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TWENTY-FIRST ANNUAL REPORT
OF THE
SECRETARY OF LABOR
STATISTICS

FOR THE FISCAL YEAR
ENDED JUNE 30

1933



UNITED STATES
GOVERNMENT PRINTING OFFICE
WASHINGTON : 1934

OFFICIALS OF THE DEPARTMENT OF LABOR, 1933

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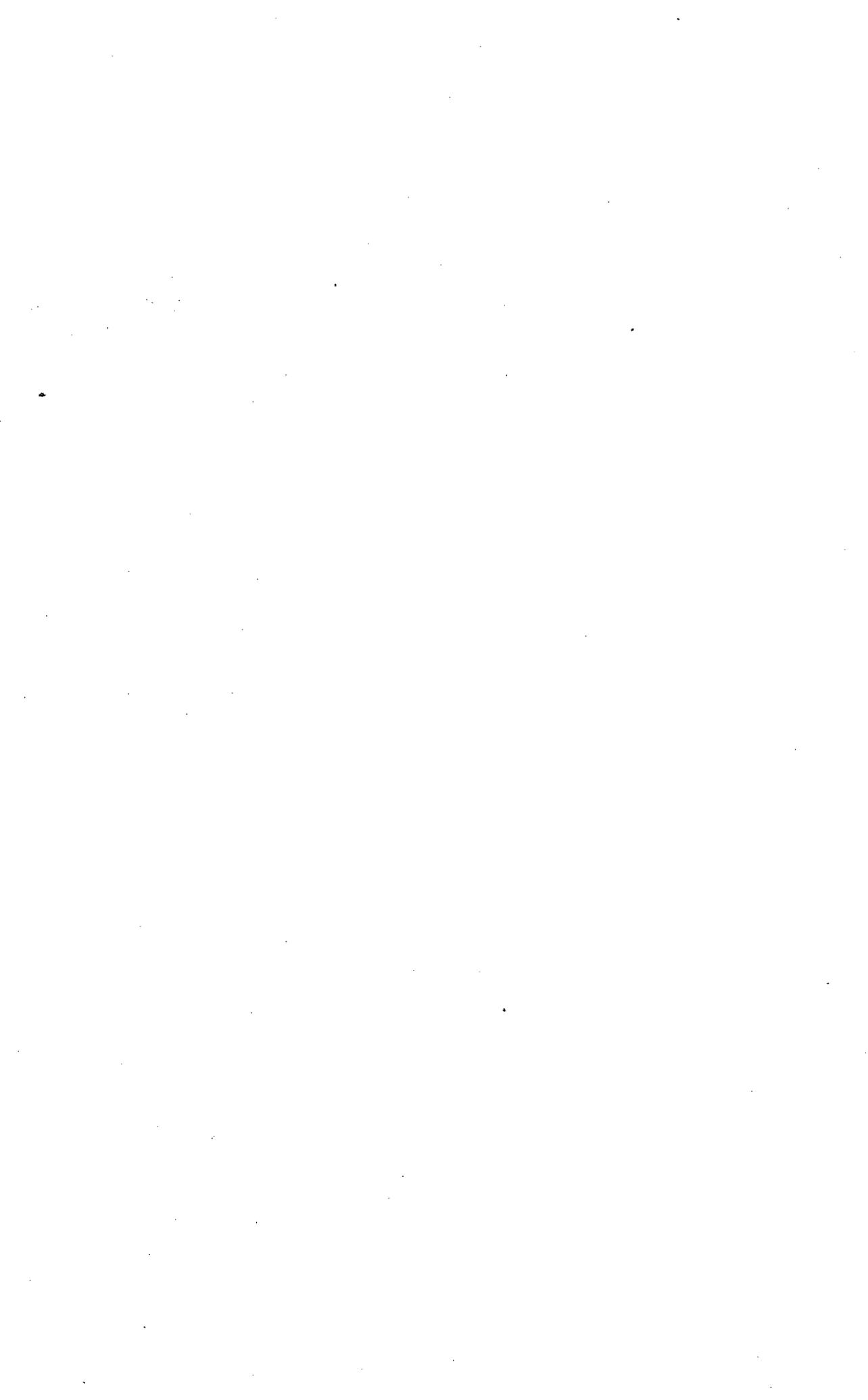
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TWENTY-FIRST ANNUAL REPORT OF THE SECRETARY OF LABOR

LETTER OF TRANSMITTAL

DEPARTMENT OF LABOR,
OFFICE OF THE SECRETARY,
Washington, D.C., December 26, 1933.

To the Congress of the United States:

In accordance with section 9 of the act of Congress approved March 4, 1913, I have the honor to submit a report of the business of the Department of Labor for the fiscal year ended June 30, 1933.

Respectfully submitted.

FRANCES PERKINS,
Secretary of Labor.

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TWENTY-FIRST ANNUAL REPORT
OF THE
SECRETARY OF LABOR

In presenting to the Congress of the United States the Twenty-first Annual Report of the Secretary of Labor, it seems appropriate to point out that the United States Department of Labor is dedicated to the working people of America, and is being administered for their economic advancement and their protection physically. As the Honorable William B. Wilson, first Secretary of Labor said in his initial report: "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."

Since he quoted the Organic Act, we have been through a great war, a period of great prosperity, and a great depression. Perhaps it is of even more importance now than ever before, because of the troubles and problems left in the wake of these great catastrophes, that the Department of Labor be administered in "the interest of the welfare of all of the wage earners of the United States, whether organized or unorganized", as Secretary Wilson pointed out 20 years ago. The Department, moreover, must be administered in fairness between worker and employer, between employer and employer, and between each and the public as a whole if it is to accomplish its purpose as set forth by the Congress. Only by doing so in harmony with the welfare of all workers and with legitimate business can the best interests of the country be served.

The idea is now generally held that employers have a certain public social responsibility in the conduct of their industries. Wage earners as well as Government agencies should be a factor in formulating these policies of public responsibility and they should be invited and permitted to make constructive contribution in solving the economic problems that confront us on the industrial side of our national life.

As a Nation we are recognizing that programs long thought of as merely labor welfare, such as shorter hours, higher wages, and a voice in the terms and conditions of work, are really essential economic factors for recovery and for the technique of industrial management in a mass-production age. The test of adjusting our industrial life to

the patterns of democracy and the needs of a new mechanical period mark both a gain in the standards of life and work for wage earners and also a new responsibility for constructive leadership on the part of labor.

We cannot have the purchasing power necessary to balance our production capacity unless we develop opportunities for leisure. All these, with the interests of all the people considered, the Department of Labor is striving to promote.

The following recommendations are made in view of the outstanding need of the present day of fostering, promoting, and developing the welfare of the wage earners of the United States, improving their working conditions, and advancing their opportunities for profitable employment as the Organic Act demands:

1. *Employment Service.*—Use by wage earners and employers of the facilities of the United States Employment Service developed in cooperation with the States should aid both groups and the country as a whole. It has been placed on a sound basis by the Wagner-Peyser Act of the Congress and is being developed under an advisory board of outstanding leaders of employment, workers, and the general public, and is designed to organize the labor market of the entire country so that wage earners may find opportunities for work, when it exists, in the easiest, most effective way. A well-coordinated system of public employment offices is a necessary part in the return of workers to their jobs. The cooperation of employers of labor, of agencies of public information, of organized and unorganized labor, and of social service agencies in building up and using this system will aid in recovery. All offices will have like standards and objectives. The supply of labor can flow through them and the demands of employers can be circulated. Thus, machinery will be at hand and in operation to transfer workers promptly from depressed areas to those which can best absorb them.

2. *Mediation.*—It is essential to a democracy that its workers develop the discipline and technique of dealing with each other successfully on controversial matters. In times of stress such as these, it is essential that wage earners and employers agree with each other quickly and with justice. Justice, clear thinking, recognition of the human values involved, and open dealing on both sides, can avoid unnecessary clashes which tend to slow up the recovery process. The Conciliation Service of the Department is working closely and in complete cooperation with the National Labor Board to adjust labor disputes. It is hoped that settlements reached in the atmosphere of conference may gradually solve many disputed points by use of mutual sanctions involved in judicial proceedings, and that sound precedents may be established for the practice of justice in this new field.

3. *Unemployment insurance.*—Some form of unemployment reserves should be set up in the different States so that in the future it may take the place of the bread line or other charities as a systematic, honorable method of tiding over a slump period for those who want work and lack it. No one has yet found a cure for unemployment, although we are experimenting in that direction under the National Recovery Act. In urging unemployment reserves I realize that its adoption would not mean the throwing up of economic bulwarks for all wage earners. Properly safeguarded, it will, however, constitute a certain definite measure of security for many workers and their families. This is a social as well as an industrial problem and the cost should be spread as widely as possible. The fund should be collected from fair but not excessive premiums and should be safeguarded so that it will be adequate for the heavy drains of a possible widespread period of unemployment. There should be a definite and fairly long waiting period. The number of weeks of benefit should be limited to bear a definite relationship to the amount of contributions made or the premiums paid. Premiums may be paid wholly by the employer, or by the employer and employee contributing, or by Government participation where States desire it, but the cost should be assessed as one of the industrial hazards for which industry itself must provide.

Industry builds up reserves for payment of dividends to tide investment over lean years, and it should be looked to to provide for supplemental compensation to be paid to workers out of jobs through no fault of their own in the future. Economic insecurity is one of the major social hazards of our life in the United States of America, a hazard for the individual family, a hazard for the community which must maintain them on charity or a poverty level, a hazard to the total industrial institution because of the drying up of purchasing power.

4. *Stabilization of employment.*—Better planning of production on the part of management should go a long way toward stabilizing employment in certain industries. There are companies which divide general production by 12 and produce one twelfth each month instead of producing a great quantity and putting it in a warehouse. Others diversify their products to keep their plants in operation most of the year. Stabilized production—shorter standard work day or week, brings stabilized wage income and stabilized consumption running through the year to the prosperity of wage earners and the community in which they live and the industries for whose product their constant spending makes a market.

5. *Low cost housing.*—A sound objective in the United States of America and one desperately needed is to provide every working man's family with a comfortable, well-planned home and to eliminate slum districts. The building of houses in all parts of the country with

low cost rental possibilities and corresponding to what is commonly thought of as the "American standard" of living will give employment to skilled and unskilled labor, will be a real stimulus to the producer goods industries and will also bring a permanent social improvement in the Nation. The building trades will benefit greatly from this program.

The success of this plan depends in a great measure upon the working people of the country. They should push forward plans for this improvement so that we will have a clearly outlined program of housing which meets the ideas, the way of life, the income, and family requirements of wage earners in all sections of the country. It is essential that they express their ideas of a proper home in some detail.

6. *Safety of workers.*—Modern industry has done much to improve working conditions, but much still remains to be done to provide for greater protection of the men and women who toil in the factories, mines, and stores. The threat of silicosis, an occupational disease caused by exposure to dust containing minute particles of silica, hovers continually over the workers in foundries, mining industries, quarries, and glass works. It is but one of the many such ailments which can and must be prevented, and various methods of preventing lead, benzol, chrome, and other industrial poisonings must be instituted and maintained generally throughout industry. Dust and fumes must be removed at their source to provide a real measure of protection. Greater efforts should be made in the interest of accident prevention. There are altogether too many accidents in many of our industrial plants. With proper safety devices a large percentage of them could be avoided, as is proved by the excellent records of some plants and industries which have successfully overcome this hazard by taking pains.

It has been estimated by a competent authority that 98 percent of industrial accidents are preventable if employers provide proper safeguards. Increased safety efforts are not only right from the humane viewpoint but they are sound from a business standpoint. There is a striking need for improvement in the physical condition of many working plants in the United States of America so as to provide for proper lighting, ventilation, fire escapes, fireproofing, sanitation, rest rooms, and so forth, in the interest of workers. Such reconstruction would improve property, put idle mechanics to work on installation and prevent the maiming of thousands of men and women.

7. *State and Federal cooperation.*—Greater cooperation between the State and Federal Labor Departments would be of high value to the country's wage earners, employers, and the general public. This would serve to raise standards to a desirable common level and to develop a Government policy in regard to labor from which the

Nation, the individual wage earner, employer and investor, and taxpayer would all benefit.

8. *Old-age security*.—The old-age security idea has gained many followers in this country in recent years. People who are past the years when they are expected to work hard should have some sort of security. They should not be competing in the market for the relatively few jobs. There is a problem here which must be met and solved by making systematic and dignified old-age provision in the States which have not already adopted such forward-looking legislation. Federal assistance in this field would not be inappropriate if needed.

9. *Conference methods*.—The conference method of approach to decide on policies, to study the result of surveys, and to make plans for the future should be adopted more and more in the field of this Department. It makes for efficiency and for greater harmony. It serves to reconcile possible differences between wage earners and employers and through the adoption of an easily understood program to bring quicker and more beneficial results. As an example it can be pointed out that a program, which was worked out as a result of a conference last March with leaders of organized labor, civic organizations, and others, held in the Department of Labor, has been largely adopted. The program adopted at that time asked that unemployment relief be provided in some way by the Federal Government. It issued the warning that relief should not be used to supplement sweatshop wages so as to subsidize sweatshops. It recommended that a large public-works program be undertaken and that it include projects to stimulate the building industry. It pointed out that the abolition of child labor was an immediate necessity for the country. It suggested that public and semipublic buildings be used as educational and other centers for people out of work. It recommended a drastic limitation of hours of labor both now and in the future. It urged better wages and some machinery for fixing minimum wages at a level which should be at least a living wage. It suggested the establishment of boards either regional or industrial which might hear evidence and testimony and make findings regarding these and other matters often in dispute between employer and employee. It further urged that the standards of purchase by the Government be such as to require fair hours and wages by firms from which purchase is made and to raise the level of working conditions of the people of the United States. And lastly the recommendation was made that underlying all the proposals of the conference was an agreement upon the necessity of recognizing universally the right of workers to organize and select representatives of their own choosing.

Practically all of the recommendations made in March are in effect today. Many of them, however, are on a temporary

emergency basis. Conscientious reconsideration of each of them leads me to the sober conclusion that most of these reforms are of basic importance in our national industrial and economic life and must be made permanent in some way compatible with democratic procedure. This is particularly true of six of the above recommendations, and I confidently expect to see the following made permanent:

1. Shorter hours throughout industry and trade.
2. Higher standard of wages, and particularly, a machinery for regulating the minimum levels of wages.
3. The permanent abolition of child labor.
4. The use of the Government purchasing power for supplies and equipment to maintain high industrial standards.
5. Boards for hearing locally and investigating and making findings on all complaints of industrial practices and in cases of industrial disputes.
6. The general recognition of the desirability of competent wage-earners' representation, selected through organization, in all matters affecting industry, labor conditions, and civic development.

The Department of Labor has a large share of responsibility in informing the Nation of the needs of our 40,000,000 individual wage earners. Not only must it make employers aware of the necessity of providing fully and equitably for the wage earners, but it must assist the wage earners in analyzing problems and must aid in their solution. The problems are all fraught with a great public interest and affect the general welfare.

To help us carry out this purpose there is need for a Division of Labor Standards and Service to study specific and local problems and make recommendations of industrial sanitation, health and safety, security, wages, working hours, housing; adult and vocational education, community opportunity, and many other factors which bear upon the lives of our workers. Wage earners, employers, and State and Federal Government agencies should be acquainted with the results of such investigations in the most direct and practical way, and there should be available for the wage-earning population an information service to which the country's workers may turn for aid and advice in dealing with the issues which confront them in their daily relation to their jobs, exactly as the farmers turn to the Department of Agriculture. With such a service, wage earners can obtain information on prices and standards of living which will give them a measure and a judgment on their living costs. Reliable data on wages, industrial and business activity, and conditions of the industry can be made available for them when they are considering possible changes in their agreements and standards and the N.R.A. codes.

Bankers and business men obtain all such information before they embark on serious enterprises, and wage earners become increasingly constructive when acting in the protection of their own interests, if they have available from impartial sources this type of information.

These recommendations are all involved in the work activities of the Department of Labor at present.

FRANCES PERKINS,
Secretary.

APPENDIX

CONDENSED REPORTS OF THE ACTIVITIES OF THE BUREAUS
AND SERVICES OF THE DEPARTMENT OF LABOR FOR THE
FISCAL YEAR ENDED JUNE 30, 1933

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

UNITED STATES CONCILIATION SERVICE

HUGH L. KERWIN, *Director*

To the SECRETARY OF LABOR:

The following is a summary of the activities of the Conciliation Service for the year ended June 30, 1933. Trade disputes, strikes, threatened strikes, and lockouts handled by the Service numbered 833, and 774 were adjusted. They involved, directly and indirectly, 476,919 workers. At the close of last fiscal year 15 cases were still pending, 14 of which are now adjusted, making a total of 788 adjusted to the satisfaction of the interested parties. At the close of this fiscal year 18 cases remain pending, to be carried forward into the next fiscal year.

Many minor disputes, arising through misinterpretation of rates established or agreed to under the terms of the Davis-Bacon prevailing wage law, are not included in the tabulation because of the difficulty of correctly classifying them.

The numerous adjustments secured through the mediation service as set up in the organic act creating the Federal Department of Labor point strongly to the benefits gained through the cooperation of the Government in voluntary efforts of mediation.

The Davis-Bacon prevailing wage law, enacted March 3, 1931, and effective 30 days thereafter, very much increased the activities of the Conciliation Service during the fiscal year covered by this report. Under this law, all contractors and subcontractors on public buildings of the United States or the District of Columbia are obligated to pay prevailing wage rates to mechanics and laborers employed thereon. The law further provided that where disputes arose because of wage scales which were lower than prevailing scales and the dispute could not be settled by the contracting officer of the Federal Department involved, such dispute should be referred to the Secretary of Labor for determination, whose decision as to the prevailing rate would be binding. This new obligation resulted in not a few controversies concerning wage scales, the investigation of which the Secretary of Labor delegated to the Conciliation Service for adjustment if possible, or the assembling of the facts prior to decision. In fact, during the year a great majority of the cases submitted to the Department's representatives were settled without the necessity of a decision by the Secretary of Labor.

These special conciliatory activities, which resulted from the prevailing rate law, were carried on by the Conciliation Service in conjunction with its regular duties. Contacts were maintained with contracting officers of the various Federal Departments, and helpful mediatorial efforts were invoked in carrying out the spirit and purpose of the legislation specially enacted to insure wage equity in connection with the Federal Government's public building construction program.

Officials of the Treasury, War, and Navy Departments, the Veterans' Administration, the Commissioners of the District of Columbia,

and other governmental agencies engaged in building construction programs cooperated with the Department of Labor in carrying out the provisions of the Davis-Bacon law.

Cases reported from various States during fiscal year, by months

	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June	Total
Alabama					1		2			2	3		8
Arizona		5	2			1	1				1		10
Arkansas		2			1				1	1	1		6
California	8	1	5	4	1		5	2	7	2	3	4	42
Colorado		1		1			1						3
Connecticut	1		1								2	1	5
Delaware							1						1
District of Columbia	1	1	1	2	1	1	4	2		1	1	1	16
Florida	2	2		2	4		4	3			1	1	17
Georgia	1		1	1		2	1		1	3	1	1	11
Illinois	2	2	2	2	4		1	2	7	2	6	5	35
Indiana	2	4	1	1	4	2	1	2	3	2	1	4	27
Iowa	1	1	2	1	4	2	1	2	2	2	1	1	15
Kansas	3	1		1	1	1	1	1	2	1	1		13
Kentucky		2	1				1	2	2	2	1	1	10
Louisiana	1	1	1	3	1	1	2	1	1	2			13
Maine								1	2				3
Maryland	3		1				5		1	1	1		12
Massachusetts	5	3	9	3	2	8	3	5	18	5	5	2	68
Michigan	2	4	2	2	1	3	9	8	6		5	1	43
Minnesota	1	1	1	2	1	1	1				2	1	10
Mississippi			3			1	4			2		1	11
Missouri	1	2	2			1	1			4	2	2	15
Montana					4			1			3	5	13
Nebraska							1				1		2
Nevada			2										2
New Hampshire						1			3	1	1	1	7
New Jersey	2	2		1	1		3	4	3	3	4	4	27
New Mexico		1											1
New York	13	11	6	13	9	7	14	10	12	9	7	9	120
North Carolina	2	1					1	1		4		2	11
North Dakota													
Ohio	3	3		5	3	7	5	2	3	3	3	7	44
Oklahoma	1	2		2	2		1				1		6
Oregon			1				1						1
Pennsylvania	5	4	7	8	7	7	16	5	8	8	17	19	111
Rhode Island					1				1	2			4
South Carolina		1					1					1	3
Tennessee	2	2	3			1	2		1			1	12
Texas		2		1	1			2			1	4	11
Utah							1				2		3
Vermont		1									1		2
Virginia	1		1		1	3	3		2	1	2	1	15
Washington	2				7	1	1	2	1	1	2	1	18
West Virginia		1	1						2		3	1	8
Wisconsin	2				1					1			4
Wyoming				2			1		1			1	5
Total	67	62	54	59	63	53	95	56	87	70	87	80	833.

Summary of workers affected, by months

Month	Workers affected		Month	Workers affected	
	Directly	Indirectly		Directly	Indirectly
1932			1933		
July	42,823	18,921	January	26,341	27,079
August	34,843	2,713	February	8,566	8,454
September	4,213	9,689	March	34,118	25,008
October	19,870	5,799	April	16,286	13,742
November	13,417	18,603	May	33,170	12,089
December	17,671	1,847	June	33,137	48,511
			Total	284,464	192,455

Summary of cases, 1915-33

Cases	1915	1916	1917	1918	1919	1920	1921	1922	1923	1924	1925	1926	1927	1928	1929	1930	1931	1932	1933
Number.....	42	227	378	1,217	1,780	802	457	370	534	544	559	551	545	478	522	557	582	752	833
Adjusted.....	26	178	248	1,073	1,442	596	338	266	428	346	392	377	395	307	385	386	385	640	774
Unable to adjust.....	10	22	47	71	111	96	48	41	27	62	64	61	57	57	40	66	52	55	24
Pending.....	5	21	42	7	13	9	24	31	60	67	42	43	24	53	76	60	82	15	18
Unclassified.....	1	6	41	66	214	101	47	32	19	69	61	70	69	61	21	45	63	49	17

Cases pending at end of last fiscal year and now adjusted, 14.

Total number of adjustments for 1933, 788.

208 cases in 1918 and 219 cases in 1919 were adjusted pending decisions of National War Labor Board.

To illustrate the general character and variety of work done in the Conciliation Service, a description of a few typical cases are shown. These specific cases have been selected from the many industrial controversies on which Commissioners of Conciliation were engaged during the year.

Strike—Milk drivers, Cincinnati, Ohio.—A strike of 1,147 milk-delivery drivers occurred in Cincinnati, Ohio, November 12, 1932, which at once threatened to develop into a bitter conflict.

Drivers had been asked to accept a 20-percent reduction in wages and to agree to the elimination of three important clauses from their agreement, providing for a quart of milk daily, 2 weeks' vacation with pay, and an allowance of \$3 per month for breakage and other losses. They estimated the total actual reduction to be 30 percent. The union had offered to accept a 10-percent cut for the drivers and a 5-percent cut for the inside workers, but employers rejected this offer.

A Commissioner of Conciliation was assigned to the case, and he made several unsuccessful efforts to get both sides, each firm in their convictions, together in joint conference.

The situation was further complicated by the fact that the milk producers, comprising the Cincinnati "milk shed" were headed by two cooperative organizations, namely, the Cooperative Milk Producers' Association and the Kentucky, Indiana, and Ohio Milk Producers' Association, the former controlling one of the distributing companies; and that both of these organizations were actively negotiating a new contract for milk.

When the strike was called, farmers came in to run the delivery wagons. This precipitated disorder; and as continued calls for police were made, City Manager Dykstra intervened and won the consent of both sides to arbitration.

The Commissioner was named as sole arbitrator. He held hearings for 4 days. Each side presented testimony and many exhibits. The cooperative organizations were also permitted to present testimony and briefs. A decision was rendered granting a 12½-percent reduction on the drivers' basic rate and 6 percent on the inside workers' rate. All of the privileges granted under the provisions of the agreement were to continue undisturbed.

Threatened strike—City Ice & Fuel Co., Cleveland, Ohio.—Ice-delivery drivers of the City Ice & Fuel Co., Cleveland, Ohio, members of Local Union No. 422, International Brotherhood of Teamsters, Chauffeurs, Stablemen and Helpers, threatened to go on strike because of a dispute over (1) wages, and (2) the procedure of the company, which, under former contracts, was permitted to hire ice-delivery drivers without regard to whether or not they were members of the union, provided they became members of the local union within 15 days after employment. It was contended by the local union officials that this procedure and policy were being exercised to an end that enabled the company to select the membership personnel of the local union, which, if continued, would eventually destroy the union. Peaceful contractual relations had obtained between the company and its employees for 18 years prior to this dispute.

As provided for in the previous contract, effective June 1, 1931, and ending June 1, 1933, and thereafter, unless by a 60-day written notice being served by either party desiring a change, the company duly notified the local union officials of its desire to decrease the wage rates at the expiration of the contract. Failing to arrange a conference with the union officials, the company finally notified them that a wage reduction of 16½ percent would be placed in effect June 1, 1933.

The proposed reduction affected 285 ice-delivery drivers. The local union refused to accept the new wage rate but submitted a counter proposition of a 6½-percent reduction, which the company refused to accept. At this point a strike vote was taken by the members of the local union, which resulted in an almost unanimous affirmative decision.

At the request of the union officials, the Secretary of Labor assigned a conciliator to the case, whereupon strike action was deferred pending the result of his efforts to establish harmony.

After lengthy conferences with local union officials and the employers' representatives, the commissioner was successful in bringing them together in joint discussion, June 6-7, during which an agreement was reached for the employees to accept a reduction of 10 percent in wages in return for a change in the agreement by which the company stipulated that it would employ only members of the local union, the union, in turn, agreeing to furnish the company at all times with a sufficient number of efficient ice-delivery drivers. Upon failure so to do, the company was authorized to then employ men of its own choosing who should become members of the local union within 15 days thereafter. The new agreement became effective June 1, 1933, for 1 year and thereafter, unless upon 60 days' notice by either party desiring a change in the contract, whereupon negotiations for its amendment should ensue.

Threatened strike—Aircraft mechanics, United Air Lines, Chicago, Ill.—The aircraft mechanics of the United Air Lines threatened to strike April 29, 1933, because of alleged discrimination against some of the workers who had been active in collective bargaining in behalf of the craft. Six men, it was said, had been discharged, and around their dismissal the controversy centered.

A Commissioner of Conciliation was assigned to the case, and his preliminary conferences with William Schoenberg and H. F. Nickerson, of the Machinists' International Association, indicated that the collective-bargaining activities of the discharged men had been looked upon with disfavor by the superintendent of the overhaul and repair department of the United Air Lines. This official denied discrimination, stating that the men had been laid off because of necessary reductions in the company's personnel. He suggested that the company's general superintendent be consulted in the matter, who, after conference with the Commissioner, presented the same argument as the superintendent of overhaul and repair. A later conference arranged by the Commissioner with Messrs. Schoenberg, Nickerson, and the general superintendent of the company also failed to bring forth favorable results. Subsequent investigations, however, did reveal some discrimination on the part of the company's officials, and new expressions of dissatisfaction by the workers made a strike seem to be imminent.

The Commissioner next arranged a conference with P. G. Johnson, president of the company, and Messrs. Schoenberg and Nickerson, President Johnson stating that while he had no intention of recognizing the principle of collective bargaining, he was willing to discuss the complaints and to consider the matter fully immediately upon his return from a necessary business trip. The Commissioner at once made known this attitude to the men, with the recommendation that they take no strike action until President Johnson's return. To this, they agreed.

Upon President Johnson's return, he resumed his investigation, and again met with Messrs. Schoenberg and Nickerson, at which time he agreed to reinstate the six discharged men in June. Upon their return to the shop, however, it was alleged that the superintendent of overhaul and repair attempted to place them on a part-time basis, to which they objected. The matter was again taken up with President Johnson, who came personally to the airport and conferred with the entire group of aircraft mechanics. At this conference the facts brought to light resulted in President Johnson's sending a special letter to each of the discharged men, instructing them to report back to work on May 29, and assuring them that they would be restored to their former status and paid in full for lost time. The company's president, Mr. Johnson, also agreed that future grievances might be taken up with the superintendent by a shop committee and, if necessary, could be appealed to him personally.

Strike—Textile workers, Aurora Cotton Mills, Aurora, Ill.—A strike of 250 employees of the Aurora Cotton Mills, Aurora, Ill., occurred June 2, 1933, as a protest against wage reductions and certain alleged insanitary conditions at the mill; and after the walk-out, the strikers requested the local A. F. of L. organizer of the Aurora Trades and Labor Assembly to organize them through the International Textile Worker's Organization.

During the first week of the strike several efforts had been made by the mill management, the president of the Fox River Valley Manufacturers' Association,

the United States district attorney, and local labor representatives to bring about a settlement. All such efforts having failed, the president of the Aurora Trades and Labor Assembly wrote to the Secretary of Labor, requesting the services of a Federal conciliator.

A Commissioner of Conciliation was assigned to the case, and on June 11 conferred with the president of the Aurora Trades and Labor Assembly, later sitting in a meeting of the newly organized local. Before the adjournment of this meeting, a committee of two from each department of the mill was appointed to confer further with the Commissioner, who requested a submission of their grievances in writing. The employees were demanding the restoration of a 40-percent cut that had been imposed upon them July 1, 1932. They were also objecting to long hours of labor, to alleged insanitary drinking water, and to dusty rooms in which they were required to change their clothes.

The Commissioner, in a discussion of several hours' length, outlined these grievances to the management of the plant, who admitted that the wages were "unfair" but that because the mill's operations were not paying, as evidenced by a recent audit of a certified public accountant, he could not restore the 40-percent wage cut.

The management did, however, present to the Commissioner an offer to make a 10-percent wage increase of basic wage existing prior to the 40-percent reduction of July 1932, which was approximately a 16-percent increase on present wages; to grant further increases, if business improved; to practice no discrimination against any employee belonging to the union, but not to recognize the newly formed union; and to improve sanitary conditions at the mill.

Following this offer, subsequent conferences were arranged between all the interested parties, at which the Commissioner explained the purpose of the Industrial Recovery Act, then pending before the Congress. He recommended that the concessions, as granted by the manager, be accepted and the strike terminated. The workers' joint committees concurred in his recommendations and voted to call off the strike and return to work.

Dispute—Wage reductions, Motion Picture Studios, Hollywood, Calif.—A wage dispute arose when moving-picture producers, Hollywood, Calif., announced on March 8 that the wages of all employees would be reduced on a basis of 50 percent for salaries over \$50 per week, and 25 percent for salaries under \$50 per week. A series of meetings was at once called by 24 different local labor organizations represented in the studios, a number of which belonged to the four internationals, parties to the agreement between the Producers' Committee and the Carpenters, Electrical Workers, Musicians, and International Alliance of Theatrical Stage Employees. Approximately 25,000 workers were either directly or indirectly concerned in the outcome of this dispute which at the outset threatened to develop into a Nation-wide strike.

Two Commissioners of Conciliation were assigned by the Department to assist in making such a wage adjustment as might be possible.

Employees represented in the motion-picture arts and sciences not affiliated with the regular labor organizations agreed to accept the cuts, either by working 4 weeks without pay, or at the new rate proposed; but the federated motion picture studio crafts, in which was represented all of the locals chartered by organizations outside the four internationals, refused to accept the reductions. The Actors' Equity refused to take any reduction unless so ordered by the New York headquarters.

Other details of reductions in wages included directors, actors, producers, writers, and technicians with salaries of \$100 or more per week, who were to be reduced 50 percent, with a \$75 minimum. Those receiving \$51 to \$75 per week were to be reduced by 25 percent; those receiving \$76 to \$100, by 35 percent, with \$65 weekly as the minimum.

The Commissioners worked diligently to the end that an adjustment might be reached; and during their activities all employees, with the exception of certain science artists, remained on the job. Compromises were reached in some instances, with the result that by March 17 and 18, the following schedules obtained: Makeup artists \$100 per week, 25 men working, 20-percent cut, total cut \$83.33 per day; scenic artists \$100 per week, \$4.25 per day proposed cut, 51 men working at a total reduction of \$216 per day; set designers \$90 per week, \$4.25 per day proposed cut, 50 men working, total reduction of \$212 per day; set directors \$72 per week; proposed reduction \$1 per day, 59 men working, total reduction \$59 per day. Total reduction of all of above-named classes \$570.33.

It was difficult to check up as to assistant directors, because they do not work steadily; and on March 17 and 18, there were but 70 of the normally employed 277, who were at work, and to whom no uniform wage reduction was applied.

Following such adjustments as were made, it was the Commissioners' conclusion that some effort should be made to prevail upon the producers, through their New York officers, to give consideration to the scenic artists and assistant directors. No further adjustments could be made affecting the other classes until the New York Arbitration Committee has settled the controversy affecting carpenters, electricians, musicians, and theatrical alliances.

Strike—Automobile-body workers, Hudson Motor Car Co., Detroit, Mich.—On February 6, 1933, 3,000 automobile-body workers at this plant went on strike because of alleged ultraradical influence.

A Commissioner of Conciliation, who was on the ground, tendered his conciliatory services, which were immediately accepted by the Hudson Motor Car Co., through its executive in charge, Max F. Wollering.

Upon the Commissioner's advice it was quickly agreed to meet workers' committees, which, at their meetings, had developed very little complaint concerning working conditions, hours, or wages. It appeared, in fact, that the strike was a "sympathy" strike. At later conferences those who had dominated the strike were eliminated, their influence having waned when it became apparent to the strikers that the company was fully willing to meet any and all committees of workers and thresh out the differences presented. These differences were adjusted and on February 14 the plant resumed operations in full, including those of the additional 3,000 workers whose work depended upon delivery of the motor-car bodies.

Strike—Netherland Dairy Co., Syracuse, N. Y.—Employees of this company had protested against the working conditions in effect, but apparently at the time the company was not prepared to consider the grievances as presented. The employees were finally organized by the International Brotherhood of Teamsters. A strike of approximately 95 percent of the employees developed, and a Commissioner of Conciliation took up the matter of adjustment.

Investigations disclosed that the Netherland Dairy Co., Inc., which is the largest of its kind in Syracuse, N. Y., had never had contractual relations with its employees as a whole, but had legally drawn up individual contracts with its drivers, which contracts were known as a "Driver's Commission Contract", in which the drivers are styled "Salesmen".

Article 10 of these contracts calls for a deposit of \$250 by the driver as security for his faithful performance of the contract; and, further, the driver (salesman) shall pay \$5 per week until the total deposit reaches \$500. Upon faithful performance on his part and on termination of the contract, which is for 1 year, the \$500 deposit shall be returned to him. In case of violation of duties, as incorporated in the contract, the same shall be null and void and the sum shall be forfeited as the agreed liquidated damages due the company.

In another article, the driver on termination of the contract agrees not to communicate with any of the trade using the company's products, or to engage in a similar business in the same city and county for a period of 24 months. Further the driver had to pay the company \$3 per day for the use of a horse and wagon.

The Commissioner conferred with the board of directors of the company and later arranged a joint meeting between the company's representatives and a committee of the striking employees, as a result of which an agreement was reached to call off the strike, with all the men returning to work the following morning. It was further agreed that the respective committees continue to meet for the purpose of revising the individual contract and the drawing up of a general agreement between the company and the employees, now represented by the union, the company having agreed to recognize the union and the principle of collective bargaining.

These joint meetings continued for a number of days, resulting in a mutually satisfactory agreement, which was signed by the representatives of the company and the union and is to be in effect for 1 year from date.

Strike—Relief workers, High Point, N. C.—Nine hundred relief workers went on strike at High Point, N. C., during the latter part of March 1933, refusing to work for 80 cents a day and demanding other changes in the working arrangements and the manner of dispensing relief.

A Commissioner of Conciliation was assigned to the case, and his investigations disclosed among other things the following situation: Beginning in November 1932, at which time Federal-relief funds became available to the State of North Carolina, such relief was dispensed in High Point through the High Point Board of Public Welfare. Prior to March 30, 1933, this relief was at the rate of \$3 per week to such families as were being assisted. In return for this assistance, the

donees were required to work 3 days a week, the basic rate of relief pay therefor being \$1 per day. A higher rate was paid to foremen and certain other workers.

Late in March it was learned, according to the board of public welfare, that there would be a considerable deficit unless the amount of cash relief was reduced. Thereupon, acting upon information and advice from the State director for Federal relief that no deficit would or could be taken care of, the High Point Board of Public Welfare reduced the amount of cash relief per family to \$2.40 per week, or 80 cents per day, effective March 30. When this information was imparted to those dependent upon the relief fund, an unemployment league was formed, composed of a considerable portion of the relief workers, who, through the league demanded (1) recognition of committees from the league as spokesmen for aggrieved workers, (2) the elimination of \$2-per-day foremen, (3) permission that workers labor only 2 days a week at \$1.20 per day, and (4) that there be added to the staff of the board of public welfare one representative of the white relief workers, one representative of the Negro relief workers, and a representative of the central labor union.

These demands were recognized and acceded to by the board in the following respects: The unemployment league was invited to have a representative present at each board meeting; an investigation was promised regarding foremen, with the thought of a reduction in their number; and the board agreed that if and when the relief funds permitted the former rate of pay would be restored. Certain other minor grievances were promised correction; and final adjustment was made of the rate of pay on the basis of 80 cents per 6-hour day.

An unusual aspect of the strike was the fact that the strikers were cared for during the strike by the employers.

Threatened strike—Wabash Telephone Co., Bloomington, Ill.—Contractual relations had existed between the Telephone Operators' Union at Bloomington, Ill., and the Wabash Telephone Co. for approximately 17 years.

During the fall of 1932 the company and the union reached an agreement whereby the operators accepted a 10 percent wage reduction and gave up differentials in the telephone exchange. The pay of girl operators varies according to seniority of service, hours of shift, and classification of service. These differences are called "differentials" and amount to about 8 percent of the pay roll. On February 1, 1933, the Wabash Telephone Co. notified the Telephone Operators' Union that on March 1, 1933, the agreement between the two groups would terminate. The announcement was followed by a declaration that wages would then be reduced 20 percent. This reduction the union refused to accept.

A Commissioner of Conciliation was assigned to the case and arranged conferences between the company officials and the joint committee of the Telephone Operators' Union and the Central Labor Union to continue under an extension of the agreement to April 1. At the end of March the Commissioner was sent for again and found that a deadlock had been reached.

The company had reduced its 20 percent wage reduction demand to 10 percent, which the operators still refused to accept, and that, in addition, the union was requesting the return of the extra pay for differentials which had been taken from them the autumn before.

Because of the complications involved in the telephone-exchange wage arrangements and the employees' lack of understanding of percentage figures the Commissioner suggested that all talk of percentages be dropped and that an entirely new wage scale be computed on the basis of employees' actual earnings, interpreted in terms of dollars and cents to each scale group. The company's bookkeepers and the conciliator made a chart interpretation of weekly wages. Then, with a few changes agreed upon by the management, the scale was quickly accepted by the operators, and a final analysis showed that with the restoration of the differentials the cut amounted to approximately 6 percent of the scale wages.

There were only 87 operators involved in the situation, but a strike would have tied up telephone and toll service throughout the entire area immediately surrounding Bloomington.

Strike—Retail clerks; controversies—Teaming trades and building trades, Butte, Mont.—A situation developed in Butte, Mont., late in the year 1932 which threatened to evolve into a bitter and long-drawn-out dispute.

The Builders' Exchange some months previous had demanded a horizontal wage decrease of 25 per cent which had been refused by the Building Trades Council and a deadlock in negotiations had been reached.

The Truck Owners' Association had also asked for a 25 percent horizontal wage decrease, which request had been refused by the union with a resultant deadlock.

The Retail Clerks' Union, upon the expiration of its agreement with the store owners, had called the clerks on strike in nearly all the large stores in Butte, and many of the smaller ones.

The Commissioner who was assigned to the case arrived in Butte on the night of December 2, 1932. He found that representatives of virtually every union in Butte had been called into conference that night with high officials of the Anaconda Copper Co. and the Montana Power Co., and advised that unless the labor difficulties were adjusted within a given time these companies would sever contractual relations with the unions, not only in Butte but throughout the State of Montana. As a start to reopening negotiations for settlements of these major disputes, the demand was made that the retail clerks be at once returned to work. The two companies mentioned employed organized labor extensively in Butte and other Montana localities, and inasmuch as they were the largest and most influential corporations in the State it was evident that a break was a very serious matter.

The Commissioner was in touch with representatives of the unions before midnight on the night of his arrival, and on the following morning was in conference with high officials of these two corporations. He was convinced from his conferences with the latter that they preferred reaching an amicable settlement rather than engage in further controversy but were prepared for a prolonged break if an early adjustment was not reached. He tendered his good offices as a friend to both sides, and was courteously received by each, receiving whole-hearted cooperation from both the companies and the union representatives, as well as from the employers involved in the trades affected.

The retail clerks returned to work the following Tuesday morning, and peace negotiations were opened up in all the trades affected. Joint conferences between the employers and the men in each affected industry were instituted, the Commissioner going back and forth between the various conferences and sitting simultaneously.

At the end of 10 days, agreements were consummated in all three of the industries. Compromise was the order of the day on both sides, the extreme original demands of both sides being modified materially.

Union agreements witnessed by the commissioner were negotiated, to be effective until May 1, 1934. The two corporations referred to withdrew their threat to break off union relationship, and the old basis of friendly understanding was assured for the future.

Respectfully submitted.

HUGH L. KERWIN,
Director of Conciliation.

UNITED STATES EMPLOYMENT SERVICE

W. FRANK PERSONS, *Director*

To the SECRETARY OF LABOR:

The following is a summary of the activities of the United States Employment Service for the fiscal year ended June 30, 1933:

The Wagner-Peyser Act

The closing days of the fiscal year under review witnessed the enactment of S. 510 (Public, No. 30, 73d Cong.), providing for the establishment of a national employment system and for cooperation with the States in the promotion of such system, and for other purposes.

Legislation of this character had been advocated for more than two decades by all those interested in the enactment of adequate law for Federal employment service.

Reorganization of the United States Employment Service under the new legislation is now well under way.

Section 4 of the act provides:

Sec. 4. In order to obtain the benefits of appropriations apportioned under section 5, a State shall, through its legislature, accept the provisions of this act and designate or authorize the creation of a State agency vested with all powers necessary to cooperate with the United States Employment Service under this act.

Communications have been sent to the Governors of the 24 States maintaining State employment services, urging acceptance of the provisions of the act. Favorable replies have been received from the Governors of these States, and at this writing, 4 States, Connecticut, Illinois, Ohio, and Wisconsin, have through legislative action formally accepted the provisions of the act.

The committee on public employment office problems of the Social Science Research Council met with the administrative staff of the United States Employment Service on June 16, 1933, to assist in the formulation of standards and specifications for the administration and operation of employment offices under the act. This work is being rapidly pushed forward.

Appropriation

The fiscal year opened with an available appropriation of \$765,000. In January 1933 a deficiency appropriation of \$200,000 was granted the Service. Accordingly, the total appropriation was \$965,000 for the fiscal year.

Farm-Labor Division

In addition to recruiting, distributing, and directing seasonal farm workers, this service also places thousands of farm workers in permanent employment. Headquarters of the Farm-Labor Division are in Kansas City, Mo. There are, at the present time, seven other offices located at the following points: Los Angeles, Calif.; Jackson,

Miss.; Kansas City, Mo.; Fargo, N.Dak.; and Fort Worth, El Paso, and San Antonio, Tex.

A mobile force of special agents also has been employed. These agents are appointed from time to time for temporary periods as the exigencies of the farm-labor service demand. The principal work of these agents is in connection with necessary field surveys and the movement of farm labor to various points where needed.

The Farm-Labor Division operates throughout more than one half of the area of the United States. Its greatest volume of work now centers in the Cotton States.

The total number of farm laborers directed to seasonal employment by the Farm-Labor Division during the fiscal year was 798,814.

Veterans' Division

A specialized service for veterans in the United States Employment Service has been maintained for the placement of ex-service men. Thirty such offices were in operation during the fiscal year. The major function of this service, to assist war veterans to secure employment, is supplemented by a placement service for the wives of disabled ex-service men and their widows.

The new law governing the activities and policies of the new United States Employment Service is extremely satisfactory. Approval from all sections of the country of the enactment of the bill has been highly encouraging. It is hoped that operations under the new act will result in the establishment of an effective national employment system.

Respectfully submitted.

W. FRANK PERSONS, *Director.*

OFFICE OF THE SOLICITOR

CHARLES E. WYZANSKI, Jr., *Solicitor*

To the SECRETARY OF LABOR:

The following is a summary of the activities of the Office of the Solicitor for the year ended June 30, 1933:

Legal opinions rendered, formal and informal (including drafts of departmental letters to the Attorney General exhaustively discussing questions of law in pending court cases involving the Department and its Bureaus).....	255
Innumerable oral opinions were rendered during the year to the Secretary and his assistants, and to heads of bureaus, on questions of law and administration, of which no record is kept.	
Proposed legislation drafted, redrafted, or analyzed.....	12
Briefs for cases in Supreme Court and Court of Appeals for the District of Columbia.....	5
This office also cooperated with the Solicitor General's Office in the preparation of briefs in a number of other cases.	
Pleadings prepared in collaboration with United States attorney in cases brought against the Secretary of Labor.....	27
Executive orders drafted for submission to the President.....	3
Bond forms drafted.....	2
Formal review of relief bills for Senate and House Committees on Claims and recommendation for or against passage.....	4
Opinions to the Attorney General regarding dismissal of criminal indictments by United States attorneys.....	26
Recommendations to Attorney General concerning suits on departmental bonds by United States attorneys.....	42
Court opinions concerning immigration and naturalization laws indexed and filed.....	73
Official bonds examined, approved or disapproved, amounting to \$17,000.....	5
Bonds, alien immigrant, examined, approved or disapproved, amounting to \$2,349,963.13.....	1, 381
Contracts and leases examined, approved or disapproved, involving the sum of \$294,238.62.....	642
Bonds on contracts examined, approved or disapproved, amounting to \$27,500.....	8
Power-of-attorney cards, authorizing agents to execute official, indemnity, and contract bonds for surety companies, examined and filed.....	2, 835
Revocations of authority of agents to execute official, indemnity, and contract bonds for surety companies, examined and records corrected.....	2, 415
Miscellaneous matters submitted for advice or suggestion of the Solicitor, or for the formulation of departmental action, not included in the foregoing.....	572
Total.....	8, 307

The above list covers only formal office work. In addition, the Solicitor's staff was called upon to assist the Department of Justice in numerous court cases in which the Secretary of Labor or other officials of the Department of Labor were made defendants. Members of the Solicitor's Office also constantly assist in preparing new regulations concerning the administration of the laws which are enforced by the Department of Labor.

Respectfully submitted.

CHARLES E. WYZANSKI, Jr., *Solicitor*.

OFFICE OF THE CHIEF CLERK

SAMUEL J. GOMPERS, *Chief Clerk*

To the SECRETARY OF LABOR:

The following is a summary of the activities of the Chief Clerk's office for the year ended June 30, 1933:

There was a material reduction in the personnel in the office of the Secretary during the year. This decrease, together with the increased activities caused by the consolidation of the Immigration and Naturalization Service, expansion of the work of the Bureau of Labor Statistics, reorganization of the United States Employment Service, and other added activities, has made it difficult to supply the service required of the units of this office.

Reports of the activities of the major divisions of this office follow:

Disbursing office

Under the operation of the immigration permit, the immigration registration, and the certificate of arrival fee systems during the fiscal year ended June 30, 1933, approximately 253,854 remittances, aggregating \$1,182,948, were received as against 351,808 remittances, aggregating \$1,795,043, handled during the preceding fiscal year.

Appropriations.—For the fiscal year ended June 30, 1933, the appropriations by Congress to the Department and its services were as follows:

Salaries, office of the Secretary.....	\$200, 000
Salaries and expenses, Commissioners of Conciliation.....	205, 000
Contingent expenses, Department of Labor.....	80, 500
Printing and binding.....	240, 000
Salaries and expenses, Bureau of Labor Statistics.....	450, 000
Salaries and expenses, Bureau of Immigration.....	1, 975, 000
Immigration stations.....	30, 000
Salaries and expenses, Bureau of Naturalization.....	975, 770
Salaries and expenses, Children's Bureau.....	375, 500
Salaries and expenses, Women's Bureau.....	160, 000
Employment Service, Department of Labor.....	965, 000
Salaries and expenses, U.S. Housing Corporation.....	14, 000
Total.....	13, 570, 770

Under the provisions of the act approved May 22, 1920 (41 Stat. L. 614), the sum of \$316,416.22 was paid 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.

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

Office of the Secretary:	
Salaries, 1932.....	\$9, 014. 18
Salaries, 1933.....	172, 438. 83
Contingent expenses, 1931.....	12. 00
Contingent expenses, 1932.....	19, 785. 92
Contingent expenses, 1933.....	64, 751. 81

¹ \$25,000 deducted and transferred to contingent expenses.

Office of the Secretary—Continued.

Printing and binding, 1932	\$80,847.47
Printing and binding, 1933	136,542.90
Salaries and expenses, Commissioners of Conciliation, 1932	14,159.10
Salaries and expenses, Commissioners of Conciliation, 1933	164,534.04
Total	662,086.25

Bureau of Labor Statistics:

Miscellaneous expenses, 1931	.57
Salaries and expenses, 1931-32	5,634.13
Salaries and expenses, 1932	31,242.88
Salaries and expenses, 1933	381,586.23
Total	418,463.81

Bureau of Immigration:

Expenses of regulating immigration, 1931	25.80
Salaries and expenses, 1931-32	574.67
Salaries and expenses, 1932	955,457.03
Salaries and expenses, 1933	8,282,937.04
Immigration stations, 1932	280,738.82
Immigration stations, 1933	2,519.93
Total	9,522,253.29

Bureau of Naturalization:

Miscellaneous expenses, 1931	11.38
Salaries and expenses, 1932	63,963.00
Salaries and expenses, 1933	822,149.31
Total	886,123.69

Children's Bureau:

Salaries and expenses, 1932	26,385.57
Salaries and expenses, 1933	315,488.55
Chicago World's Fair Centennial Celebration, 1933-34	17,309.84
Total	359,183.96

Women's Bureau:

Salaries and expenses, 1931	22.62
Salaries and expenses, 1932	10,445.59
Salaries and expenses, 1933	133,315.62
Total	143,783.83

Employment Service:

Employment Service, 1931-32	32,646.10
Employment Service, 1932	25,107.14
Employment Service, 1933	707,529.30
Total	765,282.54

U.S. Housing Corporation:

Salaries and expenses, 1932	162.26
Salaries and expenses, 1933	12,870.20
Total	13,032.46

Grand total 12,770,209.83

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

Immigration fees.....	\$42,867.12
Immigration permits.....	12,076.49
Naturalization fees.....	123,369.33
Immigration overtime service.....	103,265.83
Total.....	<u>281,578.77</u>

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

By special disbursing agents for the Immigration Service.....	\$119,082.53
Claims settled by the office of the Comptroller General.....	147,118.29
Total.....	<u>266,200.82</u>

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

Bureau of Immigration:	
Head tax.....	\$766,901.50
Fines.....	72,850.85
Collections for permits to reenter the United States.....	300,762.00
Immigration fees (registry).....	152,000.00
Forfeiture of bonds.....	65,000.01
Coin-box collections.....	364.53
Sales of exclusive privileges.....	787.18
Sales of Government property.....	283.72
Expenses of deporting aliens—reimbursed.....	4,898.89
Miscellaneous collections.....	480.67
Insurance for damages on Government property.....	200.00
Collections on account of hospital expenses of persons detained in hospitals of the Public Health Service under the immigration laws and regulations.....	30,742.50
Total.....	<u>1,395,271.85</u>
Bureau of Naturalization:	
Naturalization fees:	
From clerks of courts.....	1,304,031.50
Direct from applicants.....	730,186.05
Total.....	<u>2,034,217.55</u>
Total receipts.....	<u>3,429,489.40</u>

Appointment Division

Officers and employees.—The number of officers and employees of the Department of Labor of July 1, 1933, was 5,331, as compared with 6,001 on July 1, 1932. In 1933 there were 506 cooperating employees at the nominal salary of \$1 per annum and 168 employees of other departments holding nominal appointments in this Department and serving without compensation, distributed as follows: Treasury Department, 145; Department of Justice, 21; Post Office Department, 2. In 1932 there were 735 employees at \$1 per annum and 135 serving without compensation. Eliminating the \$1-per-annum employees and those serving without compensation, 4,657 officers and employees were on the rolls on July 1, 1933. This force is divided as follows: 811 in the District of Columbia and 3,846 in the field.

Number of officials and employees of the Department of Labor July 1, 1933, as compared with July 1, 1932

Bureaus	July 1, 1933			July 1, 1932	Increase (+) or decrease (-)
	In District of Columbia	Field	Total		
Office of the Secretary.....	81		81	1 92	-11
Conciliation Service.....	4	34	38	3 37	+1
Bureau of Labor Statistics.....	193	4 18	211	5 240	-29
Children's Bureau.....	137	6 134	271	7 294	-23
Immigration.....	190	3 485	3,675	3,852	-177
Naturalization.....	122	10 308	430	11 450	-20
U.S. Employment Service.....	23	13 539	562	13 971	-409
Women's Bureau.....	58	1	59	59	0
U.S. Housing Corporation.....	2	1	3	6	-3
Total.....	810	4,520	5,330	6,001	-671

¹ Includes 2 at \$1 per annum.

² Includes 3 at \$1 per annum.

³ Includes 2 at \$1 per annum.

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

⁵ Includes 13 at \$1 per annum.

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

⁷ Includes 119 at \$1 per annum.

⁸ Includes 9 at \$1 per annum, and 142 without compensation.

⁹ Includes 7 at \$1 per annum, and 113 without compensation.

¹⁰ Includes 24 without compensation.

¹¹ Includes 22 without compensation.

¹² Includes 363 at \$1 per annum, and 2 without compensation.

¹³ Includes 465 at \$1 per annum.

Transfers.—Six persons were transferred from other Departments to the Department of Labor and 14 from this to other Departments. There were also 5 reinstatements, 18 dismissals under charges, 62 resignations, and 34 deaths in the Department during the year.

Retirements.—There were 29 employees retired during the fiscal year and 105 applications for refund of deductions, the total of refunds being \$32,156.32.

Division of Publications and Supplies

The 1933 appropriation for printing and binding, amounting to \$240,000, was apportioned as follows:

Office of the Secretary.....	\$8,000
Children's Bureau.....	45,000
Employment Service.....	12,000
Bureau of Immigration.....	5,000
Immigration Service.....	18,500
Bureau of Labor Statistics.....	87,000
Bureau of Naturalization.....	2,500
Naturalization Service.....	10,000
Women's Bureau.....	10,000
Binding manifests.....	2,000
Reserve.....	40,000

Bills have been paid for \$144,694.68 for completed work for the fiscal year ended June 30, 1933, leaving a balance of approximately \$42,971.09. During the year 1,029 requisitions were sent to the Public Printer.

Supplies.—For the 2,913 requisitions for supplies received, 3,860 orders were written, covering 5,700 items, at an expenditure of \$111,154.90. Approximately 8,740 invoices were written, and approximately 3,940 vouchers passed for payment.

Contingent allotment.—The total allotment for contingent expenses, including the \$25,000 for purchase of material for distribution to the

Immigration field service, was \$80,500. This was apportioned as follows:

Secretary.....	\$1, 000
Assistant Secretary.....	250
Solicitor.....	300
Chief Clerk.....	9, 100
Disbursing Clerk.....	500
Publications and Supplies.....	1, 350
Children's Bureau.....	5, 500
Immigration.....	12, 000
Immigration Service.....	25, 000
Labor Statistics.....	8, 500
Library.....	4, 400
Naturalization.....	7, 000
Women's Bureau.....	3, 600
Reserve.....	2, 000

The reserve of \$2,000 was maintained, a sufficient amount being left in the contingent fund at the close of business on June 30 to take care of the outstanding obligations.

Respectfully submitted.

SAMUEL J. GOMPERS, *Chief Clerk.*

DEPARTMENT LIBRARY

Laura A. Thompson, *Librarian*

To the SECRETARY of LABOR:

The following is a summary of the activities of the Library for the year ended June 30, 1933: The collection of approximately 55,000 volumes which resulted from the consolidation of the libraries of the Bureau of Labor Statistics and the Children's Bureau in 1917 has now grown into a library of over 165,000 books and pamphlets, one of the two most important labor libraries in the world. The records for the year show the cataloged accessions as 12,148 books and pamphlets, of which 1,078 represented bound volumes of periodicals and 4,830 other serials. As in previous years, the library participated in the cooperative cataloging work of the Library of Congress by furnishing copy for catalog cards for all publications of the Department of Labor and of the International Labor Office, as well as for other important new accessions. The main catalog of the library was increased by 18,553 cards. It now contains approximately 375,000 cards, a valuable bibliographical record of social and economic literature.

The separate numbers of periodicals received numbered 45,397. Current periodicals after being recorded are circulated to the special investigators in the different bureaus, thus keeping them supplied with the most recent information in their respective fields. Eighty-six new periodicals were added during the year to the list of journals currently received, which now includes approximately 2,000 titles. Fifty-seven countries are represented in the list of official statistical, labor, and social-welfare journals.

The steady pressure of other daily tasks on the very limited staff of the library made it impossible to complete any of the bibliographies in progress for publication in the Monthly Labor Review as in previous years. This is unfortunate, for the numerous requests for these selected annotated bibliographies on subjects of present-day concern and the many favorable comments upon them attest their usefulness. To make as widely known as possible the literature available on the various problems of social well-being which come within the field of the Department is one of its important activities.

The unemployment situation throughout the country and the new problems of industrial organization which have arisen have brought to the library many new demands for service both in connection with the expanded activities of the Department and the reference work with readers and the correspondence. As the most important collection of labor literature in the country, inquiries come to it from both labor and employing interests, from other Government offices, from research bureaus and individual students. A serious handicap to good service throughout the year has been the cramped work and reading space and the crowded condition of the shelves.

A more serious handicap has been the smallness of its staff with reference to the volume of work to be handled. The library has for years been carrying along with the drag of large arrears of cataloging, arrears of binding, and other miscellaneous work connected with the revision of the catalog. It has been unable to improve the tools of its reference work by indexing of current periodicals or the detailed subject indexing of congressional hearings and reports, and proceedings of organizations. It has fallen behind in the checking up and requesting of annual reports, both foreign and domestic. For part of the year there was no typing help available for writing up the secondary subjects cards for the catalog. The most pressing need for next year, therefore, is more assistance, both technical and clerical.

Respectfully submitted.

LAURA A. THOMPSON, *Librarian.*

BUREAU OF LABOR STATISTICS

ISADOR LUBIN, *Commissioner*

To the SECRETARY OF LABOR:

The following is a summary of the activities of the Bureau of Labor Statistics for the year ended June 30, 1933:

During the year all of the regular statistical services of the Bureau were carried on. The reports on volume of employment were considerably expanded. In addition, a limited number of special studies were undertaken, notably the field survey of self-help activities among the unemployed in various communities in the United States.

Volume of employment

The expansion of the monthly employment survey continued, the report in June covering 70,000 representative establishments employing 4,500,000 workers in 17 important industrial groups. In addition to manufactures, which includes 89 of the principal industries of the country, the monthly employment survey covers 16 nonmanufacturing industries. The number of reporting establishments covered by the survey represents an increase of 10 percent over the number of reporting establishments covered in June 1932.

In addition to the usual monthly tabulations, the Bureau, in November 1932, began the publication of data relating to average hourly earnings and average hours worked per week. These data are now presented regularly for each of the separate manufacturing industries for which man-hour information covering 20 percent of the employees is available, and for all but two of the nonmanufacturing industries.

In presenting the monthly tabulations showing changes in employment and pay roll, the Bureau endeavors to survey a sample of sufficient size to be representative of the change in the entire industry. The present sample, in each of 10 of the 17 industrial groups surveyed, covers more than 50 percent of the total number of employees in the group.

Employment in manufacturing industries

The 89 manufacturing industries included in the monthly employment survey employ 85 percent of the total number of wage earners in all manufacturing industries of the United States. Approximately 18,000 representative establishments in these 89 industries supply monthly employment data for use in these employment tabulations. These 18,000 reporting establishments employ 60 percent of the total number of wage earners in the 89 industries surveyed.

From the data supplied by these reporting establishments are computed not only the changes in employment and pay rolls over monthly and yearly intervals but also average weekly per capita earnings, plant operating time, hours worked per week and average hourly earnings, wage changes, and index numbers of employment and pay roll.

The reports from which these monthly tabulations are compiled are secured either directly from the reporting establishments or through the cooperation of various State agencies, which collect the information for their own use and forward the original report or a copy of the data to this office. During the year ending with June 1933, there were 13 agencies in 12 States collecting employment statistics in cooperation with the Federal bureau.

Employment in nonmanufacturing industries

The group including banks and brokerage, insurance, and real estate companies was added to the survey of employment in nonmanufacturing industries, bringing the total number of nonmanufacturing industries surveyed to 16.

Wholesale prices

The Bureau collects and publishes weekly and monthly data on wholesale prices. The weekly index was started in January 1932. The monthly index dates from 1890. In addition, the all-commodity index has been linked with other indexes, giving a continuous series back to 1801.

The weighted index numbers, weekly, monthly, and yearly, include 784 separate price series, grouped into 10 major classifications, with the articles in each group divided into subgroups of related commodities.

Approximately one half of the price quotations are taken from standard trade journals. The other half are furnished directly by manufacturers or sales agents and, in a number of instances, by officials of boards of trade and similar bodies. As far as possible, the quotations for the various commodities are secured in their primary markets.

The index for July 1932, based on average prices for the year 1926 as 100 percent, was 64.5. Prices rose slightly in August and again in September, reaching 65.3. From September 1932 there was a steady decrease in prices, reaching a low of 59.8 for the month of February 1933 and 59.6 for the week ending on March 4, 1933. After slight advances in March and April, sharp increases in May and June brought the index to 64.7, or approximately 8 percent above the low point of March.

Retail prices

The retail prices of leading food articles have been collected and published for 20 years. During the past year the retail prices of 42 articles of food in 51 cities of the continental United States were secured. Prices are supplied monthly by about 1,500 retail food dealers and, in addition, by about 350 bakeries and 150 dairies. Besides prices of foods, data are collected monthly from about 225 retail coal dealers and semiannually from approximately 80 gas companies and 70 electric light companies.

Retail-price data, showing comparative monthly and yearly prices, are published currently in pamphlet form and in the Monthly Labor Review in the form of both averages and index numbers.

From July 1932 to April 1933 the trend of retail food prices in the United States was steadily downward. Based on average prices for the year 1913 as 100, the index dropped to 90.4 in April 1933, a decrease of more than 10 percent from July 1932, and the lowest for any month in over 20 years. Sharp increases were recorded in May

and June 1933, the indexes rising to 93.7 and 96.7, respectively, showing a recovery of approximately 7 percent.

Changes in the cost of living

In December 1932 and June 1933 the Bureau conducted its regular semiannual survey of changes in the cost of living. Its indexes showing changes in the cost of living in the United States are based on actual retail prices of all important items entering into the consumption of the average wage earner's family. These prices are obtained in 32 cities and weighted according to the importance of the various items in the family budget.

The Bureau's index showed a drop in the cost of living for the United States from 135.7 in June 1932 to 132.1 in December 1932, a decrease of slightly more than 2½ percent. A further drop was recorded in June 1933, the index declining to 128.3, a decrease of 2.9 percent from December 1932, making a total decrease for the fiscal year of 5½ percent. Full details by cities and by major groups of items, as well as combined indexes for the country as a whole, are published in the Monthly Labor Review.

Employment conditions

Surveys were completed of wages and hours of labor in nine industries and a regular annual survey of union scales of wages and hours of labor was also made.

Industrial wage studies

For many years the Bureau has made wage surveys of the principal industries at frequent intervals.

The following table presents a list of the industries covered by the wage studies completed during the year, with the number of employees included and the average earnings and hours of labor in each of the industries:

Average hours and earnings in specified industries covered by wage studies of the Bureau of Labor Statistics completed in fiscal year 1932-33

Industry	Number of wage earners covered	Average hours		Average earnings		
		Full time, per week	Actually worked in 1 representative week	Per hour	Full time, per week	Actual, in 1 representative week
MALES						
Leather.....	18,755	50.4	42.1	\$0.493	\$24.85	\$20.78
Hosiery.....	12,908	52.2	44.1	.494	25.79	21.80
Underwear.....	2,174	51.1	43.4	.408	20.85	17.72
Lumber (sawmills).....	32,130	55.8	40.1	.266	14.28	10.25
Men's clothing.....	16,511	44.3	38.6	.641	28.40	24.75
Motor vehicles.....	109,799	48.3	31.9	.638	30.82	20.36
Pottery:						
Vitreous.....	1,429	-----	1 45.8	.546	-----	2 24.99
Semivitreous.....	4,086	-----	1 59.3	.535	-----	2 31.74
Portland cement.....	13,609	59.1	45.8	.401	23.70	18.39
Rayon.....	14,869	48.6	47.9	.408	19.83	19.51
FEMALES						
Leather.....	2,044	50.0	40.9	.303	15.15	12.41
Hosiery.....	20,319	51.7	39.6	.292	15.10	11.54
Underwear.....	9,564	50.6	36.8	.260	13.16	9.56
Men's clothing.....	16,540	44.5	36.0	.361	16.06	13.01
Motor vehicles.....	4,443	50.5	30.7	.361	18.23	11.09
Pottery:						
Vitreous.....	990	-----	1 40.7	.264	-----	2 10.73
Semivitreous.....	2,381	-----	1 54.6	.292	-----	2 15.95
Portland cement.....	68	48.6	27.2	.386	18.76	10.52
Rayon.....	10,457	47.6	44.3	.283	13.47	12.55

¹ Hours worked in 2 weeks.

² Earnings in 2 weeks.

Wage studies are in progress in glass making, bituminous-coal mining, the iron and steel industry, foundries and machine shops, and silk and rayon goods manufacturing.

Entrance wage rates of common labor

The weighted average hourly entrance rate of common labor on July 1, 1932, as reported by general contractors, public-utility companies, and establishments in 11 manufacturing industries in which large numbers of common laborers are employed was 38.1 cents. They ranged from 5 cents per hour in the sawmill industry in the East South Central States to \$1 per hour in the general contracting industry in the Middle Atlantic States. The highest rates were shown in those localities in which the 8-hour day was prevalent, and the lowest rates were shown in those geographic divisions in which there are large numbers of Negro or Mexican workers.

Salaries and wages in certain municipal employments

A survey was made of the salaries of police and fire departments and the wages and hours of common street labor in the principal cities of the United States.

Wages in foreign countries

As a result of the international economic situation, there was a widespread demand for data on wages in foreign countries. Through the continued cooperation of the Department of State, the consular offices of that Department furnished frequent reports on wage conditions in their respective countries, in accordance with a questionnaire prepared by the Bureau of Labor Statistics.

Extent of 5-day week in American industry

A study of the extent to which the 5-day week had been adopted as a permanent policy by employers in the United States, and covering the principal industries of the country with the exception of the building trades and railroad transportation, showed a substantial increase in the number of firms permanently on the 5-day week during the year 1932. The percentage of establishments operating on a 5-day week basis for all or part of their employees increased from 2.4 percent in 1931 to 5.4 percent in 1932, the percentage of employees on a 5-day week schedule having increased from 5.6 percent in 1931 to 8.4 percent in 1932. Data were obtained from 44,025 establishments having 3,848,349 employees, representing 102 industries or industry groups.

For the manufacturing industries, the proportion of establishments and of employees on a 5-day week was considerably higher than that of all other industries combined. Approximately 8 percent of the manufacturing establishments reporting had adopted the 5-day week for all or part of their working force, and 12.3 percent of the employees of the establishments were employed on a 5-day week basis.

Hiring and separation methods

A survey of employment methods in use in a group of representative manufacturing establishments was completed. This inquiry covered such important questions as the methods of recruiting labor, the use of physical examinations, and the fixing of a maximum age limit in hiring new employees. The survey was limited primarily to ascertaining to what extent various employment and personnel methods were in use, and did not attempt a descriptive or critical analysis

of these methods. The inquiry covered 224 establishments having a total of 387,826 employees. About 30 manufacturing industries were represented.

Of the 224 firms visited, 68 used public or private employment agencies in recruiting labor. The other 156 firms recruited their labor without the help of any public employment agency, the majority hiring through applications on file in their offices.

Over 50 percent of the firms visited (114) required a physical examination for all of their employees; 8 establishments required examinations for part of their employees; while the remaining 102 plants visited required no physical examinations.

A maximum age limit for hiring had been adopted by 71 of the plants having 108,475 employees on their pay rolls. The age limit was under 46 years for 45 of these firms.

Only 18 of the 224 firms paid a dismissal wage to men who were laid off through no fault of their own.

Labor productivity and displacement

Studies of labor productivity and the effects of technological changes upon employment in various industries were continued.

Telephone, telegraph, and postal systems

The survey of technological changes upon employment in the communications industries, begun during the previous fiscal year, included the Federal Postal System and the telephone and telegraph industries. Investigation in the telephone industry revealed that the dial telephone system requires no more than a third as many operators as the manual system. In the telegraph industry there has been much indirect as well as direct displacement of labor. Automatic tickers for handling stock-market quotations employ a negligible number of operators and have taken the place of a large number of Morse telegraphers. The printer telegraph has superseded both telegraph and telephone operators in considerable numbers and also messengers and stenographers, not only in commercial telegraph offices but in the news agencies and in various private wire systems. It is also of interest to note that in the telegraph industry there has been a rapid decline in the employment of men as compared with women.

In the Postal System a marked increase in the productivity of labor has resulted from the extensive mechanization of large post offices and from thorough-going administrative changes. The index of employment ran from 100 in 1908 to 154.4 in 1930, while the index of output increased during the same years from 100 to 265.2. On account of declining business there was a slight recession in 1931 in the productivity of labor.

Electric-lamp industry

A survey of the electric-lamp industry indicates an estimated change in the index of productivity of all labor, including the non-manufacturing divisions, from 100 in 1920 to 340 in 1929 and 329 in 1931. In lamp-assembly plants, which in 1920 employed about 59 percent of all labor in the industry, the productivity of labor increased continuously irrespective of changes in production from 100 in 1920 to 438.9 in 1931. The number of man-hours actually employed in lamp-assembly plants declined by 68 percent in the 11-year period despite an increase of 39 percent in output. The changes in the productivity of labor are attributable mainly to technological

changes that have been introduced almost continuously and in nearly every phase of the industry.

Bituminous-coal mining

Development of mechanical equipment was found to have contributed to the increase in labor productivity in the bituminous-coal industry. The improved power shovel has led to a rapid expansion of strip mining. Coal production in strip mines increased fifteenfold between 1914 and 1930. The growth of mechanized loading, which is of more recent development, resulted in the total production so loaded increasing from less than 1 percent in 1923 to 10.5 percent in 1930. For a sample group of mines, output per man per day increased 46.8 percent under mechanized loading as compared with hand-loading conditions.

Leather industry

The study of labor productivity and displacement in the leather industry covered about one half of the establishments engaged in the five major branches of the industry. The results of the study indicated that between 1923 and 1931 there had been marked increases in the man-hour output. These changes, it was found, were due primarily to improved management of labor and not to mechanical improvements, the machinery in use being substantially the same throughout the period covered.

Electric light and power

The electric light and power industry has grown with such very great rapidity in recent years that the tendency toward the displacement of labor through improved technical processes has been more than balanced by the increasing number and size of plants. The study by the Bureau covering the experience of 10 important establishments for the years 1902 to 1927 showed an increase in man-hour output of 260 percent during the period. The total number of employees in the industry steadily increased, however, from 23,000 in 1902 to 149,605 in 1931.

Automobile-tire industry

A survey of six large tire-manufacturing plants, which in 1931 produced 29,001,000 pneumatic tires, or 59.8 percent of the total number of tires produced in the entire country, shows a continuous rise in the man-hour output from 1922 to 1931, measured both by the number of tires produced and the weight of rubber compounded with fabric used in the production of pneumatic tires. With 1926 as 100, the tire man-hour output rose from 76.34 in 1922 to 149.51 in 1931. The corresponding index of output by weight rose from 68.46 to 186.08, or nearly threefold.

The technological displacement of labor was more than offset by the continuous increase in total production. Between 1922 and 1929 the total number of workers employed and the total man-hours worked in the plants covered increased. In 1930, however, the total output of the six plants fell from 37,783,000 to 29,865,000 pneumatic tires. Another, though considerably smaller, drop was registered in 1931. This reduction in the total output, combined with the continuous and even accelerated pace of technological labor displacement during the last two years resulted in a very large reduction in the number of workers employed and in the man-hours worked. In 1931

the six representative plants worked 5,015,000 man-hours, or 19.2 percent, less and produced 10,681,000, or 58.3 percent, more pneumatic tires than in 1922.

Labor turn-over

High rates of labor turn-over constitute one of the pressing problems of industry. The constant shifting of employees is very costly to both employer and worker.

The Bureau receives quarterly labor turn-over returns from approximately 5,000 manufacturing establishments employing over 1,500,000 people. These returns are compiled and published in the Monthly Labor Review as received. The reports show quit, discharge, lay-off, accession, and net turn-over rates for all manufacturing plants reporting and for 10 separate manufacturing industries, namely, automobiles, boots and shoes, brick, cotton manufacturing, furniture, foundries and machine shops, iron and steel, men's clothing, sawmills, and slaughtering and meat packing.

Industrial disputes

Reports regarding industrial disputes are published in the Monthly Labor Review and an annual compilation is prepared. Owing to the fact that there is no legal requirement for the notification of industrial disputes, the Bureau must depend for its initial information upon such sources as newspapers, trade journals, and the conciliators of the Department of Labor. It is believed, however, that practically all disputes of importance come to the attention of the Bureau.

In the calendar year 1932 there was a decrease in the number of industrial disputes reported as compared with 1931, the respective numbers being 808 and 894. Disputes, however, began to show an upward movement in the late spring of 1933.

Industrial accidents

The study by the Bureau of industrial accidents includes three activities, as follows:

Manufacturing industries

The annual study of accidental injuries in manufacturing industries for 1931, which was completed, covered 6,990 operating establishments with 1,370,390 full-year workers, approximately 44 percent of the total wage earners in the specified industries.

A summary of the results shows a substantial reduction in both accident frequency and severity rates for the combined industries. In 1930 an average of 23.08 accidents occurred for every 1,000,000 man-hours worked. In 1931 the average number of accidents was 18.85, a decrease of 18.3 percent in the frequency rate. In 1930 an average of 2.82 days were lost, including scheduled allowances for deaths and permanent disabilities, for every 1,000 man-hours worked. In 1931 the average number of days lost was 2.59, a decrease of 8.2 percent in the severity rate.

Analysis of the data for the individual industrial groups reveals, however, that this decrease was not uniform and that frequency rates increased for 6 groups and severity rates increased for 14 groups, plainly indicating the necessity for more adequate and energetic accident-prevention work.

Iron and steel industry

The special study of accidental injuries in the iron and steel industry for 1931, which covered 1,020 operating establishments with 268,220 full-year workers, was completed in the early part of 1933.

While the actual number of the inquiries in the industry as a whole was greatly reduced from 1930 to 1931 (32.3 percent), this decline was due to a decrease in employment. The frequency rate showed a small increase, from 18.78 in 1930 to 18.81 in 1931, while the severity rate showed a slight decrease from 2.39 in 1930 to 2.37 in 1931.

Safety activities

The Bureau has continued its interest in the developing of safety codes, directly as a member of the American Standards Association and indirectly through its membership in the International Association of Industrial Accident Boards and Commissions and in the Association of Governmental Officials in Industry of the United States and Canada. The necessity for economy has prevented publication of new or revised safety codes in the formulation of which the Bureau participated during the year. The economic conditions prevailing in the country have curtailed general safety activities.

Industrial health

The Bureau was one of the first agencies in the country to recognize the harmful effects of exposure to poisons and dust and fumes in industrial processes and to engage in the study of the effects of such processes or substances on the health of workers.

Among the diseases in which there is increasing interest is silicosis, a disease which has long been recognized but which is becoming of increasing importance both because of the wide exposure to dusts of a siliceous character, and of its importance from the standpoint of workmen's compensation. A report on the International Typographical Union mortality in 1932, by Frederick L. Hoffman, published in the Monthly Labor Review for June 1933, shows that lead poisoning, which formerly was an important hazard in the printing industry, continues to be of negligible importance and that pulmonary tuberculosis is also much reduced from its former high rate. Cancer and certain of the degenerative diseases, on the other hand, showed an increase. A revision of Bulletin No. 306—Occupation Hazards and Diagnostic Signs—which contains information regarding many of the newer chemicals and poisons which have come into industrial use since the publication of the earlier bulletin, has been prepared by Dr. Louis I. Dublin, of the Metropolitan Life Insurance Co. The revised bulletin, which will be published as Bulletin No. 582, is now in press.

Legislation and court decisions affecting labor

As a result of the work of its labor law information service, the Bureau has now become recognized as the official Federal clearing house for information on labor legislation.

The latest basic compilation of labor legislation (other than that relating to workmen's accident compensation, which is treated separately) was published in 1925 as Bulletin No. 370. With the exception of workmen's compensation legislation, this bulletin contains all the Federal and State labor legislation in effect on January 1,

1925. Since the publication of the basic volume, supplementary annual bulletins have been compiled containing in each case a cumulative index of subject matter. During the past fiscal year the labor legislation enacted in 1931 and 1932 was published in a single bulletin and follows the set-up of the prior supplemental bulletins and the basic volume. A companion volume gives the important court decisions affecting labor rendered during the years 1931 and 1932.

Workmen's compensation

The subject of workmen's accident compensation has been given special attention by the labor law information service.

At the present time all of the States, with the exception of Arkansas, Florida, Mississippi, and South Carolina, have passed legislation extending the protection of workmen's compensation to injured employees.

The Bureau has taken an active part in the activities of the International Association of Industrial Accident Boards and Commissions, which is composed of the various administrators of State and Federal workmen's compensation boards and commissions. The Bureau publishes in bulletin form the proceedings of the annual conventions, the latest of which is Bulletin No. 577, covering the proceedings of the 1932 meeting.

Public and private employment agencies

The Bureau published (as Bulletin No. 581) a comprehensive study of the laws relating to public and private employment agencies, including emigrant agents. The information contained in this bulletin is as of January 1, 1933.

Prison-labor laws

As a supplement to the bulletin on prison labor there has been prepared for publication a compendium of the various State and Federal laws concerning prison labor. In addition the text of the Federal convict labor act (Cooper-Hawes Act of 1929) is reproduced, and in the appendix of the bulletin the text of the laws of those States which have taken advantage of the Federal act are also printed.

Operation of old-age pension systems

The usual annual survey of experience under the State old-age pension laws was made for the year 1932. At the end of that year there were 17 States which had such laws on the statute books, but pensions were being paid in only 15. In these 15 States more than 100,000 aged needy persons were in receipt of grants, and the sum disbursed for their assistance during 1932 exceeded \$23,000,000. The increased need for such assistance is shown by the fact that in 1932 New York alone expended for this purpose nearly as much as was spent in 1931 in all 15 States which had the system in operation at the end of that year.

The weakness of the optional laws putting the whole cost upon the individual counties was emphasized by the survey. In Kentucky, Nevada, and West Virginia, which have laws of this type, the old-age pension system is almost entirely nonoperative. The widest coverage under voluntary legislation was found in Montana, where the law has been in force since 1923 and where 81 percent of the population now resides in counties which have adopted the plan. The practical effectiveness of the mandatory acts is demonstrated by

the fact that the coverage (i. e., percent of population in counties) in the optional States as a whole is slightly over 28 percent as compared with over 90 percent in the mandatory States. The latter figure would have been larger had it not been for the delay in putting the mandatory law into effect in Colorado occasioned by the contest over the constitutionality of the act.

Distribution of old-age pensioners

A special study dealt with the occupational distribution of the old-age pensioners in New York State. An analysis was made of 3,315 cases—1,707 men and 1,608 women. This showed that only 2 (0.1 percent) of the men had never been gainfully employed, while 82.9 percent had been wage earners or salaried employees; of the women, 39.6 percent had been gainfully employed on a wage or salary basis, while 48.9 percent had been housewives or persons never employed. Among the men 17 percent and among the women 11.5 percent had had their own independent business or occupation.

Building operations in principal cities of the United States

Monthly reports on building permits were extended to include cities of the United States having a population of 10,000 and over, instead of limiting the coverage, as formerly done, to cities of at least 25,000.

Reports are now received from approximately 800 cities. The States of Illinois, Massachusetts, New Jersey, New York, and Pennsylvania, through their departments of labor, are cooperating with the collection of these data. The department of labor in North Carolina will join the Bureau's list of cooperators on July 1, 1933. The data compiled show not only the amount and character of proposed building but also the number of dwelling units provided for.

Relative cost of material and labor in building construction

A study of the relative cost of material and labor in building construction was completed and published in the latter part of 1932. This report shows the proportion of the building dollar that was spent for material and the proportion that was spent for labor in the erection of buildings in 15 representative cities throughout the country. It also shows the percentage of the building dollar that was spent for each class of work in the erection of buildings, such as excavating and grading, brick work, carpentry work, electrical work, plumbing, plastering, and heating.

In 1932, according to data collected in the 15 cities, labor received 36.4 percent of the building dollar, while 63.6 percent was spent for material. These figures apply to the actual cost of the building from the time excavation was started. They do not include overhead expenses, profits, land costs, or architects' fees. The cost of material is the actual cost as delivered on the job, including freight and hauling. The labor costs are actual wages paid the laborer on the job and do not include any shop labor, such as that involved in the making up of millwork, the cutting of stone at the quarry, or any fabrication at the mills.

Elapsed time in building construction

The study of the elapsed time in building construction, completed in the latter part of 1932, covered 10 representative cities for the year 1931. The purpose of the study was to ascertain, first, the length of time elapsing between the date of the issuance of a building permit

and the date work was started on the building; second, the length of time elapsing between the date work was started and the date the building was ready for occupancy.

The inquiry developed that in 1931 for all types of buildings an average of 6.9 days elapsed between the date permit was issued and work was started, and that there was an average of 111.2 days between the time of starting and completing work.

Miscellaneous special investigations

Among the special studies made were the following:

Unemployment-benefit and unemployment-insurance plans

A study of all the known plans for the payment of unemployment benefits or for guaranteed employment in this country and of unemployment-insurance systems in foreign countries was made by the Bureau in the early part of 1931, at the request of the select committee appointed to investigate unemployment-insurance systems in accordance with Senate Resolution 483 (Seventy-first Congress). In order to ascertain the effect of the depression upon the functioning of these plans, a supplementary survey was made by the Bureau in the latter half of 1932.

In the 1932 survey it was found that 3 of the 15 company plans in existence in 1931 had been given up but that 2 additional company plans had been started and that a third, which was started in 1929 but was not included in the earlier study, was still in operation.

Three of the 16 joint agreements for the payment of unemployment benefits had been discontinued and two, although not officially given up by the companies, were being maintained by the members of the local unions, while another agreement was dissolved by the company but continued by the local. Two new joint agreements were concluded during the year, only one of which, however, had been put into operation.

Information was secured concerning all but 5 of the 48 local union plans. It was found that four of the plans had been discontinued, while many others had been able to continue only through the increase of assessments and reduction in the amount of benefits. In many cases the money was being paid out in benefits practically as fast as it was collected.

In general, it appeared that the payments from all types of funds, particularly as they had been reduced as the result of the lowered incomes of the funds, had not been adequate to meet the financial needs of the beneficiaries, although they had undoubtedly been of very great assistance. This was clearly indicated by the practically universal desire to continue the benefit funds and by the efforts which had been exerted to keep them in operation.

At the time the earlier report was made there was no legislation in this country providing for unemployment insurance. In January 1932 the first unemployment insurance law was enacted by the State of Wisconsin. The law was to go into effect on July 1, 1933, but shortly before that time its effective date was postponed by an act of the legislature.

The cooperative movement

The most rapidly expanding form of cooperative effort at the present time is the credit-union movement which has as its purpose the pooling of the financial resources of the members and the provision of funds

for those in need of money. Data obtained covering 1,057 cooperative credit societies in 20 States showed a combined membership of 268,381, share capital of \$15,317,442, and total resources of \$33,645,343. More than 93,000 loans were made during 1931 by the credit societies in 13 States. Loans totaled \$29,678,650. Loans outstanding at the end of the year in all 20 States covered by the study amounted to \$26,547,891.

A comparative study was made of the various phases of cooperation throughout the world. This covered more than 400,000 societies of all types in 37 countries. Of these, 37 percent were credit societies, 35 percent agricultural associations, and 10 percent consumers' (distributive) societies.

Cooperative self-help activities

A field study of the cooperative self-help activities among the unemployed in various sections of the country was made during the months of February, March, and April 1933. By far the greatest development and the largest number of persons involved were found on the lower Pacific coast. The purpose of these schemes was the barter or exchange of services or commodities and the utilization of surplus goods. Most of the groups were working independently, though in a few cases some exchange of surplus commodities had taken place between groups within comparatively short distances of each other. The personnel included a wide variety of occupations, ranging all the way from the professions to unskilled labor.

Food, clothing, and fuel were among the commodities which the groups made the most effort to provide, though housing quarters and furniture were also supplied in some sections. A considerable number ran kitchens or other eating places for the benefit of the members, while a small number undertook production on a small scale.

Scrip, redeemable in goods or services, was in use in a number of the groups.

Prison labor

Surveys of the extent and character of prison labor in the United States have been made at intervals of about 9 or 10 years since 1885. The 1932 survey is of particular interest, in view of the fact that the Federal act, usually referred to as the Cooper-Hawes Act, which divests prison-made goods of interstate character, becomes effective in 1934, and is likely to have a very important effect on prison-labor policies.

The 1932 survey covered Federal and State prisons, as well as city and county jails. It was found, however, that while county and city jails were important as regards the number of prisoners, they were of minor importance as producers of commodities, and for this reason the report deals primarily with Federal and State institutions.

In 1932 in the 12 Federal and 116 State prisons, there were incarcerated 158,947 prisoners, of whom 82,276 were engaged in productive labor. They produced goods having a value of over \$75,000,000. The manufacture of clothing of various kinds gave employment to the largest number of persons, approximately 19,000, or 23 percent of all prisoners productively employed. More than 22,000,000 shirts, having a value of over \$8,000,000, were produced in Federal and State prisons during 1932. Over 63,000,000 pounds of binder twine were manufactured, having a value of over \$4,000,000. More than 36,000,000 automobile license tags were made.

Publications

During the fiscal year ended June 30, 1933, the Bureau prepared 26 bulletins for publication in addition to the 12 regular issues of the *Monthly Labor Review*. It is the practice of the Bureau to publish the more extended studies in bulletin form but to carry an advance summary in the *Monthly Labor Review*, where publication is more rapid.

Recommendations

Wholesale-price data.—The need for wholesale-price data as a means for following changing economic conditions makes it essential that the wholesale-price work of the Bureau of Labor Statistics be expanded. Such data are essential as a means of following changing economic conditions, as a measure of what is happening in specific industries, and as a check upon the changing relationships that take place between specific economic groups in the economic life of the Nation. The value of wholesale-price data is enhanced by its timeliness, and the Bureau should be placed in a position where it has sufficient clerical staff to make possible the collection and publication of its weekly wholesale data with the minimum possible delay.

Retail-price data.—The value of the retail-price material collected by the Bureau has never been more evident than at the present time, when the interests of the consuming public require current knowledge of what is happening to the prices of the commodities they consume. The necessity of enabling consumers to protect themselves against unwarranted price increases claimed to be due to the Agricultural Adjustment Act and the National Recovery Act requires the expansion of existing retail-price work. The Consumers Board of the National Recovery Administration has been persistently pressing for more and more retail-price data. The Central Statistical Board has recommended that the Bureau double its coverage of retail food items, and that prices for wearing apparel, household furnishings, and other items that play an important part in the purchases of the American public be collected monthly instead of semiannually. Demand has been made to report rents on a monthly basis rather than twice a year.

Employment and pay rolls.—Although the Department has constantly expanded the information available covering employment and pay rolls, there are many industries for which adequate data are still unavailable. The budget of the Bureau makes it impossible at the present time adequately to cover such industries as construction and retail trade. Little or no data are available on State and municipal employment. The latter represents a pay roll of some 5 billions of dollars, and is an important and steady type of employment. If we are definitely to assess the effects of the program for industrial revival, the employment and pay-roll data of the Bureau must be expanded and improved. To date they are the best measure of economic change that we know of. Not only must the raw data be improved but the Bureau must be enabled more fully to analyze the material it now has so that evidence may be available as to where the recovery program is having the greatest effect and where it is falling down. The Bureau is not at present in a financial position to employ the economic analysts necessary for such interpretations.

Cost of living.—There is considerable room for improvement in the cost-of-living material collected by the Bureau. Our data at the moment have two essential weaknesses: First, they are collected once in 6 months, and in periods of rapidly changing prices it is essential that information be had more frequently. Second, our cost-of-living index is based upon a standard of living that prevailed 15 years ago. In the interim radical changes have taken place in the consumption habits of the American people. The data on cost of living are widely used in adjusting wage disputes, formulating collective agreements, and in wage determinations by wage boards. Periods of increasing living costs are usually periods of increasing labor difficulties. It is important, therefore, that we have data which will stand the test of realism. The Bureau should revise its cost-of-living material so that it will fit in with the reality of the times. It should be furnished with funds which will enable it to revise its basic material on consumption habits and to expand the collection of its retail prices so that it will have adequate data with which to measure the changes in living costs each month.

Wages and hours.—The radical changes in earnings and hours brought about by the National Recovery Administration makes it important that the work of the Bureau in the field of wages and hours be expanded. It is essential that we know what specific groups of workers in each industry have been affected by the National Recovery Administration. Wage and hour information will also be necessary in the determination of labor costs. This is particularly important at the moment in view of the fluctuations of the dollar in foreign markets and the effect of the National Recovery Administration upon the international competitive position of American producers.

Respectfully submitted.

ISADOR LUBIN, *Commissioner.*

BUREAU OF IMMIGRATION

DANIEL W. MACCORMACK, *Commissioner General*

To the SECRETARY OF LABOR:

The following is a summary of the activities of the Bureau of Immigration for the year ended June 30, 1933.

Immigration for permanent residence

The fact of primary importance in the past fiscal year is the admission of but 23,068 aliens for permanent residence, or, in other words, immigrants. In last year's report the number of aliens so admitted in that period was the lowest for over 100 years; but, in the year just closed, a new minimum was reached, 12,000 less than in the prior year. For every day of the fiscal year just closed but 63 aliens were admitted. Many of these were the wives and children of citizens or aliens.

To illustrate the decrease in permanent immigration compare the average of the 4 fiscal years ending June 30, 1929, with the similar period just ended, the latter comprising the era of world-wide distress and economic depression. This contrast is 306,649 to 99,371. Eliminating the fiscal year ending June 30, 1930, when the depression began to be felt in the United States, the average is only 51,928 immigrants in the past 3 fiscal years with the average for 1932 and 1933 shrinking to 29,322.

Explanations for decreases:

1. Circumspection exercised by American consuls selecting immigrants.
2. Realization by aliens abroad of lack of work and employment here.
3. Financial inability of husbands and fathers to bring their families to the United States, or for other relatives to assure aid or support.
4. Reconciliation of aliens in these times to remain in their own countries.

Temporary admissions

Nonimmigrants admitted during the past fiscal year numbered 127,660, about 8 percent less than in the preceding year. These are aliens admitted as visitors or in transit through the country and aliens returning to an acquired residence in the United States. These admissions also show heavy decreases from normal times. They are the smallest since distinctions have been maintained. The distinction between the definition of nonimmigrant found in the act of 1924, and statistical classification as such should be remembered, and it is of the latter that mention is here made.

Alien recorded departures in the year, both emigrant and nonemigrant, were 243,802, the first class numbering 80,081 and the second 163,721. Assuming that all of the nonemigrants going abroad for a visit will return and that all the immigrants admitted will remain,

there is a net loss of 57,013 in the alien population in the year, the difference between the immigrants and emigrants. The disparity between the statistical classes of immigrants and nonimmigrants and the emigrants and nonemigrants is 93,074, an excess of departures. Departures still exceed admissions.

The movement of Mexican nationals to their own country has slackened during the latter part of the year, although not definitely reflected in the outgoing figures of this service, as the greater number of departures to that country are unrecorded, there being so many places of easy egress. Destitute Mexican families have been repatriated by States, towns, and welfare organizations. For instance, the State of Michigan sent about 1,500 who had become public charges to Mexico. They were escorted to the border by an immigration officer at the request of the State authorities. Des Moines, Iowa, as another instance, repatriated 95 Mexicans, including many small children, some of them American citizens by birth. Several countries in southern California removed about 6,700 persons to Mexico, continuing a movement started 2 years ago. Many now are attempting to return, and such attempts will increase as times improve in this country. The fear of arrest for illegal entry does not seem to be much of a deterring factor. A considerable but much smaller movement of Canadians, altogether voluntary, from the large centers of population is noted. Lack of employment and the considerable premium on American currency were the probable incentives.

Illegal entries

To prevent and detect illegal entries, the first line of defense is the immigration border patrol, a force organized in 1924 as a complement to the Immigration Service proper. Apprehensions fell off but slightly from the preceding year, there being 21,066 as against 22,884 in 1932. The number of aliens intercepted on both borders in the act of entering illegally, or shortly thereafter, was 20,358, together with 117 of their smugglers, the comparable figures for the preceding year being 21,579 and 149.

Illegal entries have not greatly decreased on the Mexican border, but there has been a considerable reduction on the northern frontier, likely attributable to a better appreciation of prevailing conditions in the United States. However, at any real indication of business and industrial revival illegal entries from Canada, as well as legal applications for admission, may be expected to increase appreciably.

At the present time organized smuggling over the Canadian border is inconsequential, as inducement therefor is lacking.

Canada, following our example, has in recent years required that visas be obtained by European aliens coming from countries in which her immigration agents are stationed. This has diminished the supply of European aliens to later filter across our border.

Because of the obvious difficulty in locating smuggling aircraft, the border-patrol service deserves commendation for its capture during the year of 13 planes, of an estimated value of \$89,500. Six were seized in the Los Angeles district, although the aliens had escaped, 4 in the Detroit district, and 3 were captured in Florida.

Cuba is a prolific source of smuggling of European aliens to the coast of Florida in motor boats. Several important captures were made,

resulting in the conviction of some old-time smugglers. Cuba is a preparatory station for Europeans who could not qualify for immigration visas in their own countries. They seek out smugglers or are induced by them to enter the United States at an exorbitant price. As a result of active cooperation between the American Consul General at Habana and the Immigration Service in Florida, a considerable number of captures were made in the past year; but the results of criminal prosecutions have not been so pleasing or favorable.

The Florida coastline is so extensive and intricate that smugglers have an advantage in landing their alien cargoes, with an unlikely chance of detection. The American Consul General at Habana was able to inspire the arrest in Cuba of several well-known smugglers and their victims before departure for the United States for violations of Cuban law in the forging of passports of that country. Even after the arrest, this party with little change was smuggled to Florida but fortunately captured. It would be desirable to station a well-trained officer in Habana, one with a thorough knowledge of the Spanish language to cooperate with the American consulate in the prevention of alien smuggling.

The act of March 4, 1929, prescribing penalties for illegal entries of aliens does not seem to have the deterrent effect expected. This is likely due to the disinclination of courts to impose severe sentences when it is a certainty the offenders will be deported anyway. Again, the necessity to conserve Federal appropriations has resulted in some judicial districts on the southern border in refusal to prosecute first offenders except in aggravated cases. In other districts many aliens of this class are sentenced only to the time they have been in detention awaiting trial. Another hindrance to prosecutions under either sections 1 or 2 is the reluctance to incur removal expenses to the judicial district in which the unlawful entry occurred, most Federal prosecuting officers holding that this is essential under general criminal procedure. Under the law in question 4,732 prosecutions were instituted in the fiscal year, with 543 pending at the start.

Under the act of May 25, 1932, eliminating the provision in the law of March 4, 1929, that no deported alien could lawfully return to the United States, many applications for permission to apply for admission have been received. Applications ordinarily are granted if the alien has a wife or very close relatives in the United States and if the cause of his deportation was not a very serious one.

Many American wives have submitted petitions for the issuance of nonquota or preferential quota immigration visas to their deported husbands, and naturally these cannot be approved, although otherwise in order, until the husband has secured this permission to apply from the Department. It should be remembered, however, that return to the United States is absolutely prohibited to aliens deported for certain causes.

Three pieces of legislation amending the 1924 law were passed in the closing days of the Seventy-second Congress, in the first few days of the past fiscal year. One extended the bond requirement to immigrant students, when deemed necessary, and provided that aliens admitted as servants of foreign officials accredited to this country must maintain such employment or leave the United States. Another was the amendment to section 3 (6) of the 1924 act, relating to non-immigrants seeking admission to carry on trade in pursuance of

treaties of commerce and navigation with foreign countries. The act now applies to treaties approved since the passage of the 1924 law and those that may hereafter be approved, and makes certain that the international trade must be with the country of which the merchant is a national. It also applies definitely to the wives and minor children of such merchants, so that the latter are controlled by the status of the husband and father. Before this particular provision was amended, Chinese merchants might be admitted to carry on local trade under a controlling judicial opinion on the Pacific coast, construing both the Immigration Act of 1924 and the treaty of 1880 with China. The amendment will no longer make this possible, and now Chinese and other alien merchants will be required to engage solely or principally in international trade.

Another amendment of the 1924 act, dated July 11, 1932, places in the nonquota class of immigrants alien husbands of American citizens by marriage occurring prior to July 1, 1932, and in the preferential class for quota immigration visas such husbands by marriage occurring on or subsequent to that date. Theretofore, the husbands were in the preferential class only regardless of the date of marriage. The Bureau had recommended for several years that the distinction between the alien husbands and wives of American citizens be eliminated, an alien wife being entitled to nonquota status regardless of the time of her marriage. Petitions were approved in the year for nonquota visas in behalf of 1,322 husbands and 583 for preferential quota visas. The approval of the wife's petition is no assurance, however, that visas will be granted by the consuls.

Immigration

Volume—Chief sources—Admissions—Distribution—Emigration

Data under these headings have customarily been given in past years, supplemented by tables found in the appendix. It is essential to remember the distinction between the statistical classification of aliens as immigrants and nonimmigrants and the meanings given these terms by the immigration act of 1924. The statistical classification is determined broadly by the aliens' intended length of stay in the United States, while the differentiation in the act of 1924 depends upon the purpose for which aliens come to the United States and the character of documents presented when required. As to emigrants and nonemigrants, the former implies a departure with the actual or assumed intent of remaining abroad permanently, and the latter an intention to return to this country or departing after a short stay here.

The admission of but 23,068 immigrant aliens during the year from all parts of the world is the smallest since 1831, but from 1820 to 1867 statistics include all alien passengers arriving, and some of them presumably came with the intention of staying but a short time; so that those figures are no fair basis of comparison. The falling off from the preceding year was 35 percent, or over one third.

Aliens charged to the quotas of their respective countries and admitted in the year numbered 8,220, a decrease of about 37 percent from the 1932 period; and alien immigrants with visas from nonquota countries numbered 7,475, mostly natives of Canada. The nonquota countries are the contiguous ones and the independent countries of the New World. In the past years there has been considerable agita-

tion in Congress for the regulation of immigration from Mexico and Canada, especially the former, under quota numbers; but the opposition thereto has always been stronger, and under present conditions such legislation would be superfluous.

The remaining 7,373 embraced certain nonquota immigrants from any country such as the husbands, wives, and unmarried children of American citizens (who numbered 6,658), ministers and professors and their families, and so forth. In the preceding year 9,490 husbands, wives, and children were admitted permanently, so that there has been a great decrease even in this category, about 30 percent.

The group comprising the countries of northwestern Europe (Belgium, France, the Netherlands, Germany, Iceland, Luxemburg, Switzerland, the Scandinavian countries, Great Britain and Northern Ireland, and the Irish Free State), sent to us but 4,792 immigrants, compared to 7,762 in the preceding year, a decrease of about two fifths. These include both quota and nonquota aliens from those countries. The immigration from these and several other countries in the fiscal years of 1928 and 1933 will exemplify the tremendous decreases.

The appended table gives in concise form the annual quota allotted to various countries and subdivisions, in accordance with the national-origins plan, and admissions thereunder in the past and preceding fiscal years.

Annual quotas under the national-origins plan, and the number of quota immigrants admitted, years ended June 30, 1930, 1931, 1932, and 1933, by principal countries of birth

Country or region of birth	Annual quota	Quota immigrants admitted during—			
		1930	1931	1932	1933
All countries.....	153,831	141,497	54,118	12,983	8,220
Europe, total.....	150,508	137,016	51,153	12,022	7,634
Austria.....	1,413	1,417	524	187	121
Belgium.....	1,304	1,118	524	117	59
Bulgaria.....	100	95	52	11	11
Czechoslovakia.....	2,874	2,898	1,448	304	171
Denmark.....	1,181	1,144	516	209	123
Estonia.....	116	112	71	15	17
Finland.....	3,569	3,559	300	69	72
France.....	3,086	2,812	1,226	288	257
Germany.....	25,957	27,119	10,100	2,086	1,324
Great Britain and Northern Ireland.....	65,721	50,275	12,934	2,099	1,171
Greece.....	307	362	303	141	108
Hungary.....	869	864	624	329	187
Irish Free State.....	17,853	19,692	6,780	452	282
Italy.....	5,802	5,610	4,245	2,012	1,109
Latvia.....	236	202	138	43	29
Lithuania.....	386	398	305	181	96
Netherlands.....	3,153	2,788	1,142	185	128
Norway.....	2,377	2,546	1,156	260	141
Poland.....	6,524	6,456	2,841	917	961
Portugal.....	6,440	433	433	201	69
Rumania.....	295	670	497	318	236
Russia.....	2,701	2,231	1,537	528	309
Spain.....	252	332	263	191	164
Sweden.....	3,314	3,204	1,247	290	105
Switzerland.....	1,707	1,605	797	132	122
Yugoslavia.....	845	782	523	252	105
Other Europe ¹	1,126	1,292	622	205	157
Asia ¹	1,523	2,150	1,344	530	392
Africa, Australia, and Pacific Islands ¹	1,800	614	477	281	127
American colonies of European countries.....		1,717	1,144	150	67

¹ Including colonies, dependencies, or protectorates of European countries.

More citizens of the Irish Free State were admitted 6 years ago than immigrants from all parts of the world last year. Five European countries exhibited very small increases in permanent admissions over the preceding year, Iceland with an increase of 1, Danzig with 2, Finland with 8, Turkey in Europe with 20, and Poland with 36.

Permanent immigration from Central and South America, nonquota countries, is always inconsequential in numbers and importance, which is likewise true of this class from West Indian countries. Viewing permanent immigration from all countries of this hemisphere there is found a decrease from 12,577 in 1932 to 9,925 in 1933, about 21 percent. All of Asia accounted for 552 permanent admissions, and Africa, Australia, and the Pacific Islands, 208.

Permanent admissions were divided between 9,219 males, a decrease of 34 percent, and 13,849 of the opposite sex, a decrease of 36 percent, the females all during the period of depression having exceeded the males. This likely is accounted for by the wives and children of residents of the United States coming in.

Canada for years furnished more immigrants to the United States than any single country, the number for last year coming over the border being 6,074, or 26 percent of the whole. This may be compared with the 200,834 such admissions in the 1924 fiscal year, 9 years ago, about 3,300 percent.

During the fiscal year the headquarters of immigration district no. 1 was moved from Montreal, Quebec, where it had been maintained for many years, to Newport, Vt.

The admitted immigrants on the Mexican border were but 1,876, the smallest number yet, decreasing from 2,058 in the preceding fiscal year. Nonimmigrants recorded amounted to 2,249. By far, the greater part of the entrants were Mexicans themselves, 1,514 of the immigrants and 1,784 of the nonimmigrants. Aliens in transit to other countries over this border numbered 973.

The admission figures over both borders include 771 aliens and 1,861 citizens arriving by airplane from Canada, and 610 aliens and 4,631 citizens so arriving over the Mexican border, or a total of 7,873. On both borders 8,981 aliens were refused examination because of inability or unwillingness to meet head-tax requirements.

The following tables contain data of interest regarding transactions at land boundary stations:

Miscellaneous transactions at land border stations

Number of aliens handled coming temporarily:¹

Cases pending at beginning of fiscal year 1933-----	172
New cases during the year-----	² 251, 630
Admitted on primary inspection-----	237, 629
Admitted by board of special inquiry-----	7, 441
Rejected by board of special inquiry without appeal to Department-----	4, 980
Rejected by board of special inquiry but appealed to Department:	
Appeals sustained (aliens admitted)-----	575
Appeals denied (aliens debarred)-----	938
Cases pending close of year:	
Before board of special inquiry-----	116
On appeal to Department-----	123
Applicants refused examination on account of inability or unwillingness to meet head-tax requirements-----	8, 981

¹ Including nonstatistical aliens arriving at the seaports from Canada.

² Estimated.

Miscellaneous transactions at land border stations—Continued

Applicants referred to board of special inquiry from border stations and who failed to proceed with their applications.....	3, 190
Applicants inspected at railway stations and wharves at interior points in foreign contiguous territory who failed to appear before boards of special inquiry for further examination as directed.....	308
Aliens debarred or deported who reapplied for admission within 1 year without first securing permission so to do and were refused examination.....	1, 831
Aliens referred to United States consul for visa.....	10, 219
Illiterate aliens, border residents, granted special crossing privilege under Department dispensation.....	95
Aliens to whom visitor's head-tax certificates were issued:	
Cases pending beginning of fiscal year 1933.....	3, 905
New cases during the year.....	16, 959
Failed to depart within time limit, head tax retained.....	2, 144
Returned to foreign contiguous territory, head tax refunded.....	15, 348
Cases pending at end of fiscal year 1933.....	3, 372

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

Inward movement ¹	Aliens	United States citizens	Total
Via the Canadian border.....	8, 434, 715	10, 443, 241	18, 877, 956
Via the Mexican border.....	12, 126, 111	9, 658, 140	21, 784, 251
Total.....	20, 560, 826	20, 101, 381	40, 662, 207

¹ Estimated.

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

Country of residence	Aliens			United States citizens			All crossers		
	Intermittent	Active	Total	Intermittent	Active	Total	Intermittent	Active	Total
Residents of the United States:									
Crossing Canadian border.....	7, 159	224	7, 383	1, 509	175	1, 684	8, 668	399	9, 067
Crossing Mexican border.....	21, 346	12, 825	34, 171	29, 263	8, 020	37, 283	60, 609	20, 845	71, 454
Residents of Canada.....	2, 187	3, 404	5, 591	457	667	1, 124	2, 644	4, 071	6, 715
Residents of Mexico.....	52, 551	29, 963	82, 514	1, 140	1, 486	2, 626	53, 691	31, 449	85, 140
Total.....	83, 243	46, 416	129, 659	32, 369	10, 348	42, 717	115, 612	56, 764	172, 376

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

The trades or occupations of the new immigrants were diversified, although those claiming or recorded as of no occupation (15,546) were way in the majority. These obviously were mostly women and children. The total of skilled workers of some trade or calling was 2,375, of both sexes, or about 10 percent of all, an increase over the preceding year. Incidentally, there were 441 clerks—"white-collar workers." The so-called professional classes, though this would not strictly accord with outside definitions of the term, accounted for 1,631 of the newcomers, 7 percent, among whom were 516 clergymen, 282 teachers, 187 physicians, 64 actors, and 128 professional engineers. Under miscellaneous classifications, totaling 3,516, or 15 percent of all, there

were 292 farmers, 134 farm laborers, 844 common laborers, 550 servants, and 556 merchants of various descriptions.

The vast industrial group of States along the Atlantic seaboard, New England, New York, New Jersey, and Pennsylvania, were the destinations of about 45 percent of the newcomers, or 10,474 to be exact, and in this group and in the entire Nation New York was pre-eminent, absorbing 8,039, or 35 percent of the total of 23,068. This is perfectly natural because of its tremendous alien population acting as a magnet to attract relatives or friends from abroad. California, on the other side of the continent, received the next highest number, 1,972, the next in line being Michigan with 1,627 (contiguous to Canada). Massachusetts was the destination of 1,548, Pennsylvania of 1,219, and New Jersey of 1,216. The South Atlantic and South Central States were the recorded destinations of but 2,365 immigrants, and 2,901 immigrants were destined to the Western States, this total being enhanced by the considerable immigration to California alone. Permanent admissions to the insular and territorial possessions were very small, the combined number being 248, 50 less than in the preceding year.

The immigrant aliens of the Italian race, although not coming from that country alone, exceeded that of any other, numbering 3,638. The next highest contributing race was the English, with 2,943, which would embrace most of the immigrants from Canada; followed by 2,726 Germans, and 2,372 Hebrews.

With regard to aliens admitted as nonimmigrants from the statistical standpoint the past year showed a slight falling off from the prior one, the comparative figures being 139,295 and 127,660. These are the visitors and transit aliens and returning alien residents whose entries were recorded. If coming by water, every such alien is manifested, but for the millions who cross our land frontiers for short stays a very small proportion are manifested, those coming for extended periods or concerning whom there is doubt of intentions. However, the transit aliens across the borders are invariably recorded.

The recorded immigrants and nonimmigrants constitute a small part of the persons questioned by the officers who guard the gates of our country. It is a physical impossibility to detain for extended questioning the thousands who come over our borders daily for short stays, and this would not be justified if the force were sufficient to permit. Those permitted to cross the line daily to work carry identification cards with photographs attached, to permit of prompt identification and passing.

During the year 20,560,826 aliens, the bulk of whom were not manifested, entered over the borders, whom the officers questioned to determine residence and intention. Many of these were aliens returning to residence in this country. If we add to this number the 20,101,381 American citizens arriving at border ports and 295,675 at seaports, the 348,996 American and 822,813 alien seamen questioned under applicable provisions of law, there is furnished a fair picture of the never-ending work of the inspection forces.

In the year, 8,353 aliens ineligible by race to citizenship, a generic class specifically mentioned in the Immigration Act of 1924, secured admission, 85 percent of whom were visitors, transits, or returning residents. Dividing up this total, 3,865 were the returning residents, 1,949 were in transit through the country, 1,251 temporary visitors

for business or pleasure, 390 so-called international merchants, 564 government officials, families, and employees, and 227 were immigrant students. Additionally, there were 64 ministers or professors, wives, and unmarried children, women who had been citizens of the United States, and 43 Chinese wives of American citizens. These 107 were alone entitled to and admitted for permanent residence in the United States. Racially, admissions of this class were as follows: Chinese, 3,516; Japanese, 4,596; Koreans, 70; East Indians, 166; Pacific Islanders, 5.

The greater number of immigrants as well as manifested nonimmigrants arrived at Atlantic seaports, 112,770 out of 150,728. Ellis Island (N.Y.) admissions were 102,219, mostly arrivals from Europe, while Boston admitted 4,309 from abroad, the various other Atlantic ports accounting for a small total. At Pacific and Puget Sound ports 8,162 immigrants and nonimmigrants were admitted, and at Gulf of Mexico ports 2,342.

The sum total of emigrants and nonemigrants recorded was 243,802, emigrants 80,081 and nonemigrants 163,721. Many of the latter provided themselves with reentry permits to facilitate readmission. These figures show a decrease of 43,855 from the preceding year. Therefore, the apparent net loss in alien population of the United States, the excess of emigrant over immigrant aliens, is 57,013 compared with a similar loss of 67,719 in the preceding period.

Departing aliens of both statistical classes exceeded the incoming immigrants and nonimmigrants by 93,074. The statement as to the net loss in alien population is not definite or conclusive, inasmuch as thousands of departures over the borders are not recorded, nor can we but surmise the number of aliens who successfully smuggled themselves into the country, or the number who remained here after securing unrecorded admission as temporary visitors over both borders, which really is equivalent to smuggling.

Exclusions

The number of aliens finally denied admission in the fiscal year (the debarred or excluded classes) was 5,527, persons of the English, French, and Mexican races accounting for about one half, and the English and French being mostly natives of Canada. A total of 6,285 were excluded by the boards of special inquiry at ports of entry, and appeals to the Department were taken in 2,165 cases, of which 758 were sustained and 1,407 denied. At the close of the year, 190 appeals were pending in the Department and 22 in Federal courts in habeas corpus proceedings after the Department's adverse decision had been rendered.

The final exclusion of 3,946 aliens applying for admission along the Canadian border is roughly two thirds of the total number, and these were mostly aliens who applied without the proper documents under the Immigration Act of 1924. On the Mexican border, 681 of the 4,806 applicants for temporary or permanent admission were excluded, about 14 percent, a very high proportion. This may be contrasted with exclusions at the port of New York of only 547 aliens, out of 102,766 immigrants and nonimmigrants examined, or about five of every thousand. The reasons for the wide disparity in proportional rejections between seaports and land border stations are the facts that arrivals from overseas must be provided with documents before being permitted to sail, and that most European aliens have had the

combined and thorough examination of consuls and immigration officers officiating as technical advisers, and have undergone intensive medical examination by public-health surgeons detailed to the consulates for that purpose.

Of the 5,527 final rejections, less than 100 were for causes other than the lack of consular documents required by the present law, this reason accounting for 5,435 of the total. Only eight aliens were refused admission as criminals; because, when applying for visa, it is usually necessary to have a clear police record, evidenced by an official statement to that effect. Only one alien was denied admission as a person who had been deported. The attached table relates to the statistical aliens applying for admission in the year, disposition made thereof, and pending cases.

Applicants for admission (statistical aliens)

Aliens whose cases were pending beginning of fiscal year 1933.....	637
New applicants during the year.....	155, 991
Cases finally disposed of (aliens coming for permanent or temporary residence or to resume unrelinquished domicile):	
Admitted on primary inspection.....	144, 261
Admitted after temporary detention (without board of special inquiry hearing).....	789
Admitted by board of special inquiry.....	4, 902
Admitted on court order.....	18
Rejected by board of special inquiry without appeal to Department..	4, 120
Rejected by board of special inquiry but appealed to Department:	
Appeal sustained (alien admitted).....	758
Appeal denied (alien debarred).....	1, 407
Died (after arrival and before final action taken).....	9
Escaped:	
From custody of immigration officers.....	1
From custody of others.....	10
Aliens whose cases were pending at close of fiscal year 1933:	
Before board of special inquiry.....	109
On appeal to Department.....	190
On appeal to court.....	22
In hospital for treatment.....	8
Awaiting primary inspection and others.....	24

SUMMARY

Cases pending beginning of fiscal year 1933.....	637
New applicants during the year.....	155, 991
Total applicants.....	156, 628
Aliens admitted during the year:	
On primary inspection.....	145, 050
By board of special inquiry.....	4, 902
On appeal to Department and on court order.....	776
Total admitted.....	150, 728
Aliens rejected during the year:	
By board of special inquiry without appeal to Department.....	4, 120
On appeal to Department.....	1, 407
Total rejected.....	5, 527
Aliens who died or escaped.....	20
Cases pending at close of fiscal year 1933.....	353
Total applicants.....	156, 628

Deportations (expulsions)

Nineteen thousand eight hundred and sixty-five aliens were deported or left the country under their own arrangements consequent upon an order of deportation, 439 more than in the preceding fiscal year, and is the greatest number expelled from the country in its history. Of this number 17,952 were sent out at the expense of the Bureau's appropriation, and 1,163 at the expense of steamship companies that had brought the aliens to the United States or Canada within the statutory periods which require removal at their expense if the alien is deported for a cause existing at the time of admission. Fifty-seven deportees were permitted to ship as seamen on a one-way voyage to foreign ports, all of whom had had prior experience in that calling, and 693 were granted permission to depart at their own expense and under their own arrangements. These reshipments and departures totaled 750, at an estimated saving to the appropriation of \$64,360.

Under a procedure long in effect 10,347 aliens subject to deportation were permitted to leave the country after being interviewed, either without warrant proceedings at all or prior to their conclusion. Most of this number departed over the borders; and it is estimated that the saving to Government funds from this source amounted to \$263,580, which, added to the \$64,360 mentioned in the preceding paragraph, makes a total saving of \$327,940 from the concessions granted.

The Service was responsible for the removal or departure of 30,212 deportable aliens. Also for the voluntary removal or repatriation of 1,645 aliens under section 23 of the act of 1917, who had become destitute and applied for return to their native country, a decrease of 992 from the preceding year. The decrease was occasioned by the lesser number of destitute aliens repatriated at their own request, 2,637 having been so removed in the fiscal year 1932.

Of the 19,865 deportations, 5,904 aliens were sent to Europe, 2,642 to China (mostly the refugees from Mexico along the Arizona border), 2,216 to Canada, 7,750 to Mexico, 593 to other portions of this hemisphere, 658 to Asiatic countries other than China, and 102 to Africa, Australia, and the Pacific Islands. As shown and as usual, Mexico received more deportees than any other country, principally illegal entrants, or about 40 percent of all. Deportations thereto exceeded those of the prior year by over 600. More deportees were destined to Italy than to any other European country, as in most recent years.

In many cases deportation entails great hardship on members of families left behind, as it often involves the enforced departure of the breadwinner. When the violation of the immigration laws is more or less technical in nature and the alien concerned has been law-abiding and industrious in this country, the plight of his family is sympathetically considered, and summary removal is not resorted to. Ordinarily such an alien is granted permission to depart voluntarily in order to afford him a better chance of returning, and he is given a liberal time in which to make arrangements for leaving. In these cases the Department has been as liberal in the exercise of its discretionary powers as the law will permit.

Every effort is made to shorten the detention period of aliens pending determination of their cases, because of inability to furnish bond and the inadvisability of granting them liberty on their own recognition; and the results in this particular have been noteworthy.

In the past few months the practice of permitting arrested aliens who cannot furnish bond to remain at liberty while their cases are pending has been followed more extensively, with very satisfactory results.

A considerable handicap in effecting deportations is the great delay experienced in many cases in obtaining passports from the foreign government to which the aliens should be sent. It is pleasing that passports are not required for the deportation of nationals of certain countries. Requests for passports were denied in 369 cases during the year, some of these representing aliens of the confirmed criminal type whose deportation is mandatory under the law, and whose retention in this country affords opportunities for further criminal acts.

The deported aliens were of many and diverse races, Mexicans, Chinese, Italians, and English predominating, although those of the English race were mostly Canadians by nationality. The same six States of Texas, Arizona, California, Illinois, Michigan, and New York, which furnished nearly three fourths of the deportees in the fiscal year 1932, provided 15,372 in the past year, more than three fourths. These are States of large alien population, with the possible exception of Arizona, which, with the removal of Chinese therefrom, brought it so greatly into prominence in this regard.

Violations of the Immigration Act of 1924 constituted the principal causes for deportation. The following table classifies reasons for deportation, and races of deportees:

<i>Causes</i>	
Illiteracy.....	1, 393
Without proper visa.....	9, 099
Overstaying permit.....	3, 148.
Diseased.....	1, 056.
Criminals.....	1, 770.
Anarchists and kindred classes.....	74.
Drug violators.....	167
Immoral persons.....	785.
Entered after deportation or exclusion.....	1, 010
Miscellaneous.....	1, 363.
<i>Races</i>	
Chinese.....	2, 573.
Mexicans.....	7, 772.
English.....	1, 078.
Italian.....	1, 145.
German.....	806.
Irish.....	699.
Scotch.....	549.
French.....	554
Spanish.....	502
Scandinavians.....	474
Miscellaneous.....	3, 713

The largest month for deportations was October 1932, represented by 2,103 aliens, while the smallest was in February 1933, when 1,102 were sent out. One hundred and fifty-five group deportation parties were handled in the year. Attached tables show the States from which aliens were deported and the ports of departure from the United States, and principal destinations.

Telegraphic warrants of arrest were issued by the Bureau in 19,183 cases and 4,248 in formal ones, a total of 23,431. The formal warrants of deportation numbered 22,044 and telegraphic 9,641.

A perennial subject of comment under this heading is that of delegating to administrative heads of immigration districts the power to issue warrants of arrest, now confined to the Department. Granting this would conserve valuable time and prevent escape of many aliens, which often happens between the time the alien is interviewed and the receipt of a warrant from the Bureau, it is believed such power could safely be entrusted to the officers in charge of districts without danger of abuse, and that the change in procedure would serve to decentralize and expedite this function of the Bureau and Department.

Many aliens arrested under warrant are released upon bonds furnished by surety companies, and in the past year numerous of these companies have been thrown into the hands of receivers because of financial difficulties. The Bureau has submitted many claims to the State officials liquidating these corporations under court orders, but it is doubtful that much of the penalties on breached bonds will be recovered.

Before concluding comment under this deportation heading, it may be of interest to note that in the fiscal year 462 persons were deported to the United States from Canada and 51 from Mexico. Exact data regarding these persons are not obtainable at the moment, but it is assumed the deportees were mostly American citizens.

The tables immediately following furnish quite complete data regarding arrests and deportations in the Bureau and field, and show that 153,668 investigations had to be made to determine amenability of aliens to arrest proceedings.

Warrant cases

Investigations:		
Conducted contemplating warrants of arrest.....	153,668.	
Number of aliens involved.....	175,033	
Resulting in applications for warrants of arrest.....	20,480	
Number of aliens involved.....	22,122	
Warrants of arrest:		
Served by field officers.....	20,172	
Returned to Department, unserved.....	773	
On hand by field officers, unserved, close of year.....	577	
Less than 30 days.....	228	
From 30 to 60 days.....	115	
From 60 to 90 days.....	73	
Over 90 days.....	161	
Warrants of deportation:		
Executed (number of aliens deported).....	19,865.	
Returned to Department, unexecuted.....	741	
On hand by field officers, unexecuted, close of year.....	6,114	
Aliens subject to deportation, voluntarily departed:		
Shipped foreign one way.....	95	
Paid own passage, departed from seaports.....	613	
Departed across land borders.....	9,639.	
Total.....	10,347	
Destination:		
Mexico.....	8,025.	
Canada.....	1,750.	
Europe.....	478.	
Asia.....	10.	
West Indies.....	46.	
Central and South America.....	26.	
Other countries.....	12	
Total.....	10,347	

Aliens deported from the United States under warrant proceedings, year ended June 30, 1933, showing States from which deported, by ports of departure and foreign destination, as specified

States from which deported ¹	Ports of departure, foreign							Foreign destination ²					
	Total	New York	Other Atlantic	Gulf of Mexico	San Francisco	Other Pacific	Canadian land border	Mexican land border	Europe	Asia	Canada	Mexico	Other countries
All States.....	19,865	5,925	629	399	2,756	1,082	1,750	7,324	5,904	3,300	2,216	7,750	695
Alabama.....	56	3		53					33	1		2	20
Alaska.....	1	34	1	2	2,007	13	23	1,057	35	1,983	25	1,087	7
Arizona.....	3,137	314	6	6	442	675	46	861	5	673	119	1,154	69
California.....	2,350								3				
Colorado.....	8												
Connecticut.....	170	36	77		7	1	10	39	101	1	21	47	
Delaware.....	5	1							4				2
District of Columbia.....	6	19	4		1			5	2	19	2	5	3
Florida.....	31	76	53	9				19	57	4	27	1	68
Georgia.....	157	34	4	4	5		4		34	7	6		4
Hawaii.....	51	1			2	18			2	18			1
Idaho.....	25	1				1		9	1			14	10
Illinois.....	579	334	31		19	3		65	127	359	20	65	128
Indiana.....	131	91	5					11	24	95		11	24
Iowa.....	131	8			1			3	15	8		3	16
Kansas.....	27	29	1	3	21			16	41	28		17	42
Kentucky.....	111	4	2					2				2	2
Louisiana.....	238	10	4	201	5		10	8	129	17	12	17	63
Maine.....	173	8	6		1		158		11	1	158		3
Maryland.....	204	183	7		8		5	1	136	12	5	1	50
Massachusetts.....	228	47	159		10		11	1	159	16	43	2	8
Michigan.....	1,127	505	45	1	21	3	509	43	525	38	505	43	16
Minnesota.....	109	30	4				68	7	34		68	7	
Mississippi.....	1			1									1
Missouri.....	67	18	1		11		9	28	17	11	10	28	1
Montana.....	178	27	4		12	5	64	66	29	5	67	77	
Nebraska.....	39	8			4		9	18	8	2	9	20	
Nevada.....	14	4			9	1			4	5	1	4	
New Hampshire.....	16	5	2				8	1	7		8	1	
New Jersey.....	257	223	12		7		12	3	208	13	13	4	19
New Mexico.....	331	3	1	1		1		325	4			327	
New York.....	3,402	2,872	77	2	107	1	336	7	2,486	255	371	27	263
North Carolina.....	3	2						1					2
North Dakota.....	97	18	1		1		77		19	1	77		
Ohio.....	327	283	13	1	3		19	8	225	72	19	8	3
Oklahoma.....	4	2		2					3	1			
Oregon.....	86	26	1		4	40	15		26	17	36	2	5
Pennsylvania.....	418	352	27		6	1	16	16	352	19	20	19	8
Puerto Rico.....	20	4	14					2	6	1			11
Rhode Island.....	35	6	27			1			26		8	1	
South Carolina.....	18	11	5	1			1		12		3		3
South Dakota.....	3	1					1	1	1		1	1	
Tennessee.....	2	1									1		1
Texas.....	4,777	31	6	111	20	3	19	4,587	100	21	21	4,606	29
Utah.....	46	19			10	1	5	11	19	7	5	15	
Vermont.....	192	35	16				141		48		142		2
Virginia.....	37	30	3		2		2		20	2	3		12
Washington.....	454	95	9	1	10	314	23	2	103	49	283	11	8
West Virginia.....	10	8					2		7	1	2		
Wisconsin.....	87	67	1				10	9	64	3	10	9	1

¹ Where aliens were located or arrested, or where hearings were held.

² Or to which ordered deported.

Criminal prosecutions and civil suits

With 715 criminal or civil prosecutions or cases pending at the beginning of the year, for violations of the immigration laws or conspiracies to violate them, 5,107 additional cases were instituted in the 12 months, or a total of 5,822 requiring judicial determination. Of this number there were 4,758 convictions, 14 acquittals, 1 failure to appear, and 506 dismissals, with 543 cases pending now.

The sentences imposed for criminal violations aggregate about 1,698 years and \$5,715 in fines. The sentences include some suspended under the act of March 4, 1929, punishing illegal entry. Naturally, the greater number of prosecutions were based on this law, 1,571 being instituted under section 1 for reentries after deportation and 3,161 under section 2 for the first surreptitious entry. During the year 107 alien smugglers were convicted.

Administrative fines and related matters

There continues to be a progressive decrease in the number of cases submitted to the Department involving administrative fines against transportation companies for failure to observe certain provisions of the immigration laws; and consequently of the fines definitely imposed. Decreasing arrivals of passenger and freight vessels from abroad, better knowledge and care on the part of shipping companies, and intensive examination of aliens abroad account for the continued falling off in these respects. In the year, 1,431 proposed fines were considered in the Department, resulting in the imposition of 484 involving a total of \$64,870, and the remission of 947 involving \$159,480. In the preceding year, 1,524 cases were reviewed, the fines assessed amounting to \$87,150.

Included in the total assessment of \$64,870 were 29 fines of \$1,000 each for the bringing of aliens to our ports without the proper immigration visas, and 13 of like amount for transporting aliens who upon arrival were definitely found to be afflicted with loathsome or dangerous contagious diseases, or mental defects, the existence of which it was determined could have been detected prior to embarkation through a competent medical examination.

In order to meet the situation brought about by certain court decisions in the fiscal year 1931 overruling the Department's adjudication of fines regarding aliens brought to a port of the United States, allegedly or presumably in transit by the same vessel to a foreign country, and who upon arrival were found to have the diseases specified in the law, the rules were amended in the past year so as definitely to define these aliens as excludible, and the ships therefore liable to fines for bringing them unless authority is secured in advance of departure for this country.

Of fines imposed in this and the preceding year \$72,850.85 was collected in the past 12 months and covered into the Treasury.

Two hundred and eighty-eight writs of habeas corpus were sued out, with 180 holding over from the prior year. Thirty-nine concerned exclusions and 249 deportations. Department decisions were sustained in 227. Sixty-one applications for writs were withdrawn. Writs were sustained in 59 cases and 121 were still pending.

Habeas corpus is believed to be the proper and only method of judicially determining the correctness of the Department's findings in exclusion and deportation cases.

Attempts to prevent deportation of aliens by writs of prohibition against the Secretary brought in the Supreme Court of the District of Columbia now involve about 60 aliens whose cases originated mostly in Detroit and Pittsburgh. The Government's contention that habeas corpus is the proper remedy has been sustained in two lower courts. It is understood the question will be taken to the United

States Supreme Court. If so, a definite ruling may be expected in the coming fall term.

During the year 6,794 bonds were exacted of aliens to guarantee conditions of admission, and 2,107 delivery bonds were furnished in deportation proceedings. During the year 119 bonds of various characters were ordered breached by the Department. Payments of penalties were voluntarily made in 69 cases and enforced by suit in 50. The bonds forfeited and paid without suit, including interest coupons on Liberty bonds, amounted to \$65,000. The recoveries of penalties on judgments in courts are covered into the Treasury by the courts themselves.

Seamen

Desertions and discharges of alien seamen have in the past materially added to the number of aliens illegally residing in the country, but in recent years such illegal entries have greatly declined in numbers and proportions because of the abnormal decrease in foreign trade and the known unlikelihood of finding work ashore.

In the past fiscal year 21,821 vessels were boarded upon arrival from foreign ports, and 5,497 coastwise vessels were boarded for some special purpose, making a total of 27,318. This represents a decrease of 3,653 from the preceding 12 months. On arrivals from foreign ports 822,813 alien seamen underwent immigration examination. Three thousand and seventy were ordered held aboard for various reasons and 558 were removed to hospitals for treatment. The comparable figures for the fiscal year 1932 were 3,087 and 842.

In the past 12 months masters reported 664 desertions, a new low figure, even smaller than the 1,344 in the prior year. These desertions appear very small alongside the 11,314 in 1929. In addition to the alien seamen 348,996 American citizens were found employed on vessels arriving from foreign ports (mostly American bottoms), but all had to be questioned sufficiently to determine nationality.

In the past oftentimes as many as half of the crew of vessels of certain flags, passed as bona fide seamen, would desert in port, and when the vessel came to sail the master would sign on none or very few others to replace them, a plain indication that the crew was excessive upon arrival, and a moral certainty that aliens had been signed on for a consideration and with foreknowledge that illegal entry into the United States was planned. This is one of the many "rackets" to circumvent the immigration laws, but is not actionable unless convincing and corroborative evidence of conspiracy is obtained, which is almost impossible, as the deserters speedily lose themselves in our population.

During the year an arrangement was perfected with the Public Health Service whereby alien seamen employed on passenger vessels arriving in transit at Honolulu, and not definitely certified there for the diseases or disabilities rendering them removable for hospital treatment, may be carried on to mainland Pacific ports under segregation from passengers and other crew members, where the medical examination will be completed and proper action thereafter taken, including the fining of the vessel, if indicated by results. This was done to ameliorate complaints of certain steamship companies.

Chinese

Admissions of Chinese aliens totaled 3,516, compared with 6,372 in the prior year. Those in transit were 1,665; and 258 temporary visitors for business or pleasure and 132 Government officials or the bearers of official passports. Nonquota students of this race numbered 134, 43 were Chinese wives of American citizens, whose admissions, as exceptions to the Immigration Act of 1924, are made possible by an amendment of June 13, 1930, provided the marriages occurred before May 16, 1924. Only one Chinese alien was admitted as the wife of a minister and 128 as treaty merchants. In the non-immigrant class of aliens returning from visits abroad, 1,155 were admitted in the year. Analyzing these figures it is found that only 44 Chinese aliens obtained admission for unrestricted or permanent residence.

During the year 2,785 Chinese were admitted as American citizens, 731 as original arrivals and 2,054 as returning to this country, most of the latter being provided with return certificates granted before departure. Most of this immigration is made possible by section 1993 of the Revised Statutes, which confers citizenship upon children born abroad of an American citizen.

Only 30 deserting Chinese seamen were reported in the year, compared with 76 in the preceding one. Last winter some 200 Chinese were brought from China to New York as passengers to be employed on a vessel of the same line scheduled to make a world cruise. It was determined by the Department after considerable reflection that they were inadmissible under the law and regulations, so all were returned to China at the expense of the vessel bringing them. The action in this case will discourage further attempts of this nature.

Comment was made last year on the exasperating and expensive situation resulting from the enforced departure of Chinese residents from certain States in Mexico who came or were driven across the boundary, and under the Chinese-exclusion laws had to be deported to China at the expense of our appropriation. This has been going on since the latter part of 1931. The movement continued during most of the past fiscal year but seemed to be dwindling lately, apparently because all Chinese have been driven out of the particular States.

Since the start of this movement in September 1931 and up to date, the number of so-called Chinese refugees deported from the El Paso district alone was 3,523, at a cost to our appropriation of about \$466,000.

Many of these Chinese had resided in Mexico for many years and had Mexican wives and small children. The situation of these women was pitiful, as they were destined to an alien oriental country whose customs were absolutely strange and where they likely would be ostracized in the small Chinese villages. Very appealing letters have been received at ports from some of these women. Anti-Chinese agitation recently arose in other parts of Mexico but seems to have subsided because of pressure brought to bear upon those responsible. As was to be expected, some Chinese from other parts of Mexico than those affected by the agitation filtered across the border and claimed to be refugees from persecution, but were in fact seeking a free trip to China at the expense of this service, which of course, they obtained.

In the year, 1,739 of these real and alleged refugees were deported at a cost of \$203,577.83. It is morally certain that others of these persecuted Chinese, who managed to conceal savings, have paid to be smuggled into the interior of the United States and have lost themselves in Chinese colonies.

The appended table relates to Chinese arrested under the exclusion laws, in contemplation of deportation:

<i>Chinese arrested</i>	
[Chinese exclusion act]	
Cases pending July 1, 1932 (including aliens awaiting de- portation on appeal)-----	94
Arrested during the year (new cases)-----	193
Total-----	<u>287</u>
Cases disposed of:	
Deported—	
On order of United States commissioner-----	146
On court order-----	31
Discharged—	
On order of United States commissioner-----	20
On court order-----	7
Withdrawn-----	4
Dismissed-----	4
Alien died (before final action taken)-----	3
Escaped-----	1
Cases pending June 30, 1933:	
Before United States commissioner-----	31
Before courts-----	35
Awaiting deportation-----	5
Total-----	<u>287</u>

Border patrol

On June 1, 1933, the border patrol reverted to its former plan of organization under which the patrol on each border immigration district was placed under control of the respective district administrative heads, discontinuing the centralization of authority. The force has been decreased from 983 to 938. The average number was 965.

A total of 7,524,702 miles were patrolled, 7,040,230 by automobile, 382,339 on foot, 72,332 by railroad, and 29,801 by horse, boat, and aircraft. This is a drop of over 1,000,000 miles from the preceding year, attributable to the smaller force employed and the necessity of furlough days to keep within appropriations. Overtime in emergencies was done without compensation.

The officers questioned 435,842 persons on trains, in automobiles, busses, boats, etc., and 441,436 pedestrians, or a total of 877,278 in order to determine nationality, residence, and intentions.

Conveyances of all kinds examined for this purpose were 279,883. The force apprehended 21,809 persons, 21,066 for offenses against the immigration laws, 117 of whom were smugglers of aliens. Apprehensions were as follows: 3,750 on the Canadian border, 16,950 on the Mexican, and 1,109 elsewhere. The total embraces 743 persons for violations of other laws, mostly Federal, who were delivered to the proper authorities along with conveyances and contraband.

The seizures of contraband of different sorts were of an estimated value of \$283,744, including liquor valued at \$90,629, and 13 aircraft worth \$89,500.

During the year the patrol service around Detroit was furnished with small motor boats to patrol boundary waters. Powerful motor boats are definitely needed in southern California waters to guard against the smuggling of oriental aliens from Mexico.

No officers of the patrol service were killed in line of duty last year. Since its establishment in 1924, there have been 16 killings or fatal accidents in the force.

Reentry permits, including those issued to Chinese

Seventy-eight thousand and eighty permits were issued, 1,161 denied, and 2,595 withdrawn. Denials included 230, because applicant's entries were not of a permanent character and 931 because no record of entry could be found. As over four fifths of these 931 claimed last entry prior to June 3, 1921, they were advised to apply for registry under the act of March 2, 1929.

Twenty-two thousand and three hundred requests for extension of permit were received, 22,174 of which were granted, 95 denied, and 136 withdrawn, an excess of 4,291 requests for extension over the preceding year.

The collections for the issuance and extension of permits at \$3 each amounted to \$300,762 and refunds to \$11,268. A \$5 fee would better compensate for the work involved in these cases.

The Bureau is liberal in the granting of permits. If an applicant cannot qualify because of inability to locate an alleged entry to the United States prior to June 3, 1921, he is advised to register under the act of March 2, 1929. If he has to go abroad immediately, a permit will be issued if he files an application for registry and promises to prosecute such application upon his return. A permit will now be issued to an alien who claims entry before June 29, 1906, which cannot be verified, if he declares his intention to become a citizen under the amendment to naturalization laws of May 25, 1932. Furthermore, certain classes of aliens whom records show were admitted for temporary stays prior to July 1, 1924, are now regarded as having permanent residence under amendments of immigration regulations in the past year which permit such aliens to legally qualify for reentry permits. Eighty-five percent of permits are issued within 10 days of receipt of applications.

The title of the permit leads many to believe that it assures readmission to the United States, which is not so, a caution being printed on the document that it has no effect except to show that the alien is returning from a temporary visit abroad. The alien on return is subject to examination and rejection under applicable provisions of the statutes, as each entry of an alien is a new and independent one. Many aliens returning with permits are denied readmission for one cause or another.

It was recommended a few years ago that the alien applying for readmission with a reentry permit should be exempt from any immigration examination except to determine if he were the lawful holder, but this would be much too liberal and dangerous. It would require a thorough investigation of the alien before departure, to determine possible criminal record, that he is not diseased, that he is literate, and

so forth. The law, however, should preclude the exclusion of an alien with a permit because of illiteracy.

The following table furnishes in detail the amount and variety of work in this division during the year:

Applications

Reentry permit applications received during fiscal year.....	78, 200
Cases pending from previous fiscal year.....	5, 397
Total applications to be acted on.....	83, 597
Less:	
Permits issued by permit division.....	77, 802
Permits issued by Chinese division.....	278
Refunds, including Chinese cases.....	3, 756
Total applications disposed of.....	81, 836
Reentry permit applications pending at close of June 30, 1933.....	1, 761

Extensions

Requests for extensions received during fiscal year.....	22, 300
Cases pending from previous fiscal year.....	171
Total requests to be acted on.....	22, 471
Less:	
Extensions granted by permit division.....	21, 868
Extensions granted by Chinese division.....	306
Refunds, including Chinese cases.....	231
Total requests disposed of.....	22, 405
Extension requests pending at close of June 30, 1933.....	68

Information furnished Naturalization Bureau from permit division records

Requests for information received during fiscal year.....	11, 206
Cases pending from previous fiscal year.....	2, 308
Total requests to be acted on.....	13, 514
Less: Requests acted on.....	13, 514
Requests pending at close of June 30, 1933.....	None

Miscellaneous

Incoming pieces of mail (exclusive of applications, verification of arrivals, lifted permits, transmittal sheets, receipts for permits, requests for extensions, requests from the Naturalization Bureau for information).....	40, 818
Outgoing pieces of mail (exclusive of applications sent for verification of arrival, permits mailed to stations, application acknowledgment cards, extended permits, and information furnished Naturalization Bureau):	
Form letters.....	50, 085
Notification cards to applicants.....	75, 442
Letters without dictation.....	10, 712
Letters with dictation.....	2, 171
Telegrams and cables.....	1, 234
Number of cases on which information was furnished from permit record on removal under sec. 23, act of 1917.....	1, 284
Applications returned to sender to be submitted through a field office.....	3, 384
Permits mailed foreign.....	2, 961
Total outgoing pieces of mail, exclusive of as shown.....	147, 273.

Visas (nonquota and preference)

The petitions of American citizens under section 9 of the Immigration Act of 1924 for issuance of immigration visas to their alien wives, husbands, children, and parents fell off from 14,295 to 13,302 in the past 12 months. Two hundred and fifty-three thousand and three petitions have been acted upon since July 1, 1924, exclusive of a very small number in favor of the Chinese wives of American citizens, made possible by an act of June 13, 1930. The greatest number of petitions received in any one year was in 1929, when 40,774 were filed. In the past year 9,455 petitions were approved and 925 rejected. The approved petitions embraced 10,254 aliens, 8,259 being nonquota wives, unmarried children under 21, and husbands, if the latter were married to the petitioning wives prior to July 1, 1932. They also embraced in the quota-preference classes 1,995 alien fathers, mothers, or husbands of citizens, the husbands by marriage taking place on or after July 1, 1932.

In the year, 29 petitions of citizen husbands in behalf of alien Chinese wives were approved and 1 was rejected. Since this procedure was made possible, 219 such petitions have been approved.

Nonquota students

During the year, 877 students of this classification were admitted, compared with 1,266 in the preceding 12 months. So far as now known 2,077 left the country. Since the enactment of the law, 14,512 alien immigrant students have been admitted and 9,569 have left the country. The present student body is scattered all over the country in colleges and institutions of learning.

A law approved July 1, 1932, permits the service to require bond guaranteeing that the student will maintain a genuine student status while here and will depart upon failure to do so or upon completion of studies. In recent months the amount of the bond required has been reduced from \$500 to \$150 in these doubtful cases, as it was believed the obligation in the lesser amount would be sufficient protection and more equitable to the student. Early in the year it was decreed that no immigrant students thereafter admitted should be allowed to work in order to help in the payment of tuition or living expenses, but this prohibition has lately been modified, so that an immigrant student who has some means but not sufficient to cover necessary expenses will be permitted to accept sufficient employment to meet them; and a student having no means will be permitted to earn sufficient to cover necessary expenses provided these students carry successfully a full program of study.

Registry of aliens

Applications for registry under the act of March 2, 1929, were 6,475, less than half of the preceding year. The field reports almost unanimously that many aliens who would appreciate and desire this means of legalizing residence are prevented from applying therefor because of inability to spare the \$20 fee. The act of May 25, 1932, permitting aliens to apply for naturalization who entered the country prior to June 29, 1906, when no record of entry can be found, also was a contributing factor in the decrease in registry applications, as 837 were withdrawn for this cause.

At the beginning of the year, 3,629 cases were pending, which with the 6,475 applications received made a total of 10,104 requiring action; of which 6,229 were issued, 1,166 denied, and 971 withdrawn.

The Bureau collected \$124,580 for the issuance of certificates, and refunded \$42,740 to aliens whose applications were denied or withdrawn.

Financial statement

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

Salaries and expenses:		
Departmental service.....		\$320,000.00
Field service.....		7,580,000.00
Coast and land border patrol.....		2,000,000.00
For physical maintenance and upkeep of immigration stations.....		30,000.00
By transfer from appropriation, printing and binding, Department of Labor.....		13,450.00
Total.....		9,943,450.00
The net amount expended during the year for all purposes after deducting refunds to the appropriation for expenditures not properly chargeable to the Government was.....	\$8,964,293	
Impounded on account of legislative furloughs.....	786,022	
Impounded on account of vacancies.....	57,902	
Net balance.....		9,808,217.00
Balance against the expenditures mentioned there was collected as hereinafter shown, the sum of.....		135,233.00
Making the actual cost of operation.....		1,395,271.85
		8,412,945.15

Income and sources thereof

Head tax.....		766,901.50
Administrative fines.....		72,850.85
Reentry permits and extensions.....		300,762.00
Certificates of registry.....		152,000.00
Bonds forfeited and paid without suit, including interest coupons on Liberty bonds.....		65,000.01
Sale of exclusive privileges (feeding, money exchange, etc.).....		787.18
Expenses of deporting aliens—reimbursed.....		4,898.89
Sale of Government property.....		283.72
Miscellaneous collections.....		480.67
Coin-box collections, New York, Boston, Seattle, and Philadelphia.....		364.53
Collections on account of hospital expenses of persons detained in hospitals of Public Health Service under the immigration laws and regulations.....		30,742.50
Insurance for damages on Government property.....		200.00
Total.....		1,395,271.85

Respectfully submitted.

DANIEL W. MACCORMACK,
Commissioner General.

CHILDREN'S BUREAU

GRACE ABBOTT, *Chief*

To the SECRETARY OF LABOR:

The following is a summary of the activities of the Children's Bureau for the year ended June 30, 1933:

During the past year, in addition to emergency services growing out of the depression, the Children's Bureau has carried most of its regular program of research and consultation in the various fields of child care. A brief summary of its work in the fields of child health, child labor, delinquency, recreation, and dependency, and in assembling current statistics in the field of child welfare follows.

Child health

During the past year research has been undertaken, continued, or completed in the following fields, which have a direct bearing on child health:

Causes of maternal mortality.—The report of the study of maternal deaths in 15 States has been written, has been approved by the obstetric advisory committee of the Bureau, and is now in press. The committee formulated its comments and recommendations at a meeting in May 1933. A condensed report containing the principal findings and the comments and recommendations of the committee is being published, as well as the complete report. A report on the findings in each of the 15 States studied was sent in manuscript form to the State board of health and the State medical society in each State. An abstract has been published in the American Journal of Obstetrics and Gynecology.

Survey of infant and maternal health in New Orleans.—A survey of conditions affecting infant and maternal health in New Orleans, undertaken at the request of and in collaboration with the Child Welfare Association, the Orleans Parish Medical Society, the city board of health, three medical schools, and other agencies in New Orleans, was completed at the end of the calendar year 1932. The investigation was divided into three parts as follows: (1) A statistical study of the births and of the deaths under 1 year of infants born in New Orleans in 1930 and also of the deaths of women dying from puerperal causes in 1929, 1930, and 1931; (2) a case study of maternal deaths taking place during 1932; and (3) a survey of the facilities in the city of New Orleans for the health supervision of infants and children and for maternal care. A preliminary report of the findings was presented in March 1933 to the Orleans Parish Medical Society and to the Central Council of Social Agencies, and the recommendations made have been mimeographed and circulated among interested agencies.

To meet immediate needs in the fields of infant and maternal care and to promote the development of an effective city-wide health service for mothers and infants, it was recommended that plans be

made for the extension of maternal and child-health work by the city board of health. The development of a plan by which the official health agency may cooperate with university medical schools and with private health agencies to improve the health services available to all the children and mothers of New Orleans is now under consideration.

New Haven rickets studies.—The study of two groups of school children, who had been examined as infants or young children in the Bureau's earlier investigation of the prevention and control of rickets and who now are between 7 and 14 years of age, was continued through the first 6 months of the year. Physical examinations of 450 children were made by Bureau physicians to detect bone deformities that are usually ascribed to rickets, and dental examinations were made by dentists from Yale University School of Medicine to discover tooth defects. Analysis of the records shows that severe or moderately severe skeletal deformities were found at this examination in less than 1 percent of the children who in infancy or early childhood had been given sufficient antirachitic treatment (in the case of these children, sunlight and cod-liver oil) to prevent rickets or to prevent its development beyond a minimum degree; whereas these deformities were found in 50 percent of the children who were shown by roentgen-ray examination to have had moderate or severe rickets. Dental caries and developmental defects in the enamel of permanent teeth in the children who had had rickets and in those who had not were also studied. It is believed that further studies of this same group of children at a later date when their permanent teeth are more fully erupted would throw additional light on the relationship between early rickets and dental disease.

A paper on the findings of this study was presented at the 1933 meeting of the American Pediatric Society, and a summary has also been prepared to be presented at the annual meeting of the American Dental Association.

Neonatal morbidity and mortality.—The survey of facilities for the care of premature infants that was begun a year ago was completed early in the current year. During this survey 101 hospitals in 27 cities in various parts of the country were visited. Though an attempt was made to obtain data on the number of premature births occurring annually in each hospital and on the mortality among premature infants in different weight groups, satisfactory records were available in 32 hospitals only. These indicate that there is considerable variation in the mortality in different hospitals and in the different weight groups in the same hospital. Data on the physical facilities for care and on the adequacy of medical and nursing care are being analyzed and will be reported.

The final report of the findings in the New Haven study of neonatal mortality and morbidity among 1,000 live-born infants is nearing completion.

Institutes and courses for physicians.—The "refresher" courses for practicing physicians, or institutes in obstetrics, that have been given for the past 3 years with the cooperation of Emory University School of Medicine have continued. During the past year courses were given in New Hampshire, Mississippi, and Kentucky under the auspices of the State departments of health and State medical societies. Arrangements have been made for a course in Alabama in the autumn

of 1933. Altogether, about 2,000 physicians in 5 States have attended these lectures.

Popular bulletins on child health.—As in previous years, the popular bulletins for parents on child health have been revised whenever necessary to bring them in line with the most recent and most authoritative information available. Among the publications so revised were *Infant Care* and the folder, *What Builds Babies*. A new bulletin, *Good Posture in the Little Child*, has been issued, describing and illustrating games that help children to develop habits of good posture. A list of books and pamphlets on maternal, infant, and child care has been mimeographed. A bulletin entitled, *Guiding the Adolescent*, by Dr. D. A. Thom, the author of *Child Management*, is now in press. A complete revision of the folder, *Minimum Standards of Prenatal Care*, is now in preparation.

Industrial aspects of child welfare

Child labor and unemployment.—The past year saw a continued decline in the number of children leaving school for work (see p. 75) and at the same time an increase in the employment of children in the new "sweated industries", which have sprung up during the depression. This has brought about a new interest in the whole problem of child labor, as evidenced by enactment in 2 States of a law setting a 16-year age minimum for employment, ratification of the child-labor amendment in 14 States, enactment of minimum- or fair-wage laws for women and minors in 7 States, and of laws providing double compensation for minors illegally employed in 3 States. The many requests for information on child labor that this new interest has brought have made the past year a busy one for the industrial division of the Children's Bureau. A brief summary of its work follows.

Emergency child-labor conference.—With the fourth year of the depression it became more and more evident that the employment of children should be broadly considered in relation to the economic crisis. The Children's Bureau, therefore, in response to a request from the American Federation of Labor, called an emergency conference to review the whole question of child labor. Representatives of 30 national organizations and of a number of State departments of labor and Federal bureaus assembled at the Children's Bureau in December 1932.

Evidence of the effects of the industrial depression upon child employment as reflected in the return of the sweatshop, in low wages and long hours, and in the shifts in the types of jobs available for children was presented to the conference. To meet these conditions, the conference recommended that an effort be made to secure the passage of State laws embodying the following standards: (1) A basic minimum age of 16 years for employment, at least during school hours, with a higher minimum age for work in hazardous occupations; (2) shorter work hours for minors of 16 and 17 years than for adults, and work hours not to exceed 8 per day in any event; (3) minimum wage for workers under 18 years of age; and (4) extra compensation for minors injured while illegally employed. To make these standards effective adequate provision for administration of labor laws was urged. Establishment of bureaus for women and children in State labor departments, strengthening of existing

bureaus, and registration of business firms with State labor departments, as a means of controlling the "fly-by-night" sweated industries, were also recommended by the conference.

A "steering committee", which continued to function actively throughout the period of the State legislative sessions, was created by the conference to coordinate the activities of national organizations in planning State programs.

Regulation of the employment of minors in hazardous occupations.—The report of the advisory committee on employment of minors in hazardous occupations, appointed by the Children's Bureau at the request of section III of the White House Conference on Child Health and Protection, was published during the winter of 1932. On the basis of the information available, the committee listed the occupations from which minors under 16 and minors under 18 should be excluded. During the past year the Bureau has been assembling, at the request of the committee, information as to accidents to telegraph messenger boys, a brief summary of which is given below.

The committee's recommendations have been well received by State departments of labor, insurance companies, and safety organizations. A special committee has been appointed by the commissioner of labor in New York to canvass the application of the recommendations to the State of New York. The child-labor law passed this year in Utah follows the committee recommendations by authorizing the State industrial commission to prohibit the work of minors under 18 in occupations found to be hazardous.

Hazards of telegraph messenger work.—In order to have a basis for rating the hazardous character of messenger service, the Children's Bureau obtained from the Western Union and Postal Telegraph Cos. records of accidents to messengers of all ages in 1931 in the entire country. In 1931 these two companies employed approximately 17,000 messengers, and 1,570 accidents occurred that were serious enough to necessitate the absence of the messengers from work. More than half of these accidents resulted in disability for 7 days or less, although 6 messengers were fatally injured during the year. Twelve permanent injuries occurred and 192 were temporary disabilities lasting 1 month or more. Of the messengers injured 1,038—nearly two thirds—were under 18 years of age.

Statistics on accidents to minors.—On account of the reductions in the staffs of State labor-enforcing officials, it has been impossible this year to carry on the collecting from State offices of unpublished statistics of accidents to minors, which was begun in 1929. However, it is possible to compare figures published by the labor departments of eight States during the period 1930-32 with figures for the same States during the period 1928-29.¹ These reports indicate that, in the period 1928-29, 12 percent of all industrial accidents reported were to minors under 21, and 3 percent to minors under 18. In the period 1930-32 the corresponding percentages were 10 and 2.

Employment history of boys leaving school for work.—In the District of Columbia the Children's Bureau and the boys' emergency com-

¹ The figures are for a single year, either calendar or fiscal in each period, and are for compensable accidents in Maryland, New Jersey, New York, Rhode Island, and Wisconsin, and for accidents resulting in death, permanent disability, or disability lasting more than 1 day, in Kentucky, Massachusetts, and Missouri.

mittee of the District cooperated during the past winter in a brief inquiry to ascertain the problems confronting boys leaving school in this time of economic depression. In the course of the survey 376 boys from four high schools and one vocational junior high school were followed up. Of these, 210 were high-school graduates and 166 had dropped out before completing the high-school course. Of the 282 boys located, 189 had gone on to college or to some other school; 23 had secured regular full-time work immediately upon leaving school the previous June and had been employed ever since; 9 had been employed at least 85 percent of the time; the remaining 61 had been unable to find work or had worked less than half the time or irregularly.

Survey of the shirt industry.—At the request of the Secretary of Labor the Children's Bureau cooperated with the Women's Bureau, the Bureau of Labor Statistics, and the Conciliation Service—all in the Department of Labor—in a survey of the shirt industry that included 129 factories in Connecticut, Delaware, Indiana, Maryland, Massachusetts, Missouri, New Jersey, New York, and Pennsylvania. Factories in New Jersey, Pennsylvania, and Indiana were visited by members of the staff of the Children's Bureau.

Railway workers and the depression.—The Children's Bureau is cooperating in a study of the effect of the depression on the standard of living of railroad employees and their families, which was originally undertaken by a joint committee of some 19 railway unions. The Chief of the Bureau was asked to serve on the technical advisory committee appointed by the union executives, and other members of the staff assisted in the preparation of schedules and instructions. Later, when the Secretary of Labor acceded to the request that the Department itself cooperate in the study, the Bureau of Labor Statistics, the Women's Bureau, and the Children's Bureau assigned staff members to assist in collecting data. The study that the Children's Bureau recently made of the children in the families of maintenance-of-way employees makes this study of family standards among other groups of railroad workers of special interest to the Bureau.

Delinquency

Chicago probation demonstration.—The juvenile probation demonstration project is a joint undertaking of the Children's Bureau, the Graduate School of Social Service Administration of the University of Chicago, and the University of Chicago clinics. It has been made possible through the cordial cooperation of the judge and the probation department of the Cook County juvenile court. The object of the demonstration project is to determine standards for probation work and for the training of probation officers.

An area approximately a mile square, southeast of the stockyards, has been selected for the demonstration. This area is roughly divided into two parts by railroad yards and railroad tracks, which are so frequently the place where misdemeanors are committed and delinquent children often congregate. Most of the people are white; families of more than 30 nationalities were found in the preliminary survey of the district. A large percentage of the adults in the area are unskilled workers.

Assistance to the individual child who has already been before the court or for whom court action seems likely to be recommended is the

basic work of the project. The method of work has been (1) to make a case-work study of the family as a unit, with the utilization of medical, dental, psychologic, and psychiatric examinations and recommendations; (2) to analyze the area selected for the demonstration, with special reference to conditions contributing to delinquency. In connection with the latter, attention is being given to development of local resources for community enterprise—especially recreation—and to the coordination of services offered by public and private agencies in the area. Thus organized, the project is in a position to assist the child who presents conduct problems, to aid perplexed and bewildered parents and teachers, and at the same time to offer to future probation officers a better perspective and additional training.

The first staff assignments to the project were made in the late spring of 1932, and the summer was spent in selecting the district and studying its resources. Responsibility for the supervision of children was gradually assumed so that by June 30, 1933, intensive case work had been done with 58 families and 74 individual children. These children were referred by principals of public and parochial schools, clergymen, the police, and local social agencies, as well as by the court. The cooperation of parents has been excellent in every case. By enlisting the cooperation of community agencies and leaders, the recreation resources of the area have been greatly increased.

The Bureau staff for this project includes a psychiatrist who is on the staff of the Bobs Roberts Memorial Hospital of the University of Chicago, a social worker who has had special training in psychiatric social work, another who has specialized in community recreation and is also a well-trained case worker, an office secretary, and a stenographer. The school of social service has made available a supervisor for the project, a psychologist, and a special supervisor of field work. During the past year 18 graduate students, many of them with previous experience in social work, have done field work on the demonstration, and the university clinics have made medical examinations and provided treatment for children for whom these were recommended.

It is believed that the first year's work on this probation demonstration has shown the soundness and usefulness of the plan. With the accumulating evidence that correctional institutions or so-called "industrial schools" are, for many of the children and young people committed to them, unsuccessful and costly, the importance of improving and developing probation services increases.

Institutional treatment of delinquent boys.—The field work on this study was completed last year. During 1933 the schedules have been edited and progress made in the tabulation of material assembled in connection with the case histories of the 751 boys included in the study. Several chapters of part I of the report, which is to be a description of the physical plants and training programs of the five institutions studied, have been written.

Federal juvenile offenders.—The Bureau has continued throughout the year its cooperation with the Department of Justice in developing a program for more adequate treatment of Federal juvenile offenders. Reports made to the Department of Justice showed that 2,253 juvenile cases were disposed of during the year ended June 30, 1933.

Instead of seeking to develop Federal juvenile courts and Federal probation and institutions for these young people, the Department of

Justice and the Children's Bureau are working on the theory that most of the cases involving children can eventually be transferred to the local juvenile courts under the act of Congress approved June 11, 1932 (Pub. No. 169, 72d Cong.).

A plan for prompt reporting to the Department of Justice of all cases of juveniles coming to the attention of Federal authorities throughout the country has been worked out by the Children's Bureau in cooperation with the Department of Justice. A "juvenile index file" has been set up, by means of which current information as to the volume of juvenile cases, the geographical distribution, types of offenses committed, and the methods of treatment, including detention, transfer to other courts, and final disposition, is conveniently available for the planning of such work with the States as is undertaken by the Children's Bureau in cooperation with the Bureau of Prisons of the Department of Justice.

The first objective in the development of the program has been to acquaint juvenile-court judges and the interested public, as well as Federal judges, attorneys, and probation officers, with the new plans of the Department of Justice. Some of this work was done by the Bureau of Prisons and the Children's Bureau before the passage of the law making possible the transfer of cases and providing funds for the return of child offenders to their home communities. During the past year members of the Children's Bureau staff presented the program to conferences of social work in Florida, Georgia, Illinois, Tennessee, Utah, and Washington, and to the child-welfare committee of the American Legion at its Portland convention.

During the first part of the year a member of the Children's Bureau staff assisted in a survey of the number of juveniles in Federal correctional institutions and in State institutions that were being paid for caring for Federal prisoners.

As the largest number of these cases are filed in the South, most of the time of two members of the Children's Bureau staff was spent in the investigation of local resources for treatment and in bringing together State and Federal officials to work out a program for better care of Federal juvenile offenders in Alabama, Florida, Georgia, Louisiana, South Carolina, and Tennessee. In these States the Federal authorities in each Federal judicial district were visited, and information was obtained as to their policies and their methods of treating juvenile cases. In several districts considerable time was spent with the United States probation officers in working out their juvenile programs.

Brief visits were made to seven other States—California, Indiana, Kentucky, Missouri, Oregon, Utah, and Washington—in connection with which conferences were held with State and Federal officials.

Reports were submitted to the Department of Justice on State institutions for delinquent boys in 9 of the 14 States visited. Carbon copies of reports of all interviews, conferences, and so forth, are filed regularly with the Bureau of Prisons of that Department.

It is clear from the year's experience that the objectives will not be quickly realized. In the States selected for special work the State resources for care of juvenile delinquents are quite inadequate. Juvenile courts are often such in name only and lack provision for adequate probation service; there are sometimes no detention facilities for juveniles except the county jails, and some of the institutions are

planned and operated in accordance with old theories of repression and punishment. Resources for scientific determination of the causes of delinquency and for treatment based on ascertained causes are rarely available. In such States the development of more adequate agencies must precede success in the program of transferring Federal delinquents to the care of the home agencies.

Transient boys.—After the field survey of transients in the South and Southwest by the Children's Bureau in the spring of 1932, a "steering committee" composed of representatives of national agencies serving transients was organized by the National Association of Travelers' Aid Societies. The Bureau has cooperated with this committee in its planning for better provision for transients. As a means of educating the agencies as to the nature of the problem a memorandum summarizing the findings of the Bureau survey was prepared, and 7,500 copies were distributed to the national agencies. The steering committee was later succeeded by the National Committee on Care of the Transient and Homeless.

Throughout the year the Bureau has had much correspondence with local agencies, which shows that there is a growing appreciation of the size and significance of the problems presented by the unemployed minors who have left their home communities and of the importance of constructive treatment for these young people. The passage of the Federal Emergency Relief Act in May 1933, which specifically authorizes Federal assistance in a local transient program, ought to make possible State programs that will prevent the further demoralization of large numbers of these young men and boys who are now being constantly ordered to "move on."

Recreation

For the last 5 years the Bureau has centered its work in recreation on the development of wholesome leisure-time activities in rural communities. In cooperation with the Federal and State departments of agriculture training classes for 4-H club leaders and rural home-maker groups have been held throughout the country. Club leaders from practically every State have attended the institutes, camps, and other farm-group meetings where training courses have been given. In 29 States, for several successive years, the recreation specialist of the Bureau has met with groups from all over the State. The work done with these groups has been of a practical nature, since in addition to giving the members of the groups opportunity to undertake group leadership in games and sports, dramatics, story telling, and other forms of leisure-time activities, the Bureau worker has considered the special needs of individual communities and has helped to work out community programs.

In the summer and autumn of 1932 the Bureau responded to requests from parent-teacher associations, social-service agencies, extension services, and local agricultural groups to help with community recreation, making the services of its recreation specialist available for this purpose. Later it was no longer possible to do this, so that most of the requests had to be refused.

During the winter of 1932-33 assistance was given in organizing an experimental club for older boys in the District of Columbia.

Dependency ²

Mothers' aid.—The results of a survey of the status of mothers' aid throughout the country for the year 1931 have been compiled and published during the past year. This was the second such survey made by the Children's Bureau, the first having been made in 1921. In the 10 years' interval between these two surveys great progress was made in extending the benefits of this form of public assistance to children in their own homes. The number of families receiving aid on June 30, 1931 (94,000) was more than twice the number receiving aid in 1921. By 1921, 40 States had enacted mothers' aid laws; by the end of 1931 all the States but 2 (Georgia and South Carolina) had enacted mothers' aid laws or had authorized the use of public funds to board children in their own homes.

There has also been a gradual broadening in the definition of persons eligible for assistance, which has made it possible to provide aid to many children for whom this type of public assistance formerly was not available. Another definite trend found in recent legislation is increasing provision for participation by the State through the use of State funds to assist local units in providing mothers' aid allowances or through making the services of a State agency available to local administrative agencies. State participation has usually meant supervision of the local administering agency or progress in the establishment of certain minimum standards in administration as a condition of State aid and an increase in the number of local units changing from other forms of relief to this system of mothers' aid.

Monthly figures from 1929 to the present on the number of families receiving mothers' aid and the expenditures for grants have been made available to the Children's Bureau for 63 cities or city areas of 100,000 or more population. The changes from 1931 to 1932 in annual expenditures, number of families aided, and amount of the average monthly grant varied greatly in the different cities. Total annual expenditures for mothers' allowances were larger in 1932 than in 1931 in 47 of the 63 cities reporting. The percentage of increase in the number of families aided was such that the average monthly grant was smaller in 1932, not only in cities that had spent less money for this purpose, but also in more than three fourths of the cities that had spent more money.

In general, the State laws have made mothers' aid available to the children of families for whom, because of the death or incapacity of the father or some other cause, long-time care was to be expected. The planning for these families has therefore been on a more adequate basis than the temporary care given to destitute families by relief agencies. With some exceptions, this standard of care for families receiving mothers' aid has been maintained during the depression.

Cooperation in State and local public-welfare administration.—To assist in meeting the emergency created by the absence of any adequate relief organization and the rapid spread of destitution, two members of the Bureau staff, one who had had years of experience in the administration of public and private relief agencies, and the other who had had some relief experience before she began her years of work with the Children's Bureau, have spent much of the past year

² A summary of the relief trend is given in the section on current statistics, p. 76.

assisting three States in setting up a relief administration. At the request of the Governor of Kentucky, one of the workers spent about 5½ months in the development of State relief organization in that State. At the request of the Alabama Relief Administration the other spent 4½ months in organizing the relief administration in two important counties of that State, in which the salary and maintenance of the worker were paid either in whole or in part from the State treasury. In West Virginia, at the request of the Governor and the State department of public welfare, assistance was given in working out the department's program for relief administration. In all three instances the request of the State was approved by the director of relief of the Reconstruction Finance Corporation.

The Bureau has received many requests during the year for advice and help in connection with measures to be presented to State legislatures. Because of the necessity for emergency assistance on the Federal relief program no field service to State agencies was undertaken except visits for consultative and advisory assistance. Cooperation has continued with the American Public Welfare Association, which was organized by public social workers to improve the work of public welfare agencies.

The depression has created new problems in child dependency, the solution of which cannot be postponed. To the limit of its capacity the Bureau will attempt to meet the demands on it, which the depression has greatly increased.

Reports of studies of public welfare administration.—During the year a report on the county as an administrative unit for social work has been completed. This report presents in some detail the legal provisions under which county welfare programs have been developed and the form of organization and standards of service of county welfare agencies in 16 States in which this type of local organization has been undertaken.

Some progress has been made on the report of the administration of the children's work by State departments of public welfare. Its completion, however, has been delayed by emergency work in other fields, as has the completion of the mothers' aid manual.

Effects of the depression on State and local social services

During the year reports have been coming to the Children's Bureau from a number of States indicating serious curtailment of services to children, or in some cases the entire elimination of these services, which have been regarded as essential to their health or general welfare. In the late spring and early summer the Bureau undertook to supplement these reports by brief field surveys in a number of States. In Ohio, Indiana, Michigan, Alabama, and West Virginia information was obtained concerning funds available from 1929 to date, changes in staff and program, and prospects for the coming year in the State departments of health, labor, education, and welfare, special attention being given to the services in these departments which are directly concerned with children. Facts were assembled as to the readjustments necessitated by curtailed budgets or by other changes in provision for the direct care of dependent children by the State through child-placing services or institutions. In most of the States several counties were visited and information was obtained concerning local public and private child-welfare services. Some data were

obtained concerning special projects for unemployed young people, especially opportunities for leisure-time activities established to meet emergency needs. In connection with other field work some information was also obtained concerning developments in New Jersey, Washington, Oregon, and California.

During the summer and fall of 1933 visits were made in South Dakota, Iowa, and Texas.

The extent of the need has discouraged some local units from doing all that they could; it has led others to seek escape by flight from responsibilities that they assumed long ago.

Reports from many States leave no doubt that in the hysteria of economy there has been a reckless disregard of obligations that the community has assumed toward children. State governments, much pressed for funds, have made very drastic cuts in the appropriations of many State services; sometimes the reductions for welfare and health services for children have been disproportionately large.

Current statistics in child welfare and related fields

The Bureau has received during the past year current statistics in certain fields, including the following: Child labor, juvenile courts, relief, dependency, and general social service. A brief description of the regions reporting and of some of the trends revealed by the reports follows:

Trend in child labor.—During the past year the Bureau has received State-wide reports as to issuance of work permits from 18 States and reports from the District of Columbia and 72 cities with 50,000 or more population in 17 other States.

The decrease in the number of children who are receiving certificates permitting them to leave school to go to work, which began in the first year of the industrial depression, has continued through 1932. Nevertheless, 50,233 boys and girls who were 14 or 15 years of age received regular certificates for the first time in the cities and States reporting to the Children's Bureau for 1932.

The number who left school for work was large in many places, in view of the scarcity of jobs for either adults or children. For example, nearly 27,000 boys and girls under 16 in New York went to work for the first time in 1932; about 5,000 in New Jersey; more than 4,000 in Massachusetts; 3,500 in Connecticut; over 1,000 in North Carolina. Examples of cities in other States where large numbers of certificates were issued are Philadelphia (2,400), Baltimore (812), and Providence (723). Complete figures from Pennsylvania are not available for the calendar year 1932, but reports show that during the school year 1931-32 nearly 13,000 children were given certificates allowing them to leave school for work in general employment, domestic service, or farm work.

In the localities reporting for the 3 years, 1929, 1931, and 1932, there was a drop between 1931 and 1932 of 26 percent in the number of 14- and 15-year-old children who received first regular work permits and between 1929 and 1932 a drop of 62 percent. About a third of the States reporting to the Bureau require work permits for 16- and 17-year-old boys and girls. In this group, in the localities reporting for the 3 years, the decrease in the number receiving work permits was 23 percent between 1931 and 1932 and 53 percent between 1929 and 1932.

The trend, reported in recent years, away from manufacturing and mechanical employment and toward the miscellaneous types of employment that are often unregulated, such as domestic service, continued in both age groups (14-15 and 16-17) during 1932. In the localities reporting for both years the differences between the types of work entered by children in 1931 and in 1932 were only slight in the 16- and 17-year-old group, but in the 14- and 15-year-old group there was a considerable shift from factory work to miscellaneous occupations. Thus in 1931, 40 percent of the latter group left school to enter manufacturing and mechanical occupations, as compared with 35 percent in 1932. The percentage of 14- and 15-year-old children entering office work and messenger work decreased slightly, whereas there was a slight increase in the percentage entering mercantile work, and a marked increase for those entering domestic and personal service. Moreover, the number of very young girls finding employment in domestic and personal service is undoubtedly much greater than the number of employment certificates issued for such work indicates, since work permits for domestic and personal service are required in only a few States.

Current statistics in relief, dependency, and general social service.— Since July 1, 1930, when the Children's Bureau assumed responsibility for the social-registration project initiated in 1926 by the National Association of Community Chests and Councils and the University of Chicago, information on the volume and cost of welfare services has been received from a group of cooperating cities that form what is called the social-registration area. Agencies in these cities forward each month detailed reports on local public and private social services in some 21 fields. Annual financial statements also are furnished for use in comparing the costs of the same services in different cities. During the past year 43 cities or metropolitan areas were included in the registration area, and from them 32,000 reports from 2,234 agencies were received.

Summaries of the data received in the social-statistics reports have been presented in the News Bulletin on Social Statistics in Child Welfare and Related Fields, of which eight issues have appeared during the year under review. The material presented has traced monthly and annual trends since 1929 in the volume of free and pay care in hospitals; the number of dependent and neglected children in institutions and in foster homes, of free and pay visits by visiting-nurse associations, of children receiving day-nursery care, of clinic visits, of legal-aid cases; and the volume of home care of the indigent sick by county and city physicians. Summaries of 1931 and 1932 costs for certain types of social service have also been published. Annual reports covering all fields and providing basic data for reference use are in preparation.

The trend in the care of dependent children during the period of depression has been of special interest. The number under care in foster homes has risen month by month and in June 1933 was about one third larger than the monthly average in 1929. Institutional care remained relatively unchanged in volume until the summer of 1932. It then decreased sharply and has continued at a level about 5 percent lower than the 1929 monthly average. The volume of child care in day nurseries has declined steadily and is now less than three fourths of what it was in 1929.

Important differences are shown in the extent of dependence upon clinics and health conferences for medical and dental service. The number of visits made monthly has risen more than 50 percent since 1929. The amount of free service in hospitals has increased and also the number of free visits by visiting-nurse associations. Four times as many visits by city and county physicians for the home care of the indigent sick were made in 1932 as in 1929. The number of cases handled by legal-aid organizations rose steadily until the summer of 1932. Recently a lessened volume of service has been reported.

Approximately 1,000 reports were received each month from public and private agencies providing relief in 120 cities of 50,000 or more population, including the registration cities. These relief reports have been tabulated each month to show changes in amounts expended for relief and number of families aided, as compared with the preceding month and also with the corresponding month of the preceding year. During the fiscal year 1933 findings were published in a Monthly Relief Bulletin, which contained also current information on trends in the number of meals and lodgings provided to the homeless and transient in a group of 61 cities, on public-relief totals for certain States, and on the extent of Federal assistance in the relief of distress. This bulletin has now been merged with the News Bulletin on Social Statistics.

In connection with the social-registration project, printed handbooks were issued during the year on statistical recording in the field of public-health nursing and in the field of medical social service. These are the result of work during a 5-year period by joint committees representing national organizations in these fields, and are being used extensively in the registration area and elsewhere.

The statistical advisory committee of the social-statistics unit of the Bureau has met twice during the past year and has been of much help in working out plans for more accurate reporting and in advising the Bureau as to the most useful fields in which to undertake extension of reporting.

During the coming year special effort will be made to obtain the cooperation of State welfare departments and of certain local councils of social agencies in forwarding simple monthly reports on institutional and foster-home care of dependent and neglected children and on mothers' aid in areas not at present in the registration project. The current collection of this material, it is believed, will provide information that will be of great help in determining promptly the extent of any changes affecting these child-welfare services in different sections of the United States.

Juvenile-court statistics.—For the calendar year 1932 the Children's Bureau received reports on 65,274 delinquency cases and 23,235 dependency or neglect cases. Of the 65,274 delinquency cases 56,639 involved boys and 8,635 girls. The areas from which these cases were reported included 28 percent of the population of the United States. Reports of these cases came from 3 entire States—Connecticut, Massachusetts, and Utah—from 38 courts in New York State serving 90 percent of the population of the State, from the District of Columbia, and from 48 courts in 20 other States. Included in the report are 69 courts serving areas of 100,000 or more population and 198 courts serving areas of less than 100,000 population. Reports for the 6-year period 1927 to 1932 have been received from

18 widely scattered courts serving areas of 100,000 or more population. (These reports formerly represented 19 courts. Two of these courts—Buffalo and Erie County—were consolidated into a single court.)

During this period the boys' juvenile delinquency rate (the number of boys brought before the court per 10,000 boys of juvenile-court age) was as follows for the 18 courts: 1927, 162; 1928, 174; 1929, 183; 1930, 184; 1931, 172; 1932, 162.

Reports as to the number of girls before the court on delinquency charges have been received from 17 courts for the 6-year period from 1927 to 1932. (These reports formerly represented 18 courts. Two of these courts—Buffalo and Erie County—were consolidated into a single court.) The girls' juvenile delinquency rate from 1927 to 1932 for these courts was as follows: 1927, 31; 1928, 33; 1929, 34; 1930, 34; 1931, 30; 1932, 25.

Among both boys' and girls' cases the largest percentage decline was in cases of truancy, the number of boys' cases before the court on this charge in the 18 city or county areas reporting being 50 percent less in 1932 than in 1928, and for the girls in the 17 areas reporting 41 percent less. This decline may reflect the reduction in the number of attendance officers, causing overcrowded schools that are trying to maintain standards on lowered budgets to be lenient in the enforcement of the school-attendance laws. Perhaps the decline is due also to the fact that in these depression years schools have offered relatively greater attractions than in normal times. The sense of security that pervades the schoolroom may irk young people in normal times, but when all the outside world seems insecure it may be a comfort to them.

It needs to be repeated in any discussion of juvenile-delinquency rates based on the delinquency which is officially registered in our courts that the public attitude is not that every delinquent child shall be brought to court. Since the ideal is reform, not punishment, only those children for whom the services of the court are considered necessary in the solution of their conduct problems are brought before it. There is unquestionably a variation from year to year in the public point of view as to the types of children who can be best served by being taken before the juvenile court.

Cooperation with the Children's Commission of the League of Nations

The Chief of the Children's Bureau, who for a number of years has been a member in a consultative capacity of the Advisory Commission for the Protection and Welfare of Children and Young People of the League of Nations, was represented at the 1933 annual meeting of the commission by the assistant chief of the Bureau. This session was held in Geneva, March 27 to April 8. The commission is composed of two committees, one on child welfare and the other on traffic in women and children, and acts in an advisory capacity to the Council of the League of Nations.

Exhibits

Owing to the reduction in appropriation and the emergency needs, the Bureau has given up its exhibit section. It has, however, cooperated with other Bureaus of the Department in the preparation of a departmental exhibit for the Federal Building in the Century of Progress Exposition, and has prepared an exhibit showing the work

of the Children's Bureau for the Social Science Building of the exposition.

Publications issued and in press

During the fiscal year 1933, 48 new and 4 revised publications were issued, and 11 publications were in press at the close of the fiscal year.

The reports issued are as follows:

Current statistics.—Care of Dependent and Neglected Children, 1930; Monthly Relief Bulletin, 14 issues; Relief Provided in Certain Cities, January 1931–September 1932; Relief Expenditures, 1931 and 1932; News Bulletin on Social Statistics in Child Welfare and Related Fields, 8 issues; A Handbook on Records and Statistics in the Field of Public Health Nursing; Trends, Problems, and Policies in Relief Statistics; Publication No. 212, Juvenile-Court Statistics, 1930; Trend of Child Labor in the United States, 1920 to 1931.

Child and maternal health.—Publication No. 219, Good Posture in the Little Child; No. 8, Infant Care (revised 1933); Family Food Budgets for the Use of Relief Agencies; How to Spend Your Food Money (revised); The Value of Salmon Oil in the Treatment of Infantile Rickets; Books and Pamphlets on Child Care (mimeographed); Folder No. 8, Breast Feeding (revised); Make Childbirth Safer.

Industrial.—Publication No. 211, Welfare of Children of Maintenance-of-Way Employees; No. 213, Employed Boys and Girls in Milwaukee; No. 214, The Illegally Employed Minor and the Workmen's Compensation Law; No. 218, Employed Boys and Girls in Rochester and Utica, N.Y.; Folder No. 6, From School to Work (revised); Child Labor Recommendations from the Report of the Subcommittee on Child Labor of the White House Conference on Child Health and Protection; Four and One-half Million Girls—Status of the Adolescent Girl Population in the United States; Report of the Advisory Committee on the Employment of Minors in Hazardous Occupations.

Social service.—Publication No. 215, Facts about Juvenile Delinquency; No. 216, The A B C of Foster Family Care; Statutory Provisions Relating to Legal Settlement for Purposes of Poor Relief; State Supervision of Children Born out of Wedlock.

General child welfare.—Twentieth Annual Report of the Chief, Children's Bureau, 1932; The Child in 1932.

The reports in press are as follows:

Current statistics.—Publication No. 222, Juvenile-Court Statistics, 1931.³

Child and maternal health.—Publication No. 217, The Effect of Tropical Sunlight on the Development of Bones of Children in Puerto Rico³; No. 221, Maternal Deaths³; No. 223, Maternal Mortality in 15 States; No. 225, Guiding the Adolescent; Folder No. 4, What Builds Babies (revised).³

Industrial.—Publication No. 197, Child Labor—Facts and Figures (revised).

Social service.—Publication No. 193, The Child, the Family, and the Court (revised)³; No. 220, Mothers' Aid, 1931³; No. 224, The County as an Administrative Unit for Social Work.³

General child welfare.—Children's Progress, 1833–1933.

³ Issued since July 1, 1933.

Distribution of publications

The total number of Children's Bureau publications distributed during the fiscal year 1933 was 1,248,985 as compared with 1,826,654 in 1932. Owing to the reduction in the printing fund 400,000 fewer of the popular child-health bulletins were distributed free and smaller editions of other reports were ordered. The reduction in the free distribution of the child-health bulletins was accomplished by reducing allotments to State and city health departments, to social agencies, and to Congressmen. The policy of promoting sales of these bulletins has continued. The figures for 1932 supplied by the Superintendent of Documents show sales of 337,543 copies of Prenatal Care, Infant Care, The Child from One to Six, Child Management, and Are You Training Your Child to be Happy, which is nearly 13,000 more than were sold during the previous year. There was a reduction in sales in 1933. In that year 182,383 copies of these bulletins were sold.

Regular issuance of the Child Welfare News Summary was suspended for reasons of economy, but from time to time a special summary of current items in some field has been sent to the News Summary mailing list.

It is to be regretted that this year, when the local resources for child-health work (both public and private) were greatly reduced, the Bureau found it necessary, because of a smaller printing fund, to reduce by some 400,000 copies its supply of bulletins for parents, which have been so widely used and so commended by pediatricians as well as parents. Those who can afford to have a physician supervise the health of their children may not have so much need for these bulletins, but those who have known their use, in both urban and rural areas, cannot doubt their value. The menace which the depression has brought to the optimum growth and development of our children makes the child-health work peculiarly important at this time and its elimination or reduction a costly economy.

These recommendations also seem of special importance at this time:

The increase in malnutrition among children during 1932 is only one of the evidences of the suffering which the depression has brought to children. We can hope to reduce but not to abolish unemployment. To prevent the children from bearing its costs, it is important that a system of unemployment reserves for temporary unemployment and of adequate relief for long-time unemployment be developed. But we cannot plan for the future alone. The ground lost by the children must be regained. Increased facilities for supervising the health of children are greatly needed. To insure that their physical losses shall not be a serious handicap to some millions of children, their needs must be met this year.

More than in former years the Children's Bureau has been unable, because of reduced appropriation and emergency demands on its staff, to respond to requests from public and private agencies for consultation in the field in regard to how agencies for children could be organized more effectively. The requests are various: How can an institution for delinquent or dependent children be improved or

local resources for the care of illegitimate children be better organized? What is the explanation of a very high maternal mortality rate? What should be done for transient boys? Can help be given in connection with reorganization of the method of keeping juvenile-court statistics? Can help be given in a survey of the new "sweated industries"? What system of work permits is satisfactory in connection with the regulation of street trades? How should our department of public welfare be organized? and so forth. Many of these questions can be answered only after the local situation has been carefully surveyed and after local leaders have been consulted. It is the kind of practical application of the knowledge obtained through research which will really count in the lives of children. With the necessity of making every dollar expended for the benefit of children yield the largest possible return, it is particularly important that the Bureau should be able to keep a small staff of specialists available for field consultation.

Respectfully submitted.

GRACE ABBOTT, *Chief.*

BUREAU OF NATURALIZATION

RAYMOND F. CRIST, *Commissioner*

To the SECRETARY OF LABOR:

The following is a summary of the activities of the Bureau of Naturalization for the year ended June 30, 1933:

The declarations of intention filed during the year numbered 83,046, of which 61,738 declarants were men and 21,308 were women.

A total of 112,629 petitions for citizenship were filed in the naturalization courts, of which 78,629 were male petitioners and 34,000 were female.

Men received 78,293 certificates of citizenship during the period, while certificates were issued to 35,070 women, making a total of 113,363 certificates of citizenship issued. Among those receiving such certificates were 995 veterans of the World War, who were accorded certain privileges in proceeding toward citizenship by the provisions of the act of May 25, 1932.

The figures show a decrease over similar figures for the preceding fiscal year, when 101,345 declarations of intention were made; 131,062 petitions for citizenship were filed, and a total of 136,600 certificates of citizenship were issued.

During the year 4,703 persons who sought citizenship were denied the privilege by the courts.

Following proper application to the Bureau, a total of 2,168 new certificates of citizenship and 2,398 new declarations of intention were issued to persons who declared that the originals of such documents had been lost or destroyed.

Applications for certificates of derivative citizenship totaling 1,039 were received, and after considering the claims advanced in each case the Bureau issued 1,003 certificates of this nature to persons who were found to have derived citizenship through the naturalization of a parent or through marriage.

Immigration visas and immigrant identification cards

The files of the Bureau now contain 1,951,037 immigration visas and 681,418 duplicate immigrant identification cards pertaining to aliens' arrivals. Of this number, 26,328 visas were received during the period covered by this report, and 25,691 duplicate identification cards were added to those previously in the files.

The Bureau of Immigration forwarded to this Bureau for the use of the latter 8,415 records of registry, such records being made in accordance with the provisions of the act of March 2, 1929. During the preceding fiscal year, 16,384 such records of registry were received from the Bureau of Immigration for the use of the Bureau of Naturalization.

Verification of arrivals for naturalization

The Bureau received 62,900 applications for certificates of arrival. Of this number, 31,162 cases were those in which the certificate of

arrival was sought for the purpose of supporting a declaration of intention, while in 31,738 cases the certificate of arrival was requested to support a petition for citizenship. The act of May 25, 1932, abolished the requirement that a certificate of arrival be issued in support of applications for certificates of derivative citizenship, but the aforementioned total includes 167 applications for verifications of arrival in connection with derivative certificate cases.

At Ellis Island the number of applications for certificates of arrival in declaration of intention cases was 43,455, and in petition for citizenship cases the number was 35,793, which number includes applications in derivative cases.

The aggregate number of applications in declaration of intention cases, received in the Bureau and at Ellis Island was therefore 74,617, and in petition for citizenship cases, including derivative cases, was 67,698, making a composite total of 142,315 applications for certificates of arrival received at Ellis Island and in the Bureau during the fiscal year.

The figures for the preceding fiscal year showed that the Bureau received 41,011 applications for such certificates of arrival in declaration cases and 41,231 applications in petition cases. Ellis Island received 62,749 applications in declaration cases and 68,448 applications in petition cases.

The total number of applications during the preceding year was 103,760 in declaration cases and 109,679 in petition cases, aggregating a composite total of 213,439 applications for certificates of arrival.

Permits to reenter

A total of 36,370 applications for verifications of admission, for the use of the Bureau of Immigration in connection with applications for reentry permits, was handled. This compares with a total of 52,261 such applications during the preceding year. The claim of legal admission was verified in 32,984 cases, while in 3,386 cases the record either failed to show legal admission for permanent residence, a record could not be located, or the claim was found to be fraudulent.

Irregular practices

The Immigration Service was advised of 581 instances in which arrivals of aliens who were applicants for citizenship were not lawful arrivals for permanent residence, the facts being reported to the immigration authorities for consideration of deportation proceedings or other appropriate action.

Accounts

The total receipts for the fiscal year amounted to \$2,035,307.55, while the total expenditures in the administration of the naturalization law were \$988,834.74. The receipts were made up of naturalization fees collected in the sum of \$2,034,888.76, plus \$418.79 in miscellaneous moneys. Of the fees collected, \$729,777.26 was taken in by the Bureau and its field offices and \$1,305,111.50 by the clerks of naturalization courts.

The miscellaneous receipts account in the Treasury showed a deposit for the year of \$2,350,373.79, while the sum of \$111,849.33 was refunded to aliens and \$6,481 was deposited in the Department of Labor trust funds. Unsettled accounts, undeposited at the close of the fiscal year, totaled \$330,870.77.

Compilation of statistics

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

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

Assembling and indexing of all military naturalizations was completed for all census periods. There are 244,300 military cases during the 1911-20 period; 56,206 military cases during the 1921-30 period, and a total of 4,221 military cases which have accumulated during 1931, 1932, and 1933. There are, therefore, 304,727 military cases which have been assembled and indexed.

This statistical work involved, in addition to the cases enumerated above for the 1907-10 and 1911-20 census periods, a total of 1,773,185 cases during the 1921-30 period, of which 1,716,979 are civilian cases and 56,206 are military cases, and a total of 393,458 cases for the years 1931, 1932, and 1933, of which 389,237 are civilian cases and 4,221 are military cases. Thus there are 3,407,781 cases concerning which statistics will be compiled, and, of course, each new case which arises in the future will also be included in the compilation.

Citizenship training

Citizenship training has always been a foremost aim of educational forces of this country. Congress provided years ago for the printing and distribution of the Federal Textbook on Citizenship Training. This publication is distributed to public-school officials where citizenship training in the form of classes for aliens seeking naturalization is made a part of the public-school curriculum, whether the courses are taught in day or night school or in special classes. During the past fiscal year, 17,245 copies of this book were distributed to such school officials for the use of aliens seeking to obtain knowledge of the functions, organizations, and institutions of our Government, and the rights and duties of citizenship itself.

The field-service activities

A total of 1,801 State courts and 261 United States courts were exercising naturalization jurisdiction at the close of the fiscal year. At the close of the preceding fiscal year, 1,803 State courts and 261 United States courts were handling naturalization work. A total of 118,127 petitions for citizenship was heard by these courts during the past fiscal year, and 113,363 certificates of citizenship were granted. The courts held 3,497 sessions at which naturalization petitions were heard. Representatives of the Bureau were present in person at 2,237 of these sessions in court; 1,227 sessions were attended by correspondence; and the Government was not represented at only 33 sessions. Representatives of the Naturalization Service personally examined 361,976 petitioners and their witnesses, while

21,266 persons were examined by correspondence in the handling of this work.

The investigation of fraudulent naturalization activities and the successful criminal prosecution of the individuals primarily responsible have been carried on with unabated vigor during the past fiscal year. While such criminality has shown itself in many sections of the United States, much of it has centered in the cities of large alien population, especially New York and Chicago.

The intensive investigations by the Bureau and its field personnel in New York City, begun early in the year 1931, involving so-called naturalization "runners" and "chiselers", preying on aliens who had entered the country lawfully or unlawfully, were continued.

The investigations made in New York City not only disclosed the criminal frauds of outsiders, but the evidence also implicated several employees of the Naturalization and Immigration Services. Five employees were indicted, convicted, and sentenced on at least one of the indictments returned against them.

In all, 32 individuals were indicted in New York as a result of the various fraudulent activities discovered. One attorney was indicted and pleaded guilty, while the remainder of the group consisted largely of the infamous "runner" type.

The majority of the recent New York fraud cases have been those involving the procurement of spurious certificates of arrival. These certificates are required under the provisions of the act of Congress of March 2, 1929, to validate declarations of intention.

While not so numerous as the New York cases, many instances of fraud have arisen in the Chicago district. One group which operated in this district has been broken up, with two of the principals sentenced to terms of 5 and 3 years, respectively.

Depositions

Necessary depositions were taken from witnesses in naturalization cases by members of the field service to the number of 19,379. During the preceding year, 23,959 such depositions, which relate to residence and good moral character of petitioners for citizenship, were taken by the representatives of the Bureau.

Respectfully submitted.

RAYMOND F. CRIST,
Commissioner of Naturalization.

WOMEN'S BUREAU

MARY ANDERSON, *Director*

To the SECRETARY OF LABOR:

The following is a summary of the activities of the Women's Bureau for the year ended June 30, 1933:

Completed studies

Employment fluctuations and unemployment of women, 1928-31

This report covers data from six large industrial States receiving periodic employment reports, Illinois, New York, and Ohio furnishing these by sex, and Massachusetts, Pennsylvania, and Wisconsin, which, though not publishing data by sex, report upon certain industries important in woman employment; material from other sources showing fluctuations in women's employment, as, for example, the special reports made in Minnesota; an analysis of findings on the unemployment of women as reported by the United States Bureau of the Census and in several special studies; and a summary of the extent to which States have made available by sex information as to activities of their public employment offices. The data obtained give overwhelming testimony to the severe extent to which women, in comparison with men, are affected by fluctuations in employment in every year in industries that are large employers of women, and to the extent to which women, as compared to men, are the sufferers from employment decline.

The occupational progress of women, 1910 to 1930

In 1922 the Bureau issued an analysis of the figures on women's employment made public by the United States Census of Occupations of 1920, and described the changes that had taken place since 1910. A decade later the same thing has been done with the figures made available by the 1930 census, and comparisons between 1910 and 1930, as well as between 1920 and 1930, are discussed. This constitutes an important reference bulletin.

Hours, earnings, and employment in cotton mills

In this study pay-roll and other data were secured in 1932 from 132 establishments in South Carolina, 14 in Maine, and 13 in Texas, the numbers of women employees reported upon being respectively 16,678, 3,143, and 941.

The hours most commonly worked were 55 in South Carolina and Texas and 54 in Maine. The medians of a week's earnings were \$7.70 in South Carolina, \$7.60 in Texas, and \$11.10 in Maine. Night work was required of women in 44 of the 132 South Carolina mills, 3 of the 13 Texas mills, and none of the 14 Maine mills.

A study of a change from 8 to 6 hours of work

This report describes the means by which, as much as 2 years ago, a well-known food plant shortened its hours from 8 to 6 and ran four 6-hour shifts a day. By this plan it was possible to increase

employment—one of the main reasons for the change—by 39 percent. Through home visits made by agents of the Bureau to some 400 women, the workers' opinion of the shorter-hour shift, with its slightly lower earnings, was ascertained. The great majority of the women liked the 6-hour shift. Of about 250 who had worked on both shifts, somewhat over three fourths preferred the shorter hours, giving the following reasons for their preference: More time for home duties, more leisure, less fatigue, and increased leisure and less fatigue. The small group who preferred the 8-hour shift—almost one fourth—gave more pay and less fatigue as their reasons.

Household employment in Chicago

Questionnaires returned by 250 housewives and by 250 household employees in Chicago in 1930-31 are the basis of this detailed analysis of working conditions, employment relations, and other matters in domestic service. In view of the fact that the 1930 Census of Occupations reports for the United States a 62 percent increase since 1920 in the number of women household servants, and the further fact that even such low standards as existed have declined shockingly in the depression, this study is a distinct contribution to the scant literature on the subject.

The change from manual to dial operation in the telephone industry

In this report are described the complete cut-over to dial telephone operation in one city and the partial cut-over to dial in another city, with an account of the companies' long-view planning by which the change was effected with the discharge of almost no operators. The method used was to stop adding permanent employees to the rolls as much as 2 years before the proposed change, and to take on only employees engaged definitely on a temporary basis. When the cut-over dates arrived, only four women among those on a permanent basis were laid off.

Industrial injuries to women in 1928 and 1929

The second in the series relating to industrial injuries as classified by sex, covering the available State reports for 1928 and 1929, was published this year, and the analysis of the data for the third, covering the years 1930 and 1931, was begun.

Women workers in the third year of the depression

The industrial experience of 109 women and girls in the year ended June 1, 1932, is described in this study made by a group of students under the direction of Professor Amey Hewes at the Bryn Mawr summer school in 1932. Only 10 workers had known no unemployment during the past year; the remainder had been entirely without work for longer or shorter periods or had worked on short weeks, or both. Two women had been unemployed the entire year.

The median of the year's earnings of the group was only \$480. More than three fifths of the women earned less than \$600. If this median is compared with those of the 609 women workers in attendance at Bryn Mawr and 3 other summer schools in 1928, 1929, or 1930, it is found to be from \$313 to \$407 less than these, and it is \$216 less than that of students attending Bryn Mawr in the summer of 1931.

Employment of women in the sewing trades of Connecticut

In the conclusion of this report, the preliminary findings of which were made public in 1932, are further details of the wage data secured, much important material on the subject of home work, and the analysis of a lighting study made in a number of shops.

Lighting.—By means of a foot-candle meter the intensity of illumination at the point of work of machine operators and hand sewers was ascertained in 32 factories. A comparison of the records with the standards set by the American Standards Association on the recommendation of the Illuminating Engineering Society shows that at many of the work positions the lighting fell very much below the standard.

Home work.—In the study of home work, 144 women were interviewed as to their hours, earnings, and other information. In addition, several factories supplied pay-roll data as to the amounts paid to home workers on their pay rolls. This constitutes valuable material. In most cases the rates paid were so low that even the united efforts of a family group working at all hours yielded extremely small earnings.

Earnings in factories.—Of 7,631 women and girls in 106 establishments, 21.5 percent had week's earnings of less than \$8, 11.2 percent being paid less than \$6. In contrast to these inadequate wages are the amounts in the higher brackets, which show 12 percent of all the women reported to have received \$20 or more and 3 percent to have received at least \$25, a few as high as \$40.

Studies in progress

Women in Texas industries

The hours, earnings, and working conditions of more than 15,000 women in Texas are the subject of a Bureau bulletin shortly to go to press.

Week's earnings.—Pay-roll data were secured for a representative week in the spring of 1932. For the 13,000 women reported in the 3 main groups—manufacturing, stores, and laundries—the median of the week's earnings was \$7.75, lower by \$1.55 than the median for a week in 1931 in this group of industries. Medians ranged from \$6.25 in food establishments to \$12.55 in department and ready-to-wear stores. The two groups that employed the largest numbers—clothing and laundries—had low medians (\$6.35 and \$7.60, respectively). The median of earnings in the limited-priced stores was a third lower than the median of women in department and ready-to-wear stores.

One effect of the depression appears in the proportion of women with earnings in the very low brackets. In clothing, for example, nearly three fourths of the women whose earnings were for a full-time week, i. e., one of as much as 48 hours or 5½ days, had week's earnings of less than \$10, and nearly one fourth of these were paid less than \$5.

Home work.—In two cities the home work given out by establishments was the subject of inquiry by the Bureau's agents. The women engaged on the work were predominantly Mexican. Many of them made and embroidered articles of infants' and children's wear, putting the finest kind of needlework on them. Rates were shamefully low and the hours worked exceedingly long. From the

information given in personal interviews with these home workers it has been possible to estimate hourly earnings. For 89 women who worked on infants' and children's garments hourly earnings ranged from less than 1 cent to 11½ cents. Only 1 in 6 of the women made as much as 7 cents and practically two thirds of them earned less than 5 cents an hour.

Standards of placement agencies for household employment

This report analyzes the standards used early in 1932 by various employment agencies that place persons in household employment. Attempts to improve and standardize working conditions in these occupations, to which few legal regulations apply, are especially important because of the large number of women so employed, almost one fifth of all gainfully employed women in 1930. Hours of work, wages, compensation for injuries, and working conditions for these women are practically unregulated, the only State labor laws for adults directly applying being the oppressive-wage law of Wisconsin, the workmen's compensation laws of Connecticut and New Jersey,¹ and an ordinance of the city health department of Newark, N.J., requiring the medical examination of domestic employees.

Occupational diseases of women

This study gives a digest of the State requirements—whether in the form of specific or of general laws—for the reporting and prevention of occupational disease, especially as these requirements affect women workers, together with an analysis of such State statistics as are kept by sex on the reported cases of occupational disease from 1927 to 1931.

Women in business and the professions

The National Federation of Business and Professional Women's Clubs, with a membership of approximately 60,000 women in 1931, made a questionnaire study of its members in that year. The results of this study (usable returns were received from 20,168 women) have been tabulated by the Women's Bureau and the data are now being analyzed. The purposes of the study were—

1. To discover the psychological and economic factors involved in the success of women in business and the professions.
2. To learn the extent to which business and professional women have been affected by unemployment.
3. To determine whether age curtails a woman's opportunity for progress, and why.
4. To obtain, as a result, information upon which to base vocational advice.

Effects of the depression on women workers and their families

In August and September of 1930 the Women's Bureau made a house-to-house canvass of the industrial sections of South Bend and Mishawaka, Ind., and obtained information as to the effects on the women and their families of unemployment or part-time employment in the past 12 months. Almost 2,900 families were reported on by the 3,245 women interviewed. In addition, a number of employers supplied pay-roll data and other figures.

In the late summer of 1932 the Bureau's agents returned to this community and interviewed 1,120 of the households visited in 1930.

¹ In 28 other States, employers may elect voluntarily to come under the law.

Records were obtained of the work histories of 1,486 women and 1,399 men. The report now in preparation will contrast the conditions of 1932 with those of 1930 as to the economic status of these households—unemployment, loss of home and savings, lapsed insurance policies, reduced living standards, and the resort to public relief.

Unattached women seeking relief

To learn something of the numbers and the histories of the unattached women seeking relief at social agencies, and to inform itself of the activities of such agencies in behalf of women applicants, the Bureau interviewed certain social agencies in a number of cities, including St. Paul, Minneapolis, Winona, Milwaukee, LaCrosse, Chicago, Cleveland, and Philadelphia. In the three last named, women applicants themselves were interviewed. The information will be tabulated and analyzed in the near future.

Wages, hours, and steadiness of employment of women in department stores

At the request of the New Jersey Department of Labor (bureau of women and children) an investigation was made of the hours and earnings of women engaged in retail trade in that State. Pay-roll data were copied for 2,343 women in 21 stores, located for the most part in and around Newark, the outstanding trade center of the State. The median of a week's earnings for the women was \$14. Figures are now being tabulated that contrast the earnings of the winter months in 1932-33 with those of 2 years before.

Following the study in New Jersey it seemed advisable to extend the scope of the survey to other sections. Pay-roll figures similar to those of New Jersey have been collected from representative stores in Denver, with median earnings of \$12.30, Los Angeles and San Francisco, with medians of \$16, Seattle, with a median of \$13.95, and two or three other cities.

Women in Arkansas industries

In the late autumn of 1932 a survey was made of the employment of women in the industries of Arkansas. Earnings figures for 3,413 white and 546 Negro women were secured. Of the 143 establishments supplying pay-roll data, 37 were factories, with median earnings of \$7.40 for white women and \$5.45 for Negroes; 24 were general mercantile stores and 14 limited-price stores, with medians for white women of \$12.05 and \$7.10, respectively; and 20 were laundries, with medians of \$6.80 for white women and \$5.95 for Negroes. For the 2,676 white women in factories, stores, and laundries the median was \$7.80; for the 371 Negroes, all but 3 of them in factories and laundries, the median was \$5.60.

In the 38 hotels and restaurants, white women had a median of \$6.85, Negro women of \$6.05. The 10 telephone companies had a median of \$30.90 for the semimonthly earnings of their white women employees. About 235 home visits were made, 288 women workers being scheduled.

Other studies

Three studies nearing completion are The Employment of Women in Offices and a summarizing and bringing up to date of two earlier bulletins, one on minimum wage laws, and the other Variations in Employment Trends of Women and Men (Ohio).

In the research division, work continues on the Bureau's study of women's participation in the administering of State labor laws; on the report of State requirements for fire protection in places of employment; on the working-conditions handbook that has to do with service facilities for employees; and on the changes in women's occupations, 1870 to 1930, from census figures.

Field activities include a study of the records of free employment offices in two cities, intended to show experience, placements, length of time unemployed, and dependents of married and of single women. Another is a survey of wages, hours, and fluctuations of employment of women who work on men's work clothing, women's cotton dresses, and a variety of other clothing, 59 establishments in California, 39 in Kansas City, 22 in New Orleans, and 27 in Georgia, employing more than 13,000 women, having been visited. The medians of women's earnings for 1 week were \$13 in California, \$9.95 in Kansas City, \$7.80 in New Orleans, and \$6.95 in Georgia.

An important survey of the shoe industry in New Hampshire also is in progress.

Special memoranda prepared and inquiries answered

Besides writing several of the major reports of the Bureau, the research division has collected and analyzed material in response to large numbers of requests for information on matters connected with the employment of women.

Age and marital status of employed women.—Within the past year the census of occupations has completed its reports showing the age and marital status of employed women. The youth of many gainfully occupied women is indicated in the fact that 15.5 percent are under 20, and 37.3 percent are under 25, while the respective figures for men are only 7.9 and 20.5 percent. That more than 3¼ million employed women are 18 and under 25 years of age gives especial emphasis to the need for installation and maintenance of healthful working conditions and for hours of work sufficiently short to be consistent with health.

Effects of minimum-wage provisions.—In this year when the general depression has stimulated the passage of minimum-wage legislation, the inquiry frequently made in the past has been renewed—as to the effects produced by such provisions—and a large number of such requests have been responded to for this type of information and considerable information compiled showing the real effects of such laws in raising and maintaining women's wages.

State standards for the selection of industrial inspectors.—Increasing attention to industrial standards for women has caused the Bureau to receive questions as to the qualifications demanded of industrial inspectors. Consequently, the Bureau has summarized such requirements from the civil-service examinations for this type of work given in the States that provide for these examinations.

Increase in the importance of prohibiting night work of women.—The physical strain of work at night should not be permitted for women. Relaxation at this time of safeguards in this connection would tend to increase a dangerous human waste. That improved planning of the flow of work could take the place of night operation in most industries is indicated in the fact that during the period of industrial depression the Bureau frequently has found plants working at night though they were in operation only 3 or 4 days a week or were subject to shut-downs for weeks at a time.

Wages of women in cotton mills.—According to biennial reports of the Bureau of Labor Statistics, the decline in average full-time weekly earnings of women from 1924 to 1928 was nearly 13 percent. This decline continued steadily, full-time earnings in 1932 being the lowest in the five biennial reports from 1924 to date. In 1932 this average was \$12.40 for women. It was \$15.25 for men.

Average actual earnings in the week taken were higher in 1924 than in any subsequent year reported. From 1924 to 1932 such earnings declined 26 percent for men and 31.5 percent for women. At each biennial date reported, wages in this industry were lower than in the preceding report (with one exception for men's wages). The greatest decline was between 1930 and 1932, amounting to nearly 18 percent for women and 15 percent for men. Average actual earnings in the week taken in 1932 were only \$9.87 for women, \$12.91 for men. At the same time it should be noted that the average actual week's hours of women reported were 40.9 in 1930 but had increased to 42.2 in 1932.

The News Letter

Throughout the year, current activities relating to employed women in this and other countries have been summarized for the information of persons interested in these subjects in the News Letter issued the 1st of each month.

Labor legislation in 1933.

The research division keeps a record of all legislation affecting employed women. Legislative sessions in nearly all States between January 1 and June 30, 1933, have resulted in such legislation in at least 14 States.

Seven States passed minimum-wage laws—Connecticut, New Hampshire, New Jersey, New York, Ohio, Illinois, and Utah. In several States such legislation was introduced but not passed. Massachusetts amended its law in two important respects, to make it more effective. Hour legislation was passed in Connecticut, Minnesota, New Mexico, North Carolina, Texas, and Wyoming, and the night-work laws of Indiana and Massachusetts were amended. Connecticut passed laws intended to regulate sweatshops and homework.

Exhibits, motion pictures, etc.

A small illustrated bulletin, entitled "Women at Work", was prepared for distribution in conjunction with the Bureau's exhibit at the Century of Progress in Chicago. This bulletin summarizes in a popular style outstanding developments in the history of wage-earning women during the past 100 years.

A new series of charts based on the 1930 census figures was made. One of these, a bar chart showing changes in the occupational distribution of women, has been sent to hundreds of persons on request in the 4 months it has been in distribution. The pictorial charts show (1) the number and (2) the proportion of men and women with gainful occupations, 1870 to 1930, and the occupations of women in 1930. A recent poster, in black and white, pictures outstanding facts on women's industrial injuries. Colored maps, illustrating labor laws for women in the individual States, have been in great demand, as many States have passed or amended labor legislation for women.

An instructive exhibit comprises a set of three albums, each containing photographs with descriptions of women at work in the outstanding woman-employing industries. A fourth book is devoted to safety problems and shows a number of safety devices in use by women operatives in factories. The books, arranged to stand in easel fashion, are useful to classes or clubs studying the problems of women in industry where each picture can be viewed at close range by the individual members of the class.

Publications

The bulletins issued from the Government Printing Office this year aggregate nearly 600 pages. Five others are in press. The bulletins follow:

- No. 98. Labor Laws for Women in the States and Territories. 71 pp.
- No. 99. The Installation and Maintenance of Toilet Facilities in Places of Employment. 89 pp.
- No. 100. The Effects on Women of Changing Conditions in the Cigar and Cigarette Industries. 187 pp.
- No. 101. The Employment of Women in Vitreous Enameling. 64 pp.
- No. 102. Industrial Injuries to Women in 1928 and 1929 Compared with Injuries to Men. 36 pp.
- No. 103. Women Workers in the Third Year of the Depression. 16 pp.
- No. 104. The Occupational Progress of Women, 1910 to 1930. 90 pp.
- No. 105. A Study of a Change from 8 to 6 Hours of Work. 14 pp.
- No. 106. Household Employment in Chicago. (In press.)
- No. 109. The Employment of Women in the Sewing Trades of Connecticut—Second and Final Report. (In press.)
- No. 110. The Change from Manual to Dial Operation in the Telephone Industry. (In press.)
- No. 111. Hours, Earnings, and Employment in Cotton Mills. (In press.)
- No. 113. Employment Fluctuations and Unemployment of Women—Certain Indications from Various Sources, 1928-31. (In press.)

Comment and recommendations

Problems of women workers.—The problems confronting the married woman worker have been many, particularly in the past year. The vast majority of married women work for the same reason that married men work, because their families need their earnings. Investigations reveal striking discrepancies between men's earnings and family budgets necessary for the maintenance of a health and decency standard of living. So wives become breadwinners to help to support the family or to raise it to a higher level of living, and it is during a period of severe unemployment that their responsibilities are the greatest. Moreover, marital status as a basis for employment or dismissal is not sound. A woman who is discharged today because she has a husband to support her may find herself widowed or deserted tomorrow. As a principle, jobs should be awarded on qualifications.

The urgent need for markets calls for increased purchasing power for the millions of workers to enable them to buy goods and thus keep the wheels of industry turning. More than two thirds of the goods disposed of in this country are bought by those whose incomes are less than \$2,000 a year. As the domestic market is largely dependent upon the rank and file of workers, expanding and contracting with the rise and fall of wages and with the increase and decrease in employment, and as women are a large part of this spending power, low wages to women have the effect of depressing the market.

Minimum-wage provisions.—It is the aim of the Recovery Act to make a long stride in this direction through its minimum-wage pro-

visions for both men and women, setting for each industry a legal minimum rate below which no experienced worker shall be paid for full-time services. But that is a 2-year emergency measure. There is needed also a long-range program including as one of its principal features the standard of a living wage for every man and woman at work and sufficient to enable them to maintain their dependents in health and comfort.

Double wage standards.—Another challenging need is the abolition of a double wage standard that countenances one set of rates for men and a lower level of pay for women doing practically the same quantity and quality of work. A double wage standard cuts in two ways, spelling injustice to women by forcing them to accept less for their services, and causing hardships to men by tending to depress their wage whenever they come in direct competition with women. This results in the vicious circle of lower rates for women pulling down men's rates, which in turn necessitates more women joining the breadwinning ranks to supplement men's inadequate incomes.

Safeguards for workers.—In the matter of standards to safeguard workers from accidents and occupational diseases, more rapid progress should be made, particularly from the viewpoint of women. Women are paid less than men when injured at work, even when their disabilities are as severe as men's. This is due to the fact that such compensation ordinarily is based on wage, and women's earnings as a rule are less than men's. Women's lower wages also make the accumulation of savings for emergencies difficult, if not impossible.

The fact that the National Industrial Recovery Act is an emergency measure to be in force for only 2 years must be kept in mind. The act should be a proving ground for testing the efficiency of the various measures it provides. Even while it is in effect the States themselves should enact permanent laws establishing certain benefits. Considerable progress has been made in social and labor legislation in the States, but further progress is necessary so that by the end of the 2 years the Recovery Act will have been pegged by labor legislation in the 48 States.

Elimination for all time of sweatshops and their practices is an inescapable challenge.

Studies planned.—It is felt very strongly that some follow-up surveys should be made, after the lapse of 6 months or more, to disclose the effects of the codes put into operation under the Industrial Recovery Act. Developments not possible to foresee will influence the choice of industries or localities to be surveyed.

Another study should be made of women's responsibilities for family support; there is recommended a study of employed married women; and the clerical workers, who comprise almost a fifth of all employed women and who, to judge by certain available figures, have had heavy wage losses, must be kept in mind.

It is desirable that the Bureau undertake a study of the economic status of women in the rayon industry; a similar study of women in the cellophane industry; a study of leather and rubber cementing, with its possible exposure to poison; a study of posture at work; and an inquiry into the responsibilities of married and of single women in relation to lay-offs and dismissals.

Respectfully submitted.

MARY ANDERSON, *Director.*

UNITED STATES HOUSING CORPORATION

TURNER W. BATTLE, *President*

To the SECRETARY OF LABOR:

The following is a summary of the activities of the United States Housing Corporation for the year ended June 30, 1933:

The Corporation continued the liquidation of the assets acquired during the period of the World War.

The collection of the installment payments due under the terms of the contracts of purchase was somewhat retarded. Leniency had to be extended in many cases where lack of employment or loss of funds through bank failures precluded the purchasers from carrying out the terms of their contracts.

The total of \$125,040.70 collected was allocated to the following general accounts:

Principal payments.....	\$94, 226. 25
Interest payments.....	30, 714. 45
Miscellaneous payments.....	100. 00

The foregoing sum was covered into the Treasury of the United States as miscellaneous receipts, in accordance with the direction of Congress, thereby increasing the returns made by the Corporation on account of the original appropriation of \$100,000,000 to the sum of \$72,947,721.85, as shown by the following general statement of amounts covered into the Treasury:

From disposal of properties.....	\$18, 548, 083. 90
Repayment of loans.....	12, 759, 184. 83
Operation of projects.....	9, 140, 453. 12
Unexpended balance of original appropriation.....	32, 500, 000. 00
Total.....	72, 947, 721. 85

Active accounts

As of the end of the fiscal year, the outstanding balances remaining to be collected on the individual purchasers' accounts at the various housing projects totaled the sum of \$1,200,815.85, as will appear by reference to the following schedule of active accounts:

<i>Projects</i>	<i>Balances of accounts</i>
Aberdeen, Md.....	\$84. 04
Alliance, Ohio.....	12, 072. 15
Bremerton, Wash.....	64, 369. 14
Craddock, Va.....	10, 472. 71
Davenport, Iowa.....	280. 27
Erie, Pa.....	23, 388. 40
Hammond, Ind.....	157, 881. 14
Kittery Point, Maine.....	3, 483. 75
Lowell, Mass.....	155. 19
New Brunswick, N.J.....	27, 788. 92
New London, Conn.....	110. 17
Newport, R.I.....	973. 18
Niles, Ohio.....	975. 12
	95

<i>Projects—Continued</i>	<i>Balances of accounts</i>
Philadelphia, Pa.-----	\$781,126.61
Quincy, Mass.-----	97,048.45
Vallejo, Calif.-----	6,850.92
Waterbury, Conn.-----	3,849.20
Watertown, N.Y.-----	8,728.89
Watervliet, N.Y.-----	1,177.60
Total-----	1,200,815.85

Unsold properties

The Corporation disposed of properties having an appraised value of \$2,160, the same being lots which sold for prices established by an appraisal made in the year 1920. There has been no money available for the expense of making a current appraisal of the unsold properties, but the values of the same as established by an appraisal authorized by Congress and made in the year 1920, are as follows:

<i>Project and description:</i>	<i>Value</i>
Alliance, Ohio, 44 lots-----	\$10,944.00
Bridgeport, Conn., 1 lot-----	1,300.00
Craddock, Va., 18 lots (4 blocks)-----	9,450.00
Davenport, Iowa, 19 lots-----	17,475.00
East Moline, Ill., 3 lots-----	2,120.00
Erie, Pa., 32 lots; 1 house-----	11,275.00
Ilion, N.Y., 54 lots-----	19,397.50
Lowell, Mass., 2 lots-----	2,323.16
Newport, R.I., 12 lots-----	3,350.00
Philadelphia, Pa., 9 houses-----	36,100.00
Quincy, Mass., 15 lots-----	14,100.00
Rock Island, Ill., 2 lots-----	200.00
Vallejo, Calif., 22½ acres-----	3,375.00
Watertown, N.Y., 34 lots-----	5,460.00
Total-----	136,869.66

Respectfully submitted.

TURNER W. BATTLE,
President.

