office, seven of which had part of the proof reading done and one subject index had been completed but not delivered.

The serial numbers and subjects of the 17 bulletins are as follows: No. 356, Labor productivity in the common-brick industry; No. 357, Cost of living in the United States; No. 360, Time and labor costs in manufacturing 100 pairs of shoes; No. 361, Labor relations in the Fairmont, West Virginia, bituminous coal field; No. 362, Wages and hours of labor in foundries and machine shops; No. 363, Wages and hours of labor in lumber manufacturing, 1923; No. 364, Safety code for mechanical power transmission apparatus; No. 365, Wages and hours of labor in the paper and pulp industry; No. 366, Retail prices, 1913 to 1923; No. 367, Wholesale prices, 1890 to 1923;

No. 368, Building permits in the principal cities of the United States in 1923; No. 369, The use of cost-of-living figures in wage adjustments; No. 370, Labor laws of the United States, with decisions of courts relating thereto; No. 371, Wages and hours of labor in cotton-goods manufacturing, 1924; No. 372, Convict labor in 1923; No. 373, Wages and hours of labor in slaughtering and meat packing, 1923; and No. 374, Wages and hours of labor in the boot and shoe industry, 1907 to 1924.

Studies in process.

A bulletin on economic conditions in Germany following the war, describing the standard and cost of living, collective agreements, trade-union movement, hours of labor, wages and efficiency of labor, unemployment, and the cooperative movement, is being prepared for the printer.

A study of poor farms and public orphanages is now in progress, covering the size and value of land or buildings and equipment, quantity of land cultivated, and amount received from sale of farm and garden produce, number of inmates, income, and expenses. Investigations of wages and hours of labor in the iron and steel, hosiery and underwear, woolen goods manufacturing, and clothing industries are being carried on, and the annual bulletins on union scale of wages, wholesale prices, retail prices, building permits in the principal cities of the United States, labor legislation, and industrial accidents in the iron and steel industry are being compiled. Continuing the series of studies of labor productivity begun last year, an investigation is being made of productivity of labor in the building trades. The field work on the investigation of hygiene in the printing industry (the bureau cooperating with the International Joint Conference Council of the Printing Industry) is about finished and the report is being compiled. A study of pilots' associations in the larger ports, covering earnings, time of pilotage, length of pilotage, trips per man per month, fees charged, and general method of operation, is being made, the results of which will be published in the Monthly Labor Review. Other bulletins are being prepared on the following subjects: Out-of-work benefits, a description of various plans for steadying the worker's income; Apprenticeship systems, a study of the changing attitude of industry toward apprenticeship and of practical plans of apprenticeship; Housing situation in Italy, showing also provisions in building trades agreements as to minimum output; Family allowances in various European countries, relating especially to grants to the workman based on the number of children in his family. The proceedings of the annual conventions of the International Association of Industrial Accident Boards and Commissions, the Association of Governmental Labor Officials of the United States and Canada, and

the International Association of Public Employment Services will be published during the year.

Much progress was made during the past year toward the establishment of the eight-hour day and six-day week in certain industries operating on seven-day week and twelve-hour day basis. During this period practically the entire steel industry has gone on the shorter work period basis and conferences had with the box-board industry has practically eliminated the previously existing system of the week of seven days and two tours of 11 and 13 hours, respectively. On May 2, 1924, in pursuance to a call by me, representatives of the box-board manufacturers' association met in conference in Washington. The purpose of that conference and the result desired are fully covered in the short address with which I opened the conference on that day. This is quoted below:

It gives me great pleasure to welcome the representatives of the paper box-board industry of the United States. It is a great honor to have been instrumental in calling you together in this city at this time for the purpose of joining in council to devise ways and means for the elimination of labor conditions that, in some of the mills, have survived from an outgrown past.

Before proceeding with what I have to say I wish to read to you a letter from the President of the United States. No man is in closer touch or understands better the real sentiment and feelings of the American people along these lines than President Coolidge. His letter, though addressed to me, is really to and for you, and should be considered by us as being a message from the people of the United States.

THE WHITE HOUSE,
Washington, April 25, 1924.

MY DEAR MR. SECRETARY:

It is a satisfaction to know that you are assembling the manufacturers of box board in Washington to confer upon a method for eliminating Sunday work and the long workdays in this important industry.

I trust that you may be able to devise a method so that in this industry there may be no work upon Sunday that is not distinctly of an emergency nature. I also hope that you may find a method to abolish the alternating week of 11-hour and 13-hour shifts. There are difficulties involved, of course, but I believe that in the long run it will be found more satisfactory to have the usual hours which now prevail in industry, and the usual cessation of work on Sunday.

I want to thank you for the interest that you have taken in this matter, and wish you would extend my best wishes to the conference for its every possible success.

Very truly yours,

(Signed) CALVIN COOLIDGE.

Hon. JAMES J. DAVIS,
Secretary of Labor, Washington, D. C.

In this letter the President, in a very few lines, states the purpose of this conference and the motive which actuated the Department of Labor in issuing the call. As I take it, your mission here is to devise some method by which the 11 and 13 hour day and 7-day week can be abolished throughout the industry, and this seems to be a good place to call your attention to a danger. I am firmly convinced that the American public is determined to end unnecessary Sunday work, that it is determined to end the 11, 12, and 13 hour day, and that unless the industries in which these labor conditions exist can by mutual agreement within the industries end this situation we will soon be

confronted with the same situation that we are facing in the case of child labor. When all other means of ending child labor had failed, there arose a demand for a constitutional amendment which would abolish this inhumane institution once and for all.

I think you will agree with me that it would be very much better if all of our industries could be brought into tune with present-day public opinion through peaceful conferences rather than to have such regulations forced upon industry by legislation and constitutional amendments. In times of war or other great emergency, when the economic need is such that for a short period of time our machinery of production as a Nation must be operated for an unusually long day, we are brought face to face with the fact that our own laws, enacted to force humanitarian conditions in times of peace, prevent us from taking advantage of our productive capacity. Existing antitrust legislation, which grew out of the fear that trusts and combinations would own the Government, compelled the Government to take over the railroad systems of the country during the war for the purpose of effecting combinations for efficiency in railroad administration, because these combinations would have been illegal if they had been effected under private ownership. Thus we become Franksteins in our determination to end an economic or social situation the results of which we fear.

The paper box-board industry, which is to-day overdeveloped by 25 per cent, can not exist with one half operating productively 3 hours per day, 5 days a week, with a clean-up on the sixth day and closed on Sunday, and the other half operating 11 and 13 hour tours 6 days a week and making the clean-up, which is an essential part of the industry, on Sunday, thus making 7 days' work.

There is nothing in existing law which prevents any association of employers from agreeing to cut out Sunday work in their industry, nor to prevent them from reducing the hours of labor from 11 and 13 per day or tour to the prevalent 8-hour shift. If this accomplishes the object sought, then no law is violated, and if there is anything in existing law which would prevent the absorption of the 25 per cent overdevelopment, if that be necessary to humanize the industry, then such law ought to be amended or repealed.

In this connection your attention is called to a recent decision of the United States Supreme Court in the case of the National Association of Window Glass Manufacturers et al. v. United States. This decision was rendered December 10, 1923. In it the court says:

"To work undermanned costs the same in fuel and overhead expenses as to work fully manned, and therefore means a serious loss. On the other hand, the men are less well off with the uncertainties that such a situation brings. The purpose of the arrangement is to secure employment for all the men during the whole of the two seasons, thus to give all the labor available to the factories, and to divide it equally among them."

Continuing it says:

"It is enough that we see no combination in unreasonable restraint of trade in the arrangements * * *."

The situation which the Supreme Court was reviewing in the window-glass industry differs from that in the box-board industry only in that the latter has more fitful periods of shutdown.

The fact that a very appreciable percentage of the establishments in the industry are operating without Sunday work and have abolished the long day is ample evidence that the plan is practical. If only four or five had succeeded in carrying out the more humane system it would be difficult for the in-

dustry to prove that Sunday work and long hours were necessary. Some very practical letters have been received in reply to my call for this conference, and when you have organized much of this material may be turned over to your secretary for your consideration.

I realize that because of the need in the industry for large quantities of water the plants have been located in small and sometimes remote places, that they were built in a day and time when most of our people worked long hours, and when the old myth, "Man works from sun to sun and woman's work is never done," was accepted as a sort of an axiom. Not only that, but the very remoteness of these mills made their managers jealous and suspicious of one another on general principles.

But times have changed. More and more, as our social system becomes more complex do we realize that no man liveth unto himself, and from a social point of view no man can be permitted to live unto himself. In some of the letters received—I am glad to say that there are not more than one or two of them—the statement is made that the men working 11 and 13 hour tours and 7 days a week are entirely contented and happy and would resist any attempt to shorten the hours or cut out Sunday work. About 99.9 per cent of the people of the United States are wondering what kind of an American citizen is being developed out of the man who is happy and contented with an 11 or 13 hour workday 7 days a week. We wonder what sort of a member of society he makes, what kind of a husband, a father, he has time to be, and whether he has time to care.

We hear a similar plea in regard to child labor—that the parents of these children want them to work; that they are better off in the mills than they are in the street—but the people are demanding a constitutional amendment to prevent these children from being so happy and so well off. There are even people who are suggesting that the father or mother who prefers to have his or her child in the mill rather than in school or at play ought to be fined or sent to jail; and sooner or later such an amendment to the Constitution will pass.

There is a growing element in our population which would rather do without paper box-board containers than see developed in this country a class of men who are happy and contented working 11 and 13 hours a day 7 days a week. Emerson calls our attention in one of his essays to "gold ingots that cost too much." I refer to this again simply to impress upon you the social and humanitarian side of this issue; the industrial and economic remedy you must devise for yourselves in friendly conference. It may be impossible to bring about these needed reforms throughout the entire industry at once, though it would seem that the plans already in operation in some of the mills could very quickly be installed in all.

I leave the meeting with you. When you have organized, some valuable statements and opinions which have been received by the department will be made accessible to your secretary or your committees. Let your consciences dominate you, prompt and inspire you with the social duty of doing this thing, and I have no doubt you will find it comparatively easy for your intellects to devise ways and means.

Reports received up to the present time show that a large number of the mills involved have made the change to the six-day week and eight-hour day. The aim of the conference was to secure the result for the entire industry by January 1, 1925. Progress is certainly being made along these lines and if not fully accomplished by the

desired time it is indicated that this undesirable feature of the box-board industry would be pretty well wiped out by that time.

CHILDREN'S BUREAU

Maternal and infant mortality.

An analysis has been made of the statistics of maternal mortality in the United States and in certain foreign countries. On the face of the figures the maternal mortality from all causes has been increasing in the United States, and the rate in this country is higher than in most foreign countries for which statistics are available. In order to determine whether the statistics can be accepted at their face value and whether these conclusions are valid, the margin of error in the figures has been studied. The study shows that in the United States the reported deaths from puerperal causes fall short of the true number by 10 or 12 per cent; but since the births with which the maternal deaths are compared to form the maternal mortality rate are likewise incompletely registered—in 1919 the deficiency was estimated at 8.7 per cent—the rate as calculated is not far from correct. The study of the trend of maternal mortality in the United States indicated that the certification of causes has improved during the last 20 years. If allowance is made for the probable effect of this improvement in certification the mortality from puerperal septicemia has fallen throughout the period, instead of increasing up to 1911 and falling since that time, while the mortality from other puerperal causes has been approximately stationary. The comparison of the figures for the United States and foreign countries indicates no reason to suppose that the difference in the rates is accounted for by any differences in definition or in methods of obtaining statistics. After allowances are made for the margin of error in the statistics of these countries it seems probable that the rates for the United States are actually considerably higher than the rates in most of these foreign countries.

In connection with this analysis a brief résumé will be published of the laws for public protection of maternity in the different States, including medical-practice acts, laws regulating the practice of midwives, social-hygiene legislation, and the control of puerperal septicemia.

Administration of the maternity and infancy act.

Forty¹ States have continued their acceptance of the maternity and infancy act and are working in cooperation with the Children's Bureau under its provisions. All of the 40 States cooperating have

¹ On July 9 Louisiana voted to accept, so that 41 States and Hawaii will cooperate in 1925.

matched in full or in part the Federal funds—23 in full and 17 in part. The following table gives the amounts accepted by the States from the appropriations for the fiscal years 1923 and 1924:

Amounts available¹ to States from Federal maternity and infancy funds and amounts accepted²

States	Maximum amounts available from 1922 appropriation ³	Amounts accepted by States from 1922 appropriation	Maximum amounts available from 1923 and 1924 appropriations	Amounts accepted by States from—	
				1923 appropriation	1924 appropriation ⁴
Alabama.....	\$10,297.56	\$10,297.56	\$25,836.95	\$25,836.95	\$25,836.95
Arizona.....	5,753.88	5,000.00	12,253.71	5,000.00	12,253.71
Arkansas.....	8,953.03	5,000.00	21,817.51	6,855.75	16,817.51
California.....	12,731.12	(⁵)	33,112.01	24,280.00	15,620.00
Colorado.....	7,119.83	5,000.00	16,337.20	9,986.54	5,000.00
Connecticut.....	8,114.75	8,114.75	19,311.48	9,655.74	
Delaware.....	5,503.10	5,503.10	11,504.01	11,504.01	11,504.01
Florida.....	7,184.90	5,000.00	16,531.72	8,621.28	16,531.72
Georgia.....	11,533.10	6,750.00	29,530.55	11,000.00	17,450.00
Idaho.....	5,974.30	5,000.00	12,912.66	6,250.00	7,912.66
Illinois.....	19,631.03	(⁵)	53,739.10		
Indiana.....	11,611.07	8,199.09	29,763.62	24,995.00	26,250.00
Iowa.....	10,423.56	10,423.56	26,213.60	26,213.60	26,213.60
Kansas.....	8,991.51	8,991.51	21,932.52	12,097.33	
Kentucky.....	10,452.00	10,452.00	26,298.64	26,298.64	26,298.64
Louisiana.....	9,057.50		22,129.80		
Maine.....	6,732.66		15,179.77		
Maryland.....	8,270.49	7,913.57	19,777.05	19,277.05	19,277.05
Massachusetts.....	13,691.06		35,981.70		
Michigan.....	13,276.07	13,253.97	34,741.11	34,741.11	34,741.11
Minnesota.....	10,385.44	10,385.44	26,099.65	26,099.65	26,099.65
Mississippi.....	9,039.70	9,039.70	22,076.58	22,076.58	22,076.58
Missouri.....	12,679.67	12,573.15	32,958.19	32,958.19	16,762.17
Montana.....	6,238.31	6,238.31	13,701.91	13,701.91	13,701.91
Nebraska.....	7,924.66	7,924.66	18,743.21	17,700.12	7,250.00
Nevada.....	5,174.63	5,000.00	10,522.06	5,000.00	10,522.00
New Hampshire.....	5,999.61	5,000.00	12,988.31	5,000.00	12,988.31
New Jersey.....	12,119.83	12,119.83	31,284.55	31,284.55	31,284.55
New Mexico.....	5,812.96	5,812.96	12,430.33	12,430.33	12,430.33
New York.....	28,429.70		80,041.78		80,041.78
North Carolina.....	10,773.47	10,773.47	27,259.66	27,259.66	27,259.66
North Dakota.....	6,459.36	5,000.00	14,362.74	6,000.00	6,000.00
Ohio.....	17,993.41	7,187.95	48,843.46	11,900.00	43,843.46
Oklahoma.....	9,575.88	5,000.00	23,679.48	5,000.00	23,679.48
Oregon.....	6,767.35	6,232.61	15,283.46	8,000.00	15,283.46
Pennsylvania.....	24,672.69	24,667.12	68,810.99	68,810.99	68,810.99
Rhode Island.....	6,363.54		14,076.28		
South Carolina.....	8,798.54	8,797.50	21,355.65	21,355.65	21,355.65
South Dakota.....	6,436.07	6,436.07	14,293.11	14,293.11	14,293.11
Tennessee.....	10,274.35	5,000.00	25,767.55	18,521.94	16,162.50
Texas.....	15,520.41	9,363.93	41,450.52	33,056.48	41,450.52
Utah.....	6,013.85	5,000.00	13,030.89	6,365.00	13,000.00
Vermont.....	5,795.09	(⁵)	12,376.90		
Virginia.....	10,209.61	10,209.61	25,574.00	25,574.00	25,574.00
Washington.....	8,060.58	4,998.70	19,149.55	10,000.00	10,000.00
West Virginia.....	8,302.16	5,000.00	19,871.74	5,000.00	10,000.00
Wisconsin.....	10,938.04	10,015.85	27,751.62	27,751.62	5,000.00
Wyoming.....	5,438.57	4,998.87	11,811.12	5,000.00	11,000.00
Total.....	477,500.00	317,674.84	1,190,000.00	722,752.78	847,577.07

¹ Under the terms of the act each State accepting receives \$5,000 outright, an additional \$5,000 is available to each State if matched, and the balance of the appropriation is distributed among the States on the basis of population.

² Amounts shown are the amounts actually accepted by the States less refunds of unexpended balances returned to the Federal Treasury as of June 30, 1924.

³ Owing to the fact that only a few months of the 1922 fiscal year remained at the time the appropriation for that year was passed a full appropriation was not made.

⁴ These funds are available until July 1, 1925. Actual acceptances up to June 30, 1924, are here given.

⁵ California and Illinois accepted the full amount available and Vermont accepted \$5,000. However, these funds were not spent, but were returned to the Federal Treasury.

The benefits of the act were extended to Hawaii by the Sixty-eighth Congress, and proposals that this be done for Porto Rico and Alaska were pending when Congress adjourned. The Governor

of Hawaii has accepted the act pending the next session of the legislature, and the budget submitted has been approved by the Federal Board of Maternity and Infant Hygiene. Unfortunately, however, the second deficiency bill, which carried the appropriation authorized by Congress for Hawaii, did not come to vote before adjournment.

During the last year real progress has been made by the States both in developing programs especially adapted to local needs and in extending the educational work to a larger number of mothers.

The immediate responsibility for the Federal administration of the act devolves upon the staff of the Maternity and Infant Hygiene Division of the Children's Bureau. This staff consists of two physicians (serving as director and associate director), two physicians who conduct research, a consulting nurse, an accountant, a secretary, and a stenographer.

The director or associate director has visited every State at least once and several States more than once for conferences with State directors concerning plans of work and activities, for field investigations, and for conferences in connection with meetings of State medical associations, State health officers, and public-health nurses.

The consulting nurse has visited 25 States. At the request of the State health departments she has attended nine institutes for public-health nurses.

Much detail is involved in accounting for Federal funds and State funds. With a few changes, the same forms were used as those adopted in the preceding year. The division accountant has visited and checked the books in all the 40 States accepting Federal funds.

The last annual report noted the following items among the activities that had been begun in the States under the provisions of the act: (1) Increase in number of public-health nurses in either State or county positions, or both; (2) establishment of maternal and infant health centers; (3) stimulation of better birth registration; (4) improvement in milk supplies; (5) surveys of maternity homes and infant homes; (6) studies of the midwife problem and methods of its solution; (7) general educational activities through literature, exhibits, lectures, demonstrations, campaigns, mothers' classes, and correspondence courses. Other activities now under way in the various States are: (1) Permanent prenatal clinics; (2) nutrition classes and conferences; (3) mothers' classes and conferences; (4) consultation with doctors in remote districts by leading pediatricians and obstetricians. Real advance has been made along all these lines, notably in the supervision of midwives in a number of States. A colored doctor has been added to the bureau staff, who is at present assisting Tennessee in an investigation and educational campaign

among colored midwives conducted by this State and the Children's Bureau.

Under the act it becomes the duty of the Children's Bureau to undertake such studies and investigations as will lead to more efficient administration. With the ultimate aim of reducing the number of stillbirths, a series of post-mortem examinations are being made in order to determine causes of neonatal deaths. The investigation of maternity homes in Pennsylvania and Minnesota has been completed.

Prevention of rickets.—Following the investigation of rickets among young children in Washington, D. C., mentioned in the annual report of last year, a further study, in cooperation with the pediatrics department of the medical school of Yale University and the New Haven Health Department, has been undertaken in a district of New Haven, Conn., which comprises approximately 13,000 people. This study is proceeding along two lines—the prevention of rickets in all babies born within this district during a two-year period, and the determination of the present incidence of rickets in the older children of the district.

The home of every new-born baby in this district is being visited, and the mother's interest is enlisted in the preventive treatment—exposing the baby to sunlight and giving him cod-liver oil.

To obtain a control series of cases on which to base statistics as to the amount of rickets in the community, older children in the families of the babies and all other children under 5 years of age in the district are also being examined.

Relation of posture to physical fitness.—During the last year an investigation as to how posture training can be used to promote general physical fitness and as to the general effect of posture on weight, height, vital capacity, power of concentration, and scholastic attainment has been made by Dr. Armin Klein, in cooperation with the public schools of Chelsea and the Boston Community Health Service. One room in each grade of a Chelsea school, from the first to the eighth, has been selected for special postural exercises. Approximately 1,000 children have had orthopedic examinations, have been photographed, and have taken the prescribed exercises regularly. Results of this first year are now being tabulated, with a view to continuing the work with the same children through a second year.

Bibliography on growth and development of the normal child.—A bibliography which will contain approximately 3,000 annotated references on the growth and development of the normal child has been practically completed. It will include the following subjects: I. General growth (principally height and weight changes). II. Development of special parts of the body. III. Metabolism. IV. Adolescence and puberty. V. Methods and standards of judging

normal development. Cross-references and short introductions to the sections add to the usefulness of the bibliography.

Child-welfare special.—During most of the past year our infant-hygiene truck, known as the "child-welfare special," has been used for educational work in rural Missouri. The staff has been supplied by the child-hygiene division of the Missouri State Board of Health, which has also met other costs of operation.

Child labor.

Laws affecting the employment of children and their administration.—During the last year revised editions of the various analyses of State legislation affecting child labor have been prepared, and a revision of the texts of the laws published in 1915 has been partly completed. A number of new charts analyzing additional details of child labor and related legislation have also been prepared. A study has been conducted to ascertain, first, to what extent school authorities with power to exempt children from attendance for work in their own homes have required such children to meet certain standards before leaving school, and second, what are the methods of enforcement in States where children leaving school to work at home are required to get special permits.

The trend of child labor.—Statistics of children between 14 and 16 years of age receiving permits to go to work have been received from 34 cities. Thirty of these cities reported an increase in the number of 14 and 15 year old children receiving first regular employment certificates during the calendar year 1923 as compared with 1922. The number of first certificates issued in the 34 cities was 89,813—an increase of 18.6 per cent over 1922. A special effort was made during the closing weeks of the year to obtain statistics of employment-certificate issuance for entire States from State labor departments and State departments of public instruction, and a number have already promised to furnish the desired data.

Work opportunities for minors of subnormal mentality.—Many boys and girls who, because of mental limitations, are able to make little progress in academic work in the schools are capable in certain circumstances of earning a livelihood. With a view to ascertaining in what occupations and in what circumstances such children can be employed, a detailed study of the work history of approximately 1,000 minors who have been pupils in special classes for mental defectives has been made in seven cities in various parts of the country. Information as to special facilities offered for vocational or prevocational training, placement, and supervision in industry of boys and girls of subnormal mentality is also being obtained.

Vocational opportunities for minors.—During the last year the first of a series of bulletins on work opportunities for minors in

specific industries or occupations has been issued. The purpose of this study, which dealt with automobile and metal-manufacturing industries in Michigan, was to determine: (1) The standards of the selected industries as to the qualifications (age, educational, physical, etc.) of minors entering them; (2) the burden laid by the industry upon its young employees—i. e., the physical demands and hazards of the work and the hours of labor required; (3) the returns given by the industry to its minor workers in respect to wages, industrial training, and opportunities for advancement; (4) opportunities for vocational training in the city where these industries were located, with special reference to those offered employed minors.

A second study in this series was begun in the spring of 1924, relating to opportunities offered in the various branches of the printing trades in New York City.

Rural child labor.—The series of studies of the welfare of child workers in rural communities, begun in the summer of 1920 with the aim of giving a picture of conditions in connection with the principal crops and in the principal geographical divisions, has been practically completed. Detailed information on work, schooling, and other factors affecting their development and welfare has been obtained for approximately 12,000 children under 16 years of age engaged in representative agricultural pursuits in 14 States in different sections of the country. Included in these studies have been children working in the beet fields of Colorado and Michigan; in the cotton fields of Texas; on truck and fruit crops in New Jersey, Maryland, and Virginia on the Atlantic coast and in Washington and Oregon on the Pacific coast; in representative tobacco-raising areas in Kentucky, South Carolina, Virginia, Connecticut, and Massachusetts; and in general farming areas in North Dakota and Illinois. During the summer of 1924 a study is in progress of the work of children on the truck farms and market gardens in the vicinity of Chicago, which is expected to complete the series.

Industrial accidents to minors.—A statistical study of industrial accidents to minors in Wisconsin, Massachusetts, and New Jersey has been made during the last year. Information was obtained from the records of the State industrial commissions and accident boards for those in which compensation was paid. In these States, within a 12-month period, there were 7,478 compensable accidents to minors, 496 to persons under 16 years of age, 2,039 to persons of 16 or 17 years, and 4,943 to persons of 18, 19, or 20 years. Thirty-eight minors died from their injuries, 920 were partly disabled for life, and the others were disabled for more than one week.

An analysis of the causes of the accidents shows that nearly twice as many of the injuries to minors as of the injuries to adults were

due to machinery. Each of the States studied attempted to protect its child workers by prohibiting their employment under 16 years of age in certain occupations, chiefly in the operation of the more dangerous machines. Wisconsin and Massachusetts also prohibited employment in some occupations of children under 18, but operation of many of the dangerous machines by children of 16 and 17 years was permitted. The fact that the percentage of the injuries caused by machinery was higher among children of 16 and 17 than among those under 16 years and was lowest among those of 18, 19, or 20 years, indicates the advisability of prohibiting the operation of the more dangerous machines by all persons under 18 years.

Juvenile and family courts.

More than 10,000 copies of the Juvenile-Court Standards, prepared by a committee appointed by the Children's Bureau and adopted by a conference held in 1923, have been distributed to judges, probation officers, and others interested in juvenile courts. A committee appointed by the National Probation Association to draft a standard juvenile court law based on the juvenile-court standards made its report in June, 1924. The draft of the law was approved and will be published by the National Probation Association.

The standards recommended placing in the court dealing with children's cases broad jurisdiction over adult cases affecting family relationships. In the last decade there has been an evident tendency to increase the jurisdiction of the children's court or to combine in one tribunal, termed a "juvenile court" or a "family court," jurisdiction over dependency, neglect, delinquency, nonsupport, desertion, and divorce. Great diversity in the jurisdiction and organization of these "family courts" exists. Only a few communities make adequate provisions both for scientific study of the problems presented and for constructive social service by trained probation officers.

Under the general guidance and advice of Mr. Bernard Flexner, of New York, a study of the jurisdiction and the methods used by courts dealing with cases affecting the status and welfare of children is being made. This study includes (1) an analysis of the laws of the 48 States with reference to jurisdiction and procedure, (2) descriptive studies of the courts of a number of communities which have attempted special court organization for dealing with family problems, and (3) a statistical study comprising about 12,000 cases in Cincinnati and Philadelphia, which is showing the extent to which the same family is dealt with in different types of cases and the interrelationships of courts and social agencies in work of this kind.

Care of children born out of wedlock.

In 1916 Maryland passed a law providing that no child under 6 months of age may be separated from its mother for placement in a foster home or institution except with the approval of certain public authorities. In order that it might be determined whether this law was efficacious in reducing the death rate among the group whom it was designed to protect a tabulation was made of the births and deaths in 1921 among children of illegitimate birth under 1 year of age. The ratio of deaths of these babies with those of legitimate birth was approximately 1.5 to 1 in 1921 as compared with 3 to 1 in the year before the law was passed. Information concerning the policies adopted by Baltimore agencies caring for these children since the passage of the law has also been assembled. This material will be combined with information which has been secured from some 300 case histories supplied by child-caring agencies or maternity homes in 12 cities in which the custody of the child has been retained by the mother for 10 years or more and contact with the child maintained by the mother.

Public aid to dependent children in their own homes.

During the last year inquiries into the administration of public aid to dependent children in their own homes have been continued. The earlier study of the standards of administration in 10 localities in different States has been followed by a study made at the request of a committee representing the family division of the National Conference of Social Work. This study covered counties in Massachusetts, Pennsylvania, Illinois, Washington, California, and the Province of Manitoba, Canada. Information as to the standards that prevailed with respect to housing, health, education, and recreation were especially sought.

A comparative chart of State legislation in this field, published during 1923, has been much in demand and is now being revised. A beginning has been made in collecting and compiling data from the States and localities granting aid, and the material so secured has been of service in suggesting improvements in laws and administration.

Studies of child dependency.

Special attention has been given in the year's work to the problems of child dependency. The care of children in foster homes is dealt with in a popular bulletin recently published, and the report of a study of the work of 10 child-placing agencies is in preparation. Work has continued on the preparation of a handbook on institution standards, and the collection of a series of floor plans and photographs of children's institutions is under way.

As a beginning in the work of analyzing the intake of agencies and institutions, facts for approximately 15,000 children have been obtained from public and private agencies caring for dependent children. During the coming year a detailed study of certain problems of intake will be made in cooperation with public and private child-caring organizations, and particularly the State boards of charities and departments of public welfare.

Study of dependent wards of the State of Wisconsin.

A study of the children placed in homes by the Wisconsin State Public School for dependent children by a system of indenture was undertaken. The inquiry included an intensive field study of the histories of 452 children placed on indenture during the five-year period 1913-1917. The homes into which these children had been indentured at any time were visited; information was secured in regard to conditions in the parental homes at the time of commitment and the subsequent histories of the families; children who had been released from jurisdiction were interviewed, and additional facts as to their histories were obtained from other sources.

Legal protection for children in need of special care.

At the request of the Georgia Children's Code Commission a study was made in 30 counties in Georgia of the methods used in caring for children in need of special care—the dependent, the neglected, the mentally defective, the physically handicapped, and the delinquent. Problems left untouched or inadequately dealt with and duplication of organizations or activities were considered. A preliminary report of the information obtained in the course of this study has been submitted to the commission for use in making recommendations to the legislature. A similar study is now being made at the request of the Pennsylvania Children's Commission in eight counties of that State.

An analysis of State laws with reference to the interstate placement of dependent children has been issued, and a similar analysis with reference to sex offenses against children now in press. A report has also been prepared summarizing the laws with reference to adoption.

Films and exhibits.

A new film, "Well Born," was produced in the autumn of 1923. It presents the scope and method of city and rural educational work in the hygiene of pregnancy. Twenty-seven copies of this film have been purchased by 25 State departments of health, and the loan copies have been in constant use.

Publications.

During the fiscal year 1923-24, 37 new and revised publications and charts of the Children's Bureau were issued. Sixteen others are now in press and 22 in preparation. Reprints of 22 of this bureau's publications have been ordered and received and reprints of 4 others are now in press.

Of the new publications the following are among the most important:

Child hygiene.—No. 119, Infant Mortality—Results of a Field Study in Baltimore, Md., based on births in one year; No. 120, Maternity and Infant Care in a Mountain County of Georgia; No. 122, Children of Pre-School Age in Gary, Ind.—Part I, General Conditions Affecting Child Welfare, Part II, Diet of the Children; No. 135, Habit Clinics for the Child of Pre-school Age, Their Organization and Practical Value, and Economic Factors in Infant Mortality (reprinted from the quarterly publication of the American Statistical Association, June, 1924).

Child labor.—No. 93, Child Labor—Outlines for Study, Separate No. 4 from Child Care and Child Welfare, prepared in cooperation with the Federal Board for Vocational Education (includes addenda covering recent laws; third edition); No. 114, Child Labor in the United States—Ten Questions Answered (revised edition); No. 123, Child Labor on Maryland Truck Farms; No. 126, Minors in Automobile and Metal-Manufacturing Industries in Michigan; No. 129, Child Labor in North Dakota; No. 130, Child Labor and the Work of Mothers on Norfolk Truck Farms; No. 132, Work of Children on Truck and Small-Fruit Farms in Southern New Jersey; and No. 134, The Welfare of Children in Cotton-Growing Areas of Texas; and Trend of Child Labor in the United States, 1920 to 1923.

Delinquency and dependency.—No. 121, Juvenile-Court Standards—report of the committee appointed by the Children's Bureau, August, 1921, to formulate juvenile-court standards, adopted by a conference held under the auspices of the Children's Bureau and the National Probation Association, Washington, D. C., May 16, 1923; No. 124, List of References on Juvenile Courts and Probation in the United States and a Selected List of Foreign References; No. 125, Unemployment and Child Welfare; Laws Relating to Mothers' Pensions in the United States, passed during the years 1920 to 1923, inclusive; and What Child Dependency Means in the District of Columbia and How It Can Be Prevented (separate from Child Dependency in the District of Columbia, which is now in press).

General.—No. 131, State Commissions for the Study and Revision of Child-Welfare Laws; and No. 127, Child Welfare in the Insular Possessions of the United States—Part I, Porto Rico.

Publications to the number of 1,345,862 were distributed. The distribution of the bulletins on the care of children was as follows: Prenatal Care, 190,000; Infant Care, 400,000; and Child Care, 157,297. This represents an increase over last year's distribution of 32,113 copies of Prenatal Care, 65,346 of Infant Care, and 28,136 of Child Care. The average monthly distribution of these bulletins was approximately 15,000 for Prenatal Care, 33,000 for Infant Care, and 13,000 for Child Care. Even with this distribution it was necessary to refuse or curtail many requests for quantities by such organizations as the Red Cross, child-health centers, clinics, maternity centers, maternity hospitals, and home-demonstration agents.

Each year the number of individuals applying for information or help increases. During the fiscal year ended June 30, 1924, 110,396 letters were received, nearly 12,000 more than in 1923.

BUREAU OF NATURALIZATION

The fiscal year 1924 witnessed the highest peak attained in naturalization papers filed and fees received since the act of 1906 became operative. There were 601,657 naturalization papers filed and \$845,042.53 received. This was \$138,236.13 more than the receipts in 1923, which were \$706,806.40. It brings the total moneys received for the 18 years of Federal supervision to over \$8,347,844.87, or \$294,542.59 in excess of all expenses of operation charged to the several appropriations and allotments to the bureau for the administration of the naturalization laws. Included in the \$8,347,844.87 referred to is \$338,958.50 in naturalization fees turned into miscellaneous receipts of the Treasury from United States courts through the Department of Justice since 1920, the year the compensation of clerks of United States courts was changed from a fee to a salary basis. During these 18 years \$29,980.32 additional has been levied by the courts against violators of the naturalization laws, increasing receipts to \$324,522.91 in excess of operative costs. In addition, the Bureau of Naturalization collected, under immigration laws, in 1924, \$21,840 in head tax or \$67,616 in all from that tax. The \$324,522.91 from naturalization sources and \$67,616 from immigration head tax deposited in the Treasury through the activities of the Bureau of Naturalization amount to \$392,138.91 in excess of all costs.

The reports of field officers show increasing work done in 2,243 courts exercising naturalization jurisdiction in the United States. With the exception of 1917, a larger number of candidates in 1924 asserted their intention to become citizens than in any previous year; 424,540 filed their declarations, an increase of 127,904, or 43 per cent over last year. Of this number 49,291 were women, who made 122 per cent more declarations than in 1923.

There were 177,117 petitioners, of whom 150,510 were naturalized. The petitions filed represent an increase of 7 per cent over 1923. Here, too, the women showed interest in their adopted Government, as attested by the record showing an increase in the number of their petitions of 5,822, or 51 per cent, over the preceding fiscal year. The effectiveness of the act of September 22, 1922, conferring an independent citizenship status upon women is reflected in these figures.

Before the special war-time privileges became inoperative—on March 3, 1924—10,170 World War veterans completed their naturalization under the soldier provisions of the law.

The reorganization undertaken in 1923, by which unnecessary expense to aliens due to administrative procedure was to be eliminated, proceeded satisfactorily until it became necessary to adapt the new method to the increased volume of naturalization and the meagerness of the appropriation. The work of issuing certificates of arrival at Ellis Island was undertaken in 1923 out of lapsed moneys and with no assurance that it could be continued during the fiscal year 1924 without additional appropriation. Estimates for the funds necessary to carry on this work were not approved, and adjustments were made to avoid exceeding the appropriation. Travel of the examiners during the last four months of the fiscal year was practically eliminated in order to accomplish this. Personal examinations and all advance examinations prior to petitioning were, in large part, abandoned where travel was necessary. This affected practically 50 per cent of all petitions filed, or at the annual rate of approximately 85,000 applicants. As not all of these cases were filed in compliance with the law, dismissals will necessarily follow. Lack of funds for the issuance of certificates of arrival has caused a congestion, which, with the increase in the number of applicants, resulted in approximately 100,000 petitions remaining unacted upon at the close of the fiscal year.

The number of petitioners for citizenship during the past fiscal year should have been in the neighborhood of 275,000 instead of the 177,117 who were enabled to file their petitions.

In the supreme courts for New York and Kings counties, in the cities of New York and Brooklyn, respectively, allowances for the employment of clerical assistants by the two State court clerks, which were heretofore made, were terminated on March 15, 1924, because of the additional demands upon the Naturalization Service. This termination took place after more than a year of correspondence and discussion of the subject with these two clerks of courts. The naturalization work in their courts showed approximately 11,000 petitions for naturalization pending in the supreme court

for New York County and about 12,000 in the supreme court for Kings County, with the additional work needed to issue the certificates of naturalization to all of these 23,000 applicants who should be admitted. These petitions had been pending for from three to eighteen months and represented a congestion that had been accumulating year after year owing to the policy pursued under the plan of allotting Federal money to State officers.

The amount allotted and used by the clerks of the supreme courts of New York and Kings Counties during the year 1923 was \$54,199. During eight and one-half months of the fiscal year 1924 they were allotted and used \$41,320, which was at the rate of \$58,344 a year, to pay 37 clerks. To this allotment the total of \$6,000 in retained naturalization fees should be added, making a total of \$60,199 in 1923 and \$47,320 actual, and at the rate of \$64,344, in 1924.

Arrangements were made to do the clerical work with the personnel under the supervision of the District Director of Naturalization in New York City. For this purpose an allotment on an annual basis of \$13,980 was made for additional clerks, and the clerical work of both courts taken over, beginning March 17, 1924. Additional office space was necessary at \$3,600 per annum, making a total additional expense of \$17,580. From this amount there should be deducted the sum of \$6,000 in naturalization fees, which are required to be deposited in the Treasury of the United States, since all of this work is now being handled by the United States district courts, which retain no fees. The net expense, therefore, is \$11,580, as against \$60,199 in 1923 and at the rate of \$64,344 in 1924, a saving over the 1923 amount of \$48,619 and over the amount (\$52,764) which it would have been necessary to allot for the fiscal year 1924.

At the time of taking over the clerical work the supreme courts for New York and Kings Counties were handling a monthly average of 7,098 declarations and petitions and the United States district courts in New York City and Brooklyn were handling a monthly average of 1,758 declarations and petitions, or a total of 8,856 naturalization papers on a monthly average.

Under the new plan, for the period from April 1, 1924, to the close of the fiscal year, June 30, 1924, the two United States courts handled a monthly average of 8,885 declarations and petitions prepared and filed through 10 employees under the supervision of the District Director of Naturalization. In June, 1924, these employees had become so proficient that the declarations and petitions prepared and filed during that month were 9,391, an increase of more than 1,000 over the 8,333 naturalization papers filed in April, and 535 more than the monthly average attained under the old order.

From this it is clear that the cost to the Government per 1,000 papers filed has been materially reduced and a higher efficiency

accomplished. Satisfactory arrangements have been made with the United States district courts for the hearing of all petitions for naturalization filed in the two countries and at the rate that they have been filed heretofore in the two county courts and the United States district courts.

The number of petitioners denied admission by the courts during 1923 was 24,884, as against 18,324 in 1924. This represents a decrease of 26 per cent. Of the 18,324, about one-third were for evasion of the draft during the World War and for disloyalty to the Government. The number of continuances were because of illiteracy 1,450, ignorance of our form of government 8,703, nonappearance 22,800, and other causes 9,739, the number this year aggregating 42,692, or 12 per cent less than during the preceding year.

The courts canceled 408 certificates during the last fiscal year. Many of these were for fraudulent procurement, the expense incident to which was many thousand dollars greater than the amount of curtailment in the bureau's appropriation for the fiscal year 1925. These cancellations represent approximately 50 different causes.

Certificates of naturalization have been canceled by courts in the San Francisco naturalization district growing out of the wholesale fraudulent naturalizations which occurred in that district between 1920 and 1922. Such consisted, for the most part, of draft evaders, slackers posing as honorably discharged soldiers and sailors, and men who claimed merchant service through forged seamen's discharges. It is gratifying that the courts have thus seized this opportunity to stamp out what seemed for the moment destined to bring into our judicial history the greatest series of frauds ever perpetrated upon the country. It was a blight for which the judiciary was in no way responsible, but represented an imposition upon it by unscrupulous violators of the law who sought to attain through intrigue and lawlessness that sacred privilege, not right, granted to law-abiding foreign-born residents who might wish to share, through lawful procedure, the great heritage so well founded and bequeathed by our forefathers.

Citizenship training.

The public has shown an increasing interest in dignifying the proceedings admitting aliens to citizenship. Impressive ceremonies have been held in many courtrooms. In other places celebrations of admission to citizenship have been combined with public-school graduating exercises wherein naturalization certificates and diplomas certifying a satisfactory completion of the course were presented on the same occasion. The contrast in intelligence between aliens who attend the schools and those who do not is such that the courts are more generally upholding the higher standards for citizenship

urged by the bureau and are recognizing the value of the work of the school-teachers. Where a poor comprehension of the English language and theory of the Constitution is shown by the petitioners, the judges are becoming more and more insistent upon their attending school wherever possible, before granting them citizenship. Men who are practically illiterates would be naturalized in larger numbers were it not for the work of the public schools at the instance of the Naturalization Service, in cooperation with civic organizations striving for higher ideals in the body politic. It is fundamental that the public schools are sustained on the theory that our Republic can not progress unless its future citizenry is educated. To make citizens of aliens but deny them school opportunities solely because they are adults is contrary to this fundamental principle. Thomas Jefferson declared that "Elementary education is an inherent right of all in a democracy." When adult citizenship schools are organized the bureau contributes the names of declarants and petitioners and provides the Federal Textbook on Citizenship Training and the Manual for the use of teachers. Furnishing this teaching material has probably contributed more to the organization of new classes than any other one element of the bureau's work.

During the past year the names and addresses of 371,860 candidates for citizenship have been supplied to public-school authorities in 699 cities and towns, or 82,127 more than during the preceding year. Cards of invitation to the number of 43,722 were forwarded for delivery by adult volunteer workers and 35,655 for delivery by the Boy Scouts of America. The increase in the number of invitations delivered by adult volunteers over last year, 13,722, is indicative of the increased interest which civic workers are manifesting.

As shown by reports for the fiscal year just closed, the Bureau of Naturalization in its citizenship-training work cooperated with the public schools of 3,023 communities throughout the United States. Students from 291 of these communities went to adjacent places to attend classes, there being no classes in the towns where they lived. Reports to date have been received showing 150,080 students enrolled, 2,501 of whom were receiving individual instruction in rural communities. As a number of the larger enrollment centers have not yet sent in their reports the figures are known to be far below the actual enrollment.

While five years ago there were not many superintendents of schools who considered special training necessary for teachers of the adult foreign born, and few who actually provided such courses, during the past year this training has become a recognized necessity wherever this type of educational work has been undertaken. The bureau has in many cases furnished material for teacher-training classes and in some instances instructors or speakers.

The exchange of periodicals published by the students in citizenship classes, which was made possible by the bureau's compilation and publication of an exchange list, has proved increasingly useful. New publications of the kind have been noted from month to month.

From Federal and State penitentiaries and other penal institutions have come expressions of warm appreciation of the textbooks the loan of which by the bureau has enabled the officials in charge of the unfortunate inmates to accomplish much in their rehabilitation to good citizenship.

During 1924, 2,500 industrial concerns were assisted in various ways in furthering the training for citizenship of their foreign-born employees. To date this brings the total number of employers of foreign-born labor who have sought the bureau's aid to over 22,000. The bureau has established effective cooperation in citizenship-training activities between officials of industrial concerns and public-school authorities. Many companies employing large numbers of foreign-born men and women maintain classes of instruction in their plants under public-school supervision. In many communities where local public-school authorities are unable to defray the expenses incident to the maintenance of classes, industrial concerns supply the necessary funds or share the expenses with the community. In Pennsylvania, West Virginia, and Ohio especially effective work has been done by the bureau's representatives in bringing about friendly and advantageous cooperation between mine owners and miners and the public schools. The benefits derived through education and citizenship of the foreign-born residents are acknowledged to be mutual.

WOMEN'S BUREAU

Type of work done.

With the close of the fiscal year 1924 the Women's Bureau has completed its sixth year. Through this bureau we perform the functions for which it was created, the task of formulating standards and policies to promote the welfare of wage-earning women. In line with this policy we have carried on during the year work of a varied and extensive nature. In general the program has consisted of activities that may be classified as follows: State investigations of conditions of employment of women in industry, special studies of problems particularly related to wage-earning women, cooperation with State and Federal officials on such matters, conferences for the exchange of ideas about women workers, and research and educational work. In view of the more than eight and one-half million women employed in gainful occupations, the task has been tremendous. The many elements of which this vast industrial army is composed, the variety of jobs in which women are now found, and

the differences in the labor legislation in the 48 States add greatly to the complexity of the problems confronting the department.

State studies.

This branch of our service, created as it was to work in conjunction with State departments of labor, has always engaged in State investigations as an important part of its work. Although the investigations in particular States are somewhat local in their appeal they present data representative of the employment of women in the various industries throughout the country. During the past year activities of this type have comprised the completion of a report on the hours and wages of women in New Jersey industries; the field work of hours and working conditions of women in Illinois; and of the hours, wages, and working conditions of women in Oklahoma. In the Illinois survey were included 48,497 women employed in 429 establishments—factories, stores, restaurants, hotels, and laundries. The field work of the Oklahoma study has been completed and has included in round numbers 4,300 women employed in 170 establishments, comprising factories, mills, stores, telephone exchanges, restaurants, hotels, and laundries.

Cooperation with State departments of labor.

The State surveys constitute one way in which we have cooperated with State departments of labor. The investigation in Oklahoma was undertaken at the direct request of the State labor officials, and in Illinois, although the survey was not initiated by the State department of labor, the State officials cooperated whenever possible with the department. In other ways we have aided State departments of labor, supplying on request special information on various aspects of wage-earning women, and sending charts, maps, and other exhibit material to be used in the States. A definitely organized means by which the department has been functioning as a clearing house of information regarding the activities affecting working women in this country and in others is the News-Letter which was started in 1921 at the request of the Association of Governmental Labor Officials and which has had nine issues during the past year. Among other things we have outlined current activities in regard to the minimum wage laws already in existence; discussed all efforts, successful and unsuccessful in the various States, to pass new legislation concerning wage-earning women; and presented digests of special and State reports on hours, wages, working conditions, industrial accidents, and law violations as related to women.

Special studies.

In addition to the State investigations other special studies have been conducted on subjects peculiarly related to wage-earning women.

One study that has been completed is a valuable one presenting the social and economic problems of women breadwinners in four representative communities: Passaic, N. J.; Wilkes-Barre and Hanover Township, Pa.; Butte, Mont.; and Jacksonville, Fla. The family responsibilities of these women breadwinners have been correlated with their occupation and industry, age, country of birth, and marital and domicile status. The study covers nearly 40,000 women and girls in gainful employment, these constituting over 38 per cent of the entire female population 14 years of age and over reported in the four communities.

The first part of the field work and statistical compilations and correlations connected with an extensive investigation to discover the amount and causes of absenteeism among women employed in textile mills has been completed. An effort also was made to get information on the question of labor turnover in these establishments. The survey covered 18 mills located in the following 14 important textile States: Alabama, Connecticut, Georgia, Louisiana, Maine, Maryland, Massachusetts, Mississippi, New Hampshire, New Jersey, New York, South Carolina, Texas, and Vermont. The records of 6,200 men and 4,338 women employed in these mills were inspected. Of the women, 2,215 were visited and interviewed in their homes by the department's agents as to the cause of time lost from their industrial employment.

Another study now completed in a new field of work where there is an undoubted need for research and outline of standards has been a study of domestic workers. The study was made at the request of the Domestic Efficiency Association of Baltimore, an organization formed for the purpose of putting domestic service on a better and more standardized basis and was founded on the records of this association. The report, however, includes a bird's-eye view of the so-called "servant question" at the present time and some efforts that have been made, chiefly in other countries, at readjustments.

Because of a realization of the need to consider the employment of women from the standpoints of hazards and injuries, a study of compensable work accidents to women wage earners in New Jersey, Ohio, and Wisconsin was inaugurated in the spring of 1923 and has been continued during the past year. The field work has been completed and the tabulation of the data secured is now going on. The object of the study has been to determine the cause of accidents to women in industry; to ascertain the nature and degree of the resulting disabilities; to estimate the time lost for which compensation was paid as well as further time lost on account of injury; to investigate any assistance rendered making for rehabilitation in economic

or home activities through medical treatment, vocational training, or job performed; and to consider means for the prevention of accidents. The material was obtained partly from the accident records in the State Compensation Board files for the 12-month period between July 1, 1919, and July 1, 1920, and from interviews with those women who had received a permanent disability. Records of about 3,300 compensable cases were studied, a majority of which resulted only in temporary disability. In all, however, about 400 women who had been left with a permanent disability of some degree were located and interviewed.

In view of the importance of a shorter day for the employment of women, desiring to collect in a single bulletin for a uniform date information relating to the scheduled hours of the women employed in the industries of those States where investigations had already been conducted, we sent out questionnaires in the spring of 1923 to all firms formerly visited, requesting that the number of women employees and the scheduled hours of the firm on September 15, 1922, be recorded. Thirteen States—Alabama, Arkansas, Georgia, Indiana, Iowa, Kentucky, Maryland, Missouri, New Jersey, Ohio, Rhode Island, South Carolina, and Virginia, and two cities outside these States—Philadelphia and Chicago—were included. Reports were obtained from approximately 85 per cent of the firms to which questionnaires had been sent. In all information on scheduled hours was secured for 162,792 women employed in 1,709 plants. The report also includes a discussion of legal-hour standards in the States surveyed and those hour standards for women advocated generally by the most progressive authorities on the subject.

We also have completed the tabulation and analysis of the material collected in a field survey made during the summer and fall of 1923 of the conditions under which women and children are employed in the canning and preserving industry in the State of Washington. The survey covers two distinct phases of work—first, the picking of fruit in the berry fields and in the apple, pear, and prune orchards, and second, the preparing and packing of fruit and fish in the canneries and warehouses. Personal interviews held with 3,000 women at work in regard to working histories brought out many interesting facts. Hour and wage data for women pickers were secured from interviews and from correspondence with employers and employees, whereas such data for the women employed in warehouses and canneries were copied from pay rolls.

Research and educational work.

The research and educational work has formed an important part of our program. The research division has compiled data necessary for the studies made and also put in available form many facts from

the United States Bureau of the Census, State laws, and other sources for use throughout the country. In response to special requests from numerous organizations concerned with the problems of working women, much valuable information has been collected and distributed.

The research study of the operation and administration of minimum wage laws which was started in the spring of 1923 has been continued. Records and reports from California, Massachusetts, Minnesota, Oregon, Washington, and Wisconsin have been collected. An interesting piece of work, the result of which I am planning to publish in the near future, deals with legislation bearing specifically on the civil and political rights of women in Oregon. Because of the many changes in labor legislation for women throughout the country in the last three years, either on account of new laws passed in certain States or modifications of old ones or different interpretations of such laws, bulletin 16, entitled "State Laws Affecting Working Women," and published in 1921, has during the past year been revised. Another valuable piece of research work that has been accomplished is a comprehensive minimum-wage bibliography dealing with the subject of minimum wage for women in the United States and Canada. A special bulletin now in the course of preparation aims to present in graphic form facts concerning wage-earning women in regard to numbers employed and their occupations, age, race, color, nativity, and marital status.

In addition to the bulletins published, a number of more or less popular articles on various aspects of women in industry have been written from time to time for newspapers and periodicals. Another phase of the educational work has been the constant circulation of exhibit material and the addition of some new features to our collection. In general, it may be said that all the exhibits have been used continuously and extensively by educational, industrial, labor, and religious organizations in all parts of the country. In October, 1923, a permanent exhibit was installed as the department's contribution to the health exhibit in the Smithsonian Institution of Washington. The exhibit is in the form of a miniature model factory, illustrating the equipment and standards necessary for adequate health protection for women in industrial establishments. Four large charts showing the occupational progress of women in gainful occupations in the United States and the scheduled hours and median wages of women in the States surveyed have been printed and are now being distributed to interested organizations. Other charts have been made and used for special occasions. Arrangements have been completed for the revision of the motion picture, *When Women*

Work, which has been in circulation for almost four years and which needs in some respects to be brought up to date.

Publications.

During the year the following bulletins have been published:

- No. 32. Women in South Carolina Industries.
- No. 33. Proceedings of the Women's Industrial Conference.
- No. 34. Women in Alabama Industries.
- No. 36. Radio Talks on Women in Industry.
- No. 38. Married Women in Industry.
- Home Work Laws in the United States.
(Advance Section from Bulletin No. 40.)

The following bulletins are in press:

- No. 35. Women in Missouri Industries.
- No. 37. Women in New Jersey Industries.
- No. 39. Domestic Workers and Their Employment Relations.
- No. 40. State Laws Affecting Working Women.
(Revision of Bulletin 16.)
- No. 41. Family Status of Breadwinning Women in Four Selected Cities.
- No. 42. Minimum Wage for Women in the United States and Canada—a list of references.
- No. 43. Standard and Scheduled Hours of Work for Women in Industry.

The coming year.

For the coming year we have plans not only for a continuation of its regular routine activities and for a completion of studies and reports which have been begun during the past year, but also for the initiation of new studies of considerable magnitude. The work planned, however, is somewhat handicapped by the fact that the appropriation of \$107,380, although showing a slight increase in actual figures over the \$105,000 appropriation of the preceding year means in reality a slight decrease in the amount available on account of the salary increases resulting from the classification act of 1923.

Reports on the following subjects which are now in preparation will be completed:

- Women in Ohio Industries.
- Absenteeism of Women in Textile Mills.
- Women in the Canning and Preserving Industry in the State of Washington.
- Industrial Accidents among Women.
- Legislation for Women in Oregon.
- Minimum Wage Laws.
- Women in Illinois Industries.
- Women in Oklahoma Industries.
- A Graphic Presentation of Facts about Women Wage Earners.

A report on night work for women is planned. This will consist of a compilation and welding together of material on the subject

which has already been collected during the State investigations, together with a discussion of the laws in the United States prohibiting and regulating night work for women.

Arrangements have been made for a State-wide investigation of the hours, wages, and working conditions of women in Delaware industries, the field survey to be begun the latter part of August. A request from Mississippi for a similar survey there has been received. We plan to include such a study in the program for the coming year.

As a supplement to the study on absenteeism of women in textile mills, we expect to carry on additional field work for the purpose of securing technical information on the spare-hand system which is practiced so extensively in the textile industry and is so closely tied up with the whole subject of absenteeism.

Plans have also been made and some preliminary steps taken for a study of employment records in certain States where adequate statistics are available, with a view to determining whether or not the employment problem among women presents any unusual aspects which should make it a subject to be considered separately from that of men. I had hoped during the past year to undertake this study, but limitation of appropriation and personnel made it impossible to do more than a little preliminary work on the subject.

Because of the more than a million foreign-born white women in gainful employment in the United States, and because of the many requests received for information concerning foreign-born women in regard to race, numbers, and occupations in various localities, it is deemed necessary to make a survey along this line during the year.

The yearly program contemplated a continuation and extension of the various phases of educational work, especially in the increase of magazine and newspaper articles, presenting in popular form available information, emphasizing the human-interest aspects of the work, and reaching in this way certain groups of the public not interested in technical and statistical reports. In line with such needs a textbook containing vital social and economic truths about women in industry will be published. In order to meet more adequately the many requests for motion pictures dealing with the question of women in industry, we have already made a contract for a new two-reel film. The picture will give a survey of the changed conditions of women's service in the development of industries from home activities into factory processes; an explanation of the peculiar strains which the necessary adaptations have put on women, together with the health factors involved, and of the manner in which these strains can be reduced to prevent the wrecking of

physiques without lowering individual or plant efficiency. Finally the film is to point out the need of public understanding of such factors and of the need for public insistence on their universal application in the interest of better children, better personal lives of the women, and of greater powers of service on the part of the women workers.

16376-24-10

The Twelfth Annual Report of the Secretary of Labor to the Senate contains, besides the usual summary, for the interest of those persons not familiar with the content of the Nation's wage surveys the Department of Labor has prepared a guide to the material presented in the report. The guide is in the form of a series of questions and answers, and is intended to help the reader to understand the meaning of the figures and to see the relation of the figures to the general conditions of the labor market. The guide is in the form of a series of questions and answers, and is intended to help the reader to understand the meaning of the figures and to see the relation of the figures to the general conditions of the labor market. The guide is in the form of a series of questions and answers, and is intended to help the reader to understand the meaning of the figures and to see the relation of the figures to the general conditions of the labor market.

In the course of preparing the report, the Department of Labor has been very much aided by the cooperation of the various State labor departments and the various labor organizations. The Department of Labor has been very much aided by the cooperation of the various State labor departments and the various labor organizations. The Department of Labor has been very much aided by the cooperation of the various State labor departments and the various labor organizations.

The report is a very important one, and it is hoped that it will be of great value to the public. The report is a very important one, and it is hoped that it will be of great value to the public. The report is a very important one, and it is hoped that it will be of great value to the public.

PART II

COMMENT AND RECOMMENDATIONS

INTRODUCTION

The Twelfth Annual Report of the Secretary of Labor is the fourth rendered during my incumbency. In its purpose to foster, promote, and develop the welfare of the Nation's wage earners the Department of Labor has no authority to foster any special privileges for the wage earner. The safeguarding of the rights of labor, the betterment of working conditions, the advancement of opportunities for profitable employment—these are the objects of the department. In the pursuit of these objects it covers a wide field. Under its beneficent jurisdiction come not alone workingmen and working women but the children of working men and women, and the unfortunate little ones who by press of economic circumstances have been forced into the stern path of labor before their time. Its great care is humanity—men, women, and children. The closer the association with the service which the department has to render the greater is the realization that its value can never be reckoned in terms of dollars and cents. In the welfare of the wage earner lies the future of the Republic. The basis of the best patriotism lies in the homes of the people, and the vast majority of the people of America to-day are the wage earners.

In the matter of appropriations the Department of Labor takes little by way of taxation from the public. The Bureau of Immigration and the Bureau of Naturalization are self-sustaining, and will continue to be self-sustaining even with vastly increased activities, under the recommendations which I make in the following pages of this report. The almost insignificant appropriations for the division of conciliation and the United States Employment Service are more in the nature of insurance against depression in industry than a tax upon the Treasury, placing the burden at a time when it will least be felt, and then so lightly that the humblest citizen can not notice its weight.

The greater amount of the annual appropriation for the Children's Bureau is allotted to the States under the provisions of the so-called Sheppard-Towner legislation, and is direct appropriation for State activities, the bureau having only limited supervision of its expenditure. It represents investment in human lives—the sav-

ing of mothers and babies in maternity. The small amount of funds at the disposal of the Women's Bureau are used directly to foster, promote, and develop the welfare of women wage earners, and to improve their working conditions, and to advance their opportunities for profitable employment.

Before we can provide any group of men with opportunities to benefit themselves, to improve their social, economic, and political status, we must know their needs, exactly and in detail. The Bureau of Labor Statistics as an organization provides those facts. It is particularly fitting that this fact-finding organization should be the bureau from which the department itself grew. From the cost of beefsteak in New York to the hours of labor of a harvest hand in Texas every detail that affects the wage earner interests the Bureau of Labor Statistics.

After more than three years of service as the head of this great department I can not too plainly point out that the service which is to be rendered will be in increasing proportion to the means furnished by Congress for doing it. To do the job at all requires an organization which must extend to all parts of the country, and unfortunately, compared with the tasks which it might undertake, the appropriations of the department at present, outside of the Bureau of Immigration, is more or less skeleton. The people are beginning to realize the vast importance of the activities carried on, and the calls upon the various agencies are becoming daily more numerous.

It is time to get down to facts in our effort to make industry safe for America. For some years we have been spending large amounts of time, energy, and money to safeguard the lives and limbs of the men whose labor makes this country the greatest industrial Nation in the world. This purpose is a laudable one from every point of view. It is a work of true service, both to the individual and to humanity. It means the making of a better industry for America and a better America for industry. Every life we save, every disability we prevent, every vocational disease we overcome or avoid means something added to the sum total of human happiness. It likewise means something added to the sum total of our economic prosperity. I have no doubt that we have come a long way in the last decade or two in the matter of industrial safety, but I would like to be able to prove it.

So far as I can find out—and I have spent some time in studying the matter—we do not know what we are doing or where we are going as a Nation in the way of preventing industrial disease. Our whole struggle for safety in industry, from a national point of view, is a fight in a fog. We are surrounded and bewildered by a constantly rising mist of slogans and campaigns and drives and estimates.

We know that in certain individual plants and in certain individual industries we are making tremendous strides toward safe operation. We know that our slogans and campaigns get results in many cases. But we do not realize that no human being on the face of the earth to-day can tell within thousands how many American workers were killed in industry last year. I have seen estimates by our very best authorities which fix the number of fatalities annually in industrial accidents at 12,500, 25,000, and 35,000—a range of more than 20,000. The experts of the Bureau of Labor Statistics have estimated these fatalities at about 21,000. We say that such information as we have indicates that there are 2,453,418 industrial accidents annually, with a resulting wage loss of \$1,022,264,866. Truly these figures are appalling. They indicate a terrible wastage of human life and human effort. They call for our best efforts to end conditions which make that waste possible. But in the end they are estimates, based on "limited statistical data," "relative hazards," and other more or less abstruse calculations of the expert. We want facts.

The American people are entitled to know exactly what price they pay in human life and limb for our industrial prosperity.

The American people are entitled to know where, when, and how men and women are killed and maimed in industry.

All who are working to cut down this human cost-sheet of American industry, are entitled to have the facts upon which to base their efforts. We ought to know where, when, and how accidents occur if we are to make an intelligent, effective fight to prevent them. We must know the conditions which cause vocational diseases before we can find the means to avoid them.

Our fundamental need in the fight for safety in industry is facts; without them we are working in the dark. We are, nationally, like a physician who would undertake to treat a patient without first making a diagnosis of his ailment. You can not make a true diagnosis without facts.

We should make an effort to get the facts, and all of the facts, as to industrial accidents in the United States. The project needs and will get the support of every organization interested in saving human life and limb in industry. I am not one of those who believe that the Federal Government ought to busy itself about the affairs of every individual American. I am not one of those who seek to have the Federal Government poking its nose into everybody's business. I am old-fashioned enough to hold that the function of government is to govern, not to conduct the private business of its citizens. This, however, is a national problem. That is clearly recognized when we note the wide range of industry and territory concerned. The Federal Government is the only agency which can

properly and efficiently assemble the facts which are fundamental in meeting this problem of industrial safety nationally. Our difficulties to-day lie in the wide diversity of statistics as to industrial accidents as those statistics are collected and collated by the individual States. State laws as to workmen's compensation under which most of the data as to industrial accidents are collected differ widely. Industries covered in one State may not be covered in another. What is an industrial accident in one State may not be classified as an industrial accident in another. Six States and the District of Columbia have no machinery for reporting industrial accidents. The result is that when we come to look at this matter nationally we have only a hodgepodge of information, most of it utterly useless for the compilation of data covering the Nation. I propose to put some order into this chaos.

I want to recommend to the Congress the necessity of giving to the department the authority, the men, and the money to enable it to undertake real industrial safety research work, either through the present Bureau of Labor Statistics or some other agency. Legislation for this purpose should include the following:

Provision for the collection of all information, data, and statistics as to industrial accidents and their prevention and industrial diseases and their prevention, by the Federal Department of Labor in cooperation with the various State agencies engaged in this work. By this means we would seek the cooperation of all State agencies in making all our data uniform and comparable.

Provision for the publication and dissemination of this information throughout American industry by the Department of Labor.

Provision for the maintenance by the Department of Labor at Washington of an industrial-safety exhibit, where could be gathered together for the benefit of American industry as a whole, models, devices, plans, and methods for safeguarding the worker in American industry. This exhibit should be a thorough and complete exposition of every machine or method proved by experience to be a contribution to the advancement of safety in industry. It should be made possible for any manager to find there in Washington the latest word in effective and practical means to make his plant safe for his employees. I would not confine this to mechanical safeguards alone, but would include in the plan every feature of industrial safety engineering and safety organization.

Under such a law and with such machinery much could be gained for industrial safety. The department would provide for all America the real facts upon which to base accident prevention and vocational-disease prevention. It would be able to pave the way for uniform State laws not alone as to industrial-accident statistics but as to accident prevention and the installation of industrial-safety

devices. At present, safeguards required by law in one State may not be required across the State line just a few miles away. A workman accustomed to work at a machine properly safeguarded, by changing his place of employment, may find himself at an unguarded machine, exposed to loss of life or limb. Uniform State laws would end this danger.

The vital factor in industry is the human factor. There is no excuse for wasting it or neglecting it. I look forward to the day when American industry will be conducted without loss of life or limb beyond the normal hazards of everyday existence. I look forward to the day when the worker will be as safe at his work as he is in his home, when our prosperity will come to us without the payment of a vast price in flesh and blood.

We like to characterize the Government of the United States in the words of Lincoln, as a "Government of the people, by the people, and for the people." The Department of Labor is the most intimate of its many branches, because it touches the everyday life of every individual. If for no other reason, its growth should be encouraged because of the contact which it affords between the wage earner and his Government. But the mission of the department goes much further; its object is well stated in the organic act, which is reprinted as an appendix to this report, and I most earnestly recommend that the Congress approve appropriations which will enable it to carry out efficiently the tasks which it is suggested should be undertaken.

DEPARTMENT QUARTERS

It is necessary to again bring to your notice the necessity of making provision for the housing of the department at the expiration of the present lease. Although this does not expire for three years, the housing question must receive consideration, so that necessary arrangements can be made. It will be essential, in order to adequately house the department, to secure approximately 120,000 square feet of office space.

Attention is also called again to the report of the Public Buildings Commission of December 18, 1917, on page 342 of which is the project of the commission to erect a Government-owned building for the Department of Labor on the site bounded by Fourteenth and Fifteenth and C and D Streets NW. The proposed building will comprise a net floor space of 155,650 square feet, which will not be more than sufficient to take care of the natural growth of the department by that time.

In the next few months the matter of the arrangements for the lease of the present quarters will be taken up with the owners and it will be necessary to secure congressional enactment in order to pay the new rental. It can not be too forcibly impressed that it will be

necessary for some arrangements to be made with reference to the housing problem of the department. Congress is placing additional duties on the department calling for additional clerical help and equipment, all of which activities must be housed and taken care of.

RETIREMENTS—ANNUITIES

The question of the annuity to be paid to employees who have reached the retirement age presents a problem that has given me much serious thought. The present law, which allows a maximum of only \$60 per month to those who have reached the age of 70 years and who have served at least 30 years in the civil service, is entirely inadequate. The scale of salaries paid to Government workers has ever been so low that only a small proportion of the employees have been able to lay by more than a little, if anything, to provide for their support in their old age, and to be forced out of their jobs at the age of 70 years with the small pittance of \$60 a month as a maximum is certainly unfair and unjust to those faithful workers who have given 30 of the best years of their lives in the service of their Government. Sixty dollars a month is not enough to pay even the bare necessities of life of a man and wife, even though he has no other dependents.

One other serious situation presents itself. There are many cases among those employees who have been able to save a little out of their meager salaries who have adopted one of the best methods of providing for the so-called "rainy day" and have invested in life insurance on which they have paid premiums perhaps for many years. The annuity paid under the present law is so small that it is impossible to keep up those premium payments, and therefore those policies must lapse, leaving them nothing with which to provide for their families after they are dead. These and many other equally strong reasons induce me to recommend and urge the passage of a more liberal retirement law. The maximum annuity to be paid those 70 years of age who have served 30 years should be not less than \$100 a month, with a provision for voluntary retirement at the same annuity after 30 years of service to those who have reached the age of 60.

PRINTING AND BINDING

Legislation enacted just before the adjournment of Congress raised the compensation of certain employees in the Government Printing Office. The obvious and inevitable result of the increase in pay will be an increase in the cost of printing. This presents a most serious situation, affecting this and every other department. When appropriations were made for the fiscal year 1924 they were made

on the then existing scales of wages and were intended to provide for the payment for printing which the departments, the Bureau of the Budget, and the Congress agreed was necessary to the conduct of the public business. The Congress, by the enactment of the law providing for a wage increase, has added to the cost of producing that printing, after it had been prepared and forwarded to the Public Printer, a very appreciable percentage. On the \$87,541.96 worth of work in the hands of the Public Printer on June 30, it is believed that the increased cost due to higher wage scales can not be less than 10 per cent and is much more likely to exceed that estimate.

And what has been said of the uncompleted work of 1924 is equally true of the appropriation for 1925, except that, in my judgment, the increased cost for 1925 will be not less than 25 per cent. This differentiation is based on the fact that much of the labor cost on the 1924 uncompleted work already had accrued and is chargeable at the old scale, a very considerable portion of remaining charge being for paper stock on which there will be no increase.

It is therefore most earnestly recommended that the Bureau of the Budget authorize an estimate for a deficiency appropriation for printing for 1924 for such sum as the Public Printer may consider necessary to complete the work ordered prior to June 30, 1924, and a deficiency appropriation for 1925 of at least 25 per cent of the appropriation. It would seem that, this increase in cost having been caused by the legislation above recited and the Bureau of the Budget and the Congress having agreed with the department that the work authorized was necessary, the equity of such a request can not be denied.

THE CONCILIATION SERVICE

The conciliation service of the department demonstrates the wisdom of the general policies laid down for the guidance of the commissioners in the performance of their duties. No hard and fast rules are prescribed in the work of mediation because each trade dispute is a problem in itself and can be solved only by considering all the factors entering into the specific situation.

The guiding policies of conciliation contemplate genuine cooperation of our representatives with any State, municipal, or local agency, with any State or local officials, or with citizens' committees seeking to harmonize an industrial controversy.

We have been gradually making headway in the way of cooperation with State bodies organized for mediation purposes. This is in line with the message of the Secretary of Labor delivered to the convention of governmental labor officials at Richmond in May, 1923, by the director of conciliation that "the Federal conciliation service is willing and anxious to genuinely cooperate with any and all State

agencies in the adjudication of trade disputes arising within any State." During the past year a very fine plan of cooperation has been worked out with the State of Pennsylvania whereby prompt notification is made to the respective services of any calls made upon them for their good offices in a dispute arising within the State of Pennsylvania. Many other of our Commonwealths are working with the Federal service whole-heartedly and effectively, and even in States where we have no cooperative understanding State labor officials have been universally considerate and helpful to the Federal commissioners assigned to cases within their States. We are seeking to extend this cooperative arrangement and have strong evidence that in the handling of trade disputes, particularly if the plants affected are located wholly within the boundaries of a particular State, the joint effort of State and Federal mediators results satisfactorily.

The first-hand understanding of local situations possessed by the State representative combined with the knowledge of the Federal representative of the industrial relations conditions at large makes a truly effective combination, capable of guiding the interested parties in a specific case intelligently and nearly always successfully.

Neither the management nor operatives in American industry favor compulsory settlements in the matter of industrial disputes. It has been determined that voluntary action through joint conferences and common council, aided by experienced conciliators acting in an advisory capacity, result in a settlement that is thereafter mutually respected and faithfully observed during the life of the agreement. Generally speaking, the experience of the past years demonstrates that the conciliation way of arranging joint conferences, where the contending parties meet together, consider together, and solve their problems together, is the real American way and the best plan so far devised for the mediation of differences arising between employer and employee.

First of all the aim of the Department of Labor through the conciliation service is to prevent strikes and lockouts—to stop trade disputes before they reach the point where an open break occurs.

Inasmuch as practically all strikes and lockouts are ultimately adjusted through negotiation, why not negotiate and adjust the issues in dispute while production continues? The parties at interest, like sensible business men, should come together and settle their difficulties without recourse to the strike or lockout. In this laudable endeavor experienced commissioners of conciliation prove of inestimable value to employers and employees.

In order that the Secretary of Labor can keep pace with the increasing demands for conciliatory assistance it is necessary that

Congress shall gradually increase the appropriation for commissioners of conciliation. With an increased appropriation the Secretary can gradually extend the service and from time to time select additional commissioners informed on industry generally but especially expert in some specific industry. Such an expert representative of the Federal Government when assigned to an industrial dispute in his particular line would be thoroughly informed and equipped to aid skillfully and intelligently in directing the negotiations, and act in the capacity of an impartial and experienced adviser and counselor.

In these situations commissioners of conciliation trained in the particular industry affected would have technical knowledge of the problems of the industry and the vision necessary to guide the conflicting interests intelligently and harmoniously, thereby contributing to speedy and satisfactory adjustments.

With sufficient funds for mediatorial work, the present personnel engaged in mediation work in all the varied industrial endeavors would be strengthened.

The naming of a few specially trained commissioners to aid our present force in controversies arising in certain basic industries would make the conciliation service still more effective as the industrial peace-making agency of our Government.

EMPLOYMENT SERVICE

It is the duty of the Government to provide every possible avenue for keeping its people employed. The United States Employment Service, by cooperating with and coordinating the public employment offices throughout the country, is, to a limited extent, bringing together the jobless man and the manless job. General sentiment has crystallized into belief that this undertaking is an important function of the Federal Government. In my opinion, the United States Employment Service should be made a statutory bureau of the Department of Labor. I indorse the plan of cooperation with the several States, but permanent legislation should also provide for general supervision by the Federal Government, an adequate system for the clearance of labor between the States, and financial aid on a fixed per centum of the appropriation made by each State for employment activities.

In addition to State cooperation and other activities, an important (if not the most important) function of the United States Employment Service is performed by its farm labor division. The work of this division in 1922 increased about 20 per cent over that of 1921, and in 1923 50 per cent more service was rendered than in 1922, while this year a still greater effort is being put forth in recruiting and distributing seasonal farm help. The territory must be further

extended in response to the many demands coming from those sections not yet covered, and in order to carry out the plans now under consideration for the coming year, I recommend that sufficient funds be appropriated for this service.

HOUSING CORPORATION

The program of the United States Housing Corporation under the present administration has had for its objective the accomplishment of two results. Its primary duty, of course, as prescribed by law, has been to so dispose of the properties falling under its jurisdiction as to effect the largest possible recovery of the Government's huge investment in the war housing program. At the same time it was, in effect, commanded by this same statute to so order its sales policy as to promote home ownership throughout the Nation. That it has measurably attained both these results is attested by the fact that, under the liberal selling plan which it adopted, many thousands of wage earners throughout the country have become home owners, and by the following brief account of its financial achievements:

Appropriations:

Housing for war needs.....	\$60,000,000.00	
Housing for war needs.....	40,000,000.00	
		\$100,000,000.00
United States Housing Corporation expended—		
1920.....	1,713,944.02	
1921.....	1,144,263.50	
1922.....	1,004,437.27	
1923.....	965,160.67	
1924.....	790,789.83	
		5,618,595.29
		<u>105,618,595.29</u>

Return to Treasury:

Housing for war needs.....		32,500,000.00
Miscellaneous receipts—		
1920.....	\$5,400,326.85	
1921.....	4,637,860.16	
1922.....	3,556,547.81	
1923.....	4,773,553.55	
1924.....	4,607,966.08	
		22,976,254.45
Unexpended balance, housing for war needs.....		633,708.97
Transfers to other departments.....		2,830,308.95
Real estate contract and mortgage balances.....		11,334,800.00
Real estate for sale and resale, appraisal value.....		1,566,000.00
Transportation and municipal loans balance.....		2,676,202.01
		<u>74,517,274.38</u>

This compilation shows a probable loss of approximately \$31,000,000, or about 29 per cent, which, in view of the facts that the

chief expenditures were made during the war, and that many projects necessarily were abandoned upon the signing of the armistice, constitutes a truly remarkable record for what is essentially a war agency.

Thus it will be seen that the Housing Corporation, though perhaps impressed with what might be termed more of a business interest than characterizes any of the other branches of the Department of Labor, nevertheless has contributed in no small measure to the fulfillment of the principal duty devolving upon that department, namely, the promotion of the welfare of the wage earners of the United States. As evidence of this latter fact it is but necessary to point to the 25 model communities scattered from the Atlantic to the Pacific which were created by the corporation and which clearly indicate that in the construction of homes for wage earners it is practicable to consider the æsthetic as well as the utilitarian viewpoint.

The benefits accruing to both the employer and the employee when the latter acquires a "stake" in the community through the ownership of a home are self-evident. The community at large is likewise bound to be the gainer, for in the wage earner who becomes a home owner the country acquires—

- (a) A citizen rather than a denizen.
- (b) A taxpayer rather than a drone.
- (c) An individual whose interest in the civic life of the community has been stimulated, and who may be expected to take an added interest in the welfare of the country and the spirit of its institutions.

THE BUREAU OF LABOR STATISTICS

The Bureau of Labor Statistics should be recognized as the fact-finding agency of the Government for Government bodies having to do with wage questions and should have equipment sufficient to meet all such demands. Therefore, I strongly recommend that financial provisions be made to enable the department to—

1. Reorganize and expand its general wage work.

With the expansion and rapid variation in types of industries it has been impossible to keep pace with the demands for information along wage lines. New industries like the automobile, for instance, have sprung into existence and suddenly become a predominant influence in creating new wage levels. Hampered by its reduction in appropriation and employees the department was unable until very recently to make even a tentative survey of wages in the automobile industry. Even in the subjects covered the number of establishments taken is becoming too small to serve as a proper sample considering the enormous expansion of the industries them-

selves. For example, the wages and labor conditions survey of the bituminous coal industry has placed in the possession of this department practically all the information that could reasonably be asked for and all the information that was secured by the Coal Commission at a tremendous expense. The only objection to accepting these figures on the part of Congress was that the sample was too small, so rather than permit us to enlarge our sample at the cost of possibly \$20,000 a commission costing well over a million was appointed to duplicate, in large measure, the work already done.

With the volume of industry along almost every line expanding in proportion in many instances far beyond the growth of population, the department has been compelled to curtail the sample from which it makes its wage investigations and deductions. At this rate, of course, eventually the samples will become so small that the information will become of decreasing value.

To reduce the bureau personnel from 144 in 1919 to 115 for the fiscal year 1925, or a reduction of 29, renders compulsory a radical shrinkage in the work in an era of unprecedented industrial expansion. I have declined and shall decline to let up on the quality of the work done, and, of course, the only other recourse is to limit the scope of the work. I strongly urge that the Bureau of Labor Statistics be put in a position to restore its wage work to that relative proportion of an industry taken to the present size of the industry, which was the former practice.

This year the department has for the first time undertaken to collect wages in metalliferous mining, which will necessarily further tax its ability to keep properly abreast of its wage work. At least 15 more employees should be available for this wage work. As one means of meeting this difficulty, in a few instances wages were taken in certain industries only once in three years, in many others once in two years, and while this practice was not formerly so objectionable yet in the present period of rapid changes in wage rates the principal industries should be taken annually.

2. The demand for an expansion in the cost of living work should be met.

At present the cost of living studies made by the department cover but 32 cities and these the larger ones. It is desired to expand this work so as to cover more territory and smaller towns. I believe the quarterly investigation could now be discontinued and the semiannual studies restored, but even this would not permit me to add the number of localities demanded by chambers of commerce, by specific industries, and by a sudden shifting and localization of industrial groups.

Perhaps the most serious side of this curtailment of work was the demand of the railroad workers for a cost of living survey of rail-

road centers, whether such centers were large cities or small ones. And here again is a case in point. The Railroad Labor Board needed cost of living information at railroad centers for the purpose of adjusting wage rates. The department was unable to furnish the information at the points desired. A proposal to take cost of living by the Railroad Labor Board is strongly urged by that board and is still pending. Now, for the Railroad Labor Board to undertake a cost of living survey for its own purposes, for the Coal Commission to make cost of living surveys for its own purposes in coal districts, as was done, and which to have any comparative value would have to be linked up with the work now being done by the Department of Labor, is neither economical nor can the results ever be made satisfactory.

At least 20 more people should be available for cost of living surveys at the semiannual occasions of making such surveys. Employees equipped to do this work must be also equipped to do other work, as the department can not afford to have a very great number of employees who are available for only one line of work.

3. The industrial accident-prevention work, which was the subject of the meeting I called early in December, 1923, should be vigorously followed up. I have been able to do very little in connection with it up to the present time, owing to lack of funds. State contacts have been made in a number of instances, but owing to the fact that I have but one man to handle this entire problem the progress is entirely unsatisfactory. The fact that the industrial accidents causing a loss of wages for one day or more in 1923 were practically two and a half million, of which 23,000 were fatal, should be sufficient emphasis upon the importance of this work, and the department should be put in a position to employ several experts to place the machinery of accident prevention in operation as rapidly as possible.

In order that a definite forward step may be taken in this work, I recommend that a division of labor safety be created in the Bureau of Labor Statistics and that funds be provided for its maintenance and development. Such a division would bring into uniformity State legislation along accident-prevention lines and uniformity in the gathering and compilation of accident statistics, so that the Secretary of Labor will eventually be able to bring these together on a national scale and show the actual number of accidents, and be able to compute accident rates in all the principal industries.

Bulletins, Statistics of Industrial Accidents in the United States, were prepared by the Bureau of Labor in 1908 and by the Bureau of Labor Statistics, Department of Labor, in 1914. The introduction states:

At the present time there are no entirely complete and trustworthy industrial accident statistics for even a single important industry in the United States.

The most reliable data are for the iron and steel industry, mining, and the railways.

In 1923 a similar bulletin was prepared by the Bureau of Labor Statistics. Excerpts from the introduction will be of interest in this connection. It states:

In some States the compensation law consolidated the factory inspection with the administration of compensation in an industrial commission. In others the two functions were kept independent. It is impossible to administer a compensation law without securing large amounts of statistical information. Consequently the reports required from industrialists were expanded to include the items needed for compensation purposes, but as the commissioners in practically every State were soon engulfed in the multiplied details of compensation administration, and the problems of accident prevention were considered as belonging to factory inspection, not much has been done in the statistical study of accident prevention.

There are five things which must be known regarding groups of accidents if their study is to be of the greatest service in accident prevention. These are (1) the number of accidents occurring, (2) the industries in which they occur, (3) the causes of accidents, (4) the amount of exposure to hazard, (5) the severity of the accidents.

The difficulty is that the States do not limit what shall be regarded as an accident in the same way. Some exclude those causing disability of one day or less, some those causing disability of two days or less, and some those causing disability of two weeks and less. This lack of uniformity regarding what shall be recorded greatly impairs the value of the record as an index of the precise conditions. It is not a matter of great concern to one attempting to formulate national statistics from these State records as to just what the definition shall be, but it is of great importance that it shall be universally adopted.

It is evident that the gross total of accidents occurring in a State with varied industries leads nowhere. It is only when the matter is traced back to the industrial conditions under which the accidents occur that a beginning is made toward a knowledge of the proper remedial measures and their application. When, however, accidents in the various industries are separated, some hint is offered regarding the points where accident-prevention effort is needed.

While an industrial classification gives some indication as to where efforts for prevention may be usefully applied, it does not in the least help in determining what the effort shall be. To gain some notion of what to do in the premises a classification by accident causes is needed. The number of States which have made some efforts at cause classification is evidence that there is some appreciation of its importance.

4. I strongly recommend a comprehensive study of the apprenticeship systems and the present apprenticeship situation from a thoroughly impartial point of view in all the principal industries. Perhaps upon no single subject, with the exceptions of wages and cost of living, has the department been more importuned for definite and up-to-date information than upon this subject of apprenticeship. The only reports issued on the subject are the Eighth Annual, published in 1892, and the Twenty-fifth Annual, issued in 1910, on "Industrial education."

The original estimates of appropriation for the fiscal year 1926, as submitted, contemplate a thorough but quick survey of the apprenticeship problem. I emphasize the "quick" because the results should be made available at once in the interest of our industrial education system.

5. Under the present administration the department has made pioneer investigations into the productivity of labor along several lines. There is now ready for publication a bulletin relative to productivity of labor in the building trades. While I had intended to carry these studies into various industries, it has been necessary to definitely and finally abandon, for the present, the whole project from lack of funds and shortage of men equipped to handle these difficult and technical statistical surveys. I consider the abandonment of this work a definite loss.

In addition to the above recommendations, I would recommend that the strike-reporting work be strengthened and enlarged with a view to not only keeping track of strikes from the sources now used but that comprehensive reports should be made on important strikes. To a certain extent this was the former policy of the department, but it has been abandoned because of lack of personnel equipped to do the work and lack of funds.

I recommend that the gathering of retail prices of food should be extended to more and smaller cities to enable me to definitely answer the question so frequently asked as to whether or not it costs more to live in a small city than in a large one.

During the year the department, through the Bureau of Labor Statistics, has been making an investigation of poor farms and almshouses throughout the country. This investigation deals chiefly with the extent and valuation of public property held and used for poor farms, and the cost of maintaining these institutions for a period of one year. The material has been secured almost entirely by correspondence with responsible county and town poor officials. For fewer than 150 of the 2,339 pauper institutions have we been unable to secure the necessary information either from local officials or from State records. The State boards of charities or the State departments of public welfare in 21 States have also been visited in connection with the investigation. Where such material has been available, inspection reports of State officials have been used to determine the physical and social conditions surrounding pauper institutions and their inmates. No effort has been made for first-hand inspection of almshouses. On the contrary, the scope of the work has been confined to the financial aspect of institutional pauper relief. The report will show the amount of money invested in land and buildings; the total acreage embraced in poor farms,

the acreage under cultivation, and the income obtained therefrom; the average pauper population; the number of persons employed to care for the farms and inmates; and the total maintenance expenses of these institutions. The report will cover 2,182 institutions in 47 States and the District of Columbia. One State, New Mexico, maintains none. In 40 States the institutions are county organizations wholly, although in some instances, in congested centers, city almshouses are found in addition to the county home. In all the New England States, except New Hampshire, pauper relief is a town function and the institutions are owned and maintained by the town under the direction of town poor officials. New Jersey and Pennsylvania combine both systems. The legal section of the bureau has made an abstract of the poor laws of the various States as they affect almshouse management and control, which will be used textually in the report. Study has been made of the work of those State agencies which have any association, direct or indirect, with the operation of pauper institutions, and of the attitude of State bodies toward them. Proposed legislation in a number of States looking toward a reorganization of the present system of almshouse operation has been collated and will be discussed in connection with conditions as developed by the investigation.

IMMIGRATION SERVICE

In making my recommendations for the Bureau of Immigration I wish to call attention to the suggestions made in my previous reports. In the main the situation is little altered even with the passage of the 1924 immigration act, comment on which I shall make at further length later in this report. The administration of our present immigration laws and the laws relating to the naturalization of aliens is complicated by the patchwork nature of past legislation. These laws have grown up piecemeal over a century of time and have been enacted under all sorts of varying conditions. The laborer of some races of people is wholly excluded and the representatives of these peoples of classes other than laborers are probably not intended to become permanent residents of the country. All people from certain sections of the Old World are excluded entirely because of geography. It is apparent that the time has come for the complete revision of these laws and for providing a systematic codification of all laws concerning the relations of the United States to the alien within our gates from the time he applies for admission to this country until he either becomes a naturalized citizen, departs the country, or is otherwise dealt with in a permanent way.

I strongly recommend to the Congress the early codification of all laws dealing with the alien and the revision of existing laws, with a view of eliminating conflict and inconsistencies and avoiding many of

the perplexing and unexpected results which have come out of certain portions of existing law.

The Department of Labor stands guard at the Nation's gateway and also welcomes the potential citizens coming from abroad. While improved since 1921, as pointed out in my report for that year, conditions at Ellis Island are still unsatisfactory, though every effort is 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 each one of the larger stations is the inadequacy of the facilities provided. The 1924 act requiring quota allotments to be made at ports of embarkation have considerably reduced congestion at Ellis Island and the other ports, but much of the equipment is antiquated and not in good repair, and therefore not function 100 per cent. I earnestly recommend careful consideration for improving and enlarging the physical equipment at the larger stations. The station at Boston is woefully inadequate and has been ever since its completion. There is no opportunity within the station for either hospital service or recreation.

I earnestly recommend careful consideration of the suggestion in my 1922 report that proper legislation be had which will make possible the use of otherwise unemployed Government buildings for the Immigration Service at Boston.

The station building used at the port of Seattle belongs to private owners and is rented for Government use. The rentals required are very high and the building used is more than 50 per cent too small for the needs of the service. The location of the building also is awkward and not connected with tidewater. I respectfully recommend the construction by the Government of a suitable immigrant station at the port of Seattle in keeping with the volume of business transacted there and in the interest of economy as well as efficient service.

The station at the port of San Francisco is located on Angel Island in San Francisco Bay. Just why it should have been located where it is is a mystery to me. The island is many miles from the city of San Francisco and is wholly unsuited for the purpose for which it is being used. The buildings are of wood, without even a semblance of fire protection. They are wholly unsuited for the purpose for which they were built and in every way so arranged as to make operation most difficult and expensive. There is no water supply on Angel Island and all fresh water must be carried there in scows. The plant is woefully out of repair, and would require the expenditure of hundreds of thousands of dollars to put in repair. Careful consideration has been given to the question of abandoning the station on Angel Island and establishing one on the mainland within the city of San Francisco. Several sites have been found which would be suitable

for the purpose, and proper buildings could be erected at a cost of approximately \$600,000. It has been estimated by men well posted on the subject that a saving in overhead of operation could be made of anywhere from \$75,000 to \$100,000 a year if the station were located in San Francisco instead of on Angel Island. It would seem that good business would dictate the erection of a new station on the mainland and abandoning the plant at Angel Island. With all possible repairs and improvements that could be made at Angel Island, there would constantly remain the factor of fire hazard and the factor of loss of time by employees in daily spending more than an hour in travel between the city of San Francisco and Angel Island. The cost of putting the present station at Angel Island into any sort of proper condition would go a long way toward constructing a new station on the mainland. I therefore recommend most earnestly that proper steps be taken for the erection of a suitable immigrant station in the city of San Francisco, with a view of abandoning the station at Angel Island.

Medical inspection at ports.

The law covering the subject of alien immigration provides for medical examinations which, if strictly carried out, will protect the American people against the bringing of loathsome contagious diseases from other ports of the world. The examination of all aliens entering the United States as immigrants, travelers, visitors, or as sailors is under the care of the United States Public Health Service, which is a bureau of the Treasury Department. It is not for me to recommend what facilities for carrying on this work should be given to the Public Health Service, but since medical inspection must be made at immigration stations I wish to point out the necessity for providing ample space for housing their equipment and such facilities as will prevent the congestion of immigrant stations at times when those held for observation might, as they have in the past, become numerous.

I also wish to call attention at this time to the correspondence regarding medical examinations between this office and the Surgeon General of the United States, reproduced in my report for the fiscal year ending June 30, 1922.

Examination of alien seamen.

The danger of disease being brought to our ports by immigrants, while a very serious menace, is even less than the danger of disease carried by alien seamen who seek and receive shore leave in the United States under our seamen's act. Great numbers of these take shore leave at ports where the medical examination enforced in ports of prominence is almost unknown. They enter the country and

minge with our people and thus transmit the disease they carry. A seaman hits every port in the world and is subject to every disease of every race or nationality. He therefore is a dangerous carrier, and medical inspection of alien seamen should be more complete and more thorough than the medical inspection of alien immigrants. This examination is as important to the seaman as to the Nation, because it would compel him to seek the medical attention necessary to his own welfare. The examination would give him the information without cost.

Mental and physical defectives, illiterates, and the like.

The immigration laws provide that mental defectives, ranging from feeble-minded to idiots, shall not be admitted when applying as alien immigrants. This also includes persons apparently normal at the time of application who have had one or more attacks of insanity; also those afflicted with a loathsome contagious disease. They also bar absolutely any alien above the age of 16 years unable to read in some language, and also those so physically defective that their condition may interfere with their ability to earn a living. The law also provides that temporary admission may be granted to any otherwise inadmissible alien if it would be cruel or inhuman to deport immediately and authorizes the Secretary of Labor to authorize hospital treatment of certain enumerated persons afflicted with a loathsome contagious disease.

When I assumed office I found the hospitals at the ports filled with patients afflicted with loathsome contagious diseases, especially ringworm and favus of the scalp, and those afflicted with trachoma, a dangerous disease of the eyes. I also found that a great many illiterates had been temporarily admitted, and about 200 mental defectives had been admitted during the period 1914 to 1921, many because deportation was impractical during the war and others because the entire family, except the afflicted member, was in America.

It has always seemed to me that the extraordinary power to temporarily admit any otherwise inadmissible alien when it would be inhuman to do otherwise must be construed as meaning just what it says. I feel that it is not a device for admitting for periods of months and years the excluded classes, especially where there is no prospect of improving conditions for deportation by temporary admission. Experience has taught us, as a matter of fact, that when once temporary admission is granted to a mental defective or any other of the excluded classes, it is regarded as a step toward permanent admission and results in heart-breaking pleas by friends and relatives when efforts are made to enforce the law. In many instances whole communities have made an issue of a particular case, insisting vehemently that the officers of the law were fiends incarnate

because they proposed to do that which the law compelled them to do. In a number of cities such cases were made a public issue and votes were taken by the public through the newspapers as to whether or not a feeble-minded boy or girl who had been temporarily admitted should be deported.

It has been the attitude of the department since my incumbency that the laws of the land must be enforced by executive officers. So long as the law of the land mandatorily excludes any class of aliens, so long must the executive officers see to it that they are excluded. No one, of course, would argue that the provisions of the law should be relaxed and that these excluded classes outside the illiterates should be admitted. It has been the policy in the past three years absolutely to refuse temporary admission to any alien who could not be permanently admitted, except in the very extreme case of immediate overwhelming hardship which could be overcome by a delay.

By a course of firm conduct and impartial dealing the department has succeeded in eliminating from the country practically all the mental defectives that had been accumulated, and progress is being made in eliminating the others. It makes one's heart bleed with compassion to deal with many of these unfortunates and makes an officer wish that he might trade places with a hangman. The hangman's job is an act which takes but a moment and then it is over. The unfortunate creatures who have been given temporary admission and thereby have given birth to the hope that they may be permanently admitted often face a fate vastly worse than death. Yet the officer of the law has no discretion. Frequently alien families deliberately come one or two at a time and establish themselves here in order to establish a basis for a plea of mercy and consideration for the final member who, when he or she arrives, is found to be mandatorily excluded because of mental or physical condition. Often the head of a family has become an American citizen before he has permitted an insane or feeble-minded child to apply for admission. Such a situation complicates the matter but in no wise relieves the officers in charge of immigration from their duty to exclude or deport. I am glad to be able to announce that, aside from the disposition of those who are temporarily admitted before I assumed office, the problem of these afflicted is being rapidly solved by the strict enforcement of the law, which has taught both the alien and the transportation companies that it is useless for the relatives of the afflicted to apply for their admission or for the transportation company to carry them. Were a policy of relaxation to be instituted, this country would rapidly be flooded by mentally and physically defective aliens who lived through the horrors of the great European war. One of the aftermaths of that war is a great army of mentally defec-

tive children, physically defective adults and aged, and a great number of hopeless, despairing individuals.

While on the subject of defective aliens I wish to make a part of this report the remarks of Hon. John Jacob Rogers, of Massachusetts, extended in the Congressional Record of May 10, 1924, as follows:

Mr. Speaker, I received three or four weeks ago the following letter from one of the most prominent physicians in my district:

I am inclosing a clipping I made recently from the Journal of the American Medical Association. It looks to me like somebody was sitting on the job but not doing it well. What do you think? Seems sort of useless for you and me and any other decent man to give up some portion of our lives for the public good and try to stem any such tide as this.

The clipping inclosed and referred to was as follows:

Defective aliens: There were admitted to the United States at Ellis Island under bond during the last fiscal year 4,724 defective aliens who were excluded under the immigration law. This means that a bond was given, frequently with a false surety, which can never be prosecuted. The records of the Federal Government show that 95 per cent of these bonds are violated. * * * During the same year 2,712 defective aliens were allowed to enter without bond; Ellis Island said they must not come in—they were defective. On 12,976 other aliens found to belong to the excluded classes by medical officers at Ellis Island, 12,305 were permitted to enter by direct order from Washington—nearly 20,000 in all of the mandatorily excluded classes were permitted to enter the United States during the year.—Dawes, S. L.: Official Minutes, Interstate Conference on Immigration, New York, October 24, 1923.

I brought the Dawes statement to the attention of the Secretary of Labor, and under date of April 14 received the following letter from him:

DEPARTMENT OF LABOR,
OFFICE OF THE SECRETARY,
Washington, April 14, 1924.

HON. JOHN JACOB ROGERS, M. C.,

House of Representatives, Washington, D. C.

MY DEAR MR. ROGERS: I beg to acknowledge receipt of your letter of April 12, quoting a copy from the Dawes, S. L.: Official Minutes, Interstate Conference on Immigration, New York, October 24, 1923, which purports to give statistics regarding admission to the United States of defective aliens.

In answer I can perhaps do no better than to quote the following from a recent letter of the department, in answer to similar inquiries, as to the record for the fiscal year 1923. The department stated in part:

"You are of course aware that the mere fact that an alien is certified for a physical defect which in the opinion of the medical examiner affects the ability of the alien to earn a living does not in itself render an alien inadmissible, but that the immigration officers at the port must consider such medical certificate in connection with all of the surrounding circumstances and decide the case accordingly. For instance, of the number against whom medical certificates were rendered, 5,623 were certified for senility, it being the invariable custom for the medical examiners to attach to such medical certification the statement that the disability may affect the ability of the alien to earn a living. The fact remains, however, that approximately 95 per cent of these aliens are the parents of aliens already here, who are both able and willing to properly care for them and who themselves are not expected to engage in remunerative employment. Without in any manner intending to reflect upon the work of the public-health doctors assigned to immigration inspection, as I believe they are performing a most meritorious service and almost without exception are conscientious and painstaking in their duties, it appears that there are some medical examiners who make it a practice to certify almost all aliens over the age of 55 as being afflicted with senility; but when all the surrounding circumstances are taken into consideration there would seem to be no justification either for the officers at the port or for the department when such cases

come before it on appeal to exclude such aliens merely because of the medical certification.

"There are numerous other causes, such as deformity, hernia, pregnancy, less than normal function, loss of member, etc., for which medical certificates are rendered, but when considered in connection with the other facts in the case, which, of course, the medical examiners can not take into consideration, it is quite apparent that such "deformities," "loss of member," etc., would in no wise affect the ability of the alien to earn a living. For instance, if a jeweler, bookkeeper, or any other person engaged in occupations of a sedentary nature were to be certified for deformity of the hip, loss of the nether extremities, etc., it could hardly be considered that such defect would impair their earning capacity. In fact, one of the officers in the principal districts has stated that over 90 per cent of the medical certificates rendered might be considered in the nature of marks of identification.

"As you are no doubt aware, the seventh proviso to section 3 of the act of February 5, 1917, provides that aliens returning after a temporary absence to an unrelinquished United States domicile of seven consecutive years may be admitted in the discretion of the Secretary of Labor and under such conditions as he may prescribe. It is not at all unusual to have it develop in cases comprehended within this class that the alien has resided practically all of his life in the United States, that the ailment for which he is certified was contracted in this country, and that he has a wife and minor children residing here. The department has taken it for granted that the particular provision of law mentioned was designed to take care of just such cases, which seems the only logical conclusion if one is to be guided at all by the dictates of common decency and humanity. You understand, of course, that the medical officers can not take these matters into consideration when rendering their medical certificates, and if aliens so certified are admitted under this particular provision the medical certificates would remain a matter of record. This circumstance might apply to any one or all of the aliens shown to have been certified for ailments which render them mandatorily excludable, and I have no doubt that they do apply to a large majority of the cases shown in the inclosed table.

"I might state in this connection that only a few days ago the department was confronted with a case wherein a family was returning to the United States after a temporary visit to one of the European countries. This family when it first came to the United States was accompanied by an infant child against which no medical certification was then rendered. When the family returned, however, this child, which is now, according to my recollection, in the neighborhood of 18 years, was certified as being an imbecile. The case was presented to the solicitor for an opinion as to whether this child could be considered as comprehended within the seventh proviso to section 3, already mentioned, and the solicitor's opinion was in the affirmative; consequently the department directed admission. I am sure that it could not be logically argued that the entire family, which knew no home other than the United States, should have been refused permission to reenter simply because of this afflicted child, or that the child in its helplessness should have been separated from the parents.

"Another circumstance which might explain the admission of such aliens is the fact that it has been the practice for a long time past to admit aliens for the purpose of obtaining medical treatment in this country, where it is shown that similar treatment is not obtainable in the country from whence the alien comes. This applies particularly to a large number of aliens who are admitted from Canada for the purpose of obtaining treatment in the Mayo Institute, Rochester, Minn., and also to considerable numbers who are permitted to undergo treatment for tuberculosis at Saranac Lake, N. Y., and elsewhere. In fact, there are certain organizations, such as the Independent Order of Odd Fellows, the International Typographical Union, and others, which have filed a blanket bond with this department under which their members residing in Canada are permitted to enter the institutions maintained by them, there being no possibility of such aliens becoming public charges nor there being any danger of spread of contagion resulting from their admission.

"By reference to section 22 of the immigration act it will be noted provision is made that whenever an alien shall have been naturalized or shall have taken up his permanent residence in this country, and thereafter shall send for his wife or minor children to join him, and said wife or any of said minor children

shall be found to be affected with any contagious disorder, such wife or minor children may, in the discretion of the Secretary, be accorded hospital treatment until cured and then be admitted. This provision also accounts for a large number of those shown to have been admitted, particularly those affected with trachoma or venereal diseases.

"In this connection the department did not take into account the joint resolution of October 19, 1918, under which section 3 of the immigration act of 1917, known as the exclusion section, was very materially modified for the benefit of aliens who served in the United States forces or those of the allied nations during the World War. The terms of this resolution applied to aliens returning within two years after the termination of the war, and the fact that this was in force up to March, 1923, undoubtedly accounts for the admission of a considerable number of defective aliens who otherwise might, and in many cases undoubtedly would, have been denied admission to the country."

Sincerely yours,

JAMES J. DAVIS, *Secretary.*

Under date of May 2 I received a further letter from Secretary Davis:

DEPARTMENT OF LABOR,
OFFICE OF THE SECRETARY,
Washington, May 2, 1924.

HON. JOHN JACOB ROGERS,
House of Representatives, Washington, D. C.

MY DEAR CONGRESSMAN: On April 14 I wrote to you in reply to your letter of April 12, in which you make inquiry concerning the justification for statements made by Dr. S. L. Dawes in the official minutes, "Interstate Conference on Immigration," New York, October 24 last, purporting to give statistics regarding admissions to the United States of defective aliens. Since Doctor Dawes is still making these wild and unfounded statements I am taking the liberty of writing you further on the subject.

Assistant Secretary of Labor Mr. E. J. Henning, informs me that about the 1st of January his attention was called to a story published in a bulletin of the American Defense Society to the effect that at a meeting of that society on November 9, 1923, Doctor Dawes told substantially the same story as was published in the Evening Star of April 22, which I quote below, but at that time placed the responsibility upon Mr. Henning:

"Mentally and physically defective aliens are being admitted to the United States daily through the exertion of political influence on the Department of Labor," Dr. Spencer L. Dawes, medical examiner of the New York State Hospital Commission, declared yesterday before an institute of occupational therapists from several States.

"The Department of Labor has written me threatening letters because of my protests, and suits for libel also have been threatened," he said.

"Three thousand aliens who were excluded by physicians were admitted by the Secretary of Labor without bond, and 12,000 were 'otherwise admitted,' according to the 1922 report of the Commissioner General of Immigration," Doctor Dawes declared. "He said he had watched aliens examined at the rate of eight a minute."

On January 5 the Assistant Secretary wrote Doctor Dawes as follows:

"I am just in receipt of a pamphlet covering the conference on immigration of the American Defense Society, held November 9, 1923. In it I note that you make the assertion that I am admitting under bond into this country thousands of aliens recommended for exclusion by the physicians of the Public Health Service at Ellis Island; that I admitted in one year 4,724, and that in the same year I admitted without bond 2,712; and that enough others of the excluded classes under the law were admitted to bring the total up to almost 20,000.

"The article further credits you with saying that while I turned back aliens in excess of the quota when they came on foreign-owned lines, I suddenly became kind-hearted when the *Leviathan* brought in over 13,000 and paroled them in the United States; and that while I am quoted as saying that there is no one who can admit any alien against the law, I nevertheless by specific orders admitted nearly 20,000 excluded aliens; that I have mandatorily canceled many a warrant in cases certified by your office in direct violation of the law.

"I am sure that you do not intend deliberately to falsify or to place upon any public officer a brand which is slightly short of saying that he should be impeached for violation of his oath and for disloyalty to his country without at least something that must look to you like a basis for such asser-

tions. Will you be good enough to advise me on what you base these assertions, or any of them? To say that I am astounded at your statements is putting it mildly, and I haven't the slightest intention to let these statements go unchallenged."

On January 8 Doctor Dawes replied:

"My authority for this statement you will find contained in the report of the Commissioner General of Immigration for the year 1922, page 121. I might add that the same statement as to the admission of aliens belonging to the excluded classes was made in the New York Tribune of March 11, 1923, and was made a part of the record of a hearing of the House Committee on Immigration, H. R. 14273, and, so far as I am aware, remains uncontradicted.

"As to the statement regarding the admission of 13,000 aliens in excess of the quota of the U. S. S. *Leviathan*, what I actually said was that 'the public prints credited the First Assistant Secretary of Labor' with having admitted these aliens under bond, and I am quite sure you will agree with me that the public prints did so state. Of course, the newspapers later stated that you denied having admitted these aliens, and I took occasion publicly to so state."

Doctor Dawes then named three cases in which he claimed mentally defectives had been admitted and one of deportation canceled by the Assistant Secretary. Inquiry developed that in all of the cases named the aliens had been admitted by our predecessors in office; that in one case the warrant was canceled by the solicitor, in another case the alien had died, and in the third the alien had been deported. In reply to this letter, Mr. Henning again addressed Doctor Dawes on January 10, as follows:

"I have carefully gone over the report of the Commissioner General of Immigration for the fiscal year ended June 30, 1922, and particularly page 121 thereof. Frankly, Doctor, nowhere on that page or anywhere else in that document do I find even the slightest foundation for the assertion that I, as First Assistant Secretary of Labor, admitted under bond into this country thousands of aliens recommended excluded by the physicians of the Public Health Service at Ellis Island, or that I admitted such under bond to the number of 4,724, or that I admitted such without bond to the number of 2,712, or that I admitted enough others of the excluded classes under the law to bring the total to 20,000 immigrants. Will you not please be more specific and point out in the report of the Commissioner General of Immigration any one case in which I, as Assistant Secretary of Labor, admitted any alien recommended by the United States Public Health Service for exclusion?

"No, sir; I do not agree that anywhere in public print was there any story to the effect that I turned back aliens in excess of the quota when they came on foreign-owned lines, imposed fines upon them, and made them refund passage money, and then bring in over 13,000 passengers on the *Leviathan* on parole. Will you not be good enough to call my attention to some specific statement of that kind or anything approaching it in any public print? Assuming for the sake of argument that such a statement had been carried and you also saw in the papers, as you now say, a statement that I had denied such a thing, is it fair to have a statement published such as is contained in the publication of the American Defense Society without placing with it the other statement? I saw a number of printed stories about passengers on the *Leviathan*, but never anything even approaching in the remotest degree what you attribute to me.

"Your statement with reference to the case of Jennie Ingoglia has caused me to get that file and examine it. I find that the original order in that case was made by a Mr. Abercrombie in January, 1919, by way of ordering the arrest for deportation. The next order was made in May, 1919, by the same Mr. Abercrombie as Acting Secretary.

"The next one I notice was made February 5, 1921, by Louis F. Post, Assistant Secretary, staying deportation for one year. The next one was made March 18, 1922, by Theodore G. Risley, Acting Secretary. The next one was made January 15, 1923, by Robt Carl White, Second Assistant Secretary. And finally, the order to cancel the warrant was made July 27, 1923, by Theodore G. Risley, Acting Secretary. Nowhere in the file can I find any reference even to myself, nor have I ever before, so far as I know, heard of the case.

I then looked at the case of Nathan Rothkrug, which is the second case you mention. Very much the same sort of story is there told. The first order I find was made April 29, 1920, by Louis F. Post, Assistant Secretary of Labor, admitting the alien for a period of one year. The next order is

June 21, 1920, by Louis F. Post, Assistant Secretary of Labor, providing for the removal of the alien to some other institution. On January 22, 1921, there is another order by Louis F. Post, Assistant Secretary, 'defer action until expiration of bond.' The next is July 9, 1921, signed by Theodore G. Risley, Acting Secretary, extending temporary admission for one year. The next is September 7, 1922, signed by Robe Carl White, Second Assistant Secretary of Labor, extending the temporary admission for one year. The next is May 25, 1923, by Robe Carl White, Second Assistant Secretary of Labor, ordering that a warrant issue for the arrest of this alien on the ground that he was insane prior to admission. The next was September 4, 1923, by Robe Carl White, Second Assistant Secretary, ordering the alien deported to Poland. The next was October 30, 1923, by Robe Carl White, Second Assistant Secretary of Labor, directing that deprivation be proceeded with. The final memorandum in the file is dated November 12, 1923, signed by H. R. Landis, second assistant commissioner Ellis Island, New York, returning the warrants of arrest and deportation for the reason that 'the alien in question having died on November 1, 1923.'

"There was no reference to these cases mentioned in the article published, and therefore the matter is more or less beside the issue.

"In the final paragraph of the article in the American Defense Society publication you quote me as saying, 'There is no one, of course, who can admit even one alien against the law,' and then go on to say that nevertheless by my orders nearly 20,000 excluded aliens were admitted in one year, and that I have mandatorily canceled many a warrant in cases certified by your office in direct violation of the law.

"Once more, Doctor, I must ask you to be specific; that you point to the cases which I have admitted unlawfully, particularly in such great numbers as mentioned, and to warrants which I canceled unlawfully. So far you have not mentioned any.

"So far as certification from your office is concerned, I never knew of your office by anything that has come to my attention in two years and a half until the Commissioner General of Immigration called my attention to a letter you had written to him under date of September 17, 1923, and to which he replied under date of October 8, 1923, and in which he called your attention to the fact that our efforts to deport certain mentally defectives temporarily admitted by our predecessors were being interfered with by the public authorities of New York State by way of letters from governors, of resolutions by legislative bodies, and petitions by public officers, including your office or the service with which you are connected."

This letter was answered by Doctor Dawes on January 14, in which letter he states that on March 7, 1922, he received a letter from the commissioner at Ellis Island stating, "It appears to be the present policy to refuse to admit even temporarily and under bond aliens who are mandatorily excluded from admission to the United States because of mental or physical disability"; and further states that "since that time I have received no report of any kind of any aliens of this class who were admitted under bond or otherwise." He then refers further to the report of the Commissioner General of Immigration for the year 1923, in which he says, "You will find that there were a number of cases of this character admitted under bond and otherwise."

It is perfectly clear that what Doctor Dawes did in making his wild statements was to take the first compilation in the report of the Commissioner General of Immigration as to aliens certified medically not strictly normal and declare that they were all inadmissible. This compilation of statistics is accompanied in the same report with explanatory data which at all times has been available to Doctor Dawes. In large part these certifications of the Public Health Service comprise cases such as I described to you in my letter of April 14. So as to have it before you I quote the following from that letter:

"You are of course aware that the mere fact that an alien is certified for a physical defect which in the opinion of the medical examiner affects the ability of the alien to earn a living does not in itself render an alien inadmissible, but that the immigration officers at the port must consider such medical certificate in connection with all of the surrounding circumstances and decide the case accordingly. For instance, of the number against whom medical certificates were rendered, 5,623 were certified for senility, it being the invariable custom for the medical examiners to attach to such medical certification the statement that the disability may affect the ability of the alien to earn a living. The fact remains, however, that approximately 95 per cent of these aliens are

the parents of aliens already here, who are both able and willing to properly care for them and who themselves are not expected to engage in remunerative employment.

"Without in any manner intending to reflect upon the work of the public health doctors assigned to immigration inspection, as I believe they are performing a most meritorious service and almost without exception are conscientious and painstaking in their duties, it appears that there are some medical examiners who make it a practice to certify almost all aliens over the age of 55 as being afflicted with senility; but when all the surrounding circumstances are taken into consideration, there would seem to be no justification either for the officers at the port or for the department when such cases come before it on appeal to exclude such aliens merely because of the medical certification.

"There are numerous other causes, such as deformity, hernia, pregnancy, less than normal function, loss of member, etc., for which medical certificates are rendered; but when considered in connection with the other facts in the case, which, of course, the medical examiners can not take into consideration, it is quite apparent that such 'deformities,' 'loss of member,' etc., would in no wise affect the ability of the alien to earn a living. For instance, if a jeweler, bookkeeper, or any other person engaged in occupations of a sedentary nature were to be certified for deformity of the hip, loss of the nether extremities, etc., it could hardly be considered that such defect would impair their earning capacity. In fact, one of the officers in the principal districts has stated that over 90 per cent of the medical certificates rendered might be considered in the nature of marks of identification."

Mr. Henning specifically called the doctor's attention to the fact that while the report of the Commissioner General of Immigration in round numbers showed that 20,000 aliens were not admitted on primary inspection during the fiscal year ended June 30, 1922, nevertheless, as also appears from the same report, only about 3,000 of these cases were even appealed to the department, and that all the rest were disposed of by the boards of special inquiry. The cases disposed of at the ports, as you know, never come to Washington for action, and therefore 17,000 of the 20,000 he refers to must necessarily be eliminated from the doctor's statement. The astonishing thing about these statements is that Doctor Dawes is perhaps as familiar with the immigration law and procedure as I am. Further in his letter of January 14 the doctor admits the accusation against him that, instead of coming with clean hands, the official body of which he is a member passed a resolution specifically requesting the department not to deport a certain feeble-minded alien temporarily admitted by our predecessors in office.

Oriental.

Ever since 1892 the United States has been committed to the policy of excluding Chinese laborers and other oriental labor. The wisdom of the policy can not well be questioned.

The original legislation on the subject was imperfect and failed to go very far in accomplishing its purpose. The exclusion acts have been amended from time to time with the purpose of keeping out Chinese labor, but permitting others than laborers to enjoy the same privileges of coming and going that is extended to citizens and subjects of the most favored nations. In 1892 and again in 1893 laws were enacted for the registration of all Chinese then in the United States and provision made for the barring from our ports of all Chinese laborers. Since then other oriental races have been included in various forms of legislation.

With the passing of the years many devices have been resorted to to circumvent the plain provisions of the law. Efforts to enter the country surreptitiously are constantly resorted to by the excluded classes with varying success. From time to time the decisions of

courts have provided openings within the law which apparently were not contemplated by Congress when the legislation was enacted.

The exempt classes consist of accredited officials of the Chinese Government, merchants, students, teachers, and travelers for curiosity or pleasure; also the wives and children of persons of the Chinese race who are American citizens by birth; also the wives and minor children of members of the exempt classes, such as merchants and others. Very few come as teachers or travelers for curiosity or pleasure. The law provides methods for compelling the departure from the country of travelers who stay beyond a reasonable time under their status.

Under judicial decisions, however, the Government may not remove from the country any other of the exempt classes who, after entry, lose their exempt status and become laborers. The courts have held that any merchants or students or teachers or others of these exempt classes who come here in good faith as such exempts and who later become laborers can not be deported unless the Government can show irregularity or fraud in the procuring of the so-called section-6 certificate certifying to their exempt status at the time of their admission. This point is brought out sharply by the Supreme Court of the United States in the *Lin Hop Fong* case (209 U. S. 453). This Chinese person was admitted in 1899 as a merchant of the exempt class and almost immediately after entry became a laborer. He was ordered deported by lower tribunals, but on appeal the United States Supreme Court said:

While this certificate may be overcome by proper evidence and may not have the effect of a judicial determination, yet being made in conformity to the treaty and upon it the Chinaman having been duly admitted to a residence in this country, he can not be deported as in this case because of wrongfully entering the United States upon a fraudulent certificate unless there is some competent evidence to overcome the legal effect of the certificate.

The certificates are issued under the provision of section 6 of the exclusion law by the Chinese Government and visaed by an American consul presumably upon an investigation as to the person's status.

The United States Supreme Court holds that the wives and children of the members of the exempt classes are themselves exempt and shall be admitted without presenting the certificate required by section 6 of the law. As a rule these Chinese exempts arrive here alone without bringing their families, or come when they are unmarried and later return to China and marry and then ultimately desire to bring their families. The same is true of Chinese persons who are citizens by birth. We find that great numbers of young Chinese men are brought here on the showing that they are the minor sons of domiciled Chinese of exempt classes. It is not necessary that such son be a minor if he is a son of an American citizen. If he is, how-

ever, the son of a merchant or other exempt, the privilege is limited to minor children, but in practical experience it is found rather difficult to know whether they are below the age of 21 or not. This department made a rule that it must be shown that the alleged children of these exempts were members of the immediate household of the alleged father and dependent upon him for support. The courts have held this rule to be void and set it aside. Many alleged sons of exempts who are being admitted are themselves married men and the heads of independent households.

By decision of the courts these exempts are allowed to bring not only their natural children but also adopted children. The courts have also held that these alleged minor children of exempts when brought here need not maintain their exempt status, but may become laborers if they choose.

The courts have held that the foreign-born children of American citizens of the Chinese race are themselves citizens and may come here as such at any time provided they have not taken acts of expatriation. Those who come always claim that they have not taken such acts, and of course it is manifestly impossible for this department to prove that they have.

Since the enactment of the seamen's law permitting alien seamen of all races to take shore leave for the purpose of reshipping foreign, the representatives of the excluded races are largely resorting to the device of seamanship to enter the country unlawfully. It has generally been held that 60 days is a reasonable time within which an alien seaman may reship foreign. That gives him 60 days of unrestrained liberty in the United States. Seamen of the excluded races who desire to remain here simply disappear in the body of our citizenship and mingle with the representatives of their races in the large cities, and as a result it is practically impossible to locate them or to compel their departure.

The navigation act itself makes no distinction between alien seamen of the excluded races and seamen of other races. It was for that very reason that when the immigration act of February 5, 1917, was framed Chinese seamen were placed on the same basis as seamen of other races. Sections 32 and 33 of that law, however, gave the Secretary of Labor power to make regulations for the landing of such seamen of excluded races for the purpose of reshipping foreign as to him may seem proper and necessary to prevent such alien seamen from remaining permanently in the United States.

It is reported that by means quite baffling crews from the Orient are padded until the arrival of the vessel at an American port, and then the excess crew men take shore leave and never return. It is also alleged that it has been found to be an extensive practice for men of the excluded races to stowaway on ships manned by crews of the

same race, and when such ships arrive at an American port, by a connivance with the regular crew members, these stowaways get shore leave in the guise of being sailors on the vessel, and, having secured shore leave, never return.

Alien seamen.

The practice of utilizing the seamen's act as a means of smuggling into the United States is not, however, confined to aliens of the excluded races. As pointed out in the body of this report, a total of 34,679 alien seamen were reported as deserting seamen during the fiscal year 1924, as compared with 23,194 for the year previous.

In the Eleventh Annual Report of the Secretary of Labor (1923) I made specific recommendations for amendments to the seamen's act which I desire to repeat.

It is somewhat singular that there is no provision in the immigration law for the deportation of an alien seaman who has abandoned his calling and taken up his residence in the United States after having been admitted to reship foreign, section 34 merely providing—

That any alien seaman who shall land in a port of the United States contrary to the provisions of this act shall be deemed to be unlawfully in the United States, and shall, at any time within three years thereafter, upon the warrant of the Secretary of Labor, be taken into custody and brought before a board of special inquiry for examination as to his qualifications for admission to the United States, and if not admitted said alien seaman shall be deported at the expense of the appropriation for this act as provided in section twenty of this act.

There are many practical difficulties connected with the enforcement of the foregoing section inasmuch as it is necessary thereunder to hear all warrant cases in which seamen are involved before a board of special inquiry instead of by a single officer as is the practice where other aliens are concerned. This works greatly to the disadvantage of the service, particularly where alien seamen are arrested in a district where there is only one officer, to say nothing of the added expense of operation. It is, therefore, suggested that section 34 be amended to read as follows:

That any alien seaman who shall land in a port of the United States contrary to the provisions of this act or who shall, after he has been admitted for the purpose of reshipping foreign, abandon his calling as a seaman and take up his permanent residence in the United States, or engage in the coast-wise trade, shall, at any time within three years thereafter, upon warrant of the Secretary of Labor, be taken into custody and deported at the expense of the appropriation for this act as provided in section twenty thereof.

Another practical difficulty in connection with the enforcement of the act of February 5, 1917, as it applies to the deportation of aliens, results from the fact that section 19 makes it incumbent upon the Government to show that an alien is deportable by reason of

being comprehended within one of the classes whose deportation is provided for therein. It frequently happens that aliens, upon advice of attorneys and sometimes upon their own initiative, refuse to testify in warrant proceedings, thereby rendering it impossible to show that they have entered within the statutory period, and this is particularly true of aliens serving time in penal institutions.

To provide for contingencies of this nature it is recommended that the concluding proviso of section 19 be amended to read as follows:

That any person who shall be arrested under the provisions of this section, either under this act or on the ground that he has entered or been found in the United States in violation of any other law thereof, shall have the burden placed on him of proving his right to remain in the United States, and upon failure to establish the existence of such right, shall be deported to the place specified in this act or in such other law.

Surreptitious entries.

So long as we as a Nation follow a policy of restricted immigration we are going to have the problem of dealing with so-called bootleg immigrants, and that problem will be particularly difficult so long as the countries of this hemisphere are not included in the numerical limitations. For instance, during the fiscal year just closed 200,690 immigrants were legally admitted from Canada and 89,336 from Mexico, none of whom were chargeable to any quota. With these avenues open for nonquota immigrants, the territory adjacent to the United States becomes a Mecca for bootlegging agents.

It is academic that no prohibitive law can successfully be enforced without a deterrent penalty, and it is a demonstrated fact that possible deportation is not a sufficient deterrent to discourage those who seek to gain entry through other than regular channels. Aside from the sexually immoral and members of the anarchistic and similar classes, there is nothing in the immigration laws which penalizes aliens for reentering the United States unlawfully after they have been deported at considerable expense to the Government.

For many years it has been advocated that there be incorporated in the law a penalty for unlawful entry, but perhaps never before has there been greater need for a provision of this kind. I have to suggest, therefore, that the act of February 5, 1917, be amended or that any new legislation relating to immigration which may be passed by Congress contain the following provision or one drawn along similar lines:

That any alien who shall enter the United States without having been duly inspected and admitted by an immigration officer or on appeal to the Secretary of Labor, as herein provided for, shall be deemed guilty of a misdemeanor and on conviction thereof shall be punished by imprisonment for a term of not less than sixty days nor more than one year, or by a fine of not more than \$500.

That any alien who shall, after he has been excluded, or arrested and deported, in pursuance of the provisions of this act, or of any law of the United States, thereafter enter the United States without having been duly admitted in the manner prescribed by this act, or of any other law of the United States, shall be deemed guilty of a misdemeanor, and on conviction thereof shall be punished by a fine of not exceeding \$1,000 or by imprisonment for a term not exceeding two years: *Provided*, That the provisions of this section shall not apply to seamen discharged in pursuit of their calling, but before any such seaman shall be permitted to take up his permanent residence in the United States, or engage in the coastwise trade, it shall be incumbent upon him to report to the nearest immigration office for legalization of his presence in the United States, failing which he shall be subject to the penalty first prescribed in this section. Jurisdiction for the trial and punishment of the misdemeanors herein set forth shall be in any district where an alien may be apprehended or in any district in which violations of the provisions of this section occur. The foregoing is in addition to, and not in substitution for, that portion of section 19 which provides for deportation within three years after the entry of any alien who shall have entered the United States by water at any time or place other than as designated by immigration officials, or by land at any place other than one designated as a port of entry for aliens by the Commissioner General of Immigration, or who enters without inspection.

Alien contract labor.

Considerable friction has resulted from the enforcement of some of the provisions of the alien contract labor law. The circumstances of enactment and the reasons for keeping in effect this one of the earliest of immigration restrictions now in effect are too well known to the Congress to require comment. However, complaint is frequently made to the department, and sometimes in the press, against the use of the procedure necessary to insure that there may be no misuse of the privileges granted American employers who are given permission to contract abroad for labor which they are unable to secure in the United States. This complaint comes particularly from classes of persons who claim special consideration because of cultural or professional attainments, such as theatrical troupes, musicians, and the like. They object to having to put up the bonds required and complying with the formalities of extension of periods of temporary admission, when they come in under such circumstances as to require it, and so on. Yet, strange to say, the American public and the Congress seldom hear of the difficulties encountered by persons of the same classes who seek employment in other countries. Because of the importance of this subject, I reproduce below correspondence between the Secretary of Labor and the minister of labor for Great Britain:

WASHINGTON, D. C., October 23, 1923.

Right Hon. C. A. MONTAGU BARLOW,

Minister of Labor, London, England.

MY DEAR MR. BARLOW: In talking with one of our orchestra managers I was given some information concerning the employment of American musicians in

London. I then asked him to write a memorandum on the subject, and quote the following from his letter:

"I was allowed with my band to go to England and play in the London Hippodrome and the London Hippodrome only for a period of six weeks. On arriving in London I was immediately called upon to play numerous engagements other than my theatrical booking. I was immediately informed by Sir Montagu Barlow that inasmuch as I was engaged only to play a contract engagement I could not play single engagements, thereby interfering with the work of the English musicians. It was outlined to me that if I were to play other than at the Hippodrome I would be required to engage as many English musicians as American or the members of my band and that I would have to personally rehearse and direct the combination. The English musicians at once said that they knew as much about jazz as I did and refused to be rehearsed by me, then turned around and reported to the ministry of labor that I had refused to rehearse them. I have since had an opportunity to send a band to the Grafton Galleries, but the ministry of labor refused the permits. I don't know what the reasons were."

It might not be out of place to point out that there are thousands of musicians in the city of New York alone who are British subjects, while there are certainly not more than a hundred American artists in London. We have also in New York a large number of actors and actresses and vaudeville artists from Great Britain who have not become citizens. Because of the difficulty with which Americans can secure similar employment in England there is an agitation among American musicians and the theater professions for restriction of the British competition.

Also I would appreciate it if you would let me know whether the citizens and subjects of other countries are permitted unrestrictedly to go to Great Britain to seek employment and establish permanent residence—in other words, does Great Britain have an open immigration policy toward the world?

We are drafting a new immigration law, and I would appreciate information and comment on the two questions above in connection with the preparation of that bill for submission to the Congress, which convenes in December.

Cordially yours,

JOHN J. DAVIS, *Secretary of Labor.*

On November 13, 1923, Sir Montagu Barlow replied as follows:

In reply to your letter of October 23 with regard to the employment of American musicians in London, I do not think I can really do better than inclose a copy of my letter of April 10 last to your consul general, Mr. Skinner, in case it should not have been brought to your notice.

You will see from this letter that the restrictions are based on the alien's restriction order which is applicable to all non-British subjects desiring to enter this country for the purpose of taking up employment. The administration of this order is necessarily dictated by the circumstances of the unemployment situation in the country at any given moment, and I need not at this stage remind you of the very serious situation which exists in this country in that respect. No discrimination whatever is made against American subjects and indeed, with regard to American musicians, I have stretched the policy of the order as far as possible to meet what I regarded in some particulars an exceptional position.

I do not in general make any difficulty about entry for a limited period of a theatrical or vaudeville troupe from abroad and it is only when a band coming over here as a theatrical attraction seeks to accept engagements for playing dance music and thereby endangers the chances of employment of

British subjects that I am bound to lay down certain restrictions. But I hope that you will agree on analyzing the conditions which I did, in fact, impose, that the limitations under which the American musicians were allowed to play were not oppressive. As to your last paragraph but one—no alien can under the aliens restriction order come to labor in this country without a permit from me; in view of our continued severe unemployment of about one and a half million persons, this is a necessary precaution.

As to your last paragraph, I am interested in your reference to your own immigration policy and if you feel in a position to supply it, I should appreciate information as to the lines on which you contemplate tackling the problem.

Rest assured that if there is anything further you desire to know about the workings of the aliens restriction order in this country as it affects American citizens I shall be glad to give it.

The letter of Sir Montagu Barlow to Consul General Skinner, referred to above, is as follows:

I am much obliged to you for your courteous letter of April 4 with regard to Mr. Paul Whiteman's orchestra, more especially as you obviously appreciate clearly the difficulties of the situation.

In the first place, I should like to clear away one or two misapprehensions.

Under article 1 (3) (b) of the aliens order, 1920, no alien may come into this country for the purpose of taking up employment unless his prospective employer has obtained a permit from the ministry of labor for the purpose. This restriction, as you will understand, is necessary owing to the condition of unemployment in the country, and the principle underlying it is on all fours, I think, with similar principles embodied in your own restrictions on immigration and similar restrictions imposed by other countries. The issue of the permit is thus a discretionary matter for me, and I have to balance the position of unemployment in the particular trade for which the alien is required on the one hand, and, on the other, the advantage or general desirability of letting the alien or the aliens come into the country for the purpose of employment. The case of aliens coming into the country for entertainment purposes falls therefore within these general considerations, and, so far as Mr. Paul Whiteman and his orchestra are concerned, his agent made application to me in the proper manner for a permit before Mr. Whiteman sailed from New York. I advised the agent that I made a clear distinction in the matter of musicians coming into this country between a performance on the stage for entertainment purposes and playing dance music at a place of dancing for the public to dance. On the first score I raised no objection to the entry of Mr. Paul Whiteman and his band for performance at a theater, and imposed no condition. This is in conformity with the general policy of my department toward the entry of theatrical troupes or variety artists for stage purposes. I added that similarly I would not object to Mr. Whiteman and his orchestra playing as a special entertainment at a place of dancing, but not for the public to dance, and I have since extended permission to include the unconditional acceptance of engagements for dances at private houses.

With the question, however, of playing dance music for the public to dance at a hotel, cabaret, or other place of dancing, different considerations arise. I am sure you will understand that I am not questioning the exceptional merit of Mr. Whiteman's band if I say that his band, when it plays dance music for dance purposes, is entering into competition with British bands who are qualified to a greater or less degree to provide similar music. I did not want to put an embargo upon alien bands playing dance music, and I had previously worked out an arrangement satisfactory to other employers of first-

class dance bands by which an alien specialist musician was allowed into the country only in exchange for the departure of another alien musician already in their employment, and the resultant band was to be built upon a "50-50" basis incorporated in one band. This arrangement has been found practicable and satisfactory.

In the case of Mr. Paul Whiteman, however, it was represented to me that it would be impossible for him to incorporate other musicians in his highly specialized orchestra. I accepted the contention at once, and in order to ease the position, while at the same time securing adherence to the principle of the arrangement I had already settled with other employers, I agreed that instead of an incorporated band being created on a "50-50" basis, my conditions would be fulfilled if Mr. Whiteman, in so far as he desired to play dance music for the public to dance to, should personally train and supervise a second band of the same size as his own to play dance music.

Further, to meet the point of the exchange of musicians I was content, in view of the special circumstances of the case, to accept the departure of any alien band already in the country as satisfying the conditions, and I have been notified that as a matter of fact a band of American entertainers has left the country for America.

I hope that this explanation will show that I distinguish between performance of a vaudeville character such as you refer to in your letter, in which case as a rule I raise no difficulties, and the performance of dance music at a place of dancing, and that in the second case I have endeavored to devise a businesslike arrangement which, while it protects the employment of British subjects, and this must obviously be my first care, does not prevent a reasonable use of alien labor.

You may like to know also that Mr. Whiteman has accepted the conditions and has been able to fix up an arrangement within them by which he opens for dance music on Saturday at the Grafton Galleries.

The 1924 immigration act.

The immigration act of 1924, unlike the legislation which it succeeds, is intended as a permanent measure, establishing a basic quota limitation of 2 per cent of the nationals of foreign birth in the United States in 1890, but making provision for a change in 1927 to a strictly numerical limitation of 150,000 of all nationalities, allotted according to the national origin of all residents in this country as reported in the census of 1920. As indicated in the section devoted to immigration in Part I of this report, many of the provisions of this act are decided improvements over the previous laws; quota allotments are made to immigrants before they leave foreign ports, thus relieving congestion at our ports and hardships which previously resulted when the count was made in the order of arrivals, and it was necessary for excess numbers to return; power is vested in American consuls to refuse visas to persons they believe to be inadmissible; preferences are definitely outlined in the law, with means for determining them, as likewise the status of those claiming exemption from the quota limitation. The law is certainly a long step in the right direction, but as a permanent measure there are a number of points which should be modified to make its administration still

more humane and at the same time assure better selection of immigrant types required in American industry and agriculture.

Specific recommendations.

1. The present law excepts from the quota restriction British North America, Mexico, and Central and South America. I would include these. By failing to impose a quota upon these countries we are in the position of barring the front door to America while we leave the back door wide open. These exceptions we have found in practice make for evasion and violations of the law and provide a ready means of operation for the alien smuggler, the bootlegger of humanity. The smuggling of aliens, linked with the illicit traffic across our borders in rum and narcotics, has become a widespread industry.

2. Eliminate requirements of passports from a foreign government for immigrants. The immigration visa certificate provided by the present law is sufficient. The admissibility of aliens to the United States is a matter for the United States, and the United States alone, to determine. No foreign government has the slightest claim to the right to say who shall or who shall not enter the United States. If any alien qualifies under our laws to come we ought not to be a party to preventing his entrance and his departure from his homeland is purely a matter between himself and his government.

3. The 1924 act provides for the admission, regardless of quota limitation, of the wife and unmarried children under 18 of a citizen of the United States. This is a wise provision, but I would add also a provision permitting the entrance, if the quota be exhausted, of the husband, minor unmarried child, or dependent father or mother of a citizen of the United States. Humanity dictates that we facilitate the uniting of families. This additional class, however, should be checked by making each individual case the subject of a special immigration certificate, to be issued at the direction of the Secretary of Labor upon the verified showing of the citizen of the United States seeking to have such relative or relatives admitted.

4. By the same process I would provide for the admission, regardless of quota, of farmers and skilled or unskilled labor where labor of like kind can not be found unemployed in the United States, provided that no strike or lockout exists or impends in the industry seeking to import such labor. There can be no doubt that there are times in our economic history when we seek man power. Our immigration history has proved that it is folly to seek to satisfy this need by throwing down all the bars and admitting aliens indiscriminately. This proposal should be safeguarded by provisions for full and ample hearing and investigation by the Secretary of Labor into the conditions under which it is sought to bring labor into the country.

5. To balance the recommendations in the preceding paragraph I recommend that authority be vested in the President of the United States by proclamation to suspend immigration for the time in the manner and to the extent necessary whenever the Secretary of Labor and the Secretary of Commerce shall jointly certify that in their opinion unemployment in this country makes such suspension necessary. We can not afford to burden the American economic structure with man power we do not need, which might easily be used in time of industrial depression to undermine the American wage scale and the American standard of living.

6. Within the quota I would provide for the following preferences:

(a) Husbands, wives, and minor children of alien residents in the United States who have resided therein for one year or more and who have declared their intention to become citizens. No special consideration is given to this class of immigrant under the 1924 act. This preference is proposed as a matter of common humanity.

(b) Immigrants who served in the military or naval forces of the United States during the World War.

(c) Skilled laborers.

(d) All other laborers, including domestic servants. These two classifications would provide within the quotas the normal man power which our industry may require to be drawn from foreign sources.

7. The 1914 act further differentiates between nationalities and races of orientals. The policy of exclusion of all orientals has been expressed by the Congress, but in different acts and in widely differing administrative details. I have elsewhere in these recommendations suggested the need for an entire codification of all laws affecting aliens; I am convinced that laws affecting aliens ineligible to citizenship should uniformly apply to all the excluded races.

The recommendations in the preceding numbered paragraphs pertain to provisions of the quota act of 1924 and are in addition to the other recommendations herein made regarding immigration legislation.

CHILDREN'S BUREAU

The child-labor amendment.

In accordance with the recommendation of President Harding and President Coolidge, Congress has by more than the requisite two-thirds majority voted to submit to the States for ratification the following proposed constitutional amendment:

SECTION 1. The Congress shall have power to limit, regulate, and prohibit the labor of persons under 18 years of age.

SEC. 2. The power of the several States is unimpaired by this article except that the operation of State laws shall be suspended to the extent necessary to give effect to legislation enacted by the Congress.

Arkansas has taken advantage of a special session of the legislature to become the first State to ratify. Georgia and Louisiana have voted adversely.

The amendment contains no prohibition or regulation, but gives to Congress and the several States concurrent power to legislate in this field. In the event that the States approve this new grant of power, Congress will again be confronted with the question what kind of law it should enact. Under the provisions of the two Federal child-labor laws held unconstitutional children under 16 years of age were in effect prohibited from working in mines and quarries and children under 14 years in mills, canneries, factories, workshops, and manufacturing establishments, and in these industries children between 14 and 16 were prohibited from working more than eight hours a day, six days a week, or before 6 a. m. or after 7 p. m. Although 45 of the 48 States have a nominal minimum age of 14 for work in factories, only 28 States have this minimum without exemptions for as many industries as did the Federal law. Only 13 States—Alabama, Connecticut, Illinois, Indiana, Kansas, Kentucky, New York, Ohio, Oklahoma, Oregon, Tennessee, West Virginia, and Wisconsin—measure up in every detail to the Federal standards—18 if 5 States (Massachusetts, Minnesota, Montana, New Jersey, and North Dakota) are included in which employment of children in mines has not been a problem and which equal or surpass the Federal standards except in regard to employment of children in mines and quarries.

Most of the States have regulated the employment of young persons under 18 and even under 21 in certain occupations. Examples of such occupations are those in which poisonous acids are used or injurious gases or dusts produced, work in blast furnaces and operation of dangerous machinery such as power presses and steam engines. Girls under 18 and even under 21 are frequently prohibited not only from night work but from employment as messengers, in street trades, and in a few other occupations in which experience has indicated there are special moral hazards. Congress may therefore be urged to make general some of these regulations. The extension of regulations to young persons under 18 years of age should be confined strictly to occupations the extrahazardous character of which has been clearly demonstrated.

In addition to age and hour standards, the law to be enacted in the event the amendment is ratified should provide for cooperation with State agencies charged with the responsibility of enforcing State laws so that Federal enforcing machinery will be necessary in only a few States. Acceptance for the purposes of the Federal act of work permits issued under State laws and a working relationship

with reference to inspection and prosecution would make possible genuine cooperation between State and Federal officers.

This amendment has been the subject of much discussion. The proposal that "The Congress shall have power to limit, regulate, and prohibit the labor of persons under 18 years of age" is broader than a great many advocates of Federal control had anticipated or suggested, and many are questioning the advisability of an amendment in such sweeping terms.

If this proposed amendment is to mean that the youth of the land are to be prevented from engaging in any gainful occupation until they have passed their eighteenth birthday, its effect will be more harmful than beneficial to those under its protection. It would mean that American boys and girls would have to attend school practically to maturity, or remain in idleness from the compulsory school age (or grade) until they become of lawful working age. Our present school system is admittedly lacking in providing suitable vocational training, and nine out of ten of our boys and girls would arrive at manhood or womanhood entirely unfitted for commerce or industry. In many instances their lack of knowledge of the trades and professions would be so limited that they would not have arrived at a decision as to what vocation they should pursue as a life's work.

It is pointed out by opponents to the amendment that if followed by legislation granting the maximum of Federal control permitted by it, husky farm lads of 16 to 18 years of age could refuse to perform even incidental tasks about the homestead. The most effective period of training for agriculture would be denied them, and the habit of industry discouraged.

I believe every child is entitled to a high-school education, but further than that every child is entitled to a trade. Not every father (mother or guardian) can afford the expense of keeping his children in school to the age of 18 years. In most of our cities high schools are provided at no extra cost for tuition, but this is not usually true in rural districts, and of course clothing and equipment for high-school students represent no small investment for the average wage earner. And usually such schools provide small opportunity for adequate vocational training.

These are the things which have been urged against the proposed constitutional amendment in its present form. These are the obvious objections to control to the maximum of the grant of power to Congress. But at the same time no one can fail to realize that there are certain occupations and conditions of employment of an extrahazardous nature which boys and girls need to be guarded against, although no general prohibition of their employment be attempted; for example, occupation in which poisonous acids are used

or injurious gases or dusts are produced, work in blast furnaces, and the operation of dangerous machinery, and employment at night for too long hours.

It must be remembered that the amendment is an enabling act and not a statute and must therefore be drawn in terms rather broad and general to meet the changing industrial conditions and national development. Also a constitutional grant of authority is only maximum in its scope—Congress may in statutes passed under it limit the regulation, control, and prohibition to any age or ages it sees fit not over 18 years. It is true that it may under this amendment prohibit all labor of all children under 18, though doubtless a statute of that character is not contemplated, but no one can prophecy what Congress may do in the future.

Many States recognizing that young persons in industry are in need of protection from physical and moral hazards have passed laws which regulate their labor up to 18 years of age, and in some cases even up to 21. The proposed amendment will not take away from the States the right to prohibit and regulate child labor, nor will it give to Congress any right which the States do not now have. Section 2 provides: "The power of the several States is unimpaired by this article except that the operation of State laws shall be suspended to the extent necessary to give effect to legislation enacted by the Congress." Under this section the power to control child labor will be exercised jointly by the States and the Federal Government. Two Federal child-labor laws have already demonstrated gains to children and that effective working arrangements between national and State officials are possible in a joint undertaking of the States and the United States to protect the childhood of the Nation.

I am convinced that the Federal Government should have the power to regulate child labor. The misgivings entertained by some as to the desirability of a constitutional amendment placing the age of control as high as 18 years may be without foundation, but I recite them in the foregoing for the benefit of those who must give consideration to the subject. The tendency of the times seems toward the assumption of industrial and commercial responsibility by younger men and women, but this tendency will be checked if too high an age of regulation or prohibition be set because the young people of the future will not have acquired the experience and training which responsibility requires, and opportunities for ambitious youth will be lessened thereby. It will be important, if the amendment is adopted, that legislation under it be analyzed carefully to determine the effect it might have upon the morale of the millions of young people who must eventually be absorbed into industry, commerce, and agriculture.

Maternal and child hygiene.

Maternal and infant mortality.—A study of the extent to which mothers in this country are now receiving adequate prenatal, confinement, and postnatal care indicates that there is much room for improvement and that education of the public in general and of mothers in particular is needed if the best results are to be obtained.

The experience of other countries, as well as that in certain parts of the United States, indicates that maternal mortality from puerperal causes is largely preventable, and that with skilled assistance available to every mother during pregnancy, confinement, and the post-confinement period it should be possible materially to reduce the high maternal mortality now prevailing.

The general level around which the infant-mortality rate has fluctuated in the United States dropped about 15 points in 1919 and about 10 points in 1921. Though infant mortality has been declining in this country, six other countries have lower rates than the United States, as is shown by the most recent available statistics for the nations of the world. It is hoped that a new and lower American level will soon be established.

Other preventive and educational work.—The rickets demonstration is bringing helpful data to the field of preventive work in hygiene. The efficacy of the cod-liver oil and sunlight treatment in the prevention of rickets indicates that nation-wide control of this disease is easily possible.

Upon the completion of the studies of the relation of posture to general physical fitness it is hoped that exercises can be worked out which can be so directed by the teachers that results will be easily available for all children without employment of experts except for corrective work and general supervision.

Education of parents and the public in the essentials of prenatal care has been successfully furthered through the film *Well Born*. Similar educational work should be undertaken in the child hygiene and other fields of child welfare through the production of a film on the care of the baby and the preparation of an increased amount of popular exhibit material.

Extension of the benefits of the maternity and infancy act.—Because of the high infant-mortality rate in our island possessions, the recommendation was made in my last annual report that the benefits of the maternity and infancy act should be extended to Hawaii and Porto Rico. Congress has extended the act to Hawaii, and it is to be hoped that measures extending the benefits to Alaska and Porto Rico will be enacted during the next session.

Delinquency among children.

The department has received many requests during the last year to undertake research with reference to prevention of sex delin-

quency among young people and methods of care for those who have become delinquent. Local communities desire not only facts as to successful handling of conduct problems in this and other countries but help through consultation by qualified experts. The department has ample authority to undertake this work under the provisions of the act of Congress creating the Children's Bureau, but it can not supply the information or the help desired unless it is enabled to create a division which will be devoted to this work.

At present the Children's Bureau has a maternity and infant-hygiene division, a child-hygiene division, an industrial, a statistical, and a social-service division. The last named has conducted research with reference to dependent, neglected, defective, and delinquent children, but it can not, with so large a field to cover, give that specialized attention to sex delinquency which this problem demands. An appropriation of \$50,000 or \$75,000, while not sufficient to make immediately available service on a national scale, would be sufficient for a beginning, and the work if continued, could later become national in scope and in effect. There is no more important or more neglected field of child welfare than this.

In my last annual report I called attention to the fact that in the matter of procedure juvenile offenders against Federal laws are not distinguished from adults. A bill providing for probation in the Federal courts passed the Senate during the last session and was pending in the House when Congress adjourned. This would provide a much-needed Federal probation service, but would not prohibit imprisonment in jails nor substitute the procedure of juvenile courts for the indictment and trial of little children under the criminal law.

State child-welfare commissions.

The States have continued to give recognition to the importance of the review and revision of legislation affecting children. Iowa has been added to the list of States, now 29, which have established commissions for the study of child-welfare conditions and the coordination and revision of legislation affecting children. Such commissions have been active during the last year in Delaware, District of Columbia, Florida, Georgia, Iowa, Kentucky, Maryland, New York, and Pennsylvania. The Georgia, Kentucky, Maryland, and New York commissions reported to 1924 sessions of the legislatures, and the Iowa commission reviewed child-welfare bills presented to a special session of the legislature by commissioners appointed to codify the laws of the State.

In Kentucky four of the bills recommended by the commission passed and in Maryland, three. The New York State Commission to Examine Laws Relating to Child Welfare, which has reported to

two previous legislatures, sponsored 19 bills introduced in 1924, of which 8 became law.

Current statistics as to children.

There has been assembling from the sources that are available information on the trend of child labor as revealed by the number of work permits issued. It is hoped that this information can be secured for a greatly increased number of cities and States during the next year. But much more than this is necessary. It is upon facts that a child-welfare program must be based. In addition to the decennial census, current statistics as to the numbers of dependent, neglected, and delinquent children are needed. In many States a beginning is being made in assembling this information. By agreement as to methods of recording facts, comparisons between cities and States would be possible. This is the logical national agency to work out with the States a method of securing uniform reports as to certain fundamental facts.

BUREAU OF NATURALIZATION

Vital to the welfare of every American is the work of making real American citizens out of the throng of aliens who have come to this country seeking the opportunities which America promises. Upon this department rests the responsibility for bringing these millions, aliens often to our speech, our customs, and our institutions, to the point where we can say to them: "Now, therefore, ye are no more strangers and foreigners, but fellow citizens."

Contrary to the general impression, the Bureau of Naturalization is not maintained through the expenditure of funds raised by public taxation; those seeking citizenship, through the payment of fees, fines, penalties, and forfeitures, not only support the naturalization service but up to the present time they have paid into the Treasury, through this channel, more than half a million dollars in excess of administrative costs. I make mention of this fact because, in my opinion, the services of the Government which reach the alien population should be developed more freely for their good.

As a front line of defense the Government should see to it that facilities are provided for the foreigner to gain an intelligent understanding of our language, our ideals, and our institutions. The interest of the Federal Government should not be alone in the number of new citizens acquired, but particularly in the standard of their citizenship.

The naturalization service is the logical contact of the Government with those who have recently been admitted into the United States. All immigrants, as an immigrant is defined in the present immigration act, except those by statute ineligible, are potential

citizens, and the Federal Government therefore has a special interest in maintaining a contact which should be made a helpful one. In a small way, with the limited facilities at its command, the department has in the past performed a useful service in encouraging immigrant education and citizenship training through the public schools and patriotic and civic associations. The results, however, are probably most valuable as an illustration of what could be accomplished if the proper facilities and machinery were available for handling the problem in its entirety. In previous reports I have recommended the compulsory enrollment of all aliens, so long as they remain alien, as the basis upon which to build an instructive and educational service for those who live among us but have not undertaken the responsibilities attaching to citizenship. In this report, as in the past, I am making other recommendations, both as to matters of national expediency and of mere administrative detail requiring legislative action, but as it impresses me as of first importance that alien enrollment be urgently requested at the hands of the next Congress, I treat it as my first and major recommendation under the following caption:

Alien enrollment.

There are two objects to be accomplished through the enrollment of our alien population:

First, the Americanization process should not be left to chance or haphazard methods. We find the result of such procedure in every alien community. Radicalism is bred in misunderstanding of our language, American institutions, ideals, standards, and governments. There is no immediate danger of destroying our Government of evolution by revolution, but nevertheless sinister forces are constantly at work and should be checked.

Second, the United States has embarked upon a policy of restrictive immigration which presents its own difficulties. Under the appropriate heading in this report I am making certain recommendation as to changes which I believe should be made in the immigration act of 1924. In these recommendations I point out the necessity for making any quota limitation which we might impose applicable to the countries of the Western as well as the Eastern Hemisphere. There is at present no numerical limit on the number of people born in this part of the world who may come into the United States. The very fact that we have this open-door policy toward our near neighbors encourages the bootlegging of aliens, and out of bootleg stock we can never hope to get much in the way of real citizenship material. But irrespective of the universal application of the restrictive policy, doubtless we will always have a certain amount of illicit traffic so long as we enforce any restrictive law.

We have a border patrol about as efficient as it is possible to maintain, but to my mind there is a better way of meeting this problem than by keeping a great army of officials along our borders in an ineffectual effort to check the illegal immigrant. I recommend the enrollment of our entire alien population, with the prime purpose of affording every alien the opportunity he needs to become thoroughly familiar with and willing to assume the responsibilities of citizenship.

The Government itself should undertake the supervision of the task of educating the foreign born, and it should do so in a spirit of helpfulness and not of antagonism. From the time that the alien lands he should be made to feel at home and welcome; he should be made to understand that America wants to help him to secure a full benefit of the privileges which residence and citizenship here afford. But the Government must know its problem, just as an individual must know his job, before it can succeed. The school authorities keep records of the children they are to teach and see that education is furnished. The Government in its Americanization program should be no more lax in its work than the public schools. The alien must therefore be enrolled and a record kept of his progress. At the time of enrolling and at subsequent annual recordings a small fee for the service rendered should be collected, to be invested by the Government solely for the alien's welfare. Some objection to this program is raised because its opponents declare it would be similar to the old espionage system of the Czar, but, it must be pointed out, the czarist régime never had such a program for welfare and education. True, we would be able to locate more easily the radical leaders engaged in sinister propaganda against the Government. They ought to be discovered and returned to the countries from which they came. Such individuals, seeking to bring to America the conditions existing under the irresponsible governments of part of Europe and Asia, are no less a menace to America than to the law-loving aliens residing here. The alien who believes in our Government of law and order and our institutions of liberty, freedom, and equal opportunity to all has nothing to fear from enrollment for education, and has much to gain in happiness, contentment, and prosperity by a knowledge of our language and full participation as intelligent citizens in our national affairs.

The Commissioner of Naturalization states that the average acquired intelligence among a majority of the newly naturalized citizens is lower than that of the sixth-grade student of our public schools. He also states that the average mental requirement of adults seeking citizenship under the present law is about the same degree of intelligence as that of the ordinary 10-year-old boy, while in some parts of the country the English required to succeed as a candidate

for citizenship is an ability to nod or shake the head correctly when questions are asked. Among those who have lived in this country 10 or more years are found many who are still ignorant of both our language and customs. However, many of the more recent arrivals, under stimulus furnished by civic and patriotic organizations, are preparing themselves for citizenship by attending citizenship classes in public schools and other institutions. These as a rule possess higher standards of intelligence than exist among the immigrants who have been here a longer period of time and become neglectful of the greater opportunities for those who comprehend. The sense of responsibility among those who have not the opportunity or who neglect proper training for civic duties seems to decrease with the increase in the number of years that they remain alien.

Many aliens come to us from nations whose system of government and scheme of human relations are antipodal to the ideals of America. They come from an atmosphere where the pomp of kings and emperors has clashed with wild political theories that lead to anarchy and destruction, where economic and political turmoil have given birth to vile political doctrines, fatal to human governments. These doctrines, which menace the very existence of America as a nation, must be barred from our national life. We must teach the foreigner among us due reverence for those ideals of human rights, secured by representative government, of liberty under law, which our forefathers wrought into the fabric of our country when they founded the United States of America. We must make our new citizens worthy of America.

This system could easily and readily be financed by the collection of a small fee annually from each alien, except in cases where the alien was financially unable to make such a payment, when it could be remitted. The plan would put an end to the complexities of our present system of naturalization which in many cases makes it almost impossible for the alien to gain citizenship. The enrollment card which would be furnished to each alien would provide all the necessary evidence for naturalization after the alien had completed the required term of residence here.

Changes necessary in naturalization law.

I submit the following recommendations for changes in the existing naturalization law:

1. The declaration of intention required by the present law should be abolished. It serves no useful purpose and is often the basis of fraud and misunderstanding, both as to its efficacy in matters of immigration and of naturalization. If, however, it is to be continued—

2. No alien should be permitted to declare his intention to become an American citizen without furnishing proof of his lawful admission to the United States.

3. Declarations of intention filed by aliens who arrived in the United States after the effective date of the quota immigration act, June 3, 1921, who are unable to show lawful permanent admission, should be declared invalid.

4. Certificate of arrival should be required before any alien is permitted to file either declaration of intention or his petition. In case of arrival in the United States prior to June 3, 1921, discretion should be given to the Commissioner of Naturalization to issue a certificate of arrival upon satisfactory proof of residence in the United States from the date of actually established lawful entry where the immigration records fail to show it.

5. A certificate of naturalization should be authorized to be given to those who have heretofore acquired citizenship by the naturalization of the husband and to those deriving citizenship through the naturalization of the father or mother. Claimants should be required to petition for this certificate of citizenship, which should be issued only upon manifestation of the standards herein recommended for petitioners, and taking the oath of allegiance. A small fee should be required for the petition and certificate. In most of the large cities the number of aliens who have entered the country illegally and are making fraudulent representations to obtain naturalization, thereby hoping to lay claim to the right to bring in relatives exempted from quota restrictions, has placed new burdens on the Naturalization Service. Including the normal increase in applicants for citizenship, the new quota law has added perhaps 100 per cent more work to be done. Evidences of systematic efforts to obtain naturalization in order to evade immigration restrictions are being found, and only the closest application to examining applicants will prevent fraud on a very large scale.

6. All the naturalization fees recommended herein to be collected by the clerks of courts should be accounted for to the Commissioner of Naturalization upon the same basis as that now authorized under the prevailing law.

7. Until a certificate of citizenship has been duly granted to him, no alien-born person who derives rights through the naturalization of his parent should be allowed to claim American citizenship upon attaining the age of 21 years.

8. Section 2172 of the Revised Statutes, which was the act of Congress of April 14, 1802, should be modified to conform to the present-day naturalization laws or be repealed.

9. Requirement should be made that a photograph of the person naturalized be attached to the original and duplicate certificates of

naturalization, the latter to be filed in the bureau. This measure is designed to prevent the mailing of naturalization certificates to persons in foreign countries to aid them in fraudulently entering the United States.

10. Petitions for naturalization filed by aliens whose families reside abroad should be deferred by law until a certificate of health for the family conforming with the immigration law is produced. Such a course will prevent necessity for returning those in the excluded classes under the immigration law, should they arrive at American ports.

11. All naturalized citizens who depart from the United States with the intention to reside permanently abroad should be required to state that fact under oath. The procurement of a passport from the country of their former allegiance should be made grounds for forfeiting their United States citizenship. These should be included in the law as grounds for suits for setting aside their citizenship.

12. The grounds for cancellation of certificates of naturalization should be broadened so that those who expatriate themselves by residence abroad may be brought within the scope of the law authorizing the canceling of naturalization certificates. Legal service should be authorized through the American consular representatives on those living outside the United States whose citizenship is attacked.

13. The basis of dual citizenship, so far as this country is concerned, is probably found in section 1993 of the Revised Statutes, which was originally the act of Congress of April 14, 1802, and section 5 of the act of March 2, 1907. Under these laws children born abroad of American parents and of alien parents who subsequently became citizens of the United States and are lawfully admitted to the United States are held to be citizens of the United States. So long as the statutes of the United States make such provisions the undesirable question of dual allegiance can hardly be settled. It would seem, therefore, highly desirable for this country to take the step which will enable it to open the way to the removal of this question from the field of international relations.

14. Relief should be afforded those who served between April 6, 1917, and November 11, 1918, in the military or naval forces of the United States and were honorably discharged therefrom, in order that they may secure naturalization expeditiously.

15. Service upon American merchant vessels should be clearly defined in its exempting effect from the general naturalization requirements. Three years of eight months each of seasonal service upon American vessels on the Great Lakes, constituting 24 months of

actual service, is held to be the equivalent of three years of 12 months each, and upon such service citizenship is granted with practical uniformity, although residence in Canada during the three years persists.

16. The necessity does not exist for the issuance of duplicate statements or certificates by the clerk of a court to a naturalized citizen. Such issuance is increasing. It leads to fraudulent practices and should be prohibited unless provision be made for photograph attached thereto. That portion of section 13 of the act of June 29, 1906, which is the foundation for allowances to State officers out of appropriations made by Congress, should be repealed.

17. It is recommended that the naturalization laws be extended to the Virgin Islands in the same manner that they have been extended to Porto Rico. This recommendation is made because the treaty with Denmark declares that the natives of the Virgin Islands who were citizens of Denmark shall take the status of American citizens upon the ratification of the treaty and cession of the islands. The treaty also provides that their political status as American citizens shall be defined by the Congress.

18. In order to remove the admission to citizenship as far as possible from the realm of influence which would be exerted to accomplish the admission of aliens not wholly desirable, the right to reopen dismissed petitions should be legislatively denied. The right should be only by appeal, and from such an appeal, where favorable, there should be an unquestionable right of the Government to a direct appeal through the usual channels to the Supreme Court of the United States. The courts are overcrowded and can not and do not give the consideration to naturalization cases which they should receive. This is the conclusion of practically all judges where there is extensive naturalization. They are compelled by the circumstances to rely entirely upon the naturalization examiner and accept his conclusion.

19. Naturalization courts, as such, should be authorized. These courts should be preferably administrative courts with the right of appeal to the appropriate United States court. The sessions of these courts should be held in United States court rooms or State court rooms under suitable arrangements, authorized by law, to be made by the Commissioner of Naturalization as to times of holding sessions, and should be at no expense of rental to the Government for the use of these otherwise vacant courts. There is no doubt that with proper compensation as highly patriotic citizens can be obtained to sit as naturalization judges in administrative courts as are now found in other positions of trust and responsibility. Such courts have been urged for years by judges throughout the United States. The presentation here of this recommendation reflects the conclusion on the

part of those judges, both State and Federal, who confer the largest number of naturalizations and who feel that the present system does not afford the protection that should be given in the grant of the most sacred privilege which can be conferred by the Nation upon people of foreign birth. The thought has been repeatedly expressed that it is better for the country that people of alien birth be naturalized than for them to remain unnaturalized. The country needs only good citizens. The present law is inadequate. In fact, the changes necessary make it desirable that an entirely new naturalization code be enacted or that naturalization become a chapter of an oft-recommended alien code.

WOMEN'S BUREAU

Comments and recommendations.

For the future as in the past the Women's Bureau is faced with the need for four main types of activities—State studies of the hours, wages, and working conditions of women in industry; special studies of important problems specifically related to wage-earning women; extensive research work in order to furnish information requested about women workers; and educational efforts to disseminate the many significant facts available and to impress the public with the importance of such matters. State departments of labor, associations of employers and workers, research bureaus, churches, schools, colleges, universities, and State, National, and international organizations of women, as well as the public in general repeatedly turn to the department for information and data pertaining to the occupational progress of women wage earners and their economic and social status. Each year the volume of work that looms up as an essential part of this program increases. These requests and demands have grown to such an extent that it is possible to meet only a small part of them.

The variety of elements composing the vast army of more than eight and one-half million working women adds greatly to the complexity of the problems confronting the department. In the ranks of the wage earners are young girls; middle-aged and even elderly women; married, single, widowed, separated, and divorced women. There are women who support not only themselves but dependents as well—those who are home-makers in addition to being wage earners. In short, the crux of the matter lies in the fact that working women, regardless of their status in other respects, are generally speaking not only producers of economic goods but of future citizens, actually or potentially. The great variety of jobs in which women are now found complicates the situation. The general types of work done by women are listed by the United States Bureau of the Census as

follows: Domestic and personal service; manufacturing and mechanical industries, clerical occupations; agriculture, forestry, animal husbandry; professional service; trade; transportation; public service; and extraction of minerals. Such are the broad classifications, each with many subdivisions, and each with its own set of problems. Moreover, in a consideration of the complicating factors connected with the employment of women, it is necessary to call attention to the many variations in labor legislation for women in the 48 States.

State studies.—The very fact that there are 48 legislative bodies in the United States with the right of self-government in conformity with the Constitution makes an evident explanation of the great diversity of laws for women workers. The problems caused by this lack of uniformity are constantly confronting all who are concerned with trying to enact and enforce labor legislation in behalf of wage-earning women. In order to bring about a better condition, it is necessary to have a Federal agency leading the way. The Women's Bureau, created as it was to work in conjunction with State departments of labor, to collect and disseminate facts and figures on questions vitally affecting wage-earning women, and to draw up a set of standards possible and practical for the employment of women in each of the 48 States, has always engaged in State investigations as an important part of its work.

Special studies.—No less important than the State studies and of a much wider appeal are special studies which the function and duties of this service constantly necessitate. Some of the outstanding problems connected with wage-earning women now challenging the attention of all interested in the welfare of the Nation may be outlined as follows:

1. Although the employment of married women has for some years been the theme of much discussion it has now become, on account of the almost 2,000,000 married women in gainful occupations and of the 53.7 per cent increase in the number of married women in manufacturing and mechanical industries, trade, and transportation during the decade from 1910 to 1920, a question of unusual importance in the country. Accordingly, it is essential to collect and present definite and comprehensive information about married women in gainful occupations. The problem of the employed married woman, and especially of the employed mother, linked so closely as it is with the welfare of the home and the family, is naturally one of the most vital as well as one of the most complex problems before the country to-day. The Department of Labor, which is looked to by the country at large to throw light on this matter, realizes the necessity for a study which will require considerable field work in order to collect at first hand reliable information on the subject. Even

though the many complicating social and economic factors make this whole matter a difficult one to settle entirely, nevertheless a scientific study of the question would make for a reduction of existing problems.

2. A number of requests have been received from various sources for information concerning foreign-born women workers in regard to race, numbers, and proportions in various localities, and occupational distribution. I realize the importance of the subject in view of the more than a million foreign-born white women in gainful employment in the United States, and deem it necessary to make a survey along this line in the near future. This information would be of invaluable service in throwing light on problems of Americanization as they affect women workers. The study should cover the economic effects of foreign-born wage-earning women upon the industrial situation in this country as well as the effect of industries upon such women. Significant problems in this connection calling for scientific investigation are the family relations and economic responsibilities of women of foreign birth, their handicaps and opportunities for employment, and their effect upon industrial standards. Such information would prove of value to those concerned with the development of a policy for the education of foreign-born women conducive to their most satisfactory adjustment in the country.

3. The whole theory of special legislation and protection for women has been challenged to such an extent that it seems unwise to delay longer a special study of this question. Women all over the country are calling on the department for dependable facts on the subject.

4. Many inquiries come to me as to the desirability and need for regulation of women's wages. Typical questions that are constantly being asked in this connection are: What effect do minimum wage laws have upon women's opportunities for employment; and do these laws cause the minimum wage to become the maximum? It is urgently important that the basic and current facts as to women's earnings and the social and economic significance of their earnings should be made available by an unbiased agency, so that general policies may be established.

5. Other matters calling for attention are:

- (a) Critical compilation of existing material relating to women in industry.
- (b) Codification of laws regulating conditions for women in industry.
- (c) The effect upon women in industry of certain conditions, such as the piecework system, posture at work, the lifting of weights, and industrial poisons.

- (d) A study to ascertain the number of women in the country employed on an 8-hour schedule and the number with a longer workday.
- (e) A comparison of the proportions of men and women working on an 8-hour schedule.

Educational and research work.—Because of the great and growing interest in the subject of women in industry on the part of all sorts of organizations and of the public in general and because of the many demands that pour into the department for statistical information and for popular and graphic presentations of facts about wage-earning women I realize the need for expanding its research and educational activities and for increasing the educational exhibit material. The department should be able to furnish regularly to the public special articles relating to women wage earners. It is impossible to do this under the present appropriation and with the limited personnel in the editorial and research divisions. Each year there is a demand and need for new exhibit material in addition to that already available. Many groups and organizations interested in educating the public by graphic means about matters pertaining to wage-earning women are constantly seeking new and impressive ways of doing this, and are largely dependent upon the department for aid in this respect. Consequently, much additional exhibit material, chiefly of a three-dimensional type, depicting in an arresting and forceful fashion the numerous problems of women workers, is essential.

SUMMARY OF RECOMMENDATIONS

Briefly, the recommendations in this report, designed to enable the department better to accomplish its statutory purpose—to foster, promote, and develop the welfare of the American wage earner—may be summarized as follows:

First. We need to broaden the field of the Bureau of Labor Statistics, upon which we must depend for the facts which form the working basis for all of our activities in the field of labor and industry. There is especial need for a Division of Labor Safety in the bureau which would coordinate the work for industrial safety, now being done in the various States, and which would show us where we are going in our efforts to make industry safer for the men and women upon whose labor industry must depend.

Second. Gradually increasing appropriations are necessary to enable the Conciliation Service to develop and expand its functions as the peacemaker of American industry, in which field the service has proved so effective. We need, too, a few specially trained commissioners to handle controversies arising in our basic industries.

Third. The United States Employment Service should be made a statutory bureau of the Department of Labor, and provision made through it for Federal supervision of the clearance of labor between the States, and for cooperation with the States in bringing the man and the job together.

Fourth. The work of the Children's Bureau should be extended and encouraged, and provision should be made whereby the public generally may have the benefit of the reports and findings of this department coming through that bureau.

Fifth. Means should be provided to enable the Secretary of Labor to undertake the tasks placed upon the Women's Bureau by law, and generally demanded. We now face demands far beyond our capacity to meet without increased personnel and facilities.

Sixth. Our immigration law is vital in its effects upon the condition of the men and women who work in America. We have taken a step toward selective immigration in that provision of the act of 1924 establishing the partial examination of prospective immigrants at our consular offices abroad. We should go the whole way and make sure that all applicants for admission are qualified before they leave their homes, and that they will fit into our political, economic, and social scheme of things here in America. We should make our quota law applicable to Canada, Mexico, and Central and South America, thus closing the door which now invites the activity of the surreptitious entrant and the smuggler of aliens. We should provide for the admission regardless of quota limitation of farmers and skilled and unskilled laborers needed in the United States when labor of like kind can not be found unemployed in this country, when no strike or lockout exists or impends in the industry which needs such labor. To balance this the President of the United States should be authorized to prohibit all, or further limit, immigration whenever the Secretary of Labor and the Secretary of Commerce shall find that unemployment in this country makes such a suspension desirable.

We should proceed at once to humanize our immigration laws wherever that is possible. Our laws should not operate to keep members of families apart. The 1924 act makes such provision for the wife and unmarried children under 18 years of any citizen, but I would extend it to include the dependent father and mother of such a citizen. Furthermore, within the quota I would give first preference for admission to the families of aliens who have declared their intention to become citizens. After this provision I would establish the following order of preference: Immigrants who served in the military forces of the United States during the World War; skilled laborers; all other laborers, including domestic servants. In the last two classes we could provide within the quotas for the

normal man power which our industry may need to draw from foreign sources.

Seventh. We need a complete revision and codification of our naturalization laws. It is of vital importance that we provide the means to enable the foreigner who comes among us to gain an intelligent understanding of our language, our ideals, and our institutions. At present the Federal Government makes no such provision. The alien, unfamiliar with American customs, and usually unable even to speak our language, is left wholly to his own resources immediately upon his admission to our country. It is small wonder that he may in some cases fall an easy victim to those who would exploit him, or to those who preach economic, political, and social heresies subversive of our whole system of government. Unrest and dissatisfaction are bred of ignorance, and we owe to America and to the alien the duty of eliminating that ignorance. To do this I would provide for the annual enrollment of our alien population, and through this enrollment I would provide the means of educating every alien in American customs, our language, our ideals, and our institutions. The alien who comes here seeking the best that America can give him, and seeking to give America the best that lies in him, will welcome an opportunity to learn our language and our civic methods and ideals. It is true that this enrollment plan would enable us to know the alien who is here in violation of our laws, who has been smuggled into this country, and the alien who is here to preach the downfall of all law and order. We should know them. This plan is probably the only available means of putting an end to the scandalous bootlegging of aliens through our seaports and over our land borders. It will arouse no antagonism or fear among the aliens here for legitimate purposes; no others should be here.

In making these recommendations I seek the welfare of the men and women who work in America, whether they be native or alien born. I am of alien birth myself, and for many years I lived among the aliens of our mines, mills, and factories. I put forward these proposals firm in the belief that they will make for better workers in America and a better America to work in.

APPENDIX I

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 appointed, to be appointed by the President, by and with the advice and consent of the Senate; and who shall receive a salary of

APPENDIXES

APPENDIX I.—ACT CREATING THE DEPARTMENT OF LABOR

APPENDIX II.—ABSTRACT OF NATURALIZATION LAWS OF THE WORLD

APPENDIX I

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 Immi-

gration 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.

APPENDIX II

ABSTRACT OF NATURALIZATION LAWS OF THE WORLD

In view of the many important changes in the naturalization law recommended in this report the following abstract of the naturalization laws of the world is presented for information and comparison:

ARGENTINA

[Argentine citizenship law, law No. 346, of October 8, 1869]

Argentine citizenship may be acquired by a foreigner over 18 who has resided two continuous years in the Republic by manifesting his desire to become a citizen before a sectional federal judge.

Exemption from the requirement of two years' residence is granted those who can testify to have honorably filled Government positions, to have served in the army or navy or assisted in an engagement of war in defense of the nation, to have established a new industry or introduced a useful invention, to be controller or constructor of railways in any of the Provinces, to be engaged in forming part of the colonies (provided they possess landed property), to inhabit or populate national territory in the frontier lines or outside them, to have married an Argentine woman in any of the Provinces, or to practice in them a profession of any branch of education or industry.

The foreign-born son of a naturalized citizen who was a minor at the time of his father's naturalization may obtain his citizenship papers from the federal judge by enrolling in the national guard at the time required by law.

The son of a naturalized citizen in a foreign country, after naturalization of his father, may obtain his citizenship papers upon coming to Argentina if he enrolls in the national guard at the age prescribed by law.

AUSTRALIA

In this act, unless the contrary intention appears, "alien" means a person who is not a British subject; "British subject" means a person who is a natural-born British subject, or a person to whom a certificate of naturalization has been granted, or a person who has become a subject of His Majesty by reason of any annexation of territory.

The following persons are natural-born British subjects: Those born within His Majesty's dominions and allegiance; any person born out of His Majesty's dominions whose father was a British subject at the time of that person's birth; any person born on board a British ship, provided the child is of a British subject born in territory where His Majesty exercises jurisdiction over British subjects.

The governor general may grant a certificate of naturalization to an alien who makes an application for the purpose, and satisfies the governor general that he has either resided in His Majesty's dominions for a period of not less than five years in the manner required, or been in the service of the Crown for not less than five years within the last eight years before the application; and that he is of good character and has an adequate knowledge of the English language; and that he intends if his application is granted either to reside in His Majesty's dominions or to enter or continue in the service of the Crown. The residence required is residence in the Commonwealth for not less than one year immediately preceding the application, and previous residence, either in the Commonwealth or in some other part of His Majesty's dominions, for a period of four years within the last eight years before the application. The grant of a certificate of naturalization is in the absolute discretion of the governor general. A certificate of naturalization shall not take effect until

the applicant has taken the oath of allegiance. The requirement as to residence may be waived in the case of a British woman who lost her citizenship upon marriage to an alien, who desires to recover her citizenship at the termination of the marital relation. The governor general may in his discretion grant a special certificate of naturalization to any person with respect to whose nationality as a British subject a doubt exists. The names of the minor children may be included in a certificate of naturalization, but such child may, within one year after attaining majority, make a declaration of alienage. The governor general may, in his discretion, grant a certificate of naturalization to any minor.

Where the governor general is satisfied that a certificate of naturalization granted by him has been obtained by false representation or fraud, or by concealment of material circumstances, or that the person to whom the certificate is granted has shown himself to be disloyal to His Majesty, the governor general shall by order revoke the certificate, and under other circumstances the governor general may revoke naturalization certificates, in the manner prescribed by law. The citizenship of the wife and minor children, in the discretion of the governor general and under certain circumstances, may remain unchanged despite the revocation of the citizenship of a subject.

The wife of a British subject shall be deemed to be a British subject, and the wife of an alien shall be deemed to be an alien, provided that where a man ceases to be a British subject it shall be lawful for his wife to make a declaration that she desires to retain British nationality, and where an alien is a subject of a State at war with His Majesty it shall be lawful for his wife if she was at birth a British subject to make a declaration that she desires to resume British nationality, which the governor general may in his discretion grant. A woman who, having been a British subject, has by or in consequence of her marriage become an alien, shall not by reason only of the termination of the marriage cease to be an alien, and a woman who, having been an alien, has by or in consequence of her marriage become a British subject shall not, only by termination of the marital relation, cease to be a British subject. The minor children of a person who ceases to be a British subject shall thereupon cease to be a British subject unless such child does not become a subject of the country to which his parent becomes subject, under the law of the latter country. Upon marriage of a British woman to an alien her minor children by a former husband do not lose British citizenship. Any child who has so ceased to be a British subject may, within one year, after attaining his majority, make a declaration that he wishes to resume British nationality, and shall thereupon again become a British subject.

A British subject who becomes naturalized in any foreign State shall be deemed to have ceased to be a British subject. A person who is a natural-born British subject, but who becomes during minority a subject of a foreign State may, if of full age and not under disability, make a declaration of alienage and cease to be a British subject.

An applicant for a certificate of naturalization shall produce in support of his application his own statutory declaration stating his name, age, birthplace, occupation and residence, the length of his residence in the British Empire or the period within the eight years preceding the date of his application during which he has been in the service of the Crown, and such other particulars as are prescribed and that he intends to settle in the British Empire or to enter or continue in the service of the Crown. He shall advertise in the prescribed manner his intention to seek naturalization and produce certificates of character from three natural-born British subjects, duly qualified.

The wife of any person whose certificate or letters of naturalization have been revoked may, within six months after the date of the order or revocation, make a declaration of alienage, and she and the minor children who derived citizenship through the naturalization of the person, shall cease to be British subjects.

AUSTRIA

[Treaty of St. Germain, September 10, 1919]

By the provisions of this treaty Austria undertakes not to subject the nationals of any one of the allied and associated powers to any restriction which was not applicable on July 1, 1914, to the nationals of such powers unless such restriction is likewise imposed on her own nationals.

The treaty disposes of the question of dual nationality, as Austria undertakes to recognize any new nationality which has been acquired by her nationals under the laws of the allied and associated powers and in accordance with the decisions of the competent authorities of these powers pursuant to naturalization laws or under treaty stipulations, and to regard such persons as having, in consequence of the acquisition of such new nationality, in all respects severed their allegiance to their country of origin.

BELGIUM

[Law on acquisition and loss of citizenship, May 15, 1922]

The following are defined as Belgians: A legitimate child, born in Belgium or elsewhere, of a father of Belgian nationality; a child born in Belgium of parents legally unknown; a child found in Belgium, who is presumed, until contrary is proved, to be born on Belgian soil.

A natural child, the identity of whose mother is determined during his minority and before becoming of the age at which he would come into possession of his lands (livery), takes the nationality of his mother, on the date of official acknowledgment or judgment of such parentage. He takes the nationality of his father if the acknowledgment or judgment of paternity is previous to or concomitant with that of the mother.

A natural child legitimized during his minority and before emancipation (enfranchisement by his father) takes the nationality of his father, if his father is a Belgian or a subject of a nation whose law confers upon legitimized children the nationality of their father.

Minor children not emancipated become Belgians when those of their progenitors exercising guardianship over them voluntarily acquire or reacquire Belgian citizenship.

Belgian citizenship may be acquired by option, naturalization, and great naturalization.

Option.

Citizenship by option may be acquired by a child born in Belgium, and a child born abroad one of whose parents possessed Belgian nationality. Admission of such option is contingent upon satisfying the following requirements: The national status of the person concerned must not authorize him to keep his nationality even though he acquires a new one; he must have habitual residence in Belgium during the year previous to option; he must have resided in Belgium from the ages of 14 to 18, or for nine years at least; option must be made before completion of the applicant's twenty-second year.

A child born of foreign parents, one of whom had been a Belgian, is exempted from residential requirements with the exception of the one year previous to the option.

An applicant who proves to the satisfaction of the court that he was prevented from making his option since he was 21 may have his option admitted.

Declaration of option is made at the court of first instance of the habitual residence of the applicant. Record is made by the public prosecutor, who also causes it to be published on posters affixed to the doors of the city hall and the applicant's house, and inserted in a provincial paper, stating the delay, during which that magistrate shall investigate the applicant's qualifications. The justice of the peace is always requested to express his opinion.

The court of first instance, after hearing the public prosecutor and hearing or summoning the applicant, decides upon admission of the option. The public prosecutor notifies the applicant of the decision.

Fifteen days are allowed the public prosecutor and applicant to lodge an appeal against the decision of the court with the court of appeals, which is the last resort.

Legal consummation of the option requires transcription in a register kept by the registrar of birth, marriage, and death certificates of the applicant's place of residence, or if abroad option must be made before a Belgian consular or diplomatic agent.

Naturalization.

Great naturalization, which confers political rights, requires that the applicant be 25 years of age and a habitual resident for 10 years in Belgium or the

colony. The length of residence required is reduced to five years in the case of a foreigner married to a woman of Belgian origin, or widower of or divorced from a woman of Belgian origin from whom he has one or several offspring, and in case of a woman of foreign origin having married a Belgian. Great naturalization may also be granted without any other condition for eminent services to the State or colony.

Ordinary naturalization, which does not confer political rights for which constitution or law requires great naturalization, requires that the applicant be 20 years of age and a habitual resident for one year in Belgium or five years in the colony. This length of time is reduced to two years in the case of a foreigner married to a woman of Belgian origin, or widower of or divorced from a woman of Belgian origin from whom he has one or several offspring.

A request for naturalization is not admissible if the national status of the person concerned authorizes him to keep his nationality even though he acquires a new one.

A woman requesting naturalization jointly with her husband, and sons and daughters of age or emancipated, seeking great naturalization jointly with their author, are exempted from the requirements named above.

A request for naturalization is signed by the person presenting it or by a bearer of power of attorney and is addressed to the minister of justice, who communicates the request to the court of first instance of the applicant's habitual residence. The public prosecutor sees to the publication of the request and investigation of the applicant's qualification, as described above for declarations of option. Following the investigation, the request and all documents relating thereto are transmitted to legislative chambers. If the applicant resides in the colony, publication of the request and investigation are carried through the minister of colonies.

The minister of colonies notifies the person concerned after the deed of naturalization is voted upon by the chambers and sanctioned by the King. The person concerned or the one bearing his power of attorney must request within two months transcription of the naturalization in a register kept by the registrar of birth, marriage, and death certificates of the applicant's place of residence, or if abroad by the Belgian diplomatic or consular agent. Legal consummation of the naturalization requires this transcription. Notice of the naturalization is then published in the official gazette *Moniteur Belge*, with a statement of the transcription.

Loss of citizenship.

Belgian nationality is lost by voluntary acquisition of a foreign nationality, by renouncing Belgian nationality before a registrar of births, marriages, and deaths, or a Belgian diplomatic or consular agent, by a woman marrying a foreigner and thereby acquiring his nationality by virtue of the foreign law, by a woman whose husband voluntarily acquires a foreign nationality if she acquires her husband's nationality by virtue of the foreign law. A woman of Belgian origin may retain her Belgian citizenship despite marriage to a foreigner and despite acquiring foreign nationality if she makes a declaration before a registrar or Belgian consular or diplomatic agent within six months of the day of marriage or day when husband ceased to be a Belgian. Minor children not emancipated of a Belgian who has become a foreigner in accordance with the above and in whose guardianship they are, if they have acquired foreign nationality at the same time as their progenitor, also lose Belgian nationality.

Recovery of citizenship.

A woman who has lost Belgian citizenship by marriage with a foreigner by which she acquires the nationality of her husband by virtue of the foreign law, and a woman who acquires her husband's nationality through his voluntary acquisition of a foreign nationality may recover Belgian citizenship after the dissolution of the marriage by means of a declaration of option made after a year of habitual residence in Belgium.

A minor child who has lost Belgian citizenship as described in the paragraph above may recover it between the ages of 18 and 22 by means of a declaration of option made after a year of habitual residence in Belgium. If he proves to the satisfaction of the court that he was prevented from making his option since he was 21, he may have his option admitted. Declarations of option to recover citizenship, as described above, are subjected to the agreement of judicial authorities and the declaration of admission is transcribed as required for other option and deeds of naturalization.

Minor children are able to make a declaration of option if they are 16 years of age, with the assistance of the persons whose consent is necessary to them for validity of marriage. Such consent is given them in the deed of declaration of option or by separate deed received by the registrar of births, marriages, and deaths, which is annexed to the declaration deed.

Belgian nationality is declared to be sufficiently established by proof of such nationality in the one of the applicant's relatives whose nationality was the condition of his own, was possessed of Belgian citizenship. The possession of Belgian citizenship is acquired by the exercise of the rights which that citizenship confers.

Transitory dispositions.

Provision is made herein for declaration of option by certain classes named in the law October 25, 1919, on option of fatherland and for renunciation of Belgian nationality by those possessed of such nationality because of failure to renounce the same according to certain articles of the law of June 8, 1909, and of May 26, 1914.

Provision is made for declaration of option of Belgian nationality, if made within three years from the day of enforcement of the present law or in the case of minors upon attaining majority, and consummated in accordance with the requirements for transcription of records by children and descendants of individuals who could retain Belgian citizenship according to the law of June 4, 1839, but lost it by neglecting to make necessary declaration or transfer his domicile in Belgium.

Women of Belgian origin who have lost Belgian citizenship following marriage with a foreigner, or as a result of acquisition of foreign nationality by their husbands, are admitted to recover Belgian nationality during six months after enforcement of the above law by making a declaration before the registrar of births, marriages, and deaths or Belgian consular or diplomatic agent.

A provision is also made covering forfeiture of Belgian citizenship by a person who is Belgian by option or naturalization for grave failure to his duties toward Belgium or its allies during the war; together with provisions covering where suit for forfeiture shall be brought, right of appeal, publication of sentence or judgment pronounced by default, limitation of time for such suits, transcription of judgment in the register kept by the registrar of births, marriages, and deaths, date of effect of forfeiture and publication of record of transcription in *Moniteur Belge*.

A wife of an expatriated Belgian may decline Belgian nationality within a year from the date of transcription of the forfeiture, or, if not of age, from the day of her majority. Similarly, minor children are admitted to decline Belgian nationality with the same delay. Minor children are admitted to decline Belgian nationality as soon as they are 18 years of age. Renunciations to nationality are made before the registrar of births, marriages, and deaths as are other declarations.

BRAZIL

The President of the Republic vetoed the law passed by Congress August 21, 1923, which established the conditions with which foreigners residing in Brazil must comply in order to obtain naturalization, on the ground of unconstitutionality.

According to the constitutional law of Brazil, naturalization is acquired through facts which warrant that citizenship be granted to a foreigner; through an act on the part of the foreigner, requesting naturalization after complying with legal requirements. Such aliens must show their intention not to retain their own nationality; must reside in Brazil; must own real estate in Brazil; must have a Brazilian wife or children born in Brazil. The intention of a change of nationality can be shown only in a specific way; that is, through a petition for the issuance of declaration papers of Brazilian citizenship, an act which, for every reason, can be executed only by the Federal authorities. For the declaration of a right which is contained in the constitution, a residence of five years would be required.

BULGARIA

[Treaty with United States, November 23, 1923]

Nationals of the United States naturalized in Bulgarian territory and nationals of Bulgaria naturalized in territory of the United States shall be held to

have lost their former nationality and to be nationals of the nation upon whose soil they were naturalized. Such acquisition of nationality is subject to any law of either country providing that its nationals do not lose their nationality by becoming naturalized in another country in time of war.

Nationals of either country naturalized in the territory of the other shall not, upon return to the country of former nationality, be punishable for the original act of emigration, or for failure prior to naturalization to respond to calls for military service not accruing until after bona fide residence was acquired in the territory of the country in which naturalized.

If a national of either country, after being naturalized, shall renew his residence in the country of origin, without the intent to return to that in which he was naturalized, he shall be held to have renounced his naturalization. The intent not to return may be held to exist when a person naturalized in one country shall have resided more than two years in the other.

The provisions of the above treaty are to go into effect immediately following exchange of ratifications (April 5, 1924), for a period of ten years. If at that time neither party shall have given the other six months previous notice then to terminate the treaty, it shall remain in force until the end of twelve months after either of the contracting parties shall have given notice to the other of such intention.

CANADA

[Naturalization act of 1914, as amended by the naturalization act, 1914]

The following persons are defined as natural-born British subjects: Any person born within British dominions; any person born out of British dominions whose father was a British subject at the time of that person's birth, being held born a British subject or a person to whom a certificate of naturalization had been granted; any person born on board a British ship held in British waters or elsewhere. A child born either before or after the passage of the law is held to be a British subject if born in a place in which, by any lawful means, His Majesty exercises jurisdiction over British subjects. A person born aboard a foreign ship will not be held to be a British subject solely because the ship was in British waters.

Naturalization.

Power to grant certificates of naturalization is vested in the absolute discretion of the Secretary of State of Canada and he may, with or without assigning any reason, give or withhold the certificate, as he thinks most conducive to the public good. There is no appeal from his decision. The certificate granted takes effect when the applicant has taken the oath of allegiance. The person to whom granted is entitled to the same rights and subject to the same responsibilities as a natural-born citizen. A certificate of naturalization may not, however, be granted to any person under disability (the status of being a married woman, or a minor, lunatic or idiot).

The alien making application for naturalization must satisfy the Secretary of State that he has resided in British dominions for at least five years with residence in Canada for not less than one year immediately preceding the application, and previous residence in Canada or some other part of British dominions for a period of four years within the last eight years before the application; or be in the service of the Crown for not less than five years during the last eight years before the application; that he is a good character and has adequate knowledge of either French or English, and that he intends permanently to reside in British dominions or to enter or continue in the service of the Crown.

A woman who is a British subject previous to her marriage to an alien, may, upon death of her husband or dissolution of the marriage, be granted the certificate of naturalization without compliance with the requirement for period of residence. The Secretary of State may, in any other special case, if he sees fit, grant a certificate of naturalization without satisfaction of the requirement for period of residence or service; he may also grant a certificate to any person with respect to whose nationality as a British subject doubt exists, stating that purpose in the certificate. Such a grant does not imply that the person was not previously a British subject.

The Secretary of State may in any special case grant a certificate of naturalization to any minor, or on the application of an alien being naturalized, he may include on the certificate of naturalization the name of any minor child

of the alien born before the date of the certificate; such child thereby becomes a British subject. However, a child so naturalized may cease to be a British subject by making a declaration of alienage within one year after attaining majority.

An alien naturalized by the passing of this act may, upon application to the Secretary of State and within his discretion, be granted a certificate under this act. A certificate obtained by false representation or fraud may be revoked by the Secretary of State, the revocation taking effect upon such date as he may direct; a certificate thus revoked may be ordered given up and canceled, refusal or neglect to do so making the offender liable upon conviction to a fine not exceeding five hundred dollars.

The terms of this act regarding power to grant and revoke certificates of naturalization are, if the legislatures of such dominions adopt the foregoing provisions governing naturalization, to apply equally to any British possessions, with the substitution for French of any other language recognized on an equality with English. Any certificate so granted shall have the same effect as a certificate granted by the Secretary of State of Canada.

An alien desiring to be naturalized applies to certain courts in the province in which he resides, designated in the act, for decision as to his qualification and fitness for naturalization. The application is delivered at the office of the clerk or other proper officer of the court and posted in a conspicuous place in his office; the applicant posts a copy of such application in the post office nearest his residence. Both notices must be placed three months before the hearing of the application by the court. Any person objecting to the naturalization may file in court an objection, stating his grounds at any time between the filing and the hearing of the application. The applicant must appear before the court for examination unless the court is satisfied that he is prevented by good and sufficient cause, and shall produce such evidence that he is qualified and satisfactory to be naturalized as the court may require.

Upon a favorable decision by the court, a certified copy of such decision, together with the application and any other documents required by regulations, are transmitted by the clerk of court to the Secretary of State of Canada. The secretary of state may, in his absolute discretion, issue a certificate of naturalization in duplicate, sending the same to the clerk of court to whom the application was made. When the applicant has taken the oath of allegiance the clerk delivers one original to the applicant and makes a record of the order of naturalization.

The governor in council is empowered to make regulations for carrying into effect the objects of the act, which shall have the same force as if enacted therein. He shall make regulations in particular with respect to the forms to be used for the purposes of the act, including the form and registration of certificates of naturalization; the form and registration of declaration of alienage and of resumption or retention of British nationality; the time within which the oath of allegiance is to be taken after granting of a certificate of naturalization; the persons by whom the oath of allegiance may be administered and the persons before whom declarations of alienage and resumption of British nationality may be made; the form in which the taking and subscription of oaths of allegiance are to be attested; the registration of oaths of allegiance; the persons by whom certified copies of oaths of allegiance may be given; and the proof in any legal proceeding of any such oaths; the imposition and application of fees in respect of any registration authorized to be made by this act or any act hereby repealed, and in respect of the making of any declaration or the grant of any certificate authorized to be made or granted by this act or any act hereby repealed, and in respect of the administration or registration of any oath.

The governor in council is also empowered to appoint commissioners to take oaths under this act.

Any declaration made under the terms of this act or any act repealed by this act may be proved in any legal proceeding by the production of the original declaration or any copy thereof certified to be a true copy by the Secretary of State of Canada or his authorized representative, and the production of the declaration or copy is evidence that the person named therein as declarant made the declaration at the date therein mentioned. A certificate of naturalization issued under the terms of this act or under the British nationality and status of aliens act, 1914, or under any act or law passed by or in force in any British possession in which the legislature of such possession has adopted the provisions of this act governing naturalization, may be proved in any

legal proceeding by the production of the original certificate or of any copy thereof certified to be a true copy by officer or person competent to issue such naturalization certificate or by any person authorized by such officer or person in that behalf. Entries in any register made in pursuance of this act or under the terms of any act repealed by this act may be proved by such copy and certified in such manner as may be directed by the secretary of state, and the copies of any such entries shall be evidence of any matters by this act or by any regulation of the governor in council or of the secretary of state authorized to be inserted in the register.

False representation or any statement false in a material particular make the defendant liable on summary conviction in respect of each offense to imprisonment with or without hard labor for any term not exceeding three months.

A child whose name is included in the certificate of naturalization granted to his parent is deemed to be a person to whom a certificate of naturalization has been granted.

At any time within three years from the date of the coming into force of this act any alien resident in Canada on such date may be naturalized under the provisions of the acts named in a schedule to this act upon complying with the requirements under these acts, but no other person shall be so naturalized, and after the expiration of three years from the said date the acts named in the schedule shall be repealed to the extent specified in this schedule.

Loss of British nationality.

British nationality is lost by a British subject, if not under disability, by formal voluntary acquisition of nationality in a foreign state; by a declaration of alienage by a person, if not under disability and full age, who is a natural-born British subject through birth within British dominions or on board a British ship, and who before majority became under the law of a foreign state a subject of that state; by a declaration of alienage by any natural-born British subject, who is of full age and not under disability and who was born out of British dominions. A declaration of alienage also divests of British nationality, following declaration of an order in council, former subjects or citizens of a state with which His Majesty has entered into a convention to the effect that subjects or citizens of that state who have been naturalized as British subjects may divest themselves of such status.

Loss of British nationality does not carry with it discharge from any obligation, duty, or liability for an act done before ceasing to be a British subject.

National status of married women and infant children.

The wife of a British subject is deemed to be a British subject and the wife of an alien is deemed to be an alien; however, if a man who is a British subject ceases to be one during the continuance of his marriage, his wife may remain a British subject by making a declaration that she desires to retain that nationality. Dissolution of marriage or death of husband does not restore the status of a British subject to a woman formerly British, nor, in the case of a woman formerly an alien who became British by marriage, does it cause her to cease to be a British subject.

Every minor child of a person ceasing to be a British subject also ceases to be a British subject unless by the law of the other country such child does not become naturalized. In the case of a widow marrying an alien, a child of hers by her former husband does not cease to be a British subject only by reason of such marriage, regardless of place of residence.

Any child ceasing to be a British subject through loss of British nationality by his parent may resume British nationality by making a declaration of such wish within one year after attaining majority.

Status of aliens.

The status of being an alien does not affect his being able to take, acquire, hold, or dispose of real or personal property; a title to real and personal property may be derived through, from, or in succession to an alien in all respects as through, from, or in succession to a natural-born British subject.

Nothing in this section of the act may operate to qualify an alien for any office or franchise, or to be the owner of a British ship, or entitle any alien to any right or privilege as a British subject except such rights and privileges in respect of property as are expressly given to him, or affect an estate or interest in real or personal property to which any person has or may become en-

titled either mediately or immediately, in possession or expectancy, in pursuance of any disposition made before July 4, 1883, or in pursuance of any devolution by law on the death of any person dying before that day.

An alien is triable in the same manner as if he were a natural-born British subject.

CHINA

[Revised law of nationality, promulgated December 30, 1914]

A Chinese national is defined as a person whose father is a Chinese citizen at the time of that person's birth, or in the event of birth after the death of the father, who was a Chinese citizen at the time of his death. A person born in Chinese territory, whose father is unknown or without nationality and whose mother is Chinese, and a person born in Chinese territory both of whose parents are unknown or having no nationality are also defined as Chinese nationals.

A foreign national may acquire Chinese nationality by becoming the wife of a Chinese, by being recognized as a child by his father who is Chinese, or by his Chinese mother in the event the father is unknown or will not recognize his paternity, by adoption by a Chinese citizen, or by naturalization. Acquisition of Chinese nationality through recognition by Chinese parents requires that the child shall not have reached majority according to the law of his or her country and that such child shall not be the wife of a foreign national.

The power to naturalize is vested in the ministry of the interior. Admissibility is contingent upon five years' continuous domicile in China, attainment of the age of 20 years without being under any disability prohibiting recognition by the law of China or his own country of his status as a citizen, of good character, with sufficient property or technical ability to support himself, and either without nationality or losing nationality by acquisition of Chinese citizenship.

Reductions in the requirement of five years' continuous domicile in China is made for certain classes, and complete exemption from this as well as other requirements for other classes. Foreign nationals who have attained to high public honors in China may, with the consent of the President, be naturalized without satisfying any of the other requirements of the law.

The wife of a foreign national shall not be naturalized unless her husband is naturalized at the same time. The wife and minor children of a person naturalized acquire Chinese nationality with him unless there is a contrary provision in the law of the country to which they belong. If this provision exists the wife may be naturalized separately without satisfying any of the other requirements named above.

Legal consummation of naturalization requires publication of notice of the act in the Government Gazette. Naturalized foreigners are prohibited from holding certain high national offices until 10 years after naturalization when the ministry of the interior may apply to the President to waive all restrictions except as to the Presidency and Vice Presidency; however, in the cases of those naturalized because of attainment of high public honors the President may waive the restrictions against all except the Presidency and Vice Presidency five years after such naturalization takes place.

Chinese nationality is lost upon becoming the wife of a foreign national and thereby acquiring the husband's nationality, by being recognized (if not of full age under Chinese law or the wife of a Chinese citizen) as a child of a father who is a foreign national, or by a mother who is a foreign national (in the event that the father is unknown or will not recognize his paternity), by voluntary acquisition of foreign nationality, or upon becoming a civil official or entering the military service of a foreign country without the consent of the Chinese Government and refusing to obey the order of the Chinese Government to resign.

Loss of Chinese nationality, through voluntary acquisition of foreign nationality may not take place unless the ministry of the interior is satisfied that the person has not reached the age or has discharged his military obligations, that he is not in military service or holding civil or military office. Certain other conditions bearing on the person's amenability to Chinese civil and criminal laws are also required to be satisfied.

The wife of a denaturalized person and minor children, in the case of such wife and children acquiring foreign nationality with the husband or father, lose Chinese citizenship by such denaturalization.

Chinese citizens who have lost their nationality by marriage may upon dissolution or cessation of such marriage relations, regain the same by application to the ministry of the interior. A person losing his or her nationality by voluntary acquisition of foreign nationality may revert to Chinese nationality, if not previously naturalized as a Chinese citizen, by application to the ministry of the interior. Persons who have recovered Chinese nationality may not hold certain high public offices until three years from the date of recovery, unless this restriction is waived by the President.

Foreign nationals and persons without nationality may be naturalized if they have obtained permission from the ministry of the interior. The said permission shall not be granted by the ministry of the interior except to persons satisfying the following conditions:

- (a) Having had a domicile in China for not less than five years continuously.
- (b) Having attained the age of 20 years and being *sui juris* according to the law of China and of their country.
- (c) Being of good character.
- (d) Being possessed of sufficient property or of technical ability sufficient to enable them to support themselves.
- (e) Being without nationality or losing their nationality by reason of their acquiring Chinese nationality. In the case of persons without nationality being naturalized as Chinese citizens, the condition (b) above shall be determined by reference to Chinese law only.

The wife of a foreign national shall not be naturalized unless her husband is naturalized at the same time.

The following classes of foreigners at present domiciled in China may be naturalized notwithstanding their not satisfying condition (a) specified above:

- (a) A person whose father or mother has been a Chinese citizen.
- (b) A person whose wife has been a Chinese citizen.
- (c) A person born in China.
- (d) A person who has had a domicile in China for not less than 10 years continuously.

Foreign nationals included under (a) to (c) immediately above shall not be naturalized unless they have continuously had a domicile in China for not less than three years, but this limitation shall not apply to foreign nationals included under (c) whose fathers or mothers shall have been born in China.

A foreign national who has attained to high public honors in China may be naturalized notwithstanding failure to satisfy conditions (a), (b), (c), (d), and (e) of the first paragraph hereof.

A foreign national having a domicile in China whose father or mother is a Chinese citizen may be naturalized notwithstanding failure to satisfy conditions (a), (b), or (d) of paragraph 1.

Notice that naturalization has taken place shall be published in the Government Gazette. Until after the publication of such notice naturalization [sic] can not be pleaded against a bona fide third party.

The wife of a person naturalized and his children under full age according to the law of his own country acquire Chinese nationality together with him, but this shall not apply in cases in which there is contrary provision in the law of the country to which the wife or the children below full age of such person belong. The wife of a naturalized foreigner, if unable by reason of the above-mentioned exception to this article to be naturalized together with her husband may be naturalized notwithstanding failure to satisfy conditions (a), (b), (c), (d), and (e) of paragraph 1.

DENMARK

[Law regarding acquisition of Danish nationality in connection with the incorporation of the Schleswig Districts into Denmark, September 5, 1920]

Persons residing in the Schleswig Districts on June 15, 1920, unless they became resident in that territory after October 1, 1918, shall acquire Danish nationality.

Persons residing in the Schleswig territory on June 15, 1920, but who before June 7, 1922, transferred their residence to Germany, do not acquire Danish nationality, as stated above, unless prior to June 7, 1922, they have obtained a certificate of nationality issued by the ministry of the interior, or apply to the ministry for same before June 14, 1922, or, in certain cases, up to August 15, 1922.

Persons who acquired Danish nationality by virtue of residence in the Schleswig districts June 15, 1920, but who before January 1, 1923, opt for German nationality, and who during the 12 months following the handing in of the declaration of option, take up residence within the German Empire, lose their Danish nationality, and even if residence is not transferred to the German Empire, when the party is domiciled outside Denmark and Germany, Danish nationality may be forfeited if the person obtains from the German Government exemption from taking up residence in Germany.

Persons who were born in the Schleswig territory but not residing there on June 15, 1920, and are or have been in possession of German nationality shall be entitled to acquire Danish nationality by making declaration of option before June 15, 1922, and within 12 months taking up residence in Denmark.

The status of the wife and children under 18 years of age is governed by that of the husband and father.

ESTHONIA

[Citizenship law of October 27, 1922]

The first section of the law defines as having the rights and duties of Esthonian citizens persons permanently residing within the Esthonian Republic up to the taking effect of this law; persons subjects of the former Russian Empire up to February 24, 1918, and who up to the taking effect of this law did not become citizens of any other State; and persons who were themselves recorded or whose parents were recorded in the lists of community or social institutions of the area of land constituting present Esthonia.

The following are defined as Esthonian citizens: Persons accepted as such citizens on the basis of county council regulations; persons recognized as citizens on the basis of international treaties constructed by Esthonian Republic; children born in Esthonia or abroad during the time their father was an Esthonian citizen; children born out of wedlock, if mother is an Esthonian citizen; children legally adopted and legitimated by an Esthonian citizen; minor children, lawful or natural, up to 18 years of age, effective when parents become Esthonian citizens, except in case of daughters who are married or have been married; children found within the Esthonian Republic, unless contrary is proved and former Esthonian female citizens if their marriage with foreigner was declared void in Esthonia, as well as children of such marriages.

To acquire the rights of an Esthonian citizen compliance with the above conditions must be accompanied by a statement with the necessary proofs to the chief of county administration or mayor within six months from the taking effect of this law if the person has resided permanently in Esthonia at least six years before submitting the statement. When this requirement is satisfied the chief of the county administration or mayor issues the certificate of citizenship.

Former Russian subjects of Esthonian extraction may assume Esthonian citizenship independently of the conditions recited in the first paragraph, if they did not become or were not declared citizens of any other State, by sending a respective statement within one year from the date upon which this law becomes effective to the respective chief of county administration or mayor or, if abroad, to the nearest official consul or diplomatic representative or the minister of the interior of the Esthonian Republic, on the basis of which a respective certificate of citizenship is issued by the officer mentioned.

An Esthonian citizen can not be simultaneously a citizen of any other State.

Naturalization.

Requirements for naturalization consist of attainment of the age of 18 or, if younger, securing consent of trustees or guardians; a permanent residence of two years in Esthonia before expressing willingness to become a citizen and one year after, and a knowledge of Esthonian. The requirements as to period of time and language may be waived to accept foreigners with extraordinary merits in the spheres of society, governmental duty, or military affairs for the benefit of the Republic, or if they are known by talents, knowledge, and works, or if they are of Esthonian extraction.

Wives and children of foreigners may express willingness to become citizens despite the wish of their husbands or fathers if they comply with the requirements.

Willingness to assume citizenship is expressed by a letter directed to the minister of the interior conveying certain items of information concerning the applicant and documentary proof of the dates contained in the letter. Upon compliance with the naturalization requirements and decision that the person will not be harmful to the estate or society instructions are given by the minister of the interior to issue a certificate of citizenship. There is no appeal from the decision of the minister of the interior. Only persons indicated in the certificate are considered citizens, and the date of their citizenship is reckoned from the date of issuance of certificate.

Loss of citizenship.

Esthonian citizenship is lost by female citizens who marry foreigners if they do not express within two weeks to the chief of the county administration or mayor or, if abroad, to the nearest consul or diplomatic representative or to the minister of the interior their willingness to remain Esthonian citizens.

Esthonian citizens, and minors having consent of their parents or guardians, who desire to divest themselves of their citizenship must send a statement to the minister of the interior showing what citizenship it is desired to assume and a substantiation of the consent of acceptance of the other state. If the person is not serving in the defense army, the minister of the interior decides to divest the person of citizenship; if he is serving in the defense army the consent of the minister of war must be attached to the statement of relinquishment. An appeal may be introduced in the administrative manner in case of a refusal by the minister of the interior. The divestment of citizenship becomes void if the person resides permanently in Esthonia for one year following the date of divestment.

Divestment of citizenship has no effect upon the citizenship of the person's children over 18 years of age, nor upon the citizenship of his wife, if she does not express a desire to surrender her citizenship. Children under 18 years assume the new citizenship of their father only with the consent of their mother.

Recovery of citizenship.

Any Esthonian female citizen who married a foreigner may, upon the termination of the marriage relation, reassume Esthonian citizenship, sending a statement concerning the matter together with a certificate regarding the nullification of the marriage, if divorced, to the chief of the county administration or mayor, or if abroad, to the nearest consul or diplomatic representative or the minister of the interior.

Children of the widow or divorced wife mentioned in the preceding paragraph, as well as of an Esthonian female citizen married to a foreigner permanently residing in the Esthonian Republic become Esthonian citizens, if upon attaining the age of 18 they do not express within one year in a statement to the chief of county administration or mayor, or if abroad, to the nearest consul or diplomatic representative or the minister of the interior, the desire to remain citizens of the State of which their father was a citizen.

Former Esthonian citizens who were divested of Esthonian citizenship and also those former Esthonian citizens who, because of being children, were divested of citizenship, may reassume their Esthonian citizenship by means of a statement to the chief of county administration or mayor, or if abroad to the nearest consul or diplomatic representative or the minister of the interior.

The minister of the interior is given the right of issuance of supplementary regulations and instructions for carrying out this law.

FRANCE

Unless male persons of foreign paternity born in France and residing therein repudiate at age of 18 French nationality and prove by certificate issued by their government that nationality of parents has been retained, they will become French; declaration of repudiation must be made in person by interested party with assistance of legal representatives and must be made within six months by persons of Russian and non-European nationality. If interested parties can prove circumstances prevented their fulfilling these conditions, the Minister of Justice may exempt them from forfeiture of right mentioned. Male persons of foreign paternity born in France who have passed age of 18 and have not fully attained age of 22 and reside in France on day of passing

of present law will also become French. They have same period of time for repudiation. In default of repudiation of French nationality above categories will be subject to military service. Men who at the age of 18 repudiate French nationality will forfeit permanently the right of choosing French citizenship and will not be eligible for naturalization.

Foreigners who have been admitted to the enjoyment of civil rights after three years' residence in France or in a country in whose government France participates as a member of the League of Nations, dating from the time of the filing of their application with the Ministry of Justice, may be naturalized: those who can prove an uninterrupted residence of 10 years; those admitted to the enjoyment of civil rights after one year's residence in the conditions hereinabove indicated if they have rendered important services to France, or if they have brought to the country distinguished talents, or if they have there introduced some useful industry or invention, or if they have created either industrial or other establishments, or agricultural improvements, or if they have been attached in some capacity to the military service in the French armies; a foreigner who has married a French woman within one year from his admission to the enjoyment of civil rights under the same conditions of residence; without being subject to any stipulation as to residence, an individual who has rendered important service to the French cause abroad and proved his attachment to France on condition that the acquisition of the status of a Frenchman involves the severance of the bonds of allegiance as respects the country of which he is a national upon approbation of the Minister for Foreign Affairs.

A foreigner residing in France or in a country in whose government France participates as a member of the League of Nations may be admitted by decree to the enjoyment of all civil rights. The decree will cease to be effective at the expiration of five years if the foreigner does not make application for naturalization or if his application is rejected. The decree of admission to the enjoyment of civil rights applies to the wife and minor children, who will continue to profit by it even in the event of the decease of the head of the family prior to his naturalization.

GERMANY

[Treaty of Versailles, June 28, 1919]

By the provisions of this treaty Germany undertakes not to subject the nationals of any one of the allied and associated powers to any restriction which was not applicable on July 1, 1914, to the nationals of such powers unless such restriction is likewise imposed on her own nationals.

The treaty disposes of the question of dual nationality, as Germany undertakes to recognize any new nationality which has been or may be acquired by her nationals under the laws of the allied and associated powers and in accordance with the decisions of the competent authorities of these powers pursuant to naturalization laws or under treaty stipulations, and to regard such persons as having, in consequence of the acquisition of such new nationality, in all respects severed their allegiance to their country of origin.

GREAT BRITAIN

Natural-born British subjects are those born within His Majesty's dominions and allegiance; any person born out of His Majesty's dominions whose father was a British subject at the time of that person's birth; and any person born on board a British ship, whether in foreign territorial waters or not: Provided that the child of a British subject, whether that child was born before or after the passing of this act, shall be deemed to have been born within His Majesty's allegiance if born in a place where by treaty, capitulation, grant, usage, sufferance, or other lawful means His Majesty exercises jurisdiction over British subjects.

The Secretary of State may grant a certificate of naturalization to an alien who makes application for same and satisfies the Secretary of State that he has resided in His Majesty's dominions for a period of not less than five years or has been in the service of the Crown for not less than five years within the last eight years before the application; that he is of good character and has an adequate knowledge of the English language; and that he intends,

if his application is granted, to reside in His Majesty's dominions or to enter or continue in the service of the Crown. The residence must be not less than one year immediately preceding the application in the United Kingdom, and previous residence either in the United Kingdom or in some other part of His Majesty's dominions for a period of four years within the last eight years before the application. The grant of a certificate of naturalization is in the absolute discretion of the Secretary of State and shall not take effect until the applicant has taken the oath of allegiance. The Secretary of State may, in such cases as he thinks fit, grant a special certificate of naturalization to any person with respect to whose nationality as a British subject a doubt exists. The minor children of a person naturalized may be included in his certificate of naturalization and derive British citizenship through the father's naturalization, but within one year after attaining majority such child may make a declaration of alienage, and thereupon cease to be a British subject. The Secretary of State may, in any special case in which he thinks fit, grant a certificate of naturalization to any minor, although conditions required by this act are not complied with.

Where it appears that a certificate of naturalization has been obtained by false representation or fraud, same may be revoked.

The Government of any British possession shall have the same power to grant a certificate of naturalization as the Secretary of State, in the respective possessions, subject to the approval of the Secretary of State, in most possessions.

Where a person being a British subject ceases to be a British subject, every child of that person being a minor, shall thereupon cease to be a British subject unless such child does not under the law of the father's adopted country become a citizen of that country. Within one year after attaining majority such child may make a declaration that he wishes to resume British nationality and thereupon again become a British subject.

A British subject who becomes naturalized in a foreign state shall thenceforth be deemed to have ceased to be a British subject. A natural-born British subject who at his birth or during minority became under the law of any foreign state a subject also of that State, may when of age make a declaration of alienage and cease to be a British subject.

Under the British nationality (married women) act, 1922, a woman who is a British subject shall not lose her British nationality by reason of her marriage with an alien; a woman who at the time of her marriage was a British subject, who by reason of her marriage to an alien has lost same prior to this act, shall be deemed to be a British subject unless she makes a declaration of alienage within one year after the passage of this act, or being abroad at the time this act comes into effect within one year after she returns to British soil; an alien woman shall on her marriage to a British subject remain an alien; a woman who acquired British citizenship upon marriage to a British subject remains a British subject unless she makes a declaration of alienage. A married woman is to have the same right to apply independently for naturalization as a man and shall cease to be a British subject under the same conditions as a man, and no others.

GREECE

[Law of October 29, 1856, as amended by law 120]

Greek citizenship is lost by naturalization in a foreign country and by accepting without Royal permission employment in the service of a foreign government and failing to comply within a stated period with a direction from the Greek Government to leave such employment.

Naturalization in a foreign country requires permission of the Greek Government, given beforehand through the ministry for foreign affairs; such permission is never given if the petitioner is liable to military service or a military delinquent or subject to penal prosecution for a misdemeanor or crime.

In case entering the service of a foreign government involves, pursuant to the law of that country, acquisition of citizenship in that country, as well as in any other case which concerns the voluntary acquisition of foreign citizenship by a Greek, by virtue of a law in that country, the provision requiring permission of the Greek Government given beforehand applies.

ITALY

[Law respecting nationality of June 13, 1912]

The following are defined as Italian citizens by birth: The child of an Italian father; the child of an Italian mother if the father is unknown or is not an Italian citizen nor a citizen of any other State or if the child does not adopt the nationality of an alien father according to the law of the State to which he belongs; any person born in Italy both of whose parents are unknown or who are neither Italian citizens nor citizens of any other State, or if the child does not adopt the nationality of his alien parents in accordance with the laws of the State to which the parents belong. A child of unknown parents found in Italy is presumed to have been born there until the contrary is proved.

An acknowledgment of parentage or its pronouncement by court determines the nationality of a minor child who has not yet attained his civil rights. The nationality of the child is determined from that of the father even if paternity was acknowledged or established after the registration of birth by the mother.

If the child has attained his majority or civil rights when acknowledgment or recognition by court is made, he retains his own nationality but may, within a year, declare that he adopts the nationality determined by his parentage. The above concerning parentage applies also to children whose parentage on either side is established by methods specified in the Civil Code in cases of children of adulterous unions.

General provisions.

This law abrogates all laws and provisions which are contrary to it, without making change, however, in existing legislation regarding conferring Italian nationality and political rights by royal decree, or in provisions of international conventions.

Nationality acquired previous to this law is not modified; those in possession of a nationality, when this law comes into force, different from that which would be theirs under this law, may, within one year, declare that they adopt the nationality to which this law entitles them. Those on whom this law confers the right to adopt Italian or foreign nationality may declare their choice within a year from the effective date of this law (July 1, 1912), even if the time limit has expired, except in cases where they might have made a similar declaration under previous law but omitted to do so.

The acquisition or recovery of nationality takes place from the day following fulfillment of the necessary conditions and completion of the necessary formalities. Applications or declarations for such purpose are exempt from any kind of tax or fee.

The declaration provided for in the law respecting nationality may be made to the registrar of the commune where the applicant has established or intends to establish his residence, or to an Italian diplomatic or consular agent, or to other public officials authorized by the Government.

All residents of the Kingdom not Italian citizens or citizens of any other state are subject to Italian laws regarding civil rights and military obligations.

The law respecting nationality is placed on the same footing in the colonies as in the Kingdom save so far as they are under special laws.

Acquisition of Italian citizenship.

An alien born in the Italian Kingdom or a child of parents resident therein for at least 10 years prior to his birth becomes an Italian citizen providing his father, mother, or paternal grandfather was an Italian citizen by birth, by performing military service in the Kingdom or accepting Government employment, by declaring during his twenty-second year (if a resident in the Kingdom at the completion of his twenty-first year) that he adopts Italian nationality, or, in the event that he has resided in the Kingdom for at least 10 years, by failing to declare within his twenty-second year (if a resident in the Kingdom at completion of his twenty-first year) that he desired to retain his non-Italian nationality.

Italian nationality, including political rights, if previously approved by the council of state, may be conferred by royal decree upon any of the following, provided he swears to be faithful to the King and to observe the statute and other laws of the State: A foreigner who has resided in Italy at least five years; a foreigner who has served the State for three years in Italy or abroad;

a foreigner who has resided in Italy at least five years; a foreigner who has resided in the Kingdom for three years and has rendered noteworthy service to Italy or has married an Italian citizen; any person, after a year's residence in Italy who might have become an Italian citizen under the law if he had not omitted to make a declaration to this effect at the proper time. Temporary provisions of this law allow those who have previously obtained Italian nationality without political rights to secure such rights by royal decree as just described.

Italian nationality may be conferred by a special law on any person who has rendered services of exceptional importance to Italy.

An Italian citizen born and resident in a foreign state which may hold him to be a citizen by birth preserves his Italian nationality unless special provision to the contrary is made by international treaty; he may renounce it, however, on attaining majority or civil rights.

Loss of Italian nationality.

Italian nationality is lost by a person who voluntarily acquires foreign nationality and establishes or has established residence abroad, or who unintentionally acquires foreign nationality, renounces his Italian nationality and establishes or has established residence abroad, or who, having accepted employment under a foreign government, remains in such employment despite the order of the Italian Government to leave it within a fixed period. Loss of nationality for the foregoing reasons gives no exemption from military obligations unless facilities are granted by special laws on the subject.

Recovery of Italian nationality.

Italian nationality lost by renunciation by an Italian citizen born and resident in a foreign state which holds him to be a citizen by birth, or by any of the ways described in the preceding paragraph, may be recovered (a) if the person performs military service in Italy or accepts Government employment; (b) if he declares that he renounces the nationality of the state to which he belongs, or proves that he has left the civil or military employment of a foreign state, which he has exercised in spite of the veto of the Italian Government and if in both cases he has established or establishes his residence in Italy within a year of his renunciation; (c) after two years' residence in the Kingdom, if loss of Italian nationality was consequent to the acquisition of non-Italian nationality. The Government, subject to the approval of the council of state, may veto recovery of Italian nationality under (b) or (c) within a term of three months from the fulfillment of the conditions prescribed for recovery of nationality if the last state of which the person was a citizen was a European State and within six months if it was a non-European State.

After obtaining permission from the Government, Italian nationality may be resumed without obligation to establish residence in the Kingdom if the person has, for more than two years, given up residence in the state in which he belonged to transfer it to another foreign state of which he does not assume the nationality.

Nationality status of women and minor children.

A married woman can not assume a different nationality from that of her husband even if they are separated.

A foreign woman who marries an Italian citizen acquires Italian nationality; as a widow she preserves it, unless by maintaining or transferring her residence abroad she recovers her original nationality.

An Italian woman marrying a foreigner loses her Italian nationality if her husband is of a nationality which is communicated to her by marriage. Upon dissolution of the marriage she becomes an Italian citizen again if she resides in or returns to the Kingdom and declares her desire to resume Italian nationality. In cases where there is no issue by the marriage, more than two years' residence in the Kingdom following dissolution is equivalent to such a declaration.

The wife of an Italian acquiring foreign nationality, if she also acquires foreign nationality thereby and lives with her husband, loses her Italian nationality. She may recover Italian nationality as described in the preceding paragraph.

The wife of a foreign husband who becomes an Italian citizen acquires Italian nationality if she lives with him.

The wife may declare that she desires to preserve her own nationality, however, if the husband and wife are legally separated and there are no children born of the marriage who under the provisions described in the following paragraphs assume the new nationality of their father.

Children of a father who acquires or recovers Italian nationality, if in their minority and without civil rights, become Italian citizens unless by residence abroad and by law of the State to which they belong they may retain their non-Italian nationality. However, a child of a foreigner by birth who has become an Italian citizen can, within a year of the attainment of majority or of civil rights, opt in favor of the nationality of his origin.

Children of a father who has lost his Italian nationality, if in their minority and without civil rights, and living with their father and subject to his parental authority or legal guardianship, become aliens and acquire a non-Italian nationality. However, Italian nationality may be reacquired by such children as provided in the first paragraph under "Acquisition of Italian citizenship" and the first paragraph under "Recovery of Italian citizenship."

The above paragraphs regarding children are also applicable in cases where the mother exercises parental authority or legal guardianship and has a different nationality from that of the father who has predeceased her. They are not applicable if the mother changes her nationality by another marriage, for in this event the nationality of children of the first union remains unchanged.

Regulations for enforcement of the law.

A royal decree, as provided by the law herein described, provides regulations for enforcement of the law.

A foreigner wishing to secure Italian nationality by royal decree must put in his application at the Ministry of the Interior, producing documents proving satisfaction of the requirements for such naturalization, a certificate of birth, a certificate as to the position of his family, a penal certificate issued in the country of birth and such other documents as the Ministry of the Interior may require. If abroad, application or documents may be submitted to Italian diplomatic or consular agents, who will forward them to the Ministry of the Interior. Acquisition of Italian nationality by a foreigner does not carry with it political rights unless he has the qualifications and conforms to the conditions required by law.

The delivery of the decree granting Italian nationality is made, after the legal governmental tax on such grant is paid, by the keeper of the register of deeds, or, if abroad, by the diplomatic or consular agent of the applicant's place of residence.

The oath prescribed for foreigners securing Italian nationality is made within six months of the delivery of the decree in the presence of the registrar of his place of residence, or, if abroad, in the presence of a diplomatic or consular agent. If abroad, a copy of the text of the oath is issued to the new citizen and another copy is forwarded to the syndic of the commune indicated by him, or, failing such indication, to the syndic of Rome. The registrar before whom the oath is sworn, or to whom the copy of the text of the oath is forwarded, inserts the decree in the registry of the commune and gives notice of such insertion to the Ministry of the Interior. If more than six months have elapsed since delivery of the decree, the applicant is permitted to take the oath only by producing documents at the Ministry of the Interior showing that he still has the qualifications by which he obtained naturalization.

Renunciation of Italian nationality abroad is made in the presence of the diplomatic or consular agent of the person's place of residence, inserted in a register for that purpose. A copy is transmitted to the Ministry of the Interior, which causes its insertion in the civil registers of the kingdom. Renunciation of Italian nationality and notification of transfer of residence shall be made in the kingdom in the presence of the registrar of the commune where the person resides, and, if abroad, in the presence of the diplomatic or consular agent in the manner just described.

Exemption from the provisions governing transfer of residence abroad (that the Government might admit the loss of Italian nationality upon voluntary acquisition of foreign nationality, with renunciation of Italian nationality, where residence had not been transferred abroad) may be made by decree of the Minister of the Interior.

An order to an Italian citizen to leave service with a foreign Government within a fixed period is issued by decree of the Minister of the Interior, effective when brought to the notice of the person concerned. Proof of having left civil or military employment abroad to regain Italian citizenship shall be given to the Ministry of the Interior, which shall notify the registrar of the commune where the applicant lives or intends to live. The Government's veto to prevent recovery of citizenship by such persons is put into force by decree of the Minister of the Interior and published in the Official Gazette.

Permission of the Government to resume Italian nationality without establishing residence in the kingdom, required previously to the resumption of nationality, is granted by a decree of the Minister of the Interior.

A declaration of choice of residence made under the regulation of September 25, 1901, or knowledge of such choice of residence received by a registrar is at once made known to the Ministry of the Interior. The registrar then advises the party concerned of the rules regarding the recovery of nationality and the manner in which they should be obeyed.

Declarations provided for in the law respecting nationality may be made to the registrar of the commune where the person lives or intends to live, to a royal diplomatic or consular agent abroad, or, in the case of emigrants returning to the kingdom on an Italian ship, to the ship's captain. In the last-named event the captain inserts them in the register for the purpose, gives one copy to the persons interested, and deposits the register in the hands of the authorities of the port where he lands, who forward copies of the declarations to the registrars of the communes where the interested persons live.

If in cases of acquisition or recovery of Italian nationality the law requires proof of residence in the kingdom for a certain period, the documents bearing on the case should contain evidence of any notable interruptions of continuous residence which were occasioned by residence abroad.

War-time decrees.

Royal decrees of July 25, 1915, and July 14, 1918, suspended the right to acquire Italian citizenship by certain aliens during the period of the war and fixed time limits for declaration of choice by certain aliens during the war.

A royal decree of August 21, 1921, restored the rights suspended during the war with a stipulated time for making a choice, fixed the time of acquisition of Italian nationality following such choice as 90 days, allowing the Government through the Ministry of the Interior the right to veto such choice without any appeal from the veto, directed publication of the veto in the Official Gazette and its quotation in the margin of the declaration of choice of Italian citizenship made by the interested person, forbade foreigners who could have acquired Italian citizenship through the interim decree of July 14, 1918, from making a choice as provided by this decree, and directed the proper disposition of copies of the declaration by the civil, diplomatic, or consular officer before whom such declaration is made.

JAPAN

Naturalization in Japan is governed by the law relating to nationality. A foreigner may become naturalized, subject to the permission by the Minister of State for Home Affairs. The Minister of State for Home Affairs can not grant naturalization unless the applicant has possessed a domicile in Japan for more than five years consecutively; of age over 20 years, and be a competent person of full legal capacity, according to the law of the applicant's country; of good character and conduct; in possession of funds or estate or of professional knowledge or ability sufficient to earn an independent living; at the time of application possessing no nationality, or by acquiring Japanese nationality thereby losing his or her nationality. A foreigner may secure Japanese naturalization in that way by entering the family of a Japanese woman and assuming her family name.

The following lose nationality by the present law: Person voluntarily acquiring alien nationality by naturalization, and his wife and children (not the wife Nyufu or adopted child of) when they acquire new nationality of father; provided that the person, if seventeen or over, has completed military service. Woman marrying an alien, and one who has acquired Japanese nationality by marriage or adoption, when divorced or adoption revoked. A Japanese who has acquired foreign nationality by having been born and domiciled abroad may relinquish Japanese nationality with the consent of the Minister for

Home Affairs, and in case of minors with that of the father, if living, or, if dead, of certain designated persons, with the consent of family council; and, further, in the case of male person of seventeen or upward, if he has completed military service. A woman marrying an alien does not lose her nationality unless she thereby acquires her husband's nationality.

LATVIA

A subject of the former Russian Empire residing within Latvia or originating therefrom, or who belonged to that territory previous to August 1, 1914, is considered a citizen of Latvia, provided he or she has not become a citizen of any other state up to the time of the publication of the present law. Likewise, every subject of the former Russian Empire resident within Latvia who has not up to the time of the publication of this law become a subject of any other state and who has been in permanent residence in Latvia for at least 20 years preceding August 1, 1914, or who has been in permanent residence in Latvia previous to 1881, or who is a descendant of persons referred to in the latter two classes, is considered a citizen of Latvia. (Persons who have avoided service in the Latvian national army do not enjoy Latvian citizenship.)

Citizens who have taken up temporary residence outside Latvia may retain Latvian citizenship by complying with certain prescribed formalities.

Subjects of the former Russian Empire whose permanent residence is outside Latvia but who originate from Latvia, and descendants of such persons, and those whose permanent domicile is in Latvia but who do not fulfill conditions set out in paragraph 1, may file petition for admission to Latvian citizenship in accordance with the prescribed procedure.

Subjects of other States can be admitted to Latvian citizenship if they have permanently resided within Latvian territory for a period of not less than five years, petitions for such admission to be submitted to the Minister of the Interior and to be decided by the Cabinet of the Ministers. (The time from August 1, 1914, to August 1, 1919, is not to be included in the said period of five years stipulated in this article.) (Subjects or citizens of other States who are serving or having served in the Latvian national army may acquire Latvian citizenship on the strength of the decision of the Cabinet of Ministers even if they have not resided five consecutive years within Latvian territory, by filing a petition with the Minister of the Interior.)

By virtue of a special resolution passed by the National Council of Latvia, subjects of other States, referred to in article 4, who have not resided for five years within the territory of Latvia, but who have rendered special services to the State of Latvia, may be admitted to Latvian citizenship by petitioning the Minister of the Interior to that effect.

Decisions in respect of the granting of the rights of citizenship are to be published after the newly admitted citizen has taken the oath in the prescribed form or after he has made a solemn declaration. After the taking of such oath or the making of solemn declaration the rights of citizenship to be considered as having been duly acquired.

Minors, legitimated and adopted, until they come of age, are to be considered as subjects of the State to which their parents or adoptive parents belong. Through marriage a woman becomes a subject of the country of which her husband is subject. At termination of marriage a Latvian woman who lost her citizenship upon marriage to a foreigner may regain her former citizenship by complying with certain formalities.

Latvian citizens desiring to be denaturalized must comply with certain requirements of the law. No person may be a citizen of Latvia and another State at the same time. Foreigners admitted to citizenship are required to pay a fee of 10 gold francs.

NETHERLANDS

The following are defined by article 5 of the Civil Code as Netherlanders:

Persons born in the kingdom or its colonies of parents domiciled there; or of parents not domiciled there, provided that they themselves established their domicile there; or persons born abroad of foreign parents domiciled in the kingdom or its colonies, such parents being abroad at the time of the birth.

The nationality law of 1850 enacted that those persons shall also be Netherlands—

(a) Who were born within or without the kingdom of parents domiciled in the kingdom;

(b) Who were born in the kingdom of parents not domiciled there, subject to their notifying, within the 12 months following their twenty-third year, their own intention of retaining their domicile in the kingdom;

(c) The descendants of the persons mentioned sub (a) and (b), in so far as such persons have not lost their Dutch nationality previous to the birth of the said descendants.

According to the Civil Code, children born in Holland of parents not domiciled there were Netherlands if they established their own domicile in the kingdom, whereas by the law of 1850 such children only became (or continued) Netherlands if they notified the authorities of their intended Dutch domicile within the year following their twenty-third birthday. Again, according to the Civil Code, all children born in Holland or the colonies of parents domiciled there were Netherlands, while by the law of 1850 children born in the colonies of parents there domiciled were not, *ipso facto*, Netherlands. Natives of the colonies might thus be both Netherlands and non-Netherlands at the same time during the period under review.

Netherlands upon attaining the age of 18 or 19 years are required to render military service.

Dutch nationality may be lost by any one of the following means:

1. By naturalization abroad.
2. By taking civil or military service in a foreign State without the permission of the Dutch sovereign.
3. By residence abroad during 10 consecutive years after the attainment of majority and by omission during such period to notify the Dutch proper diplomatic or consular authority of the intention, if any, to retain Dutch nationality.

The law distinguishes between a Netherlands subject and a Netherlands, the former being exempt from military service under certain circumstances.

NETHERLAND EAST INDIES

The following are described as Netherlands subjects even when they are not Netherlands, according to the law on the status of Netherlands and domicile:

1. Those born in the Netherlands East Indies of parents settled there, or, if the father is unknown, of a mother settled there.
2. Those born in the Netherlands East Indies whose parents are unknown.
3. The wife or nonremarried widow of a subject such as is mentioned under 1 or 2.
4. The unmarried children born out of the Netherlands East Indies of a subject such as mentioned in this article so long as they are not yet 18 years old.
5. The children born out of the Netherlands East Indies of parents who are subjects according to this article if, after their marriage or after they have reached their eighteenth year, they are settled or settle in the kingdom, as well as their wives and unmarried children who are not yet 18 years old, if they also settle in the kingdom.

The status of Netherlands subjects may be lost by certain acts prescribed by the law.

THE OTTOMAN LAW OF NATIONALITY

Every person born of an Ottoman father and an Ottoman mother, or whose father only is an Ottoman subject, is considered an Ottoman subject. Every person born in Ottoman territory of foreign parents may, within three years after attaining majority, claim Ottoman citizenship. Every person living within the territory of the Ottoman Empire is regarded as an Ottoman subject until his foreign citizenship is established.

The power to naturalize is vested in the Ministry of Foreign Affairs. Every foreigner who is of age, and who has resided in the Ottoman Empire during five consecutive years may obtain nationality by communicating with the ministry, either directly or through an intermediary. In extraordinary instances the Imperial Government may accord nationality to a foreigner who is judged worthy without fulfillment of the above requirements.

In defining the manner in which Ottoman citizenship is lost the law raises the question of dual nationality, holding that Ottoman citizenship can be lost through the acquisition of foreign nationality only when such naturalization

has had the authorization of the Imperial Government; naturalization without such authorization is considered null and void and the person is still held to be an Ottoman subject. Forfeiture of Ottoman citizenship may be pronounced against an Ottoman subject who has become a naturalized citizen of a foreign country or who shall have accepted duties without the authority of his sovereign. An Ottoman woman who marries a foreigner forfeits her Ottoman citizenship.

Recovery of Ottoman citizenship by an Ottoman woman who has married a foreigner may be effected, upon her becoming a widow, by making a declaration within three years following the decease of her husband.

A minor child of an Ottoman subject does not lose his Ottoman nationality through his father's acquisition of a foreign nationality and a minor child of a foreigner who becomes an Ottoman subject is not subject to the conditions governing his father but remains a foreigner.

PERU

Peruvians by birth are those born in the territory of the Republic, and the children of a Peruvian father or a Peruvian mother who are born abroad and whose names have been entered in the civil list by the wish of their parents, during their minority, or by their own wish after they have come of age or have been emancipated.

Naturalized Peruvians are aliens over 21 years of age who have resided over two years in Peru and who register in the civil register in the manner provided by the law.

Military service is compulsory for all Peruvians.

The right of citizenship is lost through naturalization in another country, but may be recovered by the applicant's name being once more entered in the civil register, provided he resides in the Republic.

PHILIPPINE ISLANDS

Philippine citizenship may be acquired by natives of the Philippines who are not citizens thereof under the Jones law; natives of the other insular possessions of the United States, citizens of the United States, or foreigners who under the laws of the United States may become citizens of said country if residing therein. Such persons must be morally qualified and free from mental alienation or incurable contagious diseases.

In order to acquire Philippine citizenship a person must be not less than 21 years of age on the day of the hearing of the petition. Persons, except those in the first class above referred to, shall have resided in the Philippine Islands for a continuous period of not less than five years, shall have conducted themselves in a proper and irreproachable manner, shall hold in the Philippine Islands real estate worth not less than 1,000 pesos, Philippine currency, or have some known trade or profession, and speak and write English, Spanish, or some native tongue. In case the petitioner is a foreign subject he shall declare in writing, under oath, his intention of renouncing all allegiance to any foreign authority.

Under certain conditions the period of five years continuous residence may be reduced to two years for certain petitioners having special qualifications.

When qualified under the law, the applicant may file petition for naturalization in accordance with the requirement of the law, and after sufficient posting of notice and notification by publication, as required by law, the final hearing may take place and in due course a certificate of naturalization issued.

POLAND

Polish citizenship belongs to every person, without distinction of sex, age, creed, or nationality, who is a resident within the territory of Poland, unless he is a citizen of another country; who was born within the territory of Poland, if he has not the right to citizenship of another country; who has the right to Polish citizenship by virtue of international treaties.

Citizens of other countries but of Polish descent, as well as their descendants, will be recognized as citizens of Poland if they, after their return to Poland, will present to the proper authorities proof of their Polish descent with

declaration that they want to be Polish citizens and resign their previous citizenship.

Polish citizenship can be acquired through birth; legitimation, recognition, or adoption; through marriage (for women); naturalization; admittance to public office or military service in Poland, unless contrary reservation was made.

Polish citizenship can be granted to a person desiring to acquire it if he will prove that he led an uncorrupted mode of life; that he resided permanently for the last 10 years within the boundaries of Poland; that he has means or can earn enough for the upkeep of himself and family; that he has a knowledge of the Polish language. Exemption from certain of these general requirements of the law may be granted in exceptional cases.

A Polish woman who lost citizenship through marriage may reacquire same at the termination of the marriage and resumption of residence in Poland if she will present proper declaration to appropriate authorities.

The loss of Polish citizenship follows the acquisition of a foreign citizenship, the acceptance of a public office, or the entering into military service of a foreign country without the consent of the Polish Government. Parties who are under obligation of active military service can acquire foreign citizenship in no other way than by obtaining a permit to do so from the ministry of war; otherwise they will not cease to be considered as Polish citizens.

The status of the husband governs that of the wife and children under 18.

PORTUGAL

In order to be naturalized in Portugal a foreigner must be of full age; able to earn remuneration for his work or have other means of subsistence; must have resided three years at least in Portuguese territory; must not be liable to any criminal prosecution; and must have complied with the military enlistment law of his country. An application for naturalization must be duly witnessed.

The requirement of three years' residence shall not be enforced in the case of persons of Portuguese descent who become domiciled in Portugal, and may be waived entirely or partly in the case of a foreigner married to a Portuguese woman, and of a person who has rendered or has been called upon to render any important service to the nation. That an applicant is not liable to any criminal prosecution must be proved by a certified extract from any entry in the registers of prosecutions in his native and adopted country if he has resided under 15 years in Portuguese territory; if he has resided for a longer period in Portugal, only a certificate from the registers in Portugal is required.

During the period of five years following the date of his naturalization a naturalized person shall be subject, as regards the acquisition and possession of movable property and the holding of public office, to the same restrictions as foreigners.

Letters of naturalization shall take effect only after being registered, within six months from the granting thereof, in the archives of the municipal chamber of the township where the foreigner has established his domicile. The usual fee shall be paid for naturalization.

RUSSIA

Russian citizenship may be acquired by birth, legal adoption, marriage, and by taking out the necessary papers required by law. Legitimate children of a Russian subject and illegitimate children of a female Russian subject, regardless of the place of their birth (whether in Russia or abroad) as well as children born in Russia of unknown parentage are to be considered Russian subjects. A legal marriage of a foreign woman to a Russian subject, no matter in what country the marriage takes place, entitles her to all the rights of Russian citizenship which continue even when the marriage is dissolved.

The acquiring by a foreigner of Russian citizenship rests wholly with the Minister of the Interior, who has the right to refuse permission even though the foreigner has complied with all the legal requirements and such refusal is final and can not be disputed. A necessary condition for acquiring Russian citizenship is the complete severance from the former allegiance.

It is necessary for a foreigner to have lived in Russia for five years before he may become a Russian subject. Parties acquiring Russian citizenship, if

they do not belong in connection with rank or education to the higher classes, are bound to be registered as burghers or peasants. Legal wives of foreigners independently of their husbands and children under 17 years of age independently of their parents can not be naturalized. A tax of 100 rubles (\$51.50) is levied from each family. The right to Russian citizenship is lost by legal adoption, marriage, exclusion, and by renouncing the right to the same.

In the application addressed to the Minister of the Interior re the acquiring of citizenship, it is necessary to indicate the material well being of the party for the past five years.

SIAM

Those persons are defined as Siamese who are born to a Siamese father on Siamese territory or abroad; whose mother is a Siamese and whose father is unknown; every person born on Siamese territory; every woman of foreign nationality who is married to a Siamese; every alien who has acquired Siamese nationality by naturalization.

A Siamese woman who marries an alien loses her nationality if by his national law she has acquired the nationality of her husband.

Except under certain circumstances, a Siamese can not lose his nationality by naturalization or otherwise unless he obtains the sanction of the Government.

If the foreign nationality which a Siamese has acquired with the sanction of the Government extends to his wife or children, they lose Siamese nationality.

SPAIN

Ten years' continuous residence in Spanish territory, with character of legal domicile, is necessary to obtain citizenship. Likewise, foreigners who have been domiciled in Spain for more than five years, and who have duly registered in the book of citizenship in the manner prescribed by law, will be considered to have obtained citizenship if married to a Spanish woman; if they have introduced or developed for the first time in Spain an important industry or invention; if owner or manager of any agricultural, industrial, or mercantile concern; if they have rendered distinguished services to the nation.

In no case can Spanish nationality be obtained by a foreigner whose legal status is affected by the laws of the country of his origin, or who is subject to the military or criminal authorities of his or another country and could for an offense be extradited or who has not behaved as a man of good moral character during his residence in Spain.

A foreigner desiring to obtain Spanish nationality may present to the appropriate court a petition duly signed, accompanied by a certificate of domicile registration or documents of evidence, together with certificate of birth of applicant or its equivalent; certified document stating petitioner is of age, and in case of a woman, a document showing her legal status; certificate or record of marriage and birth certificate of wife, when petitioner is a married man, and birth certificates of children born abroad; certificate from local consul stating that petitioner is free to act and duly registered; certificate showing he is not subject to military service of his native country; certificate proving he is not extraditable for crime committed in native country; certificate having reference to defaulters and transgressors of the law; certificate of good conduct.

After the petition, with required documents attached, has been approved by the appropriate authorities, it will be returned to the appropriate court with the certificate of naturalization. The judge will deliver the latter to the person concerned, accept the renouncement of previous nationality, and administer the oath to the State Constitution, making appropriate entry thereof. After the entries are made, the judge will immediately forward certified copies of the same to the central office of registrars and notaries, which will attach them to the extracts of petitions which must be kept in the central office, and the latter will have published a list of those who have been naturalized.

Spaniards by birth are those born in or away from Spain of fathers of Spanish nationality; those born in Spanish territory from foreign parents, provided the parents or the children during year after reaching majority select Spanish nationality; illegitimate children born within or without Spain, if the father is a Spaniard, or of having been recognized by one of the parents, only he or she is Spanish; illegitimate children of Spanish father or mother,

whose paternity or maternity is evident by a document whereby the relationship is expressly recognized; those born in Spain of unknown parents; children found in Spanish territory whose nationality can not be determined; children of parents who have lost Spanish nationality provided they select said nationality.

In order to be considered as included in the roll of inhabitants of a place an uninterrupted residence of 10 years in Spanish territory is necessary, with the legal character of domicile. Under the law this term commences from the time of inscription of the foreigner's domicile in the book of citizenship and civil residence of the respective municipal registry. The time of residence enjoyed before the passing of this law can be shown by appropriate documents. Upon completion of the legal proceedings declaring that residential rights have been granted, the judge will send information to the interested party and will receive renunciation of the former nationality and will receive the oath to the constitution of the State, making proper entry.

A foreign woman marrying a Spaniard acquires Spanish nationality thereby. The status of the wife is governed by that of the husband unless the law of the country where she belongs is contrary. The father's status governs that of his children under his jurisdiction.

SWITZERLAND

The foreigner desirous of acquiring the right of Swiss citizenship must apply to the Federal Council for permission to acquire the right to cantonal and community citizenship in the manner prescribed by law. With the application there must be inclosed birth certificate of the applicant, and in a given case birth certificate of the wife, marriage certificate, death certificate of deceased husband; draft or legalized copy of the judgment pronounced if the applicant is divorced or separated; a passport, certificate of citizenship, or similar identification issued by the competent authorities concerning the nationality of the applicant and his family; the necessary identification concerning residence; a certificate of good conduct; an extract of the penal register of applicant's native State in so far as the applicant has not lived continually in Switzerland since his sixteenth year or if he is not yet 16 years of age. Applicants who came to Switzerland during the war and were of an age liable to military service and who never formerly lived in Switzerland must present their military papers and must make a declaration as to their military circumstances.

Minors who are to be naturalized without their parents must present a legalized declaration of agreement from the person who has the right of parental control or guardianship.

The applicant must produce a certificate of domicile from the competent authorities of the place of his residence which covers also his wife and his children who are more than 18 years of age; in cases where they live in a different community to the applicant they must produce a separate certificate of domicile. The applicant must prove that during the last 12 years before applying he has lived for at least 6 years in Switzerland. A foreigner born in Switzerland who, up to the end of the twentieth year, has lived at least 10 years in Switzerland can obtain the permission in so far as he can prove that during the last 5 years before making application he resided at least 3 years in Switzerland. In any event, the applicant must bring the proof that during the two years preceding the date of the application he has resided uninterruptedly in Switzerland.

A fee of 20 francs is assessed for the execution of permission to acquire Swiss citizenship. Minor brothers and sisters who make a conjoint application pay the fee once only. Under certain circumstances the fee is dispensed with.

Foreigners who become naturalized in Switzerland without having been dismissed from their former native country remain subject to military service in their first native country.

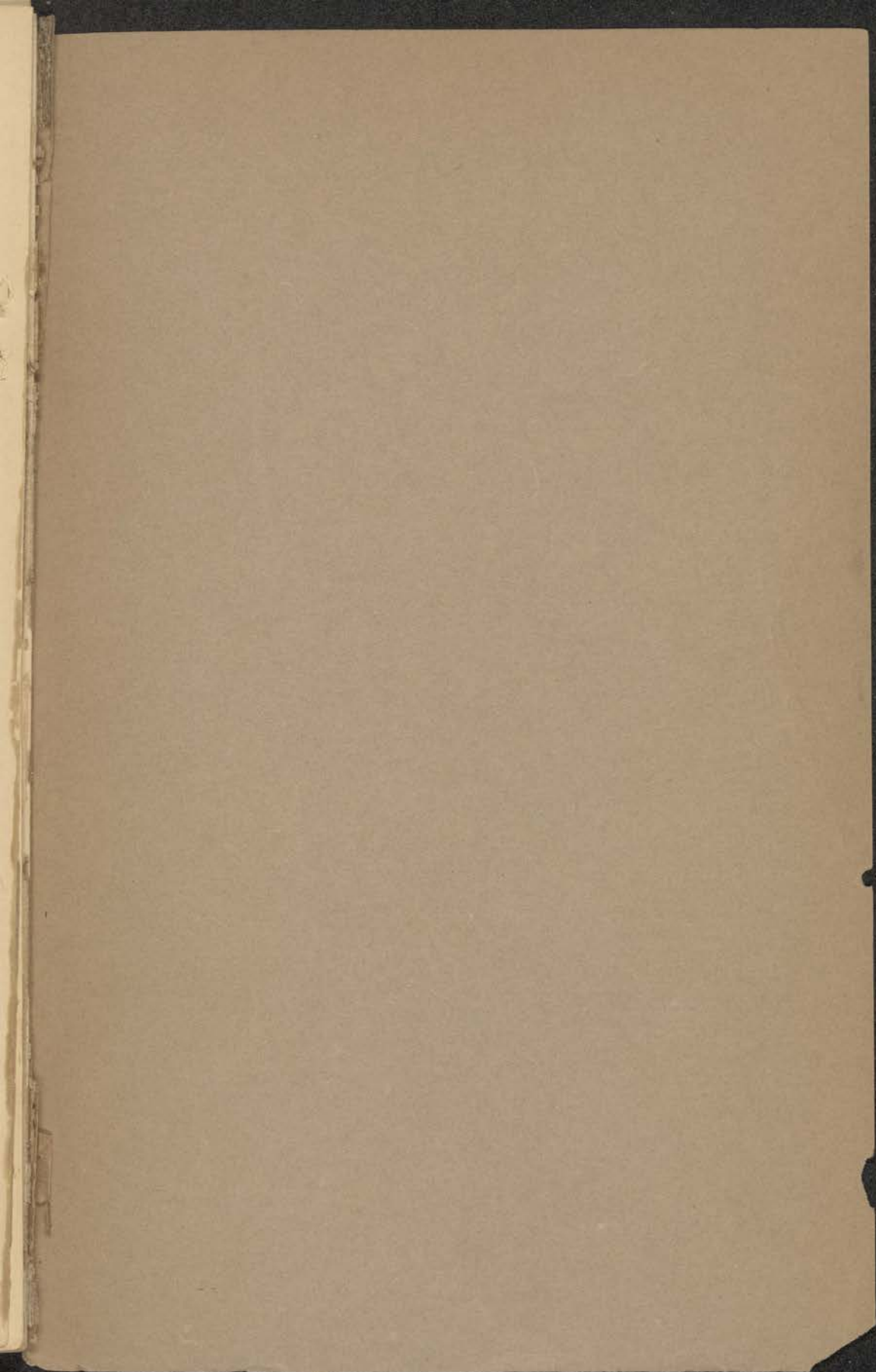
The minor children of French parents naturalized in Switzerland have the right of option between Swiss and French nationality during their twenty-second year. The application of a woman formerly Swiss, for gratuitous naturalization, can only be taken into consideration if same be made within 10 years after divorce or separation.

After 20 years of uninterrupted residence in a community a cantonal citizen, his wife, his minor children as well as the children who have come of age and

are living in the community, become citizens of the community free of charge, except in cases of persons who have undergone criminal punishment, who have not been reinstated or such persons or their families who have been public charges for the last five years and have not repaid the sums due.

In order to acquire the rights of community citizenship it is necessary that persons have legal uninterrupted residence of at least three years, for foreigners at least five years, in the community in question; that they be citizens of honor and of good reputation; proof that the applicant is in a position to maintain himself and family. Minors proceeding must have permission from the person having paternal control. Community and cantonal citizenship may be acquired by proceeding under the prescribed laws and payment of the required fee.

○



SAN DIEGO PUBLIC LIBRARY



3 1336 05750 2578