

IF YOU HAVE PROBLEMS READING THIS DOCUMENT, PLEASE CONTACT  
THE USCIS HISTORY LIBRARY AT CISHISTORY.LIBRARY@DHS.GOV.

TWENTY-THIRD ANNUAL REPORT  
OF THE  
SECRETARY OF LABOR

FOR THE FISCAL YEAR  
ENDED JUNE 30

1935



UNITED STATES  
GOVERNMENT PRINTING OFFICE  
WASHINGTON : 1936

6972

## OFFICIALS OF THE DEPARTMENT OF LABOR, 1935

---

HON. FRANCES PERKINS, Secretary of Labor.  
HON. EDWARD F. MCGRADY, The Assistant Secretary.  
HON. ARTHUR J. ALTMAYER, Second Assistant Secretary.  
TURNER W. BATTLE, Executive Assistant to the Secretary.  
RICHARDSON SAUNDERS, Assistant to the Secretary.  
FRANCES JURKOWITZ, Administrative Assistant to the Secretary.  
CHARLES E. WYZANSKI, Jr., ~~Director~~ <sup>Assistant</sup>.  
VERNE A. ZIMMER, Director, Division of Labor Standards.  
SAMUEL J. GOMPERS, Chief Clerk and Superintendent.  
HUGH L. KERWIN, Director of Conciliation.  
ISADOR LUBIN, Commissioner of Labor Statistics.  
DANIEL W. MACCORMACK, Commissioner of Immigration and Naturalization.  
KATHARINE F. LENBOOT, Chief, Children's Bureau.  
MARY ANDERSON, Director, Women's Bureau.  
W. FRANK PERSONS, Director, United States Employment Service.  
TURNER W. BATTLE, President, United States Housing Corporation.  
LAUBA A. THOMPSON, Librarian.

JV  
6414  
A2  
1935

## CONTENTS

	Page
Report of the Secretary of Labor.....	1
Social security.....	2
Labor relations and collective bargaining.....	3
International Labor Organization.....	3
State-Federal cooperation to raise labor-law standards.....	4
Industrial relations.....	6
United States Employment Service.....	6
N. R. A. and labor in retrospect.....	7
Labor legislation.....	7
Division of Labor Standards.....	9
Social security—State laws.....	10
Collective bargaining.....	11
Industrial disputes.....	13
The creation of special mediation boards.....	15
Conciliation, mediation, and arbitration.....	15
Employment.....	15
Research and education.....	17
Industrial hygiene.....	17
Apprentice-training program.....	17
Central Statistical Board.....	18
New labor building.....	18

## APPENDIX

United States Conciliation Service.....	23
United States Employment Service.....	33
Development of a national system of public employment offices.....	33
Affiliated State services.....	33
National Reemployment Service.....	34
Development of standards of efficiency.....	34
Personnel.....	34
Statistics.....	35
Fiscal affairs.....	35
Clearance.....	36
Policies.....	36
Field surveys.....	36
Publications.....	36
Special services.....	36
Farm placement services.....	36
Veteran's Placement Service.....	37
District of Columbia Public Employment Center.....	37
Service for juniors.....	38
Advisory councils.....	38
Occupational Research Program.....	39
Responsibilities under the Works Progress Administration.....	40
Employment inquiries.....	40
Statistical record of employment office activities.....	40
Office of the Solicitor.....	42

	Page
Office of the Chief Clerk.....	46
Division of Accounts.....	46
Appointment Division.....	50
Division of Publications and Supplies.....	51
Division of Labor Standards.....	53
Certification of handicapped and home workers.....	53
Program of apprentice training.....	53
Program of safety and health.....	53
Preparation of suggested standard drafts of labor laws.....	56
Analysis and summary of labor legislation.....	56
Exhibits.....	57
Holding of labor conferences.....	57
Specific services rendered by the Division of Labor Standards.....	58
Program for the coming year.....	59
Educational program.....	59
Legislative drafting.....	60
Holding of labor conferences.....	60
Housing.....	60
Safety and health.....	61
Department Library.....	62
Bureau of Labor Statistics.....	64
Employment and pay rolls.....	64
Private employment.....	65
Public employment.....	66
Wages.....	67
Retail prices.....	68
Changes in cost of living.....	69
Wholesale prices.....	70
Industrial disputes.....	71
Union agreements.....	71
Legislation and court decisions affecting labor.....	72
Industrial accidents and hygiene.....	72
Building construction.....	73
Labor turn-over.....	73
Negro labor.....	73
Operation of State old-age-pension systems.....	74
The cooperative movement.....	74
The Handbook of Labor Statistics.....	74
Handbook of American Trade Unions.....	74
Publications.....	75
Recommendations and conclusions.....	75
Immigration and Naturalization Service.....	78
Immigration and emigration.....	83
Volume—Chief sources—Distribution.....	83
Land border stations.....	86
Seamen.....	87
Chinese.....	87
Exclusions.....	88
Deportations.....	89
Repatriations.....	91
Naturalization.....	91
Statistical summary.....	91
New legislation.....	93

CONTENTS

V

Immigration and Naturalization Service—Continued.

	Page
Miscellaneous routine activities of Central Office.....	93
Registry of aliens.....	93
Immigration visas.....	93
Contract laborers, visitor extensions, and readmissions.....	94
Reentry permits.....	94
Petitions for immigration visas.....	94
Nonquota students.....	94
Naturalization certificates.....	94
Judicial proceedings.....	95
Criminal prosecutions and civil suits.....	95
Administrative fines.....	95
Other judicial proceedings.....	95
Border patrol.....	96
Personnel.....	97
Financial statement.....	98
Children's Bureau.....	100
Major trends during the year.....	100
Children in families especially affected by unemployment.....	100
Maternal and child health.....	101
Employment of children and youth.....	103
Juvenile delinquency.....	107
Child welfare and social security.....	108
Research projects.....	109
Neonatal mortality and morbidity studies.....	109
Maternal care in Hartford, Conn.....	110
Studies of physical fitness of school children.....	110
Rickets studies.....	111
Study of physical status of Indian children.....	111
Children's aid and child care in Hamilton County, Ohio.....	111
Institutional treatment of delinquent children.....	111
Chicago demonstration project.....	112
Cooperation with other Federal agencies.....	113
Social-security program.....	113
Child-labor standards and conditions.....	113
Federal juvenile offenders.....	114
Health and social needs of Indian children.....	114
Rickets studies.....	115
Social statistics.....	115
Cooperation with State and local agencies.....	115
Infant mortality in Memphis, Tenn.....	115
Institutes for physicians and midwives.....	116
Studies of State and county child-welfare services.....	116
Studies of community child-welfare services.....	116
Institutes for recreation leaders.....	117
Cooperation in international child-welfare movements.....	117
Current statistics relating to children and child welfare.....	117
Employment-certificate statistics.....	117
Juvenile-court statistics.....	117
Current statistics on relief, dependency, and general social service in relation to child welfare.....	118
Publications issued and distributed.....	119

6922

	Page
Children's Bureau—Continued.	
Recommendations .....	119
1. Adequate provision for families affected by unemployment....	120
2. Studies in infant and maternal mortality.....	120
3. Conservation of gains made in the elimination of child labor under the National Recovery Administration.....	121
4. Assistance to youth in the transition from school to work..	121
5. Studies and demonstrations of community planning for pre- vention and treatment of delinquency and crime among chil- dren and youth.....	122
Women's Bureau.....	123
Completed studies.....	123
Employed women under N. R. A. codes.....	123
Technological changes in relation to women's employment....	123
Potential earning power of southern mountaineer handicraft....	123
Commercialization of the home through industrial home work..	124
Women who work in offices.....	124
Piece workers and their production and earnings in the dress industry.....	124
Material for study groups.....	125
Health and safety of women in industry.....	125
Studies in progress.....	125
Women in Michigan industries.....	125
Administrative practice under minimum-wage laws.....	125
Hotels and restaurants; laundries.....	125
Economic status, opportunities, and responsibilities of trained women in business and the professions.....	126
Differences in wages according to the workers' sex.....	126
Industrial accidents and occupational diseases of women.....	126
New outlets for women's services.....	126
Part-time work in retail trade.....	127
Responsibility of employed women for family support.....	127
State hour laws and minimum-wage rates.....	127
Cooperative studies.....	127
Continued cooperation with the N. R. A.....	127
Assistance to States in the establishment of a minimum wage....	128
Cooperation with other agencies.....	129
News Letters.....	129
Interstate compacts; conferences.....	130
Exhibits.....	130
Publications.....	131
Comment and recommendations.....	131
United States Housing Corporation.....	133
Active accounts.....	133
Unsold properties.....	134

**TWENTY-THIRD ANNUAL REPORT OF THE SECRETARY OF LABOR**

---

**LETTER OF TRANSMITTAL**

DEPARTMENT OF LABOR,  
OFFICE OF THE SECRETARY,  
*Washington, D. C., November 15, 1935.*

*To the Congress of the United States:*

In accordance with section 9 of the act of Congress approved March 4, 1913, I have the honor to submit a report of the business of the Department of Labor for the fiscal year ended June 30, 1935.

Respectfully submitted.

FRANCES PERKINS,  
*Secretary of Labor.*



**THIS PAGE LEFT INTENTIONALLY BLANK.**

TWENTY-THIRD ANNUAL REPORT  
OF THE  
SECRETARY OF LABOR

---

The year closing June 30, 1935, was an eventful period for working people of this country. The activities of this Department reflect this in the problems stated, the measures taken for their solution, and the instruments of administration developed within the Department for performing more completely the obligation of the basic act creating this Department, which provides that its duties are to safeguard the rights and opportunities of wage earners, improve their working conditions, and advance their opportunity for profitable employment.

My first annual report, 2 years ago, listed desirable objectives, which the Department should strive to attain in the interest of the Nation's wage earners, thus fulfilling its duties under the law quoted. Among these objectives toward the accomplishment of which the Department has devoted its energies and resources were:

1. Unemployment compensation. This has been accomplished in the Social Security Act.

2. Old-age security. This has been accomplished in the Social Security Act.

3. Boards for hearing locally and investigating and making findings on complaints of industrial practices and in cases of industrial disputes. This has been accomplished by the setting up of the National Labor Relations Board and its regional boards, through the designation of special boards in steel, textile, coal, and in the maritime and lumber industries and in the designation by the Secretary of Labor of boards to handle local disputes in different sections of the country.

4. Greater cooperation between the State and Federal labor departments. This has been greatly forwarded through regular national and regional conferences aimed to raise standards of labor legislation to a desirable common level so as to benefit the individual wage earner, employer, and investor, and ultimately to evolve a sound and unusual labor-law policy throughout the country by the historical method of State and Federal cooperation.

5. Development of the United States Employment Service in cooperation with the States. This has been largely accomplished with 40 States accepting the provisions of the Wagner-Peyser Act, which created the Service, and with 27 of them organizing employment services affiliated with the United States Employment Service.

#### SOCIAL SECURITY

A national social-security program was developed at the President's direction, utilizing the Department of Labor and its personnel as the general staff to work under the Cabinet Committee which he appointed for that purpose. The Cabinet Committee consisted of Frances Perkins, Secretary of Labor, chairman; Henry Morgenthau, Jr., Secretary of the Treasury; Homer S. Cummings, Attorney General; Henry A. Wallace, Secretary of Agriculture; and Harry L. Hopkins, Federal Emergency Relief Administrator, and was appointed in June 1934.

Early in July 1934 this committee set to work, and by a division in subcommittees, utilizing the technical and research staffs of all of the Departments interested, it set up a small staff to work out the details of the program of social security which should embrace and cover the hazards of old age, unemployment, handicapped children, and make some report upon health.

E. E. Witte, of Wisconsin, Executive Director, was put in charge of the research and technical work, which finally eventuated in a report to the President on the basis of which a detailed bill was drafted and presented to the Congress by Senator Harrison and Congressman Doughton. This bill became law after the close of the fiscal year of 1935, but the conferences, public hearings, and continued research work for Congress, as changes were indicated, continued to be done through the cooperation of the Department of Labor and the Federal Emergency Relief organization. The law which now provides for old-age pensions, for the present aged and indigent, old-age insurance for those now of working age, unemployment insurance on the basis of State participation, State cooperation, with a Federal tax program, cooperative assistance to the States on the basis of cooperation in programs of maternal care, and care for the blind and crippled children is now basic law of the country and stands undoubtedly as one of the most significant pieces of legislation of this generation, having inestimable and beneficial effects upon the lives of wage earners in the future. The American working men and women can expect in the future a definite security and protection from the most unpreventable economic disasters.

**LABOR RELATIONS AND COLLECTIVE BARGAINING**

In the field of labor relations collective bargaining made substantial gains. The work of the national labor boards in marking out the rights and duties of the parties and thus developing the suitable content of law in this field is full of meaning for future administration. The enactment of the Wagner-Connery Labor Disputes Act in June 1935 defined and strengthened the rights to freedom of association and collective bargaining.

Strikes and industrial disputes in general were numerous relative to the depression years immediately preceding. This was due in part to the natural expectation of labor to share in the early fruits of business improvement. It is the province of government to give economic reality to the nominally legal bargaining equality of management and labor. In the long run a more even position of industry and labor and collective bargaining may be expected to promote industrial peace and good will.

As a matter of departmental policy active labor leaders were designated to serve on all committees, advisory and others, which dealt in any way with labor status, matters of wages and hours or working conditions. Labor also had representation on general policy-making committees that touched the economic field. Again labor leaders were appointed by the Secretary of Labor to sit on the Labor Advisory Board of the N. R. A., thus participating in the building up and the proving of codes. Labor representation was also found by appointment of the Secretary of Labor on committees of the Public Works Administration, advisory committees on the social-security legislation, and on the advisory committee of the United States Employment Service.

**INTERNATIONAL LABOR ORGANIZATION**

The President, pursuant to a joint resolution of Congress adopted the preceding year, formally accepted, on behalf of the United States, the invitation of the International Labor Organization to membership. The Department of Labor was designated as the liaison agency. The United States was admitted shortly thereafter to the governing body and actually participated in the International Labor Conference in June 1935 by sending two Government delegates and employer and labor representatives. The conference adopted draft conventions approving the general principle of the 40-hour week, establishing an international system for the maintenance of pension rights for migrant workers, and prohibiting the employment of females in underground work. It is expected that

the affiliation of the United States will further legislation for improved labor standards in this country by requiring the competent legislative authorities here to pass upon the question of ratifying international standards, and thereby inducing other nations to abandon such competitive advantages as may accrue from less advanced labor conditions.

#### STATE-FEDERAL COOPERATION TO RAISE LABOR-LAW STANDARDS

Following the practices of the last 2 years, conferences were held in the Midwest, on the Pacific coast, and States of the southeast for the development and cooperation to raise labor-law standards in the various States to a desirable common level after discussion and voluntary agreements on the same.

Improvement of standards of administration and enforcement was also a definite part of the work of these conferences. These conferences have met with very great approval on the part of active labor men and State labor officials appointed by the governors. This technique of Federal-State cooperation in the field of labor legislation appears to be a very fruitful one, States being entirely free to develop their labor law to meet their own peculiar problems, and yet seeking by their mutual conference the information which can be made available to them through the Department of Labor to unify and harmonize the standards so that working men and women throughout the country may have similar protection.

We have come to a point in our American life when it seems obvious that every wage earner should expect as a result of the laws and administration of law by the Government, either State or Federal, usually State, that he will work under sound conditions which give him personal protection. Among the items which clearly emerge as being within this code of application are:

1. Generous workmen's compensation insurance against the cause of industrial accidents.
2. Strict laws with regard to the guarding of machinery to prevent accidents.
3. The prevention of occupational disease by the removal of noxious and poisonous dusts, gases, and fumes from places of employment and by other methods.
4. The building and arrangement of buildings to prevent loss of life and accident by fire, such as adequate means of exits, fireproofing, prevention of explosions, and other hazards; prevention of overcrowding; adequate ventilation; sanitation in the interests of general health in work places; some limitation in the hours of labor, certainly in the American commonwealths.
5. Shorter hours of labor. The general trend is toward 40 hours per week. More than 8 per day and 48 per week are unthinkable under present conditions.
6. Prevention of child labor under 16 and the regulation of the labor of young people between 16 and 21, in the interests of accident and disease prevention and in the interests of the development of opportunity for the individual.

7. A sound minimum-wage law with a procedure to prevent exploitation, particularly of women and minors, who are the most easily exploited.

8. Some provision for the collection of wages for those to whom, after a period of work, wages are denied through fraud, carelessness, or otherwise.

All of these seem to be minimum standards which every wage earner in the United States, without regard to the State in which he works and lives, has a right to expect. There is practically no real and sound opposition to a program of this sort in any State, but there have been lapses from the performance of such an application on the part of State laws, partly by ignorance, partly by selfishness and shortsighted programs of self-interest on the part of some employer groups. Short hours, adequate wages, protection against accident, industrial disease, prevention of child labor, workmen's compensation on a generous basis—all of these are primarily A, B, C, and ought to be provided by every State law, by every municipal ordinance, and by the custom and practice of the community. The United States Department of Labor merely promotes and recommends the details with regard to these items which, on the whole, have the endorsement of all the people of the United States of America. We have been impressed in recent months by the fact that there are still hundreds of industrial establishments in which the primary necessities for the prevention of accidents and prevention of industrial disease have never been taken. Silicosis, lead poisoning, chrome poisoning, benzol poisoning—all of these are still rampant within the structure of this federation which is our Nation. The means of prevention is known and must be taken sooner or later. As a matter of fact, not only would the enactment of vigorous State labor laws with regard to these matters be welcomed as a method of protection of the public health, but at this point in the recovery from the depression it is very true that the amount of employment furnished by programs of improved working conditions would be considerable.

The industrial-conference method has been successful and wholesome in the American psychology for the development of such programs in the States, and it has been part of the work of the Department of Labor in recent months to provide their incentive. The exhibits of the Department of Labor have more and more become important in the technical work of the Department of Labor. These exhibits have been shown at the World's Fair in Chicago, at the World's Fair in San Diego, and are now available on a large number of screens, volumes, and other exhibit material suitable for showing at meetings, State federations of labor, local labor organizations, State fairs, State chambers of commerce—aggregations of material based upon the experience of the Department of Labor and of the State de-

partments of labor. All of the exhibits so shown have been well received. They are based upon sound knowledge of the hazards and conditions of work which wage earners in America face.

#### INDUSTRIAL RELATIONS

In addition to the National Labor Relations Act, we have seen the Congress of the United States in the last year recognizing the problems of labor, recognizing the need of organized methods of improving labor relations and of developing labor standards by passing the Bituminous Coal Conservation Act of 1935, the Railroad Mediation Board Act, and the Railroad Retirement Act. All of these are new and significant recognitions by the Congress of the increasingly important status of labor in the United States of America.

#### UNITED STATES EMPLOYMENT SERVICE

The United States Employment Service has been built into a successful program of operation, both from the point of view of employment in private industry and from the point of view of being an effective agency for the placement of unemployed workers in Government employment, such as the Civilian Conservation Corps and the Public Works Administration.

In carrying out its responsibility for developing an effective national system of public employment offices, the United States Employment Service has been concerned with assisting in the establishment and maintenance of public employment offices in the several States and with establishing basic standards for operation and administration. During the first 2 years particular emphasis has been placed upon developing sound structure and securing well-qualified personnel. On June 30, 1935, 25 State employment services were affiliated with the United States Employment Service and were operating 184 employment offices. During this year 26 State legislatures accepted the provisions of the Wagner-Peyser Act, making a total of 40 States which have thus laid the foundation for cooperation with the United States Employment Service.

An enlarged statistical program has been inaugurated providing a journalized daily record of each individual transaction taking place in employment offices. The Occupational Research Program has been created to provide employment offices with accurate job specifications and improved classifications of occupations as a better means of selecting individuals for referral. During this fiscal year the employment offices registered and classified occupationally 4,117,144 new applicants and made 2,781,732 placements in gainful employment. Of this total number of jobs secured, 367,870 were filled

by veterans who had served in the armed forces of the United States during war periods. In addition, the Service participated in making 688,138 replacements on work relief projects.

#### N. R. A. AND LABOR IN RETROSPECT

When, on May 27, 1935, the Supreme Court declared certain provisions of the N. R. A. unconstitutional, the contemplated code program was over 90 percent completed, covering a large preponderance of both the major and smaller industries of the country. We are doubtless still too close to this experience to appraise it with maximum objectivity but some estimate is warranted. Although even particular codes involved variations as to hours and wages, it is apparent that substantial progress toward a minimum wage and maximum hours for both men and women was made. Child labor by those under 16 was eliminated in coded industries. Over a hundred codes contained provisions against home work, a practice that spells child labor as well as the lowering of wage and hour levels. Satisfactory working conditions were not overlooked. Impetus was given the movement for more adequate safety and health standards in industry by general code requirements and safety and sanitation codes drafted to assist code authorities in meeting code provisions.

The impact of the N. R. A. upon State policy was, of course, very substantial. Seventeen States enacted laws designed to effectuate the labor law policy of the national act, a number of which provided for a State code system involving minimum labor standards and the principles of section 7 (a). Two others, Kansas and Mississippi, went no further than to render code compliance a defense to prosecution or suit under the State antitrust law.

During the entire code period the Women's Bureau, the Children's Bureau, and the Bureau of Labor Statistics, in particular, played important roles in developing the informational background for code-making and articulating labor standards and policies. A report on the effects of the N. R. A. on women workers has been prepared and will shortly be published. The character and extent of the Department's cooperation with N. R. A. was more fully outlined in my last report. The work was continued during the year just closed.

#### LABOR LEGISLATION

More legislation, State and Federal, calculated to benefit labor was enacted during the past fiscal year than in any like period in our history. It seems entirely appropriate to review that unique legislative record at some length in these pages.

The Seventy-fourth Congress enacted a number of laws affecting labor standards. The Motor Carrier Act empowers the Interstate



Commerce Commission to regulate the hours of service and other conditions of employment of employees of interstate motor carriers. The Guffey-Snyder Act, designed to stabilize the soft-coal industry, gives labor a more important voice in fixing the terms of employment and establishes a board with jurisdiction over labor controversies in the industry somewhat wider than that of the National Labor Relations Board with respect to the industries to which it extends. Since the enactment of the Hawes-Cooper Act, divesting prison-made goods of their interstate character, a number of States have enacted laws upon the subject. The recent Ashurst-Sumners Law is an enforcement measure intended to help effectuate the State enactments. By Executive order of December 11, 1934, the President directed the incorporation in the District of Columbia of "Federal Prison Industries, Inc.", with general control over industrial operations of Federal penal institutions and power to diversify such operations as not to burden any industry with government competition. This agency succeeds the Industrial Division of the Bureau of Prisons of the Department of Justice. The Emergency Relief Appropriation Act of 1935, providing funds to shift employable persons from relief to work projects, authorizes the President to fix wages for the different types of work which do not adversely affect the prevailing wage and subject to the prevailing wage rate law governing Federal construction. The Congress established a maximum work week of 40 hours, with some exceptions, for postal employees.

State legislation concerned with a variety of matters affecting the welfare of labor appeared in the statute books.

Not less than a dozen legislatures passed laws of a specialized character, such as boiler-inspection measures, framed to protect the safety and health of the worker.

New York reduced the maximum hours for males between 16 and 18 years and females over 16 to 48 per week. New York, Massachusetts, Colorado, and North Carolina set maximum hours for certain State employees. Several States fixed maximum hours for bus drivers as a protection to passengers.

Respecting women workers, Connecticut reduced maximum hours from 10 to 9 per day and from 54 to 48 per week and forbade night work in industry by women. The scope of the North Carolina maximum hours for women law was broadened. Five other legislatures considered protective measures.

New York made its ban on industrial home work State-wide, and Connecticut abolished general home work.

Legislation on child labor was disappointing. Idaho, Indiana, Utah, and Wyoming lifted the total ratifications of the Federal

child-labor amendment to 24. Connecticut forbade industrial labor by persons under 16 years and work in hazardous occupations by those under 18 years. Massachusetts and Minnesota granted protection in single occupations, radio broadcasting, and night-club employment, respectively.

Under the stimulus of the Norris-LaGuardia Act, Maryland, Massachusetts, Minnesota, New York, and North Dakota imposed curbs upon the issuance of labor injunctions. Nineteen states now have legislation of this character.

Private employment agencies in Delaware, Illinois, and Maryland, and private theatrical employment agencies in Colorado, were subjected to regulation.

Michigan, Minnesota, Nebraska, and Oregon made provision for State-use systems of prison industries. Ten other States enacted laws dealing with prison-made goods. Maryland and Oregon authorized the appointment of commissions to study the subject.

Connecticut, Indiana, and Rhode Island joined the 21 States which had already acted upon the subject in requiring the prevailing or a minimum wage in the construction of public works.

A growing number of States are evincing interest in interstate compacts as a means of lifting competitive and labor standards. During the year four States created commissions or committees to study the subject, Massachusetts enlarged the membership of her commission, and New Jersey created a commission to negotiate compacts. New Hampshire ratified the compact for establishing uniform standards for conditions of employment.

#### DIVISION OF LABOR STANDARDS

It became apparent that a national agency to discharge the duty of promoting improvements in labor standards was needed. Thus it was that in July 1934 the Division of Labor Standards was created in the Department of Labor primarily to assist the States in moving toward greater uniformity in respect of labor legislation and to aid in developing modern standards for the health, safety, and employment of industrial workers.

In line with these purposes, the Division responded to requests for varied services, such as the preparation and distribution of detailed information on accident and disease prevention; analyses and digests of currently proposed labor-law enactments; supplying typical drafts and substantive suggestions on labor-law subjects for use in State legislative programs; informative comparison and appraisal of administrative systems and methods.

The new Division maintains constant contact with State labor-law administrators, with legislative committees set up to promote uni-

formity of State laws, and with the several interstate compact commissions. In further approach toward its major objectives, the Division of Labor Standards initiated two regional conferences on labor-law and social-security problems. One of these was held in January 1935 at Nashville, Tenn., in which 12 Southeastern States participated, and the other in San Francisco in March with delegates and attendants from the Pacific Coast States. Out of these discussions there developed some far-reaching recommendations and definite progress toward leveling existing variations between the States.

#### SOCIAL SECURITY—STATE LAWS

The stimulating influence of the national social security program upon State legislation was evident before the enactment of the Federal law. Seven States—Arkansas, Connecticut, Illinois, Florida, Missouri, Rhode Island, and Vermont—passed old-age-pension laws in 1935, bringing the total to 35. Several States changed the requirements of their laws to meet anticipated Federal standards. Oklahoma and Texas initiated constitutional changes to pave the way for old-age-pension statutes.

Wisconsin alone, at the close of 1934, had an unemployment-compensation law. In 1935 the operation of the act was postponed until January 1, 1936. By the end of the fiscal year California, Massachusetts, New Hampshire, New York, Utah, and Washington had been added to the list. North Carolina, too, had an enabling act providing machinery for the establishment of an unemployment-compensation system in the event of Federal legislation on the subject. The pooled fund system is favored—only Wisconsin and Utah provide for individual company reserves. In Massachusetts, New Jersey, Rhode Island, and Vermont commissions were created to study and report upon the various unemployment schemes.

With the enactment of workmen's compensation laws by Florida and South Carolina there remained but two States, Arkansas and Mississippi, whose workers were without benefit of workmen's compensation. North Carolina extended coverage to specified occupational diseases, West Virginia to silicosis, and New York to all occupational diseases. Maryland, Michigan, and New Hampshire set up commissions to study occupational diseases from the viewpoint of compensation.

With the fresh addition of Indiana, Washington, and Wyoming, there are now 27 States which have provided for pensions to the needy blind.

So-called mothers' pension laws were amended in eight States last session. Only Alabama, Georgia, and South Carolina remain without such legislation.

## COLLECTIVE BARGAINING

Despite the controversies concerning interpretation which clouded the career of section 7 (a) of the National Industrial Recovery Act and the want of adequate sanctions, it did much to advance its object, assuring to labor the right to enjoy self-organization and collective bargaining. This type of legislation, it should be observed, was not entirely new. The Railway Labor Act of 1926, which was amended in 1934 by an act establishing the National Mediation Board in place of and with broader jurisdiction than the United States Board of Mediation, sought to do much the same thing for railroad employees. The declaration of policy in the Norris-LaGuardia Anti-injunction Law of 1932 gave expression to the principles of freedom of association and collective bargaining. The railroad reorganization amendment of March 3, 1933, to the Bankruptcy Act and the Act of 1933, establishing a Federal Coordinator of Transportation, embody labor provisions, which protect the worker's right to freedom of association.

The nominal right of labor to organize, now long conceded in this country, is a far cry from assuring collective bargaining. Section 7 (a) sought to establish actual freedom of association, which is essential to representative action. But much remained to be marked out in practice. Questions were bound to arise as to various aspects of representation. The conception of a right to collective bargaining was just emerging as a legal idea and as such its precise meaning remained to be worked out in application. Doubtless the most conspicuous and important issue was the question whether collective bargaining should proceed on the principle of majority rule or proportional representation. Majority rule prevailed and has been specifically approved by Congress in the Wagner-Connery Act. Such questions were in themselves enough to provoke controversy. New ground is not broken with minimum difficulty. It was to provide an impartial machinery of adjustment that the various labor boards with 7 (a) jurisdiction were established.

The conducting of labor elections to determine representation for collective bargaining is one of the newest contributions of the labor boards. The device is democratic in character and affords a dignified basis for representation. Significantly enough, such elections have definitely conduced to fruitful collective bargaining. A study made by the National Labor Relations Board of the results of elections conducted by it and the regional boards from July 10, 1934, to January 9, 1935, revealed that in 40 percent of the units written agreements were signed and in nearly 50 percent harmonious relations resulted, though not expressed in written contracts. These results

must be appraised in the light of the fact that all the elections were conducted with the consent of the employers.

The National Labor Board, a bipartisan body which was appointed by the President in August 1933 to serve as mediator in industrial controversies, was succeeded in July 1934 by the nonpartisan National Labor Relations Board. The new board was created pursuant to a joint resolution of Congress, which authorized the President to establish one or more boards empowered to investigate the issues and facts in controversies or complaints arising under section 7 (a). This resolution continued the practice, begun by the National Labor Board, of conducting labor elections to determine representation for collective bargaining, where the public interest would be served. The Board became the coordinating agency for the various special and regional boards. As required by Executive order all reports and recommendations of the Board were made through the Secretary of Labor.

Labor controversies led to the creation of four important special boards, the National Longshoremen's Board and similar bodies for the automobile, steel, and textile industries. All except the automobile board had statutory 7 (a) jurisdiction. Its powers were based upon agreement.

The Supreme Court decision of May 28, 1935, invalidating certain sections of the National Industrial Recovery Act, substantially brought to an end the diverse but instructive experience with labor boards which the country had had for nearly 2 years in connection with the recovery program. We are now in a much better position to determine the proper organization and jurisdiction of labor boards. Light has been shed upon the usefulness of special and regional boards, and the relative effectiveness of nonpartisan and bipartisan boards. The need for powers of enforcement became conspicuously pressing.

Upon this background a new agency takes up its work. Just before the close of the fiscal year the Congress enacted the Wagner-Connelly Labor Disputes Act, which established a National Labor Relations Board to give enduring sanction to the collective-bargaining principle. Unlike its predecessors, this Board has certain powers of enforcement comparable to those of the Federal Trade Commission.

Neither section 7 (a) nor the Labor Disputes Act were conceived to be Utopian short-cuts to industrial harmony. They were designed, however, to make collective bargaining a reality, and the latter act provides a new impartial public body to facilitate this. The ultimate sanction behind the measure is, as is always the case, its good-faith acceptance by those who are to be governed by it.

## INDUSTRIAL DISPUTES

While the number of strikes in 1934 was roughly equal to the number in 1933, there were nearly twice as many as in the depression years preceding 1933. There were considerably fewer strikes in 1934, however, than during the war and the years immediately following the war.

The trend in the number of strikes since the war can be seen in figures for the following representative years, there being over 3,500 in 1919, approximately 1,100 in 1922, 1,300 in 1925, 650 in 1928, 900 in 1931, 1,856 in 1934.

The most conspicuous cause of dispute was wages. Union recognition, the closed shop, and discrimination or discharge were also often in issue. Frequently, of course, there was a complication of these and other factors. The heaviest loss of man-hours came in September 1934, which witnessed the general textile strike, and in May 1935, a month disturbed by a prolonged lumber strike in the Pacific Northwest and the Chevrolet and Fisher Body strikes in Ohio.

Two difficult strike situations which began during the preceding fiscal year carried over into the last half of 1934. The Minneapolis truck-drivers' strike had been adjusted by the regional labor board on May 31. A new strike broke out July 16, due to a disagreement as to whether "inside workers" were "engaged in trucking operations" within the meaning of the board's order. An accord was reached, after five troublous weeks, upon the basis of terms suggested by representatives of the National Labor Relations Board and the regional board.

The Pacific coast longshoremen and seamen's strike, which was described in my last report, presented a peculiarly complex and difficult situation. The National Longshoremen's Board brought about an end to the strike on July 31, but the arbitration work which the settlement imposed upon the Board kept it busy until mid-October. The ending of the strike on July 31, 1934, did not bring peace to the Pacific coast shipping industry. Numerous sporadic interruptions of work continued. In March 1935 a strike of considerable proportions was begun by seamen employed on oil tankers. The International Seamen's Union had been declared the bargaining agency for oil-tanker seamen as a result of an election in January, but collective bargaining failed and the employers refused union preference in employment as a condition precedent to arbitration of other matters. Despite the efforts of a special mediation board, appointed by the Secretary of Labor, the parties failed to reach an agreement. But after 4 months the strike had more or less worn itself out and on June 17 was called off.

After fruitless efforts had been made to avert a general textile strike, the President, on September 5, 1934, appointed the Board of Inquiry for the Cotton Textile Industry to investigate complaints of workers and conditions in the industry. When the Board filed its report on September 17 the union terminated the strike. In accordance with the recommendations of the Board, the President appointed a Textile Labor Relations Board, with full powers, under Public Resolution 44, of June 19, 1934, for the textile industry. The same Executive order directed the Bureau of Labor Statistics of this Department to prepare a comprehensive report of actual hours of employment, earnings, and working conditions in the industry and the Federal Trade Commission to study the financial condition of the industry and to report upon its wage-paying ability.

Before the end of the fiscal year the Bureau of Labor Statistics had submitted reports on wage rates and weekly earnings in the cotton textile, silk, and rayon goods and woolen and worsted goods industries. Broadly speaking, the studies disclosed that wage conditions of textile workers, while generally improved by the code, remained diverse and at a relatively low level. Executive orders of October 16, 1934, created wool, cotton, and silk textile work assignment boards to be appointed by the Textile Labor Relations Board to investigate and report upon the whole subject of work assignments which underlay complaints of workers about the stretch-out. The boards reported their findings and recommendations in April 1935. These studies have more than momentary significance and should not be ignored because the original code system has ended.

Early in May 1935 a strike was begun in the Northwest lumber industry, the chief industry of the region, which was not settled until well after the close of the fiscal year. The men sought a 6-hour day, 30-hour week, a minimum wage of 75 cents per hour, and union recognition. Since the strike spread over a large territory, there was no means of dealing with the employers as a group and diverse human forces were at play to jeopardize dispassionate action; the efforts of public representatives to effect a settlement were not rewarded with quick results. Employer conservatism and aversion to union recognition on the one hand and separatist irritations within the labor forces on the other definitely retarded settlement. A Department of Labor conciliator participated in conciliation efforts from the first. Late in May a Lumber Mediation Board was appointed by the Secretary of Labor to exert its good offices toward adjustment. The technique of this Board was most significant. The prevailing atmosphere of tension and suspicion would have rendered formal hearings and publicity abortive. So the Board turned to quiet, friendly contacts with the operators and the workers

and in time secured their merited confidence. Separate settlements were gradually made in the several strike centers. Union recognition, formal or informal, a 5-cent increase in the minimum wage, and the 40-hour week were almost universal.

#### THE CREATION OF SPECIAL MEDIATION BOARDS

In certain trade disputes, especially in cases involving large numbers of workers or affecting a number of employers in a particular section of the country, it has been found that the appointment of special temporary mediation boards, composed of impartial outstanding citizens, has resulted in harmonizing the existing difficulties and effecting satisfactory settlements.

When these boards are set up, Department commissioners of conciliation are assigned to cooperate and to assist the members in their work. In line with this policy, such boards were used in the West Coast lumber strike, the marine situation on the Pacific coast, and the Camden (N. J.) shipyard strike. In other instances disinterested citizens were called upon to act temporarily as mediators or arbitrators or assist the regular commissioners of conciliation in specific trade disputes.

In Toledo a Peace Plan Board, composed of 18 influential and civic-minded citizens of Toledo, Ohio, was set up, with the assistance of the First Assistant Secretary of Labor, in an effort to promote peaceful relations in the Toledo industrial area.

#### CONCILIATION, MEDIATION, AND ARBITRATION

This Department, through its effective Conciliation Service, is constantly engaged in settling labor disputes, serving somewhat as a catalytic agent in bringing the parties together for negotiation and agreement. The First Assistant Secretary has devoted most of his time and energy to mediation and arbitration in the more difficult cases. His exceptionally able efforts, reinforced by the organization of the division of Conciliation of the Department of Labor, have been rewarded with a large measure of success. Arbitration has been urged where the parties could not reach an accord as between themselves. The value of voluntary arbitration as a secondary resort in labor disputes is becoming increasingly apparent. It is recognized that to be effective arbitration should be voluntary.

#### EMPLOYMENT

Aggregate employment in the manufacturing and nonmanufacturing industries for which data are available was higher during the fiscal year ending June 30, 1935, than in the preceding 12-month



period. Factory employment showed an expansion during this period, and a net gain was also shown in the combined nonmanufacturing industries surveyed. Aggregate weekly pay rolls showed a much more substantial gain than employment. This, of course, indicates that workers in private industries received a greater return in weekly wages for their labor during this period than during the preceding 12-month interval.

Comparing June 1934 with June 1935, gains in per capita weekly earnings were shown in all manufacturing industries combined and in each of the 17 nonmanufacturing industries surveyed, excepting brokerage.

These general increases in per capita earnings are attributable to either improved operating time, which is reflected in the average hours worked per week, increased hourly earnings, or a combination of both of these factors. On the whole, the employment picture indicates a general improvement during the last fiscal year, with substantial gains in the total amount of wages paid to workers and increases in hourly rates of pay in practically all instances.

Unemployment remains a major national concern despite the unceasing efforts of Government and the expanding activity of business recovery. The needy have been cared for, however, and that by creating emergency activity rather than through direct relief. The United States Employment Service has been the chief medium through which the unemployed have been placed upon work-relief and public-works jobs. This has been an exercise in a fundamental service which has been invaluable to the Service and leaves it much more rationally equipped to perform its future function.

The precise extent of unemployment at the close of the fiscal year is not completely known. There are, of course, the estimates of private agencies which appear from time to time. The Employment Service is operating on a national scale, but its records do not go beyond those who apply at the employment offices affiliated with the Service. Thus, the active file of 6,713,047 applicants as of June 30, 1935, would be a large sampling of those out of work. The Service has developed a plan to maintain current totals of its active file. With the population census figures as a base and the Service's proportion of the total taken as constant for a reasonable period after the census it will be possible to make a reliable estimate of the total at any time during that period. This combined with the work of the Bureau of Labor Statistics in keeping close watch upon trends in employment will provide more adequate authoritative information than has heretofore been available.

The importance of Nation-wide State cooperation, already manifest, is augmented by the unemployment assistance provisions of the Social

Security Act, which contemplate the payment of unemployment compensation primarily through public employment offices. In 2 short years the national agency has broken new ground in Federal grant-in-aid administration. The potentialities of State advisory councils for Federal-aid services have been brought to light by the United States Employment Service. They are significant in a secondary capacity as educational media.

#### RESEARCH AND EDUCATION

Research is constantly in progress in one or more of the various divisions of the Department. This work enriches the important educational activity of the Department. Whether it be child welfare, the protection of women in industry, or labor legislation it is conceived to be our responsibility to keep abreast of the developments in the field, if not to break new ground, and thus maintain the ability to give maximum clearance to relevant data, both direct and comparative, which communities or individuals with less adequate facilities cannot provide for themselves. This constitutes a basic phase of the duty of the Department to promote the welfare of the worker.

#### INDUSTRIAL HYGIENE

Much that should be done to promote the welfare of the worker is beyond the power of the Department of Labor to effect directly and thus its usefulness, to a peculiar extent, depends upon cooperative action. The control of the occupational-disease hazard, a matter of national significance, illustrates the point. The Department of Labor and the United States Public Health Service can do much by setting standards and by scientific, educational, and promotional work in cooperation with State authorities, and it is in this direction that they are bending their efforts. This instance is more or less typical. The idea prevades the relationship of the Department with industry and labor on the one hand and that with State authorities on the other.

#### APPRENTICE-TRAINING PROGRAM

The importance of an apprentice-training program giving young men and women broad and comprehensive training in all branches of a skilled occupation is necessary at all times. In order to permit the continuance of the apprentice-training program under the N. R. A. codes, the President issued an Executive order on June 27, 1934, conferring powers upon the Secretary of Labor to set up a Federal Committee on Apprentice Training, made up of representatives of the Office of Education, the N. R. A., and the Labor Department. This committee was given the power to make rules and

regulations whereby apprentices might be employed at less than the minimum rates specified in the codes. To this Federal committee were added advisory members representative of employers and organized labor. In the course of the first year of work State committees were established in 43 States, bringing together all the groups and agencies in each State that had a vital interest in apprentice training. After the Schechter decision the question of continuance of the work of the Federal committee was definitely brought to the fore. Because the program had gained so much headway in a comparatively short time, and because its representative character had enabled it to avoid the dangers and abuses that are often found in pseudo apprenticeship schemes, it seemed desirable to continue the program on as permanent a basis as possible. Accordingly, the National Youth Administration designated the Federal Committee on Apprentice Training as the agency to carry on the apprentice phase of its program. Thus all the various Federal agencies that are interested in youth and in their employment have been brought together to carry on this program, in close cooperation with representatives of employers and of labor.

#### CENTRAL STATISTICAL BOARD

In the years 1934 and 1935 the Central Statistical Board of the Government has been developed. The Labor Department has been instrumental in the carrying out of this program and has contributed very largely to the significance and realism of this Board.

#### NEW LABOR BUILDING

In January 1935 the Department had the great privilege of opening for general use and for the public benefit the new building of the Department of Labor. This was an occasion of great interest and great rejoicing. Delegates came from all over the United States representing labor.

The program of music was furnished exclusively by working people, and exhibits of the art of wage earners, painting, sculpture, et cetera, were shown. The interest was very great and the expressions of appreciation on the part of the public who had not known or understood of the labor movement of the United States were gratifying.

With improved working facilities and with able, energetic, and understanding personnel in its bureaus and divisions, the Department will continue its efforts in the interest of the Nation's wage earners in the coming fiscal year. It is to be hoped that men and women who work for a living will have greater opportunity for profitable employ-

ment as further progress is made, through united efforts, toward continuing the gains in the war on the depression. An encouraging sign is the upward movement in the durable-goods industries, which are the worst hit in a depression and take the longest time to recover. If their advance in employment and pay rolls continues in the coming year, other industries will be stimulated and this increased activity should furnish many more jobs at good wages.

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, 1935

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



## UNITED STATES CONCILIATION SERVICE

HUGH L. KERWIN, *Director*

To the SECRETARY OF LABOR:

During the fiscal year just closed the Conciliation Service utilized its good offices in 1,007 cases covering strikes, threatened strikes, lockouts, and jurisdictional disputes, involving directly and indirectly 785,077 wage earners.

Representatives of the Service were able to secure adjustments in 749 specific disputes and to have 80 cases referred to other Federal agencies for final disposition. Only 23 cases were pending at the end of the fiscal year, 76 were recorded under "unable to adjust", and in 79 cases the differences were settled before the arrival of a commissioner, the employees had returned to work, or the strike had been called off or otherwise disposed of. Of the 23 cases pending at the close of the fiscal year 17 have been adjusted.

The record set forth shows a decrease of 133 cases, as compared with the previous fiscal year, but it does not include numerous disputes where the commissioners assigned found the question involved interpretation of agreements or understandings, disputes as to division of work, or working conditions, and so forth. These cases required the personal attention of representatives of the Service, and in nearly all instances they were promptly settled. Many of the differences of opinion were between groups of workers, others between management and a comparatively small group of employees, and very frequently concerned discharge cases. A stoppage of work in the affected plants might have resulted had complaints of this character not been settled at once.

It is now a common practice for a commissioner of conciliation in the field, working on a trade dispute in a plant or mill, to be called upon by other employers and employees in the locality of his assignment for advice and suggestions as to differences arising and as to methods and procedure best adapted to their particular industry or calling. The Department representative is willing and able to give helpful service in this respect because of his general knowledge and his wide experience in the field of industrial relationship.

In the work of mediation in trade disputes it is not the policy of the Department representative to impose his viewpoint upon either the workers or the management in any dispute but rather to find some basis of negotiation mutually acceptable, thereby paving the way for broader understanding of their respective rights and obligations.

Each commissioner is in constant touch with both employers and employees in industry, particularly in that section of the country in which he has his official station. He is conversant with wage rates, working conditions, and industrial-relations problems generally. Because of this knowledge and personal acquaintance the commissioner is often able by advice and counsel to prevent strained relationships and discontent from reaching the point where strikes and lock-outs result.



The Service has continued its cooperation with the National Mediation Board in the holding of elections to decide the form of representation desired by various classes of workers on certain railroads of the country.

Up to the time of the Supreme Court decision holding invalid the provisions of the N. R. A., the Conciliation Service cooperated with the Petroleum Labor Policy Board and assigned its conciliators to conduct and supervise employee elections throughout the oil fields of the Nation.

The Steel Labor Relations Board has utilized the services of the Department of Labor Conciliators, thus being able to function without organizing a staff of field representatives.

A cooperative arrangement also exists between the Conciliation Service and Textile Labor Relations Board, one commissioner having been continuously occupied with textile cases during the fiscal year. Others were assigned to assist whenever the Board needed their services.

In line with the policy of the Department, commissioners work closely with the officials of State mediatorial bureaus. In States where no such agencies are provided, contact is made with the officials directly concerned with the industrial problems of the State or with the executive officials.

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

State	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June	Total
Alabama.....	1		1	1	3	1	2	2	5	5	9	10	40
Alaska.....											4		4
Arizona.....			1									2	3
Arkansas.....			1									2	4
California.....	1	2		2	2	4	2	4	6	2	8	4	36
Colorado.....			2	1									3
Connecticut.....			2		1		1	1					6
District of Columbia.....		1	1	1			1					1	5
Florida.....			2	1	3		2	1	3	1	1	1	12
Georgia.....		3		2		4	2		1	2		1	17
Illinois.....	7	4	1	10	6	10	8	14	9	13	15	16	113
Indiana.....	3	4	3	3	1		4	11	7	8	5	14	63
Iowa.....	4		1	4	3	1	4	2			1	5	25
Kansas.....	4	1						1	1		1	1	5
Kentucky.....		5		1			1						9
Louisiana.....			1				2	1	1	1			6
Maryland.....			4		1			2					7
Massachusetts.....		3	3	1	3	2	1	3	3	2	3	7	31
Michigan.....	2	4			2	2			1		10	3	24
Minnesota.....	4	4		1	2								7
Mississippi.....						1							1
Missouri.....	3		1	1	1	4	2	4	9	5	2	5	37
Montana.....			1						1			1	3
Nebraska.....													1
New Jersey.....	2	2	2	1		2	1	3	5	2	2	4	26
New York.....	5	5	2		2	2	6	3	8	3	7	8	51
North Carolina.....							2		1		5	4	12
Ohio.....	9	14	6	7	7	7	16	12	20	28	23	24	173
Oklahoma.....			1	1			3	1			9	2	16
Oregon.....	1	6	1	2	2	1				3		2	18
Pennsylvania.....	5	5	4	5	3	5	11	4	9	10	11	15	87
Rhode Island.....							1						1
South Carolina.....	1			1		1							3
South Dakota.....		1	1						1			1	5
Texas.....	2	3	2	1		3	3	4	2	7	2		29
Tennessee.....	3		1	2					1	1	1	1	10
Vermont.....					1								1
Virginia.....	1	1		2	2		2				1	1	9
Washington.....			1	2	1	2	2		3	1	1	10	26
West Virginia.....	3	4	7	10			4	5	5	2		7	47
Wisconsin.....	1	3		6	2	1	1	1	6	5	4		30
Wyoming.....								1					1
Total.....	58	71	52	68	49	54	82	80	109	102	128	154	1,007

## Summary of workers affected, by months

Month	Workers affected		Month	Workers affected	
	Directly	Indirectly		Directly	Indirectly
1934			1935		
July.....	29, 144	41, 955	January.....	35, 646	3, 552
August.....	44, 774	21, 361	February.....	44, 393	21, 620
September.....	14, 440	22, 684	March.....	80, 432	20, 429
October.....	27, 810	13, 867	April.....	64, 349	12, 823
November.....	17, 725	15, 683	May.....	89, 519	16, 189
December.....	13, 741	9, 701	June.....	99, 250	23, 990
			Total.....	561, 223	223, 854

## Summary of cases, 1915-35

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

  

Cases	1926	1927	1928	1929	1930	1931	1932	1933	1934	1935
Number.....	551	545	478	522	557	582	752	833	1, 140	1, 007
Adjusted.....	377	395	307	385	386	385	640	774	885	749
Unable to adjust.....	61	57	57	40	66	52	55	24	67	76
Pending.....	43	24	53	70	60	82	15	18	13	23
Unclassified.....	70	69	61	21	45	63	49	17	41	79
Referred.....									134	80

Cases pending at end of last fiscal year and now adjusted, 13.

Total adjustments for 1934, 762.

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

As an illustration of the character and variety of work handled by the Conciliation Service, a description of a few typical cases is shown. These have been selected from the many industrial controversies on which commissioners of conciliation were engaged during the fiscal year.

*Strike—Maritime workers of the Port of Baltimore, Md.*—Early in February 1935, 500 workers of the following companies went on strike: Curtis Bay Towing Co., Atlantic Transport Co., Baker Whitely Coal Co., Cott Co., A. J. Harper, and the Chesapeake Lighterage Co. In July of the previous year an agreement had been signed by these companies with the Harbor Workers' Union, a subsidiary of the International Longshoremen's Association. The agreement had expired on January 1, and the delay in negotiating a new agreement resulted in a strike.

The president of the Curtis Bay Towing Co. applied for an injunction, which was denied. The court, however, attempted to act as peacemaker, and the vice president of the Longshoremen's Union promised to call off the strike until February 11 in order to resume negotiations.

On February 9 the Curtis management advised the workers to leave the boats if they were not satisfied with wages and working conditions, which temporarily put an end to further negotiations. The Masters, Mates, and Pilots' Association and the Marine Engineers Beneficial Association called out their members in a sympathetic strike. The manager of one of the companies attempted to persuade the Bureau of Navigation, Department of Commerce, to assist them in ending the dispute, but the Bureau of Navigation turned over

the matter to the Department of Labor, and a commissioner of conciliation was sent to Baltimore on February 16. The longshoremen of the port also were about to strike but deferred action until February 15, involving 3,000 of their members. The local Seamen's Union of 600 members took similar action.

On February 12 and 13 conferences were held between the Longshoremen's Association, the Harbor Workers Union, the Masters, Mates, and Pilots, and the Marine Engineers on the one side and representatives of all of the companies involved on the other, with the exception of the Curtis Bay Towing Co. It was charged that this company attempted to get a revocation of licenses of the Masters, Mates, and Pilots, and the Marine Engineers, which complicated the situation to such extent that the conciliator found it very difficult to hold the longshoremen and seamen to their promise not to strike before February 15.

By the night of the 13th an agreement had been reached with all the employers except the Curtis Bay Towing Co. By the terms of the agreement men on double-crew boats received an increase in pay of \$10 a month and those on single-crew boats an increase of \$2 per week, with time and a half for overtime and holidays. The Curtis Bay Co. asked for a separate conference, during which the strikers refused to enter into any separate agreement. At first this was refused, but finally the Curtis Bay Co. accepted the general agreement, and on the same date, February 14, the strike of 500 maritime workers, which had tied up 40 tugboats in the harbor, was ended.

The strike was unusual for this type of dispute, in that it was settled so quickly and that both sides agreed that no pickets, either police or watchmen, would patrol the docks, although several hundred men had volunteered for picket duty. During July, when trouble broke out among the bargemen of the port, counsel for the railroad involved and the Curtis Bay Towing Co. immediately referred the dispute to the Department of Labor for conciliation, and a settlement was achieved within 3 hours.

*Strike—Columbia Radiator Co., McKeesport, Pa.*—The director of the Pittsburgh Regional Labor Board on October 8, 1935, requested the services of a commissioner of conciliation to assist in ending a strike of 500 Columbia Radiator Co. employees, which had begun the previous day.

The union-shop committee contended that the management had locked out 22 employees, while the management claimed that on October 7, when the iron in the furnace was ready to be poured, the employees in question had refused to work unless the company would agree to pay them on the basis of 8 hours' work per day. The management was forced to comply with their demands, but asked for a meeting with the shop committee later in the day. It was alleged that the committee did not appear, and the management refused to begin work the next day or at any time until the question was settled.

The work done by the 22 men was paid on a tonnage basis; and if the day's work was completed before 8 hours, the employees were paid for 7 hours or less.

A joint conference was arranged and both parties agreed to accept a settlement, which included payments for a full 8 hours to the 22 men if they performed enough extra work to make up the difference for 8 hours of labor.

*Strike—Operating and office employees, Toledo Edison, Co., Toledo, Ohio.*—On May 31, 1935, a working agreement that had been in effect between this company and its operating employees for a year expired. Electrical Workers' Union No. 308 requested its renewal and revision and 20 percent increase in wages. Conferences had been held, resulting in an agreement on working conditions but a flat refusal by the company to grant the wage increases. The union then empowered its officers to call a strike on May 31 at midnight.

A commissioner of conciliation being in the city, persuaded the union officials to hold the strike order in abeyance pending further negotiations. The company declined to make any concessions as to wages, although the union had modified its request to 5 percent. The strike was to take effect at 7 o'clock the morning of June 5. At that time the office employees also walked out, having failed to get an audience with company officials with the view of negotiating an agreement.

In this area of a half million population, depending on power furnished by this company, the effect of the strike was immediate. While the union supplied crews sufficient to maintain service to hospitals and to the police radio and governmental departments, more than 25,000 persons were out of work in industries depending on power, and many tons of foodstuffs spoiled where power was essential to refrigeration.

The Department of Labor appealed to officials of the holding company that controls the Toledo Edison Co. in New York City and to international officers of the union in Washington, which resulted in a settlement of the strike at midnight, June 5. It called for further negotiations between the union and the holding company's officers in Washington. These negotiations failed, and as a result a second strike was called for midnight, June 13.

The Assistant Secretary of Labor and the commissioner assigned to the case arranged conferences with the executive vice president of the holding company and the union's committee, and on June 17 an agreement was reached. It provided that the Assistant Secretary of Labor act as referee to consider the demand for an immediate wage increase of 5 percent, and provide for a peace plan so that all future disputes be submitted to a board of mediation and arbitration.

*Strike—Newark Morning Ledger, Newark, N. J.*—On the morning of November 18, 1934, the Newark Morning Ledger, for the first time in its history, failed to publish its regular morning edition because of a strike of 43 editorial workers, virtually the entire staff, who had been discharged for union activities, it was claimed. After 2 days the newspaper resumed publication with a small staff of nonunion workers, which resulted in intensive picketing.

The publisher refused to meet the demands for reinstating the workers or to recognize the Newspaper Guild. The activities of the strikers were sufficiently effective to alarm certain stockholders, and a minority committee of the stockholders forced the company into a friendly trusteeship in bankruptcy. The trustees evinced a desire to negotiate with the guild but the publisher overruled them.

On March 7, 1935, Vice Chancellor Berry, of the New Jersey bench, issued a sweeping temporary restraining order. It was feared that the restraining order would become permanent and that editorial workers in the entire city would become involved.

At the outset the employer insisted that the matter be submitted to the Newspaper Industrial Board and the workers insisted that it go to the National Labor Board. Finally both sides agreed to conciliation, and a commissioner attempted to reach a satisfactory agreement, which was prevented by the publisher, as the day for the hearing on a permanent injunction approached.

When the case was called before Vice Chancellor Berry on March 26, he adjourned the hearing pending his consideration of removal of the trustees who had aroused his displeasure. At this point the commissioner of conciliation submitted to the trustees a suggested agreement advocating that the dispute be settled out of court. The agreement provided for the immediate reinstatement of all strikers, the discharge of strike breakers, recognition of the guild for collective bargaining, and the submission to arbitration of all disputes regarding wages, hours, and conditions of work. On the following day the attorneys for the trustees, the minority stockholders, and the Newspaper Guild accepted the agreement, and it was ratified that evening. That night the vice chancellor tendered his approval, and after 17 weeks this strike, which was one of the most discussed strikes of editorial workers in the history of the industry, was terminated.

*Threatened strike—Salmon fishing industry, Prince William Sound, Alaska.*—In February 1935 the salmon packers in this area requested the service of the Department of Labor to prevent a strike of the fishermen. The fishermen demanded 32½ cents per fish for red salmon for independent fishermen, and 16½ cents for "company" fishermen. The packing-house managers offered 30 cents and 15 cents, respectively, as the final maximum compensation. A complicating factor was the question as to whether or not Bristol Bay would be open to salmon fishing during the coming season, in which case the companies would pay a lower rate.

The dispute had become extremely bitter on both sides, and on the day that a commissioner of conciliation landed in Cordova 23 union fishermen and union officials were arrested and charged with inciting to riot and unlawful assembly. On the following day 17 more workers were arrested and held on similar charges. However, the district attorney refused to prosecute all but three cases a week later.

It was alleged for many weeks that the employers had maintained a secret representative in the ranks of the fishermen, which had resulted in resentment on the part of the fishermen who had enlisted the support of the other business

interests in the community. The workers refused to negotiate if any more arrests were contemplated.

A compromise was agreed upon providing for the payment of 30 cents per fish to independent fishermen and 15 cents to "company" men. However, the employers had previously stipulated that these rates would be paid providing that Bristol Bay remain closed to fishermen for the 1935 season. The Bureau of Fisheries in July 1934 had issued a statement, which included no fixed decision as to whether Bristol Bay would or would not be open for fishing in 1935. The fishermen had charged that the employers had information that Bristol Bay actually would be open and that the 30-15 cent offer was not made in good faith. As a matter of fact Bristol Bay was open to fishing on the first week in July 1935, but the 30-15 cent rate remained in effect.

*Strike—Street-car workers, South Bend, Ind.*—Transportation facilities for an area of 250,000 population came to a standstill in August 1935 through a strike of street car and bus workers at South Bend and Mishawaka, Ind. The strike involved the employees of the Northern Indiana Railway Co., Inc., in receivership, and the South Bend Bus Co. The receiver for the former firm was also the president of the bus company. There were several grievances involved in the strike, including alleged discrimination, wage rates, and recognition of the Amalgamated Association of Street Car and Electric Railway and Motor Coach Employees of America as the agency for collective bargaining. Recognition was the chief point at issue.

Employees of these two companies had been out on strike in 1934, an increase in rates of pay being the issue at that time. The men had returned to work after they had received a signed agreement that provided for arbitration of disputes involving rates of pay only. It was understood that a board of arbitration would include one member for the company, one for the workers, and a third would be chosen jointly. After a number of names had been submitted by each side for the third member, the selection was deadlocked, a development that was unforeseen at the time the agreement had been signed. These negotiations dragged on for a period of a year.

Through the good offices of a commissioner of conciliation, a settlement of the dispute finally was made which provided for recognition of the Amalgamated Association of Street and Electric Railway and Motor Coach Employees of America as the sole agency for collective bargaining, a signed working agreement, never in existence before, arbitration of all future disputes and future settlement of the reinstatement issue. The reinstatement case was to be referred to a special board consisting of the members of the ways and means committee of the city council. This board would determine what discipline was to be meted out, not to exceed a lay-off of more than 90 days from the date of the accident, which had been the occasion of the dismissal. A decision was to be rendered by the committee within 5 days, and in any case it would include a reinstatement, without prejudice. The agreement is to be in force for 1 year.

*Strike—Gradiatz-Annis, Inc., Tampa, Fla.*—One hundred cigar makers employed by this company were ordered out on strike because of the failure of an agreement entered into in December 1933 between the cigar manufacturers of Tampa and the Cigar Makers International Union. The industry had been hampered by numerous strikes that had occurred through the year. The old agreement included an arbitration clause covering all disputes, which, however, had not functioned.

The Gradiatz-Annis dispute arose out of the practice of the employers of manufacturing a cigar longer than the standard set forth in the previous agreement, and which required more time and effort than the standard cigar. The cigar makers demanded a higher wage rate, which the manufacturers refused to pay.

Both sides requested conciliation, and the Federal conciliator, who had assisted with the original agreement, notified the workers that they must return to work at once and that the strike violated the arbitration provision of the original agreement. His opinion was sustained by the president of the International Union and the workers went back to their duties.

Negotiations were begun in Washington, presided over by the Secretary of Labor, whose decision would be final and binding on both sides. The Secretary

of Labor rendered a decision that the wage rate on the longer cigar must be paid for on a higher basis. The award was satisfactory to both sides and the dispute was terminated. A potential number of 13,000 workers was involved.

*Strike—American Smelting & Refining Co., Selby, Calif.*—Approximately 450 workers in the Selby plant were involved in a strike called by the Mine, Mill, and Smelter Workers' Local Union No. 51 on August 19, 1935. An international representative of the union requested a conciliator, who met with Wilson and officials of the company. Recognition of the union, denied by the company, was the cause of the strike. When this meeting was called, the plant had ceased operations, and picket lines were being maintained on all highways leading to the plant, which was being protected by company guards. The company had applied for an injunction to restrain further activities by the union.

At the meeting it developed that unsuitable settlement of minor complaints, regarding sanitary conditions and discrimination because of union membership, were the underlying difficulties.

With the assistance of the conciliator, an agreement was arrived at defining union recognition, subject to approval by the local union and the New York officials of the company. This agreement, which was later ratified, provided that the company would recognize the present union committee, or their successors, as the agency of the employees for collective bargaining. The agreement also provided for arbitration of any dispute that could not be adjusted and granted for an increase in wages.

The men returned to work on September 2, 1935. Both the workers and the management are satisfied that the agreement will be a lasting one.

*Threatened strike—McCormack Lumber Co., Pacific Northwest.*—The lumber industry of the Douglas fir belt of Washington and Oregon was threatened with a general strike in the woods and mills of that region in May 1935, following assumption of jurisdiction by the Brotherhood of Carpenters and Joiners of America over the entire timber and timber products industry in the Pacific Northwest. A strike was threatened among the employees of the McCormack Lumber Co., one of the largest operators in the territory.

A commissioner of conciliation arranged for a meeting between the management of the company and union officials. An agreement was reached that became the model for a settlement of the threatened general strike, which began after the McCormack negotiations were in progress. In spite of efforts to involve this company and its employees, the organization continued to work without interruption. Two thousand five hundred men were involved in the McCormack dispute.

*Strike—Griffin Manufacturing Co., Muskogee, Okla.*—Two hundred and ninety employees of the company, members of Federal Labor Union No. 20046, who had been working under a N. R. A. code providing for a 40-hour week, with minimum wages of 20 cents per hour for women and 25 cents per hour for men workers, went on strike for retention of the code provisions. The company had reduced wages 5 cents per hour and increased the work week to 50 hours.

Starting in the candy department, the strike extended to the coffee and baking-powder departments, and on August 14, 97 percent of the workers were out.

A parley was held with the contending parties and a commissioner of conciliation without reaching any settlement. This company had never in the past met with its employees for collective bargaining, and refused to sign any union contract, but made no objection to their employees belonging to a union. Nevertheless, the management did agree to restore the N. R. A. schedule of wages and hours.

On September 12, while the Oklahoma State Federation of Labor was in session, a conference was arranged between the management of the company and the State secretary of labor, the president of the State federation of labor, and the president of Local No. 20046. The commissioner also attended. The result of this meeting was a settlement providing that the company go back to the N. R. A. schedules and providing that the management would meet a grievance committee of its workers in the future if necessary. All striking employees were reinstated with the exception of a few who had been arrested for violations of the law.

*Strike—Tiff miners, Washington County, Mo.*—On August 5, 1935, 2,500 tiff miners went on strike in Washington County, Mo., for an increase of \$2 per ton. It was alleged that the strike was instigated by outsiders endeavoring to capitalize on the dispute in relief demonstrations against county authorities.

The strikers had no permanent organization. Demonstrations were held calling for the impeachment of county authorities for injunctions against strikers.

A commissioner of conciliation was assigned to this strike on August 11 and found that the leaders changed every day. He then endeavored to persuade the operators to arrange a conference and found that they were conferring with the Governor of Missouri, asking to have the militia sent in.

The commissioner advised the Governor of the low rate of pay and the conditions existing in the mines, and pointed out that there had been no violence. He suggested that if troops were sent to the scene the dispute might be prolonged. The Governor advised that the militia would be sent in only as a last resort.

A plan was finally devised to form a permanent workers' organization, and a committee was appointed. The operators agreed to consider the suggestions for a wage increase but refused to meet with the committee of miners because of their outside leadership. They did agree to have the commissioner act as an intermediary to carry on negotiations. On August 22 an increase of \$1.50 per ton was granted and the operators assured the miners at a mass meeting called on that date that this rate would continue in effect.

*Strike—Garment workers, Newark, N. J.*—On August 14, 3,000 workers on women's house dresses, employed in 25 factories at Newark, N. J., inaugurated a strike for the restoration of the conditions under which they worked prior to the voiding of the N. R. A. Those conditions provided for a minimum working wage of \$13 for a 40-hour week.

The strike had lasted 4 weeks, when officials of the International Ladies Garment Workers' Union requested the Department of Labor to assign a representative to confer with the mayor of the city of Newark, who had offered his good offices to compose the differences of the two parties.

A commissioner was assigned to the case and succeeded in terminating the strike on October 15, when the following agreement was entered into: Recognition by the employers of the International Ladies Garment Workers' Union; workers who had been receiving \$7 and \$8 per week to receive \$9, those receiving \$10 to receive \$11, those receiving higher amounts to remain unchanged; 40 hours to constitute a work week and time and one-half for overtime; that should the employers receive an increase in price from jobbers, the workers to receive 75 percent thereof; all strikers to return to work without discrimination.

The agreement was to remain in force for 1 year, and both parties agreed to forego strikes and lockouts during this period.

*Strike—Newton Steel Co., Monroe, Mich.*—Six hundred and sixty steel workers of the Newton Steel Co. walked out on April 22, 1935, due to a redivision of work and laying off of certain helpers in the hot mills. There had been in this shop an employees' association for collective bargaining, and a local union of the American Association of Iron, Steel, and Tin Workers was attempting to organize the entire shop. Difficulty was encountered in reconciling the two groups so that the workers could be represented by a single committee.

Separate polls were taken and it soon developed that the Iron, Steel, and Tin Workers' group outnumbered the members of the employees' association. The former group entered into negotiations, and their agreements as to wages and working conditions were finally accepted by the employees as a whole.

While picketing was maintained during all the strike period, there was no disturbance, and on May 4 the strike was called off. All employees were to return to work without prejudice as soon as orders could be secured to replace those canceled during the controversy.

*Threatened strike—Petroleum truck drivers, Cleveland, Ohio.*—On April 15, 1935, a commissioner was requested in a dispute between the Petroleum Dealers' Association and Petroleum Truck Drivers Local Union No. 545, Cleveland, which involved 100 workers directly, and had a strike been called it would have affected several hundred others. Conferences with the business agent and vice president of the Truck Drivers' Local Union and with the negotiating committee

of the Petroleum Dealers' Association representing 10 major companies were arranged for April 18.

The working agreement between the truck drivers and oil companies was to expire on May 1, 1935, and negotiations for a new agreement came to a standstill on the question of wages, practically all other issues having been disposed of prior to the arrival of the commissioner. The employers contended for the rate of pay in the expiring agreement while the employees were demanding an increase of 12½ percent. The negotiations came to a deadlock on this issue, and after a number of joint conferences a truce was signed between the parties calling for the continuance of the old agreement until May 12, at which time the commissioner was to return to Cleveland and endeavor to bring about an adjustment.

On May 9 the commissioner again brought the conference together without success. The meeting was adjourned subject to call later, with the understanding that the truce would remain in effect indefinitely. On May 13 the commissioner again convened the joint conference, and a settlement was reached on the basis of a \$2.50 per week horizontal increase for all employees affected. The agreement is to run 1 year.

*Threatened strike—Agricultural workers, Findlay, Ohio.*—In June 1935 a commissioner of conciliation was assigned to a threatened strike of 600 agricultural workers, members of Federal Labor Union No. 20027, affiliated with the American Federation of Labor, engaged in the blocking, hoeing, topping, and piling of sugar beets in the fields adjacent to Findlay, Ohio. These workers demanded a signed contract with the growers providing for a scale of \$19 per acre of beets, of which \$10 was to be paid at the completion of the harvest. The old arrangement provided for payment of \$10 for spring work and 80 cents per ton at harvest time, requiring the worker to wait for his pay until the sugar company called for the beets.

The growers and workers had met previously to the arrival of the conciliator but failed to consummate any kind of understanding. The date for the strike was set, and if it had taken place and had lasted as long as 8 days, hundreds of thousands of tons of the beet yield would have been destroyed.

Despite conferences held over the entire territory, the situation appeared hopeless. The time for the strike was only a few hours away, and after having used every means at his command and having contacted numbers of the growers individually, the conciliator was finally successful in arranging a conference between a committee of growers and a committee of the workers' union. An agreement was arrived at, which left it optional with the workers to take the new agreement or work under the old understandings, the grower agreeing to accept either plan. Provision was made in the agreement for both parties to settle their differences before the arrival of the planting season the next year.

*Threatened strike—Fishermen, Naples, Fla.*—Eleven thousand five hundred fishermen of both the east and west coasts of Florida, who were members of the Florida Fish Producers Association, Inc., called a strike for January 24, 1935, against 309 wholesale fish concerns. At the request of the State conservation commissioner the strike was deferred and the services of a commissioner of conciliation requested. The fishermen claim that the pound prices of the fish had gone so low that they were unable to replace necessary equipment.

The commissioner organized the contending parties into State-wide groups to secure the selection of representatives for the purpose of holding regional conferences. At these conferences delegates were chosen to meet for a central conference at Orlando on February 26, three members for the union and three for the wholesalers.

Inquiry was made into marketing conditions and other factors affecting the prices of Florida fish, but no agreement could be reached. The conciliator then proceeded to make a thorough survey of these markets and of the source of supply in order to set an equitable price that would be paid to the fishermen. The State conservation commissioner and his staff assisted in this survey.

As a result of this investigation base prices were arrived at, recognizing seasonal varieties of fish, weights, and sizes. These prices were accepted by the contending parties and became the standard for the entire industry. As a result of this dispute and of the investigation that ensued, a better understanding of the problems and conditions affecting the industry was made available, which should prevent future disturbances.



*Threatened strike—Printz-Biederman Co., Cleveland and Lorain, Ohio.*—This company had operated for 20 years on an open-shop basis. A number of its employees were members of the International Ladies Garment Workers' Union, and requested recognition of their local union as the instrument for collective bargaining. For a number of years the company had a contract with its employees, who were organized as a company union, and took the position that it could not enter into a closed-shop agreement without the consent of the company-union members.

A strike of the minority group, who were key workers, was imminent, which would have tied up 650 workers in Cleveland and Lorain. The commissioner of conciliation who was assigned to the case held meetings at Cleveland, Washington, and New York, which ended in an agreement that provided that all employees of the Printz-Biederman Co. and its subsidiaries and contract shops became members of a separately chartered local of the International Ladies Garment Workers' Union.

*Threatened strike—Caterpillar Tractor Co., East Peoria, Ill.*—In April 1935, 1,000 molders in the foundries of the Caterpillar Co. took a strike vote and served notice on the company that a strike would be called immediately unless one of their members, who had been discharged, was immediately reinstated. A request for a conciliator was made by the vice president of the Molders' Union.

After several conferences of the management and the union committee with the conciliator the strike was averted. Had not a peaceful settlement been reached an additional number of 4,500 workers in the machine shop and assembly plant would have been made idle.

Respectfully submitted.

HUGH L. KERWIN,  
*Director of Conciliation.*

## UNITED STATES EMPLOYMENT SERVICE

W. FRANK PERSONS, *Director*

To the SECRETARY OF LABOR:

Under the provisions of the Wagner-Peyser Act the United States Employment Service is charged with the responsibility for promoting and developing a national system of employment offices. Its function is to assist in establishing and maintaining systems of public employment offices in the several States. Specifically it is charged with the responsibility for coordinating the public employment offices throughout the country and increasing their usefulness by developing and prescribing minimum standards of efficiency, assisting them in meeting problems peculiar to their localities, promoting uniformity in administrative and statistical procedure, and furnishing and publishing information as to opportunities for employment and other information of value in the operation of the system.

During this second year of the reorganized United States Employment Service, as during the first, particular emphasis has been laid upon the development of a sound structure and the selection of qualified personnel. It has been felt that these two factors are of first importance in establishing a strong foundation for future development.

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

#### Affiliated State services

State employment services may become affiliated with the United States Employment Service after completion of the following steps:

1. Legislative acceptance of the provisions of the Wagner-Peyser Act and the establishment of a State employment service. (Up to July 1, 1935, acceptance by proclamation of the governor could be substituted for legislative action.)
2. Provision of an appropriation for the State employment service of a sum equal to at least 25 percent of the amount apportioned to the State by the United States Employment Service, but in no event less than \$5,000.
3. Submission of an approved budget and plan of operation, including agreement to conform with standards set by the United States Employment Service.
4. Appointment of an advisory council representing employers and employees in equal numbers and the public.

On June 30, 1935, 25 States were affiliated with the United States Employment Service. These State employment services operated 184 public employment offices in 174 cities. Following is a list of the affiliated States:<sup>1</sup> Arizona, California, Colorado, Connecticut, Idaho, Illinois, Indiana, Iowa, Louisiana, Massachusetts, Minnesota, Missouri, Nevada, New Hampshire, New Jersey, New Mexico, New York, Ohio, Oklahoma, Oregon, Pennsylvania, Virginia, West Virginia, Wisconsin, and Wyoming.

<sup>1</sup> Michigan was affiliated up to May 14, 1935, at which time the Michigan State Employment Service was discontinued.

During the fiscal year 1935, 26 State legislatures accepted the provisions of the Wagner-Peyser Act, thus laying the foundation for the extension of the United States Employment Service. These States were: Arizona, Arkansas, California, Delaware, Florida, Georgia, Idaho, Indiana, Louisiana, Minnesota, Missouri, Nebraska, Nevada, New Hampshire, New Mexico, North Carolina, North Dakota, Oklahoma, Oregon, Rhode Island, South Dakota, Tennessee, Texas, Utah, Vermont, and Washington.

The following 14 States had already accepted the provisions of the act prior to July 1, 1934: Colorado, Connecticut, Illinois, Iowa, Kentucky, Massachusetts, New Jersey, New York, Ohio, Pennsylvania, Virginia, West Virginia, Wisconsin, and Wyoming.

Of the 40 States that have accepted the act only 4 have failed to provide appropriations for the operation of a State employment service. These four States are: Arkansas, Georgia, Kentucky, and Utah.

As a means of assisting States desiring to cooperate with the United States Employment Service in drafting bills that would be in complete accord with the provisions of the Wagner-Peyser Act, a model bill accepting the provisions of this act has been prepared. In many instances the United States Employment Service has reviewed proposed State bills and offered suggestions in order that the State legislation might meet the requirements of the Wagner-Peyser Act.

#### **National Reemployment Service**

To facilitate placement of workers on Public Works projects in areas not yet served by State employment offices, the National Reemployment Service was established as a temporary agency in July 1933. Continuing Public Works projects and responsibility for placement in various phases of the recovery program have necessitated the continuance of this emergency service.

Activities of the State employment services and the National Reemployment Service are coordinated, and in no instances do they overlap. In 10 States the same individual is director of the State employment service and State director for the National Reemployment Service.

The organization of the National Reemployment Service is elastic and adapts itself readily to the changing demands of the recovery program. With the slackening off of the Public Works and the Bureau of Public Roads program in August 1934, considerable reductions were effected in operating costs and personnel. On June 30, 1935, the National Reemployment Service was operating 1,769 offices, employing a personnel of 3,204 persons.

#### **Development of standards of efficiency**

In carrying out its responsibility for developing a national system of public employment offices that will render the best service practicable, the United States Employment Service has been concerned with the establishment of basic standards for operating and administrative efficiency. As stated before, emphasis during the first 2 years has been placed upon developing sound structure and securing well-qualified personnel.

#### **Personnel**

The fiscal year 1934-35 witnessed a considerable extension of the merit system of selection and appointment of employment-service per-

sonnel in the affiliated State services. By July 1, 1934, Massachusetts, New York, and Wisconsin had held civil-service examinations for the various types of staff positions. During the past 12 months the State employment services in the remainder of the civil-service States—California, Colorado, Illinois, New Jersey, and Ohio—have undergone comparable examinations, conducted in each instance in cooperation with the United States Employment Service. Also, in a number of non-civil-service States competitive examinations have been arranged by the United States Employment Service, and the personnel of the State employment services reorganized from the resulting eligible lists, as follows: Connecticut, Indiana, Iowa, Louisiana, Nevada, New Hampshire, West Virginia, Wyoming, and the District of Columbia. The end of the fiscal year finds examinations announced also in Idaho, North Dakota, and Texas and contemplated in numerous other States.

#### Statistics

The relatively simple statistical procedure followed during the first year of operation under the Wagner-Peyser Act was supplanted on July 1, 1934, by an enlarged statistical program that made possible a journalized daily record of each individual transaction taking place in the employment offices. Data secured from these records were used extensively by groups concerned with the development of social-security plans as well as agencies charged with the conduct of public works and work-relief activities. Current summaries of activities were published throughout the past year in the *Monthly Labor Review* and issues of the *Employment Service News*.

Detailed monthly tabulations of new applicants and of all persons placed are prepared by tabulating units in five of the larger States and in a central tabulating unit in Washington for the remaining portion of the country. These tabulations indicate the principal occupation, the industry of last employment, the length of unemployment, the sex, age, color, and veteran status of each unemployed individual registered. Similar reports are available for all placements, with additional data relating to hours and wages.

Plans were under way during the latter part of the fiscal year to expand the statistical program to provide for current data relative to the make-up of the active file. The conduct of a perpetual inventory, giving current data covering essential items relating to all active applicants, such as sex, age, color, usual occupation, industry to which attached, etc., will not involve changes in the usual statistical procedures but will merely constitute an expansion in the number of individuals with respect to whom current records are maintained.

A new occupational code, greatly enlarged in terms of individual titles and arranged under a few basic occupational groups, was in preparation and scheduled for introduction at such time as the perpetual inventory should begin.

#### Fiscal affairs

During the past year a uniform accounting system for State employment services has been developed and is being installed as rapidly as possible in the affiliated States. In order to expedite the installation of this system, auditors have been sent to the several States, and their assistance has been gratefully acknowledged. Field audi-

tors also have been sent to the various affiliated State services to audit their accounts.

There has been a revision of the accounting forms that, together with the uniform accounting system, has proved of great assistance in aiding the States in maintaining adequate records and in the preparation of the quarterly reports of expenditures that are required by this service.

#### **Clearance**

As required by the Wagner-Peyser Act, provision was made for "maintaining a system for clearing labor between the several States." At the present time the United States Employment Service has approached the problem primarily from the standpoint of securing qualified applicants for existing unfilled openings. Under present economic conditions, with an oversupply of workers registered in most occupational categories, it might be assumed that a system designed to assure greater mobility of the labor market would be of little value. However, early in the P. W. A. program it developed that most communities, from time to time, suffered from shortages of certain types of skilled workers. The clearance system, which is now being developed to serve Government projects and private industry, is an outgrowth of the experience gained in transferring workers required on Public Works projects.

#### **Policies**

A revised procedure for giving notice of strikes and lock-outs has been put into effect. Standards and procedures have been prescribed for affiliated State services with respect to premises of employment offices, terminology, cooperation with State rehabilitation services, and the affiliation of publicly supported employment offices.

#### **Field surveys**

The United States Employment Service has made available to the affiliated States the services of three field representatives to assist in problems of organization and operation. These field representatives are specialists in employment office techniques and have aided greatly in the development of improved standards in State services. They also perform a valuable service in interpreting to the administrative office at Washington special problems confronting the various State services. A written report of each survey indicates the status of the State service and includes recommendations as to its immediate and future needs.

#### **Publications**

The Employment Office manual series has been inaugurated during the past year as a basis for training programs in the affiliated State services. Section I, relating to interviewing, and section IV, covering procedures on the Works Progress Administration program, were released to all offices. The Employment Service News was inaugurated also and serves as a medium of exchange of ideas and experience with regard to employment office procedures and administration.

#### **Special services**

##### **Farm Placement service**

The Farm Placement Service is concerned with the registration of unemployed farm workers, and it is bringing to them opportunities

in agricultural labor for which they are qualified. The service operates through established employment offices administered by or affiliated with the United States Employment Service. In several States, principally in the Far West, in which the movement of migratory farm labor is a factor of chief consideration, farm-placement supervisors functioning under the State employment service or National Reemployment Service have been appointed to assist employment offices in the administration of this work.

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

The reorganization of the Veterans' Placement Service, which was started during the fiscal year 1934, has been completed during the last fiscal year. The previous policy of the United States Employment Service was to maintain employment offices for veterans in the larger industrial centers. In the reorganization it was determined that veterans would have greater opportunities if they registered in the public employment office nearest their residence. This plan provided that all public employment offices would serve veterans. A Federal official, known as the Veterans' Placement representative, has been appointed for each State. His time is devoted entirely to furthering the interests of veterans registered in the public employment offices in his State. At the end of the past fiscal year a Veterans' Placement representative had been appointed in 47 States and the District of Columbia.

During the fiscal year 1934-35, 232,587 veterans were registered for employment and 367,870 jobs secured for those who had served in the armed forces of the United States during war periods.

#### **District of Columbia Public Employment Center**

The District of Columbia Public Employment Center is the only employment office (other than the offices of the National Reemployment Service) that is operated directly by the United States Employment Service. This fact permits the District of Columbia office to serve not only as the local employment office for the community, but also as an experimental center for the United States Employment Service. Although the major portion of the operating funds of this office comes from the United States Employment Service, it is partially financed through appropriations to the District of Columbia government, and operates in close cooperation with the various agencies of local government.

During the fiscal year 1935 a total of 38,270 new applications for work were taken by this office and 20,051 placements were made. Of this total 4,016 placements were on public-works projects. Seven thousand one hundred and seventy-eight of the remaining placements were on regular jobs, and 8,857 were placed in temporary positions lasting 1 month or less.

For the past year emphasis has been placed primarily upon the development of an effective and efficient employment service, on the assumption that promotion of the office should follow the perfection of the service offered. Field visits numbering 1,574 were made to employers during the year.

A new type of service for juniors has been inaugurated. All applicants under 21 years of age are referred to the regular adult divisions for placement only after being interviewed by a junior

counselor. The counselor may thus determine in which occupational division the junior applicant should register, and he can at the same time offer vocational and educational advice.

The past year has also witnessed the installation of a testing unit in the District of Columbia Public Employment Center as a part of the Occupational Research Program of the United States Employment Service.

#### **Service for juniors**

During the past fiscal year, in addition to the assistance rendered to juniors in State and reemployment offices, specialized services for this group have operated in certain communities. In New York State the Junior Employment Service operates 4 offices in New York City, 5 in other cities in the State, and 1 in Rockland County. The Junior Placement Service of the Board of Public Education of Philadelphia, which is affiliated with the Pennsylvania State Employment Service, gives placement and counseling service to all persons in Philadelphia under 21 years of age. In Los Angeles, Calif., and in St. Paul, Minn., also, the junior placement services of the board of education are affiliated with the respective State employment services. In the District of Columbia Public Employment Center, the Junior Counseling Service has been organized to give employment counseling to all persons under 21 years of age who apply at this center.

In all these junior employment offices efforts are made to determine the abilities and qualifications of applicants. Inquiry is made concerning their school record, and information is furnished them concerning opportunities for training. In some instances the employment offices have cooperated with other agencies to provide training facilities.

Placement opportunities for juniors have continued to be very limited. The junior services, however, have been active in canvassing employers for opportunities for specially qualified applicants. Follow-up of applicants who are placed constitutes an important phase of the work with juniors.

#### **Advisory councils**

The Wagner-Peyser Act specifies that a Federal advisory council shall be appointed, composed of men and women representing employers and employees in equal numbers and the public, for the purpose of discussing problems relating to employment service and insuring impartiality in the solution of such problems. The Federal Advisory Council for the United States Employment Service is made up of 15 representatives of employers, 15 representatives of employees, and 35 representatives of the public. The council held a meeting in Washington on February 26, 1935, and discussed participation in the work program for dependent unemployed, participation in the administration of unemployment insurance, and the method of selection of qualified personnel for employment offices.

Each State employment service is required to have a representative State advisory council appointed with the approval of the Director of the United States Employment Service. On June 30, 1935, there were 24 such councils, having a total membership of 337 persons.

Each council meets at least twice a year, and the minutes of all meetings are submitted to the United States Employment Service.

Local advisory councils were organized in 39 cities, with a total membership of 514 persons.

### Occupational Research Program

One of the major purposes of the Occupational Research Program is to furnish the public employment offices with operating tools that will facilitate the conduct of their activities in the selection and placement of workers.

The program falls into three parts: (1) An analysis of jobs in selected industries, (2) an analysis of the qualifications of workers, and (3) a study of the possibility of transfer of skills from one industry to another. In the job analysis project approximately 1,300 occupations were analyzed during the past year. They were divided as follows: Laundry Industry, 42 occupations; Cotton Textile Industry, 81 occupations; Automobile Manufacturing Industry, 286 occupations; and the Construction Industry, 900 occupations. The job specifications for the Laundry and Cotton Textile Industries were published, and the remaining were in readiness for printing at the close of the fiscal year.

The workers on the second part of the program, known as the "Worker Analysis group", expended efforts in the determination of what factors, characteristics, or qualities, and what combinations of them, go together to make an individual successful in any given task situation. The various techniques developed were tried out in part in a special worker analysis division operated in the District of Columbia Public Employment Center.

The third part of the Occupational Research Program concerned itself with the possibilities of uncovering jobs in one industry that may parallel or coincide with jobs in another. This study was based on the realization that many of those now unemployed because of technological changes may never find jobs in which they have had experience unless it can be shown definitely that with little or no additional training shifts can be made from one of these jobs to a similar job in another industry.

Plans were completed late in June 1935 to expand the Occupational Research Program in the field to 11 centers—Newark, N. J.; Baltimore, Md.; Richmond, Va.; Buffalo, N. Y.; Atlanta, Ga.; Birmingham, Ala.; Chattanooga, Tenn.; Dallas, Tex.; St. Louis, Mo.; Cincinnati, Ohio; and San Francisco, Calif. Similar projects, which were organized by the State Employment Service in New York and the National Reemployment Service in Minnesota, were scheduled to work in close cooperation with the central program.

It is hoped that this expanded program not only will make available useful tools to aid in the operation of the Employment Service, but also by scattering the activities throughout the States will familiarize the Employment Service organization with the techniques and procedures for the development and maintenance of job specifications and worker analyses. These will insure a firm foundation for more efficient and reliable registration and placement of workers.



### Responsibilities under the Works Progress Administration

On April 8, 1935, the Congress passed a joint resolution known as "The Emergency Relief Appropriation Act of 1935," (Pub., No. 11, 74th Cong.). There followed various Executive orders, particularly Executive Order No. 7083, dated June 24, 1935, which provided that all persons employed on projects financed in whole or in part under the Emergency Relief Appropriation Act of 1935, unless otherwise exempted, shall be certified by employment agencies designated by the United States Employment Service, and that at least 90 percent of the persons so employed shall be taken from the public relief rolls. This development has necessitated the expansion of Employment Service activities and the cooperative development of techniques for registering all employable persons on relief and certifying their eligibility. This expansion was just getting under way at the close of the fiscal year.

### Employment inquiries

The United States Employment Service receives a large number of inquiries concerning opportunities for employment. During the past fiscal year a total of 33,538 such letters were received and answered.

### Statistical record of employment office activities

The following table summarizes the activities of the United States Employment Service in each State for the fiscal year ended June 30, 1935:

TABLE 1.—Total activities by States, National Reemployment Service and State employment services, fiscal year July 1, 1934-June 30, 1935

State	New applica- tions	Placements	Active file, June 30, 1935	Field visits to employers
Alabama..... N. R. S.	76,499	42,662	110,658	15,451
Arizona..... N. R. S.	17,751	14,392	25,361	5,595
..... S. E. S.	12,533	4,943	10,841	1,190
Arkansas..... N. R. S.	82,808	60,714	90,697	26,412
California..... N. R. S.	75,462	77,071	55,143	35,428
..... S. E. S.	170,821	154,230	86,541	4,255
Colorado..... N. R. S.	25,091	24,166	33,550	7,442
..... S. E. S.	15,746	8,725	34,839	1,720
Connecticut..... N. R. S.	13,725	10,713	17,268	3,520
..... S. E. S.	49,207	25,941	34,649	6,337
Delaware..... N. R. S.	7,928	10,508	11,763	1,443
Florida..... N. R. S.	50,859	56,244	89,368	36,373
Georgia..... N. R. S.	109,386	57,314	226,918	48,136
Idaho..... N. R. S.	15,440	25,351	31,417	7,489
Illinois..... N. R. S.	55,781	59,170	112,833	41,930
..... S. E. S.	171,615	79,696	94,815	24,413
Indiana..... N. R. S.	28,899	22,828	80,051	7,297
..... S. E. S.	61,644	34,180	76,730	19,949
Iowa..... N. R. S.	29,103	45,866	47,955	23,361
..... S. E. S.	26,789	22,624	35,074	9,071
Kansas..... N. R. S.	41,702	45,853	125,897	21,412
..... S. E. S.	13,672	14,367	32,999	2,394
Kentucky..... N. R. S.	37,812	31,460	113,584	12,825
Louisiana..... N. R. S.	7,668	7,584	( <sup>1</sup> )	1,251
..... S. E. S.	42,882	18,410	157,367	3,461
Maine..... N. R. S.	18,331	12,046	23,641	894
Maryland..... N. R. S.	50,666	30,254	84,595	14,148
Massachusetts..... N. R. S.	38,285	27,743	132,773	12,781
..... S. E. S.	59,851	24,507	81,437	6,667
Michigan..... N. R. S.	31,619	28,070	129,763	10,771
..... S. E. S.	445,584	20,438	( <sup>2</sup> )	4,847

<sup>1</sup> Not reported for July through December and April.

<sup>2</sup> Not reported for July through December.

<sup>3</sup> Not reported for July through April.

<sup>4</sup> Discontinued as N. R. S. Aug. 31.

<sup>5</sup> Detroit new applications not reported for October.

<sup>6</sup> S. E. S. discontinued May 15.

TABLE 1.—Total activities by States, National Reemployment Service and State employment services, fiscal year July 1, 1934–June 30, 1935—Continued

State		New applica- tions	Placements	Active file, June 30, 1935	Field visits to employers
Minnesota.....	N. R. S.	45,037	91,172	59,859	39,875
	S. E. S.	50,942	44,644	28,717	38,590
Mississippi.....	N. R. S.	37,053	50,309	103,272	16,723
Missouri.....	N. R. S.	85,026	75,156	164,105	9,391
	S. E. S.	74,533	22,463	48,915	13,348
Montana.....	N. R. S.	18,543	53,798	31,884	11,925
Nebraska.....	N. R. S.	35,740	60,601	73,740	23,997
Nevada.....	N. R. S.	3,695	6,416	2,816	1,750
	S. E. S.	7,582	5,744	2,549	816
New Hampshire.....	N. R. S.	11,514	20,090	14,504	2,584
	S. E. S.	5,270	3,350	10,409	2,050
New Jersey.....	N. R. S.	36,254	13,635	44,623	4,694
	S. E. S.	136,125	32,719	189,165	14,743
New Mexico.....	N. R. S.	14,512	17,627	27,906	4,613
	S. E. S.	1,365	1,344	7,745	318
New York.....	N. R. S.	138,047	64,847	295,792	30,987
	S. E. S.	314,219	91,144	460,360	24,354
North Carolina.....	N. R. S.	79,329	74,622	97,813	27,186
North Dakota.....	N. R. S.	19,696	26,011	31,807	5,530
Ohio.....	N. R. S.	73,565	59,782	130,516	38,141
	S. E. S.	168,675	69,094	113,431	10,076
Oklahoma.....	N. R. S.	27,260	31,180	58,735	15,105
	S. E. S.	13,606	16,764	12,962	2,727
Oregon.....	N. R. S.	21,976	36,911	26,054	8,357
	S. E. S.	6,880	6,307	57,913	1,050
Pennsylvania.....	N. R. S.	202,606	126,581	459,020	39,317
	S. E. S.	442,093	94,961	689,171	31,789
Rhode Island.....	N. R. S.	16,569	10,333	43,900	5,127
South Carolina.....	N. R. S.	47,655	59,878	133,262	55,514
South Dakota.....	N. R. S.	18,818	34,319	61,252	9,080
Tennessee.....	N. R. S.	69,026	32,201	214,398	12,933
Texas.....	N. R. S.	184,100	151,476	257,463	81,950
	N. R. S.	15,455	31,293	35,112	11,447
Utah.....	N. R. S.	10,241	11,254	14,910	6,323
Vermont.....	N. R. S.	50,023	55,761	91,037	16,999
Virginia.....	N. R. S.	9,226	6,316	11,783	374
	S. E. S.	37,958	45,063	160,559	9,848
Washington.....	N. R. S.	41,532	27,582	96,394	11,635
West Virginia.....	N. R. S.	9,797	5,441	22,274	577
	S. E. S.	28,152	37,509	32,942	11,037
Wisconsin.....	N. R. S.	67,776	38,344	44,160	5,177
	S. E. S.	8,387	12,324	5,794	2,843
Wyoming.....	N. R. S.	1,431	1,015	4,817	8,419
	S. E. S.	25,025	12,469	(?)	6,027
District of Columbia.....	N. R. S.	12,670	7,563	45,634	523
	S. E. S.				
United States.....		4,117,144	2,781,732	6,713,047	1,094,842

† Discontinued as N. R. S. Mar. 31.

During this period the employment offices registered and classified occupationally 4,117,144 new applicants and made 2,781,732 placements in gainful employment. In addition, the Service participated in making 688,138 placements on works relief projects.

Representatives of the Employment Service made 1,094,842 field visits to employers to secure available work opportunities for those registered.

Affiliated State offices registered 1,898,934 of the new applicants and made 756,783 of the total placements. The National Reemployment Service offices registered 2,218,210 new applicants and made 2,024,949 placements.

As of June 30, 1935, 6,713,047 persons were actively seeking employment through the facilities of the offices; 2,395,303 through the State employment services, and 4,317,744 through the National Reemployment offices.

Respectfully submitted.

W. FRANK PERSONS, *Director.*

## OFFICE OF THE SOLICITOR

CHARLES E. WYZANSKI, Jr., *Solicitor*

To the SECRETARY OF LABOR:

The general scope of the work of the Solicitor's Office during the fiscal year 1935 can be summarized conveniently in eight categories:

1. *Preparation of opinions, memoranda, and correspondence interpreting laws administered by the Department of Labor.*—The largest part of this work relates to immigration, naturalization, the United States Employment Service, and the internal administration of the Department. On novel cases the legal advice of the Solicitor's Office is generally sought; and on all cases which affect the Department of Labor and which are to be reviewed in an appellate court, it is customary for the Solicitor's Office to prepare, upon request, a summary of its views for the use of the Department of Justice.

2. *Approval of bonds and contracts in which the Department of Labor has an interest.*—The inspection and approval of bonds and contracts take much of the time of one lawyer; but the problems are rarely difficult, with the exception of such contracts as are now permitted by the act to authorize the Department of Labor to make special statistical studies (48 Stat. 582, extended by Public, No. 34, 74th Cong.).

3. *Formulation and revision of departmental and bureau regulations, and of proposed Executive orders.*—During the fiscal year 1935 the drafting of regulations and orders has acquired a new significance. Orders such as those relating to the textile boards and the apprentice-training program required economic as well as legal study; and even the ordinary run of regulations sometimes presented difficult problems of statutory interpretation, as was the case with those which concerned the act of May 24, 1934, to amend the law relative to citizenship and naturalization (48 Stat. 797).

4. *Assistance in the preparation of legislation.*—This was the most important single function of the Solicitor's Office during the fiscal year 1935. The Assistant Solicitor, Mr. Eliot, served as counsel for the Committee on Economic Security, and his assistance to the cabinet committee, the technical committee, and the committees of Congress was very valuable. Other legislation, in the preparation of which the staff of the office was consulted, included that affecting the Central Statistical Board, the Federal Register, the Immigration and Naturalization Service, the National Industrial Recovery Act, the National Labor Relations Act, and various bills regulating Government contracts and purchases. The Solicitor and the Assistant Solicitor continued their participation in the discussions of the advisory committee drafting the nationality laws, and the office was consulted frequently with respect to State legislation intended to promote cooperation between the States and the United States Employment Service.

5. *Mediation and arbitration of labor disputes.*—Members of the Solicitor's staff were frequently called upon either to assist or to represent the Secretary of Labor in the adjustment of labor controversies. In such situations as the longshoremen's strike on the Pacific coast, the national textile strike in the fall of 1934, and the rubber strike in the spring of 1935, the lawyers of this office were utilized.

6. *Hearings and decisions involving the rate of wages on Government projects.*—Under a new departmental regulation the Solicitor's staff is directed to hold the hearings and prepare for the Secretary the draft decisions authorized by the Davis-Bacon Act (46 Stat. 1494). This field of service gives to the members of the staff an opportunity to get a first-hand acquaintance with current labor problems and at the same time insures the preparation of a legal record upon which the Secretary's decision may be based.

7. *Supervision of the cooperation between the United States and the International Labor Organization.*—The work of supervising the cooperation of the United States and the I. L. O. has been temporarily assigned to the Solicitor. Such supervision has included the preparation for the Secretary's approval of instructions to the representative of the Department in Geneva, Switzerland; the drafting of correspondence formulating departmental policy; and the planning preliminary to I. L. O. conferences and governing body sessions. The Solicitor, moreover, went to Geneva, Switzerland, during May and June 1935 as the representative of the United States at the seventy-first and seventy-second sessions of the governing body, and as an adviser to the governmental delegates at the nineteenth conference.

8. *Analysis of and advice on problems of departmental policy.*—Many questions not strictly legal in their nature have been submitted to the Solicitor or members of his staff for analysis and advice. The volume and character of the work falling within this category has increased considerably, but it is naturally not thoroughly revealed in any statistical tables.

The following tabular summary indicates in outline the written work of the office for the fiscal year ending June 30, 1935:

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

Correspondence prepared for Solicitor's signature.....	141
Correspondence prepared for Secretary's signature.....	7
Correspondence prepared for signature of other officers.....	59
Legislation drafted.....	1
Executive orders drafted.....	1
Forms drafted.....	1
Miscellaneous.....	125

Immigration and Naturalization Service—Immigration:

Correspondence prepared for Solicitor's signature.....	194
Correspondence prepared for Secretary's signature.....	18
Correspondence prepared for signature of other officers.....	349
Opinions or memoranda of law for Solicitor's signature.....	132
Legislation drafted.....	6
Regulations drafted.....	1
Forms drafted.....	9
Briefs prepared.....	1
Contracts and leases.....	695
Bonds for performance of contracts and leases.....	2

Immigration and Naturalization Service—Immigration—Continued.	
Alien bonds.....	1,501
Powers of attorney.....	1,500
Revocations of authority.....	886
Court opinions.....	36
Miscellaneous.....	446
Immigration and Naturalization Service—Naturalization:	
Correspondence prepared for Solicitor's signature.....	26
Correspondence prepared for Secretary's signature.....	3
Correspondence prepared for signature of other officers.....	26
Opinions or memoranda of law for Solicitor's signature.....	17
Legislation drafted.....	2
Regulations drafted.....	2
Briefs prepared.....	3
Miscellaneous.....	244
United States Employment Service:	
Correspondence prepared for Solicitor's signature.....	21
Correspondence prepared for Secretary's signature.....	6
Correspondence prepared for signature of other officers.....	117
Opinions or memoranda of law for Solicitor's signature.....	13
Legislation drafted.....	5
Executive orders drafted.....	1
Contracts and leases.....	19
Miscellaneous.....	83
Bureau of Labor Statistics:	
Correspondence prepared for Solicitor's signature.....	13
Correspondence prepared for Secretary's signature.....	4
Correspondence prepared for signature of other officers.....	7
Opinions or memoranda of law for Solicitor's signature.....	2
Legislation drafted.....	4
Executive orders drafted.....	1
Regulations drafted.....	2
Forms drafted.....	5
Contracts and leases.....	10
Miscellaneous.....	25
Davis-Bacon law (46 Stat. 1494; 49 U. S. C. sec. 276(a)):	
Correspondence prepared for Solicitor's signature.....	144
Correspondence prepared for Secretary's signature.....	68
Correspondence prepared for signature of other officers.....	82
Opinions or memoranda of law for Solicitor's signature.....	1
Legislation drafted.....	5
Regulations drafted.....	3
Forms drafted.....	5
Miscellaneous.....	221
National Recovery Administration (48 Stat. 195; 15 U. S. C. sec. 701):	
Correspondence prepared for Solicitor's signature.....	60
Correspondence prepared for Secretary's signature.....	8
Correspondence prepared for signature of other officers.....	29
Legislation drafted.....	3
Executive orders drafted.....	5
Regulations drafted.....	2
Forms drafted.....	3
Miscellaneous.....	87
Labor relations boards:	
Correspondence prepared for Solicitor's signature.....	108
Correspondence prepared for Secretary's signature.....	36
Correspondence prepared for signature of other officers.....	25
Legislation drafted.....	1
Executive orders drafted.....	16
Miscellaneous.....	162

Public Works Administration (National Industrial Recovery Act, sec. 201(a)) :	
Correspondence prepared for Solicitor's signature.....	23
Correspondence prepared for Secretary's signature.....	5
Correspondence prepared for signature of other officers.....	15
Opinions or memoranda of law for Solicitor's signature.....	2
Legislation drafted.....	2
Regulations drafted.....	4
Miscellaneous.....	49
Other emergency activities:	
Correspondence prepared for Solicitor's signature.....	3
Correspondence prepared for Secretary's signature.....	2
Miscellaneous.....	3
State laws (including work on proposed interstate compacts) :	
Correspondence prepared for Solicitor's signature.....	24
Correspondence prepared for Secretary's signature.....	3
Correspondence prepared for signature of other officers.....	7
Legislation drafted.....	7
Miscellaneous.....	120
Federal laws (including work on economic security legislation) :	
Correspondence prepared for Solicitor's signature.....	150
Correspondence prepared for Secretary's signature.....	119
Correspondence prepared for signature of other officers.....	306
Legislation drafted.....	78
Miscellaneous.....	706
Conciliation and mediation in labor disputes:	
Correspondence prepared for Solicitor's signature.....	149
Correspondence prepared for Secretary's signature.....	54
Correspondence prepared for signature of other officers.....	73
Executive orders drafted.....	6
Miscellaneous.....	1, 079
Children's Bureau:	
Correspondence prepared for Solicitor's signature.....	1
Contracts.....	1
Division of Labor Standards:	
Correspondence prepared for Solicitor's signature.....	1
Miscellaneous.....	5
Women's Bureau:	
Correspondence prepared for Solicitor's signature.....	3
Correspondence prepared for signature of other officers.....	1
Legislation drafted.....	2
Miscellaneous.....	18
International Labor Organization:	
Correspondence prepared for Solicitor's signature.....	312
Correspondence prepared for Secretary's signature.....	77
Correspondence prepared for signature of other officers.....	79
Legislation drafted.....	11
Miscellaneous.....	378
Miscellaneous:	
Correspondence prepared for Solicitor's signature.....	308
Correspondence prepared for Secretary's signature.....	31
Correspondence prepared for signature of other officers.....	147
Legislation drafted.....	4
Executive orders drafted.....	1
Miscellaneous.....	170
Total.....	12, 385

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

**OFFICE OF THE CHIEF CLERK**

SAMUEL J. GOMPERS, *Chief Clerk*

To the SECRETARY OF LABOR:

A continued increase is noted in the work of all branches of the office of the Secretary, a summary of which follows:

**Division of Accounts**

The Division of Accounts, under the direction of the Chief Accountant, makes all deposits of collections and supervises the accounting work of the Department.

Under the operation of the immigration permit, the immigration registration, and the certificate of arrival fee systems, during the fiscal year approximately 306,778 remittances, aggregating \$892,373, were received as against 249,388 remittances, aggregating \$1,142,640, handled in 1934.

*Appropriations.*—For the fiscal year ended June 30, 1935, the appropriations by Congress to the Department and its services were as follows:

Salaries, office of the Secretary.....	\$224, 445. 00	
Transferred to Division of Disbursement.....	7, 200. 00	
	\$217, 245. 00	
Promotion of health, safety, and employment.....	73, 685. 00	
Transferred to Bureau of Labor Statistics.....	8, 700. 00	
	64, 985. 00	
Contingent expenses, Department of Labor.....	53, 000. 00	
Transferred from salaries and expenses, Im-		
migration and Naturalization Service.....	36, 500. 00	
	89, 500. 00	
Transferred to Division of Disbursement.....	150. 00	
	89, 350. 00	
Printing and binding, Department of Labor.....	185, 865. 00	
Transferred from salaries and expenses, Im-		
migration and Naturalization Service.....	15, 000. 00	
	200, 865. 00	
Transferred to Division of Disbursement.....	350. 00	
	200, 515. 00	
Salaries and expenses:		
Commissioners of Conciliation.....		191, 071. 00
Bureau of Labor Statistics.....	\$552, 865. 00	
Transferred from promotion of health, safety,		
and employment.....	8, 700. 00	
	561, 565. 00	
Investigation of the cost of living.....		146, 566. 80
Salaries and expenses, Immigration and Nat-		
uralization Service.....	\$8, 966, 423. 00	
Transferred to contingent expenses.....	\$36, 500	
Transferred to printing and binding.....	15, 000	
	51, 500. 00	
		8, 914, 923. 00
Immigration stations.....		25, 000. 00
Salaries and expenses:		
Children's Bureau.....		355, 710. 00
Women's Bureau.....		147, 613. 00

U. S. Employment Service, Department of Labor	\$3,707,352.00	
Transferred to working fund, Labor, Bureau of Labor Statistics	26,770.00	\$3,680,582.00
Salaries and expenses, U. S. Housing Corporation		9,381.00
California Pacific International Exposition		9,000.00
Chicago World's Fair Centennial Celebration		15,476.65
Contingent expenses, Department of Labor (1935-36)		2,500.00
Payment to officers and employees of the United States in foreign countries due to appreciation of foreign currencies (Labor)		57,700.00
Naturalization fees, publishing citizenship textbooks		3,394.55
Total		14,692,578.00

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

National Industrial Recovery, Labor:		
Employment		\$1,800,000.00
Conciliation Service		100,000.00
National Labor Relations Board	\$1,027,614.79	
Transferred to working fund, Labor, Bureau of Labor Statistics	7,500.00	
		1,020,114.79
National Industrial Recovery, Labor:		
National Steel Relations Board		58,500.00
National Longshoremen's Labor Board		25,000.00
National Industrial Recovery, National Recovery Administration (transfer to Labor)		800.00
U. S. Employment Service, Department of Labor, emergency activities	\$2,000,000.00	
Transferred to Bureau of Labor Statistics, working fund	\$25,000	
Transferred to Division of Disbursement	2,000	
		27,000.00
		1,973,000.00
Emergency Relief and Public Works, Labor:		
Textile Labor Relations Board		240,500.00
Bureau of Labor Statistics, investigation of textile industry		112,500.00
Bureau of Labor Statistics, compilation of pay-roll statistics		40,000.00
Bureau of Labor Statistics, investigation of price control and price fixing		20,000.00
Public Works Administration, allotment to Labor:		
Bureau of Labor Statistics		26,000.00
U. S. Employment Service	\$2,000,000.00	
Transferred to Bureau of Labor Statistics, working fund	59,230.00	
		1,940,770.00
Working Fund, Labor:		
Women's Bureau (N. R. A.—P. W. A.)		3,500.00
Bureau of Labor Statistics (National Labor Relations Board.—National Industrial Recovery)		7,500.00
Bureau of Labor Statistics (N. R. A.—P. W. A.)		81,395.51
Bureau of Labor Statistics:		
Transferred from U. S. Employment Service	\$26,770.00	
Transferred from U. S. Employment Service, emergency activities	25,000.00	
Transferred from Public Works Administration, allotment to Labor, U. S. Employment Service	59,230.00	
		111,000.00
		7,560,580.30



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

Office of the Secretary:			
Salaries, 1935	-----	\$212,622.49	
Contingent expenses:			
1933	-----	20.45	
1934	-----	19,604.06	
1935	-----	69,773.35	
1935-36	-----	2,300.00	
Printing and binding:			
1933	-----	2,873.01	
1934	-----	69,215.41	
1935	-----	142,154.21	
Promotion of health, safety, and employment, 1935		43,701.63	
Salaries and expenses Commissioner's of Conciliation:			
1933	-----	3.50	
1934	-----	8,361.56	
1935	-----	175,928.59	
Chicago World's Fair Centennial Celebration, 1934-35		14,024.50	
California Pacific International Exposition, 1935-36		5,484.73	
			\$766,067.49
Bureau of Labor Statistics:			
Salaries and expenses:			
1933	-----	6.55	
1934	-----	7,119.05	
1935	-----	534,421.03	
Investigation of cost of living		132,216.07	
			673,762.70
Immigration and Naturalization Service:			
Salaries and expenses:			
Bureau of Immigration, 1933		79.21	
Bureau of Naturalization, 1933		18.28	
Immigration and Naturalization Service, 1934		578,660.82	
Immigration and Naturalization Service, 1935		8,306,669.77	
Naturalization fees, publishing citizenship textbooks, 1935		3,394.55	
Immigration stations:			
1934	-----	5,314.90	
1935	-----	20,581.49	
			8,914,719.02
Children's Bureau:			
Salaries and expenses:			
1934	-----	6,694.45	
1935	-----	335,937.06	
			342,631.51
Women's Bureau:			
Salaries and expenses:			
1934	-----	2,493.57	
1935	-----	144,362.86	
			146,856.43
Employment Service:			
Employment Service:			
1933	-----	6.15	
1934	-----	3.00	
U. S. Employment Service:			
1934	-----	598,349.26	
1935	-----	1,797,247.71	
			2,395,606.12
U. S. Housing Corporation:			
Salaries and expenses, 1935			8,798.30

Payment to officers and employees of the United States in foreign countries due to appreciation of foreign currencies (Labor) 1934-35-----	\$21, 902. 36
Grand total-----	13, 270, 343. 93

The following expenditures were made from emergency appropriations:

Working fund, Department of Labor:	
Civil Works (Employment)-----	\$12, 233. 27
Civil Works (Conciliation)-----	1, 395. 73
Civil Works (Labor Statistics)-----	7, 232. 30
National Industrial Recovery (Conciliation)-----	10, 572. 28
Labor Statistics (transfer from Employment Service)-----	71, 086. 59
Labor Statistics (National Labor Relations Board)-----	6, 827. 59
Labor Statistics (N. R. A.—P. W. A.)-----	60, 769. 15
Women's Bureau (N. R. A.—P. W. A.)-----	3, 450. 78
Emergency Relief and Public Works:	
Labor Statistics (investigation of price control)-----	13, 649. 51
Labor Statistics (compilation of pay-roll statistics)-----	23, 103. 97
Labor Statistics (investigation of textile industry)-----	110, 554. 52
Textile Labor Relations Board-----	209, 075. 29
Public Works Administration, allotment to Labor:	
U. S. Employment Service-----	1, 933, 798. 78
Bureau of Labor Statistics-----	23, 156. 84
National Industrial Recovery, Labor:	
Immigration-----	122, 602. 04
Employment-----	1, 140, 405. 68
Bureau of Labor Statistics-----	3, 034. 90
Conciliation-----	60, 637. 91
Secretary's office-----	15, 524. 77
National Labor Relations Board-----	627, 261. 92
Steel Labor Relations Board-----	43, 032. 62
National Longshoremen's Labor Board-----	24, 997. 49
U. S. Employment Service, Department of Labor, emergency activities-----	1, 970, 861. 60
Total-----	6, 500, 315. 53

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

Immigration fees-----	\$25, 230. 00
Immigration permits-----	3, 306. 20
Naturalization fees-----	70, 563. 41
Immigration overtime service-----	60, 609. 85
	159, 709. 46

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

By special disbursing agents-----	\$132, 208. 77
Claims settled by the office of the Comptroller General-----	1, 231, 864. 61
	1, 364, 073. 38

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

Immigration and Naturalization Service:	
Naturalization fees-----	\$1, 749, 372. 16
Head tax-----	829, 076. 01
Fines-----	45, 749. 90

## Immigration and Naturalization Service—Continued.

Reentry permits and extensions.....	\$208,729.28
Immigration fees (registry).....	91,870.00
Forfeiture of bonds.....	15,470.55
Sales of exclusive privileges.....	356.00
Expenses of deporting aliens—reimbursed.....	158.22
Sales of Government property.....	3,122.23
Miscellaneous collections.....	621.42
Rents—buildings and grounds.....	210.00
Coin-box collections.....	440.03
Collections on account of hospital expenses of persons de- termined in hospitals of the Public Health Service under the immigration laws and regulations.....	31,136.75
Moneys due individuals whose whereabouts are unknown....	400.90
Moneys received from unknown persons.....	4.05
Reimbursement of immigration judgment costs.....	1,424.96
<b>Total receipts.....</b>	<b>2,978,142.46</b>

## Appointment Division

*Officers and employees.*—The number of officers and employees of the Department of Labor on July 1, 1935, was 8,947, as compared with 4,782 on July 1, 1934. In 1935 there were 197 cooperating employees at the nominal salary of \$1 per annum and 229 employees of other departments holding nominal appointment in this Department and serving without compensation, distributed as follows: 215 Treasury Department, 2 Public Health, 1 Post Office, and 11 Department of Justice. In 1934, 196 employees were serving without compensation, and 193 at \$1 per annum. Eliminating the \$1-per-annum employees and those serving without compensation, numbering 426, 8,521 officers and employees were on the rolls on July 1, 1935. This force is divided as follows: 1,357 in the District of Columbia and 7,164 in the field.

*Number of officials and employees of the Department of Labor on July 1, 1935, as compared with July 1, 1934*

Bureaus	July 1, 1935			July 1, 1934	Increases (+) or decreases (-)
	In Dis- trict of Columbia	Field	Total		
Office of the Secretary.....	116	3	119	87	+32
Conciliation Service.....	8	40	48	147	+1
Bureau of Labor Statistics.....	358	69	2,427	3,318	+109
Children's Bureau.....	131	159	4,290	5,268	+22
Immigration and Naturalization.....	267	3,702	6,969	7,534	+435
Women's Bureau.....	59	1	60	59	+1
U. S. Employment Service.....	238	352	5,590	4,466	+1,124
U. S. Housing Corporation.....	3		3		
Emergency employees.....	177		177		+177
National Reemployment Service.....		3,264	3,264		+3,264
<b>Total.....</b>	<b>1,357</b>	<b>7,590</b>	<b>8,947</b>	<b>4,782</b>	<b>+4,165</b>

<sup>1</sup> Includes 3 at \$1 per annum.

<sup>2</sup> Includes 21 at \$1 per annum, 3 being in the District of Columbia.

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

<sup>4</sup> Includes 134 at \$1 per annum, 2 being in the District of Columbia.

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

<sup>6</sup> Includes 1 at \$1 per annum and 229 without compensation.

<sup>7</sup> Includes 2 at \$1 per annum and 196 without compensation.

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

<sup>9</sup> Includes 40 at \$1 per annum.

<sup>10</sup> Includes 29 at \$1 per annum.

*Transfers.*—Fifty persons were transferred from other departments to the Department of Labor and 32 from this to other departments. Also there were 102 reinstatements, 18 dismissals under charges, 179 resignations, and 24 deaths in the Department during the year.

*Retirements.*—During the fiscal year 31 employees were retired and 102 made application for refund of deductions, the total of refunds being \$36,129.87.

#### Division of Publications and Supplies

*Printing and binding.*—The appropriation for printing and binding for the fiscal year 1935 was \$169,000, to which was added the sum of \$16,865 to cover the 40-hour week (Public, No. 141, 73d Cong.). This amount was further augmented during the year by the transfer of \$15,000 from the Immigration and Naturalization Service, making a total of \$200,865. Of this amount, \$350 was transferred to the Treasury Department, leaving a balance of \$200,515 available for the printing and binding of the Department.

Bills have been paid to the amount of \$147,524.53 for completed work for the fiscal year, leaving a balance of \$52,990 to provide for uncompleted work at the Government Printing Office. During the year 1,802 requisitions were sent to the Public Printer, an increase of 468 over last year. Of this number, 274 requisitions were made to cover printing and binding for the United States Employment Service to the amount of \$209,729.65.

*Publications.*—An aggregate of 1,832,546 copies of publications were distributed during the year, of which number 408,430 were sent on mailing lists of the Superintendent of Documents, and 1,424,116 on franks.

*Supplies.*—Requisitions to the number of 5,363 required the writing of 5,765 orders, covering 8,946 items at an expenditure of \$304,456.95, an increase of approximately 50 percent over expenditures for the previous year.

*Contingent allotment.*—The total appropriation for contingent expenses for the Department for the fiscal year 1935 was \$78,000. This amount was added to by the transfer of \$11,500 from the Immigration and Naturalization Service, making a sum of \$89,500 available for this purpose. Of this amount, \$150 was transferred to the Treasury Department, leaving a balance available for expenditure of \$89,350.

A sufficient amount remains in the contingent fund at the close of the fiscal year to provide for all outstanding obligations.

Respectfully submitted.

SAMUEL J. GOMPERS,  
*Chief Clerk.*



## DIVISION OF LABOR STANDARDS

VERNE A. ZIMMER, *Director*

To the SECRETARY OF LABOR:

The Division of Labor Standards was given, among its first functions, certain activities that had been carried on in the Department, including the administration of Executive orders on handicapped workers and home workers, the formulation of safety codes in consultation with code authorities for adoption by industries operating under codes, and the holding of regional conferences to consider State labor legislation.

To these activities have been added those functions that can be clearly counted as rendering definite assistance to the States in their programs of labor legislation.

### **Certificating of handicapped and home workers**

During the early months of the Division's history, the supervision of the issuance of certificates of exception to N. R. A. code minimum wage and home-work provisions in the individual States, previously one of the functions of the Secretary's Committee on Minimum Wage, was lodged with the Division and, until after the Supreme Court decision applying to the National Recovery Act, this particular piece of work was extremely heavy. It required constant contact with the National Recovery Administration and with the State agencies, usually the State labor department, authorized by the United States Department of Labor to issue the certificates. While, with the Schechter decision, all need for these services was eliminated, the Division has found that the supervision of this activity strengthened a relation between the United States Department of Labor and the State labor departments, which finds active expression in the many requests for continued advice and assistance in other fields of labor problems and of labor-law administration.

### **Program of apprentice training**

Exceptions to N. R. A. code minimum-wage provisions were also permitted in connection with a formal program of apprentice training. Supervision of this program was vested in the Federal Committee on Apprentice Training, of which the Assistant Director of the Division of Labor Standards was chairman; and this committee has been designated by the National Youth Administration as the agency to administer the apprentice phase of its program.

### **Program of safety and health**

Safety and health activities began to take definite form with the appointment by the Secretary of Labor, January 15, 1935, of the Advisory Committee to the Division of Labor Standards, composed

of Cyril Ainsworth, American Standards Association; W. H. Cameron, National Safety Council; John Frey, American Federation of Labor; Thomas P. Kearns, Ohio Industrial Commission; Dr. R. R. Sayers, United States Public Health Service; A. W. Whitney, National Bureau of Casualty & Surety Underwriters; W. H. Winans, Union Carbide Co.

A safety engineer assumed his duties on March 1. The first meeting of the advisory committee was held on March 1 and a second meeting in June. This committee is rendering valuable service in the development of the program.

Previously, a request had been made to the Secretary of Labor by the Central Labor Council of Boulder City for an investigation of safety and health activities at Boulder Dam. With the approval of Secretary Ickes, a special representative of the Division of Labor Standards was appointed to make the inspection. A report was submitted to Secretary Ickes, and copies were sent to each construction engineer of the Bureau of Reclamation and to all contractors on reclamation projects. Subsequently, and in conformity with the recommendations of this report, a safety engineer was appointed at Boulder Dam.

A similar safety survey was made of Grand Coulee Dam by the safety engineer. A report was rendered to the Reclamation Service, which resulted in a decision by the Service to employ safety engineers on the Grand Coulee and Casper-Alcova projects.

The most important element in the safety and health program consists in rendering service to State departments of labor for the purpose of improving standards and administrative procedure regarding accident prevention and occupational disease work.

Efforts to secure the adoption of better standards for safety and health, and improved inspection and enforcement on the part of State administrative agencies, require, first of all, research into existing conditions in the States. Forty-four States have furnished this information, including, in every case, their safety and health regulations. In many cases this information was obtained directly from the departments by representatives of this Division in the field, and thus a better understanding was obtained of existing regulations and techniques of enforcement. The data so obtained are being compiled, comparisons are being made, and the material furnished to the States. Specific service has been rendered to a number of States, and suggestions, through field visits, have been made for the improvement of both standards and administrative procedure.

The enlistment of the efforts of organized-labor groups in the interest of worker education and for the purpose of obtaining concerted action toward the adoption of improved legislation on safety and health constitutes one of the most important elements of this program. Efforts during this brief period were confined primarily to the furnishing of statistics and information to the American Federation of Labor and the United Mine Workers, and to arrangements for exhibits at safety conferences in North Carolina and Virginia and at State federation of labor meetings in Mississippi, North Carolina, and South Carolina.

While accident and health work is conducted almost entirely in the interest of the worker, the major responsibility rests with the employer, and successful results depend primarily upon effectiveness with this group. On March 28 the Division of Labor Standards assumed the responsibility for the work of the Committee on Standards for Safety and Health in N. R. A. codes, appointed by the Secretary of Labor. The drafting of safety and health standards for hundreds of codes have provided an excellent entree and relationship with employer groups. This has resulted in conferences with various trade associations, such as the Associated General Contractors, Manufacturing Chemists Association, American Trucking Association, and many others, relative to the inauguration, on a voluntary basis, of accident-prevention programs on an industry-wide scale.

It is necessary that the Federal Government do an exemplary job of accident prevention among its own employees and also on projects under the control of, or financed by, the Federal Government so that recommendations to the States, to employers, and employees may rest on a firm foundation. Efforts were therefore made to enlist the interest and obtain action from Federal officials so that accident prevention and health programs might be inaugurated. Plans were drafted and progress made on obtaining discussion of the Federal-employee problem in a Cabinet meeting. The President's sanction was obtained and work done which later led to the calling of a conference of the heads of major divisions of government to discuss this problem. In addition, attempts were made, some of which were later successful, to obtain the appointment of liaison men in emergency organizations conducting work-relief projects and safety men on projects under Federal control.

It has been necessary to expend continuous efforts toward building an adequate library of information on all health and safety standards, since this material has not been easily accessible.

Work was begun on the preparation, for distribution, of simple and brief pamphlets on occupational diseases containing suggestions on prevention for employees and employers. A chart containing a complete analysis of occupational disease coverage under workmen's compensation acts in all States, in the Canadian Provinces, and in England has been completed and many requests fulfilled.

As a result of the exhibit work, and in answer to requests received by mail, hundreds of pamphlets and other items of information on accident prevention and occupational-disease prevention have been sent out continuously.

The division has participated in the work of the American Standards Association through service on committees, and has worked cooperatively with organizations such as the Public Health Service, Bureau of Mines, National Safety Council, various State and city organizations, and the International Association of Industrial Accident Boards and Commissions. A particularly intimate working relationship has been effected with the American Standards Association that should aid in the more rapid development of standards of safety and health.



### Preparation of suggested standard drafts of labor laws

It is important that those in a State who are interested in securing specific labor laws should have knowledge both of similar legislation existing in other States and of the administrative experience under such legislation. The Division of Labor Standards offers such service, following, in general, the procedure here outlined.

An analysis is being made of existing statutes on the subject under consideration. The Division obtains from State labor administrators their experience under these laws, pointing out both their strength and their weaknesses. A description of the administrative procedure is also obtained, with suggestions based on practical experience.

From this material a tentative draft of the bill is prepared and submitted to State labor department officials for criticism. After this a draft is prepared for submission to legal authority, and it is then available for use as a basis for bills that can be adapted to the particular needs of individual States.

A suggested standard draft on hours of labor for men and women has been prepared; and studies are being made looking toward the preparation of suggested drafts on payment of wages, collection of wage claims, 1 day of rest in 7, mediation and arbitration, and other measures of basic importance.

The bill-drafting service also extends to the drafting of individual bills for local use upon the specific request of a State labor department or a group of interested persons.

### Analysis and summary of labor legislation

The Division is engaged in making a careful analysis and summary of the labor legislation introduced into the 44 States whose legislatures are convening during this year, using as basic material what is believed to be a fairly complete file of labor bills introduced, with reports of progress and final action. The material so secured is available to all bureaus of the Department in order that each may follow the activities of the States in connection with the labor standards in which each is particularly interested. The Division plans to publish a summary of achievements in labor legislation that will be of service, it is hoped, to many organizations and groups interested in furthering higher labor standards.

In addition to this general analysis, many requests have been received for the analysis of specific bills whose introduction is contemplated. In such instances, the bills are carefully compared with other bills or statutes on the subject, the experience of other States in the specific field is sought, and the total findings are submitted to the person or persons making inquiry.

The division has analyzed and summarized legislation relating to the following subjects: Industrial home work, minimum wage, seating, night work, payment of wages and wage claim collection, 1 day of rest in 7, hours of employment, organization of State departments of labor, child labor, workmen's compensation, safety, and health. In the case of certain of these topics, the analysis was made by other divisions of the Department, but even with this assistance it was not possible to analyze currently the complete list of topics which should have been included.

## Exhibits

The Secretary has assigned to the Division of Labor Standards the responsibility for assembling the exhibits of the Department of Labor. It is believed that through the functioning of a committee representing all the different bureaus and serving in an advisory capacity, plans for best illustrating the work of the entire Department can be devised.

Material used at the Century of Progress Exposition in Chicago, 1933-34, has been set up as a permanent exhibit in the Department of Labor Building.

A large exhibit has been prepared by the United States Department of Labor for the California Pacific International Exposition, which opened in San Diego, California, on May 29, 1935, and is to continue to November 11, 1935. The exhibit consists chiefly of panels illustrating the many problems touching the worker, including the services offered the immigrant by the Department of Labor, the standards suggested for the protection of children, the safeguarding of women in industry, old-age security, unemployment insurance, workmen's compensation, accident prevention, employment exchanges, cost of living, housing of workers, and the use of mediation and arbitration in the settlement of labor disputes.

Some of these panels were duplicated for exhibit at conferences held by the American Federation of Labor in Greenville, S. C., and Gulfport, Miss. The Division has received other requests for exhibits, which could not be fulfilled because the material was not yet available. It is believed that as this service of the Department becomes known, many requests will be received.

## Holding of labor conferences

The National Conference on Labor Legislation of February 1934 in its proceedings formally requested the Department of Labor to conduct conferences on matters of labor legislation and from time to time to call national conferences in order that the labor standards endorsed might be periodically reviewed, and to permit the pooling and comparing of the experiences of the various States.

The responsibility for arranging these conferences has been placed with the Division of Labor Standards. In order that those who attend may come prepared to make the greatest contribution and to receive the greatest value from such meetings, the Division endeavors to secure a consensus of opinion from those who expect to attend as to the topics to be considered. An agenda of the meeting, with such factual information as will help to constitute a background for discussion, is sent out in advance. The conferences have included both public meetings, with discussion from the floor, and round table or committee groups for the special and detailed discussion of problems of policy and administration. The final consensus of opinion, usually expressed in the form of committee reports or resolutions, forms a sound basis for a practical and desirable program of labor legislation and labor-law administration which can be recommended to the States.

A first step taken by the new division was the calling of a conference in Washington, D. C., on December 14, 1934, of the outstand-

ing public and private organizations interested in labor standards in order to have agreement upon the basic standards to be promoted as the aim for State legislation. The following organizations were represented:

American Association for Labor Legislation, American Association for Social Security, Inc., American Association of University Women, American Federation of Labor, American Federation of Teachers, American Home Economics Association, American Legislators' Association, Council of Women for Home Missions, Federal Council of Churches of Christ in America, International Association of Governmental Labor Officials, International Labour Office, National Board, Young Women's Christian Associations, National Catholic Welfare Conference, National Child Labor Committee, National Congress of Parents and Teachers, National Consumers' League, National Council of Catholic Women, National Council of Jewish Women, National Federation of Business and Professional Women's Clubs, National League of Women Voters, National Safety Council, National Women's Christian Temperance Union, National Women's Trade Union League, United States Committee on Economic Security.

Their recommendations covered hours of labor, minimum wage, child labor, industrial home work, workmen's compensation, employment service, social security, and State labor-law administration.

Other conferences for which the Division of Labor Standards has had the responsibility of arrangement have been held as follows:

A conference was held in Nashville, Tenn., January 20-21, 1935, which was attended by representatives of State labor departments, representatives of organized workers, of specialists in labor problems, and of interested civic and social organizations. The States included in this conference were Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee, Texas, and Virginia.

A national conference of representatives of organized labor was held in Washington, D. C., February 6, 1935.

In Richmond, Va., March 7, 1935, approximately 200 leaders of various organizations interested in labor legislation met for a conference with the Secretary of Labor.

A conference was held in San Francisco, Calif., March 24-25, 1935, for the States of Washington, Oregon, California, and Nevada, and was very fully attended by officials of State labor departments, representatives of organized labor, and by members of interested civic and social organizations.

Representatives of all bureaus of the Department of Labor attend these conferences and are available for consultation with those who may wish to discuss their particular problems and to secure technical assistance.

Following these conferences the Division has sent reports of proceedings and other pertinent material to those who attended in order that there may be a continuing interest in the communities participating in the various phases of labor legislation discussed.

In addition, the Division has been represented at six meetings of the Interstate Conference on Labor Compacts, and, upon request, prepared and assembled information and material for the use of the conference at a meeting at Spring Lake, N. J., June 28-29, 1935.

#### Specific services rendered by the Division of Labor Standards

During the 8 months of existence, the Division of Labor Standards has been called upon to render advice or service in almost every

State in the Union and in connection with a broad coverage of labor subjects. Many of the requests have reached us through correspondence, but it has been the experience of the Division that field trips and visits to State labor departments result in numerous inquiries and requests. The following are instances of the types of information and assistance which have been asked for:

Many requests for copies of suggested drafts of laws on a number of subjects.

Requests for analysis and constructive criticism of labor bills in order to make them more effective.

Requests from several States for suggestions for reorganized State labor departments, taking into consideration the local situation and the development of proper labor statutes.

Cooperation throughout the legislative session in States where groups of interested persons requested assistance in broad labor programs. This included frequent conferences with small committees on specific legislation, attendance in an advisory capacity at large conferences, and research on labor laws as requested.

It has been gratifying to observe that workers, both organized and unorganized, whose needs the Department of Labor had particularly in mind in the organization of this Division, have availed themselves freely of its services. Many of their requests have been filled, including requests for analyses of labor bills, preparation of drafts of labor bills, and requests for service in connection with safety and health surveys. A series of pamphlets on labor subjects of interest to workers is now in preparation.

#### PROGRAM FOR THE COMING YEAR

##### Educational program

Looking toward a more effective and uniform enforcement of labor laws, this Division is making plans for securing the cooperation of State departments of labor and of certain universities in planning brief but practical courses in the training of factory inspectors now in service. The program should be broadened subsequently to include more general courses in labor-law administration.

The preparation of an inspector's manual, containing approved procedure and technique for all types of inspection, designed also to bring about more adequate inspection and more effective law enforcement, is part of the educational program. This will entail a survey of methods now actually employed in various States, selection of the best practices, and their codification in a form in which they may serve as the basis for standard procedure in factory inspection.

An extensive task, initiated at the request of the American Federation of Labor, will be the preparation of a series of pamphlets in a simple and nontechnical style, covering a wide field of subjects of interest to workers. The series is to include, among other subjects, occupational disease, old-age pensions, unemployment insurance, child labor, employment exchanges, industrial home work, standards of working hours for men and women, minimum wages, and workmen's compensation. In addition to a factual background these short studies will include lists of references for the use of study groups.

Other informal publications prepared by the Division in the past, which have proved helpful, will be continued. These include factual

sheets on various phases of labor legislation to be discussed at conferences. These have not only been valuable for conference use but have been sent out in response to requests for information from clubs, schools, and study groups. The Division has prepared brief summaries to accompany suggested standard drafts of bills in order that the purpose underlying each legal provision may be clear and its importance stressed.

### **Legislative drafting**

The activities in this field for the coming year will include:

1. Completion of drafts already in process, with increasing cooperation with committees designated at the various regional and other labor conferences to assist in this work in order that as broad an experience as possible may be included.

2. Drafting of additional bills for which requests have already been received. Occupational disease is a field in which much remains to be accomplished and already our services have been solicited in connection with programs relating to this subject, including the preparation of drafts of bills. Two States have no workmen's compensation laws, and a number of others have asked for assistance in anticipation of revision of existing legislation. Request has been made for the preparation of a bill to control or regulate the operation of fee-charging employment agencies. A redraft of the suggested standard bill for the control of industrial home work, in cooperation with other interested bureaus and with cooperating States, and with committees appointed to study this question, is part of the program.

Requests are coming in in increasing numbers for analyses of specific bills which are in preparation by individuals or organizations, or enacted legislation in which changes are contemplated, and the Division expects this to continue to be an important part of its work.

### **Holding of labor conferences**

The labor conferences so far held have had the definite effect of stimulating interest in labor standards, as evidenced by the volume of requests following them for additional informational material upon the topic discussed, or upon the particular labor problems of those who attended from different communities. The conference method will be continued wherever any region feels that a real gain may be made through the impetus of a frank discussion of common problems.

### **Housing**

The Division plans to serve as a clearing house through which labor's interest in a low-cost and low-rental housing program may be presented effectively to the appropriate housing agencies. With the varying and distinct housing programs which are under consideration by a number of separate Federal agencies, it is very necessary that an effort be made to arouse interest among workers in the development of, and participation in, a coordinated and adequate housing program for the worker. Every effort will be made to stimulate discussion on this subject at the labor conferences conducted by the Division, in order that the experience and views there expressed may be recorded and used for reference in future discussion of housing plans.

### Safety and health

The gathering of information and factual data pertaining to present standards and methods of administration by the States must be continued and the work of compilation and comparison should be accomplished at a faster rate. It is necessary, for example, that States know, comparatively, how much money is being spent for safety and health activities for each industrial worker; what percentage of establishments are being covered by inspection; how many inspections are being made each year by each inspector; what has been the accident and health experience. These and many other facts are essential to convince some States of the need for improvement and to furnish to them information that will aid them in obtaining more adequate facilities.

Field service will be used for the presentation of these facts and for the obtaining of intimate relationships and discussions on administrative and technical matters that will produce action by the States.

The Division believes that a great opportunity exists in the education of National, State, and local groups of organized workers as to their part in the accident-prevention program, and in aiding them to secure its accomplishment. The furnishing of exhibits, distribution of materials, and supplying of factual information will be continued. Production of more effective results in this field requires not only a background of accident-prevention work but a sympathetic understanding of the point of view of labor and its status in the present problem.

The Division will endeavor to make broader contacts with trade associations and with industries and plants in order to encourage employers in the establishment of more effective safety organization and to provide continuous stimulation for accident-prevention and occupational-disease work.

The Division has been working on the problem of securing adequate accident-prevention work on Federal contracts and projects financed by Federal funds. It has suggested among other things the appointment of liaison safety men in every emergency organization. Resolution No. 8, passed by the 1935 meeting of the International Association of Governmental Labor Officials, indicates the need for this work, and continuous effort in this direction will be continued.

The Division will continue representation on committees of various national organizations interested in drafting standards for safety and health as one of the activities essential to its own efforts at standardization.

Broadly, the program is to create, upon the basis of an increasing cooperation with other bureaus and with other Federal and with State departments a real service to the workers of the country in improving conditions of employment through better labor laws and sound methods of labor-law administration.

Respectfully submitted.

VERNE A. ZIMMER, *Director.*

## DEPARTMENT LIBRARY

Laura A. Thompson, *Librarian*

To the SECRETARY OF LABOR:

The outstanding event of the year was the removal of the library to the new building. During the weeks of actual moving the library had to be closed to persons outside the Department, but the regular routing of periodicals and other new material to the bureaus and reference work within the Department was carried on as usual with a break of only 3 or 4 days in the service.

The cataloged accessions for the year numbered 10,225 books and pamphlets, of which 1,044 represent bound volumes of periodicals and 4,190 other serials. The library now contains over 185,000 accessioned volumes and pamphlets. There are still large arrears of uncataloged material. As in previous years, the library participated in the cooperative cataloging work of the Library of Congress by furnishing copy for printed catalog cards for all publications of the Department of Labor and of the International Labor Office, as well as for other important new accessions. These entries go to the principal libraries in the United States and to a number in other countries and help to make known the work of the Department of Labor. The main catalog of the library was increased by 20,252 cards. This catalog now contains approximately 400,000 cards and constitutes a selected bibliography of social and economic literature of increasing value.

The periodical collection was increased by 160 periodicals, largely through new exchange relations, while 23 periodicals were discontinued. The separate issues of journals received totaled 48,893. Current periodicals after being recorded are circulated to the specialists in the different bureaus, thus keeping them informed regarding the most recent developments in their respective fields. One thousand one hundred and one volumes were prepared for binding.

Only one bibliography was completed during the year. This was a selected and annotated bibliography on Unemployment Insurance and Reserves in the United States and covered the literature of the past 5 years. It was printed as Bureau of Labor Statistics Bulletin No. 611 and has been much in demand. Many short lists of references were prepared in connection with the correspondence. The library is constantly being asked for bibliographies on subjects of present-day concern, which it is unable to supply because of insufficient staff. To make as widely known as possible the literature available on the various problems of social well-being that come within the field of the Department should be one of the important activities of its library.

No statistical statement is possible of the day-by-day reference work. The library is an integral part of the informational and research activities of the Department, and there is hardly an inquiry

answered or a report prepared to which the library does not contribute in some way, directly or indirectly. This reference work has greatly increased with expansion in the work of all offices of the Department and with an intensity of public interest in labor subjects. The better facilities for readers during the last half of the year increased the use of the library by other agencies of the Government concerned with economic research and by individual investigators and students. There was also a marked increase in the number of inquiries for information received by telephone and correspondence. These covered a wide range of subjects, many requiring considerable research by the library staff.

During the past year an interbureau committee made a careful study of the organization and work of the Department Library. It unanimously reported on the need for additional personnel.

It is believed that if these increases to the staff are made, the library will be able to go forward next year to greatly increased usefulness.

Respectfully submitted.

LAURA A. THOMPSON,  
*Librarian.*



## BUREAU OF LABOR STATISTICS

ISADOR LUBIN, *Commissioner*

To the SECRETARY OF LABOR:

During the fiscal year ended June 30 last the primary effort on the part of the Bureau of Labor Statistics was to improve its organization and working methods. Such expansion as took place was in the direction of rounding out its field of activities so that the Bureau would be as far as possible a complete and well-coordinated unit. With this in mind, a new division was created to handle all matters in the field of industrial relations. One of this division's first activities was a survey of employer-employee relationships, a subject not previously covered in a comprehensive manner by the Bureau but one of very great present-day significance.

Also, every effort was made to improve the regular statistical reports of the Bureau, especially those upon employment and pay rolls, retail food prices, wholesale prices, cost of living, industrial disputes, and building construction. Thus, retail food price reporting was extended to a number of new commodities and new communities and better systems of weightings were introduced. This also was true of the cost-of-living surveys, which, in addition, were put on a quarterly instead of a semiannual basis. The methods used in the monthly employment reports were subjected to the most careful scrutiny by specialists, and cooperative arrangements were made with the appropriate Government agencies so that the field of public employment might be more satisfactorily covered.

In all of this work of revision and self-criticism, the Bureau has followed a consistent policy of consulting with recognized technical experts, and of constantly soliciting the opinions of employers and labor union officials regarding possible improvements in the work of the Bureau with a view to rendering them greater service.

The following brief review of the Bureau's principal activities during the past fiscal year necessarily omits a multitude of special tasks, such as investigations on numerous subjects made upon request of the executive and legislative divisions of the Government and of the International Labor Office, and the drafting of replies, often involving quite extensive research, to the thousands of inquiries on subjects of labor interest and concern. One of the duties imposed on the Bureau in its creative act is that of disseminating information on labor matters, and the Bureau has accepted this as its important responsibility.

### Employment and pay rolls

In the absence of a complete census of employment, such as was made by the United States Bureau of the Census for 1930, increasing use has been made of the monthly reports of the Bureau of Labor Statistics on employment and pay rolls. These reports, as regards

private employment, now cover industrial groups which employ nearly 50 percent of the total wage earners of the country and, in addition to reflecting changes in employment and pay rolls, show changes in average hours and hourly earnings in the major portion of these industries. In the field of public employment, the Bureau's reports are now substantially complete for all employment resulting from Federal appropriations.

#### Private employment

The scope of the monthly survey of employment and pay rolls in private industry was somewhat enlarged during the past year, and in addition numerous refinements were made in the classifications of reporting establishments so that the quality of the material has been very considerably improved. During the year the Bureau continued to expand its cooperative arrangements with code authorities, and in May 1935, when the Supreme Court decision adverse to the N. R. A. codes was rendered, the Bureau was cooperating with 19 code authorities in the collection of monthly employment statistics. This cooperative arrangement materially aided the Bureau in presenting more comprehensive data for certain industries, and also eliminated a duplication of requests for similar information by two organizations. Although the code authorities as such ceased to function after May 1935, the Bureau continued compiling data for a number of organizations which previously had functioned as code authorities.

Information concerning changes in employment and pay rolls is secured each month for manufacturing, trade, public utilities, mining, and service industries, and building construction. In June 1935 reports were received from more than 127,000 establishments employing over 6,700,000 workers. During the year the Bureau increased the value of its series of employment and pay-roll indexes by constructing indexes of employment and pay rolls for the durable and non-durable goods groups of industries.

Another marked improvement in the quality of the statistics resulted from an extensive revision of the index numbers of employment and pay rolls in retail and wholesale trade, adjusted to conform to the trend shown in the annual averages in these industries as published by the Bureau of the Census for 1929 and 1933. The employment and pay-roll indexes for hotels were also revised and adjusted to conform with 1933 census levels.

During the latter part of the year work was begun on the revision of the general manufacturing indexes to conform to Census data for 1933. This is in continuation of Bulletin No. 610, Revised Indexes of Factory Employment and Pay Rolls, 1919 to 1933, which was published during the year, and which presented the series of revised factory indexes adjusted to Census totals from 1919 through 1931 and explained the method of revision.

While the levels of factory employment and pay rolls in manufacturing industries in June 1935 were slightly below the levels of the corresponding month of the preceding year, average employment for the fiscal year ending June 1935 was 1.9 percent above and pay rolls 8.2 percent above the July 1933-June 1934 averages. As compared with the fiscal year 1932-33 the averages for the fiscal year ending June 30, 1935, showed percentage increases of 28.6 and 55.4 in employment and pay rolls, respectively.

Among the nonmanufacturing industries surveyed, the changes in employment between June 1934 and June 1935 were not marked, except in the metalliferous mining industry, in which a gain of 12.2 percent was shown, and in brokerage and quarrying, in which decreases of 14.0 percent and 11.0 percent, respectively, were reported. Gains in per capita weekly earnings of employees in June 1935 as compared with June 1934 were evident in all reported employments except brokerage. The gains in anthracite and bituminous mining were 25.4 percent and 15.7 percent, respectively. Gains ranging from 4.1 percent to 7.2 percent were shown in dyeing and cleaning, manufacturing, telephone and telegraph, metalliferous mining, and crude-petroleum producing. Average hours worked per week presented a mixed picture. Of the 14 nonmanufacturing industries for which these data are available, 8 showed gains in hours worked in June 1935 compared with June 1934. A similar comparison of average hourly earnings in June 1935 with June 1934 showed increases in 12 of the 14 industries.

### Public employment

With the vastly increased importance of public works and publicly fostered work as an unemployment relief measure, the Bureau of Labor Statistics has had to establish the necessary contacts for the prompt collection of employment and pay-roll data for such undertakings. The Government agencies concerned have given the fullest cooperation, and as a result the Bureau's reporting system for public employment has become extremely comprehensive. It has been able, for instance, to compile complete monthly employment and pay-roll statistics on Public Works Administration construction projects, on Reconstruction Finance Corporation construction projects, and on projects financed from regular governmental appropriations. Employment and pay-roll figures are also collected and tabulated for the emergency-work program and for the emergency-conservation program. Monthly employment figures are compiled for the executive, legislative, military, and judicial branches of the Federal Government. In addition, the Bureau receives monthly reports of all orders placed for construction materials by contractors or Government agencies doing force-account work. A fair estimate can thus be made of the indirect labor created by the purchase of construction materials on projects financed with public funds.

Arrangements have also been made for the collection and tabulation of employment and pay-roll data on the Works Program. Statistics will be published monthly showing the number of workers engaged and the size of pay rolls by type of project and by geographic divisions. Figures will also be tabulated showing the value of material orders placed by type of project and by type of material.

During the year, public employment showed a substantial increase. Comparing June 1935 with the corresponding month of 1934, employment and pay rolls increased in the executive, military, and legislative branches of the Federal Government. A slight decrease, on the other hand, took place in the judicial branch. The number of employees in the executive service increased from 675,592 in June 1934 to 718,236 in June 1935. In the various construction programs, the employment trend was mixed. Decreases in employment and

pay rolls occurred on construction projects financed by the Public Works Administration and by the Reconstruction Finance Corporation. On the other hand, the number employed on projects financed by regular governmental appropriations showed a steady increase during the first 6 months of 1935. On P. W. A. projects, pay-roll disbursements from July 1933 to June 1935 exceeded \$458,000,000 and the total number of man-hours worked was approximately 762,000,000. In the emergency-work program, employment in the first half of 1935 declined steadily; there were, however, about 516,000 more workers employed in June 1935 than in the same month of 1934. Employment and pay rolls for June in Civilian Conservation camps were higher than for any month since the beginning of the program. More than 427,000 employees receiving over \$19,766,000 in wages were engaged on this work in June.

Studies were made during the year, showing the relative cost of material and labor in Public Works Administration building construction and in the construction of water and sewerage systems. They indicate that of each dollar spent in P. W. A. building construction, labor receives approximately 27 cents and materials account for 56 cents. The remaining 17 cents is expended for overhead, miscellaneous expenses, and profit. The analysis of water and sewerage construction revealed that 26.3 percent of the contract price is spent for labor, 50.4 percent for materials ordered, and 23.3 percent for overhead miscellaneous expenses and profit.

A report giving statistics on wage rates on Public Works building construction projects was published. This study showed that the average hourly wage rates on these projects were \$1.22 for skilled employees, 72 cents for semiskilled workers, and 51 cents for unskilled help.

In addition to the direct labor which occurs at the site of construction projects, many jobs are created indirectly by the purchase of materials. The expenditure of large sums of money for materials on these projects emphasizes the importance of measuring this indirect employment. As a first step in supplying more precise guides to the amount of indirect labor created by expenditures for materials, the Bureau completed, during the year, a study of the total man-hours required in the manufacture of steel. This analysis traces not only the amount of labor required in manufacturing, but also the amount of labor required in mining the raw materials and in transporting them to the point of manufacture. Similar studies for other basic industries are now in progress.

### Wages

For a year or more after the passage of the National Industrial Recovery Act in the middle of 1933, the Bureau of Labor Statistics was called upon so extensively for special wage reports for particular coded industries that it was forced to modify its regular services in the field of wages and hours of labor. One of the necessary omissions in 1934 was that of the customary annual survey of union wage scales. In the early part of 1935, however, this survey was made, and data were secured for 1934 as well as for 1935. During the fiscal year just closed, the Bureau was able to resume certain of the industrial wage studies which it had previously made at more or less regular intervals for the major industries. Studies of this

character were completed during the year for various textile industries, for the automobile industry, for bakeries, and for certain branches of the tobacco industry. All studies of this type involve field investigation by agents of the Bureau. In addition, the mail questionnaire method was used to secure the necessary data for reports on the salaries and working conditions of municipal firemen and policemen, and for the regular annual review of entrance rates of unskilled male labor in a large number of important industries. A limited survey, for the special use of the N. R. A. code authority, covered the salaries of editorial writers on newspapers, and, at the request of various engineering societies, an investigation was undertaken of salaries in the engineering profession.

At the close of the fiscal year, important wage surveys were under way but not completed for the iron and steel industry, water transportation (including longshoremen and seamen), and common unskilled labor.

In all of the recent wage surveys, the effort has been to extend the scope of the inquiries to include such items as age of the workers, length of service, annual earnings, occupational descriptions, and personnel policies. Owing to the work involved in comprehensive wage inquiries, they cannot be repeated at short intervals. On the other hand, it is to be noted that, as a result of the expansion of the employment reports, the Bureau is able to publish monthly figures, of substantial accuracy, showing average hourly earnings, average weekly earnings, and average hours per week for the most important industries.

A large part of the wage investigation work of the Bureau during the past year was in direct response to requests from Federal and business agencies.

#### Retail prices

During the fiscal year, the Bureau continued its biweekly publication of retail food costs. The number of food items for which prices are collected was increased from 78 to 87. These 87 foods are representative of the foods entering into the average family budget.

A food price reporting service was established in 13 additional cities, raising the total city coverage to 64. There are now cooperating with the Bureau in this service about 1,575 groceries, 180 dairies, and 407 bakeries. These dealers have assisted the Bureau in its aim to maintain accuracy and comparability in its published retail prices of food.

Food costs continued an advance which began in the summer of 1933. The index for 42 foods for 51 cities combined, using 1913 as a base, was 123.0 on June 18, 1935, an increase of 12.8 percent over the corresponding period of 1934.

The collection of prices of goods and services other than food, which heretofore had been made semiannually, has been put on a quarterly basis. Prices are now collected as of January, April, July, and October. Coal prices and schedules of rates for gas and electricity are collected by mail from dealers and utility companies in 51 cities. The method of reporting prices of electricity has been revised; and these prices are now published in the form of bills for separate services, including lighting and small appliances, refrigera-

tion, and cooking. The method of reporting prices of gas is being similarly revised. Between June 15, 1934, and May 15, 1935, there were decreases in residential rates on electricity in 22 of the 51 cities covered. During the same period there were price decreases of about 2.2 percent for bituminous coal and 7.6 percent for Pennsylvania anthracite.

Prices of goods other than food, electricity, gas, and coal are collected in 32 cities by personal interview from about 3,500 retail outlets. The primary use of these prices is in the computation of changes in the cost of living. In order to assure greater comparability of the articles priced, the descriptions of articles have been revised and all pricing is now done according to specification.

The Bureau cooperated with the Federal Emergency Relief Administration during the spring of 1935 in a price survey in 59 cities.

#### Changes in cost of living

In November 1934, March 1935, and July 1935, the Bureau conducted surveys of the cost of goods purchased by wage earners and lower-salaried workers, and published reports giving indexes of changes from the last reporting period. These indexes are based on prices of food collected in 51 cities and prices of other commodities and services collected in 32 cities. They showed an increase in the cost of all items purchased, amounting to 2.7 percent from June 1934 to July 1935. The rise in the average cost of foodstuffs, during this period, was in part offset by declines in the cost of fuel and light, clothing, and miscellaneous items.

*Revision of methods.*—With the indexes based on March 1935 prices, the Bureau inaugurated a revision of the methods used in computing its cost-of-living indexes. This revision was undertaken at the suggestion of the advisory committee to the Secretary of Labor, appointed by the American Statistical Association in March 1933. It makes possible the inclusion of prices for 84 foods in its food-cost indexes, instead of the 42 prices previously included. The method of weighting these prices into an index of food costs was revised in order to give each group of foods a representation appropriate to its importance in the purchases of wage earners and lower-salaried workers. The method of combining figures on the cost of food, clothing, fuel and light, house-furnishing goods, and miscellaneous items to obtain the cost of all items in each city was changed to take account of the fact that in pricing a fixed bill of goods the proportion of the total represented by a given group of items changes from time to time with changes in the relative cost of goods of different types. A new method of combining the indexes for the different cities in which prices are obtained into composite indexes for the larger cities of the United States was adopted to allow for the difference in the size of the metropolitan areas represented by the various price reporting cities.

These methodological revisions were incorporated into the cost-of-living indexes pending the basic changes which will be made when new consumption weights are available. The indexes are now constructed by pricing the goods and services shown by a study made in 1917-19 to be most important in the spending of wage earners and lower-salaried workers. This study is the most recent source supplying data on a Nation-wide scale.

*Family budget survey.*—An investigation initiated for the purpose of supplying a new list of goods to be priced and weights reflecting present-day consumption habits was undertaken in the fall of 1934. Field work in this study has been completed or is under way in 17 out of the 32 cities for which the Bureau computes general cost-of-living indexes, and in 4 out of 19 additional cities for which food-cost indexes are computed. Complete figures on family expenditures have been obtained from 7,500 families in these communities. Summarization of the data collected is now in process. In cooperation with the Federal Emergency Relief Administration and State agencies having an especial interest in family expenditures, data have been obtained from 3,100 families in 21 additional cities of small and medium size. The study will be continued until data have been secured in all the cities for which cost-of-living indexes are now calculated. The information secured in this investigation will be of much value not only for the purpose of bringing up to date the list of goods priced for the Bureau's indexes of living costs and the weights used in their computation, but also for the purpose of supplying labor organizations, producers and distributors of consumption goods, Government agencies, and others responsible for the planning of industrial production, with information on the annual purchases of this large group of urban consumers.

#### Wholesale prices

The Bureau's wholesale-price study is undergoing a thorough revision and expansion, the results of which will be incorporated in published reports as the individual surveys are completed. Among the important phases of the revision are more detailed specifications for the items included in the price index, an enlargement of the commodity and industry coverage, methods of dealing with geographical variations in the price structure, the type and method of weighting and index computation, a more complete classification of the commodities and industries, and means of increasing the usefulness of the published data. During the past year the number of individual items for which prices are collected was increased from 2,380 to approximately 3,000, or 26 percent, and the number of reporting firms was enlarged from 760 to 1,125, or about 34 percent.

During the fiscal year the Bureau continued to publish both weekly and monthly reports on wholesale prices. In addition to indexes by groups, subgroups, and special groups, the monthly reports give actual prices and index numbers for 784 individual price series included in the weighted composite index and carry special analyses of price movements. The weekly index is limited to the major groups of commodities but is constructed from the same list of 784 price series as the monthly index and is calculated by the same method. The daily sensitive index of 30 selected commodities entering to a large extent into international trade was continued during the year. This index primarily reflects changes in raw materials.

The upward trend in commodity prices, which began in March 1933, continued throughout the fiscal year 1934-35, though at a slower pace. The combined index of wholesale prices based on the 1926 yearly average as 100 was 74.6 in June 1934, and 79.8 in June 1935, an increase of 7 percent within the 12-month period compared with almost 15 percent for the preceding 12 months. The June

1935 index showed a net gain of over 33 percent over the depression low—February 1933—when the composite index had declined to 59.8 percent of the 1926 average.

The increase in the composite index was largely accounted for by the sharp rise in wholesale prices of farm products and foods. Agricultural commodities showed a gain of more than 91 percent in June 1935 over the low of February 1933, and an accumulated gain of nearly 24 percent during the last fiscal year. Food prices rose 54 percent and 18.6 percent, respectively, during these two periods. Raw materials in June 1935 were approximately 58 percent higher than in February 1933 and 13.5 percent higher than in June 1934. From February 1933 to June 1935 finished products advanced 25 percent, while from June 1934 until June 1935 the increase was 5 percent. The large industrial group of "All commodities other than farm products and foods" advanced 18 percent from the depression low until June 1935. During the last fiscal year, however, this group declined 0.3 percent.

### Industrial disputes

Ever since 1916 the Bureau has published monthly and annual reports on the number of strikes and lockouts occurring throughout the country. In 1927 the work was expanded to include the number of workers involved, man-days lost, causes and results, and classification by occupation. During the past year the work has again been reorganized. A great expansion has been made in getting source material, the Bureau now securing original notices or "leads" from 630 newspapers, labor papers, trade journals, as well as reports from all Government labor boards. It is felt that with this wide coverage few, if any, strikes in the United States escape attention.

Schedules are sent to both parties involved in the dispute in order that the interpretation and records will be accurate and unbiased. The monthly tabulations are classified by industry, instead of by occupation as formerly, so that the strikes statistics can be correlated with the statistics for employment and wages.

There were almost twice as many strikes during 1934 as there were during each of the previous depression years. There were, however, considerably fewer strikes during the past year than during the war and the years immediately following the war—1,868 strikes beginning in 1934 as compared with 4,438 beginning in 1917.

The average strike in 1934 involved 778 persons, each of these persons losing on the average 14 working days. Excluding the general textile strike, which involved approximately 376,000 workers, the average number of persons involved in the 1934 strikes was 562. About one-fifth of the 1934 strikes occurred in the textile industries. The persons involved in these textile strikes included almost as many persons as the total involved in strikes in all other industries put together.

### Union agreements

For many years the Bureau has published summaries of 3 or 4 important or unique union agreements in each Monthly Labor Review. While this has served a real purpose, it has been apparent for a number of years that much more attention should be given to this phase of employer-employee relations.



Recently the Bureau has undertaken to expand its work in this field. The collection of agreements presents numerous difficulties and time will be required before the Bureau will have an adequate file on hand. It is expected that when a sufficient number are available, analyses and studies can be made of various provisions in these agreements. This will afford valuable and interesting data on the changes that have occurred in wages, hours, and working conditions through collective bargaining.

#### Legislation and court decisions affecting labor

During the past year the Labor Law Information Service Division of the Bureau continued to act as a general clearing house on labor legislation and court decisions affecting labor. Because of the increasing interest in social legislation, its services were in greater demand than ever before. Through years of experience this Division has acquired a very extensive body of information on labor legislation, which is utilized by many organizations and agencies. Owing to limited printing funds of the Bureau, the Division has been unable to publish revised bulletins on labor laws and workmen's compensation. It has, nevertheless, through the medium of the Monthly Labor Review, been able to analyze and present currently all important labor laws as passed, as well as abstracts of the important decisions of the courts affecting labor. In addition, the Labor Law Information Service has devoted much of its time during the past year to special compilations and analyses of labor legislation requested of it by other governmental agencies.

Much important legislation was enacted during the year by both the Federal and State Governments, but the outstanding developments in the field of labor law were contained in decisions of the United States Supreme Court. On May 27, in the case of *Schechter v. United States*, the Court declared unconstitutional the National Industrial Recovery Act, holding that the act was an unwarranted delegation of powers and that the regulation of hours of labor and wages in such a purely intrastate industry as the one under discussion was improper. Earlier in the same month the Court, in a 5-to-4 decision, declared unconstitutional the Railroad Employees' Retirement Act. The decision was based on several inseparable features of the act which the Court considered transcended the legislative power of the Congress to regulate interstate commerce. Shortly after this decision the Congress passed another retirement act for the benefit of railroad employees. This second act has so far not been contested in the courts.

#### Industrial accidents and hygiene

The annual surveys of accidents in the iron and steel industry and in 29 other manufacturing industries were continued during the year by the Division of Accident Statistics. Summaries of the information collected on accidents occurring in 1933, the latest year for which complete reports were available, were also prepared.

The data collected for the combined industries show that an average of 22.17 injuries was sustained during 1933 for every 1,000,000 man-hours worked, as against 19.55 in 1932, an increase in the frequency rate of 13.4 percent. The severity rate, however, declined. In 1933 an average of 2.59 days per 1,000 man-hours worked was

lost through injury, as compared with 2.86 days in 1932, a decrease of 9.4 percent.

The Division has been called upon to furnish the newly established Government agencies with extensive reports concerning accident statistics and workmen's compensation insurance and administration.

### **Building construction**

The reports received and published monthly by the Bureau concerning building construction activity in the United States cover cities having a population of 10,000 or over. These reports indicate the trend of future employment in the building trades. They show the number of family units provided, thus affording a measure of the new housing facilities to be made available.

Building activity registered a marked improvement in the first 6 months of 1935. It was the first half year since 1929 in which an increase has been shown over the corresponding 6 months of the previous year. The value of buildings for which permits were issued increased from \$151,821,000 in the first half of 1934 to \$239,172,000 in the corresponding period of 1935, a gain of 57½ percent. In the first half of 1935, the number of buildings as measured by the permits issued was 119,228, a gain of 30 percent, compared with the 91,417 in the similar period of 1934. The sharpest gains, both in the number of buildings and in the value of buildings for which permits were issued, were in new residential building construction. New nonresidential buildings, and additions, alterations, and repairs, however, also showed substantial increases. Over the same period the number of families provided for in new dwellings for which permits were issued increased by 145 percent. In the first 6 months of 1935, 21,612 families were provided for in new dwellings as compared with 8,825 in the same period of 1934.

### **Labor turn-over**

The periodical reports on labor turn-over were changed during the year from a quarterly to a monthly basis. These reports covered about 5,500 firms, employing approximately 2,000,000 persons. The reports show quit, discharge, lay-off, total separation, and accession rates for all reporting manufacturing plants combined. In addition the reports show separate rates for important manufacturing industries. During the year, the cigar and cigarette, and petroleum-refining industries were added to the industries for which separate rates are published.

Special studies were made of the comparative separation and accession rates for the furniture, iron and steel, slaughtering and meat-packing, men's clothing, sawmill, automobile, boot and shoe, iron and steel, and petroleum-refining industries, by size of firm.

### **Negro labor**

The principal function of the Division of Negro Labor is to advise on matters relating to Negro wage earners. Extensive work was done by the Division with the Labor Advisory Board of the National Recovery Administration on problems of Negro labor under the codes. An important responsibility has been to gather and to encourage the

gathering of sound factual information on the economic and social position of the Negro worker in the United States.

The Division also assisted in studies of the occupational progress and opportunities of Negroes sponsored by local agencies in West Virginia, Illinois, and Missouri. This work is in line with the desire of the Division to help in the important task of redirecting the occupational training of the Negro worker and to find a place for him in the economic and social pattern.

The Division has maintained liaison with the Employment Service, the Children's Bureau, and the Women's Bureau on Negro problems.

#### **Operation of State old-age-pension systems**

In continuance of the Bureau's annual survey, conducted since 1928, a study was made of the 1934 operations under State old-age-pension acts. It was found that the greatest expansion in coverage in the history of public old-age pensions in the United States took place in that year, due mainly to the putting into force of seven new State-wide acts. At the end of 1934 old-age benefits were being paid in 25 States and 2 Territories, as compared with 17 States and 1 Territory at the end of the previous year. On December 31, 1934, 11 systems were in State-wide operation, as against only 4 on the same date in 1933.

More than twice as many needy aged received assistance under the acts in 1934 as in the previous year, the number rising to 236,205. On the other hand the amounts disbursed in allowances rose only 23 percent (to \$32,313,515) as compared with a 104-percent increase in beneficiaries.

#### **The cooperative movement**

The first of a series of bulletins designed to aid groups wishing to organize cooperatives to furnish members with goods and services, was issued during the fiscal year 1933-34. Two bulletins were added to the series during the past fiscal year. The series, as thus far issued, affords guidance in the organization and management of consumers' cooperative associations, cooperative housing societies, and cooperative gasoline and oil stations.

A report (Bul. No. 612) on the Bureau's fourth general survey of the cooperative movement was also published during the year. The report covered the 1933 operations of 2,517 cooperative societies of all types except farmers' marketing organizations.

#### **The Handbook of Labor Statistics**

The Handbook of Labor Statistics, of which three editions have been published—1924-26, 1929, and 1931—is one of the most widely used publications of the Bureau of Labor Statistics, and one which meets the definite need for a convenient reference work on labor and related subjects. The series has been particularly valuable in classroom work, and for the use of study groups of all kinds, because of its authenticity and the wide range of subjects which are presented in summary form. A new edition covering the period from the date of the preceding publication, 1931, is now in press.

#### **Handbook of American Trade Unions**

A widening general interest in the organized labor movement of the country is evident from the requests for information on that subject that are constantly received by the Department of Labor. The

Bureau of Labor Statistics published in 1926 (revised in 1929), a Handbook of American Trade Unions, which furnished for each labor organization of national scope and significance with which contact could be made, definite information as to its origin and early development, jurisdiction, qualifications for membership, and other significant characteristics. A revision of this publication was begun toward the close of the past fiscal year. A significant phase of the recent expansion of the organized labor movement is the growing number of independent organizations that are achieving stability and economic importance. No agency exists which serves as a clearing house for general information on independent unions, and in this revision the Bureau of Labor Statistics has undertaken to meet that need.

### Publications

*Labor Information Bulletin.*—In October 1934 the Bureau of Labor Statistics began the publication of a new monthly journal, the Labor Information Bulletin. This was done in response to the ever-growing requests from labor organizations for information affecting their respective industries. The data are presented in the form of brief summaries written in simple nontechnical language and illustrated with simple charts. The first issue consisted of 3,000 copies. By January 1935 the circulation had grown to 10,000, and by June 1935 to more than 17,000.

The bulletin is distributed upon request, chiefly among labor groups, employers, workers' education classes, colleges, and other organizations interested in labor problems. The data in Labor Information Bulletin are being used by workers and by employers in arriving at collective agreements, in settling labor disputes, in workers' and adult education classes, and as a source of general information on labor and economic conditions.

*Monthly Labor Review.*—With the July 1935 issue, the Monthly Labor Review began its twentieth year of publication. A few months earlier its typographical appearance had been improved by the use of a new cover, the "leading" of the text, and the use of a better quality of paper. Improvement was effected in the contents of the Review, which continues to present each month the results of all regular and special studies of the Bureau and also digests of all important developments in the field of domestic and foreign labor.

*Bulletins.*—Owing to the decreased printing funds, the Bureau, during the past year, was able to issue comparatively few bulletins in printed form. The policy of using the bulletin method of publication to give more detailed data than can be presented in Monthly Labor Review articles is, however, a very desirable one, and the Bureau hopes that in the future it will be able to publish the results of its major studies in this form.

### Recommendations and conclusions

As already indicated, the reorganization of the Bureau, which in the last annual report was referred to as being in immediate contemplation, was carried out in large part during the past fiscal year. This reorganization was necessary because of the growth in the demands made on the Bureau, and because of the vastly greater importance now attaching to labor statistics and labor research. This in-

crease in the importance of labor statistics and research is due to many causes, the most significant of which is the recent shift in emphasis from labor as a producing instrument to labor as a consumer. This has brought with it the recognition of the fact that the wages and living standards of the worker are important, not only for his own sake but also for the satisfactory operation of our industrial system. The workers constitute the major consuming public, and unless they are able to buy the products of industry, industry will stagnate.

With this shift in attitude, there has been a very great increase in the demand for information regarding all phases of the wage earner's life. This demand, moreover, has not only increased quantitatively; there has also been a qualitative change. In other words, not only do more people want information, but they want it of a better quality—more detail, more analysis, more interpretation. This demand for qualitative improvement is especially necessary, as labor statistics, using that word in a broad sense, are more and more required for the formulation of financial as well as legislative policies.

Thus looking into the future, we may anticipate a steadily, perhaps a rapidly, expanding field of work for such a fact-finding agency as the Bureau of Labor Statistics. With this in mind the Bureau is seeking first of all to improve its operating methods, so that, in addition to immediate improvement of its output, it will be in better shape to meet the more exacting demands of the future. This work will occupy its principal attention during the coming year. But, in addition, it is planning a number of new undertakings which it will inaugurate as rapidly as its resources permit. Among these proposed undertakings are:

1. The preparation of an annual review of important developments in the field of labor. Such a review would cover in compact form general economic and social conditions as they affect labor, with particular emphasis upon the developments in industrial relations, working conditions, living conditions, labor legislation, and court decisions.

2. A study of the health, recreation, and general welfare activities of industrial plants. The Bureau has made two such studies in past years, but the latest is almost a decade old.

3. A comprehensive and continuing study of productivity of labor and its effect upon unemployment: Such a study is now being organized. It is essential, however, that provision be made in the Bureau for continuously following the current trends in labor displacement.

4. A study of the housing of workers: There have been numerous reports on various aspects of housing, but no comprehensive study of the existing practices and possibilities has been made for several years.

5. The Bureau's current monthly reports on statistics of labor turn-over should be amplified by careful field studies in the general field of turn-over, which would develop information of a character permitting the framing of policies to prevent the excessive and expensive turn-over which now exists in so many plants.

6. A series of studies showing labor conditions prevailing in particular industries: Most of the Bureau's work in the past has been cross-sectional by topic, such as wages, accidents, employment, etc. It would seem highly desirable to bring together the available

information on these topics as related to iron and steel, coal mining, cotton textiles, and other important industries.

7. A continuation of the studies of employer-employee relationships: The Bureau has recently completed a comprehensive survey of existing relationships of this character and will publish the results in the near future. Such studies, however, should be made on a continuing basis in order to trace the changes that occur from year to year.

8. A study of the problem of the older worker in industry.

9. A revision of the Bureau's earlier studies on prison labor and the effect of such labor on the general market for goods of the types produced in prisons.

10. A study of plant personnel policies and of personnel management systems: Considerable material on this subject has been collected in the recent wage surveys of the Bureau, but the subject is worthy of more extensive attention than it has been possible as yet to give it.

Respectfully submitted.

ISADOR LUBIN, *Commissioner.*

## IMMIGRATION AND NATURALIZATION SERVICE

DANIEL W. MACCORMACK, *Commissioner*

To the SECRETARY OF LABOR:

The volume of immigration remains almost negligible, although admissions have risen from 23,068 in 1933, the lowest figure recorded in 100 years, to 29,470 in 1934 and 34,956 in 1935. The addition in 1 year of less than 35,000 to a population of 120,000,000 can scarcely produce important effects, either economic or cultural. This would be true even if current immigration represented a net increase in the number of aliens domiciled in this country. It becomes still more obvious when it is considered that in each of the last 4 years alien emigrants, abandoning domicile and leaving the United States with no intention of returning, have outnumbered the immigrants admitted. The number of such emigrants in 1935 was 38,834.

The total number of aliens admitted to the United States in 1935, including, besides immigrants, such nonimmigrant categories as returning residents, temporary visitors, travelers in transit, officials of foreign governments and students, was 179,721, and the total number of aliens leaving the country was 189,050. An excess of departures over admissions has been recorded in every year since and including 1931, and for the 5-year period (1931-35) aggregated 238,694.

The fact that the tide of migration turned 5 years ago and ever since that time has been running out has not impressed itself on the public mind. The average American retains a mental vision of a vast stream of immigration pouring into the United States. He may know that it has been reduced by quota laws and by restrictions on the issue of consular visas, but he has not yet grasped the full extent and significance of the change. Consequently, the most exaggerated statements concerning numerical phases of the alien problem find ready credence. For example, during the past year the following allegations were widely circulated:

That the alien population of the United States is 20,000,000, or, according to some more conservative, but still inaccurate estimates, not less than 6,000,000.

That of these aliens from 3,500,000 to 10,000,000 entered the United States illegally and are subject to deportation.

That 1,000,000 alien seamen arrive annually in American ports, and of these 250,000 to 500,000 desert their ships and enter the United States illegally.

That census figures show that 500,000 Mexicans entered the United States illegally between 1920 and 1930.

These are fantastic exaggerations. Since they excite needless apprehension and create an atmosphere of intolerance and prejudice, which is incompatible with the best traditions of our country, they

make difficult the planning and thought necessary to sound approach and legislation. The records of the United States Census and of the Immigration and Naturalization Service were carefully examined to determine the facts as nearly as they can be ascertained. The results of this examination may be summarized as follows:

The alien population of the United States today is only about 4,922,000. Approximately 1,500,000 of these have directly or through their parents taken out first citizenship papers.

It is, of course, impossible to determine accurately the number of aliens who have entered the country illegally, but the best available estimates are that the number of such aliens now subject to deportation, if detected, is less than 100,000.

Desertions of alien seamen, instead of amounting to 250,000 a year as charged, have never averaged more than 21,481, and for the past 5 years they have averaged only 1,507 per annum. There are not 1,000,000 seamen arriving here annually, but about 250,000. A check of crew lists based on an examination of manifests at New York for the year 1934 indicated that arrivals exceeded departures by less than 250. A similar check for the year 1935, but extended to all ports, showed an excess of arrivals over departures of 1,151.

Instead of census figures indicating that 500,000 Mexicans had entered the country illegally between 1920 and 1930, they indicate that 289,000 Mexicans who had a legal right to remain here had either returned to Mexico or died. The increase in the Mexican population during the decade was apparently due to a high birth rate rather than to either legal or illegal immigration. The American-born Mexican population showed an increase between 1920 and 1930 of 562,354, or 231 percent, whereas the immigrant Mexican population increased by only 159,638.

It is natural that when millions are unemployed there should be in most countries a determined opposition to the admission of new immigrants to compete in a deflated labor market with the native-born, and even that proposals should be entertained for getting rid of aliens previously admitted, but at least discussion of these questions should be based on facts rather than on fiction. The salient facts are these: Since 1931 more aliens have left the United States each year than have entered, and due to these excess departures, to deaths, and to naturalization the alien population has been reduced from 6,284,613 in 1930 to approximately 4,922,000 in 1935. There is still an alien problem, which at times becomes acute in those sections of the country where there is a concentration of immigrants. In others it is negligible. But for the country as a whole it is becoming less important statistically with each passing year.

There remain phases of the alien problem which are not primarily statistical. Basic laws enacted in 1917, 1921, and 1924 restrict immigration within narrow limits. This was the intent of Congress, corresponding to a public sentiment which was virtually unanimous and has not changed. However, while the general principles which the laws embody are not subject to argument, there are urgent grounds for a revision affecting minor details. Amendments suggested by experience and recommended by the Department of Labor have been submitted to both the Seventy-third and the Seventy-fourth Congress. As last revised they were embodied in a bill (H. R. 8163).



introduced in the Seventy-fourth Congress by Representative Kerr of North Carolina, and in the Senate (S. 2969) by Senator Coolidge of Massachusetts. This legislation, if enacted, would authorize the deportation of certain classes of criminals who are now immune, require the concurrence of an interdepartmental committee in recommendations of judges to prevent the deportation of convicted criminals, and empower officers of the Immigration and Naturalization Service to detain suspected aliens for not more than 24 hours pending the issue of a warrant of arrest. It would also create an interdepartmental committee, consisting of representatives of the Departments of Labor, State, and Justice, with authority to waive deportation in certain meritorious cases. It is a peculiarity of the present immigration laws that except in the case of convicted criminals no provision is made for pardon, parole, or the suspension of a sentence. With the exception noted, when deportation is the prescribed penalty it is mandatory. For technical violations of the immigration law aliens of the highest character, who may have entered the United States as infants in arms and lived here for many years, must inevitably be sentenced to deportation and no officer of the Government has authority to mitigate this sentence.

Deportation cases in which leniency might be warranted number about 100 a month. At the request of the Committee on Immigration and Naturalization of the House of Representatives action in these cases was deferred after the adjournment of the Seventy-third Congress. By the close of the fiscal year 1935 there was an accumulation of approximately 2,600 stayed cases. The Kerr bill was not brought to a vote during the first session of the Seventy-fourth Congress, but on August 23, 1935, the House of Representatives adopted a resolution requesting the Secretary of Labor to continue the stay of deportation until March 1, 1936.

A total of 8,319 aliens were taken into custody on warrants of the Secretary of Labor and deported. In addition to these there were 7,978 found to be illegally in the United States who were permitted to depart voluntarily, making a total of 16,297 illegally resident aliens who were expelled from the country during the fiscal year.

Some of the reasons for the lower deportation figures of the past 2 years were enumerated in the annual report for 1934. For the most part these reasons are still applicable. The most important are reduced immigration, economic conditions which offer little incentive for illegal entry, and the shrinkage of the alien population. Another is the abandonment of the practice of detaining suspects without warrant of arrest, for which there is no authority under existing law. Mention has already been made of the stayed cases which might have appeared in the statistics of completed deportations.

The deportation of aliens is no longer the simple procedure which obtained in earlier days. The governments of various countries to which deportations are made have adopted more stringent rules relative to the acceptance of their subjects or alleged subjects, with the result that it has become necessary in most instances to present virtually absolute proof that an alien held for deportation is a citizen or subject of the country to which removal is directed. The

law provides that deportation shall, at the option of the Secretary of Labor, be to the country whence the alien came or to the foreign port at which he embarked for the United States, and if aliens are held not to be subjects or citizens of such country and they are refused permission to reenter, then they must be deported to the country of which they are citizens or subjects. Formerly it was often possible to deport aliens to the country whence they came, but now such countries will not permit them to enter unless they are citizens or subjects, with the result that deportations can be made only to country of citizenship, and then only if the fact of citizenship can be established by substantial proof.

Attempts to effect deportation necessarily fail in the case of large numbers of aliens who refuse to furnish information from which citizenship can be established or are held by the governments of which they were subjects to have expatriated themselves in one way or another.

A most conspicuous example is afforded by subjects of the former Russian Empire, who were born in territory now included in countries or areas formerly a part of that empire, but have not complied with the requirements necessary to preserve their citizenship, and therefore will not be accepted under deportation orders by the governments established in their native lands. In addition to these are others who were born in Russian territory now included in the Union of Soviet Socialist Republics, and, according to the nationality laws of the Soviet Union, have not taken steps to acquire Soviet citizenship. These various cases represent an accumulation which began during the World War, when deportations to many European countries were necessarily suspended, and include also cases in which deportation was ordered during the long period when there were no diplomatic relations between the United States and the Soviet Government. During the period of nonrecognition Soviet Union passports, essential to deportation, could not be applied for, and therefore cases were necessarily held in abeyance. Due to the refusal of the newly formed countries to accept deportees who were born within their borders, it has become necessary to direct the deportation of all subjects of old Russia to the Soviet Union, and there is now an accumulation of approximately 1,100 cases in which deportation has been so directed.

Efforts to secure needed passports or travel documents from representatives of the Soviet Union in the United States have disclosed that these representatives are not authorized to issue the needed documents. The only alternative was to institute negotiations with the Soviet Government and such negotiations are now under way through the customary channels.

There has been a sharp increase in the number of aliens seeking naturalization. Declarations of intention filed in 1935 totaled 136,524, as compared with 108,079 in 1934 and 83,046 in 1933. It is probable that the causes of this increase are largely economic. Aliens are commonly barred from employment on public works, private employers in increasing numbers prefer hiring citizens, proposals are frequently advanced for excluding aliens from relief rolls, only citizens can qualify for old-age pensions and other benefits under social-secu-

rity laws. These are all considerations which impel the alien to seek naturalization.

An investigation started in December 1933 uncovered evidence of systematic frauds in immigration and naturalization cases in the New York district perpetrated over a period of years by racketeers acting in collusion with employees of this Service having access to official records. Similar frauds had come to light in the past, and individuals implicated had been tried and convicted, but investigations undertaken at the time of the consolidation of the Immigration and Naturalization Service indicated that the corruption extended further than had been suspected and that it could be exposed and rooted out only by a carefully planned and persistent effort.

To meet this situation two groups of examiners and inspectors were assigned by the Service to conduct the investigation in New York City. At the peak 56 men were assigned to this task, the average number engaged being about 40. They worked for 15 months investigating cases and preparing the evidence necessary for criminal trials. Five thousand bound volumes of passenger manifests filed at Ellis Island, covering the arrival of 4,000,000 individual aliens, were checked for alterations and insertions, and approximately 150,000 naturalization petitions and files and court records in New York and Brooklyn extending over a period of 9 years were examined for evidence of fraud. The check-up revealed that manifests had been altered, official documents were missing, and files had been stolen. When specific cases were investigated it was ascertained that sums up to \$100 had been paid in naturalization cases involving false witnesses or the passing of applicants who were technically unqualified, and that from \$300 to \$1,200 had been collected for the alteration of manifests to show legal entry and thus safeguard an alien against deportation or enable him to procure citizenship. While it is impossible to estimate with any accuracy the sum total of these payments, it is believed that they may have aggregated \$1,000,000. The lion's share was retained by racketeers and crooked attorneys and agents who solicited the business and were in direct contact with the aliens concerned, while the remainder was paid to the employees whose connivance was essential.

After 15 months' careful investigation a large number of cases had been completed and prepared for trial. As many of these cases had ramifications extending into two or more Federal judicial districts, it was considered desirable to request the Department of Justice to assign a special assistant to the Attorney General with power to act in any district rather than to attempt prosecutions through the various United States attorneys, none of whom could act in other than his own district. By the close of the fiscal year 1,600 alleged illegal entry cases had been investigated, with 424 arrests and 83 deportations, 34 indictments had been obtained in fraudulent naturalization cases, 200 cases had been prepared for cancelation of citizenship, and 29 cases against employees involving criminal or administrative prosecution. Trial of the more important criminal cases followed later in the year. Much has been accomplished to detect and punish past frauds, break existing contacts between racketeers and venal employees, expel these latter from the Service, and discourage future conspiracies of like nature.

*Comparative statistics for the last 5 fiscal years, 1931-35*

Classes	Year ended June 30--				
	1931	1932	1933	1934	1935
Aliens admitted.....	280,679	174,871	150,728	163,904	179,721
Immigrant.....	97,139	35,576	23,068	29,470	34,956
Nonimmigrant.....	183,540	139,295	127,660	134,434	144,765
Aliens departed.....	290,916	287,667	243,802	177,172	189,050
Emigrant.....	61,882	103,295	80,081	39,771	38,834
Nonemigrant.....	229,034	184,362	163,721	137,401	150,216
Excess of aliens departed over admitted.....	10,237	112,786	93,074	13,268	9,329
Admissions under Immigration Act of 1924.....	280,679	174,871	150,728	163,904	179,721
Quota immigrants.....	54,118	12,983	8,220	12,483	17,207
Natives of nonquota countries.....	21,139	9,328	7,475	8,183	7,661
Husbands, wives, and children of citizens.....	17,264	9,490	6,658	7,891	9,228
Returning residents.....	91,442	67,057	62,610	55,169	51,081
Temporary visitors for business or pleasure.....	55,636	40,465	36,899	49,833	61,633
In continuous transit through the United States.....	32,169	28,678	22,693	23,687	24,931
Government officials, their families, etc.....	4,973	3,844	4,053	4,363	5,194
Students.....	1,538	1,266	877	1,048	1,377
Miscellaneous classes.....	2,400	1,760	1,243	1,247	1,409
Aliens debarred from entering the United States.....	9,744	7,064	5,527	5,384	5,558
Stowaways found on arriving vessels:					
Aliens.....	741	441	317	424	353
Citizens.....	220	239	352	227	265
Indigent aliens returned to their native land.....	541	2,637	1,645	446	114
Voluntary departures in lieu of deportation.....	11,719	10,775	10,347	8,010	9,978
Aliens deported under warrant proceedings.....	18,142	19,426	19,805	8,879	8,319
United States citizens arrived.....	439,897	339,262	305,001	273,257	282,515
United States citizens departed.....	446,386	380,837	338,545	262,091	272,400
Vessels boarded by immigration officers.....	36,181	30,971	27,318	25,084	28,495
Alien seamen examined.....	1,171,690	951,642	822,813	814,626	790,184
Alien seamen deserted.....	3,341	1,344	664	972	1,212
Alien seamen ordered held on board vessel.....	13,327	11,123	9,754	8,104	7,734
Declarations of intention filed.....	106,272	101,345	83,046	108,079	136,524
Petitions for citizenship filed.....	145,474	131,062	112,629	117,125	131,378
Certificates of naturalization issued.....	143,495	136,600	113,363	113,669	118,945

**Immigration and emigration****Volume—Chief Sources—Distribution**

There were 34,956 immigrants admitted for permanent residence in 1935 and 144,765 nonimmigrants admitted, the total being 179,721. The nonimmigrants included 61,633 temporary visitors for business or pleasure, 24,931 travelers in transit, and 50,885 alien residents of the United States returning from trips abroad.

The volume of immigration was somewhat greater than in 1934 or 1933, but small in comparison with any year prior to the adoption of the present policies governing the issue of consular visas. During the decade 1921 to 1930 the average number of immigrants admitted each year was 410,721. For the 5-year period 1931 to 1935 this annual average has been reduced to 44,042, and for the last 3 years to 29,165.

Quota immigrants admitted in 1935 numbered 17,207 or 11.2 per cent of the maximum admissible under all quotas, which is 153,774.

Aliens admitted, year ended June 30, 1935, by country or area of birth and by classes under the Immigration Act of 1924, as specified

Country or region of birth and classes	Annual quota	Admitted			Total
		Quota im-migrant	Non-im-migrant	Non-quota im-migrant	
Total.....	153, 774	17, 207	92, 484	70, 030	179, 721
COUNTRIES					
Albania.....	100	74	10	221	305
Austria.....	1, 413	641	670	416	1, 727
Belgium.....	1, 304	173	881	327	1, 381
Bulgaria.....	100	52	48	52	152
Czechoslovakia.....	2, 874	610	735	892	2, 237
Denmark.....	1, 181	146	1, 005	646	1, 797
Estonia.....	116	28	33	37	98
Finland.....	569	105	408	516	1, 029
France.....	3, 086	413	4, 929	2, 223	7, 565
Germany.....	25, 957	4, 891	10, 294	10, 716	26, 901
Great Britain and Northern Ireland:					
England.....		1, 043	15, 834	5, 204	22, 081
Northern Ireland.....	65, 721	152	600	889	1, 641
Scotland.....		434	3, 693	3, 963	8, 090
Wales.....		50	463	343	856
Greece.....	307	324	270	1, 026	1, 620
Hungary.....	869	399	579	387	1, 365
Irish Free State.....	17, 853	301	1, 241	3, 774	5, 316
Italy.....	5, 802	2, 127	3, 022	8, 773	13, 922
Latvia.....	236	49	95	53	197
Lithuania.....	386	190	174	205	569
Netherlands.....	3, 153	244	1, 670	567	2, 481
Norway.....	2, 377	208	1, 093	1, 420	2, 721
Poland.....	6, 524	1, 682	1, 201	1, 782	4, 665
Portugal.....	440	303	133	543	979
Rumania.....	377	295	525	320	1, 140
Russia.....	2, 712	357	1, 622	610	2, 589
Spain.....	252	252	1, 634	1, 146	3, 032
Sweden.....	3, 314	160	1, 006	1, 849	3, 015
Switzerland.....	1, 707	192	1, 222	629	2, 043
Turkey.....	226	55	135	70	260
Yugoslavia.....	845	215	343	412	970
Other Europe <sup>1</sup> .....	700	160	124	174	458
Asia <sup>2</sup> .....	1, 423	393	5, 222	4, 720	10, 335
Africa <sup>2</sup> .....	1, 200	81	821	134	1, 036
Australia and Pacific Islands <sup>2</sup> .....	650	157	3, 570	562	4, 289
Canada.....			9, 120	6, 962	16, 082
Newfoundland.....			575	561	1, 136
Mexico.....			1, 607	2, 374	3, 981
Cuba.....			7, 540	1, 574	9, 114
Other independent countries of America.....			5, 167	1, 694	6, 861
American colonies of European countries <sup>2</sup> .....		251	3, 170	1, 264	4, 685
CLASSES					
Government officials, their families, attendants, servants, and employees.....			5, 194		
Temporary visitors for business.....			13, 166		
Temporary visitors for pleasure.....			48, 467		
In continuous transit through the United States.....			24, 931		92, 484
To carry on trade under existing treaty.....			726		
Husbands, wives, and unmarried children of United States citizens.....				9, 228	
Returning residents.....				51, 081	
Natives of nonquota countries.....				7, 661	
Wives and unmarried children (born in quota countries) of natives of nonquota countries.....				86	
Ministers and professors and their wives and unmarried children.....				458	
Students.....				1, 377	
Women who had been citizens of the United States.....				116	
Spanish subjects admitted into Puerto Rico.....				19	
Miscellaneous.....				4	
Quota immigrants (charged to quota).....		17, 207			17, 207

<sup>1</sup> Also includes aliens to whom visas were issued during the latter part of the fiscal year ended June 30, 1934, and charged to the quota for that year. Nationality for quota purposes does not always coincide with actual nationality. (See sec. 12 of the Immigration Act of 1924.)

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

As segregated by races, the 34,956 immigrants admitted included 6,837 Italians, 5,272 Germans, 4,837 Hebrews, 3,432 English, 1,677 French, 1,464 Scotch, 1,449 Irish, 1,232 Mexicans, and 1,029 Greeks. No other race contributed as many as 1,000 immigrants. Of the Hebrews admitted, 1,683 came from Germany, 952 from Poland, and 751 from Canada. Canada also contributed to the above totals, 2,077 English, 1,148 French, and 1,065 Scotch.

Northeastern and Middle Western States absorbed the great majority of the new immigrants. New York alone took 13,660, New Jersey 2,002, Pennsylvania 1,847, and Massachusetts 1,818. There were 2,526 destined to Michigan, 1,891 to Illinois, and 1,134 to Ohio. California took 2,843.

New York retains its primacy as a port of entry. The number of immigrants admitted there was 23,173. Boston admitted 522, Key West 159, Miami 145, and San Francisco 539. All Atlantic ports admitted 24,076, Gulf ports 297, Pacific ports 981, Canadian land border stations 7,773, and Mexican land border stations 1,535. In addition, 23 immigrants were admitted to Alaska, 79 to Hawaii, and 192 to Puerto Rico.

Male immigrants numbered 14,010 and female 20,946.

As classified by age groups, 6,893 were under 16 years, 4,960 from 16 to 21, 8,760 from 22 to 29, 6,124 from 30 to 37, 2,713 from 38 to 44, and 5,506 were 45 years old and over.

By occupation 2,277 were listed as belonging to the professional and 1,387 to the commercial group. Skilled artisans numbered 3,786, laborers 1,705, servants 1,418, miscellaneous 1,895. There were 22,488, mostly women and children, who declared that they had no occupation.

As in the 3 preceding years, beginning with 1932, the number of alien emigrants leaving the United States with no intention to return exceeded the number of immigrants admitted. The number of such emigrants in 1935 was 38,834. Included among them were 6,629 Mexicans, 4,297 English, 4,195 Germans, 3,234 Filipinos, 2,463 Italians, 1,956 Chinese, 1,917 Scandinavians, 1,757 Scotch, 1,643 Irish, 1,172 French, and 1,070 Spanish Americans.

The large Mexican emigration was particularly noteworthy as exceeding immigration by more than 5 to 1. Only 1,232 Mexicans were admitted for permanent residence during the year, whereas 6,629 gave up their domicile in this country and returned to Mexico.

*Intended future permanent residence of aliens admitted and last permanent residence of aliens departed, year ended June 30, 1935, by States and Territories*

State or Territory	Aliens admitted			Aliens departed		
	Immigrant	Nonimmigrant	Total	Emigrant	Nonemigrant	Total
Total.....	34,956	144,765	179,721	38,834	150,216	189,050
Alabama.....	35	40	75	14	25	39
Alaska.....	36	19	55	2	15	17
Arizona.....	154	52	206	175	33	208
Arkansas.....	10	16	26	4	14	18
California.....	2,843	4,336	7,179	4,434	5,103	9,537
Colorado.....	85	93	178	124	85	209
Connecticut.....	737	1,187	1,924	449	1,175	1,624

*Intended future permanent residence of aliens admitted and last permitted resident of aliens departed, year ended June 30, 1935, by States and Territories—Continued*

State or Territory	Aliens admitted			Aliens departed		
	Immigrant	Nonimmigrant	Total	Emigrant	Nonemigrant	Total
Delaware.....	34	57	91	16	61	77
District of Columbia.....	224	403	627	307	439	746
Florida.....	346	968	1,314	531	1,173	1,704
Georgia.....	54	111	165	45	67	112
Hawaii.....	82	1,500	1,582	2,748	2,256	5,004
Idaho.....	64	19	83	46	49	95
Illinois.....	1,891	2,547	4,438	1,864	3,110	4,974
Indiana.....	254	225	479	179	200	379
Iowa.....	132	146	278	30	140	220
Kansas.....	69	147	216	163	33	196
Kentucky.....	56	63	119	34	40	74
Louisiana.....	164	238	402	220	143	363
Maine.....	417	96	513	40	92	132
Maryland.....	221	328	549	152	285	437
Massachusetts.....	1,818	2,815	4,633	1,220	2,884	4,104
Michigan.....	2,526	1,688	4,214	1,354	1,707	3,061
Minnesota.....	246	239	485	217	281	498
Mississippi.....	31	55	86	63	41	94
Missouri.....	165	209	374	161	219	380
Montana.....	115	44	179	70	105	175
Nebraska.....	55	80	135	59	81	140
Nevada.....	35	33	68	43	41	84
New Hampshire.....	149	72	221	29	65	94
New Jersey.....	2,002	3,596	5,598	1,495	3,459	4,954
New Mexico.....	44	32	76	143	15	158
New York.....	13,660	24,028	37,688	13,675	26,563	40,238
North Carolina.....	56	69	125	26	69	95
North Dakota.....	61	20	81	35	37	72
Ohio.....	1,134	1,023	2,157	1,036	1,137	2,173
Oklahoma.....	46	21	67	48	16	64
Oregon.....	210	166	376	196	202	398
Pennsylvania.....	1,847	2,485	4,332	1,565	2,787	4,352
Puerto Rico.....	153	425	578	98	409	507
Rhode Island.....	254	375	629	141	452	593
South Carolina.....	27	24	51	7	23	30
South Dakota.....	22	21	43	28	38	65
Tennessee.....	58	57	115	10	48	58
Texas.....	842	797	1,639	4,336	718	5,054
Utah.....	73	66	139	48	87	135
Vermont.....	126	55	181	28	38	66
Virginia.....	94	117	211	61	108	169
Virgin Islands.....	1	4	5	-----	1	1
Washington.....	655	771	1,426	713	656	1,369
West Virginia.....	151	87	238	61	83	144
Wisconsin.....	383	322	705	219	432	651
Wyoming.....	9	33	42	32	36	68
Outside United States.....	-----	92,435	92,435	-----	92,840	92,840

#### Land border stations

Immigration inspection at stations on the Canadian and Mexican land borders is designed to prevent illegal entries while interfering as little as possible with the normal intercourse between communities on opposite sides of the border. The traffic in all manner of conveyances and on foot and for all purposes of business and pleasure is enormous. While every effort is made to avoid needless obstructions and delay, inspectors must be satisfied of the temporary nature of asserted visits, that transit passengers will depart from the United States as planned, that aliens returning from a short visit across the border have a lawful domicile in this country, that claims to American citizenship are justified, and that the identification cards issued to commuters are in proper hands and still valid. Aliens applying at border stations for admission for permanent residence or to seek employment must satisfy the same requirements as those arriving by

sea, and are recorded in the same manner. No detailed record is kept of the purely local and temporary border crossers, and they are not included in immigration statistics. It is estimated that in 1935 they numbered 43,424,920, divided almost equally between the Canadian and Mexican borders. Of this estimated total 23,497,061 were aliens and 19,927,859 were citizens of the United States.

#### Seamen

There were 790,184 examinations of alien seamen on 28,495 vessels during the year 1935. This does not mean that 790,000 individual seamen entered United States ports. The actual number is probably substantially under 250,000. Seamen are inspected on each arrival and the same man may and frequently does make from 10 to 20 trips to the United States in a single year. The number of alien seamen reported as deserting was 1,212, and the number paid off or discharged was 17,329. Alien seamen who leave their ships in United States ports are required to ship out within 60 days. Some of them remain here illegally, but the total of illegal entries by seamen appears to be, for the present at least, inconsiderable. In 1935 the number arriving, as stated above, was 790,184, and the number departing was 788,524, an excess of arrivals over departures of 1,660. However, 516 aliens who arrived as seamen applied for admission, presenting the documents required by law, and of these 509 were duly admitted. If this figure is deducted from the 1,660 excess arrivals, the total of apparent illegal entries by seamen is reduced to 1,151.

The number of alien stowaways found on vessels arriving in 1935 was 353. Nine stowaways were found to be entitled to admission, 340 were debarred, and 2 escaped from custody. Among the cases thus disposed of 14 had been carried over from the previous year, and 16 cases were pending when the year closed.

#### Chinese

On account of lessened industrial activity and the application of the Chinese exclusion laws, together with the restrictions of the general immigration laws, the movement of Chinese aliens shows a constantly decreasing number of arrivals and a larger number of departures. The figures for the present fiscal year show a slight increase, which no doubt reflects a change for the better in business conditions. All classes of Chinese applying for admission number 2,864 as compared with 2,553 during the fiscal year 1934. Of these, 980 were of the transit class as compared with 935 of this class seeking admission in the last fiscal year. One hundred and twenty-six temporary visitors were admitted for business reasons and 188 visitors were admitted for pleasure. This compares with 86 who entered for business purposes and 107 who entered for pleasure during the past fiscal year. One hundred and six merchants were admitted during the fiscal year 1935, whereas 87 of this class came in the previous fiscal year. Students to the number of 265 arrived while only 140 came in 1934. Forty-one Chinese wives of United States citizens were admitted as compared to 19 such wives in 1934.

A marked decrease is shown in the number of Chinese legally resident in the United States who returned to this country after a temporary absence abroad. Only 896 of this class returned, whereas 1,018 of this class returned in the fiscal year 1934. In fact, an indica-



tion that the Chinese population of the United States is gradually receding is shown by the incoming and outgoing movement. The total number of immigrants and nonimmigrants of the Chinese race who were admitted this year is 2,864, whereas the number of both classes who departed is 4,363, there being an excess in the outward movement of 1,499.

The efforts of Chinese to enter the United States as American citizens when their claims to this status are apparently false have continued, and the prevention of such fraudulent entries is still the main problem of immigration officers dealing with Chinese cases. It is believed that the work of these officers has been generally successful. The courts have sustained orders of rejection in all but a few instances.

In past years a considerable body of Chinese succeeded in entering the United States as citizens of Honolulu by fraudulent means. During the past fiscal year a special effort was put forward at this port to apprehend and prosecute those who entered in this manner. The movement has met with considerable success, and it is believed that the return of such of these Chinese as are now abroad has been successfully blocked.

The following is a table covering the application of Chinese for return permits:

Permits issued.....	194
Extensions granted.....	221
Applications for permits denied.....	7
Applications for permits withdrawn.....	1
Applications for extensions denied.....	0

#### Exclusions

Admission was denied at ports of entry to 5,558 aliens who sought to enter the United States. Of these 4,070 were rejected by boards of special inquiry without appeal to the Department, and 1,488 were rejected on appeal. All but 659 of these exclusions were at land border stations. Immigrants by sea, since they must show a consular visa before sailing, which is issued to them only after careful examination, are seldom rejected at ports of entry.

Among recorded grounds for exclusion were the following: Without visa, 2,988 cases; likely to become a public charge, 1,353; stow-away, 340; contract laborer, 193; criminal, 145; not a nonimmigrant or nonquota immigrant as specified in visa, 105.

#### *Applicants for admission*

Aliens whose cases were pending beginning of fiscal year 1935.....	413
New applicants during the year.....	185, 418
Cases finally disposed of (aliens coming for permanent or temporary residence or to resume unrelinquished domicile):	
Admitted on primary inspection.....	174, 749
Admitted after temporary detention (without board of special inquiry hearing).....	518
Admitted by board of special inquiry.....	3, 933
Admitted on court order.....	4
Rejected by board of special inquiry without appeal to Department.....	4, 070
Rejected by board of special inquiry, but appealed to Department:	
Appeal sustained (alien admitted).....	517
Appeal denied (alien debarred).....	1, 488
Died (after arrival and before final action taken).....	5

*Applicants for admission—Continued*

Escaped—	
From custody of immigration officers.....	7
From custody of others.....	3
Aliens whose cases were pending at close of fiscal year 1935:	
Before board of special inquiry.....	198
On appeal to Department.....	304
On appeal to court.....	10
In hospital for treatment.....	3
Awaiting primary inspection and others.....	22

## SUMMARY

Cases pending beginning of fiscal year 1935.....	413
New applicants during the year.....	185,418
Total applicants.....	185,831
Aliens admitted during the year—	
On primary inspection.....	175,267
By board of special inquiry.....	3,933
On appeal to Department and on court order.....	521
Total admitted.....	179,721
Aliens rejected during the year—	
By board of special inquiry without appeal.....	4,070
On appeal to Department.....	1,488
Total rejected.....	5,558
Aliens who died or escaped.....	15
Cases pending at close of fiscal year 1935.....	537
Total applicants.....	185,831

## Deportations

The table below shows the number and cause of deportations during each of the last 5 years. The figures for 1935, while they are substantially the same as those for 1934, are materially lower than those for the three preceding years. Various factors contributing to this result were enumerated in the annual report for 1934. They may be summarized as follows: Owing to the radical restriction of immigration during the past 4 years the number of newly arrived and unadjusted aliens now in the United States is much smaller than at any earlier period. It is from this group that the majority of deportees is drawn. Illegal entries have become less numerous. They cannot be measured statistically, but some figures are available which indicate the trend. For instance, in 1929, 11,314 alien seamen deserted in American ports. In 1933 there were only 664 such desertions, and in 1935, 1,212. The obvious explanation is that jobs on shore have been scarce, and it is safe to assume that the difficulty of finding employment has deterred not only seamen but other prospective illegal entrants. A few years ago many aliens who had established themselves here were ready to pay large sums to smugglers for bringing in their relatives or friends when the latter were unable to obtain visas.

During the depression they were either unable to raise the money or they doubted their ability to provide for these people after their arrival. The accounts of conditions in the United States circulated by the thousands of aliens who have returned to their homes since 1929 have tended to discourage illegal as well as legal immigration.

It was formerly a common practice for immigration officers to arrest suspected aliens without warrant. Because this practice was clearly illegal its discontinuance was ordered. Many aliens who would have been held under the old procedure and eventually deported now escape before warrants for their arrest can be obtained. Such cases are most frequent on the Mexican border. A careful estimate indicates that they may number at least 2,500 a year. This situation can be remedied only by legislation, which has been recommended. Stayed cases also account in part for lower deportation figures. They have been dealt with in the introductory section of this report.

*Comparative figures on aliens deported from the United States during the last five fiscal years, 1931-35, by principal causes*

Causes	Number deported				
	1931	1932	1933	1934	1935
Criminals.....	1,773	1,709	1,770	1,569	1,632
Violation of narcotic laws.....	44	138	167	122	111
Immoral classes.....	884	906	785	383	413
Mental or physical defects.....	952	1,107	1,056	662	510
Likely to become public charges.....	1,240	187	166	98	33
Anarchists and kindred classes.....	18	51	74	20	17
<b>Total.....</b>	<b>4,911</b>	<b>4,098</b>	<b>4,018</b>	<b>2,854</b>	<b>2,716</b>
Had previously been deported.....	1,003	1,202	1,010	359	933
Without proper immigration visa.....	6,205	8,167	9,099	3,611	2,824
Remained longer than permitted.....	2,835	3,284	3,148	986	786
Unable to read (over 16 years of age).....	2,066	1,403	1,393	539	416
Under Chinese Exclusion Act.....	207	516	249	101	77
Miscellaneous causes.....	915	756	948	429	567
<b>Total.....</b>	<b>13,231</b>	<b>15,328</b>	<b>15,847</b>	<b>6,025</b>	<b>5,603</b>
<b>Grand total.....</b>	<b>18,142</b>	<b>19,426</b>	<b>19,865</b>	<b>8,879</b>	<b>8,319</b>

In addition to the 8,319 aliens deported, 7,978, whose presence in the United States was contrary to law, were permitted to depart voluntarily and at their own expense, making a total of 16,297 illegally resident aliens who were expelled from the country during the fiscal year.

Of the aliens deported, 2,007 were dispatched to Europe, 4,078 to Mexico, 1,554 to Canada, 160 to the West Indies, 304 to Asia, and 216 to other destinations.

Of those departing voluntarily, 325 went to Europe, 5,061 to Mexico, 2,471 to Canada, 11 to Asia, 58 to the West Indies, 24 to Central and South America, and 28 to other parts of the world.

It will be noted that 49 percent of the deportations and 63 percent of voluntary departures were to Mexico.

*Warrant cases, fiscal year 1935*

<b>Investigations:</b>	
Conducted contemplating warrants of arrest.....	88,886
Number of aliens involved.....	121,103
Resulting in applications for warrants of arrest.....	12,106
Number of aliens involved.....	12,886
<b>Warrants of arrest:</b>	
Served by field officers.....	11,198
Returned to Department, unserved.....	1,009
<b>Less than 30 days.....</b>	<b>231</b>
<b>From 30 to 60 days.....</b>	<b>102</b>

*Warrant cases, fiscal year 1935—Continued*

Warrants of arrest—Continued.	
From 60 to 90 days.....	54
Over 90 days.....	240
On hand by field officers, unserved, close of year.....	627
Warrants of deportation:	
Executed (number of aliens deported).....	8,319
Returned to Department, unexecuted.....	643
On hand by field officers, unexecuted, close of year.....	5,934
Aliens subject to deportation, voluntarily departed:	
Shipped foreign 1 way.....	85
Paid own passage, departed from seaports.....	490
Departed across land borders.....	7,403
Total.....	7,978
Destination:	
Mexico.....	5,061
Canada.....	2,471
Europe.....	325
Asia.....	11
West Indies.....	58
Central and South America.....	24
Other countries.....	28
Total.....	7,978

The Department of Labor has no funds which can be used to pay for the transportation of the wives and children of deportees who may wish to accompany them when they are expelled from this country, but during 1935 transportation was provided by State authorities for 529 such dependent relatives, and for 56 more by the Federal Emergency Relief Administration.

**Repatriations**

Aliens who become destitute within 3 years after their admission to the United States and are unable to earn a livelihood may apply for repatriation at Government expense. In 1932 there were 2,637 such repatriations, but the number has declined steadily in subsequent years. There were only 114 in 1935. The reduction is, of course, primarily due to the decrease in immigration during the last 3-year period. Another factor of importance is the strict financial requirements with which all intending immigrants must comply and which have resulted in excluding from admission aliens who were not in possession of sufficient means to guard against their becoming public charges or who did not have in this country relatives to care for them.

**Naturalization****Statistical summary**

Declarations of intention were filed in 1935 by 136,524 candidates for naturalization. This figure is high as compared with 1934 when 108,079 declarations were filed, or with 1933 which showed only 83,046. It is in fact higher than the record for any year since 1929. Petitions for naturalization filed in 1935 numbered 131,378, and 118,945 aliens were admitted to citizenship. The number of petitions rejected was 2,765.

Naturalization examiners in the course of administrative examinations or preliminary hearings examined or reexamined 245,470 peti-

tioners in person and 7,121 by correspondence, and questioned 414,981 witnesses in person and 15,375 by correspondence. They attended in person 2,800 court hearings.

The courts canceled 864 certificates of naturalization for various causes, as follows: Formal renunciation of United States citizenship, 45; informal renunciation of United States citizenship, 413; fraud, 382; other causes, 24.

There were 81 prosecutions for violation of the naturalization laws pending at the beginning of the fiscal year, and prosecution was begun during the year in 83 additional cases. Conviction was had in 54 cases, 20 were nol-prossed, and 7 resulted in acquittal, leaving 83 cases still pending.

Increased interest in naturalization was reflected by a growing demand for copies of the Federal Textbook on Citizenship Training, which is supplied to public schools throughout the United States for the instruction of candidates for naturalization. During the fiscal year 1935, 78,271 copies of the textbook were distributed, as compared with 23,433 in 1934. Of the copies issued during the past year 24,760 were furnished for the use of classes conducted by teachers employed under public-school supervision by the Federal Emergency Relief Administration.

*Declarations of intention and petitions for citizenship filed and certificates of naturalization issued, years ended June 30, 1907 to 1935*

Period of year	Declara- tions	Petitions			Certificates		
		Civilian	Mili- tary	Total	Civilian	Mili- tary	Total
Grand total, 29 years, 1907-35	6,457,511	3,757,991	309,374	4,067,365	3,332,438	307,529	3,639,967
Total, 4 years, 1907-10	526,322	164,036	-----	164,036	111,738	-----	111,738
1907	73,658	21,113	-----	21,113	7,941	-----	7,941
1908	137,571	44,032	-----	44,032	25,975	-----	25,975
1909	145,745	43,141	-----	43,141	38,374	-----	38,374
1910	169,348	55,750	-----	55,750	39,448	-----	39,448
Total, 10 years, 1911-20	2,686,909	1,137,084	244,300	1,381,384	894,672	244,300	1,128,972
1911	189,249	74,740	-----	74,740	56,683	-----	56,683
1912	171,133	95,661	-----	95,661	70,310	-----	70,310
1913	182,095	95,380	-----	95,380	83,561	-----	83,561
1914	214,104	124,475	-----	124,475	104,145	-----	104,145
1915	247,958	106,399	-----	106,399	91,848	-----	91,848
1916	209,204	108,767	-----	108,767	87,831	-----	87,831
1917	440,651	130,865	-----	130,865	88,104	-----	88,104
1918	342,283	105,514	63,993	169,507	87,456	63,993	151,449
1919	391,156	128,523	128,335	256,858	89,023	128,335	217,358
1920	299,076	166,760	51,972	218,732	125,711	51,972	177,683
Total, 10 years, 1921-30	2,709,014	1,827,073	57,204	1,884,277	1,716,979	56,206	1,773,185
1921	303,904	177,898	17,636	195,534	163,656	17,636	181,292
1922	273,511	153,170	9,468	162,638	160,979	9,468	170,447
1923	296,636	158,059	7,109	165,168	137,975	7,109	145,084
1924	424,540	166,947	10,170	177,117	140,340	10,170	160,510
1925	277,218	162,258	-----	162,258	152,457	-----	152,457
1926	277,539	172,107	125	172,232	146,239	92	146,331
1927	258,295	235,298	5,041	240,339	195,493	4,311	199,804
1928	254,588	235,828	4,993	240,821	228,006	5,149	233,155
1929	280,645	254,799	720	255,519	224,197	531	224,728
1930	62,138	111,209	1,942	113,151	167,637	1,740	169,377
Total, 5 years 1931-35	635,266	629,798	7,870	637,668	619,049	7,023	626,072
1931	106,272	142,249	3,225	145,474	140,271	3,224	143,495
1932	101,345	131,043	19	131,062	136,598	2	136,600
1933	83,046	110,604	2,025	112,629	112,368	995	113,363
1934	108,079	114,524	2,601	117,125	110,867	2,802	113,669
1935	136,524	131,378	-----	131,378	118,945	-----	118,945

1 From Sept. 27, 1906 to June 30, 1907, inclusive.

### New legislation

Two naturalization acts affecting World War veterans were signed by the President on June 24, 1935. The first of these (Public, No. 160, 49 Stat. 395) revives recent legislation liberalizing certain procedural requirements of the naturalization laws with respect to aliens who served honorably in the American military forces during the World War and extends similar privileges to aliens lawfully residing in the United States before or during the war who performed military service with any of the allied powers.

The other act (Public, No. 162, 49 Stat. 397) dispenses with the requirement of racial eligibility for certain veterans who served the United States in the World War and would otherwise be eligible for citizenship but by reason of being of an oriental race. It also validates certificates of citizenship issued to such persons.

Another modification of the naturalization laws was brought about by an act approved June 15, 1935 (Public, No. 142, 49 Stat. 376), which repealed a provision granting certain privileges of citizenship to alien seamen filing declarations of intention who are serving on merchant or fishing vessels of an American port of registry. While this amendment does not directly concern the naturalization of aliens (since seamen of this class were not really admitted to citizenship), it is of interest to maritime workers, for its operation tends to limit the employment of aliens on American vessels, thereby increasing the opportunities for citizen seamen.

### Miscellaneous routine activities of Central Office

#### Registry of aliens

The number of applications for registry under the Basic Registry Act of March 2, 1929, greatly increased during the past fiscal year when 10,262 aliens who alleged entry prior to June 3, 1921, applied to have their residence legalized. This is 3,226, or 45.8 percent greater than the number who applied during the fiscal year ended June 30, 1934; 7,118 having been granted, 1,303 denied, and 105 withdrawn.

Under the act of Congress approved June 8, 1934, aliens claiming to be bona fide religious or political refugees were permitted to apply until June 8, 1935, for registration if they could prove certain specified qualifications.

Of the 1,639 refugee applications received, 702 were granted, 168 denied, 1 withdrawn, and 763 pending at the close of the fiscal year.

#### Immigration visas

During the fiscal year 36,422 original immigration visas and 35,584 duplicate immigrant identification cards were surrendered by arriving immigrants and forwarded to the Central Office by the ports of entry. This represents an increase over the preceding year of 3,580 visas and 3,411 identification cards. Since July 1, 1924, there have been received and filed in the Central Office a total of 2,020,301 original immigration visas, and since July 1, 1928, 749,175 duplicate immigrant identification cards. There have also been received and filed a total of 57,420 records of registry issued since July 1, 1929. These records are used for verification of arrivals after June 30, 1924, or registrations after June 30, 1929. Arrivals prior to July 1, 1924, are verified from original manifests on file at ports of entry.

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

During the fiscal year 2,126 petitions and informal inquiries relating to applications for permission to import alien contract laborers were handled; also, 6,461 applications from temporary visitors for extensions of stay; 1,458 requests for permission to reapply after exclusion at the ports; 3,457 applications from persons who have been deported and desire permission to apply for admission; 234 requests for removal to native country of aliens in distress; as well as 658 applications covering various types of miscellaneous cases. These represent an increase of 3,633, or 33.7 percent, of these cases handled over the preceding year.

**Reentry permits**

Applications for reentry permits were received in the last year from 58,644 persons who claimed previous lawful admission into the United States, and who desired documentary evidence to that effect to facilitate their reentry after a trip abroad, and 57,043 permits were issued, 441 denied, and 477 withdrawn or abandoned. The applications pending at the close of the fiscal year numbered 2,147.

**Petitions for immigration visas**

During the year petitions were approved for issuance of nonquota visas to 6,041 wives, 4,662 unmarried children under 21 years of age, and 926 husbands whose marriage occurred prior to July 1, 1932, making a total of 11,629. Petitions for preferential status in the issuance of visas were approved for 1,127 fathers, 2,081 mothers, and 1,270 husbands whose marriage took place on or after July 1, 1932, totaling 4,478. The number of aliens covered by petitions approved, nonquota and preferential, totaled 16,107.

The Central Office also received in the last fiscal year 51 petitions of citizen husbands in behalf of alien Chinese wives, all of which were approved.

**Nonquota students**

Section 4 (e) of the Immigration Act of 1924 provides that an alien 15 years of age or over may enter the United States regardless of the quota, solely for the purpose of study at a school, college, academy, seminary, or university approved by the Secretary of Labor, upon the condition that the school agrees to furnish attendance record of the students admitted. During the last fiscal year 1,377 students entered the United States under this provision of law, an increase of 329 or 31 percent; over the previous year. As compared with the number admitted during the year, 1,323 departed from the United States, and 4 were reported as deceased.

Between July 1, 1924, when the student law became effective and June 30, 1935, there were admitted 16,937 nonquota aliens as students. Of this number 11,986 have departed, leaving 4,951 students in the United States.

**Naturalization certificates**

The act of April 19, 1934, reduced the fee for a new declaration of intention or certificate of citizenship in lieu of one lost, mutilated, or destroyed from \$10 to \$1. New certificates of citizenship were issued to 7,379 applicants during the year who alleged that the originals of such documents had been lost, mutilated, or destroyed. This is an increase of 5,097, or 223 percent, over the previous year. During the

year 3,330 new declarations of intention were similarly issued, being an increase of 1,349, or 68 percent more than last year, and 237 applications for new declarations and certificates were abandoned by the applicants or denied by the Central Office.

The Central Office also issued 841 certificates of derivative citizenship to persons who derived citizenship through the naturalization of a parent or husband; 122 new certificates of citizenship to persons whose names had been changed by order of court or by marriage subsequent to naturalization; 53 certificates of repatriation; and 13 special certificates of citizenship. In addition to the above, 693 new declarations of intention were issued under section (d) of the act approved on May 25, 1932, to applicants whose original declarations were attached to prior petitions for citizenship which had been denied by the courts in which they were filed.

### Judicial proceedings

#### Criminal prosecutions and civil suits

Three thousand four hundred and sixty-nine criminal or civil prosecutions for violation of the immigration and naturalization laws were instituted during the year, bringing the number of cases considered by the courts in the year, including 475 pending at the close of the previous year, to 3,944. Of that number 3,188 resulted in convictions, 22 in acquittals, and 156 dismissals. Five hundred and seventy-eight cases were pending at the close of the year. Fines in the amount of \$27,516.72 were collected. Sentences of imprisonment for an aggregate of 1,403 years were given.

#### Administrative fines

For the first time in a number of years administrative fines imposed for violations of the immigration laws have increased in amount. Greater commerce between the United States and other countries and the consequent increase in the number of ships entering ports of the United States undoubtedly is the reason therefor. One thousand four hundred and thirty cases involving fines were considered during the year. In 736 cases it was found that penalties had been incurred resulting in the imposition of fines totaling \$59,200. In 694 cases it was found that the penalties proposed had not been incurred, and the sum of \$126,970 was remitted. Violations of the provisions of the immigration laws relating to seamen largely accounted for the greater amount of penalties imposed.

#### Other judicial proceedings

Two hundred thirty-four cases were taken into court during the year in habeas corpus proceedings to test the legality of orders of deportation which, added to the number pending at the close of the preceding year, made a total of 332 cases considered by the courts. One hundred forty-three writs of habeas corpus were dismissed, 18 were sustained, and 49 withdrawn, leaving 122 cases pending without final decision at the close of the year.

It was necessary to institute suit to recover the amounts of the penalties involved in five bonds filed in behalf of aliens. Out of a total of 5,969 bonds executed, 18 were breached.

During the year 2,134 suits to cancel certificates of naturalization were before the courts. This number included 1,147 cases which were instituted in the year. In 864 cases the certificates of



naturalization were canceled; in 28 the actions were discontinued on motion of the Government; in 13 an order dismissing for cause was entered, and in 1,229 cases final decision had not been rendered at the end of the year. Because the certificates were obtained through fraud was the reason for cancelation in approximately half of the number of cases which resulted in cancelation.

### Border patrol

The immigration border patrol was established in 1924 when it became apparent that a restrictive immigration policy could not be enforced by immigrant inspectors stationed at authorized ports of entry if the long stretches of land border between such ports and also those sections of the coast line which are easily accessible from foreign territory remained unguarded.

The need for this force and its efficiency are demonstrated by its record. During the 11 years following its organization it has apprehended 218,925 violators of the immigration laws, plus 17,233 other lawbreakers, and seized 4,978 automobiles, 1,814 boats and other conveyances and 40 aircraft used in illegal operations. The estimated value of these seizures, with contraband merchandise, amounts to \$5,618,616. While these figures are impressive, they represent but a small fraction of the real accomplishment of the border patrol. It deters more aliens than it apprehends. Owing to its vigilance, illegal entry has become a difficult venture of very uncertain outcome which only the more reckless will undertake.

The record of the border patrol for 1935 includes the arrest of 128 smugglers of aliens, 10,015 persons endeavoring to enter the United States illegally, together with 1,001 aliens unlawfully in the United States and 530 violators of customs and other laws; the seizure of 129 automobiles and 25 other conveyances valued, with contraband merchandise, at \$96,517. Patrol officers covered 6,418,199 miles by motor, 53,166 by railroad, 14,651 on horseback, 14,498 by boat, 485 by aircraft, and 321,960 on foot. They interrogated 474,178 travelers arriving by various conveyances and 337,829 on foot.

The difficulties of the border patrol become more acute with the improvement of economic conditions and increased opportunities for employment in the United States. This is illustrated by a situation which has developed in northern New England. After years of inactivity, lumbering and pulpwood operations have recently been resumed in that region on a scale which provides jobs in the woods for approximately 15,000 men. Many of the lumber camps are within a few miles of the border and more accessible from the Canadian side than from any populated sections in the United States. French-Canadian woodmen, whose competence is unquestioned and who are favored by contractors and subcontractors of their own race, cross the border surreptitiously and easily find employment to the exclusion of native labor. To check these illegal entries it is necessary to undertake frequent inspections of isolated camps which patrol officers can reach only after long and arduous journeys, often by canoe or on foot, in all kinds of weather, and with elaborate precautions to prevent the signaling of their approach. Upon arrival they must conduct their investigations in a hostile atmosphere and

be prepared at times to meet violent resistance. The journey out, with prisoners in custody, is even more arduous than the journey in. Only men of the most rugged constitution and determined character can stand up under this work.

Wherever they may be stationed, the officers of the border patrol are exposed to hardship and danger. There were no fatalities during the year, but a number of officers were injured in line of duty.

Among measures taken to increase the effectiveness of the border patrol were the purchase of motor boats for use in districts where the need of such equipment has long been felt, and the completion of an engineering study of radio communication as applied to the problems of this service. Heretofore it has been impossible to work out any satisfactory method of communicating important information from immigration stations or patrol subdistrict headquarters to mobile field units. The estimated cost of installing radio equipment is formidable, but if the border patrol is to function effectively this expense will eventually have to be met. In the meantime, various items of radio equipment surplus to the needs of other Government agencies have been procured and rebuilt for the use of this service, and it is expected that before the close of the next fiscal year several patrol subdistricts will in this way be reasonably well equipped with radio.

The salaries authorized for the immigration border patrol are relatively low. Some difficulty is experienced in attracting and still more in retaining men of the desired type. During the past year 29 officers resigned to accept more remunerative positions in other Government services. In almost every district patrol inspectors have taken civil-service examinations for appointment to other law enforcement agencies. In one district the first 17 places, with one exception, on the eligible list of another agency are now held by immigration border patrol inspectors. Most of these men would prefer their present duties if salaries could be adjusted to conform with the scale established in other branches of the Federal service.

### Personnel

In conformity with the policy of the Department to consolidate immigration and naturalization work insofar as practicable and establish a career service for the personnel, arrangements were completed with the Civil Service Commission to make the positions of immigrant inspector and naturalization examiner interchangeable and to make all appointments to these positions by promotion, after appropriate examination, of properly qualified employees from the lower ranks.

A noncompetitive examination for the positions of immigrant inspector and naturalization examiner was held by the Civil Service Commission, with the cooperation of this Service, to obtain eligibles. The examination consisted of technical questions on the immigration and naturalization laws, based upon the series of lectures dealing with the work of the service which was distributed to all employees, and candidates were selected from employees in the lower ranks who had at least 2 years' experience in immigration and naturalization work and were recommended by the heads of their respective districts. Two hundred and eight applicants were selected from the

examination and 131 attained an eligible rating. To date approximately one-half of the eligibles have been appointed.

This attempt to establish a career service is an important departure from previous personnel policy and, while it is too early to arrive at definite conclusions, it is confidently believed that with careful administration the new policy will result in improved morale and increased efficiency, both in the lower grades by providing an incentive for employees to prepare themselves for advancement and in the higher grades by securing the best material available for these positions.

The series of lectures prepared by experts in the Service and covering the entire field of immigration and naturalization law, regulations, and procedure, which was inaugurated in 1934, was continued during 1935. These lectures are distributed in printed form and are read, studied, and discussed at staff meetings in all districts. They constitute a useful manual and a convenient book of reference, providing for all employees the means to improve their efficiency in the performance of the specific duties to which they may be assigned and to qualify for transfer and advancement.

It having been found that comparatively few inspectors know any language other than English, the preparation of a series of language manuals covering the questions and answers and the vocabularies ordinarily employed in immigration work has been undertaken. Several of the manuals are approaching completion. There will be 14 in all. The work has been carried on under the direction of Professor A. P. Coleman, of Columbia University, as editor in chief, with professors of modern languages in various other universities editing the individual manuals.

#### FINANCIAL STATEMENT

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

Salaries and expenses:		
Departmental service	-----	\$477,800
Field service, coast and land border patrol	-----	7,932,200
Total	-----	8,460,000
Amount made available for pay restoration	-----	506,423
For physical maintenance and upkeep of immigration stations	-----	25,000
Total	-----	8,991,423
Transferred to Department:		
For supplies	-----	\$25,000
For contingent	-----	11,500
For printing and binding	-----	15,000
		51,500
Total	-----	8,939,923
The net amount expended for all purposes after deducting refunds to the appropriation not properly chargeable to the Government was	-----	8,683,526
Net balance	-----	256,397
Balanced against the expenditures mentioned there was collected as hereinafter shown the sum of	-----	2,978,142
Making the net cost of operation	-----	5,705,384

*Income and sources thereof (net collections)*

Naturalization fees.....	\$1,749,372
Head tax.....	829,076
Administrative fines.....	45,750
Reentry permits and extensions.....	208,729
Certificates of registry.....	91,870
Bonds forfeited and paid without suit, including interest coupons on Liberty bonds.....	15,471
Sale of exclusive privileges.....	356
Expenses of deporting aliens—reimbursed.....	158
Sale of Government property.....	3,122
Miscellaneous collections.....	621
Rents, buildings and grounds.....	210
Coin-box collections.....	440
Collections on account of hospital expenses of persons detained in hospitals of the health service under the immigration laws, and regulations.....	31,137
Moneys due individuals whose whereabouts are unknown.....	401
Moneys received from unknown persons.....	4
Reimbursements of immigration judgment costs.....	1,425
Total.....	2,978,142

Respectfully submitted.

DANIEL W. MACCORMACK,  
*Commissioner.*

## CHILDREN'S BUREAU

KATHARINE F. LENROOT, *Chief*

To the SECRETARY OF LABOR:

The Children's Bureau is the agency of the Federal Government entrusted with responsibility for reporting to the people of the United States on the extent to which the children of the Nation are safeguarded in life and health and afforded opportunities for growth and development. To use the language of the act creating the Children's Bureau, its responsibility for investigation and report extends to "all matters pertaining to the welfare of children and child life." The year which has just closed, like the years immediately preceding, in which unemployment and destitution have affected millions of families, has meant suffering, distress, and no small measure of permanent handicap to children and youth, and has been characterized by losses, as well as by significant gains, in public protection of their interests and welfare. The year on which we have just entered marks a new phase of the work of the Bureau, for under the Social Security Act it will be enabled to cooperate with the States, through the method of Federal aid, in strengthening and extending child-health and child-welfare services, particularly in rural areas and other areas of special need.

### MAJOR TRENDS DURING THE YEAR

#### Children in families especially affected by unemployment

The number of children in families receiving relief at the end of the year was approximately the same as at the beginning, but during the winter and early spring it was much larger. It was estimated that about 8,500,000<sup>1</sup> children under 16 were in families receiving relief in January 1935, the month in which the relief load was highest. From this time there was an almost steady decrease in the number of families receiving relief, the most marked decreases occurring during May and June.

Developments in public relief work, and rural-resettlement programs, in State and local relief, welfare, and health services, and in the relationship of the Federal Government to these services, bear directly upon the welfare of children in relief and other low-income families, and policies relating to special health and welfare activities for children.

Legislatures in session in 1935 enacted an unusual amount of legislation relating to State welfare agencies. New welfare or relief departments were created in 18 States,<sup>2</sup> of which 2 States (Arkansas

<sup>1</sup> Estimated on the basis of the same percentage of children among the total number of persons receiving relief as in December 1934, when the F. E. R. A. figures were 8,300,000 children under 16 in a total of 20,046,933 persons.

<sup>2</sup> Alabama, Arkansas, Colorado, Connecticut, Florida, Maryland, Montana, Nebraska, Nevada, New Hampshire, New Mexico, North Dakota, Oregon, Rhode Island, South Dakota, Utah, Washington, Wyoming.

and Utah) had been without State welfare departments. The functions of existing departments were expanded in two States. A few of these State agencies are temporary, and others have been created primarily to administer State funds for relief purposes and to cooperate with the Federal Government in social-security measures; but in several States the new department has been given broad responsibility for welfare services, including those having special reference to children, usually through transfer of activities of existing agencies or through comprehensive reorganization of the State government.

Mothers' aid, also known as mothers' pensions or mothers' assistance, is a method of public provision for dependent children first inaugurated a quarter of a century ago to prevent the breaking up of fatherless families for reasons of poverty alone, and to make it possible for a mother to have definite assurance of continuing financial aid to enable her to keep her children with her in her own home. The series of monthly relief statistics published by the Children's Bureau, which includes statistics on mothers' aid, is based on information supplied by 120 urban areas of 50,000 or more population, covering 64 percent of the urban population of the United States and 36 percent of the total population. Mothers' aid in these areas has increased since 1929, both in amount expended and in cases aided, but these increases are not commensurate with the increased need growing out of the depression. As compared with a more than 13-fold expansion in total relief expenditures from public and private funds in the 120 areas from 1929 to 1934, inclusive, there was an increase of only 36 percent in mothers' aid expenditures. Under the Federal social-security program Federal aid to the States is authorized, under the administration of the Social Security Board for the purpose of extending State and local assistance to needy dependent children in their own homes who have been deprived of the care or support of one or both parents by reason of death, continued absence from the home, or physical or mental incapacity.

#### Maternal and child health

*Birth rates; maternal and infant mortality rates.*—The year 1934 was the second year for which birth rates and infant and maternal mortality rates based on live births were available for the entire United States. The birth rate in 1934, 17.1 per 1,000 estimated population, showed a significant increase over the 1933 rate (16.6). The 1934 birth rate was, however, not so high as the rate for 1932 (17.4) or any prior year, for the United States birth-registration area. Only two States, New Jersey and New York, had significantly lower birth rates in 1934 than in 1933. For 39 States the rates showed significant increases. It is probable that part, but not all, of the increase in the birth rate in 1934 was due to the improvement in birth registration effected through campaigns conducted as a cooperative project by the Bureau of the Census and the Federal Emergency Relief Administration.

Following a continuing downward trend from 1928 to 1932<sup>3</sup> and a slight rise in 1933, the infant mortality rate showed a significant rise

<sup>3</sup> Since 1915 there has been a general downward trend in infant mortality in the expanding birth-registration area.

in 1934, from 58 to 60 per 1,000 live births. (The general death rate also increased, from 10.7 to 11.0.) The 1934 rates for both urban areas (58) and rural areas (62) were significantly higher than in 1933, when the rates were 57 and 59, respectively. The 1934 rural rate exceeded the urban rate by 4 points, or 6 percent. Prior to 1934 increases in infant mortality as great as the 1934 increase occurred only twice (in 1918 and 1928) since the birth-registration area was established in 1915.

The stillbirth rate for 1934 was 36 per 1,000 live births, as compared with 37 in 1933. The rate has showed relatively little change since 1922. Stillbirth registration practically everywhere in the country is grossly incomplete. The Children's Bureau is cooperating with a subcommittee of the American Public Health Association in the development of more adequate methods of registration.

The maternal mortality rate for the United States in 1934 was 59 per 10,000 live births as compared with 62 in 1933. The rate from sepsis was 23.6 in 1934 as compared with 23.5 in the previous year. The decrease in the maternal mortality rate for the country as a whole was statistically significant, but it would seem probable that it was largely the result of the increase in the number of live births reported, due to the birth-registration campaigns mentioned previously.

The United States maternal mortality rate remains higher than that of all foreign countries for which substantially comparable figures are available except Scotland, which had a rate of 62 in 1934. The study of comparability of maternal mortality rates of the United States and certain foreign countries, published by the Children's Bureau in 1935, demonstrated that United States maternal mortality rates are markedly higher than those of most other countries even when differences in method of classification are taken into account.

*Conditions affecting child health.*—To obtain first-hand information regarding the effect of the depression on children in families which formerly had been self-supporting but whose income had been so curtailed that they had been forced to lower drastically their former standards of living or even to apply for relief, the Children's Bureau made a study of 259 families in 5 cities—Racine, Wis.; Terre Haute, Ind.; Memphis, Tenn.; Atlanta, Ga.; and Washington, D. C. (in Washington only a few families, all Negro, were studied). Inquiries were made concerning income, employment, debts, housing, health, recreational and educational opportunities, and so forth. Special attention was paid to the problems of the boys and girls from 16 to 21 years of age.

Most of the families had not received any assistance before the depression and 41 percent had succeeded in remaining self-supporting throughout the unemployment period.

Lowered family income had resulted in marked privation and hardship for many of these families. More than one-third of the families were poorly housed. Two-thirds of them had moved one or more times, chiefly to get rooms at lower rent. Of the children most needing milk, those under 6 years of age, nearly a third were not getting any, and about a sixth had only one glass or less a day.

In cooperation with the National Organization for Public Health Nursing and 57 public health nursing agencies in cities in 33 States, the Children's Bureau collected and tabulated, during the year, information as to overcrowding, use of certain essential foods, and physical defects in children. The study covered more than 10,000 families, including some 54,000 individuals, of whom 28,000 were under 16 years of age.

That large numbers of the families were unable to maintain an adequate standard of living is indicated by the fact that 57 percent reported more than two persons per sleeping room. Physical defects known to the mothers to need immediate attention were reported for one-third of the children, but arrangements for correction of these defects had been made for only about half of these.

Only 8 percent of the families had an adequate milk supply<sup>4</sup> and 48 percent had less than half the milk that they needed. Families on relief had a less adequate milk supply than families not on relief. More than one-third of the pregnant women and more than one-fourth of the nursing mothers reported they had had no milk the day before the schedules were taken. About one-fifth of the children from 1 to 6 years of age and about one-third of the children from 6 to 16 years had had none.

Not only milk but other protective foods, such as fruits, vegetables other than potatoes, and butter, were lacking in the diets of many families. In one-third of the families reporting, the children had had no fruit on the day before the study was made. In almost one-fourth they had had no butter, and in one-fifth of the families the children had had no vegetables.

#### Employment of children and youth

Until the decision of the United States Supreme Court, May 27, 1935, in the *Schechter case*, practically all the major industries were operating under codes developed under the National Recovery Administration, which set up child-labor standards that were higher in many respects than had ever before been in effect on any extensive scale. A beginning was made in protecting young children against exploitation in industrialized agriculture and in street trading. The Industrial Division of the Children's Bureau has been closely identified with this movement for higher labor standards for young workers.

*Sixteen-year minimum age for employment.*—When the National Industrial Recovery Act was passed in 1933 only one State, and that a nonindustrial State, had on its statute books a minimum age of 16 for factory work. Three other States—Ohio, Wisconsin, and Utah—prohibited employment of children under 16 during school hours, but only in Ohio had the law been in effect for any length of time. It was a generally accepted standard that a child with certain educational attainments and without serious physical defects should be permitted, at 14 to leave school and take up the burden of industrial life. Even this protection was not given in all kinds of industrial and commercial employment. In some States the child-labor restric-

<sup>4</sup> Standard of adequacy based on calculations in "Diets at Four Levels of Nutritive Contents and Cost." U. S. Department of Agriculture Circular 296 (Washington, 1933).



tions applied only to factory work; in others exemptions of various kinds cut under the 14-year minimum. In contrast to these inadequate State standards, practically all the codes established a 16-year minimum age for employment. There were a few exceptions to the 16-year minimum; for example, in some of the retail codes, the radio-broadcasting and theatrical codes, and the newspaper-publishing and graphic-arts codes.

*Employment of minors 16 and 17 years of age.*—For the young workers of 16 and 17 years, advances in labor standards through the provisions of the codes relating to hazardous occupations, hours of work, and minimum wages were equally striking. State legislation protecting minors from industrial hazards has lagged far behind the constantly increasing risk of injury. Some three-fourths of the codes as approved contained provisions prohibiting the employment of minors 16 or 17 years of age in hazardous work. Most of the codes required that the industry submit a list of such occupations to the National Recovery Administration, in order that the occupations and processes that should not be open to young workers might be clearly defined.

The Children's Bureau assisted the National Recovery Administration in the designation of these hazardous occupations. About 175 such lists had been agreed upon by the industry and approved by the National Recovery Administration before the operation of the codes was suspended. Only occupations definitely known to be hazardous were included. The inadequacy of available statistics of accidents to minors and the shortness of the period during which these code prohibitions were operative make it impossible to evaluate their effect accurately. It is significant that the interest of so many employing groups has been directed to the problem, and it is hoped that this interest will stimulate the enactment of adequate State legislation which will continue the protection of minors from occupations dangerous to life or detrimental to health.

Before the standards of the codes relating to hours of work became effective, only 3 States had an 8-hour day for 16- and 17-year-old minors of both sexes, and only 9 others had such protection for girls of these ages. No State had a 40-hour week. In fact, only 14 States had any hour limitation for 16- and 17-year-old minors of both sexes, although 28 other States, through laws relating to women, had provided some limitation on the daily hours of girls of these ages. Only 15 States had established methods of fixing minimum wages for minors; in only about half these States had minimum wages actually been fixed, and even where such acts were in effect the coverage was limited. Under the codes a 40-hour week was widely accepted as the standard, and minimum rates of pay were in effect in all the codified industries.

*Industrial home work.*—Carrying on factory processes in homes not only involves frequently the labor of young children but also deprives the mother of time and strength needed for home duties and child care. Before the National Industrial Recovery Act, only 3 States had extended their regulation of child labor to factory work done at home, and only 10 States had made any attempt to control the conditions under which this work was carried on. Even where these attempts at control had been made, the home-work method of production continued, and during the depression such gains as had

been made in the past were rapidly lost in the general break-down of labor standards. More than 100 codes, including some for industries in which the home-work system had been extensively used, prohibited home work, and a number of other codes provided some degree of control.

In the summer of 1934, at the request of the National Recovery Administration, the Children's Bureau, in cooperation with the Women's Bureau, undertook a study to ascertain the conditions under which home work was being carried on in industries in which it had not been abolished, to determine whether the rise in factory labor standards in these industries affected home workers advantageously, and also to learn whether industries operating under codes that provided specific regulation of home work had been able to carry out the regulations successfully.

The study covered nearly 2,500 home workers in 28 industries; in seven States—Maine, Rhode Island, New York, New Jersey, Pennsylvania, Iowa, and Texas. In those industries in which home work was continuing, it was performed, on the whole, under conditions far below code standards. The findings of this report corroborate the conclusions of previous studies made by the Department of Labor and by other agencies, and the experience of labor officials familiar with home work; that so long as home work continues the evils of the system will continue and that prohibition of home work is the only real solution of the problem.

*Apprentice-training program.*—The development of the uniform minimum-wage standards of the codes brought to the fore the need for making some provision for the development of genuine apprentice-training programs for young workers. The establishment of a Federal Committee on Apprentice Training through an Executive order of the President issued June 27, 1934, afforded a means for developing a constructive program through the cooperation of the Department of Labor, the Office of Education of the Department of the Interior, and the National Recovery Administration. The program is being continued under the National Youth Administration.

*Employment certificates issued to children.*—The Children's Bureau is continuing its series of statistics of employment certificates, or work permits, issued to children 14 and 15 years of age, and in some States to young persons 16 and 17 years of age, permitting them, under the provisions of State child-labor laws, to enter gainful employment. These statistics, although not complete, furnish some indication of trends in child labor.

The tendency for child labor to increase as industrial conditions improve was reversed by the National Industrial Recovery Act. The year 1934, the first full calendar year of the operation of the codes, saw the practical disappearance of children 14 and 15 years of age from employment in industry and commerce. Only 14,157 children 14 and 15 years of age obtained first regular employment certificates in the entire 19 States and 79 cities reporting to the Bureau in that year.<sup>5</sup> The number of certificates issued for work in manufacturing,

<sup>5</sup> In addition, such certificates were issued to 87 children in 1 State and in 2 cities in 2 additional States where it was not possible to determine whether the children were actually leaving school, because there was no provision for a special kind of certificate for work during vacation and outside of school hours.

mechanical, and mercantile establishments was practically negligible; for the most part the children who obtained certificates left school to help at home, or to go into domestic service, or to engage in other work not covered by the codes.

Between 1932 and 1934 the index of employment in manufacturing industries increased 23 percent, but during this same period the employment of 14- and 15-year-old children, as measured by employment certificates issued, decreased 72 percent. The contrast between 1929 and 1934 is still more striking. In the former year, between 100,000 and 125,000 children 14 and 15 years of age in the States and cities reporting to the Bureau left school for work; in 1934 in the same localities the number dropped approximately 90 percent.

Information received by the Bureau regarding the employment of boys and girls 16 and 17 years of age is more limited, as the issuance of certificates to such minors is not a regular practice in many States. Available reports show that between 1932 and 1934, while the gainful employment of children 14 and 15 was declining, minors 16 and 17 years of age were going to work in increasing numbers. In 4 States and the District of Columbia, and 55 cities in 9 other States reporting to the Bureau, 57,742 minors 16 and 17 years of age received employment certificates in 1934. In comparable areas the number increased 23 percent from 1932 to 1934, in contrast to the 72 percent decrease in the number of 14- and 15-year-old children going to work.

*Effect of the Supreme Court decision in the Schechter case.*—On May 27, 1935, in its decision in the *Schechter case*, the Supreme Court terminated the codes, with their provisions relating to child labor, minimum wages, maximum hours, and industrial home work.

In order to obtain current information concerning the trend of child labor since that date, the Children's Bureau enlisted the cooperation of the States and cities reporting annually on employment certificates and has been receiving monthly reports of certificates issued since the codes were suspended. Figures for the month of June indicate a slight upturn in child employment, although no definite conclusions can be drawn, as monthly reports for 1934 are not available for comparison.

In 1935 three important industrial States—Connecticut, Pennsylvania, and New York—passed laws providing for a 16-year minimum, with certain exceptions, the New York law not to become effective until 1936. However, with only 7 States having a legal 16-year minimum, the situation is serious.

*Child labor in industrialized agriculture.*—Significant as the advances under the N. R. A. codes have been for working children, certain important aspects of child labor were left untouched. Industrialized agriculture, in which many young children are employed under conditions as inimical to their welfare as is factory work, was not affected by the National Industrial Recovery Act. A beginning in regulation in this field has been made, however, under the Agricultural Adjustment Act, which designates certain products as basic commodities and provides for the payment of benefits to producers entering into production and marketing agreements with the Secretary of Agriculture. In May 1934, by an amendment to this act, sugar beets and sugar cane were made basic commodities, and the Secretary of Agriculture was specifically authorized to include

regulation of child labor in the benefit contracts entered into with these producers. Prohibition of the use of children under 14 years of age in the cultivating or harvesting of sugar beets, and limitation of the daily hours of work for 14- and 15-year-old children to 8 a day, were included in the benefit contracts effective for the 1935 crop year.

*Youth and unemployment.*—The Bureau has cooperated in a study of 5,419 unemployed young persons in Chicago, 14 to 20 years of age, the field work having been a project of the University of Chicago and the Illinois Emergency Relief Administration. Approximately 65 percent of the young persons for whom information was obtained had not been able to obtain regular work since leaving school, and about 22 percent had had employment for less than 1 year. Almost half had been out of school 2 years or longer, and almost three-fourths a year or longer. Less than one-fifth had completed high school, and more than two-fifths did not go beyond the eighth grade.

Efforts to meet at least some of the needs of this group have been made by various local organizations and by State and Federal agencies. In November 1934 the Children's Bureau added to its staff, temporarily, a specialist familiar with the vocational needs of young people to examine the problems presented and, after consultation with representatives of other Government agencies, to suggest ways in which they might be met more effectively. While material was being assembled, the United States Senate requested the Secretary of Labor to present to it certain information and recommendations regarding young persons leaving educational institutions who were without permanent employment. In response to this request the Secretary of Labor submitted a report prepared by the Children's Bureau, outlining the scope of the problem and the attempts already made to develop adequate methods of meeting it and making recommendations for a plan by which the services of the several Government agencies concerned with youth could be utilized in a nation-wide program.

These recommendations, together with those of the Office of Education and the Federal Emergency Relief Administration, were submitted to the President. In June 1935, in recognition of this great national need, the President authorized an allocation of \$50,000,000 for unemployed youth from the funds made available under the Emergency Relief Act, and established a National Youth Administration to administer this fund.

#### Juvenile delinquency

The general downward trend in delinquency dealt with by juvenile courts continued for boys in 1934, but the rate for girls was practically stationary.

For 42 widely scattered courts serving populations of 100,000 or more reporting to the Children's Bureau in 1933 and 1934, the number of boys dealt with on delinquency charges per 10,000 boys of juvenile-court age was 162 in 1934 and 159 in 1933. The corresponding rates for girls were 28 (1934) and 27 (1933).

Figures for the 8-year period 1927-34, available for boys for 18 courts serving areas of 100,000 population and for girls for 17 courts serving areas of this size, show the same trend in 1934 as compared with 1933 as do the figures for the larger group of 42 courts.

Analysis of the offenses with which the children were charged shows, for boys, increases in 1934 over 1933 in cases referred for stealing and truancy, and decreases in acts of carelessness or mischief and in cases of traffic violation. For girls' cases, more increases were reported in 1934 over 1933 in all the important types of offenses.

#### Child welfare and social security

In his message of June 8, 1934, presaging the establishment of the Cabinet Committee on Economic Security, the President said, "Among our objectives I place the security of the men, women, and children of the Nation first." This committee, organized under the chairmanship of the Secretary of Labor, requested the Children's Bureau to assemble material that would indicate the aspects of child welfare which should be included in a social-security program, and an advisory committee on child welfare was appointed to review this material and counsel with the Children's Bureau regarding the recommendations that should be made to the Cabinet Committee. The following were members of this advisory committee: T. F. Abercrombie, M. D., president Conference of State and Provincial Health Authorities, director Georgia State Department of Public Health; Fred L. Adair, M. D., professor of obstetrics and gynecology, University of Chicago; Homer Folks, secretary New York State Charities Aid Association; Clifford G. Grulee, M. D., secretary American Academy of Pediatrics; Jane M. Hoey, associate director Welfare Council of New York City; Jacob Kepecs, president Child Welfare League of America, superintendent Jewish Homefinding Society of Chicago; the Reverend Bryan J. McEntegart, director division of children, Catholic Charities of the Archdiocese of New York; J. Prentice Murphy, executive secretary Children's Bureau of Philadelphia; Grover F. Powers, M. D., professor of pediatrics, Yale University School of Medicine.

The Children's Bureau assembled material during the summer and fall of 1934 on the need for Federal aid to the States in extending and strengthening their systems of aid to needy children in their own homes, commonly called "mothers' aid" or "mothers' pensions", and for developing more adequate services, especially in areas predominantly rural, for maternal and child health, medical and surgical care and restoration of crippled children, and services for the protection and care of homeless, dependent, or neglected children and children in danger of becoming delinquent. A report was submitted to the Cabinet Committee on Economic Security, presenting these findings, and recommending Federal aid to the States for the purposes indicated. These recommendations were approved by the committee and were incorporated, in substance, in the Social Security Act, which constitutes the most notable recognition of the importance of child welfare in social planning for human needs yet given by any legislative body in the United States.

The administration of title V of the act is entrusted to the Children's Bureau, except for section 531, relating to vocational rehabilitation. The forms of aid authorized cover maternal and child health services, services for crippled children, and child-welfare services.

Although the bill was not passed until after the close of the fiscal year, much work was done by the Children's Bureau during the last

months of the year in preparation for the cooperative services which the act would make possible. At the annual conference of the State and Territorial health officers held in Washington in June 1935, a half day was given to conference with the Children's Bureau, at which the scope of the maternal and child-health program was discussed. A small group of orthopedic surgeons conferred with members of the staff of the Bureau with regard to services for crippled children.

The cooperative Federal-State relationships which will be developed under the provisions of the act will be based on the principle of State initiative and State responsibility in inaugurating and carrying out programs. Advisory and consultation service will be given by the Children's Bureau for the purpose of making available to all States the benefits of the most successful experience in promoting child health and child welfare.

#### RESEARCH PROJECTS

Reference has been made to work done by the Social Service Division in assembling material on mothers' aid and in studying conditions affecting child welfare in a group of families seriously affected by the depression; by the Maternal and Child Health and Statistical Divisions, in cooperation with the National Organization for Public Health Nursing, involving collection of information on diets, overcrowding, and physical defects in children in more than 10,000 families; and by the Industrial Division in a study of factory work done in homes. The general research work of the Children's Bureau during the last year, as in the years immediately preceding, has been modified in order to enable the Bureau to meet emergency demands—chiefly, during 1935, in connection with the development of the social-security program and in relation to the National Recovery Administration.

##### Neonatal mortality and morbidity studies

In analysis of the results of the New Haven neonatal study, undertaken in collaboration with the department of pediatrics of the Yale University School of Medicine, the important role played by premature birth as a cause of neonatal mortality and morbidity became apparent. A special study was therefore made, based on the records of all infants born prematurely in the New Haven Hospital for the past 10 years. Among these infants as a whole the mortality was 27 percent. When, however, the infants were divided into two groups according to birth weights, the mortality ranged from 72 percent for infants weighing 1,500 grams or less to 13 percent for those weighing from 1,501 to 2,500 grams.

Examination of the records showed that the cause of the premature onset of labor was not known in one-third of the cases. Among the known causes, toxemia of pregnancy was first in importance, accounting for one-third of the premature births; and bleeding from placental causes second, accounting for 12 percent; syphilis accounted for only 3 percent. It is obvious that further investigations of causes of premature birth are needed, as well as wider application of the knowledge already at hand.

The causes of death of premature infants are not well understood. In nearly half the cases studied the cause of death was recorded as

undetermined. Birth injury resulting in intracranial hemorrhage, infections including septicemia, and congenital defects were the chief causes of death recorded.

It is clear that not only should further studies be made of the causes of premature onset of labor but greater efforts should be made, through proper prenatal care, to lower the incidence of complications of pregnancy and to modify them when they occur.

The causes of death of premature infants also should be further studied, since not only among these cases but also among those reported by other investigators the cause of death is so often unknown.

The established methods of caring for premature infants should be more widely applied and new methods developed and evaluated accurately. Particular attention should be given to infants of low birth weight, since the mortality is highest among these small infants.

#### **Maternal care in Hartford, Conn.**

A study of all births (about 2,200) to women residents of Hartford occurring between May 1, 1933, and May 1, 1934, was made at the invitation of the Hartford Medical Society, the Hartford Department of Health, and the four hospitals in Hartford. This study, begun during the preceding fiscal year, was completed during the last fiscal year, and the report is in preparation. The objects of the study were to determine the type of care received by women at child-birth in a city with good facilities for care, to determine the incidence of abnormalities encountered in an unselected series of cases, and to study the relationships between the abnormalities found and the type of care given.

#### **Studies of physical fitness of school children**

With the purpose of attempting to compare and evaluate the various methods of estimating the physical fitness and nutritional condition of school children now in use by school physicians, nurses, and teachers, or recommended for such use, a study was undertaken in New Haven, Conn., in the fall of 1934 by the Children's Bureau, the Institute of Human Relations of Yale University, and the department of pediatrics of Yale University School of Medicine, in cooperation with the Departments of Education and Health of the City of New Haven. It is planned that the study shall continue for 2 or possibly for 3 years.

The need for more reliable and simpler methods of evaluating the health of school children has led in recent years to the development by the American Child Health Association of a new index of nutritional status, called the "ACH Index" because it is based on measurement of arms, chest, and hips, and the use of "increments in gain in weight" to replace the index of weight for height and age. The weight-height-age index as the only measure for judging nutritional status of individual children has long been recognized as of questionable value. It has been useful only as one guide to the physician making a physical examination. The use of the usual routine physical examination by physicians for classifying children according to their nutritional status has also been questioned because of the great variability in standards used by physicians and the lack of objectivity in their observations.

The study in New Haven has been planned so that these various indexes (and also other indexes being developed at the Iowa Child Welfare Research Station) may be evaluated and the results compared with the findings at physical examinations.

#### **Rickets studies**

In October 1934 the second of the series of clinical tests of the anti-rachitic value of certain foods and other substances containing vitamin D was started in Detroit and was continued for 8 months. The investigation has been carried on jointly by the Food and Drug Administration and the Children's Bureau, with the assistance of the Bureau of Chemistry and Soils and with the cooperation of the Detroit health department and welfare department, the Children's Hospital of Michigan and other hospitals in the city, and the Children's Fund of Michigan.

Four groups of infants were included in the investigation, of which two groups received cod-liver oil and two viosterol. About one-third of the infants in each group were Negroes and two-thirds were white. Physical and X-ray examinations were made once a month, and all infants were visited at home at regular intervals by public-health nurses. The results of the study are being tabulated and a report is in preparation. It is planned to continue these studies during the present fiscal year, using milk containing various forms of vitamin D.

#### **Study of physical status of Indian children**

A study of the general physical status of 219 Indian children in certain pueblos in New Mexico and Arizona was made in the summer and fall of 1934, in cooperation with the United States Office of Indian Affairs, the Carnegie Institution of Washington, and the Yale University School of Medicine. The children, 103 boys and 116 girls, were between the ages of 7 and 11 years.

In addition to being given a physical examination each child was weighed and the crown-heel length and head circumference were measured. Roentgenograms of the lungs were taken. Mantoux (intra-dermal tuberculin) tests and Wassermann tests were made as well as the usual routine blood counts and urine examinations. The results of the study are being prepared for publication.

#### **Children's aid and child care in Hamilton County, Ohio**

The report of the study of children's aid and child care in Hamilton County, Ohio, undertaken at the request of the Cincinnati Bureau of Governmental Research and the division of charities of the State department of public welfare, on the assurance of the interest and cooperation of agencies in the city and county, was completed during the year. The report was transmitted to the Bureau of Governmental Research shortly after the close of the fiscal year for local distribution in mimeographed form.

#### **Institutional treatment of delinquent children**

The first part of the study of institutional treatment of delinquent boys, describing the treatment programs of five State institutions, was published during the year, and part 2, dealing with 751 boys studied after a period of 5 or more years had elapsed since their release from the institution, has gone to press. The study was undertaken in the belief that analysis of the results of institutional treat-



ment, based on careful and extensive field investigations, would be of service to institutional administrators and others. Nearly one-third of the boys were successful in their general adjustment to the requirements of community life; the adjustments of nearly one-third were doubtful; and slightly more than one-third were unsuccessful. These evaluations were based on careful ratings of employment, economic, and social adjustments.

Plans have been developed for a study of institutional treatment of delinquent girls. Brief visits to institutions for girls in six States were made in order to develop plans for the study in consultation with persons having experience in institutional administration.

#### Chicago demonstration project

The fiscal year just closed was the third year of the experimental demonstration of methods of prevention and treatment of juvenile delinquency in a city neighborhood about a mile square, with a population of about 18,000, including about 2,900 children between 10 and 17 years of age. This project was undertaken by the Children's Bureau, the School of Social Service Administration of the University of Chicago, and the University of Chicago clinics, in cooperation with the juvenile court of Cook County. Much of the work will be carried on, with certain modifications, by the University of Chicago as a permanent program which will offer field training facilities to students of the School of Social Service Administration. The Bureau is continuing to cooperate during the current fiscal year by contributing the services of a specialist in community organization.

During the period of the project about 150 children have been referred by parents, schools, police, or juvenile court for intensive study and treatment, both psychiatric and social.

As essential parts of the program, many community activities have been developed, for the neighborhood had few resources for organized community life and constructive leisure-time activities. Close cooperation has been given by the Chicago Park Commission.

Much of the recreational program has been developed on the neighborhood plan, and not in formal recreation centers, inasmuch as many people, both children and adults, who could not have been reached in any other way, were interested in participating in activities near their homes. Projects have been carried on in schools, churches, vacant lots, basements, and private homes. Once started, most of them have been sponsored and directed by some established organization. In a 3-year period the number of children between the ages of 10 and 17 participating in organized recreation has risen from less than 1,000 to 2,250. The Illinois Emergency Relief Commission assisted through emergency work projects, which have furnished teachers and play leaders.

Of the 2,250 children participating in recreational activities in the 3-year period, only 97 have been arrested; of about 650 who have not participated in these activities, 380 have been arrested. An effort is being made to develop activities that will appeal to the group hitherto not reached. Growing interest in the coordinating community council initiated last year is reported. This council, through its committees, facilitates cooperation among welfare, educational, recreational, and correctional agencies, public and private, in furthering the welfare of the residents of the area.

One of the outstanding needs of the district has been resources for care of older boys, many of whom are homeless or in wretched home surroundings, unemployed, out of school, and beyond the usual age limits of child-caring and protective services. Many of these boys have been interviewed by members of the staff, who have tried to help in working out their problems. Through the Illinois Emergency Relief Commission, the project was permitted to select a few applicants for enrollment in the Civilian Conservation Corps. Boys previously in the Corps, those who had served sentences in penal institutions; and those on probation or parole were excluded. During the year nearly 200 boys were enrolled through the project. The boys were interviewed and their families were visited by members of the staff. The group was found to be markedly responsive. Many of the boys returned for further suggestions or advice, and many kept in touch with the project during the period of enrollment. Most of the boys had been long unemployed and many had no security in their family relationships. Such boys have urgent need for individualized guidance and service in connection with selections for the Civilian Conservation Corps and for assistance in finding work and a place in the community life after discharge.

#### COOPERATION WITH OTHER FEDERAL AGENCIES

During the year the Children's Bureau has had many contacts with other Government agencies regarding matters affecting the health and welfare of children. The more extensive cooperative undertakings include the following, of which some have been described in other sections of this report.

##### Social-security program

At the request of the Cabinet Committee on Economic Security, the Children's Bureau assembled information and assisted in developing recommendations concerning special provisions for children, to be included in the social-security program. (See p. 108.)

##### Child-labor standards and conditions

The Industrial Division of the Children's Bureau worked closely with the National Recovery Administration in matters relating to the establishment of labor standards affecting minors. It prepared information relating to labor conditions affecting young people for the use of the industrial home-work committee of the National Recovery Administration, the Labor Advisory Board, and deputies in charge of hearings on codes, and was represented at code hearings. On request, members of the staff who were in the field in connection with other activities have made special investigations of home-work conditions and other problems, and their reports have been made available to the National Recovery Administration. Brief summaries of code provisions relating to young workers and to industrial home work were prepared in order to acquaint employers and employees with these standards.

A major activity of the Division until November 1934, when this work was transferred to the newly created Division of Labor Standards of the Department of Labor, was the administration of two Executive orders for the Secretary's Committee on Minimum Wage,

of which committee the person who was then director of the Industrial Division was executive secretary (later becoming assistant director of the Division of Labor Standards). The first of these Executive orders, issued February 17, 1934, permitted employers operating under National Recovery Administration codes to employ handicapped persons at a wage below the minimum provided in the code in cases where the handicap limited the individual's earning capacity. On May 15, 1934, the President issued another Executive order relaxing the code prohibitions against the distribution of industrial home work in certain cases of special hardship. Both Executive orders required that certificates be obtained from a State authority designated by the Secretary of Labor and issued in accordance with regulations of the United States Department of Labor. Regulations and administrative procedure were developed for the issuance of these certificates. In September 1934 a conference of the State officials who had been designated to issue these certificates was held in Boston preceding the annual meeting of the International Association of Governmental Labor Officials. At this conference problems of administration were discussed, and an attempt was made to obtain greater uniformity of procedure. The participation of the Division in the apprentice-training program begun under the National Industrial Recovery Act has been described. (p. 105).

In the summer of 1934, following labor disturbances in the onion-field area of Ohio, an interdepartmental committee was appointed by the Secretary of Labor, the Secretary of Agriculture, and the Federal Emergency Relief Administration to make an investigation of labor conditions in the onion fields of Hardin County, Ohio. The Children's Bureau assisted in the field study and in writing the report. The results of this investigation show that before the strike the customary wage rate was 12½ cents an hour, and some adult workers were employed at only 10 cents an hour. During the year ended August 31, 1934, the cash income from all sources of 94 of the 177 families who reported earnings was less than \$250. Eighteen percent of the workers were under 16 years and 10 percent were under 14.

#### Federal juvenile offenders

Although full-time field service with regard to provisions for Federal juvenile offenders, an activity carried on at the request of the Bureau of Prisons of the Department of Justice, was terminated at the close of the last fiscal year, the Children's Bureau is continuing active interest in the development of the program. At the request of the Bureau of Prisons, State institutions in North Carolina for girls and women and local detention quarters in one county were visited and reported upon. The services of the Children's Bureau specialist in juvenile-court statistics were made available for study of the statistical system in use with reference to Federal juvenile offenders. Statistics on this subject for the calendar years 1932 and 1933 were tabulated by the Children's Bureau and incorporated in its annual reports of juvenile-court statistics. The Chief of the Bureau served as a member of the resolutions committee of the Attorney General's Conference on Crime, held in December 1934.

#### Health and social needs of Indian children

As a result of a meeting called by the Commissioner of Indian Affairs in April 1935, a committee was formed to consider the health

and social needs of Indian children and the extent to which services under the social-security program can be extended to them. Representatives of the Bureau of Indian Affairs, the Public Health Service, and the Children's Bureau are serving on this committee.

#### Rickets studies

The antirachitic effect of certain foods and other substances containing vitamin D is the subject of a joint investigation, now in its second year, being made by the Children's Bureau and the Food and Drug Administration of the Department of Agriculture, with the assistance of the Bureau of Chemistry and Soils of the same Department and with the cooperation of several local agencies in Detroit. (See p. 111.)

#### Social statistics

The Social Statistics Division maintained close contact during the year with the Statistical and Research Division of the Federal Emergency Relief Administration. Relationships between the Children's Bureau series of relief statistics for 120 cities, extending back to 1929, and the Nation-wide statistics published monthly by the Federal Emergency Relief Administration were studied by the Bureau's advisory committee on social statistics and its committee on relief statistics and by a joint committee of staff members of the Children's Bureau and the Federal Emergency Relief Administration. It was decided that the Children's Bureau should continue its monthly publication of relief statistics for 120 cities, covering both public and private relief and general relief and special allowances. Changes in arrangement in the Children's Bureau series have been made to show expenditures and cases reported to the Federal Emergency Relief Administration, which makes these reports available to the Children's Bureau for incorporation in its series.

### COOPERATION WITH STATE AND LOCAL AGENCIES

Advisory service through correspondence, office interviews, or brief field visits has been given officials in many States concerned with problems of child-labor administration, maternal and child health, or child-welfare services. More extensive cooperation was given in the following projects:

#### Infant mortality in Memphis, Tenn.

Census figures show that in 1932 Memphis had the highest infant mortality rate of all cities of 100,000 or more population in the United States, and that its rate was considerably higher than that of most cities of approximately the same size with a similarly large percentage of Negroes. As a result of concern over this high rate a request for a study of causes and recommendations as to measures by which it might be reduced came to the Children's Bureau from the following persons: The mayor, the superintendent of the department of health, the president of the county medical society, the superintendent and the chief of the pediatric service of the Memphis General Hospital, and the dean of the medical school of the University of Tennessee.

In response to this request a physician on the staff of the Children's Bureau visited Memphis, interviewed those responsible for public-health, medical, and social services, visited hospitals and institutions,

discussed the problems involved with obstetric, pediatric, public-health nursing, and hospital nursing groups, and analyzed and reviewed available statistical material and reports and studies relating to maternal and child health. The outstanding fact which emerged from the preliminary investigation is that neither the preventive health services nor the services for the care of the sick have been expanded adequately to care for the increasing needs which have developed during the last 5 years. These needs are attributable to the incorporation within the city of Memphis of populous territory with high infant death rates and few resources, as well as to the economic depression.

#### **Institutes for physicians and midwives**

Cooperative activities of the Children's Bureau and the department of obstetrics of Emory University, Atlanta, Ga., with State health departments and medical societies in giving institutes for physicians in rural areas have continued. During the fiscal year such institutes were held in Alabama and South Carolina. Similar institutes on pediatric subjects were started in June 1935, in Alabama, in cooperation with the State department of health and the State medical society. Letters from physicians attending the institutes give evidence of their practical value. Institutes for midwives were held also in Alabama under the auspices of the United States Children's Bureau and the State department of health.

#### **Studies of State and county child-welfare services**

Requests were received from several States during the year for assistance in analyzing the material obtained in studies of State and county welfare services for children, undertaken by official agencies or committees with the assistance of workers provided by the Civil Works Administration or the Emergency Relief Administration. A member of the staff of the Social Service Division of the Children's Bureau spent several weeks in Colorado visiting some of the counties, studying the findings of the studies, and conferring on the legislation proposed as the result of the study. Shorter periods of time were spent in Minnesota and Wisconsin, and brief visits were made to Montana, Texas, and Wyoming at the request of State officials. A study of the organization and personnel of the division of visitation of children of the Illinois Department of Public Welfare was also undertaken at the request of that department.

Juvenile-court procedure in Kentucky was studied by the Bureau at the request of the State planning board, which is making a survey of facilities in the State for the promotion of health and social welfare. A member of the Bureau staff spent a month visiting representative courts in the State, especially courts in rural areas.

#### **Studies of community child-welfare services**

In addition to completion of the Hamilton County, Ohio, study, described on page 111, service in connection with briefer studies of resources and programs for the care of children was given in Fulton County, Ga., and St. Louis County, Mo., and a study of child welfare in the District of Columbia, requested by the Board of Public Welfare, was begun.

### Institutes for recreation leaders

The recreation specialist on the staff of the Children's Bureau held institutes in four States—Massachusetts, Tennessee, Vermont, and Virginia—sponsored by the State boards of education, the relief administrations, and the agricultural extension services. Assistance was given to 10 Massachusetts towns in developing committees and community participation preliminary to recreation studies which are to be completed in the fall of 1935.

### COOPERATION IN INTERNATIONAL CHILD-WELFARE MOVEMENTS

The present Chief of the Children's Bureau was appointed the American member of the Advisory Commission for the Protection and Welfare of Children and Young People of the League of Nations, succeeding Grace Abbott, former Chief of the Children's Bureau, in that capacity. The Assistant Chief attended the meeting of the advisory committee, which was held in Geneva April 25 to May 8, 1935.

A committee was appointed by the Department of State to arrange for participation in the Seventh Pan American Child Congress (Mexico City, Oct. 12-19, 1935). The Children's Bureau aided the committee in its preparations for the congress.

### CURRENT STATISTICS RELATING TO CHILDREN AND CHILD WELFARE

#### Employment-certificate statistics

During the past year the Bureau has received State-wide reports of regular certificates issued to children leaving school for work from 19 States and similar reports from 78 cities in 17 other States and from the District of Columbia. (See p. 105.)

#### Juvenile-court statistics

For the calendar year 1934 the Bureau received reports from the juvenile courts of 4 entire States—Connecticut, Massachusetts, Rhode Island, Utah; from 46 courts in New York State; from 48 courts in Indiana; from 39 courts in 19 other States; and from the District of Columbia. The jurisdiction of these courts covers areas having 30 percent of the population of the United States. New Jersey, which sent in reports for 1933, obtained through a Civil Works Administration project, did not report in 1934.

Among the courts cooperating in 1934 are 74 serving areas of 100,000 or more population and 267 serving areas of less than 100,000 population. These courts reported 66,699 delinquency cases (57,454 cases involving boys and 9,245 cases involving girls), 22,499 dependency and neglect cases, and 1,150 cases of other types. Reports were also received concerning 17,495 cases of children who had been discharged from probation or supervision during the year.

Trends in delinquency cases disposed of by the courts have been summarized on page 107. The courts reporting dependency and neglect cases for both 1933 and 1934 disposed of 21,918 such cases in 1934 and 21,543 in the preceding year. Many community agencies besides the juvenile court serve dependent and neglected children.

### Current statistics on relief, dependency, and general social service in relation to child welfare

Collection of current data on the volume of various types of welfare service in representative urban areas of 50,000 or more population has continued. During the year Atlanta, Ga., and Houston, Tex., completed satisfactory probation periods and were admitted to the registration area, which now includes 46 urban areas of 50,000 or more population. Their residents form 34 percent of the urban population of the United States and 19 percent of the total population. Boston and Los Angeles were accepted as probation areas pending full participation in 1936. In addition to the 46 areas forwarding substantially complete statistics on child welfare and health services, 74 cities of 50,000 or more population forward monthly data on relief expenditures and cases. The combined group of 120 urban areas for which relief statistics from January 1, 1929, are available comprise about 64 percent of the urban population and 36 percent of the total population of the United States. Relief statistics are issued monthly. Data on other fields, published in the Social Statistics Bulletin, previously issued monthly, have been issued quarterly, beginning with January 1935.

The plan for the collection of the reports upon which these findings are based underwent important changes during the year. The heavy burden of clerical work involved in the Bureau's checking of the many items on the monthly report forms used in the registration project was lessened through placing increased responsibility for current checking upon central collecting agencies in the local areas. In 18 of the large areas, furnishing more than half of the total reports, the local supervisor no longer forwards monthly reports to the Children's Bureau but sends an annual summary based on these reports. Certain items of special value in determining current trends in various fields are sent quarterly for use in the Social Statistics Bulletin and special studies.

Emphasis has continued to be placed upon the development of report forms and procedures that will provide information of maximum significance for national and local use. This phase of the social-statistics project has involved many conferences with representatives of national agencies in various fields and also with local supervisors and reporting agencies in the registration areas. Because of the wide-spread interest in comparable statistics on the services of group-work agencies, a plan for obtaining reports on such services in the registration areas is under way. It is hoped that forms will be ready for experimental use in the near future.

In developing the social-statistics project emphasis has been placed upon the extension of reporting in certain fields through State welfare departments, so that instruction would be available for entire States. The director of the Social Statistics Division has served on the advisory committee for the demonstration project in the current reporting of statistics which has been carried on during the last 3 years by the New York State Welfare Department. Consultation service on reporting problems has been provided by the social-statistics staff to State welfare departments in Illinois, Michigan, Pennsylvania, Maryland, New Jersey, and Texas. This work with State departments is to be developed further during the coming year.

## PUBLICATIONS ISSUED AND DISTRIBUTED

During the fiscal year 1935, 26 new and 11 revised publications were issued, in addition to 4 numbers of the Monthly Bulletin on Social Statistics, 2 numbers of the Social Statistics Bulletin (issued quarterly), and 7 numbers of monthly relief statistics. Four publications were in press at the close of the fiscal year and 19 were in preparation.

The total number of publications distributed by the Bureau during the fiscal year 1935 was 1,491,950, as compared with 1,763,797 in 1934. The distribution by the Children's Bureau of the popular bulletins on the care of the mother and child was as follows:

Bulletin	1934	1935	Since date of publication
Prenatal Care.....	140,006	185,772	3,080,189
Infant Care.....	391,230	406,120	6,904,663
The Child from One to Six.....	199,105	194,339	2,419,217
Child Management.....	41,942	23,089	653,564
Are You Training Your Child to Be Happy?.....	24,078	35,970	198,116
Guiding the Adolescent.....	35,299	24,629	59,928

The numbers of copies sold during 1934 (the latest available figures) and since 1922 (the earliest available figures) were as follows:

Bulletin	1934	Since 1922
Prenatal Care.....	29,569	592,813
Infant Care.....	51,674	1,331,786
The Child from One to Six.....	31,250	591,353
Child Management.....	13,495	396,581
Are You Training Your Child to Be Happy?.....	4,333	52,052
Guiding the Adolescent.....	5,675	5,675

The number of letters received in the Bureau during the year was 200,212, as compared with 208,890 in 1934.

## RECOMMENDATIONS

When funds shall have been made available by Congress for carrying out the purposes of the Social Security Act means will have been provided for carrying out the recommendations of the previous annual report relating to Federal cooperation with the States in a child-health program, Federal aid in providing treatment and convalescent care for crippled children, demonstrations of maternal nursing service in rural districts, and Federal grants in aid for mothers' aid or mothers' pensions. The full appropriation of amounts authorized by the act for these purposes, for the fiscal year 1937, and of proportionate amounts for 1936, is urgently needed. Other recommendations of last year's report relate to the prevention of delinquency and to child labor.

The chief factor in child welfare is economic and social recovery that will make it possible for parents generally to rear their children in health and decency and for communities to provide those oppor-



tunities for education, vocational preparation, recreation, and social and spiritual development to the realization of which America has been dedicated. In addition to general measures for industrial and agricultural recovery, better housing, and social security, special problems of family welfare and protection and care of children challenge our attention. Among the major problems of this kind, in meeting which Federal leadership is especially important during the coming year, are the following:

**1. Adequate provision for families affected by unemployment, including those whose needs cannot be met by a work program**

The social-security program affords Federal aid only for the aged, the blind, and families with children deprived of parental support or care by reason of the death, absence from the home, or incapacity of a parent. Many families with children not coming within these classes cannot be aided through a work program because no member of the family is able or fitted to work at projects which can be made available. Many of the States and local units of government may not be able to provide adequately, without assistance, for the numbers who will need aid even after the work program and industrial recovery have reached their peak. The children in these families cannot be allowed to suffer. All special service to dependent and neglected children must rest upon a basis of relief and service to families if the cardinal principle of child-welfare work is to be realized—namely, that children are not to be removed from their homes by reason of poverty alone.

The principle of Federal aid to the States, available in a definite ratio to State and local funds and on conditions prescribed by law, adopted in the Social Security Act for the aged and the blind and for dependent children in their own homes, should be extended to general public assistance to dependent families whose needs cannot be met through public or private employment. Such Federal aid should be administered through State departments of public welfare which, in turn, will encourage and assist in the development and support of local welfare services having responsibility for family relief, child welfare, and other welfare functions. The principle of local participation in family and child-welfare service should be preserved, but the State, with the aid of the Federal Government, should see to it that competent local services are everywhere available, assist in financial support, and make sure that State and local welfare functions are effectively coordinated.

**2. Studies in infant and maternal mortality, comparable to those conducted by the Children's Bureau from 1912 to 1920**

From 1912, the year in which the Children's Bureau was founded, to 1920, 11 infant-mortality studies were conducted by the Bureau in various cities of the United States, which furnished important factual material on the relation of income, housing, type of feeding, and other factors to infant deaths. No studies of this kind have been made in the last 15 years. Changed conditions have made it very important that fresh material be assembled on these and other points as a basis for improvement in maternal and child-health programs. Although infant deaths as a whole have declined prior to 1933, deaths during the first month of life have declined little and deaths on the

first day of life not at all. Great variation in infant mortality rates is found. Among 16 cities of from 250,000 to 350,000 inhabitants, 6 had rates under 50 and 5 had rates over 70, 1 being as high as 112. The cities with the highest rates lost between two and three times; proportionately, the number of babies as the cities with the lowest rates. Deaths of mothers in childbirth were under 40 per 10,000 live births in only 1 of these cities and under 50 in only 4. There were more than 70 maternal deaths per 10,000 live births in 9 of these cities. Little statistical information is available on the kind of maternal care accessible throughout a community, and such information is greatly needed as a basis for devising plans for reducing the appalling waste of maternal life in the United States.

Studies of this kind involve obtaining detailed information concerning all births in the area covered during the period of the inquiry. Although the States will be in a position to cooperate with the Children's Bureau in this undertaking through the maternal and child-health activities provided for under the social-security program, additional funds for direction of the study, statistical service, and other items will be required.

3. Conservation of gains made in the elimination of child labor under the National Recovery Administration, and extension of safeguards to children in industrialized agriculture and other gainful occupations not covered by the codes

The decision of the United States Supreme Court in the *Schechter case* swept aside the legal sanctions for a Nation-wide 16-year minimum for industrial employment, with a higher age minimum in especially hazardous occupations. So far as law is concerned, the children were returned to the protection afforded by State legislation, which on the whole has established 14 years, instead of 16 years, as the minimum age for entrance into industrial and commercial employment. Among agricultural occupations organized on a basis comparable to large industrial enterprises, Federal legal protection has been afforded under the Agricultural Adjustment Act only in the sugar-beet industry. The recommendation of last year that Congress be granted the clear constitutional right to establish legislative safeguards against child labor has been given added emphasis by the *Schechter case*.

During 1935 four additional States ratified the child-labor amendment. Twelve additional ratifications are needed. Few legislatures will meet in regular session in 1936, but many will meet in special session to consider relief and security legislation. Serious attention should be given by officials and lay groups in the States to the possibilities of including the child-labor amendment in the calls for these special sessions and obtaining favorable action.

4. Assistance to youth in the transition from school to work

The experience of the National Youth Administration, established by Executive order of June 26, 1935, under the provisions of the Emergency Relief Act, should afford valuable information concerning the needs of young people and the methods by which they may be aided in obtaining adequate educational and vocational preparation and employment opportunities. The experience of this organization and other Federal agencies should be utilized in some sort of con-

tinuing program of Federal leadership and cooperation in meeting the needs of youth.

5. Studies and demonstrations of community planning for prevention and treatment of delinquency and crime among children and youth.

The Children's Bureau has completed the third year of a demonstration conducted in cooperation with the University of Chicago and other agencies, which has added to the available knowledge of methods of dealing with individual children and of organizing the community for preventive work. A demonstration somewhat similar to the Chicago study, but emphasizing especially the social and vocational problems of boys and girls in the later adolescent period, should be undertaken as soon as possible. Opportunities for continuing cooperation with the Department of Justice in its program for dealing with Federal juvenile offenders and for studies of the results of institutional care and juvenile-court work are far beyond the present resources of the Children's Bureau to meet.

Respectfully submitted.

KATHARINE F. LENROOT, *Chief.*

## WOMEN'S BUREAU

MARY ANDERSON, *Director*

To the SECRETARY OF LABOR:

The following is a summary of the activities of the Women's Bureau for the year ended June 30, 1935:

### Completed studies

#### Employed women under National Recovery Administration codes

The industrial codes sought to fix certain minimum wages and certain maximum hours of work. The establishment of such labor standards was of enormous benefit to many of the women under codes, even though the minimum fixed for woman-employing industries often represented far too low a wage for decent living. In a report shortly to come from the press the Women's Bureau has summarized the standards fixed in the codes as they would affect women and has made some evaluation of the application of these standards to employed women.

#### Technological changes in relation to women's employment

This is a report based on inquiries by the Women's Bureau into technological changes involving the employment of women. Management in 115 factories, including some of the best known in the United States, supplied descriptions of the changes that had taken place between 1921 and 1931, especially in the second half of such period, and their effects on numbers employed, on wages, on production, and on labor costs. More than 1,000 interviews were had with women affected by the changes, who supplied personal information, a comparison of the jobs before and after the changes, and the amounts of their earnings.

On the processes involved in the changes described, 6,400 workers were employed before the changes and 3,600 after the changes. This decrease reduced the number of women by 42 percent and the number of men by practically 50 percent. Decreased labor costs were a result in 95 percent of the changes reported, and in 70 percent of the changes there was an increase in production.

#### Potential earning power of southern mountaineer handicraft

Undertaken because of the present tendency to encourage handicraft for rural people, this study analyzes handicraft as it exists today in the southern Appalachian Mountain region and furnishes much-needed information as to the types of work done and the wage return to the workers.

Of some 10,500 craftworkers reported as employed in 1933, approximately 95 percent were women, and all but about 600 of the women worked at home. Though the public spent about  $2\frac{1}{2}$  million dollars on the products of these people in 1933, the workers themselves averaged but \$52 for their year's work.

The survey by the Bureau, of which this bulletin is the report, found that almost half the craftswomen, working in more than half the homes, were able and willing to pursue their crafts in nearby production centers, and the establishment of such centers and the development of handicraft on a self-liquidating basis has been recommended to the Tennessee Valley Authority.

Besides information about the workers and their families, the report includes data on the receipts and expenditures of the commercial centers visited and the findings of a study of potential markets.

#### Commercialization of the home through industrial home work

Because the average reader does not distinguish between leisure-time production within the home and full-time production in the home for commercial enterprises, a bulletin has been prepared to acquaint the consuming public with the effects of industrial home work on family life, with its cost to the community in health and in dollars and cents.

The scores of types of work done, with their known locations, are briefly described; prevailing rates and earnings are summarized; the extent of State legislation and Federal regulation by means of the recent codes is touched upon; a number of interviews with home workers are quoted; and the report concludes with the resolutions passed by the committee on industrial home work of the national conference on labor legislation convened by the Secretary of Labor in February 1934.

#### Women who work in offices

In conjunction with the Bureau's survey of the employment of women in offices, based on employers' records, two studies were carried on among office workers themselves. Questionnaires were distributed by the Young Women's Christian Association among girls and women in their clubs and camps, and similar forms were given to women applying for office jobs at employment agencies in several cities covered by the broader survey.

Questionnaires were filled in by 5,039 office workers at clubs and camps throughout the country, 39 States and the District of Columbia being represented. Forty-one percent of the women were stenographers. The occupation ranking second was secretary, with 17 percent. The women were young, 58 percent being under 25. Only 5 percent made less than \$15 a week, and 27 percent made \$30 or more. The median for 4,900 women reporting was \$24.60.

Questionnaires at employment agencies in six large cities were filled in by 4,331 women. Twenty-eight percent were stenographers. Here also secretaries ranked second, but they were 26 percent of the total. The age distribution was not unlike that of the employed group; it did show, however, a larger proportion under 20 years among those seeking employment. The week's earnings the women reported had a median of \$23. Only 8 percent had made less than \$15, and 21 percent had made \$30 or more.

#### Pieceworkers and their production and earnings in the dress industry

In the women's dress industry, far more than in most lines of work, earnings are based on production, and the rate of production that determines the earnings is affected by many different factors. The speed of the operators, the make and upkeep of the machines, the con-

tinuousness of the flow of work, and the quantity of dresses to be produced according to a single style all affect the workers' productivity, and therefore their earnings.

The Bureau has made a study of the earnings and output of pieceworkers before and after the operation of the code. The conditions in eight localities are considered in relation to those in New York, in which city almost 80 percent of the dresses sold in the United States are made. The findings of the study have been tabulated and the report is about completed.

#### **Material for study groups**

The renewed and wide-spread demand for the series of papers on various phases of woman employment, published in 1931, indicates an ever greater spread of interest in the study of these subjects and has led to reissuance of this bulletin after a partial revision.

#### **Health and safety of women in industry**

Another bulletin in constant demand has been a small one on the health problems of women workers written some years ago. This has been revised and amplified. It includes safety as well as health and summarizes accepted standards more modern than were available for the earlier bulletin.

#### **Studies in progress**

##### **Women in Michigan industries**

At the request of the Consumers' League of Michigan the Bureau made a survey of the economic conditions and working standards among employed women in the State, excluding automobile manufacture because a survey of that industry by another Government bureau was in progress at the time. The inquiry, which covered hours of work, week's and year's earnings, and changed conditions brought about by Federal influences, included 265 firms, employing 21,250 women. Preliminary findings, for immediate legislative use, were transmitted to the State some months ago.

##### **Administrative practices under minimum-wage laws**

The requests of States for information as to how other States are handling or have handled administrative problems in the operation of minimum-wage machinery has led the Bureau to undertake a study of administrative procedure and practice in the application of minimum-wage laws, from State records and interviews with State labor department officials. This report is approaching completion.

##### **Hotels and restaurants; laundries**

The phases of the Bureau's hotel and restaurant study that were of special interest to the National Recovery Administration were analyzed and presented to that organization some months ago. The more detailed report is being written, covering 4,700 hotel employees and about 12,000 restaurant employees.

Certain findings from the laundry survey also were presented to the National Recovery Administration, and here, too, the detailed analysis, covering over 15,000 women workers and 7,500 men, in 343 establishments, is in preparation. The study was undertaken at the request of the Deputy Administrator of the laundry code and the Labor Advisory Board, to determine the adequacy of the minimum wages established in the laundry code.

**Economic status, opportunities, and responsibilities of trained women in business and the professions**

Tabulation is in progress of almost 9,000 questionnaires returned by members of the American Association of University Women who "are now employed or are in business for themselves, or under usual opportunities probably would be employed."

**Differences in wages according to the workers' sex**

It is a matter of common knowledge that women's wages ordinarily are considerably below those of men. On this subject, obviously of great importance to the groups the Bureau is especially designed to serve, the Bureau this year undertook to gather field data, chiefly from plants making various paper products whose codes had fixed a sex difference in the wage minimum. An effort also is made in this study to discover the sex difference in the extent to which the wages paid remained at the minimum fixed under the codes.

**Industrial accidents and occupational diseases of women**

The sources of measuring the appalling toll of industrial injuries to women are meager, but the Bureau has brought together such as exist in reports issued at regular intervals and covering all data available since 1927.

The issue of these reports completed in the past year covers data for 1930 and 1931. It indicates that while industrial injuries decreased in the period of employment decline, this decrease was somewhat less for women than for men. Moreover, there was some tendency toward increase in the proportions of injuries that were most severe. Women ordinarily were earning less than men at the time of injury, and their compensation receipts were correspondingly low, as the rates are based on amount of wage.

Material published by the States is used in these reports. In addition, the latest issue includes unpublished data from two very important States. In a constant effort to obtain more complete and comparable data by sex, the Bureau has encouraged States to use the standard report forms recommended and especially to make their records available by sex.

The Bureau makes a similar type of analysis of reports of occupational diseases occurring to women, though less than half a dozen States report this important information by sex. The chief progress apparent in very recent years is an increased awareness of the seriousness of the situation, a number of States having taken steps to inform themselves on the subject.

**New outlets for women's services**

A survey of new products which could be made or of new services which could be rendered by women in New England, where the migration or shut-down of certain highly important industries has thrown great numbers of women out of work, has been under way for some weeks. The study was requested by a number of New England organizations, which asked that the Bureau make surveys to determine the means of reabsorbing this unemployed woman power.

The survey is being conducted along these lines: (1) Critical analysis of existing and potential service demands which can be met most effectively by women; (2) analysis of markets for woman-made

products now imported and for products which can be made largely by women from New England's raw materials or from materials for which Boston is the chief wholesale market; (3) study of the training and experience of the unemployed women in specific communities.

#### **Part-time work in retail trade**

A field study of the growing importance of the part-time worker in retail trade is to be completed in the fall.

#### **Responsibility of employed women for family support**

Conditions arising during depression have increased the extent and gravity of a situation that long has existed, namely, that many employed women, both single and married, are supporting families or are carrying a considerable share in such support. To secure additional information on this subject, the Women's Bureau has undertaken some analysis of certain of the unpublished material made available to it by the Bureau of the Census, which in 1930 undertook for the first time to tabulate data for all employed home makers. The importance of such an analysis is illustrated by the fact that not far from half a million of the women enumerated as employed home makers were the sole support of families of two or more persons.

#### **State hour laws and minimum-wage rates**

The Bureau is constantly following the progress of labor legislation affecting women. Many requests come for summaries of such legislation, and the action taken in the 1935 sessions, and especially in the newer minimum-wage organizations in the States, has made necessary an immediate revision of the Bureau publication covering State hour laws, and considerable additions to its earlier summaries of the rates fixed for various industries under State minimum-wage laws.

#### **Cooperative studies**

##### **Continued cooperation with the National Recovery Administration**

By the beginning of this fiscal year most of the industrial codes had been approved, but a few important to woman employment still remained, and the many problems arising in administering them and in improving unsatisfactory labor conditions continued during most of the year to require the full cooperation of the Women's Bureau with administrators, members of the Labor Advisory Board, and other National Recovery Administration officials.

The Bureau's efforts still were concentrated on securing through codes better wage minima, especially in woman-employing industries, which ordinarily had the lowest of the wage standards; on eliminating sex differentials in the minimum wages; on abolishing industrial home work; on shortening hours in some industries and better controlling overtime; on further compliance in the service industries; and on improving standards in such other ways as seemed important.

Bureau staff members held conferences daily with various National Recovery Administration officials and were on call at all times for information on special industries, or on particular situations affecting women workers, such as only the Women's Bureau had at hand or was equipped to obtain quickly.

The Bureau presented recommendations at the general hearings on employment conditions under codes, held in January 1935, and throughout the year at many other hearings on such matters as code



modifications or requested exemptions. These included among others such important codes as those for silk, cigarettes; fluid milk, infants' and children's wear, blouse and skirt, cotton garments, Bonnaz embroidery, knitted outerwear, furniture, art needlework, boots and shoes, restaurant, hotel, and leather and wool-knit gloves.

Special series of conferences were held with various National Recovery Administration officials in the effort to secure minimum-wage standards as high for women as for men, and a field study was undertaken to ascertain the situation as to men's and women's wages in industries under some 20 codes (mentioned under Studies in Progress). Other special work was done in the effort to eliminate industrial home work in further industries.

Field agents of the Bureau undertook many surveys to supply information needed in the National Recovery Administration on some particular situation arising under codes. Certain of these have been developed into full reports, available in published form, and are described elsewhere in this report. However, many data obtained from the field on particular situations or industries formed the basis of memoranda to the National Recovery Administration or reports at hearings, but were not published. In some cases the findings were summarized in the Women's Bureau Monthly News Letter. These memoranda or reports include studies of piecework in spinach canning and in chair caning; of seed picking in the rice-milling industry; of home-work conditions and wages in making knitted outerwear, lamp shades, and in stringing tags and tobacco bags; of wages of women and men in certain leather industries and in certain baking plants; and of the shifting location of boot and shoe plants in parts of the Middle West.

The Bureau continued to prepare general information on wages, hours, and other provisions in approved National Recovery Administration codes. Finally a comprehensive report was prepared showing the standards applying to employed women under codes and something of the effect of these (more fully summarized in the present report under Completed Studies).

#### **Assistance to States in the establishment of a minimum wage**

A major activity in such cooperation has been the special assistance given to States in response to their demands for aid in the establishment of minimum wages.

Special conferences of minimum-wage States have been called and sponsored by the Women's Bureau, following similar conferences called by the Bureau last year. One of these was devoted especially to the problems of minimum wages in certain service industries.

The past year's program in this connection has included the preparation of information of many types for the use of minimum-wage administrators and the furnishing of an expert consulting service in the field to States seeking aid in the development of minimum-wage machinery, a type of assistance for which the work of the Bureau during a number of years has laid a broad foundation. Following a study of variations in wage rates under corresponding conditions, other studies completed this year or now in progress and more fully dealt with elsewhere in this report were undertaken especially at the request of minimum-wage administrators or are primarily for

their use, and are as follows: State hour laws and minimum-wage rates, administrative practices under minimum-wage laws, and differences in wages according to the workers' sex.

#### Cooperation with other agencies

On account of its experience in the field of women's employment the Bureau was asked to cooperate in several studies being made by other bureaus of the Department. This work comprised the following: Home visiting in a survey of the automobile industry by the Bureau of Labor Statistics, to inquire as to the incomes of the families of automobile workers; directing the home visiting in a survey of the cigarette industry for the National Recovery Administration; assisting in a cost-of-living study in textile centers in connection with a survey by the Bureau of Labor Statistics; a survey of the onion fields of Ohio, under the Bureau of Labor Statistics and the Children's Bureau; and two home-work surveys, still in progress, in cooperation with the Children's Bureau—one a study of home work in the vicinity of Philadelphia and the other an inquiry into the success or failure of home-work abolition where such regulation is being attempted.

The Bureau always has found an important part of its work to lie in cooperating with State and other governmental agencies devoted in whole or in part to the needs of women workers, with women's organizations requiring the type of service available through this Bureau, and with any other agencies whose field touches the welfare of gainfully occupied women. In addition to the cooperation with Federal agencies already referred to, several outstanding pieces of work were done this year by the Bureau cooperating with outside agencies, as follows:

*With the American Association of University Women.*—Publication of Summaries of Studies on the Economic Status of Women; tabulation of material on the economic status of the membership of this organization.

*With the Conferences on Interstate Compact for Labor Legislation.*—Preparation of summaries of State legislation on hours and minimum wage.

*With the National Consumers' League.*—Compilation of published and unpublished Women's Bureau data on certain so-called "intra-state" industries.

*With the National League of Women Voters.*—Conduct of a survey on the dismissal of married women from the Federal service; compilation of a list of hour provisions in National Recovery Administration codes in industries that would employ women in the District of Columbia; compilation of data on women's hour laws.

#### News Letter

The Monthly News Letter of the Women's Bureau forms an integral part of its work, since it broadcasts to those most vitally concerned the activities affecting employed women undertaken by many agencies in all parts of the world. Each monthly number gives the most recent reports sent the Bureau by the States as to the progress of labor legislation and of minimum-wage administration, and shows the current indications of changes in employment and wages in woman-employing industries. The January 1935 issue reviewed the

general situation of employed women in 1934. Special studies made by State labor authorities or other agencies showing women's wages, employment problems, and working conditions are summarized from time to time, as are also new publications relating to woman employment. During the past year results of certain special smaller field reports of the Women's Bureau not published elsewhere were summarized in the News Letter. These for the most part contained information for use by the National Recovery Administration and have been listed elsewhere in this report.

#### **Interstate compacts; conferences**

The Bureau was represented at the interstate compact meetings in Harrisburg, Boston, Washington, and Spring Lake; it called two minimum-wage conferences, to which a number of States sent representatives; and members of the staff attended the following conventions of national and international organizations: International Association of Governmental Labor Officials, National Conference of Social Work, American Association for Labor Legislation, International Association of Industrial Accident Boards and Commissions, National Federation of Business and Professional Women's Clubs, Conference on Women's Work (Institute of Women's Professional Relations), Conference on Economic Security.

#### **Exhibits**

During the year the Bureau carried on intensive activities in the preparation and circulation of exhibits in response to a steadily increasing demand for graphic presentations. The exhibits circulated have included motion pictures, models, maps on labor laws, charts, posters, and specially prepared bulletin displays. They have been sent upon request to many varied types of agencies and organizations in 42 States, the District of Columbia, Puerto Rico, and Hawaii; and to four foreign countries. Among the groups using Women's Bureau exhibits during the year are educational institutions, workers' and adult educational classes, camps for unemployed women, churches, parent-teacher associations, many kinds of women's organizations and clubs, Civilian Conservation Corps camps, Y. M. C. A.'s, social agencies, libraries, State departments of labor, labor unions, employers, and motion-picture agencies.

The total distribution included the giving of over 350 sets of maps on hour and wage legislation for women and approximately 325 sets of charts and 1,500 posters, and the lending directly from the Bureau of 125 copies of motion pictures. In addition, about 40 agencies, chiefly extension divisions of universities and schools, were permitted to have copies of the Bureau films for distribution for a number of weeks, and in some cases throughout the year, in their particular areas.

The most important new exhibits of the year were those planned by the Women's Bureau working in cooperation with the other bureaus of the Department of Labor in the preparation of its exhibits for the San Diego Exposition. The Women's Bureau was responsible for planning the exhibits in one booth, which included panels and scenes on the activities and problems of wage-earning women.

## Publications

Fourteen bulletins have been issued in the past 12 months and seven others are in press at the close of the fiscal year. The list follows:

- No. 107. Technological changes in relation to women's employment. (In press.)
- No. 109. The employment of women in the sewing trades of Connecticut; second and final report. (In press.)
- No. 112. Standards of placement agencies for household employees. 68 pp.
- No. 114. State reporting of occupational disease, including a survey of legislation applying to women. 99 pp.
- No. 118. The employment of women in Puerto Rico. 34 pp.
- No. 119. Hours and earnings in the leather-glove industry. 32 pp.
- No. 120. The employment of women in offices. 126 pp.
- No. 121. A survey of the shoe industry in New Hampshire. 100 pp.
- No. 122. Variations in wage rates under corresponding conditions. 57 pp.
- No. 124. Women in Arkansas industries. 45 pp.
- No. 126. Women in industry in Texas. (In press.)
- No. 127. Hours and earnings in tobacco stemmeries. 29 pp.
- No. 128. Potential earning power of southern mountaineer handicraft. 56 pp.
- No. 129. Industrial injuries to women in 1930 and 1931 compared with injuries to men. 57 pp.
- No. 130. Employed women under N. R. A. codes. (In press.)
- No. 131. Industrial home work in Rhode Island. 27 pp.
- No. 132. Women who work in offices: I. Study of employed women; II. Study of women seeking employment. (In press.)
- No. 133. Employment conditions in beauty shops. 46 pp.
- No. 134. Summaries of studies of the economic status of women. 20 pp.
- No. 135. The commercialization of the home through industrial home work. (In press.)
- No. 136. The health and safety of women in industry. A revision of bulletin 18. (In press.)

A leaflet entitled "Why Legislate Living Wages for Women Workers?" has been made available for use in educating the public on this important subject. It presents briefly the need, purposes, operation, and results of minimum-wage laws, considered essential if the benefits to workers, employers, and communities resulting from the National Recovery Administration are not to be lost.

Information on a number of subjects of frequent inquiry has been assembled and is available in mimeographed form.

## Comment and recommendations

Earlier pages of this summary indicate the extent to which the Women's Bureau activities have been influenced by the emergency conditions of the depression and the recovery program. It is clear that State legislation and State enforcement of standards are more important than ever before, now that the codes are no longer in effect, and the responsibility of the Women's Bureau is increased also, as it has information and the means of securing information not in the possession of any other agency and serves as a clearing house on all matters concerning working women and their employment.

At this critical period of labor's reabsorption into industry it is vitally important that the Women's Bureau be enabled, by an increased appropriation and staff, to labor more effectively for the welfare of working women. The Government has a very definite duty to see that justice is done to women workers, whose exploita-

tion is a detriment not only to themselves and their families but to American industrial standards, the return of America's prosperity, and the health of present and future generations.

A very definite extension of the Bureau's consulting service to States in the matter of minimum wage has been carried on by the Bureau since the President called on the States to pass such laws, and the requests for assistance of this character are likely to increase in number. Similarly, the industrial home-work situation must be watched and reported.

A study of the responsibilities of employed women, as shown in the 1930 census reports on families, is yielding significant data on the necessity of gainful employment for home makers.

Constant following of wage and hour changes and the extent and fluctuation of employment; the replacement and displacement of workers by technological changes in industry; hazards in women's employment and the extent of their injuries; the vexed question of methods of wage payment so involved as to be unintelligible to the average worker; employment opportunities in communities from which women's industries have migrated; a survey of women in certain phases of agricultural labor and the canning of fruits and vegetables; and the long-deferred study of posture and seating in women's industries are among the activities planned for the near future.

The extent of the field of Women's Bureau work is illustrated by the fact that in 1930 as many as  $10\frac{3}{4}$  million women were employed in this country, an increase of over 25 percent in the decade since 1920. The more than 3 million employed home makers in families of 2 or more persons, to mention only one important group, included practically a million who were the heads of such families. Almost 500,000 home makers were the sole breadwinners in families of 2 or more persons, and about half of these were in families of 3 or more.

The appropriation of the Bureau is very far from adequate to the duties with which it is charged, and I urge with all the force at my command the granting of a more generous appropriation for the work of the Bureau.

Respectfully submitted.

MARY ANDERSON, *Director.*

# UNITED STATES HOUSING CORPORATION

TURNER W. BATTLE, *President*

To the SECRETARY OF LABOR:

The activities of the United States Housing Corporation during the past fiscal year have been confined to liquidating the assets acquired in providing housing for war needs.

The collection of the balances due on the contracts of purchase constituted the major portion of the work of the office, and an increase was noted during the closing months of the year. The policy of extending leniency in appropriate cases was continued, but drastic action was taken in instances where purchasers were not affected by unemployment and could offer no justification for existing delinquency.

The Corporation's collections during the year amounted to the sum of \$64,573.35, and were derived from the following sources:

Principal payments on contracts of purchase.....	\$39,829.68
Interest payments on contracts of purchase.....	24,743.67

The collections were covered into the Treasury of the United States, which resulted in increasing the returns made by the Corporation to the sum of \$73,094,301.63, as shown in the following schedule of total collections:

From—	
Disposal of properties.....	\$18,651,616.97
Repayment of loans.....	12,802,231.54
Operation of projects.....	9,140,453.12
Unexpended balance of original appropriation..	32,500,000.00
Total.....	73,094,301.63

## Active accounts

The balances remaining to be collected on purchasers' accounts covering sales made at the various housing projects shown in the following schedule totaled the sum of \$1,197,453.48 at the end of the fiscal year:

Projects:	
Alliance, Ohio.....	\$12,061.69
Bremerton, Wash.....	29,978.56
Cradock, Va.....	6,184.49
Davenport, Iowa.....	317.44
Erie, Pa.....	22,386.17
Hammond, Ind.....	168,761.28
Kittery Point, Maine.....	3,914.31
Lowell, Mass.....	174.63
New Brunswick, N. J.....	29,214.99
Newport, R. I.....	1,102.37
Niles, Ohio.....	1,104.55
Philadelphia, Pa.....	834,788.30
Quincy, Mass.....	76,047.64
Vallejo, Calif.....	1,722.40
Waterbury, Conn.....	4,268.27
Watertown, N. Y.....	4,825.61
Total.....	1,197,453.48

~~THIS INFORMATION IS UNCLASSIFIED~~  
~~DATE 11-10-88 BY JAC/STP~~

### Unsold properties

The appraised value of the properties remaining to be disposed of totals the sum of \$136,869.66, as shown in the following schedule:

Project and description:	
Alliance, Ohio, 44 lots	\$10,944.00
Bridgeport, Conn., 1 lot	1,300.00
Cradock, Va., 18 lots and 4 blocks	9,450.00
Davenport, Iowa, 19 lots	17,475.00
East Moline, Ill., 3 lots	2,120.00
Erie, Pa., 32 lots and 1 house	11,275.00
Ilion, N. Y., 54 lots	19,397.50
Lowell, Mass., 2 lots	2,323.16
Newport, R. I., 12 lots	3,350.00
Philadelphia, Pa., 9 houses	36,100.00
Quincy, Mass., 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
<b>Total</b>	<b>136,869.66</b>

Respectfully submitted.

TURNER W. BATTLE, *President.*

