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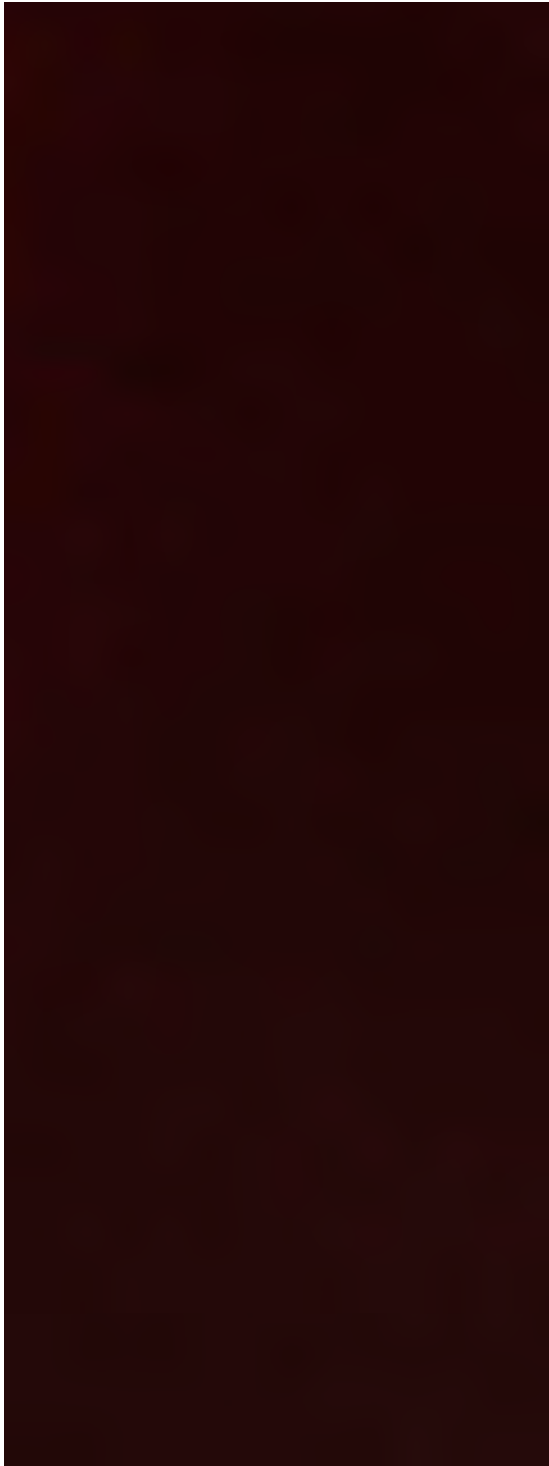
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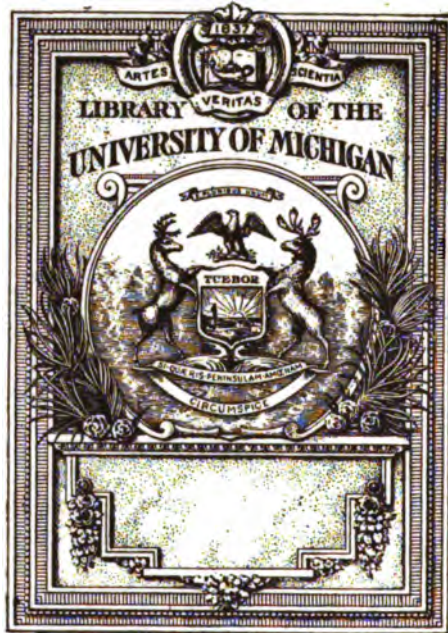
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REPORTS  
OF THE  
DEPARTMENT OF LABOR

1918

REPORT OF THE SECRETARY OF LABOR  
AND  
REPORTS OF BUREAUS



WASHINGTON  
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1919



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**REPORT**  
**OF THE**  
**SECRETARY OF LABOR**

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SIXTH ANNUAL REPORT  
OF THE  
SECRETARY OF LABOR.

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DEPARTMENT OF LABOR,  
OFFICE OF THE SECRETARY,  
*Washington, D. C., October 31, 1918.*

To the PRESIDENT:

Had the Department of Labor not existed at the beginning of the war, Congress would have been obliged to create such a Department.

As the history of all the belligerent nations proves, war is no longer a military undertaking alone. Although sound military strategy remains now as ever an essential factor in determining military victories, the history of the present war has demonstrated that the most valorous troops are helpless without adequate supplies of war material. Battles are fought not only between armed men but between the factories, workshops, and mines of the contending nations. Consequently upon the outbreak of hostilities it became one of our first concerns to keep in motion the wheels of our industrial machine.

Since industry is but the application of man power to raw materials, the efficiency of industry was wholly dependent upon the efficiency of labor. The greatest essential, therefore, for our Government was the adoption of a central labor administration and a consistent labor policy.

Toward that attainment the Department of Labor has directed its efforts. At the beginning of the fiscal year the Department consisted of 4 bureaus, together with such agencies as had been created in the Office of the Secretary for conciliation and mediation in labor disputes. At the date of this report there are 13 separate bureaus and services, and in addition 2 boards, one a court of last resort with regard to labor disputes arising in war industries and the other an agency to harmonize the relations of this Department with other production departments. This growth has required much extension not only of organization but of functions and duties as well. Notable among the newer units are organizations for the training and housing of workers, for the superintendence of the conditions governing women in industry, and a special service to recommend and administer policies with regard to Negro wage earners. Of extraordinary

importance also has been the development of the United States Employment Service into a separate arm of the Department and the establishment of over 800 public employment exchanges. Thus the Department of Labor has become in fact as well as in name a War Labor Administration.

The expansion referred to has taken place steadily since the proper authority was granted in January of this year. Many of the final steps were postponed, however, until the close of the fiscal year 1918 through delay in obtaining the needed funds. In view of this fact and also of the extreme importance of the work, it has been thought wise to follow the precedent set in my last report and to extend my sixth report as nearly as possible to the present date.

### **OFFICE OF THE SECRETARY.**

#### **MEDIATION IN LABOR DISPUTES.**

The war has been the immediate cause of an enormous increase in the number of labor disputes calling for Government mediation. Old wage standards, rendered obsolete by a sharp rise in the cost of living, the prevalence of profiteering, the faulty distribution of labor, and many other causes all contributed to a probable increase in the actual number of such disputes. The chief reason, however, for the increase in the work of the Department in this respect was not an increase in the number of controversies. It lay rather in the fact that when those disputes arose one side or the other hastened to call upon the Federal Government to prevent any cessation of work.

During the greater part of the fiscal year the conciliatory functions of the Department were exercised in two ways—through the relation of departmental officers to the President's Mediation Commission, and through the Division of Conciliation.

#### **THE PRESIDENT'S MEDIATION COMMISSION.**

During the summer of 1917 certain industrial disturbances had accumulated throughout the West and Northwest and had taken on such a form as seriously to lessen the output of several much-needed materials, notably copper and oil. In addition they were of such a character as to threaten the construction of aircraft and ships. Since these disturbances were apparently due to general rather than purely local causes, it was thought desirable to make an inquiry into the causes of labor unrest. A mediation commission was accordingly appointed by the President early in the fall for the purpose of conducting such an investigation and of making the specific adjustments required. The Secretary of Labor was chairman of the commission and the members of the commission were chosen in part from the Department of Labor.

The commission spent several months in constant travel and investigation, visiting the copper districts of Arizona, the oil fields of California, the Pacific Northwest timber districts, and other sections where industry had been disturbed by labor unrest. Starting out in the early fall the commission finished its labors in December at Chicago, where there was a threatened strike in the meat-packing establishments. In that time hundreds of witnesses were heard and an extraordinary opportunity was afforded to study at first hand labor problems in part created and in part modified by the war.

On January 9 there was transmitted to the President the report given below. Since its presentation there has been established machinery to interpret the Santa Barbara findings and to adjudicate grievances. This consists of a board of three, known as the Federal Oil Inspection Board upon which the Oil and Gas Well Workers' Union has representation. Since the Santa Barbara conference and the resultant agreement the cooperation of operators and oil workers has prevented the rise of any trouble serious enough to result in cessation of work. Both employers and workers appear anxious to aid the Government, and there has been an obvious strengthening of morale by reason of bettered working conditions and the realization that a medium exists for the adjudication of grievances. In addition, the labor turnover has been greatly reduced and the supply of labor increased through added efficiency.

REPORT OF PRESIDENT'S MEDIATION COMMISSION TO THE PRESIDENT OF THE  
UNITED STATES.

JANUARY 9, 1918.

The PRESIDENT:

Your Mediation Commission begs to set forth in this report (1) a summary statement of the results in the specific labor adjustments undertaken by the commission; (2) an analysis, as far as revealed by the limited scope of our investigation, of the difficulties and tendencies making for industrial instability; and (3) recommendations as to the direction that the labor policy of the United States should take, at least during the period of the war.

MEDIATION OF SPECIFIC DIFFICULTIES.

An accumulation of industrial disturbances west of the Mississippi gave rise to national concern and pressed for an understanding of its causes, with a view to the correction of disclosed evils. The immediate anxiety of the Government was the dangerous diminution of the copper supply available for ammunition, due particularly to the strikes in Arizona, and the hampering of the war program, both as to ships and aircraft, because of the disturbed labor conditions in the Pacific Northwest.

Primarily, therefore, the objects of the commission were to open the copper mines of Arizona to their maximum output and so to keep them open for the period of the war, and to bring to pass such

a condition in the labor situation of the Pacific Northwest that the shipbuilding and aircraft programs of the Nation may proceed at the required pace and efficiency so far as labor is an element.

To these two specific fields for mediation others were added as other difficulties arose after the commission began its labors. We shall confine ourselves here merely to major difficulties. Of these there were three: (1) A threatened strike in the oil fields of southern California, (2) a threatened and partly executed strike on the telephone lines of the Pacific States, and (3) a threatened tie-up of the packing industry centering in Chicago but affecting the industry of the entire country.

As to each of these situations, and several others not referred to in this report as to which mediation was effected or attempted, the commission has made a detailed report setting forth the existing relation of employers, employees, and community in each of the industries, the causes of the unrest, the history of the strike—where difficulties culminated in strike—the steps necessary for the removal of such causes, the nature of the settlement secured by the commission where an adjustment was made, and the actual working of such settlement as far as the short time of its operation enabled its ascertainment. A program of industrial policy, either to meet the peremptory needs of war or looking to readjustments beyond, must proceed warily by the light of accredited facts. The intensive studies, directed to the very concrete immediate ends which were the concern of your commission, have at least furnished a considerable volume of important material for the understanding of those complex and subtle phases of modern industry usually called the labor problem. In this report we shall attempt a compact summary.

#### DISPUTES IN ARIZONA COPPER DISTRICTS.

1. About 28 per cent of the total copper output of the United States is produced in the four copper districts of Arizona dealt with by the commission. In the early summer of 1917 strikes became widespread in these centers, resulting, through the total and partial shutdown of the mines extending for a period of over three months, in a loss of 100,000,000 pounds of copper. Necessarily such an industrial disturbance results in continued diminution of output for a considerable time following any settlement of difficulties.

2. The occasions for such shocking dislocations of a basic war industry varied in the different mining camps. Behind and controlling, however, the factors which immediately led to the strikes are the underlying labor conditions of the mining industry of the State, which were devoid of safeguards against strikes and, in fact, provocative of them.

3. Distant ownership, wholly apart from its tendency to divorce income from the responsibility for the conditions under which it is acquired, creates barriers against the opportunity of understanding the labor aspects—the human problems—of the industry, and solidarity of interest among the various owners checks the views of any one liberal owner from prevailing against the autocratic policy of the majority. The resident management of the mines is wholly traditional in its effect, however sincere in its purpose. The managers fail to understand and reach the mind and heart of labor because

they have not the aptitude or the training or the time for wise dealing with the problems of industrial relationship. The managers are technical men, mining engineers of knowledge and skill. There is no responsible executive whose sole function it is to deal with labor problems. In fact it has hardly begun to be realized that labor questions call for the same systematic attention and understanding and skill as do engineering problems.

4. The employees, in their turn, present factors of special difficulty. Labor turnover is appallingly large, with all the economic and social evils that such a condition signifies. The striking phenomenon of migratory labor has not been wholly evil in its effects. It has helped to spread ideas of liberalism into our industrial life, however indiscriminating this educative process necessarily has been. But any benefits conferred by migratory labor are wholly offset by its costs, both economic and social. A large migratory working force is economically an intolerable waste. Socially it is a disintegrating element in society. It signifies, too often, men without responsibility of home or home making, men possessed of a feeling of injustice against lack of continuity of employment, serving as inflammable material for beguiling agitators to work upon. This large labor turnover is accepted too much as the plagues of old—something irremediable. There is only the faintest beginning of realization that labor turnover is an evil which can be substantially reduced if not wholly eliminated, and that the responsibility for its elimination is a duty confronting both the industry and the Government.

The polyglot character of the workers adds the difficulty of racial diversities. In one camp 26 and in another as many as 32 nationalities were represented. The industry contains within itself the Balkan problem on a small scale. In other camps, even where there was not great racial diversity, large numbers were non-English speaking, particularly Mexicans. The seeds of dissension among the workers render difficult their cohesion, and the presence of non-English speaking labor tends even to greater misunderstanding between management and men than is normal in American industry. The movement toward Americanization, so fruitful in its results in different parts of the country, has hardly penetrated into these outposts of industry. Next to nothing is done to integrate non-English speaking labor—citizens and prospective citizens—into our social life.

5. The trade-union movement is the most promising unifying spirit among the workers. The progress of the movement, however, is impeded by the traditional opposition of the companies, by difficulties due to racial diversities, and by internal dissensions in the miners' International. The resulting weakness of the organization deprived the industry of the discipline over workers exercised by stronger unions and gave the less responsible leaders a freer field for activity. Thus a numerically small minority could compel a strike because of the solidarity of workmen in time of strike.

6. As is generally true of a community serving a single industry, there was not the cooling atmosphere of outsiders to the conflict. The entire community was embroiled. Such agencies of the "public" as the so-called "loyalty leagues" only served to intensify bitterness, and, more unfortunately, to the minds of workers in the West served to associate all loyalty movements with partisan and anti-union aims.

7. The labor difficulties were further complicated by factors created by the war. This was particularly true of the situation in the Globe district. Doctrines of internationalism, the conviction that all wars are capitalistic, which before the war had permeated the minds of labor the world over, strongly marked the labor leadership in the Globe district. It led to resolutions of opposition to the war by the miners' local at the outbreak of the war. The situation was further intensified by refusal to display the flag at union headquarters. This incident provoked accusations of disloyalty against the men on the part of the company and its sympathizers. The uncritical opinion of the men that all wars are capitalistic and therefore that ours must be such, was encouraged by the heavy profits of the copper companies resulting from the European war before our entrance into it. The limitation of profiteering through price fixing and taxation had been only too recently accomplished to have made itself felt either in its actual operations or in the understanding of the workmen.

8. This, roughly, is the background against which the copper strikes of 1917 must be projected. To these underlying conditions and to the absence of processes of orderly government in industry the strikes of 1917 must, fundamentally, be attributed. These conditions may not have been left unavailed of by enemies of our war policy nor by exponents of syndicalist industrialism, but neither sinister influences nor the I. W. W. can account for these strikes. The explanation is to be found in unremedied and remediable industrial disorders.

9. Amidst all the diversity of conditions in the four copper districts there were three basic claims urged by the men and resisted by the companies:

(a) While not expressed in so many words, the dominant feeling of protest was that the industry was conducted upon an autocratic basis. The workers did not have representation in determining those conditions of their employment which vitally affected their lives as well as the company's output. Many complaints were, in fact, found by the commission to be unfounded, but there was no safeguard against injustice except the say-so of one side to the controversy. In none of the mines was there direct dealing between companies and unions. In some mines grievance committees had been recently established, but they were distrusted by the workers as subject to company control, and, in any event, were not effective, because the final determination of every issue was left with the company. In place of orderly processes of adjustment, workers were given the alternative of submission or strike.

(b) The men sought the power to secure industrial justice in matters of vital concern to them. The power they sought would in no way impinge on the correlative power which must reside in management. Only by a proper balance of adequate power on each side can just equilibrium in industry be attained. In the minds of the workers only the right to organize secured them an equality of bargaining power and protection against abuses. There was no demand for a closed shop. There was a demand for security against discrimination directed at union membership. The companies denied discrimination, but refused to put the denial to the reasonable test of disinterested adjustment.

(c) The men demanded the removal of certain existing grievances as to wages, hours, and working conditions, but the specific grievances were, on the whole, of relatively minor importance. The crux of the conflict was the insistence of the men that the right and the power to obtain just treatment were in themselves basic conditions of employment, and that they should not be compelled to depend for such just treatment on the benevolence or uncontrolled will of the employers.

10. It was the correction of these underlying conditions making for instability at which the commission aimed in its adjustments. The objective was not merely to open the mines to their full productive capacity as quickly as possible, but to guard against any recurrence of interruption or curtailment of production through labor difficulties, at least during the period of the war.

11. The commission made four specific adjustments in four mining districts. There were variations in detail to suit specific local aspects. In the large, however, the settlements established the framework of sound industrial relations between management and men:

(a) An orderly and impartial process for the adjustment of all grievances inevitable in modern large-scale industry was substituted for the strike. In asking labor, for the period of the war, to forego its ultimate weapon, a compensatory means of redressing grievances had to be supplied. Therefore there are established in each district United States administrators to decide all disputes where the parties themselves fail of agreement. The commission in effect applied the principle of trade agreements, making the duration of the war the time limit, and, through the mechanism of a United States administrator, provided for the means of determining any claims of breach of the agreement.

(b) Working conditions of industry should normally be determined by the parties themselves. Therefore channels of communication between the management and men were created through grievance committees free from all possible company influence. Through these representative contacts between management and men disputes find expeditious and informal settlement. Still more important, the contact engenders a spirit of mutual understanding and therefore of cooperation.

(c) The right of the men to organize was made effective by providing administrative enforcement for the prohibition against discrimination because of union affiliation.

(d) In view of the dislocation of the labor supply of the country it was important to husband the available man power. Therefore re-employment of the men on strike before employing newcomers was assured, excepting only those—few in number—who were guilty of seditious utterances, who had been proved inefficient, or who were members of any organization whose principles were opposed to belief in the obligation of contract. By casting the burden of reemployment of all the strikers upon the district instead of upon the individual company, the beginning was made toward recognizing the responsibility of the industry as an entirety for the solution of its problems.

12. Administration under this settlement has proceeded in these Arizona districts for over two months, and the results are encourag-



ing. The administrators at once proceeded to their duties. Resourceful energy is needed in the days immediately following a strike in order to prevent misunderstandings and old suspicions from again flaring up. Extremists of both sides have to be diverted. In a word, the problem is to educate the estranged sides to deal directly with one another on the basis of a new faith and a new confidence. This educative process is now being carried out by the administrators with skill and measureable success. Reemployment of the workers was sought to be effected with all practicable speed. Old and new grievances were promptly heard. In one district 250 grievances were disposed of in five weeks. Many of the grievances were found to be trivial or groundless; they were, however, the surviving surface manifestations of the old unhealthy relationship. The prompt disposition of such grievances prevented that balked sense of justice on the part of men which so often leads to the explosion of a strike. Instead of a policy of drift, with intermittent eruptions, there is now the continuous administration of industrial machinery, which serves as a bulwark for stability. Conditions are by no means fully normal; old feelings and old bitternesses still smolder, but new habits and new hopes of cooperation between management and men are steadily being built.

#### CALIFORNIA OIL FIELDS DISPUTE.

1. The oil fields of southern California have an average output of 8,000,000 barrels per month, about one-third of the total oil output of the United States. Eleven companies produce about 95 per cent of this total output. Of these companies the Standard Oil is the largest, employing about 5,000 of approximately 18,000 men in the California field. A strike in the fields of the independents was threatened in the summer of 1917 but averted, and again threatened still more ominously in November last. The country was already embarrassed by oil-fuel shortage, and the commission therefore promptly responded to the call for its intervention to avoid a tie-up.

2. The men presented specific grievances as to hours, wages, and conditions of employment, and sought protection against alleged discrimination because of union membership. The labor employed in this industry, unlike that in most of the industries investigated by the commission, is English-speaking and almost wholly American. A very large proportion of the workers are highly skilled. Nevertheless, it was not until April, 1917, that the men were organized. Their union had grown to include between 9,000 and 10,000 men and is affiliated with the American Federation of Labor.

3. Commissioner Reed, who acted for the commission, found that specific grievances needed correction and that means were required for securing redress of future grievances.

The major specific demands of the men were for an eight-hour day and a minimum wage of \$4. In effect they asked that the conditions prevailing at the Standard Oil plants should be introduced by the independents. It was found that the 5,000 employees of the Standard Oil had been on an eight-hour basis since January 1, 1917, and according to the experience of the Standard Oil Co. no loss in efficiency or output resulted from the introduction of the eight-hour

day. It was the intention of some of the independents voluntarily to go on the eight-hour basis. Therefore, in providing for an eight-hour day effective January 1, 1918, the commission merely adopted the labor standard as to hours which had been vindicated by experience. To guard against the needs of emergency of the Government in war time, provision was made for a longer working-day if required by the Government. The principle of a minimum wage of \$4 on an eight-hour basis, effective December 1, 1917, was likewise introduced. The company further agreed not to discriminate against men because of membership in any union affiliated with the American Federation of Labor.

4. Here, as in the copper districts, machinery of enforcement was essential. Provision was therefore made for Government inspectors to determine the governmental need, if any, for increase in the working hours. Administrators were named for all disputes which the parties can not settle between themselves.

5. The men thus secured betterment in hours and conditions of employment and the means of redress for future grievances. In effect the settlement operated as a trade agreement for the period of the war, and thereby displaced the strike and the lockout. The Government is thus assured stability as to labor conditions in the oil production of California. Opportunities are afforded the men to become disciplined through responsible organization, with resulting increase in efficiency; and the contact between producers and men will make for the healthier relationships between them indispensable to peace and productivity in industry. The response to the Government's needs, once they were made clear to both operators and men, gives full hope for the growth of a cooperative spirit between them. The men showed every readiness to produce the much-needed oil; the operators, both independent and Standard Oil, placed all their resources without stint at the disposal of the Government.

#### PACIFIC COAST TELEPHONE DISPUTE.

1. For several months a tie-up of the telephone system of the entire Pacific coast was threatened. The controversy affected California, Oregon, Washington, Idaho, and Nevada. A strike became actually effective, in November, in Washington and Oregon, and the commission was charged with the adjustment of the entire dispute. Here, as in the other industries, the inability of employers and employees to reach an adjustment of issues between them hampered the country's effectiveness in war.

2. At bottom the failure of the existing industrial system to supply its own prevention against such a breakdown in time of war is attributable to causes of widespread application, but in this telephone industry the commission encountered special features—even if only of detail—which gave rise to their own peculiar difficulties. There was involved a vast network of industry stretching over widespread territory and controlled by one company, in itself a subsidiary of a national system. The element of distance, creating managerial aloofness, thus played a very important part. For the employees the labor policy of "the company" was what the local officials in towns distant from the executive offices made it, and not what the general

officers in San Francisco might have wished it to be; distance insulated the general offices from intimate knowledge of industrial relations of the company. The bonds of confidence and cooperation between company and employees were therefore tenuous. Moreover, the fact that the company, despite its bigness, was part of a national system qualified all solutions of labor difficulties by consideration, on the part of the company, of the bearing of such solution, however intrinsically irrelevant, upon other parts of the country. Despite all this, by reason of the skilled character of the employees, the prevailing extent of trade-unions among the men, and the resulting practice of collective bargaining between company and men there was a much healthier tone and a greater basis of stability in industrial relations here than in other industries investigated by the commission.

3. The dispute affected about 3,200 men who construct and keep up the plant and about 9,000 girl operators. These are largely girls between 18 and 20. Because of their immaturity and their normally brief period of employment, they illustrated the familiar difficulties in organizing girl employees. But in the summer of 1917, at a number of points in Oregon and Washington, organization did become effective; the girls formed locals and affiliated with the International Brotherhood of Electrical Workers, the men's union.

4. The recognition of the girls' union became the burning issue in the controversy which culminated in a partial tie-up. The men for the first time—being most favorably situated because of the demand for skilled electricians—made the recognition of the girls' union their controlling principle.

There were two other issues: A demand for an increase of wages and a demand for a closed shop, subsequently modified into a desire for a preferential shop. Wages for men had not increased since 1913, and the cost of living had in the meantime gone up. The men demanded a 25 per cent wage increase; the company offered a 12½ per cent increase. The closed shop demand was used as a leverage in bargaining, but the preferential shop idea was vigorously urged.

5. These were the specific issues that called for adjustment, but they were enveloped in an atmosphere of misunderstanding and suspicion, not only between the company and its employees but also between the northern and southern groups of employees. The dissension among the employees was due partly to the continuance of an old internal union fight, but had been intensified by general labor conditions in the Northwest leading to more marked radicalism on the part of the northern group. Moreover, a false issue of loyalty had been raised, particularly against the striking girls, which was vigorously repelled. Here as elsewhere the attempt of parties on one side of an economic controversy to appropriate patriotism and stigmatize the other side with disloyalty only served to intensify the bitterness of the struggle and to weaken the force of unity in the country.

6. The commission had to deal with the specific issues as well as with the attendant atmosphere. Its task here, as elsewhere, was to educate all to the realization that the national interest must control the situation. The future as well as the present had to be safeguarded, not merely by the adjustment of specific grievances but by the establishment of a new administrative structure supervised by

the Government into which should be built the observance of law and the avoidance of force.

7. Specifically:

(a) The girls' locals were included in the trade agreement between the company and the brotherhood. In some other parts of the country the company had heretofore recognized the girls' union, and the plea that this made for inefficiency was the speculation of fear rather than the judgment of experience.

(b) Wage increases, obviously necessary, were provided for, leaving the extent of further increases to negotiation between the parties. In default of agreement the issue was to be determined by an arbiter, to pass upon the complicated facts of a proper wage scale.

(c) The recognition of the girls' union, as well as the enforcement of all future grievances, was made effective by the establishment of impartial administrative machinery. United States administrators in the various districts were provided for the settlement of all issues which the parties themselves could not adjust.

(d) For the period of the war at least, in place of the resort to strike or lockout, there was thus established an effective peaceful process for the redress of grievances, secured by the authority of the United States Government.

(e) In effect there was involved a reversal of the labor policy of the company. New currents of cooperation were created. It takes some time, however, for such a change of policy to permeate through all the stages of an industrial hierarchy. Partly, therefore, through this delayed adjustment to a new industrial régime on the part of local subordinate officials, partly by reason of obstructive suspicion of some of the radical labor leaders in the Northern States, partly because of the limited facilities for labor administration on the part of the Government, considerable difficulty was experienced in the early days following the ratification of the commission's settlement. The commission was constantly appealed to. The quick exercise of administrative action by the commission and the new administrators and a strict eye to the enforcement of the settlement in cooperation with the more conservative union leaders and the higher officials of the company succeeded in tiding over—by a process of flexible administration rather than adjudication—the obstructions and difficulties inevitable in such a situation. Before the commission left the coast signs of a new order of good relationship were already evident.

#### UNREST IN THE LUMBER INDUSTRY OF THE PACIFIC NORTHWEST.

1. The forests and lumber mills of the Pacific Northwest have a predominant war importance. The raw materials they furnish are indispensable to the execution of the aircraft and shipping programs of the Government. The entire industry employs about 70,000 men. The labor conditions in the lumber industry have their reflex upon all other industry in that territory.

2. Yet this basic war industry suffered a breakdown of several months in the summer of 1917 and is still in a state of seething unrest, woefully short of its productivity. For, while the strike of 1917 was broken and the men went back beaten for the moment, the conflict was only postponed and not composed. Some of the men in fact practice "conscious withdrawal of efficiency," the so-called

"strike on the job," and there is every expectation in the minds of those best informed that unless present conditions are changed a complete strike will occur in the spring. This is a situation that must be translated in terms of its significance to the military program of 1918.

3. We are dealing with an industry still determined by pioneer conditions of life. Hardy contact with nature makes certain rigors of conditions inevitable, but the rigors of nature have been reenforced by the neglects of men. Social conditions have been allowed to grow up full of danger to the country. It is in these unhealthy social conditions that we find the explanations for the unrest long gathering force but now sharply brought to our attention by its disastrous effect upon war industries. The unlivable condition of many of the camps has long demanded attention. While large improvements in camp life have recently been made, many of the camps still require much betterment to make them fit human habitations. A number of employers have shown a most commendable understanding of the implications of operating camps unfit for men. Unfortunately, however, the old abuses were so long continued and so widespread that even after physical conditions are better a sense of grievance remains. This discontent gradually translated itself into demands not merely for physical comforts but for certain spiritual satisfactions.

4. Partly the rough pioneer character of the industry, but largely the failure to create a healthy social environment, has resulted in the migratory, drifting character of workers. Ninety per cent of those in the camps are described by one of the wisest students of the problem, not too inaccurately, as "womanless, voteless, and jobless." The fact is that about 90 per cent of them are unmarried. Their work is most intermittent, the annual labor turnover reaching the extraordinary figure of over 600 per cent. There has been a failure to make of these camps communities. It is not to be wondered, then, that in too many of these workers the instinct of workmanship is impaired. They are—or rather, have been made—distintegrating forces in society.

5. Efforts to rectify evils through the trade-union movement have largely failed because of the small headway trade-unions are able to make. Operators claim that the nature of the industry presents inherent obstacles to unionization. But a dominant reason is to be found in the bitter attitude of the operators toward any organization among their employees. This uncompromising attitude on the part of the employers has reaped for them an organization of destructive rather than constructive radicalism. The I. W. W. is filling the vacuum created by the operators. The red card is carried by large numbers throughout the Pacific Northwest. Membership in the I. W. W. by no means implies belief in or understanding of its philosophy. To a majority of the members it is a bond of groping fellowship. According to the estimates of conservative students of the phenomenon a very small percentage of the I. W. W. are really understanding followers of subversive doctrine. The I. W. W. is seeking results by dramatizing evils and by romantic promises of relief. The hold of the I. W. W. is riveted instead of weakened by unimaginative opposition on the part of employers to the correction of real grievances—an opposition based upon academic fear that granting just demands will lead to unjust demands. The greatest

difficulty in the industry is the tenacity of old habits of individualism. The cooperative spirit is only just beginning.

6. The unrest, which at bottom is the assertion of human dignity, focuses upon a demand for the eight-hour day. It is almost the only large industry on the coast in which the basic eight-hour day does not prevail. The operators doggedly opposed the eight-hour day on the ground that they are unable to meet southern competition operating under longer hours. They were unacquainted with the tendencies revealed by the introduction of the eight-hour day in other industries and the experiments of the British ministry of munitions as to the relation between shorter hours and efficiency.

In truth, we can not escape the conviction that with too many opposition to the eight-hour day has become a matter of pride instead of judgment, a reluctance to yield after having defeated the strike. Opposition to the eight-hour day is carried to the point of binding members of an employers' association on the Pacific coast by agreement to discriminate against such mills as introduce the change. On the other hand, the change has been introduced by far-sighted employers, particularly those in the inland empire district, not by way of yielding to threats, but as introducing a wise innovation recognized as a desirable national policy for industry.

7. In the judgment of the commission the introduction of the basic eight-hour day in the Pacific Northwest lumber industry is indispensable as a measure of national need. It is essential in order to assure stability in the industry, efficiency of output, and to obtain an adequate labor supply in the face of better competitive conditions in neighboring industries. Negotiations between the commission and the operators' association on the coast had reached a point where the adoption of the eight-hour day seemed practically assured. Unfortunately, conferences between representatives of the Pacific coast lumbermen and officials in Washington, held contemporaneously with the session of the commission in Seattle, gave rise to advices from such representatives to their associates on the coast which led to a reversal of attitude and to insistence that the eight-hour day must go into operation for the entire country before the Northwest Pacific coast would yield. The principal and certain source of difficulty, therefore, remains. It can be and should be promptly removed by administrative action requiring the basic eight-hour day in all contracts for lumber entering into Government work.

8. Some means of contact between operators and employees as a body is likewise essential. If it is too abrupt a step in the evolutionary process of this industry to deal collectively with trade-unions, some method of representation of the workers collectively in determining the general conditions under which they work and for securing rectification of evils should be devised.

9. With specific grievances removed destructive propaganda extensively preached in the Pacific Northwest will lose its strongest advocate. Counter propaganda and positive education will then have an easy opportunity to supplant fanatical doctrines.

#### PACKING INDUSTRY DISPUTE.

1. In December a strike radiating from Chicago threatened the meat-packing industry. The issues affected upward of a hundred thousand men. Even more important, the continued meat supply to

the allies was involved. The commission was requested to intervene to avert the danger.

2. As is generally true of large industrial conflicts, the roots of the labor difficulty in the packing industry lie deep. The chief source of trouble comes from lack of solidarity and want of power on the part of the workers to secure redress of grievances because of the systematic opposition on the part of the packers against the organization of its workers. The strike of 1903 destroyed the union, and for 14 years the organization of the yards has been successfully resisted. In 1917 effective organization again made itself felt, so that by the end of the year a sizable minority, variously estimated from 25 to 50 per cent, was unionized. It is a commonplace of trade-union experience that an organized compact minority can control the labor situation in an industry. The union leaders felt, and rightly felt, therefore, that their demands had the effective backing of a potential strike. More important than any of the specific grievances, however, was the natural desire to assert the power of the union by asking the packers for union recognition, at least to the extent of a meeting between the packers and the representatives of the unions.

3. This the packers refused to do. They refused to meet eye to eye with the union leaders because of distrust of those leaders. It can not be gainsaid that the absence of a union organization for 14 years, the increasingly large per cent of non-English speaking labor, and the long pent-up feeling of bitterness all tended to make some of the men in whom the leadership for the time being rested somewhat devoid of that moderation in thought and speech which come from long experience in trade negotiations. On the other hand, refusal of the packers to deal with those leaders tended to encourage and intensify those very qualities which dissuaded the packers from industrial contact with them.

4. The two important specific grievances involved low wages and long hours. In fact, two wage increases had, during 1917, been granted to workmen, largely in an endeavor to forestall union activity. Nevertheless the claim was made, and validly made, that the wage scales, particularly for the great body of unskilled workers, were inadequate in view of the increased cost of living. A further fact that influenced the workers in their wage demand was the belief that the companies had been making excessive profits despite Government regulation of prices. Unfortunately the refusal of the packers to meet the union leaders deprived the packers of the opportunity of explaining away, if possible, the belief entertained by the men that the packers were profiteering.

5. A demand for the eight-hour day in the place of the present ten-hour day had all the momentum furnished by the Nation-wide movement in the direction of the eight-hour day. The companies, in fact, conceded the principle of the eight-hour day. They had been studying the practicability of themselves introducing a change which they realized is inevitable for American industry. They claimed to be obstructed in its adoption by reason of difficulties attending both inbound and outbound shipments. These conditions depend for correction upon action by both the Government and the industry. The study of the entire matter by the Government is urgent, so that any interferences to this needed measure of social policy may be removed as promptly as possible.

6. The commission's settlement proceeded along the general lines it had taken in other industries:

(a) The principle of adjustment through negotiation and arbitration was established to take the place of strike and lockout during the period of the war.

(b) Prohibition of discrimination for union affiliation is rendered effective by its enforcement through administrative machinery. It is not sufficient to recognize in the abstract the right of workmen to organize. Therefore, effective means were provided to secure to the union the right to live and to grow.

(c) The unfairness of compelling workmen to deal individually with employers of large-scale industries, particularly emphasized in the case of non-English speaking workmen, is recognized in practice by allowing workmen to voice their claims through representatives.

(d) The specific demands of the workers as to changes in hours, wages, and conditions of employment were all left for determination by the United States administrator.

7. Here, as elsewhere, a tense situation threatening breakdown of a vital war industry was relieved by establishing machinery for adjustment. Under this machinery the parties are now proceeding to work out their difficulties. The hope is entertained that not only will specific grievances be justly dealt with but healthier permanent relationships will be created in the very process of seeking to reach adjustments.

#### CAUSES OF LABOR DIFFICULTIES.

1. The commission had wide opportunities, both as to the extent of territory and the variety of industries investigated, to inquire into industrial conditions in war time. The commission visited Arizona, the Pacific coast, Minneapolis and St. Paul, and Chicago; studied the situation in the copper mines, the telephone industry, the Northwest lumber industry, the meat-packing industry as centered in Chicago, the rapid-transit situation and the related industrial condition in the Twin Cities, and observed as well other industries in the States adjacent to those it visited. All relevant sources of information were tapped, for close contact was had with workmen on strike and at work; employers and professional men and Federal and State officials who are brought particularly in touch with labor matters; and in addition, the voluminous official files of Federal and State authorities furnished much knowledge. While undoubtedly each industry presents its own peculiarities, certain underlying general factors applicable to all industry emerge from the three months' work of the commission.

2. Throughout its inquiry and in all its work the commission kept steadily in mind the war needs of the country. The conclusion can not be escaped that the available man power of the Nation, serving as the industrial arm of war, is not employed to its full capacity nor wisely directed to the energies of war.

3. The effective conduct of the war suffers needlessly because of (a) interruption of work due to actual or threatened strikes, (b) purposed decrease in efficiency through the "strike on the job," (c) decrease in efficiency due to labor unrest, and (d) dislocation of the labor supply.



4. These are not new conditions in American industry, nor are their causes new. The conditions and their causes have long been familiar and long uncorrected. War has only served to intensify the old derangements by making greater demands upon industry and by affording the occasion for new disturbing factors.

5. Among the causes of unrest, familiar to students of industry, the following stand out with special significance to the industrial needs of war:

(a) Broadly speaking, American industry lacks a healthy basis of relationship between management and men. At bottom this is due to the insistence of employers upon individual dealings with their men. Direct dealings with employees' organizations is still the minority rule in the United States. In the majority of instances there is no joint dealing, and in too many instances employers are in active opposition to labor organizations. This failure to equalize the parties in adjustments of inevitable industrial contests is the central cause of our difficulties. There is a commendable spirit throughout the country to correct specific evils. The leaders in industry must go further, they must help to correct the state of mind on the part of labor; they must aim for the release of normal feelings by enabling labor to take its place as a cooperator in the industrial enterprise. In a word, a conscious attempt must be made to generate a new spirit in industry.

(b) Too many labor disturbances are due to the absence of disinterested processes to which resort may be had for peaceful settlement. Force becomes too ready an outlet. We need continuous administrative machinery by which grievances inevitable in industry may be easily and quickly disposed of and not allowed to reach the pressure of explosion.

(c) There is a widespread lack of knowledge on the part of capital as to labor's feelings and needs and on the part of labor as to problems of management. This is due primarily to a lack of collective negotiation as the normal process of industry. In addition there is but little realization on the part of industry that the so-called "labor problem" demands not only occasional attention but continuous and systematic responsibility, as much so as the technical or financial aspects of industry.

(d) Certain specific grievances, when long uncorrected, not only mean definite hardships; they serve as symbols of the attitude of employers and thus affect the underlying spirit. Hours and wages are, of course, mostly in issue. On the whole, wage increases are asked for mostly in order to meet the increased cost of living, and such demands should be met in the light of their economic causes. Again, the demand for the eight-hour day is Nation-wide, for the workers regard it as expressive of an accepted national policy.

6. Repressive dealing with manifestations of labor unrest is the source of much bitterness, turns radical labor leaders into martyrs and thus increases their following, and, worst of all, in the minds of workers tends to implicate the Government as a partisan in an economic conflict. The problem is a delicate and difficult one. There is no doubt, however, that the Bisbee and Jerome deportations, the Everett incident, the Little hanging, and similar acts of violence against workers have had a very harmful effect upon labor both in

the United States and in some of the allied countries. Such incidents are attempts to deal with symptoms rather than causes. The I. W. W. has exercised its strongest hold in those industries and communities where employers have most resisted the trade-union movement and where some form of protest against unjust treatment was inevitable.

7. The derangement of our labor supply is one of the great evils in industry. The shockingly large amount of labor turnover and the phenomenon of 'migratory labor means an enormous economic waste and involves an even greater social cost. These are evils which flow from grievances such as those we have set forth; they are accentuated by uncontrolled instability of employment. Finally, we have failed in the full use and wise direction of our labor supply, falsely called "labor shortage," because we have failed to establish a vigorous and competent system of labor distribution. However, means and added resources have been recently grappled for a better grappling with this problem.

8. It is, then, to uncorrected specific evils and the absence of a healthy spirit between capital and labor, due partly to these evils and partly to an unsound industrial structure, that we must attribute industrial difficulties which we have experienced during the war. Sinister influences and extremist doctrine may have availed themselves of these conditions; they certainly have not created them.

9. In fact, the overwhelming mass of the laboring population is in no sense disloyal. Before the war labor was, of course, filled with pacific hopes shared by nearly the entire country. But, like other portions of the citizenship, labor has adjusted itself to the new facts revealed by the European war. Its suffering and its faith are the suffering and the faith of the Nation. With the exception of the sacrifices of the men in the armed service, the greatest sacrifices have come from those at the lower rung of the industrial ladder. Wage increases respond last to the needs of this class of labor, and their meager returns are hardly adequate, in view of the increased cost of living, to maintain even their meager standard of life. It is upon them the war pressure has borne most severely. Labor at heart is as devoted to the purposes of the Government in the prosecution of this war as any other part of society. If labor's enthusiasm is less vocal, and its feelings here and there tepid, we will find the explanation in some of the conditions of the industrial environment in which labor is placed and which in many instances is its nearest contact with the activities of the war.

(a) Too often there is a glaring inconsistency between our democratic purposes in this war abroad and the autocratic conduct of some of those guiding industry at home. This inconsistency is emphasized by such episodes as the Bisbee deportations.

(b) Personal bitterness and more intense industrial strife inevitably result when the claim of loyalty is falsely resorted to by employers and their sympathizers as a means of defeating sincere claims for social justice, even though such claims be asserted in time of war.

(c) So long as profiteering is not comprehensively prevented to the full extent that governmental action can prevent it, just so long will a sense of inequality disturb the fullest devotion of labor's contribution to the war.

## RECOMMENDATIONS.

The causes of unrest suggest their own means of correction:

1. The elimination to the utmost practical extent of all profiteering during the period of the war is a prerequisite to the best morale in industry.

2. Modern large-scale industry has effectually destroyed the personal relation between employer and employee—the knowledge and cooperation that come from personal contact. It is therefore no longer possible to conduct industry by dealing with employees as individuals. Some form of collective relationship between management and men is indispensable. The recognition of this principle by the Government should form an accepted part of the labor policy of the Nation.

3. Law, in business as elsewhere, depends for its vitality upon steady enforcement. Instead of waiting for adjustment after grievances come to the surface there is needed the establishment of continuous administrative machinery for the orderly disposition of industrial issues and the avoidance of an atmosphere of contention and the waste of disturbances.

4. The eight-hour day is an established policy of the country; experience has proved justification of the principle also in war times. Provision must of course be made for longer hours in case of emergencies. Labor will readily meet this requirement if its misuse is guarded against by appropriate overtime payments.

5. Unified direction of the labor administration of the United States for the period of the war should be established. At present there is an unrelated number of separate committees, boards, agencies, and departments having fragmentary and conflicting jurisdiction over the labor problems raised by the war. A single-headed administration is needed, with full power to determine and establish the necessary administrative structure.

6. When assured of sound labor conditions and effective means for the just redress of grievances that may arise, labor in its turn should surrender all practices which tend to restrict maximum efficiency.

7. Uncorrected evils are the greatest provocative to extremist propaganda, and their correction in itself would be the best counter-propaganda. But there is need for more affirmative education. There has been too little publicity of an educative sort in regard to labor's relation to the war. The purposes of the Government and the methods by which it is pursuing them should be brought home to the fuller understanding of labor. Labor has most at stake in this war, and it will eagerly devote its all if only it be treated with confidence and understanding, subject neither to indulgence nor neglect, but dealt with as a part of the citizenship of the State.

W. B. WILSON, *Chairman.*

ERNEST P. MARSH.

VERNER Z. REED.

JACKSON L. SPANGLER.

JOHN H. WALKER.

FELIX FRANKFURTER, *Secretary and Counsel.*

MAX LOWENTHAL, *Assistant Secretary.*

The excellent preliminary results of the appointment of administrators in Arizona were amply borne out by later experience. The earlier report to the President with regard to that region was upon the basis of two months' experience and was of necessity only fragmentary. More than 10 months of additional experience has justified the settlement. An enormous increase in the output of copper and a year of continuous operation without the loss of an hour by reason of strikes, alike testify to the wisdom of the commissioners' course. The following letter under date of October 21, 1918, from Mr. Hywel Davies, one of the two administrators, sets forth the progress of the adjustment:

Mr. H. L. KERWIN,  
*Director, Labor Adjustment Service,  
Washington, D. C.*

SIR: When the President's Mediation Commission left Arizona in November, 1917, they had laid the foundation for the possibility of industrial peace for the duration of the world war in the State.

The terms of settlement in the various disturbed copper districts provided for the final adjustments of all labor disputes and fixing of wages by the two Labor administrators (Joseph S. Myers and Hywel Davies) appointed by the commission.

The maintenance of peace depended on the cooperation of all concerned, viz, employers, employees, and administrators. The best evidence of the thoroughness of this cooperation is shown in the fact that not a single shift in a single mine, mill, or smelter has been lost through any suspension or strike since November 1, 1917, to this date, October 21, 1918.

In addition, thanks to such regularity of operations, the copper production of the State for 1918 indicates an increase of over 100,000,000 pounds above that of 1917.

This briefly outlines the splendid results of the work of the President's Mediation Commission in creating not only the machinery to insure continued peace and therefore production, but in creating a spirit of loyal cooperation that materially simplified the work of the administrators.

During this period the administrators have handled hundreds of individual, and some large collective, cases without friction. Yet many of these cases contained explosive possibilities that would have ended in a suspension or strike if they had occurred prior to the coming of the President's Mediation Commission. That none have matured into a strike proves the loyalty of labor to the agreement or award of the commission. Nor has any appeal been made to the commission from any interpretation or decision rendered by the administrators.

During this year wage advances ranging from 75 cents to \$1 and over per day have been granted or awarded, partly as the result of increased cost of living or due to the necessity of readjusting the relative wages between districts. These changes also were made without friction.

Arizona works on the open-shop principle with grievance committees elected by all the employees recognized and dealt with by the managers in all local matters.

The creation of this substitute for a trade-union organization (which did not exist except in a minor way) by the President's Mediation Commission

has materially helped toward peace, because these committees have served as safety valves that relieved the tension, now that they can go direct to the managers for a full, free, and frank discussion without fear or favor. This elbow touch has helped also to eliminate some of the bitterness of the past as they come to a better understanding of one another.

Therefore it is not only a pleasure but a matter of some pride on the part of the administrators that they are privileged not only in helping to carry out the President's Mediation Commission's awards, but to be associated with a State that is slowly but surely evolving itself into an industrial community life and spirit that will express itself in the not distant future in trade relations of some form that will be the fruit of the spirit of cooperative relation inculcated by the President's Mediation Commission.

In addition, the undersigned has been able to render material help through the cooperation of the War Industries Board in the securing of supplies, raising railroad embargoes, etc., in order to insure continuity of operations. This feature of cooperation has made a very favorable impression on the companies affected regarding the real helpfulness of the Department of Labor.

Yours, very respectfully,

HYWEL DAVIES.

#### THE DIVISION OF CONCILIATION.

In the activities of the Division of Conciliation and Labor Adjustment Service (Hugh L. Kerwin, director) during the fiscal year a record for prompt, satisfactory, and helpful service has been achieved. The efficacy of the machinery created under authority of the organic act and the knowledge and experience gained by a corps of commissioners of conciliation, many of whom have been serving in this capacity since the creation of the Division of Conciliation in 1913, resulted in the speedy adjudication of hundreds of industrial disputes, many of which had reached the stage of a strike or lockout.

Congress, realizing the importance of this branch of the service, increased the appropriation available for the work. As a result it became possible for the Department to have commissioners throughout the country and to keep in such constant touch with them that it was able to assign a commissioner of conciliation within a very brief time following the request.

A majority of the employers and employees involved in controversies evinced a keen desire to secure the good offices of the Department of Labor through its conciliators, and to take advantage of the machinery created under that section of the organic law of the Department the purpose of which has been the fostering of industrial peace on a basis of fair dealing and justice. During the four years the Division of Conciliation has been in existence the foundation has been laid for quick adjustment of such disputes. It had been demonstrated that the intervention of an impartial third party in the person of a conciliator approved by the Department has invariably expedited the settlement of the dispute, strike, or lockout. In a large number of instances the conciliators have been able not only to bring

about agreement in cases of existing differences—often arising from misunderstandings—but to avert the threatened strike altogether.

The anxiety of the Government, particularly at this time, for a full production from mine, mill, and factory in order that the war progress of the United States and of our allied associates might be unhampered, caused the commissioners of conciliation to strain every effort to secure satisfactory adjustments in all cases with the special purpose of preventing wherever possible any stoppage of work and consequent loss in output and wages. Vastly increased production has been thus facilitated.

It is often the case that employers refuse to deal with committees representing their own employees; but even in these instances they never refused to meet and discuss the merits of the dispute with the conciliators of the Department. The opportunity thus afforded each side to learn the real position taken by the other soon bears fruit. This knowledge, or glance over their respective fences, usually enables the conciliators, by tactfully impressing the mutuality of interest and such equity as exists in the respective claims, to reconcile the differences.

The success which has attended the Department's representatives in the great majority of disputes has been most gratifying. In many instances strikes which would have involved thousands of workers engaged in great operations were quietly averted through the efforts of the Department. All this was accomplished without publicity and the consequent excitement which invariably attends industrial disturbances when heralded in the press. Great plants thus secured uninterrupted production for long periods—some of the agreements running for a year and others for the period of the war.

These applications for the aid of the Department increased four-fold in an amazingly brief period following the declaration of war. The encouraging element developed in almost all these controversies was the sincere desire evident on all sides not to proceed to such extremes as would result in an embarrassment to the Government. The Department's representatives fostered this spirit to the utmost, and thus were able to render vital services at a critical time.

It has been the policy of the Department of Labor not to endeavor to impose its viewpoint upon either the worker or the management in any dispute that may arise, but rather to find some basis mutually acceptable even though it may not be mutually satisfactory. In other words, the work of mediation is not a judicial work; it is not a judicial function; it is not to hear both sides and then determine the rights and wrongs of the situation, or to pass judgment and then enforce its decision. The work is diplomatic rather than judicial,

and it is in this spirit that all our problems of conciliation in labor controversies are approached.

In line with this purpose the conciliators often are able to remove the barriers which prevent employers and employees meeting on common ground, and thus the way is paved for more friendly relations and a broader grasp of their respective rights. The fact is brought home that there is another side, and even in the absence of immediate success the seed has been sown which bears fruit in some modification of working conditions or a greater consideration for the human rights of employees and a better understanding of problems which harass employers.

Labor has discovered that it has a standing in the Government machinery of its country whenever its demands are based on its industrial and constitutional rights. Employers, on the other hand, have found in the Department a defender against unreasonable exaction. In a majority of the cases presented for mediation a fine spirit of cooperation was evinced by both employers and employees.

The increase in the number of cases was naturally accompanied by a great increase in the number of workmen affected. Altogether nearly two and one-half millions of wage earners, or approximately three times as many as during the preceding year, have been included within the peacemaking activities of the Conciliation Division. The greater part of the cases either have been settled outright or laid before the War Labor Board, which now acts as a final court of appeal. The volume of work is shown briefly in the following table:

Month.	Workmen affected in all cases.		Workmen affected in cases adjusted and those referred to the National War Labor Board.	
	Directly.	Indirectly.	Directly.	Indirectly.
July.....	159,505	68,842	102,032	50,782
August.....	122,104	38,484	110,907	33,787
September.....	98,970	96,530	95,679	94,620
October.....	64,048	66,347	50,324	50,195
November.....	53,125	145,385	45,087	139,495
December.....	40,412	115,007	43,308	105,787
January.....	126,436	103,345	71,376	42,705
February.....	58,069	120,455	51,327	103,980
March.....	41,644	80,931	38,826	74,087
April.....	81,348	162,734	70,164	140,797
May.....	98,951	110,920	91,357	104,897
June.....	90,670	200,671	82,852	181,173
Total.....	1,041,342	1,315,657	859,239	1,122,205

The best evidence of the value of the service rendered by the Division of Conciliation is found in the record of its work from year to year. Reference to the five preceding annual reports of the Department will show a steady increase in the number of cases handled. In view of the fact that the work of the division is dependent upon the cooperation of both employer and employee, the Department

regards this steady and continuous growth as a testimony of the satisfactory nature of its services. The growth of the Mediation Service of the Department of Labor is indicated in the table appended:

	Mar. 4, 1913, to June 30, 1914.	1915	1916	1917	1918
Number of cases.....	33	42	227	378	1,217
Adjusted.....	28	26	178	248	865
Unable to adjust.....	5	10	22	47	71
Pending.....		5	21	42	7
Unclassified.....		1	6	41	208
National War Labor Board.....					68

The previous practice of the Department of reporting in detail upon the more important instances in which its services were utilized must be abandoned in this report because of the extraordinary multiplication of such instances. The following, however, are cited as examples of the continued efficiency of the division and are typical of the whole:

*The Schenectady street railway strike.*—The controversy between the Schenectady (N. Y.) Railway Co. and its employees presented difficulties which, while not entirely unknown in cases previously handled by the Department, were, nevertheless, unusual. While the problems usually confronting the conciliators in such controversies are confined to the demands of the employees and the willingness of employers to grant the demands or to discuss them, a third factor had to be considered in this case. The third factor in the case was the municipal government of the city of Schenectady.

The Department's attention was first called to the case through a communication, signed by the executive board of the employees' union, Division No. 576, Amalgamated Association of Street and Electric Railway Employees of America, under date of April 30. The wages paid the conductors and motormen on the system were 27, 29, and 31 cents per hour. The demand of the union was for an increase of 9 cents per hour, applicable to the three rates of wages quoted. The union served notice upon the company to the effect that its employees would cease work upon the 1st day of June if the 9 cents increase, retroactive to the preceding 1st of May, was not granted prior to June 1. The union was very strongly organized, every employee of the company engaged in its operating division being a member of the union.

Mr. Joseph R. Buchanan, conciliator, was assigned to the case by the Secretary and, on the 17th of May, went to Schenectady and began an investigation.



After conferring with the executive board of the union, the conciliator called upon Mr. James P. Barnes, general manager of the company. Mr. Barnes frankly conceded the justice of the demand for an increase in wages because of the high cost of living. He, however, stated that the company's financial condition and its earning ability were such as to preclude the possibility of an increase in its pay rolls without inviting insolvency.

An inspection of the company's books and of its reports filed with the public service commission, northern district of the State of New York, disclosed the facts that the operating revenues of the company were barely sufficient to meet the current expenses at the then rates of compensation paid to employees and other costs of operation, and that there had been a constant diminution in the dividends paid by the company from 1914 until the second quarter of 1917, when the dividend was passed and no return had been made to stockholders since that time. The company's tracks and equipment were found to be sadly in need of repairs, and this condition was the cause of open and very pronounced dissatisfaction upon the part of the public.

The company's representatives declared that it was impossible to increase wages of its employees or to make the needed repairs and improvements in its equipment unless it was enabled to increase its charges for service. Charters granted to the company by the city of Schenectady contained provisions limiting the fare to 5 cents. This limitation did not apply to all the city lines operated by the company nor to the several interurban lines which operated between Schenectady and near-by cities and towns.

The citizens of Schenectady, through newspaper interviews and protestations made to the common council, were emphatically upon record against any increase in the rates of fare within the city limits; the trades and labor assembly had by unanimous vote gone upon record in opposition to an increase.

Notwithstanding the positive and apparently determined attitude of the public with relation to fare raising, the conciliator realized that relief in some form would have to be assured to the company before it could be brought to consider favorably the advance in wages demanded by its employees. The conciliator thereupon took up the task of securing from the common council some sort of concession which would place the company in a position to consider the demands of its workmen favorably.

The mayor and several members of the common council were interviewed and a meeting of the common council was arranged for the evening of May 31. As the employees had fixed June 1 as the date upon which they would strike if their demands were not granted, it was imperative that action that would influence the company be had at once. However, the best that could be secured for

the company at the meeting on May 31 was the adoption of a resolution to the effect that if the company would settle with its employees the common council would then consider the question of waiving its charter rights.

The conciliator at once presented the resolution to the company, which declined to act upon it, on the ground that the promise to "consider" was not sufficient assurance to the company that it would be permitted by the common council to make appeal to the public service commission for permission to adjust the rates of fare. Therefore the company was not in a position to offer its employees an advance in wages.

The conciliator reported the situation as it stood to the union and pleaded for further time, but the union, by unanimous vote, decided to carry out its program of striking on the following morning, June 1.

The strike took place as decided by the union, and from the morning of June 1 to the morning of June 12, service on the lines of the Schenectady Railway Co. was completely suspended. The company made no attempt to operate its lines with other labor and there was not the slightest disorder during the period of the strike. By the end of the week, however, the business public began to feel a loss of trade and the board of trade and business men's association offered their services to the conciliator in the settlement of the strike.

At the request of the conciliator the mayor called a special meeting of the common council on the evening of June 11. An executive session was held and was attended only by the mayor, the corporation counsel, and the commissioner of public works, in addition to the 13 members of the common council and the Department's conciliator. At the conclusion of a session lasting until midnight the conciliator received a proposal to the effect that if the company would at once come to terms with its striking employees the city would employ experts to examine the company's books; that the city would waive its charter rights and permit the company to go to the public service commission for an adjustment of fares if the experts' report showed that the company was unable to pay the increased operating expenses without an increase in its operating revenues.

Armed with this resolution, which he had labored for more than two weeks to secure, the conciliator waited upon the manager of the company and obtained from him an agreement to increase the wages of the men  $6\frac{1}{2}$  cents per hour—retroactive to the 1st of May, 1918—and to submit the question of further advance to the War Labor Board. This offer was accepted early the next morning and the strike ended at once.

*The New York Harbor wage adjustment.*—Early in the summer of 1917 the men employed on the boats operating in New York Har-

bor made demands for increased wages. A settlement could not be reached and the Department of Labor was asked to intervene. Mr. J. L. Hughes was detailed as commissioner of conciliation. An exhaustive investigation was made of wages and working conditions, but all efforts at settlement failed. Finally, on October 8, 1917, the men made concerted demands and fixed November 1 as the date for strike action unless the demands were met by that time.

The necessity of uninterrupted harbor traffic in the port of New York can hardly be overestimated. New York is the "neck of the bottle" through which a large portion of the overseas supplies for the maintenance of our own fighting forces as well as those of the allies must pass. The location of port and terminal facilities at New York necessitates the lightering of most of these supplies by means of harbor craft. Accordingly, when it was brought to the attention of governmental authorities that a strike was threatened, no time was lost in taking steps to prevent such action and to guard against future danger. The United States Shipping Board, as the agency most directly concerned with shipping, arranged conferences with the representatives of both sides and it was finally agreed that during the period of the war all disputes affecting New York Harbor boat employees should be submitted to a Government board made up of a representative each of the Shipping Board, the Department of Commerce, and the Department of Labor. Capt. William B. Baker, of the Army transport service was named by the Shipping Board; Mr. G. R. Putnam, by the Department of Commerce; and Mr. Ethelbert Stewart, by the Department of Labor. Hearings were held and an award made November 16, 1917, effective as of November 1, 1917.

It was in enforcing, however, rather than in making the award that the larger task was faced. New York Harbor boat employees number approximately 15,000 and range from the unskilled to the master workman class. Six unions are represented and these are loosely federated in a Marine Workers' Affiliation. Approximately 500 employers were affected by the award. Both sides had been accustomed to individual bargaining and it was not surprising therefore that any attempt to establish a uniform wage scale should meet with opposition. The award was not a month old before numerous complaints were filed with the board of arbitration charging that employers had not complied with the terms of the award and in the opinion of the representatives of the men did not intend to do so.

In order to verify the complaints and secure compliance if possible, the board appointed an executive secretary. Each of the complaints was brought to the attention of the company complained against and compliance requested. Some of the companies complied promptly, others resented the interference and questioned the right

of the board to establish an arbitrary wage scale. By the end of January, 1918, nearly 200 companies had been complained against. Numerous conferences were held and the cases of violation considerably reduced in number. Some persisted, however, and the unrest became so acute that strike action was again threatened. Finally in March, 1918, the Shipping Board was asked to intervene and 40 offending companies were cited to appear and show cause for non-compliance. Drastic action was threatened in the form of seizure of property and all promised to abide by the award.

The unrest that had developed was not to be stilled, however, and four of the harbor unions requested a hearing on new demands. The hearing was granted, but the board declined to grant further increases at that time. The case was appealed by the employees to the newly created War Labor Board and on May 14, 1918, both sides were summoned to appear, meeting for the first time in joint conference. A modification of the original agreement was secured providing for two additional members on the board, one representing employers and one representing employees, and for a rehearing. Mr. T. V. O'Connor, president of the Longshoremen's International Union, was selected by the employees and Mr. William Simmons by the employers. Mr. B. M. Squires, who had been serving as executive secretary, was named by the Department of Labor as its representative in place of Mr. Ethelbert Stewart, who had resigned. Mr. Squires was detailed as administrator of the award.

Subsequently on June 20, in order to cooperate more closely with the Railroad Administration which had taken control of the railroad marine equipment in the harbor, two additional members were added to the board—Mr. W. B. Pollock, representing the railroads and Mr. T. L. Delahunty, business manager of the Marine Engineers' Beneficial Association No. 33, representing the employees. Mr. Frederick A. Bishop was named by the employers in place of Mr. William Simmons. Hearings were held and on July 12, 1918, a new award was made effective June 1, 1918, and for one year thereafter.

The expense incident to the administration of the awards of the board of arbitration, apart from the salaries of the members of the board, is borne by the Shipping Board. As stated previously, the representative of the Department of Labor acts as administrator of the awards. Offices are maintained and a secretary and clerical assistance are employed by the Shipping Board. As an indication of the importance of the work in preventing industrial unrest, it may be remarked that during the first three months following the July 12 award, more than 300 complaints were handled, in consequence of which it has been possible to secure general compliance with the standard of the wages and conditions established by the award without any interruption to harbor traffic.

*Canneries and food-packing industry, California.*—On May 10 the Food Administration requested the good offices of the Department in adjusting a threatened strike in the canneries and food-packing industries of California. Commissioner Charles T. Connell was immediately assigned to the case with instructions to cooperate with Mr. Ralph P. Merritt, Federal food administrator at San Francisco. About 2,000 workers were affected directly and 3,500 indirectly. A strike which had occurred in 1917 was settled by increasing the wage rate to 30 cents per hour. In May, 1918, the packers and canners had agreed to pay 35 cents per hour, but the employees demanded in addition a 9 or a 10 hour day. The employers were desirous of effecting an agreement which would maintain peace in the industry for the season of 1918. The State law of California provides an eight-hour law for women, with time and one-fourth for overtime in emergencies. The Industrial Welfare Commission of California has ruled that women may work in excess of eight hours per day on account of the perishable nature of the goods handled. Most of the workers were organized, but no attempt had been made to discriminate against workers because of that fact.

After reviewing the situation Commissioner Connell proposed a settlement by arbitration. The proposal was taken under advisement by both sides and finally agreed upon, with the stipulation that Mr. Connell should appoint the arbitrator. Mr. Ralph P. Merritt, the Federal food administrator, was chosen by Mr. Connell and the award as finally handed down provided for a basic 10-hour day, at \$3.50 per day, with time and one-fifth for overtime in excess of 10 hours and no discrimination against members affiliated with any union. The decision was in the form of an agreement to be entered into between the Toilers of the World and Ralph P. Merritt, and in consideration of such agreement the Toilers of the World agreed that they would not strike during the period of the war or in any way interfere or obstruct the production of foodstuffs without presenting their case fully to the Food Administration for consideration. In like manner the employers agreed that there would be no lockout upon the part of the employers for a similar period. The agreement was to be effective until May 1, 1919.

*Arkansas Zinc & Smelting Corporation.*—On June 19, 1918, the Arkansas Zinc & Smelting Corporation wired the Department, advising that the smeltermen in the employ of the company at Van Buren, Ark., had made a demand upon the company for an increase in wages of 30 per cent. The company stated that it was then paying wages ranging from \$4.25 to \$5.35 per day, and in response to the men's demands had offered an increase of 5 per cent, or 25 cents per day. The employees then offered to accept 15 per cent increase as a compromise. The company expressed a willingness to

accept any decision that the Federal mediator might hand down in the matter.

The Department assigned Commissioner of Conciliation Joseph S. Myers to the case on June 20, with instructions to expedite adjustment, as the product of the company was urgently needed by the Government. Commissioner Myers conferred with representatives of both sides to get their points of view and then called a mass meeting of the employees and submitted an offer of 10 per cent increase. This was refused by the employees. Mr. Green, general manager of the company, then offered a flat increase of 50 cents per day, to date back to June 1, and to recognize a grievance committee from his men. This was accepted unanimously by the employees. This settlement, which affected only the furnace men, caused disaffection among the other employees, which culminated in a strike on July 1. The same increase was then allowed to all employees of the company, dating back to June 1, which was satisfactory to all concerned, and the controversy was brought to a close.

*Prest-O-Lite Co., Indianapolis, Ind.*—On March 20, 1918, the Department was advised of impending troubles at the plant of the Prest-O-Lite Co., Indianapolis, Ind. The information was presented to the Department by Mr. L. C. Schwartz, business agent of Machinists' Union No. 210, who complained that the company was discharging machinists because of their union affiliations. The Department promptly assigned Mr. Fred L. Feick as commissioner of conciliation.

The 200 employees of the company were directly affected by the controversy. Investigation disclosed the fact that the machinists involved in the dispute had been organizing a union at the plant of the company and securing applications for membership. The officers of the company had given instructions to the various foremen that unless this propaganda ceased they would dismiss the employees who were responsible for it, as "they did not propose to submit to such agitation as long as they were engaged in Government work." Several days elapsed and six machinists were dismissed from the service of the company including the secretary and treasurer of the machinists' union. This was the status of the controversy at the time the conciliator arrived.

Commissioner Feick arranged a conference with the officials of the company and the men who had been dismissed, with the result that a basis of mutual understanding was reached. It was agreed that there should be no discrimination against employees because of their union affiliations, but that no further attempt should be made to extend the union organization during the war.

All the men were reinstated and a slight increase in wages was given, thereby bringing the matter to a final and satisfactory conclu-

sion. Letters of commendation of the Department's efforts in this matter from both sides of the controversy are on file in the Department and indicate the gratification of the opposing sides.

*Crown Cork & Seal Co., Baltimore, Md.*—On March 20, 1918, Commissioner of Conciliation Robert M. McWade reported the satisfactory adjustment of a strike at the plant of the Crown Cork & Seal Co., Baltimore, Md., which involved upward of 700 chauffeurs, truck drivers, and unskilled laborers employed by that company, and which indirectly affected the 2,500 employees of the plant. This company was engaged in the manufacture of tripods and other important work for the United States Government.

The unskilled laborers of this corporation were receiving an average compensation of \$2.50 per day and were demanding that this wage be increased to \$2.62½. Commissioner McWade conferred with the officials of the company, and found them anxious to have the troubles adjusted and more than willing to meet their employees half way. In fact, after a number of conferences had been held, the company voluntarily offered an increase of 25 cents per day, bringing the daily rate up to \$2.75, in lieu of the \$2.62½ demanded. Naturally, this action of the company was acceptable to the employees, and the dispute ended with the best of feeling on both sides.

A controversy between this company and its pattern makers was also satisfactorily adjusted by Commissioner McWade. This strike began in July, 1917, but was not brought to the attention of the Department until March 11, 1918. As a result of the strike the company had inaugurated a policy of having its patterns made by outside shops, and refused to reinstate its former pattern makers. After conferences with Commissioner McWade, President J. M. Hood, jr., of the company, finally agreed to reinstate the strikers as the necessities of his plants demanded, agreeing to make no discriminations and to pay the prevailing rates of wages in Baltimore and vicinity.

*Freight Handlers, Central Vermont Railway, New London, Conn.*—Under date of February 27, 1918, the director of labor, United States Railroad Administration, requested the assistance of the Department in an effort to adjust a controversy involving the freight handlers and truckers employed on the piers of the Central Vermont Railway Co., at New London, Conn. Commissioner of Conciliation Charles W. Ellis was assigned to the case.

The demand of the workers in this case was for an increase in wages of 7½ cents per hour and an eight-hour work day. Commissioner Ellis arrived at New London on the 2d of March, and learned that the men were already on strike. Large quantities of freight, including Government supplies, were being piled high upon the docks and the situation was becoming serious. A meeting of the strikers was promptly arranged, at which Mr. E. J. Guthrie, superintendent

of the Central Vermont Railway Co., was present. It was explained by the commissioner that the railroad was directly under the control of the Government and did not have authority to grant an increase in wages; that the determination of wages to be paid to railroad employees was in the hands of the Wage Adjustment Board of the United States Railroad Administration, and that the rates finally determined upon would be made retroactive to January 1, 1918. Some difficulty was encountered in explaining this feature to the strikers, owing to the fact that a great majority of them were foreigners and unable to understand the English language. The suggestion that they return to work was rejected by the men, their answer, through an interpreter, being, "we want more money." Investigation of conditions in connection with this controversy developed the fact that as high or higher wages were being paid by other establishments in the vicinity of New London, and that several hundred more men could readily be used at once. It was practically impossible to secure laborers to replace the strikers, and even should labor be brought in from outside there were no housing facilities available. It further developed that the superintendent of the railway had recommended that the men's demands be granted. After consultation with Regional Director A. H. Smith, the president of the railway company finally concluded that in view of the prevailing conditions it seemed expedient to grant the demands of the men, pending the award of the Wage Adjustment Commission, and requested Commissioner Ellis to arrange for the settlement. Notices were posted for the strikers to report at the docks at 6.45 a. m. on Monday, March 4, at which time the matter of returning to work would be discussed. The men reported promptly, and were advised that a rate of 37½ cents per hour would be paid pending the determination of wages by the Wage Adjustment Commission. This rate was entirely satisfactory to the strikers, and at 7 o'clock the men were all back at work.

*Asbestos pipe coverers, Philadelphia.*—This matter was brought to the attention of the Department in a telegram signed jointly by the H. W. Johns Manville Co., the Ehret Magnesia Manufacturing Co., and the Keasby & Mattison Co., all of Philadelphia, Pa., who complained that the asbestos workers were threatening to cease work unless their demands for higher wages were conceded.

Commissioner of Conciliation John B. Colpoys, who was assigned to the case, found the workmen on strike when he arrived, but persuaded them to return to work pending the negotiations. Many of these men were engaged in the shipyards of Philadelphia and the strike was holding up other work on vessels which were being built for the Emergency Fleet Corporation. The Local Union of Asbestos Workers of America had a contract which did not expire until 1920. This contract stipulated that 60 cents per hour should be the rate of



compensation. The Wage Adjustment Board of the United States Shipping Board had established a wage rate for the district, but through an oversight the asbestos workers had not been included among those covered by the new rate. A large increase in wages had been allowed to the other crafts, and the asbestos workers therefore demanded similar treatment and the abrogation of their contract because of the tremendous increase in the cost of living incidental to the entry of the United States into the war. The employers manifested a disposition to grant concessions and to acknowledge that there was merit in the arguments of the workers.

Commissioner Colpoys suggested that instead of abrogating the old agreement, which had previously been acceptable to both sides, a supplemental agreement relative to wages be adopted. Both parties agreed to this proposal. After a joint conference, an agreement was finally adopted which stipulated that for the duration of the war a wage scale should be in effect which allowed an advance of 10 cents per hour for mechanics and 50 cents per day for helpers. This was mutually satisfactory to the contending parties, thus eliminating the danger of further strife.

*Pullman Palace Car Works, Wilmington, Del.*—On March 7, 1918, a committee representing the employees of the Pullman Palace Car Co., of Wilmington, Del., called at the Department and requested that it attempt settlement of a strike which had occurred at the plants of that company on March 4.

The grievances or demands of the strikers were set forth as follows: (1) Protest against the introduction of the card or speeding-up system, which was declared to work a hardship upon the older workers, and which was universally disliked by all the employees of the works. (2) A weekly pay day, with not more than three days' pay retained. (3) Abolition of the piecework system. (4) Time and one-half for all time worked in excess of eight hours per day. (This claim was based upon the assumption that the work being done was for the Government.)

Upward of 500 carpenters, plumbers, electricians, and painters were affected by the strike. These men were engaged largely in the repair of Pullman and troop cars for the Government. Commissioner James L. Hughes arranged a number of conferences at which the questions at issue were thoroughly discussed. A conciliatory spirit was displayed by the company, and it was agreed that the speeding-up system should be eliminated, even in departments where it had previously been employed. A weekly pay day was agreed to and the piecework system abolished. It was also agreed that time and one-half should be paid for all time in excess of eight hours per day. The men voted unanimously to return to work, and the best of feeling was engendered.

*Mount Vernon-Woodberry Mills Co. (Inc.)*.—On February 28, 1918, the War Industries Board advised the Department of a situation at the plants of the Mount Vernon-Woodberry Mills Co. (Inc.), Baltimore, Md., which was interfering with the production of cotton duck, a commodity very much needed by the Government for the manufacture of leggings, haversacks, etc. The Department assigned Commissioner of Conciliation Robert M. McWade to the case with instructions to use every effort to bring about an amicable adjustment. The commissioner found nearly 2,000 employees on strike and an almost complete stoppage of production.

In conference with the president of the company, it was ascertained that the employees had made the following demands upon the company: (1) Shorter working hours; (2) rates of pay to be increased 10 per cent; (3) provisions as to overtime, etc., to be as in the present agreement; (4) a union, or closed shop.

The first three of these demands were conceded by the company. The number of hours worked per week was reduced to 54, and a 12½ per cent increase in wages was allowed instead of the 10 per cent demanded. The company would not agree, however, under any circumstances to the demand for the closed shop, and this proved the stumbling block in the negotiations. In their demands for a closed shop the union leaders put forth the argument that the company had made efforts to destroy the local union, and that, as a result of these efforts, the membership in the union had been reduced to 300 from a former strength of 1,700. At the time of the strike, however, the membership in the union had been brought back to its former maximum strength. In answer to the closed-shop demand of the strikers the company maintained that such a demand ran counter to the stand of conservative labor leaders and was a deliberate breaking of the agreement between union labor and the Government; that during the period of the war the question of open or closed shop should not be raised to embarrass or hamper the production of articles and materials needed for the successful prosecution of the war. In almost continuous conferences the matter was thoroughly discussed, and the commissioner, with the assistance of Mr. E. M. Hopkins, of the Quartermaster General's Office, War Department, endeavored in every way to have the contending parties come to an agreement. Finally, at a meeting of the striking employees, the following resolution was passed:

Whereas in view of the fact that the United States Government has earnestly and officially requested that work be resumed in the Mount Vernon-Woodberry Mills immediately, as their product is sorely needed for Army and Navy purposes; and

Whereas we still hold to the opinion that our demand for a 100 per cent union shop is both fair and just and is the only means whereby we can protect ourselves against discrimination and injustice: Therefore be it

*Resolved*, That we accede to the earnest request of the United States Government and return to work next Monday morning, March 18, 1918, to our former positions, without discrimination; and be it further

*Resolved*, That we continue our agitation along legitimate lines for a 100 per cent union shop.

This decision of the strikers to return to work brought about an immediate resumption of operations. An agreement was promptly drawn up and signed, the same to remain in effect until March 1, 1919.

*Telephone operatives, Boston, Mass.*—On December 22, 1917, the Department was apprised of difficulties which had arisen at Boston, Mass., between the New England Telephone & Telegraph Co. and its telephone operators, a large majority of whom were women or girls. A controversy of this character, indirectly affecting all of the industries of Boston, was a matter of deep concern, and its early termination earnestly desired. On October 29 the union had submitted a schedule of wages to the company, carrying a general increase. The company in return submitted an alternative plan which was not acceptable to the employees. This was the situation when Commissioner David W. Benjamin was assigned to the case. The number of workers involved numbered upward of 3,400. The demands of the union, together with the rates then being paid, as well as the schedule offered by the company, are appended herewith:

	Union demand.	Present wage.	Company offer.		Union demand.	Present wage.	Company offer.
At assignment.....	\$6.00	\$6.00	\$6.00	2½ years.....	\$12.00	\$10.50	\$11.00
3 months.....	7.00	7.00	7.00	3 years.....	13.00	11.00	11.50
6 months.....	8.00	8.00	8.00	3½ years.....			12.00
9 months.....	9.00	8.00	9.00	4 years.....	14.00	12.00	13.00
1 year.....	10.00	9.00	10.00	5 years.....	15.00	12.50	13.00
1½ years.....	11.00	9.50	10.00	6 years.....	16.00	13.00	15.00
2 years.....	12.00	10.00	10.50	7 years.....	16.00	14.00	15.00

The conciliator arranged a conference between Mr. G. M. Bugniet, vice president of the International Union of Electrical Workers, representing the workers, and Mr. W. R. Driver, jr., general manager of the telephone company, and submitted to them a compromise agreement. After considerable discussion an agreement was finally reached, but upon the submission of the compromise to the workers by Mr. Benjamin it was promptly rejected. The matter was then again taken up with the company and further concessions secured. The schedule as finally agreed upon was as follows:

At assignment.....	\$6.00
After 3 months.....	7.00
After 6 months.....	8.00
After 9 months.....	9.00
After 1 year.....	10.00
After 1½ years.....	10.50
After 2 years.....	11.00

After 3 years.....	\$12. 00
After 4 years.....	13. 00
After 5 years.....	14. 00
After 6 years.....	15. 00
After 7 years.....	16. 00

This agreement was then submitted to Mr. H. B. Endicott, chairman of the Massachusetts Public Safety Committee, and after a little discussion Mr. Endicott agreed that the proposition was a fair and equitable solution of the difficulties.

Both the general manager of the company and the union representatives expressed their appreciation of the services rendered by the commissioner of conciliation in bringing this controversy to a satisfactory conclusion.

*Machinists v. American Woodworking Machinery Co., Aurora, Ill.*—The Illinois Federation of Labor notified the Department of a controversy which had arisen at Aurora, Ill., between the American Woodworking Machinery Co. and a number of its machinists. Commissioner of Conciliation Oscar F. Nelson was assigned to the case at once, and arrived in Aurora on Monday, November 26, 1917. About 300 men were involved in this dispute, which apparently had been brought about by the discharge of a committee which had presented certain demands to the management. This action threatened to bring on a general strike, but the conciliator counseled the employees to remain at work pending his efforts to adjust matters, and his advice was complied with. The plant had been operated on a 10-hour basis, and was paying its machinists an average rate of 36 cents per hour. The men were demanding an eight-hour basic workday, reinstatement of the men dismissed, recognition of their union, and a hearing on the matter of a substantial increase in wages. After a conference with the management, the following concessions were offered: A 10 per cent increase in wages, a basic nine-hour workday, and time and one-half for all overtime. Recognition of the union and reinstatement of the discharged employees were denied. These terms were unsatisfactory to the employees, and at a union meeting held on Sunday, December 2, they voted to go out on strike, and actually went on strike the next day. Commissioner Nelson conferred again with the management and endeavored to persuade them to meet a committee of the strikers. This they finally were prevailed upon to do, and a meeting was arranged for December 8. The original offer of a 10 per cent advance in wages, nine-hour basic workday, and the promise of the company that it would not discriminate against union employees, was accepted by the strikers' committee, and the men returned to work on December 10.

*Kelly-Springfield Tire Co.*—A controversy among the machinists employed by the Kelly-Springfield Tire Co., Akron, Ohio, which

threatened to involve the entire personnel of the plant, numbering upward of 1,000, was brought to the attention of the Department by Mr. J. H. Steinhauer, business agent of the machinists' union, under date of November 10, 1917. It was intimated that the company was reducing wages and discriminating against union employees. Commissioner of Conciliation Mark L. Crawford was assigned to the case.

The immediate cause of the trouble was the discharge of a machinist for "good and sufficient reasons," as stated by the company. The machinists asserted that it was because of his union activities, and further stated that he was the third man to be discharged by the company for the same reason. Thirty machinists had ceased work, pending their demand for the reinstatement of the discharged employee, and a threatening situation was developing. Mr. Crawford arranged conferences with the general superintendent of the company, the superintendent of the mechanical department, and with Mr. Steinhauer, representing the machinists. It was learned that the shop was run on an open-shop basis, but the officials asserted that no discrimination was practiced against union employees. When in conference with the strikers, the commissioner requested that a committee of machinists draw up a schedule to be presented to the company. In this schedule was incorporated a request for the reinstatement of the discharged machinist. This proved to be the stumbling block in the negotiations, the company acceding to all other requests, but firmly refusing to reemploy the man who had brought about the strike. This phase of the dispute was finally satisfactorily disposed of by the commissioner securing the discharged machinist a new position at another shop at an increased compensation. The company then issued a letter containing the following concessions:

1. We will restate the machinists who went on strike on November 10.
2. We will meet committees of our own machinists on matters pertaining to our own factory.
3. We never did have, nor will we have, a maximum wage scale.
4. We will notify employees, when possible, of Sunday and holiday work two days previous to days required to work and, where possible, will run a roster of machinists and as far as possible divide the overtime equally.
5. We will adjust our wage scale to include time and a half for overtime and double time for Sundays and holidays.
6. We never have nor is it our policy to discriminate against a man having membership in some organization.

This letter was presented at a meeting of the striking employees and unanimously accepted as a settlement of the trouble, and the strikers were ordered back to work. The meeting also adopted, by a rising vote, a resolution thanking the commissioner for his efforts in bringing the strike to a satisfactory conclusion.

*Sinclair Oil Refinery, Coffeyville, Kans.*—A strike involving about 700 men occurred at the plant of the Sinclair Oil Refinery, Coffeyville, Kans., on October 31, 1917, and was brought to the attention of the Department on December 1, 1917, by Mr. F. L. Bryan, secretary of the Central Labor Union of Coffeyville. Mr. Mark L. Crawford was assigned to the case as commissioner of conciliation.

The questions involved were recognition of the union, establishment of working rules and regulations, and increase in wages. The company was willing to concede the latter demand, but flatly refused to recognize the organization of workers or their committees. No attempt had been made to fill the places of the strikers.

Mr. Crawford conferred with the striking employees and their committees, and with the company officials, but was unable to bring about a joint meeting. Wage concessions made by the company which allowed a minimum rate of 38 cents per hour, with a maximum of 75 cents per hour for the most highly skilled mechanics, were satisfactory to the strikers. The matter of handling grievances appeared to be the stumbling block in the negotiations. Acting as the intermediary, however, Mr. Crawford finally secured from the president of the company a letter in which was outlined a plan for taking up grievances of the employees. The plan submitted by the company was as follows:

At any time any one of our employees feels that he has a grievance and that he has not been treated right, without anyone having any prejudice against him for making complaint, he shall take up his grievance with the foreman whom he may be under; and if he is not satisfied with the decision made by the foreman, he shall then appeal to the general superintendent, who has our instructions to investigate all complaints and grievances put before him by our employees, and if he can not satisfy himself from the evidence submitted by the aggrieved party, he or the aggrieved party shall then call in and question as many of the fellow workmen in the particular department that the aggrieved party works in as in his or aggrieved party's judgment may be familiar with the matter aggrieved on and secure from each workman all knowledge necessary to enable him to give the employee a square deal, which is what the company desires. If then the complaining employee is not satisfied with the decision, he can appeal to the executive officers of the company, this to be done in writing, and the company will furnish him every facility so to do—that is, a stenographer and all necessary paper.

The commissioner submitted this letter to the committee representing the strikers, and after some discussion it was declared satisfactory. A general meeting of all the employees of the company was then called and the letter was declared to be a satisfactory solution of the controversy and the strike was declared off. Only two days were used by the commissioner in bringing to a satisfactory conclusion a strike of 35 days' duration.

*Miners of the Tintic district of Utah.*—On November 16, 1917, the Department was notified by Tintic District Miners' Union No. 151,

International Union of Mine, Mill, and Smelter Workers, of a controversy which had arisen at Eureka, Utah, involving about 1,500 miners. It was alleged by the union that the "rustling card" system had been inaugurated by the mining companies, and that this system was unjust, unpatriotic, and provocative of trouble.

The Department assigned Commissioner of Conciliation W. H. Rodgers to the case, with instruction to effect a settlement, if possible, without a cessation of work. In company with Mr. William M. Knerr, State industrial commissioner, representing Gov. Simon Bamberger, of Utah, Mr. Rodgers met the miners' committee in conference, and attended a meeting of the miners at Eureka, in order to familiarize himself with the miners' side of the controversy. Later, a consultation was arranged with the mine owners in Salt Lake City. It developed at this meeting that the mine owners would not meet a union committee, but they were willing to meet and talk over conditions with a committee of their employees. It was ascertained that the miners had made the following demands:

1. Abolition of the rustling card system.
2. Use of water or other means to keep down dust while using jack hammers or other machines.
3. Eight-hour work day from collar to collar of the shaft.
4. No hospital taxation without a voice in the disposition of money.
5. Abolition of abuses practiced by the companies in their system of leasing to miners.
6. Semimonthly pay instead of monthly pay.
7. Advance in wages of 50 cents per day.
8. Wash houses and change rooms at the mines.
9. Improvement of sanitary conditions at the mines.

While in conference with the mine owners the demands of the miners were discussed and the suggestion made that they meet the miners' committee in a joint conference. The operators refused to make this concession, but expressed a willingness to meet a committee of their employees at their respective mines and take up with them any complaints which they might have. This offer was made known to the miners' committee and its acceptance advised by the conciliator. After a full discussion of the matter, the committee voted to accept the proposal. Through the plan adopted, the miners were assured of improved working conditions, thus allaying an irritating situation that might have resulted in a strike.

*Washington waiters.*—Early in May of the present year a serious situation developed among the waiters of various Washington hotels and restaurants, notably the Hotel Lafayette, the Occidental Hotel, the Bartholdi Restaurant, the Shoreham, the Hotel Powhatan, the Raleigh Hotel, the Losekam Café, the New Willard Hotel Co., and the Hotel Washington. The dispute arose over the questions of wages, hours, and working conditions, and for a time the controversy

became so acute as to threaten seriously the crippling of these hotel establishments by the withdrawal on strike of waiter forces and those engaged in employment subsidiary to that occupation.

When the matter had reached a stage of practical deadlock that seemed to offer no possibility of amicable solution, the Waiters' Union appealed to the Department of Labor, and Hugh L. Kerwin, director of conciliation, and Rowland B. Mahany, commissioner of conciliation, were assigned to conduct the negotiations between the waiters and the hotels. Numerous conferences were held both at the Department of Labor and at public halls where the members of the union were assembled; and as a result of such conferences and negotiations an agreement was reached on May 15, which at the time was eminently satisfactory to both parties to the dispute. Differences of interpretation and sporadic complaints have, from time to time, since arisen; but in every instance satisfactory adjustment of the complaint has been made; and the understanding perfected on May 15 has with modifications, agreeable to both parties, been to all intents and purposes maintained.

The importance of this settlement can be estimated from the fact that, had a strike occurred, which would practically have upset the hotel arrangements of the Capital City of the Nation in the midst of the war, it might have been made the subject of adverse comment in foreign capitals, and thus have reflected upon industrial conditions in the United States, as well as on the efficiency of the Government at the very seat of its power. Happily, both sides to the dispute were to a large degree governed by patriotic motives in following the advice of Mr. Kerwin and Mr. Mahany, and the arrangement which they perfected is still working satisfactorily.

*Love Bros. (Inc.), Aurora, Ill.*—On April 17 the War Department called attention to a strike of employees at the plant of Love Bros. (Inc.), which was holding back a supply of castings, urgently needed for the Government explosives plant at Nitro, W. Va.

Commissioner of Conciliation J. B. Lennon, who was then at Bloomington, Ill., was instructed to get in touch with the situation at once. The demands made by the molders included a wage increase of \$1 per day, and a reduction in working hours from nine to eight per day. About 400 men were involved in the controversy. Joint conferences were arranged by the commissioner between the general superintendent and the representatives of the union. The matter was finally settled through the company's compliance with the demands.

*Electrical workers, Wheeling, W. Va.*—On April 4, 1918, the Fuel Administration advised the Department of a strike of electrical workers which threatened the operation of coal mines in the vicinity of Wheeling, W. Va. Commissioner of Conciliation James Purcell was



assigned to the case. The commissioner found the men to be already on strike. They had demanded a flat increase of \$1 per day over the prevailing rates. Joint conferences were arranged, at which the matter was thoroughly discussed. It was finally decided that the matter in dispute should be referred to Commissioner Purcell as arbitrator. The matter was then taken under advisement by Mr. Purcell, and a decision was handed down which was accepted by both sides.

*Dolly chain manufacturers.*—In September, 1918, a dispute arose involving the various dolly chain makers, and a request was made to the Department of Labor for aid in bringing about a settlement.

Commissioner of Conciliation John J. S. Rodgers was delegated by the Department to take up the matter. In order that all questions in dispute might be passed upon, the Department called a conference of the various chain companies and representatives of their employees to meet at the Department of Labor on Thursday, October 17, to take up the matter of wages, working conditions, etc. The following companies responded to this invitation and had representatives present at the conference: James McKay Co., Pittsburgh, Pa.; National Chain Co., Marietta, Ohio; Nicholson & Co., Rankin, Pa.; Lebanon Chain Works, Lebanon, Pa.; Whitehill Chain Works, Fieldsboro, N. J.; Weimer Chain & Iron Co., Lebanon, Pa.; Frankford Chain Works and Bradley & Co., Philadelphia, Pa.; J. B. Carr Co., Troy, N. Y.; Woodhouse Chain Works, Trenton, N. J.; Columbus-McKinnon Chain Co. and Hayden-Corbett Chain Co., Columbus, Ohio.

At this conference the matters in dispute were satisfactorily adjusted and an agreement drawn up and signed, which precluded the possibility of strikes during the period of the war.

*Buffalo Dry Dock Co.*—On March 25 the United States Shipping Board invoked the assistance of the Department in the matter of a strike of the employees of the Buffalo Dry Dock Co. at Buffalo, N. Y. This company was engaged in turning out essential material for the Government. A special appeal was made to the strikers to return to work and submit their differences to a representative of the Government for settlement.

Commissioner of Conciliation James A. Smyth was detailed to take up the matter. The 800 iron workers employed by the company were found to be on strike. Commissioner Smyth was successful in getting the men to return to work at once, with the understanding that the matters in dispute would be left either to the Shipping Board or to the Department of Labor for final adjudication. Mr. Smyth was later designated to act as arbitrator, and he handed down a decision which proved to be satisfactory to all parties concerned.

*Ship carpenters, Biloxi, Miss.*—On May 13, 1918, the Department received a telegram from William L. Donnels, of New Orleans, La., advising of a threatened strike of ship carpenters at Biloxi, Miss. Commissioner of Conciliation J. W. Bridwell, who was assigned to take up the case, found the men already on strike. A large number had left for near-by plants where wages and working conditions were more to their liking. Two hundred and fifty men were involved. The demands of the men included the basic eight-hour day, with pay to be the same as that established by the United States Wage Adjustment Board of the Emergency Fleet Corporation. Conferences were arranged, at which the companies agreed to put into effect rates and working conditions similar to those in yards which the Emergency Fleet Corporation controlled. This brought the matter to a satisfactory conclusion.

*Eagle and Phoenix Cotton Mills.*—On May 28 the Department received a telegram from Mr. John Thomas, representative of the United Textile Workers of America, reporting a threatened strike at the Eagle and Phoenix Cotton Mills, at Columbus, Ga. The Department assigned Commissioner W. R. Fairley to take up the matter. Over 1,700 employees were involved in the dispute. It was claimed by the employees that several of their members had been discharged because of union activities. The company admitted that discrimination had been practiced, but stated that it had always been the policy of the company to refuse employment to union men. Commissioner Fairley counseled the employees that a strike at such a time was inadvisable. Only a small percentage of the employees were members of the local union. He also explained that because of the war they should remain at work, in order that full production might be maintained. This view of the situation was impressed upon the men with such effectiveness that the strike was averted.

*Niles-Bement-Pond Co.*—On March 15, 1918, the Department received a letter from Mr. E. L. Humes, United States attorney, Pittsburgh, Pa., reporting a molders' controversy at that place which was interfering seriously with production of essential war material. Commissioner of Conciliation Charles Bendheim was detailed to take up the matter. About 250 men were involved in this controversy. The dispute had arisen over demands for the reinstatement of two discharged employees. Mr. Bendheim was able to bring about a satisfactory adjustment of all the points in dispute. The following is a summary of the articles of agreement decided upon and put into effect at the mills:

1. The company agrees to reinstate all men to their former positions as quickly as possible.

2. The company agrees to grant an increase in wage of 25 cents per day to employees returning to work in foundry department commencing from the day of their return.

3. The company agrees to reinstate the two men who were dismissed from its service within a period of 30 days.

4. The company reserves the right to hire men sufficient to meet its requirements and to discharge men for good and legitimate cause, and when so discharged they will be given the reason for such action.

5. Any employee having a grievance shall have the privilege to apply to the foreman to have the same adjusted.

*Electrical Workers v. Des Moines City Railway Co.*—On March 15 the Department received a letter from Mr. John J. Purcell, representing the International Brotherhood of Electrical Workers, requesting the assignment of a commissioner of conciliation in connection with the controversy existing between the Des Moines City Railway Co. and its electrical workers. In response to this request the Department assigned Commissioner James J. Barrett to take up the matter. It appeared that the wages paid to electrical workers at Camp Dodge were in excess of those prevailing in the city of Des Moines, and this difference in rates had caused dissatisfaction among the city employees. Commissioner Barrett conferred with the interested parties and finally prevailed upon the employers to grant an increase of 5 cents per hour, an additional amount to be paid when the company secured an increase in fares. This proved satisfactory to the employees, and a strike was averted.

*Stewart-Warner Speedometer Corporation.*—Mr. William H. Johnston, president of the International Association of Machinists, requested mediation in a serious situation which had developed at the plant of the Stewart-Warner Speedometer Corporation, at Chicago, Ill. It was alleged that this firm was discriminating against its union machinists and that the men were on the verge of a strike.

Commissioner of Conciliation Oscar F. Nelson was detailed to take up the matter. About 1,500 men were involved. The charge of discrimination against union employees was denied by the company, which pointed out that the men were working 48 hours per week, and the company was paying wages as high or higher than the machinists' union was demanding. The company addressed a letter to the Department, advising that it was the policy of the company that there should be no discrimination against employees because of union affiliations. As this was the only matter in dispute, the promise of the company was satisfactory to the machinists, and the danger of a strike was eliminated.

*National Zinc Co.*—On February 26 the Department received a telegram from Mr. P. P. Daniels, president of the Kansas City

(Kans.) Chamber of Commerce, requesting mediation in a strike at the plant of the National Zinc Co., of Kansas City, Kans.

Commissioner of Conciliation Patrick F. Gill was detailed to the case. Three hundred men were found to be on strike. The employees were demanding increased wages and the right to organize. Joint conferences were arranged by the commissioner, at which the differences were finally adjusted by the grant of an increase of 25 cents per day, effective at once, and an agreement to meet with the committee again on June 1, at which time the matter of a further increase of 25 cents per day would be considered. This was accepted by the men, who returned to work on February 27.

*Pollack Steel Co.*—On January 12, 1918, the Pollack Steel Co., through its treasurer and general manager, Bernard C. Pollack, requested the assistance of the Department in arriving at a permanent adjustment of a disagreement between that company and its employees at Cincinnati, Ohio.

The controversy had arisen over the alleged failure to live up to an agreement previously adopted. Many conferences were arranged between the officials of the company and the national officers of the Blacksmiths' Union, in which the matters in dispute were discussed in all their phases. An adjustment was finally made which provided that a written agreement covering all points in dispute should be drawn up and signed by representatives of the company and the Blacksmiths' Union.

*Street car employees.*—William B. Fitzgerald, first vice president of the Amalgamated Association of Street and Electrical Railway Employees of America, advised the Department on May 29 of a serious street railway situation at Missoula, Mont.

Commissioner of Conciliation G. Y. Harry was assigned to take up the matter. It appeared that the operating revenue of the company showed a deficit for the preceding years. In view of this fact the employees agreed to accept a small increase in wages, which they claimed was absolutely necessary because of the large increase in the cost of living. Because of its effect on labor conditions throughout the State, it was very much desired that the matter should be amicably adjusted. With this object in view the Department wired Mr. W. A. Clark, the principal stockholder of the company, asking him to accede to the moderate requests of the men. Mr. Clark answered that he had wired his attorney to accept the proposed arrangement for a period of six months. This satisfactorily disposed of the matter.

*Typographical Union, Denver, Colo.*—On April 9, the good offices of the Department were requested in the matter of a typographical controversy at Denver, Colo. The dispute grew out of a misunder-

standing about an award handed down by the State Industrial Commission of Colorado.

Commissioners of Conciliation George W. Musser and Russell Forbes were assigned to the case as the Department's representatives. The award made by the State industrial commission included a salary increase of \$4.20, but the publishers had refused to put this award into effect. The matter was finally settled by the publishers agreeing to accept and abide by the award of the State industrial commission. About 175 men were involved in the controversy.

#### SUMMARY.

During the fiscal year the Department of Labor has assigned commissioners of conciliation to 1,217 cases, made up of 498 strikes, 671 disputes which threatened a suspension of work, 38 lockouts, and 10 walkouts. Of these it has succeeded in adjusting 864, not including 66 referred to the National War Labor Board. In only 71 instances have the commissioners failed to make settlements. Nine cases are still pending. The number of disputes and the disposition of each is shown in the following tables, together with a summary by months, a record of the action taken in cases pending at the time of the last annual report, and a statement of the geographical distribution of cases as reported by months.

#### TABULATION.

*Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918.*

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Di-rectly.	Indi-rectly.	
Strike, wireless operators, San Francisco, Cal.	R. B. Mahany .....	20	107	Case closed.
Controversy, Doubleday-Page and New York Post, New York.	.....do.....	250	.....	Do.
Controversy and strike, California Shipbuilding Co., Long Beach, Cal.	C. T. Connell .....	332	367	Adjusted.
Controversy, Western Union Telegraph Co., Boston, Mass.	R. B. Mahany .....	10	( <sup>1</sup> )	Case closed.
Strike, New York shipbuilding industry, New York City and vicinity (52 firms involved).	R. B. Mahany, W. Blackman, J. A. Smyth, J. L. Hughes.	20,000	.....	Do.
Lockout, insurance agents, Prudential Life Insurance Co., New York, Philadelphia, and vicinity.	R. B. Mahany .....	52	1,800	Do.
Controversy and strike, Pacific Coast Light & Power Co., Los Angeles, Cal.	C. T. Connell.....	110	200	Strike declared off.
Strike, Alva Carpet Mills, Philadelphia.....	R. M. McWade.....	98	120	Adjusted.
Strike, Equinox Mill, Anderson, S. C.....	J. B. Colpoys.....	334	375	Unable to adjust.
Strike, Gluck Mill, Anderson, S. C.....	.....do.....	237	265	Do.
Strike, Broxon Mill, Anderson, S. C.....	.....do.....	378	.....	Adjusted.
Lockout, Thos. A. Edison Phonograph Co., West Orange, N. J.	R. M. McWade, J. B. Colpoys, J. A. Smyth.	108	6,000	Do.
Strike, Atha Tool Co., Newark, N. J.....	.....do.....	200	.....	( <sup>2</sup> )
Strike, Massillon Sheet & Tin Plate Co., Massillon, Ohio.	F. G. Davis.....	288	.....	( <sup>2</sup> )

<sup>1</sup> Undisclosed.

<sup>2</sup> Company refused to meet with officials of union and considered matter closed.

<sup>3</sup> Commissioner found 7 out of 11 mills in operation and strikers practically to a man employed elsewhere.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
Controversy, Missouri Pacific R. R. Co. and maintenance-of-way employees, St. Louis, Mo.	J. S. Myers, O. F. Nelson.	8,000	.....	Unable to adjust.
Controversy, machinists, Pittsburgh, Pa. ....	C. Reeves .....	10,000	.....	Adjusted.
Strike, railway clerks and baggagemen, Washington Terminal Co., Washington, D. C.	R. B. Mahany .....	43	.....	Case closed.
Controversy, shoe manufacturers and unions, Lynn, Mass.	D. W. Benjamin .....	9,000	.....	(1)
Strike, diesinkers, Dodge Bros., Detroit, Mich.	H. Davies, A. L. Faulkner .....	83	.....	(2)
Strike, mechanical employees, Boston & Albany R. R. Co., Boston and vicinity.	R. B. Mahany .....	476	.....	Case closed.
Strike, coal miners, southeastern Kentucky and eastern Tennessee.	H. Davies, F. G. Davis .....	17,000	.....	Adjusted.
Strike, Boston & Albany Railroad Co., maintenance-of-way employees, Boston.	R. B. Mahany .....	1,700	.....	Do.
Threatened strike, S. L. Moore Co., Elizabeth, N. J.	.....do.....	125	.....	Case closed.
Threatened strike, clerks, Pere Marquette Railroad Co.	R. M. McWade .....	1,700	.....	Adjusted.
Lockout, car-department employees, Missouri, Oklahoma & Gulf Railroad Co., Muskogee, Okla.	J. S. Myers.....	80	400	Do.
Threatened strike, textile workers, 12 mills, Chattanooga, Tenn.	R. M. McWade .....	4,000	.....	Case closed.
Controversy, Alburger Pump & Condenser Co. and machinists, Newburgh, N. Y.	W. Blackman.....	215	300	Adjusted.
Strike, Dahlstrom Metallic Door Co., Jamestown, N. Y.	.....do.....	350	.....	Unable to adjust.
Strike, machinists, Newton Machine Tool Works and other machine shops, Philadelphia.	E. E. Greenawalt, J. L. Hughes.	1,000	300	Do.
Threatened strike, Columbia River district shipyards, Oregon.	G. Y. Harry .....	9,000	14,000	Adjusted.
Strike, Dentists Supply Co., York, Pa. ....	J. B. Colpoys .....	500	1,000	Unable to adjust.
Controversy, International & Great Northern R. R. Co. and its shopmen, Houston, Tex.	J. S. Myers.....	1,212	.....	Adjusted.
Strikes, United Alloy Steel Co., Gilliam Manufacturing Co., and Arctic Ice Machine Co., Canton, Ohio.	A. L. Faulkner .....	300	.....	(3)
Controversy, electrical workers and others, Montana Power Co., Butte, Mont.; and metal mine workers and shop crafts of various mines, Butte district.	W. H. Rodgers.....	15,000	.....	Partial adjustment.
Controversy, General Electric Co. and electrical workers, Pittsfield, Mass.	W. Blackman.....	83	7,200	Adjusted.
Strike, Washington Iron Works, Seattle, Wash.	H. M. White, E. C. Snyder .....	400	12,000	Do.
Threatened strike, electrical workers, Atlanta, Ga.	C. Bendheim .....	9	.....	Do.
Strike, machinists, pattern makers, and engineers, Addressograph Co., Chicago, Ill.	M. L. Crawford .....	210	400	Unable to adjust.
Threatened strike, carmen, electricians, etc., Washington Terminal Co., Washington, D. C.	J. B. Colpoys .....	500	.....	Do.
Strike, retail clerks, Memphis, Tenn. ....	Chas. Bendheim .....	3,000	.....	Adjusted.
Strike, carpenters, Wilmington, Del. ....	E. E. Greenawalt and J. L. Hughes.	150	.....	Unable to adjust.
JULY.				
Strike, copper miners, Arizona:				
Chifton .....	H. Davies, J. S. Myers, Geo. W. P. Hunt, J. McBride, E. W. Lewis, Paul Davies, and President's commission.	6,000	.....	Adjusted by President's Mediation Commission and Labor Administrators Hywel Davies and J. S. Myers were appointed.
Globe .....		5,000	.....	
Bisbee .....		12,500	.....	
Jerome .....		3,500	.....	
Controversy, Bell Telephone Co. and its operators, Aberdeen, Wash.	H. M. White .....	.....	.....	Adjusted.
Strike, coal miners, western Kentucky .....	H. Davies, F. G. Davis.	600	6,000	Strike declared off.

<sup>1</sup> An agreement was effected by Manager Endicott, of Massachusetts Public Safety Committee, on same terms previously proposed by Conciliator Benjamin and rejected.

<sup>2</sup> Men involved are still on strike, but practically all employed by other concerns.

<sup>3</sup> Plants all operating. Strikers employed elsewhere.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
JULY—continued.				
Threatened strike, Smith Mills, Marshfield, Oreg.	R. P. Bonham.....	120	400	Adjusted.
Controversy, Great Northern R. R. Co. and its maintenance of way employees, St. Paul, Minn.	O. F. Nelson.....	3,200	7,000	(1)
Strike, molders and core makers, Marion Gray Iron and Central Foundries, Marion, Ind.	J. A. Smyth.....	115	75	(2)
Strike, carpenters, West Virginia Pulp & Paper Co., Piedmont, W. Va.	J. Purcell.....	33		Unable to adjust.
Strike, jewelry works, Goldsmith, Stern & Co., New York.	W. R. Fairley.....	75		Do.
Controversy, Chattanooga Railway & Light Co., Chattanooga, Tenn.	H. Davies.....	378		Adjusted.
Strike, raincoat makers, Kling Bros., Rosenwald & Weil, Chicago Raincoat Co., Chicago, Ill.	B. M. Squires.....	45		Unable to adjust.
Threatened strike, American-British Manufacturing Co., Bridgeport, Conn.	Wm. Blackman.....	194		Adjusted.
Strike, Hazard Works, Wilkes-Barre, Pa.	W. R. Fairley.....	75		(3)
Controversy, Pacific Steamship Co. and Longshoremen's Union, San Diego, Cal.	C. T. Connell.....	90	60	Adjusted.
Controversy, Spreckels Bros. Commercial Co. and Longshoremen's Union, San Diego, Cal.	.....do.....	110	40	Do.
Strike, coal handlers and longshoremen on United States transports and allies' ships, port of New York.	J. L. Hughes.....	15,000	(4)	Do.
Threatened strike, chippers, calkers, and riveters, Charleston navy yard, Charleston, S. C.	J. Purcell.....	12	(5)	(6)
Controversy, New York Boat Owners' Association and others, and employees, New York Harbor.	J. L. Hughes, E. Stewart.....	50,000		Adjusted.
Threatened strike, boiler makers and helpers, Big Four R. R., Indianapolis, Ind.	J. A. Smyth, F. L. Feick.....	400	1,100	Do.
Controversy, James McKay Co. (manufacturers of chains), McKees Rock, Pa.	H. Davies.....	300		Do.
Controversy, Hercules Powder Co. and its electrical forces, Chula Vista, Cal.	C. T. Connell.....	10	20	Do.
Strike, refinery, International Nickel Co., Bayonne, N. J.	J. A. Moffitt.....	1,800		Do.
Strike, maintenance of way employees, Mississippi River and Bonne Terre R. R.	O. F. Nelson.....	4,000		(7)
Strike, Raleigh Coal Co., Beckley, W. Va.	B. M. Squires, W. R. Fairley.....	530		Adjusted.
Strike, coal miners, Gallup-American Mining Co., Gallup, N. Mex.	H. H. Seldomridge, V. Z. Reed, G. W. Musser.....	125		Do.
Controversy, Waist, Suit and Children's Dressmakers' Union and employers, Philadelphia.	E. E. Greenawalt.....	500		Do.
Strike, miners, Kennecott Copper Co., Kennecott, Alaska.	C. T. Connell.....	285	400	Do.
Threatened strike, carmen, Chicago, Indianapolis & Louisville R. R. Co., La Fayette, Ind.	O. F. Nelson.....	800	2,800	Do.
Strike, Niles Tool Works, Hamilton, Ohio.	M. L. Crawford.....	115	1,185	Unable to adjust.
Strike, metalliferous miners, Leadville, Colo.	G. W. Musser, V. Z. Reed.....	1,800		Adjusted.
Strike, mine workers, Madeira-Hill Coal Mining Co., Houtzdale, Pa.	W. R. Fairley.....	250		Do.
Controversy, Pacific Coast Steel Co., Seattle, Wash.	H. M. White, E. C. Snyder.....	500		Do.
Threatened strike, machinists, Metal Produce Co., Beaver Falls, Pa.	J. B. Colpoys.....	200		Do.
Lockouts, machinists, East Iron & Machine Co., Lima, Ohio.	.....do.....	77		Do.

<sup>1</sup> General manager of company stated he would meet representatives of International Brotherhood of Maintenance of Way Employees or anyone else providing they were authorized by a majority of maintenance of way employees to represent them.

<sup>2</sup> Foundries in operation under open-shop conditions.

<sup>3</sup> Adjusted by State Board of Pennsylvania and Organizer Flynn of American Federation of Labor.

<sup>4</sup> Vast number.

<sup>5</sup> All employed in yard.

<sup>6</sup> Recommendation of commissioner submitted to Navy Department.

<sup>7</sup> Adjusted before arrival of commissioner.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
JULY—continued.				
Strike, coal miners, Pittsburgh and Osage Counties, Kans.	J. Purcell.....	910	.....	Unable to adjust.
Controversy, Banning Co., and Longshoremen's Union, San Pedro, Cal.	C. T. Connell.....	140	90	Adjusted.
Strike (3 mines): Pyramid and Caldwell No. 2, Curwensville, Pa.; Cassidy Coal Co., Hyde City, Pa.; Cascade Coal Co., Bykesville, Pa.; and Madeira Hill Coal Co., Janesville, Pa.	W. R. Fairley.....	634	.....	Do.
Lockout and strike, National Lead & Steel Package Co., Granite City, Ill.	O. F. Nelson.....	165	185	Do.
Controversy, Nevada Consolidated Copper Co., and miners, Ely, Nev.	W. H. Rodgers.....	500	1,800	Do.
Strike, marine engineers, Buffalo, N. Y.	C. Bendheim.....	9	.....	Unable to adjust.
Strike, Champion Paper Co., Hamilton, Ohio.	M. L. Crawford.....	450	1,500	(1)
Controversy, Michigan Central R. R. Co. and machinists, Jackson, Mich.	R. M. McWade, J. A. Smyth, F. L. Feick.....	350	700	Adjusted.
Strike, molders, Norfolk Navy Yard, Norfolk, Va.	B. M. Squires.....	49	.....	Do.
Threatened strike, carmen and machinists employed on 8,000 miles of Rock Island system.	F. L. Feick, J. A. Smyth.....	6,000	4,000	Do.
Controversy, longshoremen, Seattle, Wash.	H. M. White, E. C. Snyder.....	3,600	1,250	Do.
Strike, Dudlo Manufacturing Co., Fort Wayne, Ind.	P. F. Gill.....	160	290	Do.
Strike, molders and machinists, Black & Clausen Pulp & Paper Mill, Hamilton, Ohio.	A. L. Faulkner.....	43	307	(2)
Strike, Union Electric & Power Co., St. Louis, Mo.	O. F. Nelson.....	65	75	Adjusted.
Controversy, Pennsylvania Smelting Co., Carnegie, Pa.	J. B. Colpoys.....	350	.....	Do.
Strike, Lawley Ship Yards, Boston, Mass.	D. W. Benjamin, R. B. Mahany.....	350	.....	Do.
Strike, Foundry & Machine Works, J. Thompson & Co., Philadelphia, Pa.	E. E. Greenawalt.....	15	.....	Unable to adjust.
Strike, pattern makers, Indianapolis, Ind., at—				
The National Malleable Iron Co.	P. F. Gill.....	14	.....	} Adjusted.
The Link Belt Co.	do.....	20	.....	
The Lyvone-Atlas Co.	do.....	16	.....	
Threatened strike, machinists, Newport News Shipbuilding Co., Newport News, Va.	F. G. Davis.....	521	7,900	Do.
Threatened strike, Sanderson & Porter Mills, Raymond, Wash.	H. M. White, E. C. Snyder.....	200	.....	Do.
Threatened strike, ship and lumber yards, Aberdeen, Wash.	do.....	.....	.....	Do.
Threatened strike, ship and lumber yards, Olympia, Wash.	do.....	1,300	(4)	Do.
Strike, metal polishers, Remington Arms Co., Bridgeport, Conn.	R. M. McWade.....	500	4,000	Do.
Strike, packing-house employees, Swift and Armour plants, Denver, Colo.	V. Z. Reed, G. W. Musser.....	500	.....	Do.
Strike, carmen, Cincinnati, Hamilton & Dayton R. R. Co., Ivory Dale, Ohio.	A. L. Faulkner.....	.....	.....	(5)
Strike, leather workers, Wallace Smith Co., Milwaukee, Wis.	O. F. Nelson.....	100	300	Unable to adjust.
Controversy, Western Electro-Chemical Co., Pittsburg, Cal.	E. White, W. T. Boyce.....	30	115	Adjusted.
Strike, street railway, Pittsburg, Kans.	J. Purcell.....	15	500	Do.
Strikes, boiler-makers at Omaha, Nebr., plants of—				
Williams, Mound & Co.	O. F. Nelson.....	65	.....	Do.
F. Johnson & Son.	do.....	40	.....	Do.

<sup>1</sup> Company willing to employ all their old employees except 50, against whom they held charges of violence. Commissioner learned plants would be operating at full capacity at end of 5 days.

<sup>2</sup> Molders' strike adjusted; unable to adjust machinists' strike.

<sup>3</sup> Plants of Grays Harbor Motor Ship Corporation, Aberdeen Ship Building Co., and Mathews Ship Building Co.

<sup>4</sup> All shipyards in Washington.

<sup>5</sup> Plants of Olympia Ship Yards Co. and Sloan Ship Yards Co.

<sup>6</sup> Commissioner telephoned general manager of company at Cincinnati and learned strike had been satisfactorily settled and strikers were all back at work.



Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Di-rectly.	Indi-rectly.	
JULY—continued.				
Strike, textile mills, C. H. Masland & Sons, Philadelphia.	E. E. Greenawalt.....	166	.....	Unable to adjust.
Strikes involving lumber and shingle industry of Northwest.	H. M. White, E. C. Snyder.	20,000	.....	(1)
Controversy, Smith, Kline & French Co. and wholesale druggists and their teamsters, Philadelphia.	E. E. Greenawalt.....	25	.....	(2)
Strike, coal miners, Fairmont district, West Virginia:				
Copen Coal Co.....	J. Purcell.....			Unable to adjust.
Davis Colliery Co.....	do.....			Do.
Gilmer Fuel Co.....	do.....	100		Adjusted.
West Virginia Coal Co.....	do.....			Unable to adjust.
Strike, coal miners, New River district, West Virginia:				
New River Coal Co.....	do.....			Adjusted.
Ephran Creek Coal & Coke Co.....	do.....			Do.
New River Coal Co.....	do.....	150		Do.
Raleigh Coal Co.....	do.....			Do.
Dunloop Coal & Coke Co.....	do.....			Do.
Strike, street car men, Seattle and Tacoma, Wash.	H. M. White, E. C. Snyder.	4,000	.....	Do.
Lockout, street railway employees, Norfolk, Va.	F. G. Davis.....	165	.....	Strike declared off.
Strike, Minneapolis Steel & Machinery Co., Minneapolis, Minn.	W. H. Rodgers.....	70	2,000	Unable to adjust.
Controversy, Freeport Sulphur Co., Freeport, Tex.	J. J. Barrett.....	200	.....	(3)
Controversy, metal-trade mechanics, Missouri, Kansas & Texas R. R. Co., Denison, Tex.	J. S. Myers, J. J. Barrett.	2,000	.....	Adjusted.
Controversy, General Refractories Co. and the Harrison-Walker Co. and employees, Olive Hill, Ky.	C. Bendheim.....	250	750	Do.
Controversy, United States Cartridge Co. and machinists, Lowell, Mass.	D. W. Benjamin....	650	6,400	Do.
Strike, linemen, Berkshire Street Railway Co., Pittsfield, Mass.	W. Blackman.....	21	600	Do.
Strike, tannery men, Morris Packing Co., Westover, Pa.	J. Purcell.....	93	.....	(4)
Strike, Slater Cotton Mills, Webster, Mass....	R. B. Mahany.....	175	500	Adjusted.
Strikes, 4 hat factories, Danbury, Conn. <sup>5</sup> .....	R. M. McWade, E. E. Greenawalt.	1,500	(6)	(7)
Controversy, Maine Central R. R. Co. and clerks, Portland, Me.	R. M. McWade.....	950	9,500	Adjusted.
Strike, marine engineers, Barber Steamship Lines, New York.	J. I. Hughes.....	10	.....	Do.
Controversy, fruit and vegetable packing plants of California.	E. White, W. T. Boyce.	2,000	5,000	Do.
Strike, Mount Vernon-Woodberry Mills, Baltimore, Md.	C. Bendheim.....	400	1,600	Do.
Controversy, Universal Ship Building Co., Midland Bridge Co., Panama Shipbuilding Co., Houston, Tex.	J. J. Barrett.....			(8)
Strike, miners, Buffalo & Susquehanna Coal Co., Dubois, Pa.	W. R. Fairley.....	430	.....	Adjusted.
Strike, Shuler & Benninghofen Co., Hamilton, Ohio.	M. L. Crawford.....	300	500	Do.
AUGUST.				
Controversy, Missouri, Kansas & Texas R. R. Co. and car department employees, Denison, Tex.	J. S. Myers, J. J. Barrett	1,600	3,200	Do.

<sup>1</sup> Adjusted by President's Mediation Commission.

<sup>2</sup> Adjusted before arrival of commissioner.

<sup>3</sup> Commissioner learned company had not discriminated against men, and Mr. Mims, representing company, said they had no objections to men belonging to labor organization. Plant had made slight increases in salary. Willing to hire men at any time there was a vacancy.

<sup>4</sup> Strikers all employed elsewhere.

<sup>5</sup> Comprising plants of John W. Green Sons, Simon & Keane (Columbia Hat Co.), Harry McLechlan Co., and Danbury Co.

<sup>6</sup> Whole city.

<sup>7</sup> Referred to National War Labor Board.

<sup>8</sup> Commissioner reported no controversy existed.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Dl-rectly.	Indl-rectly.	
AUGUST—continued.				
Controversy, bricklayers and employers, Petersburg, Roanoke, and Norfolk, Va.	J. W. Bridwell.....	50	100	(1)
Controversy, Reading Iron & Steel Co., Reading, Pa.	J. B. Colpoys.....	3,500	.....	Unable to adjust.
Strike, grain handlers, Furness, Withy Steamship Co. and Philadelphia Ceiling & Stevedoring Co., Philadelphia.	E. E. Greenawalt, J. L. Hughes.	75	3,000	Adjusted.
Strike, ship carpenters, Orange, Tex.	J. J. Barrett.....	28	.....	Do.
Strike, linemen, Philadelphia Electric Co., Philadelphia.	E. E. Greenawalt.....	150	.....	Unable to adjust.
Controversy, Edison Electric Light Co., Boston, Mass.	R. B. Mahany.....	1,000	.....	Adjusted.
Strike, American Sheet & Tin Plate Co., Elwood, Ind.	W. R. Fairley.....	4,000	.....	Do.
Strike, weavers, Louis Walther Co., Philadelphia.	E. E. Greenawalt, J. L. Hughes.	80	.....	Do.
Strike, terminal clerks, Kanawha & Michigan R. R. Co., Charleston, W. Va.	J. Purcell.....	.....	.....	(2)
Strike, machinists, Battle Creek, Mich.	J. V. Cunningham.....	465	.....	Unable to adjust.
Strike, timber workers, Menominee River Lumber Mills, Marinette, Wis.	do.....	600	.....	Adjusted.
Strike, tritmen, Pittsburg, Lisbon & Western R. R. Co., Lisbon, Ohio.	J. A. Smyth.....	35	.....	Do.
Controversy, Solid Drawn Forging Co., Elwood City, Pa.	A. L. Faulkner.....	40	85	Do.
Strike, John & James Dobson, Philadelphia.	J. B. Colpoys.....	11	.....	(3)
Controversy, Buffalo, Rochester & Pittsburg R. R. Co. and maintenance of way employees, Dubois, Pa.	J. A. Smyth.....	1,200	3,500	Adjusted.
Lockout, Peru Electric Manufacturing Co., Peru, Ind.	G. Y. Harry.....	28	120	Unable to adjust.
Controversy, Woolen & Carpet Yarn Workers' Union and employers, Philadelphia.	J. B. Colpoys.....	2,000	.....	Adjusted.
Strike, De Laval Steam Turbine Co., Trenton, N. J.	W. Blackman.....	300	.....	Unable to adjust.
Strike, forge shop, Jennings & Johnston Co., Cleveland, Ohio.	A. L. Faulkner.....	40	150	(4)
Strike, street railway employees, Kansas City, Mo.	F. L. Felck.....	2,800	.....	Adjusted.
Strike, Bement-Niles Works, Bement-Niles-Pond Co., Philadelphia.	E. E. Greenawalt.....	60	.....	Unable to adjust.
Controversy, Alabama coal miners and operators.	Secretary Wilson.....	23,000	2,000	Adjusted.
Controversy, carpenters and contractors on various Government projects at New York City and vicinity.	J. A. Moffitt.....	42,000	.....	Do.
Threatened strike of shopmen, Southeastern R. R. (14 in number).	Secretary Wilson, J. A. Moffitt.	26,000	14,000	Do.
Controversy, Chicago & Alton R. R. Co. and electrical workers, Bloomington, Ill.	O. F. Nelson.....	24	2,000	Do.
Strike, longshoremen, docks of Mallory & Clyde Line, New York City.	J. L. Hughes.....	1,500	.....	Do.
Strikes, surgical knitters, Chesterman & Streeter, Leeland Surgical Co., Hastings & McIntosh, James R. Kendrick Co., Wm. H. Horn, Philadelphia.	C. Reeves.....	40	15	(5)
Controversy, Great Northern R. R. Co. and boiler-makers, St. Paul, Minn.	M. L. Crawford.....	145	600	Adjusted.
Strike, molders and machinists, Fay & Scott Co., Dexter, Me.	D. W. Benjamin.....	175	275	Unable to adjust.
Strike, Holt Manufacturing Co., East Peoria, Ill.	A. L. Faulkner, H. L. Kerwin.	900	200	Adjusted.
Strike, trainmen, Dayton, Covington & Piqua Interurban R. R. Co., West Milton, Ohio.	P. F. Gill.....	28	20	Strike declared off.
Controversy, Cape Ann Anchor Works and blacksmiths, hammermiths, and others, Gloucester, Mass.	R. M. McWade.....	75	.....	Adjusted.

<sup>1</sup> Men remained at work. Demands not granted.

<sup>2</sup> Commissioner learned upon arrival strike adjusted.

<sup>3</sup> Settled by Navy paymaster prior to commissioner's arrival.

<sup>4</sup> In telephonic conversation with manager of forging department commissioner was informed that the strike was over, the men having returned to work.

<sup>5</sup> Many of the men returned to old places on new schedule at 7½ per cent increase instead of 10 per cent asked for.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Di-rectly.	Indi-rectly.	
AUGUST—continued.				
Controversy, Oliver Machinery Co. and machinists, Grand Rapids, Mich.	F. L. Feick.....	100	250	Adjusted.
Strike, machinists, Automatic Electric Co., Chicago, Ill.	M. L. Crawford....	180	1,000	Do.
Controversy, Texas & Pacific R. R. Co. and shop metal crafts, Dallas, Tex.	J. S. Myers.....	554	.....	Do.
Controversy, leather workers, Dallas, Tex. <sup>1</sup>	.....do.....	90	175	Do.
Threatened strike, railway clerks, Chicago, Rock Island & Pacific R. R. Co. and Chicago Great Western R. R. Co., Chicago, Ill.	M. L. Crawford....	50	.....	(?)
Strike, molders, Budd Grate Co., Philadelphia.	C. Bendheim, E. E. Greenawalt.	7	12	Unable to adjust.
Strike, longshoremen, Morgan Line, Southern Pacific Steamship Co., New York City.	J. L. Hughes.....	1,000	( <sup>2</sup> )	Adjusted.
Controversy, Brunswick Marine Construction Co., Brunswick, Ga.	J. W. Bridwell....	500	.....	Do.
Controversy, carpenters, Watkins Shipbuilding Co., Brunswick, Ga.	.....do.....	100	.....	Do.
Controversy, Yaryan Rosin & Turpentine Co., Brunswick, Ga.	.....do.....	300	.....	Do.
Controversy, shipbuilding plants, Bath, Me. <sup>1</sup>	D. W. Benjamin....	300	2,500	Do.
Strike, shipyard, Pusey & Jones, Wilmington, Del.	E. E. Greenawalt....	.....	.....	( <sup>6</sup> )
Strike, mechanical employees, Coal & Coke R. R. Co., Gassaway, W. Va.	F. L. Feick.....	150	185	Adjusted.
Strike, New England Coal & Coke Co., Boston, Mass.	R. B. Mahany.....	216	.....	Do.
Strike, clerks and freight handlers, Chesapeake & Ohio R. R. Co., Ashland, Ky.	F. G. Davis.....	38	.....	( <sup>9</sup> )
Controversy, machinists, Muskegon, Mich....	J. V. Cunningham, F. L. Feick.	50	3,000	( <sup>7</sup> )
Controversy, General Petroleum Corporation and employees, Lost Hills, Cal.	C. T. Connell.....	30	1,000	Adjusted.
Strike, Bausch Machine Tool Co., Springfield, Mass.	C. Bendheim.....	175	105	( <sup>8</sup> )
Strike, knitters, Superior Manufacturing Co., Hoosick Falls, N. Y.	J. A. Smyth, R. B. Mahany.	120	60	Adjusted.
Strike, Kayser's factory, Brooklyn, N. Y.....	R. M. McWade....	450	.....	Do
Controversy, Boston & Maine R. R. Co. and mechanical force, Boston, Mass.	R. B. Mahany.....	3,800	.....	Do.
Controversy, South Penn Oil Co., McDonald Oil Fields, McDonald, Pa.	C. Reeves.....	100	32	Do.
Strike, J. E. Stetson hat factory, Philadelphia.	.....do.....	90	900	( <sup>9</sup> )
Strike, Union Drawn Steel Co., Moltrup Steel Products, Standard Gauge Steel Co., Beaver Falls, Pa.	J. A. Smyth, C. Reeves.	1,803	.....	Adjusted.
Controversy, Texas Light & Power Co. and employees, Taylor, Tex.	J. J. Barrett.....	9	.....	Do.
SEPTEMBER.				
Controversy, Furness, Withy & Co. (Ltd.) and longshoremen, Norfolk, Newport News, and Hampton Roads, Va.	C. Bendheim, J. L. Hughes.	4,500	( <sup>10</sup> )	Do.
Strike, Southern Manufacturing Co., Richmond, Va.	C. Bendheim.....	27	10	Unable to adjust.
Controversy, American Rolling Mill and blacksmiths and helpers, Middletown, Ohio.	F. G. Davis.....	2	.....	( <sup>11</sup> )

<sup>1</sup> Affecting plants of Padgett Bros., Dodson Saddlery Co., Schoelkopf Saddlery Co., and Tennison Bros. Saddlery Co.

<sup>2</sup> Strike never occurred, as men had surrendered membership in organization.

<sup>3</sup> Large number dock employees and ship crews.

<sup>4</sup> At plants of Bath Iron Works, Hyde Windlass Co., Torrey-Ruller Bushing Co., Kelley-Spear Co., and Texas Shipbuilding Co.

<sup>5</sup> When commissioner reached Wilmington he learned men had returned to work upon advice of general officers of boiler makers and iron-ship builders.

<sup>6</sup> Matter satisfactorily arranged with executive officer of railway clerks and officials of company.

<sup>7</sup> Adjustment held in abeyance, pending decision of Navy Department regarding 8-hour law.

<sup>8</sup> Company declined to negotiate with union. Representative of State board unsuccessful. Commissioner withdrew from case.

<sup>9</sup> Adjusted before arrival of commissioner.

<sup>10</sup> Many thousands of various classes.

<sup>11</sup> 2 blacksmiths who were discharged now employed elsewhere.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
SEPTEMBER—continued.				
Controversy, Motion Picture Producing Association and carpenters, Los Angeles, Cal.	C. T. Connell.....			Adjusted
Controversy, Master Builders' Association and carpenters, Los Angeles, Cal.	.....do.....	2,000	3,000	Do.
Controversy, Southern California Mill Owners' Association and mill workers and cabinetmakers, Los Angeles, Cal.	.....do.....			Unable to adjust.
Strike, woodsmen, Saginaw & Manistee Lumber Co., Williams and Flagstaff, Ariz.	J. McBride, J. J. Barrett.....			(1)
Strikes, miners, Coeur d'Alene district, Idaho.	G. Y. Harry.....	600	6,000	Adjusted.
Controversy, Western Drop Forge Co., Marion, Ind.	M. L. Crawford.....	300		Do.
Strike, North American Lace Co., Philadelphia.	J. B. Colpoys.....	250		Do.
Strike, Quaker Lace Co., Philadelphia.....	J. A. Smyth.....			(2)
Controversy, Bollinger-Andrews Co., Verona, Pa.	J. A. Smyth.....			(2)
Strike, 4 packing plants, Omaha, Nebr.....	F. L. Feick.....	5,000	6,000	Adjusted.
Controversy, Swift & Co., Omaha, Nebr.....	.....do.....	6	1,500	Do.
Strike, machinists, boilermakers, blacksmiths, sheet-metal workers, and carmen, Kansas City, Mexico & Orient R. R. Co., Wichita, Kans.	O. F. Nelson.....	300	200	Do.
Strike, Bluejay Lumber Co., Bluejay, W. Va.	J. Purcell.....	60		Unable to adjust.
Strike, clerks, Seaboard Air Line R. R. Co.....	R. M. McWade, R. B. Mahany J. B. Colpoys.....	1,700	15,000	Adjusted.
Strike, Chattanooga Street Ry. Co., Chattanooga, Tenn.	J. B. Colpoys.....	378		(2)
Strike, sheet metal workers, Hartford, Conn.	R. B. Mahany.....	70		Adjusted.
Controversy, Missouri & Northern Arkansas R. R. Co. and maintenance of way employees, Harrison, Ark.	M. L. Crawford.....	270	300	Do.
Controversy, Maxim Munition Co., Derby, Conn.	R. B. Mahany.....	75	200	Do.
Strike, Peet Bros. Manufacturing Co., Kansas City, Mo.	P. F. Gill.....	600	100	Do.
Strike, Procter & Gamble Soap Co., Kansas City, Mo.	P. F. Gill, F. L. Feick.....	600	400	Do.
Strike, Swift Packing Co., Kansas City, Kans.	P. F. Gill.....			Do.
Strike, Cudahy Packing Co., Kansas City, Kans.	.....do.....			Do.
Strike, Armour & Co., Kansas City, Kans.	.....do.....	12,500	3,000	Do.
Strike, Wilson & Co.....	.....do.....			Do.
Strike, Morris & Co.....	.....do.....			Do.
Threatened strike, slaughter men, Frye Packing House, Seattle, Wash.	H. M. White, E. C. Snyder, P. F. Gill.....	250	(4)	Do.
Strike, candy makers and cracker bakers, Seattle, Wash. <sup>3</sup>	H. M. White, E. C. Snyder.....	517		(4)
Strike, iron molders, Van Wie Pump Works, Syracuse, N. Y.	J. A. Smyth.....	50		(2)
Controversy, Georgia Marble Co., Atlanta, Ga.	J. W. Bridwell.....	200		Case closed.
Strike, boiler makers, Volk & Murdock Boiler Shop, Charleston, S. C.	.....do.....	19		Adjusted.
Controversy, steam roller engineers, Chicago, Ill.	O. F. Nelson.....			Do.
Strike, L. Wolff Manufacturing Co., Chicago, Ill.	J. J. Barrett.....	1,000	1,200	Unable to adjust.
Strike, box makers, Kansas City, Mo.....	M. L. Crawford.....	560	800	Do.
Controversy, Ann Arbor R. R. Co. and machinists, Owosso, Mich.	J. V. Cunningham.....	60		Adjusted.
Controversy, ship builders, San Francisco, Cal.	W. T. Boyce.....	25,000	5,000	Do.
Strike, steel shipyards, Seattle, Wash.....	H. M. White, E. C. Snyder.....	14,000	4,000	Do.
Strike, wooden shipyards, Seattle, Wash.....	.....do.....	2,500	16,000	Do.

<sup>1</sup> Commissioners reported no strike in existence.

<sup>2</sup> Plant in full operation and no trouble.

<sup>3</sup> Adjusted after commissioner's departure on suggestions made by him.

<sup>4</sup> Several thousand.

<sup>5</sup> At plants of Imperial Candy Co., Pacific Coast Biscuit Co., Koenig Candy Co., Yours Truly Biscuit Co., Emery Candy Co., and Parisian Candy Co.

<sup>6</sup> Plants operating with greatly reduced forces and company claim conditions are satisfactory.

<sup>7</sup> Company operating full capacity under open-shop rules.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
<b>SEPTEMBER—continued.</b>				
Strike, railway clerks and freight handlers, 14 railroads entering Kansas City, Mo.	P. F. Gill.....	1,500	5,000	Adjusted.
Controversy, Toledo, St. Louis & Western R. R. Co. (Clove Leaf) and mechanical shop employees, Frankfort, Ind.	A. L. Faulkner.....	88	120	Do.
Controversy, Loewe-Wiles Co. and Bliss Syrup Co., Kansas City, Mo.	M. L. Crawford.....	260	1,200	Do.
Controversy, National Biscuit Co., Kansas City, Mo.	do.....			( <sup>1</sup> )
Strike, bag makers, Chase Bag Co., Kansas City, Mo.	P. F. Gill, M. L. Crawford.....	208	1,080	Adjusted.
Strike, bag makers, Bemis Bros. Bag Co., Kansas City, Mo.	do.....			Do.
Controversy, Jackson Iron & Steel Co., Jackson, Ohio.	W. R. Fairley.....	150		( <sup>2</sup> )
Threatened strike, manganese miners, Phillipsburg district, Montana.	W. H. Rodgers.....	357		Unable to adjust.
Threatened strike, machinists, Buffalo, N. Y. (25 firms involved).	J. Purcell.....	15,000		Adjusted.
Strike, boiler makers, Henry Goldner Boiler & Tank Works, Philadelphia.	E. E. Greenawalt.....	35		Do.
Controversy, Lazarus Raincoat Co., New York.	R. B. Mahany.....	500		Do.
Controversy, Plottel Raincoat Co., New York.	do.....	125		Do.
Controversy, Manchester Waterproof Coat Co., New York.	do.....	150		Do.
Controversy, Pinas Rubber Co., Brooklyn, New York.	do.....	165		Do.
Controversy, Yorkshire Manufacturing Co., New York.	do.....	75		Do.
Controversy, Newark Rubber Co., New York.	do.....	180		Do.
Controversy, Phoenix Auto & Raincoat Co., New York.	do.....	125		Do.
Controversy, Harry Goodman Co., New York.	do.....	100		Do.
Controversy, Hanauer & Rosenthal, New York.	do.....	140		Do.
Controversy, Louis J. Freid, New York.	do.....	70		Do.
Controversy, Peerless Co., New York.	do.....	140		Do.
Controversy, Cohen & Karsh, New York.	do.....	175		Do.
Controversy, Washington Auto Coat Co., New York.	do.....	40		Do.
Controversy, track laborers, Atlantic Coast Line R. R. Co., at or near Rocky Mount, N. C.	R. M. McWade.....	300		Do.
Controversy, Baltimore and Ohio R. R. Co. and clerks and station employees, Connellsville, Pa., and Cumberland, Md.	J. A. Smyth.....	400	( <sup>3</sup> )	Do.
Controversy, Southern Iron & Equipment Co. and machinists, Atlanta, Ga.	J. W. Bridwell.....	35		Do.
Controversy, Cleveland, Cincinnati, Chicago & St. Louis R. R. Co. and machinists, etc., on entire system.	A. L. Faulkner F. L. Feick.....	520	2,500	Do.
Strike, shopman Central R. R. of New Jersey, Ashley, Pa.	J. A. Moffitt, Ethelbert Stewart.....	800		Do.
Controversy, Bethlehem Steel Co. and pattern makers, Sparrows Point, Baltimore, Md.	J. A. Smyth.....	30		Do.
Strike, grain handlers, Chicago, Ill.	J. J. Barrett.....	70		Do.
Strike, Cochran Coal Co.'s mines, Salina, Pa.	F. G. Davis.....	149		Do.
Threatened strike, Burgess-Curtiss Aeroplane Co., Marblehead, Mass.	D. W. Benjamin, J. A. Sullivan.....	250		( <sup>4</sup> )
Strike, Jones & Laughlin Co., Pittsburg, Pa.	C. Bendheim.....	2,500	20,000	Adjusted.
Strike, packing house, Thomas Ruddy Co., Kansas City, Kans.	P. F. Gill.....	400		Do.
Strike, stock yards, Kansas City, Mo.	do.....	400	2,000	Do.
Controversy, Curtiss Aeroplane Co. and pattern makers, Buffalo, N. Y.	J. Purcell.....	17	( <sup>5</sup> )	Do.
Strike, miners, Monterey Coal Co., West Monterey, Pa.	J. A. Smyth.....	140	2,000	Do.

<sup>1</sup>Commissioner reported no controversy existed.

<sup>2</sup>Adjusted before arrival of commissioner.

<sup>3</sup>Whole system.

<sup>4</sup>Referred to National War Labor Board.

<sup>5</sup>All pattern makers in Buffalo.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
OCTOBER.				
Strike, Bossert Machine Co., Utica, N. Y.....	J. Purcell.....	400	.....	(1)
Strikes, Hitchman Coal Co., Benwood and Glendale, W. Va.	C. Reeves.....	569	42	Unable to adjust.
Strike, Mound City Coal Co., Moundsville, W. Va.	.....do.....	101	18	Do.
Strike, telephone operators, Southwestern Telephone & Telegraph Co., Fort Smith, Van Buren, Huntington, Hartford, and Midland, Ark.	J. S. Myers, R. B. Keating.	81	7	Adjusted.
Controversy, Lake Carriers' Association and seamen on Great Lakes.	Secretary Wilson, and R. B. Stevens (of Shipping Board).	4,000	1,500	Do.
Strike, C. L. Best Traction Co. and Best Steel Casting Co., San Leandro, Cal.	C. T. Connell.....	500	550	Do.
Strike, boiler makers and helpers, Denver & Rio Grande R. R. Co.	G. W. Musser.....	228	150	Do.
Controversy, car inspectors for 10 railroads entering Peoria, Ill.	O. F. Nelson.....	30	350	Do.
Controversy, Southern California Electrical Contractors Association and inside wiremen, Los Angeles, Cal.	C. T. Connell.....	300	100	Do.
Strike, machinists, Lake Torpedo Boat Co., Bridgeport, Conn.	F. L. Feick.....	150	250	Do.
Strike, flint glass workers, L. E. Smith Glass Co., Mount Pleasant, Pa.	F. G. Davis.....	108	22	Do.
Controversy, Northern Pacific R. R. Co. and railway clerks and station employees, St. Paul, Minn.	M. L. Crawford.....	2,000	600	Do.
Controversy, Columbus Oil Producing Co., Brea, Cal.	C. T. Connell.....	3	80	Unable to adjust.
Controversy, Belmont Stamping & Enameling Co., New Philadelphia, Ohio.	A. L. Faulkner.....	306	.....	Do.
Lockout, machinists, Anniston Steel Co., Anniston, Ala.	J. W. Bridwell.....	11	.....	Adjusted.
General strike, weavers, Philadelphia.....	R. M. McWade, J. B. Colpoys, E. E. Greenawalt.	4,900	.....	Do.
Strike, machinists, Symington-Anderson plant, Rochester, N. Y.	J. Purcell, R. B. Mahany.	68	65	Do.
Strike, coal miners, Shoemaker Coal Mining Co., Pennsylvania.	J. B. Colpoys.....	300	.....	Do.
Lockout, jewelry employees (18 shops), Newark, N. J.	E. E. Greenawalt.....	650	.....	Do.
Strikes, velvet workers, American Velvet Co., Stonington, Conn.	D. W. Benjamin.....	168	350	Do.
Strike, Graff Coal Co., mines at Conemaugh, Trunell, and White Station, Indiana County, Pa.	F. G. Davis.....	120	150	Unable to adjust.
Strike, street railway employees, St. Paul, Minn.	F. L. Feick.....	300	600	(2)
Controversy, Texas & Pacific R. R. Co. and car department employees, Dallas, Tex.	R. B. Keating.....	728	1,350	Adjusted.
Lockout, American Lace Co., Elyria, Ohio.	A. L. Faulkner.....	34	250	Do.
Controversy, Tampa Ship Building & Engineering Co. and metal trades and helpers, and laborers, Tampa, Fla.	J. W. Bridwell.....	350	.....	Do.
Strike, roofers, Los Angeles, Cal.	C. T. Connell.....	128	1	Do.
Strike, Standard Shipbuilding Corporation, Staten Island, N. Y.	J. L. Hughes.....	2,000	500	Do.
Strike, General Processing Co., Philadelphia.	.....do.....	50	.....	Do.
Strike, Harlan & Hollingsworth shipyard (car shop), Wilmington, Del.	E. E. Greenawalt, J. L. Hughes.	900	.....	Do.
Strike, Springfield Woolen Mills, Springfield, Tenn.	H. Davies.....	47	250	Do.
Controversy, Savage Arms Corporation, and union machinists, Utica, N. Y.	J. Purcell.....	65	.....	Do.
Controversy, Merrill-Stephens Shipbuilding Co. and machinists, Jacksonville, Fla.	J. W. Bridwell.....	1,268	.....	Do.
Controversy, Great Northern R. R. Co. and station employees, Sioux City, Iowa.	F. L. Feick.....	28	.....	Do.

<sup>1</sup> Man who went on strike employed elsewhere.

<sup>2</sup> Commissioner learned, upon arrival, matter had been adjusted.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
<b>OCTOBER—continued.</b>				
Controversy, Southern Saddlery Co., Chattanooga, Tenn.	F. G. Davis.....	90	200	Adjusted.
Controversy, General Electric Co., and blacksmiths, Pittsfield, Mass.	D. W. Benjamin....	48	6,000	Do.
Strike, clerks, Atlantic Coast Line R. R. Co.	R. M. McWade, R. B. Mahany.	700	15,000	Do.
Strike, American-British Manufacturing Co., Providence, R. I.	J. J. Casey.....	200	.....	Do.
Strike, Gulf coast oil regions (Texas and Louisiana): <sup>1</sup>	J. J. Barrett, G. W. Musser, V. Z. Reed, C. T. Connell, R. H. Forbes, R. E. Evans.	.....	.....	.....
Louisiana oil fields.....	do.....	.....	.....	Do.
Mooringport.....	do.....	555	.....	.....
Vivian.....	do.....	333	.....	.....
Oil City.....	do.....	1,325	.....	.....
Trees.....	do.....	425	.....	.....
Goss.....	do.....	475	.....	.....
Ged.....	do.....	325	.....	.....
Edgerly.....	do.....	100	.....	.....
Lenzburg.....	do.....	385	.....	.....
Shreveport.....	do.....	143	.....	.....
Texas oil fields.....	do.....	.....	.....	Do.
Goose Creek.....	do.....	2,450	.....	.....
Sour Lake.....	do.....	1,000	.....	.....
Humble.....	do.....	825	.....	.....
Diamond's Mound.....	do.....	275	.....	.....
Saratoga.....	do.....	209	.....	.....
Batson.....	do.....	180	.....	.....
Spindle Top.....	do.....	111	.....	.....
Clemville.....	do.....	110	.....	.....
Texas—Teamsters and handy men.....	do.....	522	.....	.....
Controversy, American Shipbuilding Co. and boiler makers and helpers, Cleveland, Ohio.	A. L. Faulkner.....	85	1,725	Do.
Strike, McCray Refrigerator Co., Kendallville, Ind.	M. L. Crawford.....	214	300	Unable to adjust.
Controversy, Pacific States Telephone & Telegraph Co. and electrical workers, Washington, Oregon, California, Nevada, and Idaho.	V. Z. Reed, E. White, W. T. Boyce, H. M. White, E. C. Snyder, G. Y. Harry.	5,000	15,000	( <sup>2</sup> )
Controversy, Southern Pacific R. R. Co. and railroad shopmen, Oakland, Cal.	W. T. Boyce, E. White.	6,000	.....	( <sup>3</sup> )
Controversy, flour mills, St. Paul and Minneapolis, Minn. <sup>4</sup>	O. F. Nelson.....	7	.....	( <sup>5</sup> )
Controversy, Chicago, Burlington & Quincy R. R. Co. and carmen, Aurora, Ill.	M. L. Crawford.....	350	.....	( <sup>6</sup> )
Controversy, metalliferous miners, Bingham, Utah.	W. H. Rodgers.....	300	125	Adjusted.
Controversy, Pacific Steamship Co. and International Longshoremen's Union, San Diego, Cal.	C. T. Connell.....	90	60	Do.
Threatened strike, blacksmiths, Texas Shipbuilding Co., Bath, Me.	J. Purcell.....	24	1,400	Do.
Threatened strike, blacksmiths, Hyde-Windless Co., Bath, Me.	do.....	22	600	Do.
Threatened strike, blacksmiths, Bath Iron Works, Bath, Me.	do.....	15	1,500	Do.
Controversy at plant being erected for the Submarine Boat Co. by the Lackawanna Bridge Co., Port Newark, N. J.	E. E. Greenawalt, J. L. Hughes.	9,000	.....	Do.
Strike, Watertown Arsenal, Boston, Mass....	J. J. Casey.....	400	1,000	Do.
Controversy, longshoremen and employing stevedores, San Pedro, Cal.	C. T. Connell.....	240	250	Do.

<sup>1</sup> Firms operating in Texas and Louisiana fields: Standard Oil Co., Atlas Oil Co., Caddo Oil Co., Gulf Refining & Production Co., Texas Oil Co., Producers Oil Co., Sims-Sinclair Corporation, Sun Oil Co., Humble Oil Co., Republic Production Co., Magnolia Petroleum Co., Arkansas Natural Gas Co., Reserve Gas Co., and Southwestern Gas Co.

<sup>2</sup> Adjusted by President's Mediation Commission.

<sup>3</sup> Referred to Director General of Railroads.

<sup>4</sup> At plants of Pillsbury Flour Mills Co., Washburn-Crosby Co., and Northwestern Consolidated Milling Co.

<sup>5</sup> Commissioner withdrew from case as company refused to reinstate discharged employees.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
OCTOBER—continued.				
Controversy, Willys-Morrow Co., Elmira, N. Y.	C. Bendheim.....	25	.....	Adjusted.
Controversy, Spreckels Bros. Commercial Co., San Diego, Cal.	C. T. Connell.....	110	40	Do.
Strike, painters, Wm. Cramp & Sons Ship & Engine Co., Philadelphia.	E. E. Greenawalt, J. L. Hughes.	116	.....	Do.
Strike, machinists, Fore River Shipbuilding Co., Quincy, Mass.	D. W. Benjamin, J. J. Casey.	3,500	1,000	Do.
Controversy, Kerr Turbine Co. and Moore Turbine Co., Wellsville, N. Y.	W. R. Fairley, J. A. Smyth.	350	.....	Unable to adjust.
Controversy, oil and gas well workers and oil operators, California.	C. T. Connell, V. Z. Reed.	6,594	15,000	Adjusted.
NOVEMBER.				
Lockout, Seaton Garment Co., Princeton, Ind.	F. L. Feick.....	55	85	(1)
Walkout, Southern California Iron & Steel Co., Los Angeles, Cal.	C. T. Connell.....	100	.....	(2)
Strike, St. Louis Smelting & Refining Co., Collinsville, Ill.	O. F. Nelson.....	420	.....	Unable to adjust.
Strike, Thew Automatic Shovel Co., Lorain, Ohio.	F. L. Feick.....	100	430	Adjusted.
Controversy, Hammond Packing Co. and casing workers, St. Joseph, Mo.	P. F. Gill.....	200	.....	Do.
Controversy, Morris Packing Co. and casing workers, St. Joseph, Mo.	.....do.....			
Strike, S. Slater & Sons Woolen Mills, Webster, Mass.	D. W. Benjamin...	98	1,375	Do.
Controversy, mechanical crafts, Toledo and Cincinnati division, Baltimore & Ohio R. R. Co.	A. L. Faulkner....	637	1,500	Do.
Strike, carmen, Gulf & Ship Island R. R. Co., Gulfport, Miss.	R. B. Keating, H. Davies.	131	.....	Unable to adjust.
Strike, Dixon Crucible Co., Jersey City, N. J.	C. Reeves.....	15	1,000	Adjusted.
Controversy, Seaboard Air Line R. R. Co. and laborers and helpers, Southeastern States.	J. W. Bridwell.....	800	.....	Do.
Strike, freight handlers, Boston & Maine R. R. Co. and Boston & Albany R. R. Co., Boston, Mass.	D. W. Benjamin...	400	.....	Do.
Strike, shop employees, Morgantown & Kingwood R. R. Co., Morgantown to Kingwood Junction, W. Va.	W. R. Fairley.....	67	.....	Do.
Controversy, Kelly-Springfield Tire Co., Akron, Ohio.	M. L. Crawford....	30	1,000	Do.
Strike, ship carpenters, calkers, and laborers, shipyards, Beaumont, Tex.	W. H. Rodgers, J. J. Barrett.	500	1,000	Do.
Strike, carpenters, Chester Shipbuilding Co., Chester, Pa.	F. E. Greenawalt...	156	.....	(3)
Controversy, Kling Bros. Engineering Co. and iron molders, Chicago, Ill.	M. L. Crawford....	35	190	(4)
Strike, plumbers, New Jersey Shipbuilding Co., Gloucester, N. J.	E. F. Greenawalt, J. L. Hughes.	55	500	Adjusted.
Strike, ship carpenters, calkers, and shipyard laborers, shipyards, Orange, Tex.	W. H. Rodgers, J. J. Barrett, G. W. Musser.	2,100	.....	Do.
Strike, firemen, Great Lakes Towing Co., Buffalo, N. Y.	W. R. Fairley.....	24	.....	(5)
Strike, Crown Willamette Pulp & Paper Co., Oregon City and Lebanon, Oreg., and Camas, Wash.; Hawley Pulp & Paper Co., Oregon City, Oreg.	G. Y. Harry, E. C. Snyder.	2,000	4,000	(6)
Strike, machinists, Burns Bros. garage, New York.	C. Bendheim.....	7	.....	(7)
Strike, Glen White Mine, E. E. White Coal Co., Glen White, W. Va.	F. G. Davis.....	200	.....	Unable to adjust.

<sup>1</sup> Plant removed to Olney, Ill., prior to commissioner's arrival.

<sup>2</sup> Referred to National War Labor Board.

<sup>3</sup> Settled by United States Shipping Board.

<sup>4</sup> Company informed commissioner that conciliation was not desired. Commissioner withdrew from case.

<sup>5</sup> Adjusted before arrival of commissioners.

<sup>6</sup> Tentative agreement reached at San Francisco conference. Complete ratification expected.

<sup>7</sup> Company has closed repair shop, and are now having repair work done by the manufacturer from whom they buy.



Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
NOVEMBER—continued.				
Strike, Nestor Manufacturing Co., New York City.	C. Bendhelm.....	63	6	Unable to adjust.
Strike, pipe fitters, American Shipbuilding Co., Cleveland, Ohio.	A. L. Faulkner.....	156	.....	( <sup>1</sup> )
Strike, Atlas Foundry, Detroit, Mich.....	F. L. Feick, C. W. Ellis.....	86	.....	Unable to adjust.
Strike, The Wm. F. Taubel Hosiery Works (Inc.), Riverside, N. J.	C. Bendhelm.....	381	619	( <sup>2</sup> )
Controversy, Consolidated Coal Co., Frostburg, Md.	J. Purcell.....	90	275	Adjusted.
Controversy, Pond Machine Tool Co. and International Motor Co., and machinists, Plainfield, N. J.	C. Bendhelm.....	2,000	.....	( <sup>3</sup> )
Strike, stizers and formers, John B. Stetson Co., Philadelphia, Pa.	J. B. Colpoys.....	1,235	.....	Unable to adjust.
Strike, Morse Twist Drill Co., New Bedford, Mass.	D. W. Benjamin....	920	1,360	Adjusted.
Strike, Bear Creek Lumber Co., Leakesville, La.	R. B. Keating.....	250	.....	Do.
Lockout, carpenters, Naul Construction Co., Wilmington, N. C.	R. M. McWade.....	49	250	Do.
Controversy, Chas. A. Schleren Co. and machinery belt workers, New York.	C. Reeves.....	273	50	Do.
Threatened strike, Eckard Mine, Sullivan Coal Co., Frostburg, Md.	J. Purcell.....	2	90	Do.
Strike, railway clerks, Denver & Fort Worth R. R. Co., Fort Worth, Tex.	J. J. Barrett.....	73	178	Do.
Strike, machinists, American Woodworking Machinery Co., Aurora, Ill.	O. F. Nelson.....	135	160	Do.
Threatened strike, Emmonds Coal Co., Bayard, W. Va.	J. Purcell.....	175	.....	Do.
Strike, firemen (50 mills), Passaic and Garfield, N. J.	E. E. Greenawalt...	400	13,000	Do.
Strike, clerks and freight handlers, 9 railroads and 5 steamship lines entering Norfolk, Va.	J. L. Hughes, R. M. McWade.	2,790	3,500	Do.
Controversy, blacksmiths, etc., Rock Island Arsenal, Chicago, Ill.	R. B. Mahany.....	300	.....	Do.
Controversy, Cincinnati, Indianapolis & Western R. R. Co. and carmen, Indianapolis, Ind.	F. L. Feick.....	150	200	Do.
Strike, Lawrence Silk Mills, Paterson, N. J.	J. A. Moffitt.....	50	34	Do.
Strike, bayonet straighteners, Remington Arms Co., Bridgeport, Conn.	J. J. Casey.....	52	.....	Do.
Threatened strike, Lake Torpedo Boat Co., Bridgeport, Conn.	.....do.....	400	1,100	Do.
Threatened strike, Locomobile Auto Co., Bridgeport, Conn.	.....do.....	1,500	500	Do.
Strike, boiler makers, William Graver Tank Works, East Chicago, Ind.	O. F. Nelson.....	65	.....	( <sup>4</sup> )
Strike, piano and organ makers, Lyon & Healy Co., Chicago, Ill.	A. L. Faulkner.....	370	50	Unable to adjust.
Controversy, The Heinn Co. and bookbinders, Milwaukee, Wis.	J. V. Cunningham..	73	100	Adjusted.
Controversy, Missouri Zinc Co. and smelters, Beckmeyer, Ill.	M. L. Crawford.....	55	100	Do.
Strike, street car employees, St. Paul and Minneapolis, Minn.	R. S. Coleman, President's mediation commission.	695	10,000	Do.
Strike, jewelry workers, Chicago, Ill.....	M. L. Crawford, O. F. Nelson.	644	1,000	( <sup>5</sup> )

<sup>1</sup> Company did not desire mediation, but desired protection of workmen from strikers. Strikers now employed elsewhere. Commissioner advised that matter be handled by Department of Justice.

<sup>2</sup> Company had adopted policy of hiring women for work formerly done by men. Has secured 230 women to take places of strikers. Most of strikers have obtained work elsewhere.

<sup>3</sup> Companies claim there are no differences and that business agents attempted to create trouble without having support of many employees.

<sup>4</sup> Company secured other help to complete work. Strike declared off, men now receiving scale of wages demanded, but without agreement.

<sup>5</sup> Union called strike off and urged men to report for work; therefore, no further need of services of conciliator.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
NOVEMBER—continued.				
Controversy, Curtiss Aeroplanes Co. and plumbers and steam fitters, Buffalo, N. Y.	J. Purcell.....	1		Adjusted.
Controversy, Todd Protograph Co., Rochester, N. Y.	.....do.....	4		(1)
Controversy, Utah Light & Power Co., Salt Lake, Utah.	W. H. Rodgers.....	209	590	Adjusted.
Strike, Salt Lake & Utah Electric Ry. (Interurban Line), Salt Lake, Utah.	.....do.....	72	95	Do.
Strike, St. Joe Lead Co. and mine, mill and smelter workers, Herculesum, Mo.	P. F. Gill, R. B. Mahany, J. J. Barrett, R. M. McWade.....	900		(2)
Strike, operators and cementers, Newark Rubber Co., Newark, N. J.	C. Bendheim.....	100	40	Adjusted.
Controversy, Swift Packing Co. and machinists, East St. Louis, Ill.	O. F. Nelson.....	6	30	(3)
Strike, Sinclair Oil Refining Co., Coffeyville, Kans.	M. L. Crawford.....	206	500	Adjusted.
Threatened strike, packing industries, Chicago and entire West.	President's mediation commission, F. L. Faick.....	30,000	100,000	Do.
Strike, shell-shop employees, Pollak Steel Co., Cincinnati, Ohio.	F. G. Davis.....	75		Do.
DECEMBER.				
Controversy, Sunnyside Electric Co. and electrical workers, near Wheeling, W. Va.	C. W. Ellis.....	25	200	Do.
Threatened strike, machinists, boiler makers, and blacksmiths, locomotive department, Michigan Central R. R. system.	A. L. Faulkner.....	1,000	1,750	(4)
Strike, street railway employees, Charleston, W. Va.	C. Reeves, F. G. Davis.....	57	17	Adjusted.
Controversy, Baltimore & Ohio R. R. Co. and clerks, Akron, Ohio.	J. Purcell.....	34		Do.
Controversy, United Press and telegraphers, New York.	R. B. Mahany.....	150		Do.
Strike, A. G. Cuthbert, Co. Chicago, Ill.	O. F. Nelson.....	70	105	Do.
Threatened strike, electrotypers, Boston and vicinity.	J. J. Casey.....	200	300	Do.
Strike, Coal & Coke R. R. Co., Cassaway, W. Va.	C. Reeves.....	185	50	Do.
Controversy, Chicago, Rock Island & Pacific R. R. Co. and United Brotherhood of Carpenters and Joiners, Rock Island, Ill.	J. V. Cunningham.....	87		Do.
Strike, shirt makers, Mahanoy City, Pa., at factories of Isador Janov and Morris Janowitch.	C. Bendheim.....	450	50	Do.
Controversy, Southern Pacific R. R. Co. and carmen, Los Angeles, Cal.	C. T. Connell.....	90	500	(4)
Controversy, Tintic mine owners and employees, Eureka, Utah.	W. H. Rodgers.....	1,500		Adjusted.
Controversy, Chicago & Great Western R. R. Co. and shop crafts, Oselwein, Iowa.	J. J. Barrett.....	1,500	2,100	Do.
Controversy, electrical workers, St. Louis, Mo.	P. F. Gill.....	5		Do.
Controversy, Crucible Steel Co., Sanderson Bros. Works, Syracuse, N. Y.	C. W. Ellis.....			Investigation of labor conditions.
Strike, repair men, International Arms & Fuse Co., Bloomfield, N. J.	C. Reeves.....	30	125	Adjusted.
Controversy, Hercules Powder Co. and Metal Trades Union, Chula Vista, Cal.	W. T. Boyce.....	99	1,500	(5)
Strike, J. Ring & Sons, Philadelphia.	E. F. Greenawalt.....	100		Adjusted.
Controversy, meat cutters, Kansas City, Mo.	P. F. Gill.....	200		Do.

<sup>1</sup> When commissioner arrived company had places of men filled and refused to give them work until there was a vacancy.

<sup>2</sup> Referred to National War Labor Board.

<sup>3</sup> Men had secured work elsewhere.

<sup>4</sup> Referred to Director General of Railroads.

<sup>5</sup> Increase of 10 per cent in compensation granted. Agreement entered into to pay time and half for overtime over and above 8 hours. In case of accident to employees, bonus to be considered as wage in fixing compensation. Company agreed to endeavor to employ a seventh shift for purpose of granting 1 day off in 7. Strike, therefore, prevented. Commissioner to endeavor to establish a 6-day week or if employees are required to work 7 days they be compensated at rate of time and half for extra day; also for holidays.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
DECEMBER—continued.				
Strike, Fort Smith Electric Power Co., Fort Smith, Ark.	M. L. Crawford, R. B. Keating.	1,200	7,000	Adjusted.
Controversy, Davis Coal Co., Thomas, W. Va.	J. Purcell.....	1	.....	Do.
Controversy, Dixie Tannery Co., Bristol, Tenn.	C. Reeves.....	180	25	Do.
Strike, electricians, Helena Light & Ry. Co., Co., Helena, Mont.	G. Y. Harry.....	10	90	Do.
Threatened strike, Chesapeake & Ohio R. R. Co. (entire system).	R. M. McWade.....	1,900	30,000	Do.
Strike, Porto Rican-American Tobacco Co., San Juan, P. R.	F. C. Roberts.....	15,000	5,000	Do.
Controversy, Tampa Dock Co., Tampa, Fla..	J. W. Bridwell.....	400	.....	Adjusted, pending action United States Wage Adjustment Board.
Strike, Bell Telephone Co., Jacksonville, Fla..	do.....	126	40	Adjusted.
Sympathetic strike, Bell Telephone Co., Waycross, Ga.	do.....	12	.....	Do.
Controversy, Garfield Smelting Co. and boiler makers, Garfield, Utah.	W. H. Rodgers.....	80	1,800	Do.
Strike, Terry Shipbuilding Corporation, Savannah, Ga.	J. W. Bridwell.....	620	.....	Do.
Controversy, sheet metal workers, Chicago, Ill.	O. F. Nelson.....	250	.....	Do.
Controversy, Colorado-Midland R. R. Co. and shopmen.	G. W. Musser.....	100	.....	Do.
Threatened strike, packing houses and retail provision meat markets, Pittsburgh, Pa.	D. W. Benjamin.....	850	2,200	Do.
Threatened strike, packing industry, New York.	R. B. Mahany.....	400	.....	( <sup>1</sup> )
Threatened strike, Big Four R. R. Co., Indianapolis, Ind.:				
Blacksmiths.....	F. G. Davis.....	283	} 4,900	{ Adjusted. Do. Do.
Boiler makers.....	do.....	425		
Sheet-metal workers.....	do.....	120		
do.....	do.....	119		
Threatened strike, machinists, boiler makers, and blacksmiths, Cincinnati, Indianapolis & Western R. R., Indianapolis, Ind.				
Threatened strike, Cincinnati & Northern R. R. Co., Van Wert, Ohio:				
Blacksmiths.....	do.....	14	.....	Adjusted.
Boiler makers and helpers.....	do.....	53	.....	Do.
Controversy, Northern Iron Co., Port Henry and Standish, N. Y.	C. W. Ellis.....	.....	.....	( <sup>3</sup> )
Strike, Gun Metal Products Corporation, Brooklyn, N. Y.	do.....	30	.....	( <sup>1</sup> )
Strike, telephone operators, Southwestern Bell Telephone Co., Henryetta, Okla.	R. B. Keating.....	39	3,500	Unable to adjust.
Strike, Great Western Sugar Co., Billings, Mont.	G. Y. Harry.....	500	.....	( <sup>4</sup> )
Controversy, shell shop employees, Pollak Steel Co., Cincinnati, Ohio.	F. G. Davis.....	75	.....	Adjusted.
Threatened strike, machinists, Oakshosh, Wis.:				
Universal Motor Co.....	J. Purcell.....	24	50	Do.
Pine Erring Co.....	do.....	33	.....	Do.
Dauber-Kratch Co.....	do.....	14	.....	Do.
Threatened strike, street railway men and electricians, Toledo Railways & Light Co., Toledo, Ohio.	A. L. Faulkner.....	2,000	35,000	Do.
Strike, Connecticut Electric Steel Co. and Philbrick & Booth Co., Hartford, Conn.	C. W. Ellis, Chas. Bendheim.	60	70	Unable to adjust.
Strike, box makers and sawyers, Chicago, Ill.	O. F. Nelson.....	500	1,500	Adjusted.
Threatened strike, boiler makers, Southern Pacific Railroad shop, Ogden, Utah.	W. H. Rodgers.....	114	700	Do.
Strike, Metropolis Bending Works, Metropolis, Ill.	M. L. Crawford.....	190	300	Unable to adjust.
Threatened strike, meat cutters and packing house employees, Los Angeles, Cal.	C. T. Connell, Dr. John R. Haynes, member State Council of Defense, J. Conaty.	600	200	Adjusted.

<sup>1</sup> Adjusted before arrival of commissioner.

<sup>2</sup> Employees agree to await decision of United States Wage Commission.

<sup>3</sup> Investigation of labor conditions.

<sup>4</sup> Factory closed for season, which automatically disposed of controversy.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
<b>DECEMBER—continued.</b>				
Strike, common laborers employed by contractors engaged in construction of buildings for Holt Manufacturing Co., Peoria, Ill.	C. Bendheim.....	50	.....	Adjusted.
Controversy, New England Telephone & Telegraph Co. and operators, Boston, Mass.	D. W. Benjamin....	3,400	8,000	Do.
Controversy, Wyoming Valley Metal Trades Federation and employees, Wilkes-Barro, Pa.	J. J. Casey.....	7,000	5,000	Do.
Controversy, Aluminum Casting Co., Detroit, Mich.	C. W. Ellis.....	22	.....	Unable to adjust.
Strike, Curtiss Aeroplane Co. and plumbers, steam fitters, and electrical workers, Buffalo, N. Y.	C. Bendheim, R. B. Mahany.....	500	.....	Adjusted.
Threatened strike, railway clerks, Wabash R. R. Co., Decatur, Ill.	P. F. Gill.....	1,170	.....	Do.
Controversy, Kelly Cloak Co., Cleveland, Ohio	A. L. Faulkner.....	50	60	Do.
Strike, electrical workers, Casper, Wyo.....	G. W. Musser.....	40	1,000	(1)
Controversy, Chicago, Terre Haute & South-eastern R. R. Co. and carmen and round-house men, Terre Haute, Ind.	M. L. Crawford.....	450	1,000	Adjusted.
Controversy, Associated Weighmasters and Sealesmen Union and United Weighers Association, New York.	C. Reeves.....	1,350	75	Do.
Controversy, stationary firemen, Lowell, Mass	D. W. Benjamin....	75	200	Do.
Controversy, Lincoln Motor Co. and electricians, Detroit, Mich.	C. W. Ellis.....	100	500	Unable to adjust.
Controversy, Fairbanks, Morse Co. and pattern makers, Beloit, Wis.	J. Purcell.....	10	.....	Adjusted.
Strike, Southern Bell Telephone Co., Princeton, Ind.	O. F. Nelson.....	15	.....	Unable to adjust.
Controversy, American Steel Foundry Co. and iron molders, Granite City, Ill.	J. J. Barrett.....	86	.....	Adjusted.
<b>JANUARY.</b>				
Controversy, Florida East Coast R. R. Co. and shop employees, St. Augustine, Fla.	J. W. Bridwell.....	266	.....	(2)
Controversy, electrical workers, General Electric Co., Pittsfield, Mass.	J. A. Smyth, D. W. Benjamin.....	6,000	1,000	Adjusted.
Strike, telephone operators, Southwestern Bell Telephone Co., Little Rock, Ark.	R. B. Keating.....	159	1,400	Unable to adjust.
Controversy, Manitowoc Shipbuilding Co., Manitowoc, Wis.	F. L. Felck.....	600	1,100	Adjusted.
Controversy, Chicago, Peoria & St. Louis R. R. Co. and mechanical force, Springfield, Ill.	J. J. Barrett.....	600	1,600	Do.
Controversy, Maney Milling Co. and stationary engineers, Omaha, Nebr.	M. A. Coykendall...	2	55	Do.
Controversy, Stewart-Warner Speedometer Co., Chicago, Ill.	O. F. Nelson.....	1,400	1,800	Do.
Strikes, dyers, Philadelphia, Pa.....	R. M. McWade.....	3,000	.....	Do.
Controversy, Chicago, Burlington & Quincy R. R. Co. and car-service men, Beardstown, Ill.	M. L. Crawford.....	175	400	Do.
Controversy, Scholl Manufacturing Co. and metal polishers, Chicago, Ill.	O. F. Nelson.....	18	200	Do.
Strike, molders and core makers, Dayton Steel Foundry Co., Siebold Machine Co., and Dayton Brass Castings Co., Dayton, Ohio.	J. V. Cunningham, A. L. Faulkner.....	100	350	Unable to adjust.
Controversy, Pennsylvania R. R. Co. and carmen, Columbus, Ohio.	J. V. Cunningham..	2	3,000	Do.
Controversy, Toledo Shipbuilding Co., Toledo Ohio.	A. L. Faulkner.....	500	1,350	Adjusted.
Controversy, Oregon-Washington Railroad & Navigation Co. and clerks, Portland, Oreg.	G. Y. Harry.....	393	.....	(2)
Strike, G. W. Alexander Hat Co., Reading, Pa.	E. E. Greenawalt....	40	.....	Adjusted.
Controversy, General Electric Co., Schenectady, N. Y.	C. Bendheim.....	1,000	20,000	(2)

<sup>1</sup> It developed that power companies claimed they could not afford to pay increase demanded and discontinued wiring business and would not require services of men any longer.

<sup>2</sup> Matter referred to Director General of Railroads.

<sup>3</sup> Employees of company resumed work on advice of International President of Molders' Union.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
JANUARY—continued.				
Controversy, Allyn-Ryan Foundry Co. and pattern makers, Cleveland, Ohio.	A. L. Faulkner.....	18	200	Adjusted.
Strike, metal polishers, Delta Electric Co., Marion, Ind.	F. G. Davis.....	16	30	Do.
Controversy, Local Union No. 11, Heat and Frost Insulator Workers and employers, Baltimore, Md.	J. B. Colpoys.....	26	.....	Do.
Lockout, Dowman-Dozier Co., Atlanta, Ga.	J. W. Bridwell.....	17	75	Do.
Controversy, Busch, Diesel, Sulzer Manufacturing Co. and pattern makers, St. Louis, Mo.	P. F. Gill.....	5	.....	Do.
Controversy, Clark Bros. and molders, Okan, N. Y.	C. Bendheim.....	.....	.....	( <sup>1</sup> )
Controversy, Nash Motors Co. and pattern makers, Kenosha, Wis.	J. Purcell.....	7	.....	Adjusted.
Controversy, Miller Rubber Co. and machinists, Akron, Ohio.	M. L. Crawford, J. Purcell.	25	2,000	Do.
Strike, Washington Tin Plate Co., Washington, Pa.	C. Reeves.....	180	.....	Do.
Controversy, plumbers and steam fitters, Camp Pike and Eberts Field, Ark.	R. B. Keating.....	70	1,800	Do.
Controversy, Charles Kronauer & Co., Harness & Saddlery Works, Chicago, Ill.	O. F. Nelson.....	80	.....	Do.
Controversy, Durham Coal Co. and miners, Durham, Ga.	F. G. Davis.....	300	.....	( <sup>2</sup> )
Strike, Bartle Tent Co., Troy, N. Y.	J. A. Smyth.....	800	.....	( <sup>3</sup> )
Controversy, Kansas City Railways Co., Kansas City, Mo.	F. L. Feick.....	1,800	.....	Adjusted.
Lockout, Schluter Manufacturing Co. and sheet metal workers, St. Louis, Mo.	P. F. Gill.....	75	125	Do.
Threatened strike, boiler makers and helpers, shipyards and contract shops, Cleveland, Ohio.	A. L. Faulkner.....	245	2,730	Do.
Controversy, agricultural workers and employers, Porto Rico.	F. C. Roberts.....	50,000	30,000	Pending.
Controversy, Pacific Construction & Engineering Co., Seattle, Wash.	E. C. Snyder.....	69	175	Adjusted.
Threatened strike, packing house employees, Spokane, Wash. <sup>4</sup>	E. C. Snyder, P. F. Gill.	350	500	Do.
Strike, Pensacola Shipbuilding Co., Bay Point, Pensacola, Fla.	J. W. Bridwell.....	100	.....	Do.
Strike, Southern California Edison Co. (embracing 8 cities in southern California).	C. T. Connell.....	500	.....	Unable to adjust.
Controversy, Wilkes-Barre Street Ry. Co., Wilkes-Barre, Pa.	J. A. Smyth.....	130	240	Adjusted.
Strike, pattern makers, Cleveland, Ohio <sup>5</sup> .....	A. L. Faulkner.....	125	25	Do.
Strike, metal workers, iron mills, New Orleans, La.	Col. John P. Mayo, W. H. Rodgers.	3,000	10,000	Do.
Controversy, Southern Railway Co. and clerks (entire system).	R. M. McWade.....	.....	.....	( <sup>6</sup> )
Controversy, Atlantic Works and Boston Engineering Co. and plumbers, East Boston, Mass.	D. W. Benjamin, J. B. Colpoys.	200	2,500	( <sup>7</sup> )
Controversy, Remington Arms Co. and metal polishers, Eddystone, Pa.	R. M. McWade, E. E. Greenawalt.	200	12,000	Adjusted.
Strike, telephone operators, Southwestern Bell Telephone Co., Pine Bluff, Ark.	R. B. Keating.....	34	2,000	Unable to adjust.
Strike, foundry employees, Crown Pipe & Foundry Co., Jackson, Ohio.	J. Purcell.....	60	.....	Adjusted.
Controversy, textile workers, Fall River, Mass.	C. W. Ellis.....	30,000	.....	Do.

Commissioner reported no trouble prevalent at plant of Clark Bros. Co.; operating harmoniously; manager claims company has all help desired.

<sup>2</sup> Adjusted before arrival of commissioner.

<sup>3</sup> Commissioner learned plants were closed permanently and contracts canceled.

<sup>4</sup> At plants of Carstens Packing Co., Armour & Co., and 2 smaller concerns.

<sup>5</sup> Embracing plants of the Durant Pattern Co.; the Standard Pattern Works Co.; Ideal Pattern Co.; Great Lakes Pattern Co.; Brost Pattern Co.; Superior Pattern Works; General Model Pattern Works; Wellman Pattern Supply Co.; Whaling & Son Co.; Edam Pattern Works, and the J. Remesch Pattern Works.

<sup>6</sup> Referred to Director General of Railroads.

<sup>7</sup> Referred to Wage Adjustment Board, United States Shipping Board.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
<b>JANUARY—continued.</b>				
Controversy, B. F. Sturtevant Blower Co., and pattern makers, Reasville, Mass.	D. W. Benjamin, H. J. Skeffington.	16	250	(1)
Strike, electrical workers, Detroit, Mich.....	O. F. Nelson	400	1,100	Unable to adjust.
Threatened strike, blacksmiths, machinists, electricians and other employees (repair department) Columbia Ry., Gas & Electric Co., Columbia, S. C.	C. W. Ellis.....	25	200	Adjusted.
Controversy, American Locomotive Co. and machinists sheet metal workers, steam fitters, etc., Schenectady, N. Y.	C. Bendheim.....	2,500	2,000	Do.
Strike, metal trades, Alabama <sup>2</sup> .....	W. R. Fairley.....	16,000	.....	(2)
Controversy, stove manufacturers and metal polishers, Detroit, Mich.	F. L. Feick.....	100	200	Adjusted.
Lockout, Penn Garment Co., Williamsport, Pa.	J. A. Smyth.....	38	.....	Do.
Controversy, Chicago & Eastern Illinois R. R. Co. and maintenance of way employees.	J. J. Barrett.....	250	.....	(4)
Strike, Canton Stamping & Enameling Co., Canton, Ohio.	J. Purcell.....	400	40	Unable to adjust.
Controversy, Jacksonville Terminal Co., Jacksonville, Fla.	J. W. Bridwell.....	70	.....	(4)
Walkout, Woodward & Tiernan Printing Co., and bookbinders, St. Louis, Mo.	P. F. Gill.....	60	100	Adjusted.
Strike, United Railways Co., St. Louis, Mo....	.....do.....	3,500	2,000	Do.
Strike, electrical workers, Continental Can Co., Chicago, Ill.	M. L. Crawford, J. B. Lennon.	8	800	Do.
Controversy, Nickel Plate R. R. Co. and freight handlers and transfer men, Cleveland, Ohio.	J. Purcell.....	110	.....	(4)
<b>FEBRUARY.</b>				
Strike, meat packers, Seattle, Wash.....	H. M. White, E. C. Snyder, P. F. Gill.	500	800	Adjusted.
Controversy, Bartlett & Haywood, Baltimore, Md.	J. B. Colpoys.....	14	2,000	Do.
Threatened strike, Joplin & Pittsburg Ry. Co., Pittsburg, Kans.	J. J. Barrett.....	250	1,000	Do.
Strike, longshoremen, Southern Pacific R. R. Co. (Atlantic Steamship Lines), port of New York.	J. L. Hughes.....	950	2,500	Do.
Controversy, pattern makers employed in jobbing and contract shops, Cincinnati, Hamilton, and Middletown, Ohio.	A. L. Faulkner, R. B. Mahany.	225	.....	(2)
Controversy, Savage Arms Co., Utica, N. Y....	C. Bendheim.....	3,500	.....	Adjusted.
Controversy, Atchison, Topeka & Santa Fe, R. R. Co. and clerks, Chicago, Ill.	M. L. Crawford.....	2	.....	(4)
Strike, molders, Western Gas Co., Fort Wayne, Ind.	J. V. Cunningham..	35	300	Adjusted.
Controversy, boiler makers, Western Gas Co., Fort Wayne, Ind.	.....do.....	4	.....	(2)
Controversy, McDougal-Duluth Shipbuilding Co., Superior, Wis.	F. L. Feick.....	118	850	Adjusted.
Controversy, Herf & Frerich Chemical Co., St. Louis, Mo.	P. F. Gill.....	50	.....	Do.
Controversy, National Ammonia Co., St. Louis, Mo.	.....do.....	24	.....	Do.
Controversy, Missouri, Kansas & Texas R. R. Co. and clerks, Fort Worth, Tex.	W. H. Rodgers.....	60	310	Do.
Controversy, Pittsburg, Shawmut & Northern R. R. Co. and boiler makers and shopmen, St. Marys, Pa.	J. A. Smyth.....	10	300	(4)

<sup>1</sup> Because of high cost of operating pattern shop, company advised men to seek employment elsewhere with hope of company that within a year business would be such they will be called upon to return.

<sup>2</sup> Embracing plants of Tennessee Coal, Iron & R. R. Co., Ensley; United States Cast Iron & Pipe Co., Bessemer; Bessemer Machine Co., Bessemer; Hardie-Tynes Co., Birmingham; Kehm Foundry Co., Birmingham; Montgomery Coal Washer Co., Birmingham; American Casting Co., Birmingham; Sloss-Sheffield Steel & Iron Co., Birmingham; Central Foundry Co., Birmingham; Southern Wheel Works, Birmingham; Stockham Pipe & Fittings Works, Birmingham; Demmick Foundry & Pipe Works, Birmingham; Ajax Metal Co., Birmingham; North Birmingham Furnace Co., North Birmingham.

<sup>3</sup> Referred to National War Labor Board.

<sup>4</sup> Referred to Director General of Railroads.

<sup>5</sup> Company refused to reinstate boiler makers.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
<b>FEBRUARY—continued.</b>				
Controversy, butchers, Denver, Colo.....	G. W. Musser.....	85	.....	Adjusted.
Strike, Grant Smith Shipyards, Portland, Oreg.	G. Y. Harry.....	36	.....	(1)
Threatened strike, asbestos workers in entire local asbestos working and insulating industries, Seattle, Wash.	E. C. Snyder.....	25	50	Adjusted.
Strike, Carstens Packing Co., Seattle & Tacoma, Wash.	H. M. White, E. C. Snyder.	150	300	Do.
Controversy, Empire Steel & Iron Co., Mount Hope, N. J.	C. Reeves, H. L. Kerwin.	500	100	Do.
Strike, Graniteville Manufacturing Co., Graniteville, S. C.	C. W. Ellis.....	850	200	Do.
Controversy, Employers Association and pattern makers, Pittsburgh, Pa.	C. Reeves.....	450	12,000	Do.
Strike, coal miners, Pittsburgh district, Kans.	J. J. Barrett.....	800	.....	Do.
Threatened strike, machinists and helpers, Wellman, Seaver & Morgan Co., Akron, Ohio.	J. Purcell.....	450	150	Do.
Threatened strike, machinists, Stewart Manufacturing Co., Chicago, Ill.	M. L. Crawford.....	75	500	Do.
Strike, laundry workers, Kansas City, Mo....	P. F. Gill, L. C. Steward.	1,400	1,000	Do.
Lockout, machinists and tool makers, General Electric Co. (experimental department), Pittsfield, Mass.	D. W. Benjamin, H. J. Skeffington.	2,500	6,000	Do.
Controversy, Erie Boiler Works and boiler makers, Buffalo, N. Y.	J. Purcell.....	60	.....	Do.
Controversy, railway clerks and station employees, Oregon-Washington Railroad & Navigation Co. (entire system).	G. Y. Harry.....	750	15,000	(2)
General sympathetic strike, Kansas City, Mo..	P. F. Gill, L. C. Steward.	15,000	60,000	Adjusted.
Strike, molders, Boston, Mass.....	D. W. Benjamin	1,200	1,600	Do.
Controversy, Southwestern Broom & Warehouse Co., Wichita, Kans.	P. F. Gill.....	25	.....	(3)
Strike, Hayden Smelter, American Smelting & Refining Co., Hayden, Ariz.	J. S. Myers.....	200	350	Adjusted.
Strike, George Handell & Sons, Shillington, Pa.	E. E. Greenawalt.....	35	.....	Do.
Strike, Detroit Sulphite, Pulp & Paper Co., Detroit, Mich.	F. L. Feick, R. B. Mahany.	300	150	Pending.
Controversy, Tacoma Smelting Co., Tacoma, Wash.	H. M. White, E. C. Snyder.	1,200	.....	Adjusted.
Strike, Wright Shipyards, Tacoma, Wash....	do.....	225	.....	Do.
Threatened strike, longshoremen, dock of Northern Pacific R. R. Co., Tacoma, Wash.	do.....	100	.....	Do.
Lockout, Wireless Specialty Co., and metal polishers, Boston, Mass.	J. B. Colpoys, H. J. Skeffington.	7	400	(4)
Threatened strike, street railway employees, Boston Elevated R. R., Boston, Mass.	J. B. Colpoys.....	8,000	.....	Adjusted.
Controversy, Goodrich Rubber Co., Akron, Ohio.	J. Purcell.....	100	.....	Do.
Strike, National Zinc Co., Kansas City, Kans.	P. F. Gill.....	306	30	Do.
Controversy, machinists, Liberty Ordnance Co., Bridgeport, Conn.	C. Bendheim.....	350	.....	Do.
Controversy, Superior Shipbuilding Co., Superior, Wis.	F. L. Feick.....	800	.....	Do.
Strike, retail clerks, department stores, St. Louis, Mo.	O. F. Nelson, W. H. Rodgers.	5,000	9,000	Do.
Threatened strike, Fulton Machine Co., and machinists, Knoxville, Tenn.	J. W. Bridwell.....	9	425	Do.
Strike, carpenters, 49 shipyards and allied essential industries engaged in war shipbuilding program, New York.	J. L. Hughes.....	3,009	.....	Do.
Strike, stove mounters, Detroit, Mich. 5.....	F. L. Feick.....	120	1,900	Do.
Controversy, Kroeschell Bros. Ice Machine Co. and machinists, Chicago, Ill.	O. F. Nelson.....	23	65	Do.

<sup>1</sup>Referred to United States Shipping Board.

<sup>2</sup>Referred to Director General of Railroads.

<sup>3</sup>Company refuses to reinstate discharged men; if men go on strike company will close plant. Men remained at work.

<sup>4</sup>Referred to State board of arbitration or public safety committee of Massachusetts.

<sup>5</sup>Embracing plants of Michigan Stove Co., Art Stove Co., Peninsular Stove Co., and Detroit Stove Works.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
FEBRUARY—continued.				
Controversy, French Creek Foundry Co. and molders, Franklin, Pa.	F. G. Davis.....	20	60	Adjusted.
Controversy, Franklin Foundry Co. and molders, Franklin, Pa.	.....do.....	35	80	Do.
Strike, automobile mechanics, Packard Motor Car Co., Philadelphia, Pa.	E. E. Greenawalt...	75	.....	Do.
Strike, boiler makers, Birmingham-Southern R. R. Co.	W. R. Fairley.....	5,000	.....	Strike called off.
Lockout, flint glass workers, Empire Cut Glass Co., Flemington, N. J.	C. Reeves.....	40	5	Adjusted.
Controversy, Mississippi River & Bonne Terre R. R. and maintenance of way employees, Bonne Terre, Mo.	P. F. Gill.....	110	.....	Do.
Controversy, Southern Pacific R. R. Co. and machinists, Los Angeles, Cal.	C. T. Connell.....	8	175	( )
Controversy, John Bath & Son and machinists' union, Worcester, Mass.	H. J. Skeffington....	40	180	Adjusted.
Controversy, Willys-Overland Co. and machinists (in tool and production department), Elyria, Ohio.	A. L. Faulkner.....	500	600	Do.
Controversy, Wilmington Transportation Co. and longshoremen's union, San Pedro, Cal.	C. T. Connell.....	350	150	(*)
Controversy, Pacific Coast Steamship Co. and longshoremen's union, San Diego, Cal.	.....do.....	78	25	Adjusted.
Controversy, Vari Lace Manufacturing Co., New York.	J. A. Moffitt.....	200	.....	Do.
Strike, Thurlow Steel Co., Thurlow, Pa.	E. E. Greenawalt....	75	.....	Do.
Strike, freight handlers, piers of Central Vermont R. R. Co., New London, Conn.	C. W. Ellis.....	91	.....	Do.
Controversy, Lowell Cotton Mills and machinists, Lowell, Mass.	J. B. Colpoys.....	250	.....	(*)
Controversy, Saco-Lowell Co., Lowell, Mass.	.....do.....	1,300	1,900	Adjusted.
Threatened strike, carpenters employed by contractor in erection of hotel, Jerome, Ariz.	J. S. Myers.....	10	.....	Do.
MARCH.				
Strike, Mount Vernon-Woodberry Cotton Duck Mills (7 mills), Baltimore, Md.	R. M. McWade.....	1,800	2,000	Do.
Walkout, switchmen, Elgin, Joliet & Eastern R. R. Co., Gary, Ind.	O. F. Nelson.....	290	800	(†)
Threatened strike, packers, St. Louis, Mo., East St. Louis and Alton, Ill.	P. F. Gill, O. F. Nelson, D. W. Benjamin.	2,000	500	Adjusted.
Threatened strike, enamellers, H. P. Snyder Manufacturing Co., Little Falls, N. Y.	J. A. Smyth.....	40	400	Do.
Controversy, Imperial Electric Co. and machinists, Akron, Ohio.	J. Purcell.....	40	.....	Do.
Lockout, Denver Gas & Electric Co., Denver, Colo.	G. W. Musser.....	.....	.....	(*)
Controversy, Shoreham, Willard, Powhatan, Lafayette, Arlington, Raleigh, Continental, Occidental, and Bellevue Hotels; Losekam and Bartholdi Cafés, and Washington Waiters, Union No. 781, Washington, D. C.	R. B. Mahany, H. L. Kerwin, E. J. Cunningham.	350	.....	11 adjusted.
Threatened strike, railway clerks, Baltimore division, Pennsylvania R. R. Co., Baltimore, Md.	C. W. Ellis.....	2	200	Adjusted.
Walkout, machinists and pipe fitters, Hercules Powder Co., San Diego, Cal.	C. T. Connell.....	62	950	Do.
Controversy, telephone operators, Massachusetts.	J. B. Colpoys.....	.....	.....	(*)
Threatened strike, Imperial Electric Co., Akron, Ohio.	J. Purcell.....	35	115	Adjusted.
Controversy, Louisville & Nashville R. R. Co., Jackson, Ky.	C. W. Ellis.....	1	.....	(*)

<sup>1</sup> Referred to Director General of Railroads.

<sup>2</sup> Referred to wage adjustment board, Emergency Fleet Corporation.

<sup>3</sup> Company operating without assistance of machinists, most of whom are employed elsewhere.

<sup>4</sup> Adjusted by general organizer of International Brotherhood of Electrical Workers.

<sup>5</sup> Adjusted by State board of conciliation.

<sup>6</sup> Matter investigated at request of W. S. Carter, Division of Labor, United States Railroad Administration, and report submitted.



Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Di-rectly.	Indi-rectly.	
<b>MARCH—continued.</b>				
Strike, machinists and helpers, Hog Island..	E. E. Greenawalt....	50	.....	Adjusted.
Strike, Wagner Electric Co., St. Louis, Mo....	O. F. Nelson.....	3, 100	3, 450	Do.
Strike, metal trades, Great Falls, Mont.....	G. Y. Harry.....	297	2, 500	Do.
Lockout, Stone & Webster Co. and electrical workers, El Paso, Tex.	F. W. Berkshire....	15	.....	Do.
Strike, Madison Woolen Co., Madison, Me....	D. W. Benjamin....	225	246	Unable to adjust.
Strike, Bituminous coal miners, Sullivan Bros. Fuel Co., Eckhart, Md.	J. A. Smyth.....	25	300	(1)
Sympathetic strike, Carlos Mine, Sullivan Bros. Fuel Co., Eckhart, Md.	.....do.....	300	.....	(1)
Strike, Huntington Lumber & Supply Co., Huntington, W. Va.	F. L. Feick.....	165	535	Adjusted.
Controversy, American Graphophone Co. and machinists and tool workers, Bridgeport, Conn.	C. Bendheim.....	115	3, 900	Do.
Controversy, Los Angeles & Salt Lake R. R. Co., Las Vegas, N. Mex.	C. T. Connell.....	1	.....	(2)
Controversy, Lehigh Valley R. R. Co., Manchester, N. Y.	C. W. Ellis.....	6	40	Adjusted.
Walkout, Pullman Palace Car Co., Wilmington, Del.	J. L. Hughes.....	500	100	Do.
Controversy, Western Union and Postal Telegraph operators.	J. W. Bridwell, H. M. White, E. White.	.....	.....	(3)
Strike, silk mill workers, Klott Throwing Co., Cumberland and Lonaconing, Md.	J. A. Smyth.....	600	.....	Adjusted.
Controversy, Kinlock Telephone Co., St. Louis, Mo.	O. F. Nelson.....	125	600	Do.
Controversy, Utah Copper Co., Bingham and Garfield, Utah.	G. W. Musser.....	.....	.....	Do.
Controversy, American Smelting and Refining Co., Garfield, Utah.	.....do.....	400	3, 000	Do.
Strike, machinists, Keystone Steel & Wire Co., South Bartonville, Ill.	F. G. Favis.....	24	.....	(4)
Strike, sheet metal workers, The Clothel Co., Bayonne, N. J.	T. J. Burns.....	104	67	Adjusted.
Lockout, Kennecott Copper Co. and miners, Kennecott, Alaska.	W. H. Rodgers.....	75	500	(5)
Controversy, Copper River & Northwestern R. R. Co., Cordova, Alaska:				
Machinists and boiler makers.....	.....do.....	34	330	Adjusted.
Engineers, firemen, and trainmen.....	.....do.....	92	275	Do.
Controversy, machinists, Perth Amboy, N. J.	C. Reeves.....	125	10, 000	Do.
Lockout, street railway, Waco, Tex.....	J. S. Myers.....	123	.....	Do.
Strike, firemen, cotton mills, Fall River, Mass.	J. B. Colpeys.....	300	(6)	Do.
Controversy, Des Moines City Railway and millmen, carpenters, linemen, and machinists, Des Moines, Iowa.	J. J. Barrett.....	125	1, 100	Do.
Controversy, the Willys-Overland Co. and pattern makers and apprentices, Toledo, Ohio.	A. L. Faulkner.....	30	.....	Do.
Threatened strike, blacksmiths and helpers, American Car & Foundry Co., Wilmington, Del.	E. E. Greenawalt....	75	800	Do.
Lockout, Ross Gear & Tool Co., La Fayette, Ind.	C. W. Ellis, F. L. Feick.	400	.....	Do.
Controversy, Toledo Machine & Tool Co. and machinists, Toledo, Ohio.	A. L. Faulkner.....	450	200	Do.
Strike, tobacco workers, Liggett & Myers Tobacco Co., St. Louis, Mo.	O. F. Nelson, R. B. Mahany.	3, 100	3, 750	Do.
Strike, Bell Telephone Co., Coffeyville, Kans..	R. B. Keating.....	23	2, 000	Unable to adjust.
Strike, flour and grain handlers, Seattle, Wash.	E. C. Snyder.....	500	2, 000	Adjusted.
Controversy, Standard Gauge & Steel Co., Beaver Falls, Pa.	C. W. Ellis.....	.....	.....	(7)
Strike, drug clerks, Denver, Colo.....	G. W. Musser.....	50	100	Adjusted.
Strike, molders, Niles-Bement-Pond Co., Ridgway, Pa.	C. Bendheim.....	37	200	Do.

<sup>1</sup> Referred to United States Fuel Administration.

<sup>2</sup> Report submitted to Director General of Railroads.

<sup>3</sup> Referred to National War Labor Board.

<sup>4</sup> Company refused to restate men, all of whom are employed elsewhere.

<sup>5</sup> General manager informed commissioner there were plenty of men on job; therefore, no trouble.

<sup>6</sup> Several thousand.

<sup>7</sup> Commissioner learned no controversy in existence.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
MARCH—continued.				
Strike, machinists, American Engineering Co., Philadelphia, Pa.	E. E. Greenawalt.....	250	1,000	(1)
Controversy, Jeaneville Iron Works, Hazleton, Pa.	J. J. Casey.....	1,500		Adjusted.
Strike, asbestos pipe coverers, shipyards, Philadelphia, Pa.	J. B. Colpoys.....	350		Do.
Controversy, Public Service Corporation and electrical workers, Detroit, Mich.	A. L. Faulkner.....	120	400	(2)
Controversy, American Shipbuilding Co., Lorain, Ohio.	J. Purcell, A. L. Faulkner.....	2,200		Adjusted.
Strike, A. B. Clippingers' Sons, Kansas City Kans.	L. C. Steward.....	60		Do.
Controversy, Crown Cork & Seal Co., and unskilled laborers, Baltimore, Md.	R. M. McWade.....	700	2,500	Do.
Walkout, Crown Cork & Seal Co., and patternmakers, Baltimore, Md.	.....do.....	7		Do.
Threatened strike, miners, Lansford, Pa.	J. J. Casey.....	7,000		Do.
Strike, bituminous coal miners, United Big Vein Coal Co., Mount Savage, Md.	J. A. Smyth.....	30		Do.
Controversy, The Otis Steel Casting Co. and molders and core makers, Cleveland, Ohio.	A. L. Faulkner.....	90	710	(3)
Strike, Brooklyn Eastern District Terminal.	J. L. Hughes.....	80	500	Adjusted.
Controversy, machinists, contract shops, Des Moines, Iowa.	J. J. Barrett.....	400	1,200	Do.
Controversy, Rochester Bridge Co., Rochester, Ind.	C. W. Elms.....			(4)
Threatened strike, iron miners, Sloss-Sheffield Iron & Steel Co., Russellville, Ala.	J. S. Myers.....	1,000		(5)
Controversy, Metal Products Co. and machinists' tool and die makers, Cleveland, Ohio.	A. L. Faulkner.....	150	1,600	Adjusted.
Controversy, Wheeling Can Co. and machinists, Wheeling, W. Va.	J. Purcell.....	16		Do.
Controversy, Wheeling Mould & Foundry Co., and machinists, Wheeling, W. Va.	.....do.....			(6)
Strike, electrical workers, Mackie Construction Co., Atlanta and Fort McPherson, Ga.	J. W. Bridwell.....	7	1,000	Adjusted.
Strike, St. Louis Garment Workers, St. Louis, Mo.	O. F. Nelson.....	3,000	3,600	(7)
Controversy, machinists, Prest-O-Lite Co., Indianapolis, Ind.	F. L. Feick.....	6	200	Adjusted.
Threatened strike, longshoremen, New York	J. L. Hughes.....	250	(8)	Do.
Controversy, Gilson Consolidated Copper Co., near Miami, Ariz.	H. Davies.....	30	100	Do.
Controversy, Morris Machine Co., Baldwinville, N. Y.	C. Reeves.....	132	168	Do.
Strike, boiler makers, Indianapolis, Ind.	C. W. Ellis.....	25	50	Do.
Strike, St. Louis Screw Co., St. Louis, Mo.	O. F. Nelson.....	100	1,100	(9)
Controversy, Grand Trunk R. R. Co., Portland, Me.	D. W. Benjamin.....	2	5,000	Adjusted.
Strike, Atlas Ball Co., Philadelphia	E. E. Greenawalt.....	400	425	Do.
Strike, molders, Harts & Crouse Foundry, Utica, N. Y.	C. Reeves.....	130	160	(10)
Lockout, Hill Creek Coal Co., Richlands, Va.	J. Purcell.....	85	15	
Controversy, Carter-Seaboard Coal Co., Richlands, Va.	.....do.....	85	115	
Controversy, Fort Pitt Bridge Co., Canonsburg, Pa.	F. G. Davis, Chas. Bendheim.....	600	39	(11)
Controversy, Ashland Iron & Mining Co., Ashland, Ky.	J. B. Lennon.....			(12)
Strike, Head Drilling Co., Los Angeles, Cal.	C. T. Connal.....	120		Adjusted.
Lockout, molders, Hawkeye Foundry Co., Waterloo, Iowa.	J. J. Barrett.....	79		Do.

<sup>1</sup> Half of men returned to work; balance who were workmen of inferior skill, assembled promiscuously.

<sup>2</sup> Commissioner reports his services not required at this time.

<sup>3</sup> Men decided to remain at work. General manager refused Government mediation.

<sup>4</sup> Commissioner reported no controversy existed.

<sup>5</sup> Referred to National War Labor Board.

<sup>6</sup> Adjusted before arrival of commissioner.

<sup>7</sup> Hundreds.

<sup>8</sup> Shop operating with nonunion molders and core makers. Firm claimed production had increased from 100 to 200 per cent with new men.

<sup>9</sup> Referred to United States Fuel Administration.

<sup>10</sup> Mill closed to investigate cause of off standard of iron; when company resumes work men will return.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
<b>MARCH—continued.</b>				
Controversy, Employing Electrotypers Association and employees, Chicago, Ill.	C. Bendheim.....	450	.....	(1)
Strike, molders, National Transit Co., Oil City, Pa.	F. G. Davis.....	92	.....	Adjusted.
Controversy, Santa Barbara Telephone Co., Santa Barbara, Cal.	C. T. Connell.....	25	.....	(2)
Strike, machinists and helpers, Bond Machine Co., Wilmington, Del.	C. W. Ellis.....	60	5	(2)
Strike, gas-house workers, Providence Gas Co., Providence, R. I.	H. J. Skeffington, J. A. Sullivan.	126	300	Adjusted.
Strike, iron workers, Buffalo Dry Dock Co., Buffalo, N. Y.	J. A. Smyth, C. Reeves.	800	700	Do.
Threatened strike, electrical workers employed by various electrical contracting companies, Erie, Pa.	J. A. Smyth.....	200	7,500	Do.
Strike, machinists, boiler makers, blacksmiths, and pattern makers, Denver, Colo.	G. W. Musser, C. W. Woodman.	540	200	Do.
Strike, Globe Stove & Range Co., Kokomo, Ind.	F. L. Feick.....	.....	.....	(2)
Strike, freight handlers, Philadelphia & Reading R. R. Co., Port Richmond, Pa.	J. L. Hughes.....	126	.....	Adjusted.
Strike, molders, Whiting Foundry & Equipment Co., Harvey, Ill.	C. W. Ellis.....	75	200	Unable to adjust.
Strike, millmen, Crucible Steel Co., Harrison, N. J.	C. Bendheim.....	140	3,000	Adjusted.
Strike, cereal-mill workers, American Hominy Co., Terre Haute, Ind.	F. L. Feick.....	300	3,000	Do.
Controversy, Trenton Smelting & Refining Co., Trenton, N. J.	C. Reeves.....	60	5	(2)
Strike, metal polishers and job platers, 13 shops, Los Angeles, Cal.	C. T. Connell.....	52	8	Unable to adjust.
Strike, lead burners, Du Pont Powder Co., Wilmington, Del.	C. Reeves.....	12	.....	(2)
Strike, Merchants' Shipbuilding Corporation and machinists, Bristol, Pa.	E. E. Greenawalt...	90	.....	Adjusted.
Strike, National India Rubber Co., Bristol, R. I.	H. J. Skeffington, J. A. Sullivan.	2,100	4,400	Do.
Strike, tire builders and balloon makers, Goodyear Tire & Rubber Co., Akron, Ohio.	A. L. Faulkner.....	62	.....	(2)
Controversy, Lyons-Atlas Co. and machinists, Indianapolis, Ind.	F. L. Feick.....	8	392	Adjusted.
Strike, Simonds Manufacturing Co., Lockport, N. Y.	J. A. Smyth, F. G. Davis.	58	350	(2)
Threatened strike, hotel waiters, Baltimore, Md.	J. B. Colpoys.....	200	.....	(2)
Strike, carpenters, Langton Lumber Co., Pekin, Ill.	C. W. Ellis.....	40	30	(2)
Controversy, Charles Weitz & Sons and linemen, Fort Des Moines base hospital, Des Moines, Iowa.	J. J. Barrett.....	4	.....	Adjusted.
<b>APRIL.</b>				
Lockout, carpenters, Memphis, Tenn.....	J. W. Bridwell.....	300	(10)	Do.
Controversy, Great Lakes Engineering Co., Ashtabula, Ohio.	A. L. Faulkner.....	200	600	Do.
Strike, bottle workers, C. L. Flaccus Glass Co., Tarentum, Pa.	F. G. Davis.....	75	350	Unable to adjust.
Threatened strike, painters and decorators, Los Angeles, Cal.	C. T. Connell.....	1,200	300	Adjusted.
Strike, Mallinckrodt Chemical Co., St. Louis, Mo.	O. F. Nelson, D. W. Benjamin.	600	750	Do.

<sup>1</sup> Employees operating under 3-year contract. Company refused to enter into new agreement pending termination of said contract. Employees remained at work.

<sup>2</sup> Adjusted prior to commissioner's arrival.

<sup>3</sup> Strikers employed elsewhere; manager of company refused to meet with representatives

<sup>4</sup> Matter taken up by men's representative with National War Labor Board.

<sup>5</sup> Company claimed it had secured all the men required at \$1.20 an hour and were not needing as many as usual; strikers may return as vacancies occur.

<sup>6</sup> Men individually applied for reinstatement; strike declared off.

<sup>7</sup> Plant in full operation; furnace department in partial operation.

<sup>8</sup> Waiters employed elsewhere; hotel managers refused to do anything

<sup>9</sup> Adjusted through Ordnance Division, Washington.

<sup>10</sup> Building trades.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Di-rectly.	Indi-rectly.	
APRIL—continued.				
Controversy, Pelton & Crane Co. and metal polishers, Detroit, Mich.	C. W. Ellis.....	10	50	Adjusted.
Controversy, stockyard employees, Wichita, Kans.	P. F. Gill.....	3	.....	Do.
Controversy, machinists, etc., Enterprise Tool Co., Cleveland, Ohio.	A. L. Faulkner.....	100	.....	Do.
Threatened strike, Broadway Dairy, Seattle, Wash.	E. C. Snyder.....	38	.....	Do.
Controversy, Steidle Turret Machine Co., Madison, Wis.	R. M. McWade.....	3	250	Do.
Controversy, 2 plants, Gisholt Manufacturing Co. and machinists, etc., Madison, Wis.	.....do.....	1,600	.....	Do.
Lockout, Richards Manufacturing Co., Mantowoc, Wis.	.....do.....	75	100	Do.
Lockout, Aluminum Goods Manufacturing Co., Manitowoc, Wis.	.....do.....	15	1,800	Do.
Strike, West End Laundry and Lang Laundry, St. Louis, Mo.	O. F. Nelson, D. W. Benjamin.	47	135	( <sup>1</sup> )
Controversy, electrical workers and contractors, Wheeling, W. Va.	J. Purcell.....	35	.....	Adjusted.
Strike, Kanawha Coal Co., Kanawha Valley, W. Va.	.....do.....	800	.....	( <sup>2</sup> )
Controversy, garment workers, Chicago, Ill.	C. Bendheim.....	3	4,000	Adjusted.
Controversy, S. F. Bowser & Co., Fort Wayne, Ind.	F. L. Felck.....	1,100	500	Do.
Strike, American Print Works, Fall River, Mass.	J. A. Sullivan.....	16	.....	Unable to adjust.
Strike, Arnold Print Works, North Adams, Mass.	.....do.....	36	.....	Do.
Strike, hod carriers and laborers, Brooklyn, N. Y.	C. Reeves.....	10,000	.....	Adjusted.
Strike, building trades, Lorain, Ohio.....	C. W. Ellis.....	700	1,000	( <sup>3</sup> )
Strike, American Car & Foundry Co., Chicago, Ill.	C. Bendheim.....	800	.....	Adjusted.
Threatened strike, pattern makers, jobbing and manufacturing plants, Pittsburgh, Pa.	J. A. Smyth.....	470	.....	Do.
Threatened strike, electrical workers, General Electric Co., Pittsfield, Mass.	E. E. Groenawalt...	7,000	.....	Do.
Strike, sheet-metal workers, St. Louis Metal Ware Co., St. Louis, Mo.	O. F. Nelson, D. W. Benjamin.	125	140	( <sup>4</sup> )
Controversy, Cleveland Worm & Gear Co. and machinists, Cleveland, Ohio.	A. L. Faulkner.....	150	50	Adjusted.
Controversy, Jewish bakers and employers, New York (600 shops).	C. Reeves.....	2,500	850	Do.
Controversy, George A. Ohle & Co. and founders and machinists, Newark, N. J.	.....do.....	45	15	Do.
Strike, machinists, tinsmiths, and ironworkers, Hospital Supply Co., New York.	.....do.....	120	25	Do.
Strike, Newborn & Co., New York.....	.....do.....	16	95	( <sup>5</sup> )
Strike, machinists, Smalley-General Co., Bay City, Mich.	C. W. Ellis.....	30	.....	Unable to adjust.
Controversy, American-British Manufacturing Co. and machinists, Providence, R. I.	H. J. Skeffington, J. A. Sullivan.	120	200	Adjusted.
Strike, laborers and tin house employees, Standard Tin Plate Co., Canonsburg, Pa.	F. G. Davis.....	500	.....	Do.
Threatened strike, Schwarz Wheel Co., Philadelphia, Pa.	J. J. S. Rodgers.....	150	20	Do.
Controversy, De Pere Manufacturing Co. and machinists, etc., West De Pere, Wis.	R. M. McWade.....	118	.....	Do.
Lockout, Smith & Drum Co., Philadelphia, Pa.	J. L. Hughes.....	60	.....	Do.
Controversy, Mahoning & Shenango Railway & Light Co. and electrical workers, Youngstown, Ohio.	F. L. Feick.....	60	340	Do.
Strike, firemen and furnace men, United States Metals Refining Co., Chrome, N. J.	J. J. Casey.....	33	1,200	Do.

<sup>1</sup> Strike abandoned before commissioners called on employers.

<sup>2</sup> Men returned to work pending adjustment of troubles by United States Fuel Administration.

<sup>3</sup> Plumbers, electricians, and sheet-metal workers signed agreements; carpenters, bricklayers, and painters deadlocked. Commissioner withdrew from case.

<sup>4</sup> Referred to National War Labor Board.

<sup>5</sup> Adjusted before arrival of commissioner.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Di-rectly.	Indi-rectly.	
APRIL—continued.				
Lockout, United States Aero Propeller Co. (formerly Great Lakes Boat Building Corporation), Milwaukee, Wis.	R. M. McWade.....	6	80	Adjusted.
Controversy, Norwalk Hospital and State Hospital Employees' Union, Norwalk, Cal.	C. T. Connell.....	10	14	Do.
Controversy, Typographical Union and publishers of Denver newspapers, Denver, Colo.	G. W. Musser, R. H. Forbes.	170	.....	Do.
Strike, track laborers, Philadelphia & Reading R. R. Co., Fort Richmond, Philadelphia, Pa.	J. J. S. Rodgers.....	40	(1)	Do.
Threatened strike, freight handlers, Philadelphia & Reading R. R. Co., Broad and Callowhill Streets, Philadelphia, Pa.	J. L. Hughes, J. J. S. Rodgers.	60	135	Do.
Strike, firemen, Southern Pacific Steamship Line, New York.	J. L. Hughes.....	30	1,075	Do.
Controversy, Cleveland School Products Co., Cleveland, Ohio.	A. L. Faulkner.....	5	20	Do.
Strike, molders, Manatee Foundry Co., Fort Wayne, Ind.	F. L. Felck.....	130	.....	Do.
Controversy, H. C. Cragg Manufacturing Co. and machinists, Washington, D. C.	E. P. Marsh, R. B. Mahany.	15	.....	(2)
Controversy, Goodall, Minerva, and Sanford Worsted Mills, Sanford, Me.	H. J. Skeffington....	886	1,500	Unable to adjust.
Controversy, building trades and contractors, Marsh Aviation Training School, Alessandro, Cal.	C. T. Connell.....	250	500	Adjusted.
Strike, Atlas Brass Foundry Co., Cleveland, Ohio.	F. G. Davis.....	10	.....	Do.
Strike, molders, American Range Co., Cleveland, Ohio.	.....do.....	60	.....	Do.
Threatened strike, longshoremen, truckers, and checkers, Seattle, Wash.	H. M. White, E. C. Snyder.	4,500	.....	Do.
Strike, boiler makers, etc., John Wood Manufacturing Co., Corshohocken, Pa.	J. J. S. Rodgers.....	500	600	Do.
Lockout, structural ironworkers on cantonment, Des Moines, Iowa.	J. J. Barrett.....	4	.....	Work finished; case closed.
Strike, carriage, wagon, and automobile workers (40 firms), Chicago, Ill.	J. B. Lennon.....	800	.....	(3)
Strike, retail clerks, cooks, and waiters, laundry workers and mine crafts affiliated with Billings Building Trades Council, Billings, Mont.	G. Y. Harry.....	1,500	2,500	Unable to adjust.
Sympathetic strike, Waco, Tex.	J. E. Myers.....	2,350	.....	Adjusted.
Strike, boiler makers, etc., Leslie & Elliott Co., Paterson, N. J.	J. J. S. Rodgers.....	35	10	Do.
Strike, machinists, marine repair shops (13 companies), Norfolk, Va.	J. B. Colpoys.....	300	350	Do.
Strike, Marshall Furnace Co., Black Lick, Pa.	J. A. Smyth.....	500	.....	(4)
Strike, molders (23 shops), Pittsburgh, Pa., district.	.....do.....	400	.....	(5)
Lockout, longshoremen employed at Army Engineers' Depot, Overseas Transportation Dock, Norfolk, Va.	J. B. Colpoys.....	600	11,000	Adjusted.
Controversy, electrical workers in central and northern California.	E. White.....	1,500	.....	Do.
Threatened strike, Hudson and Manhattan tubes, New York.	J. L. Hughes.....	1,500	250	Do.
Strike, hatters, South Norwalk, Conn.	E. E. Greenawalt...	30	.....	(6)
Threatened strike, Merchant & Evans Co., Philadelphia, Pa.	E. E. Greenawalt, J. J. S. Rodgers.	190	200	Adjusted.
Controversy, Thomas Iron Co., near Wharton, N. J.	J. J. Casey.....	170	.....	(7)
Controversy, Aeroplane Propeller Works and coppersmiths, Chicago, Ill.	J. B. Lennon.....	20	75	(7)

<sup>1</sup> Philadelphia division.

<sup>2</sup> Matter dropped, as company claimed it could not meet men's demands for wage increase.

<sup>3</sup> Employers would not meet committee; commissioner withdrew from case.

<sup>4</sup> Adjusted before commissioner's arrival.

<sup>5</sup> All molders at work in union shops.

<sup>6</sup> Referred to National War Labor Board.

<sup>7</sup> Company has present contract about completed; if they get more Government work, will pay scale demanded.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
APRIL—continued.				
Strike, Hartford & New York Transportation Co. and longshoremen, New York.	J. L. Hughes.....	125	400	Adjusted.
Strike, cement finishers, Des Moines, Iowa...	J. J. Barrett.....	35	500	Do.
Threatened strike, machinists, Bethlehem Steel Co., Allentown, Pa.	E. P. Marsh, F. L. Feick.....	5,000	25,000	Do.
Strike, boatmen, Chesapeake & Ohio Canal.	C. Bandheim.....	250	.....	Do.
Strike, firemen, Manganese Manufacturing Co., Dunbar, Pa.	F. G. Davis.....	12	750	Do.
Strike, James Shewan & Sons Co. (Inc.), Brooklyn, N. Y.	J. L. Hughes.....	60	6,000	Do.
Controversy, station men, Grand Trunk R. R. Co., Boston, Mass.	H. J. Skeffington.....	.....	.....	(1)
Controversy, Burgess Aeroplane Co., Marblehead, Mass.	J. A. Sullivan.....	75	1,000	(2)
Threatened strike, cooks and waiters, Seattle, Wash.	E. C. Snyder.....	650	.....	Adjusted.
Controversy, St. Louis Car Co. and carpenters, etc., St. Louis, Mo.	O. F. Nelson, D. W. Benjamin.....	1,060	.....	(3)
Threatened strike, Nevada Consolidated Copper Co., Ruth and McGill, Nev.	C. T. Connell.....	150	2,800	Adjusted.
Controversy, bituminous miners, Carnegie Mill Mine, Bellaire, Ohio.	J. A. Smyth.....	70	2,500	(4)
Strike, teamsters and chauffeurs, Denver, Colo.	G. W. Musser.....	375	400	Adjusted.
Strike, molders, Aurora, Ill. <sup>1</sup>	J. B. Lennon.....	320	100	Do.
Strike, machinists and helpers, American District Steam Co., North Tonawanda, N. Y.	F. G. Davis.....	150	500	Do.
Controversy, McKeesport Tin Plate Co. and mill-house employees, McKeesport, Pa.	.....do.....	1	3,000	Do.
Controversy, F. E. Newberry Electric Co. and electrical workers, March Aviation Field, Alessandro, Cal.	C. T. Connell.....	40	.....	Do.
Strike, longshoremen employed on piers of Old Dominion Steamship Co., Richmond, Va.	J. B. Colpoys.....	60	.....	Do.
Lockout, Rice Lake Lumber Co., Rice Lake, Wis.	R. M. McWade.....	250	750	Do.
Strike, teamsters, Rock Island, Ill., and Davenport, Iowa.	F. L. Feick.....	125	.....	Do.
Threatened strike, Hudson Coal Co. and molders and core makers, Scranton, Pa.	J. J. Casey.....	400	.....	Do.
Threatened strike, Quaker City Cab Co., Philadelphia, Pa.	E. E. Greenawalt.....	25	.....	(5)
Strike, copper-smiths, Joseph Oat & Sons Co., Philadelphia, Pa.	E. E. Greenawalt, J. J. S. Rodgers.....	7	15	(6)
Strike, inside wiremen, Butte, Mont.	G. Y. Harry.....	37	3,000	(7)
Strike, Jelke Butterine Co., Chicago, Ill.	John B. Lennon.....	600	50	Adjusted.
Strike, Big Savage Fire Brick Co., Frostburg, Md.	J. Purcell.....	45	85	Do.
Controversy, Master Builders' Association and hod carriers and laborers, Des Moines, Iowa.	J. J. Barrett.....	1,000	3,000	Do.
Controversy, Des Moines City Light Co. and linemen, Des Moines, Iowa.	.....do.....	150	500	Do.
Controversy, painters and decorators and Master Painters' Association, Des Moines, Iowa.	.....do.....	350	.....	Do.
Controversy, Chas. Weitz & Sons and painters and decorators, Des Moines, Iowa.	.....do.....	41	.....	Do.
Strike, electrical workers, Des Moines, Iowa.	.....do.....	20	300	Do.
Threatened strike, machinists, Valley Forging Co., Verona, Pa.	F. G. Davis.....	40	100	Do.
Lockout, textile workers (10 cotton mills), Columbus, Ga.	J. W. Bridwell, W. R. Fairley.....	800	7,700	(8)

<sup>1</sup> Referred to Canadian authorities.

<sup>2</sup> Referred to National War Labor Board.

<sup>3</sup> Adjusted by National War Labor Board.

<sup>4</sup> Referred to United States Fuel Administration.

<sup>5</sup> Adjusted before arrival of commissioner.

<sup>6</sup> Copper-smiths will secure work elsewhere and company will continue to use handymen.

<sup>7</sup> Commissioner reports wiremen had about 15 members of union left out of 37 when strike was declared and they were starting a shop of their own.

<sup>8</sup> Mills operating. Strike called off at Eagle and Phoenix mills.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
APRIL—continued.				
Controversy, carpenters' union and employers' association and carpenter contractors, Detroit, Mich.	F. L. Feick.....	1,000	2,500	Adjusted.
Strike, Detroit United Railway, Detroit, Mich.	.....do.....	3,500	.....	(1)
Strike, Baker Packing Co., Chicago, Ill.	F. Frankfurter.....	90	.....	Adjusted.
Strike, bakers and cracker packers, Loose-Wiles Biscuit Co., St. Louis, Mo.	O. F. Nelson, D. W. Benjamin.....	265	450	(2)
Strike, bakers and cracker packers, Union Biscuit Co., St. Louis, Mo.	.....do.....	175	.....	(2)
Strike, woodworkers, St. Louis, Mo. <sup>3</sup>	.....do.....	300	350	Adjusted.
Strike, ironworkers, Hager & Sons Hinge Co., St. Louis, Mo.	.....do.....	250	300	Do.
Controversy, Susquehanna Coal Co. and miners, Williamstown, Pa.	J. Purcell.....	60	2,000	(4)
Threatened strike, bakers, Seattle, Wash.	E. C. Snyder.....	200	.....	Adjusted.
Lockout, Reliable Belt Co. and Model Belt Co., Chicago, Ill.	J. B. Lennon, J. A. Smyth.....	70	.....	(2)
Controversy, Newcomb Glass Co. and packers, Royersford, Pa.	F. G. Davis.....	12	170	Adjusted.
Controversy, Landis Tool Co. and 7 other firms and machinists, Waynesboro, Pa.	C. Reeves.....	2,500	.....	(9)
Controversy, laborers protective union and employers association, Havre, Mont.	G. Y. Harry.....	90	300	Adjusted.
Controversy, waiters, Grand Pacific Hotel, Chicago, Ill.	O. F. Nelson.....	30	.....	Do.
Strike, carpenters, United Verde Extension Smelter, Jerome, Ariz.	H. Davies.....	64	1,500	Do.
Strike, street-railway employees, Springfield, Ill.	J. B. Lennon, F. G. Davis.....	150	35	(7)
Controversy, Bethlehem Steel Co. and electrical workers, Allentown, Pa.	E. P. Marsh, J. L. Spangler.....	450	28,000	(9)
Strike, Larrowe Construction Co., Whitehall, Mont.	G. Y. Harry.....	150	400	Adjusted.
Threatened strike, Kingsford Foundry & Machine Works, Oswego, N. Y.	W. R. Fairley.....	59	100	Do.
Strike, painters, Hauer & Fahlsing, Richmond, Ind.	F. L. Feick.....	21	.....	Do.
Strike, pattern makers, Lyons-Atlas Co., Indianapolis, Ind.	.....do.....	4	30	Do.
Controversy, Nuckells Packing Co., Pueblo, Colo.	G. W. Musser.....	110	.....	(8)
Strike, machinists, Hollister & Whitney Co., Quincy, Ill.	O. F. Nelson.....	12	20	Adjusted.
Strike, machinists, Dayton & Dick Co., Quincy, Ill.	.....do.....	45	115	Do.
Strike, machinists, Ellington Electric Co., Quincy, Ill.	.....do.....	6	15	Do.
Strike, Continental Can Co., Chicago, Ill.	J. B. Lennon.....	75	.....	Do.
Strike, electricians and machinists at Otis Elevator and Pennsylvania freight depot, Chicago, Ill.	J. B. Lennon, J. A. Smyth.....	100	.....	Do.
Strike, iron molders, Chicago, Ill.	.....do.....	1,000	500	(9)
Controversy, Public Utilities Co. and Bloomington Association of Commerce, Bloomington, Ill.	J. J. Barrett.....	.....	.....	(9)
Strike, White-Washburne Co., Hinsdale, N. H.	J. A. Sullivan.....	8	60	Adjusted.
Strike, National Refinery Co., Coffeyville, Kans.	W. H. Rodgers, J. S. Myers.....	375	400	(10)

<sup>1</sup> Adjusted: men returned to work pending decision of National War Labor Board.

<sup>2</sup> Strike called off; some of the strikers returned to work and others found employment elsewhere.

<sup>3</sup> Embracing plants of St. Louis Bank Equipment Co., Loughman Cabinet Co., Staude & Rueckoldt Co., Cloes & Behnbeuter Co., G. A. Haseman & Sons, Missouri Stair Co., and John Reinhard.

<sup>4</sup> Referred to United States Fuel Administration.

<sup>5</sup> Firms stopped work to ship stock on hand. Firms wrote to employees to return; some did and some are employed elsewhere.

<sup>6</sup> Referred to National War Labor Board.

<sup>7</sup> Strike ineffective. Less than a score of men, other than those operating jitneys, have not returned to work.

<sup>8</sup> Company claimed they could not grant demands of men, and after conference with both sides it was agreed there would be no strike.

<sup>9</sup> Adjusted before arrival of Commissioner.

<sup>10</sup> This matter was taken up by National War Labor Board and award handed down by it.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
APRIL—continued.				
Strike, sheet-metal workers and upholsterers, St. Louis, Mo. <sup>1</sup>	O. F. Nelson, D. W. Benjamin.	180	450	Adjusted.
Strike, Carroll Foundry & Machine Co., Bucyrus, Ohio.	J. A. Smyth, W. H. Rodgers.	50	175	Do.
Strike, Ohio Locomotive Crane Co., Bucyrus Ohio.	.....do.....	20	30	Do.
Threatened strike, machinists, etc., Midvale Steel Co., Philadelphia, Pa.	J. J. S. Rodgers.....	1,000	(?)	(?)
Controversy, fire fighters association and city commission, Mobile, Ala.	J. W. Bridwell.....	35	63	Adjusted.
Controversy, Snow Steam Pump Works and metal trades, Buffalo, N. Y.	J. Purcell.....	800	.....	(?)
Threatened strike, machinists, Trout-King Pump Works, Buffalo, N. Y.	.....do.....	130	70	(?)
Threatened strike, Stahl-Urban & Co., Terre Haute, Ind.	R. M. McWade.....	9	200	Adjusted.
Strike, cranimen, etc., General Electric Co., Pittsfield, Mass.	J. J. Casey, H. J. Skeffington.	103	7,000	(?)
Threatened strike, employees belonging to 8 other unions, General Electric Co., Pittsfield, Mass.	.....do.....	1,500	.....	(?)
Strike, cranimen and riggers, General Electric Co., Schenectady, N. Y.	.....do.....	325	23,000	(?)
Threatened strike, Greenbay Paper & Fibre Co., Green Bay, Wis.	R. M. McWade.....	265	.....	Adjusted.
Threatened strike, Smith & Rumery Co., Portland, Me.	J. A. Sullivan.....	150	.....	Do.
Strike, polishers and buffers, Ever Ready Light Co., Long Island City, N. Y.	C. Reeves.....	120	1,000	Do.
Threatened strike, Milwaukee Electric Railway & Light Co., Milwaukee, Wis.	R. M. McWade.....	1,456	2,624	Do.
Strike, Western Automatic Screw Co., Elyria, Ohio.	A. L. Faulkner.....	185	162	(?)
Controversy, electrical workers and contractors, Indianapolis, Ind.	F. L. Feick.....	2	198	Adjusted.
Threatened strike, Cleveland Railway Co., Cleveland, Ohio.	A. L. Faulkner.....	2,500	.....	(?)
Strike, American Can Co., Chicago, Ill.....	J. B. Lennon.....	70	.....	Adjusted.
Controversy, Pittsburgh Street Railway Co., Pittsburgh, Pa.	F. G. Davis.....	3,000	.....	(?)
Controversy, The American Propeller & Manufacturing Co., Baltimore, Md.	R. B. Mahany.....	124	368	Adjusted
MAY.				
Strike, construction employees affiliated with Cleveland building trades, Cleveland, Ohio.	A. L. Faulkner.....	30,000	.....	Do.
Threatened strike, hydroelectric operators and linemen, Cumberland and York Counties, Me.	J. A. Sullivan.....	141	.....	Do
Controversy Western Instrument Co. and metal polishers, Chicago, Ill.	J. B. Lennon, J. A. Smyth.	6	140	Do.
Strike, machinists and laborers, Rockford, Machine & Tool Co., Rockford, Ill.	R. M. McWade.....	75	.....	Do.
Controversy, Nordyke & Marmon Co. and toolmakers, Indianapolis, Ind.	F. L. Feick.....	300	.....	(?)
Strike, Budd Wheel Co., Philadelphia, Pa....	J. J. S. Rodgers.....	100	.....	(?)
Threatened strike, shop employees, Benjamin Iron & Steel Co., Hazleton, Pa.	J. J. Casey.....	120	525	Adjusted.
Controversy, Worthington Pump Co. and machinists, Cambridge, Mass.	J. B. Colpoys.....	1,100	2,100	(?)
Threatened strike, coopers, Chicago, Ill.....	J. A. Smyth, J. B. Lennon.	120	200	(?)

<sup>1</sup> Embracing workers of Mound Casket Co., Riddle Casket Co., St. Louis Coffin Co., and Kregg Casket Co.

<sup>2</sup> Several thousand.

<sup>3</sup> Referred to National War Labor Board.

<sup>4</sup> Company declined mediation. Commissioner withdrew from case.

<sup>5</sup> Adjusted by United States district attorney, E. Lowry Humes.



Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
MAY—continued.				
Controversy, electrical workers, Wheeling Electrical Co., Wheeling, W. Va.	J. Purcell.....	10	700	Adjusted. Do.
Controversy, electrical workers, Wheeling Electric Light, Heat & Power Co., Wheeling, W. Va.	.....do.....	40		
Strike, Philadelphia Rapid Transit Co., Philadelphia, Pa.	E. E. Greenawalt...	2,500	7,000	(1)
Controversy, Western Cold Storage Co. and 55 other packing houses, Chicago, Ill.	J. B. Lennon, J. A. Smyth.....	.....	.....	(2)
Controversy, electricians, Rochester, N. Y.	J. Purcell.....	300	.....	Adjusted.
Threatened strike, at mills of A. E. Hammond and St. John Lumber Co., Van Buren, Me.	C. E. Gray.....	500	800	(1)
Threatened strike, Luster-Jordan Co. and machinists, Morristown, Pa.	J. J. S. Rodgers.....	36	17	(2)
Controversy, Southern Express Co., Jacksonville, Fla.	J. W. Bridwell.....	135	90	Company now under Government control.
Controversy, Willys-Overland Co. and molders, Toledo, Ohio.	C. Bendheim.....	2	20,000	Adjusted.
Controversy, Toledo Ship Building Co. and molders, Toledo, Ohio.	.....do.....	2	3,000	Do.
Strike, plumbers, Wellman, Seaver, Morgan Co., Akron, Ohio.	D. W. Benjamin.....	18	.....	(2)
Strike, machinists and helpers, Saginaw, Mich., at—				
Werner Pfeifferer Co.....	J. J. Barrett.....	168	185	(1)
Nelson Bros. Motor Co.....	do.....	167	.....	
Jackson-Church Co.....	do.....	100	.....	
Jacox Co.....	do.....	200	433	
National Engineering Co.....	do.....	104	.....	
Wilcox Motor Co.....	do.....	145	157	
Carde Tool & Stamping Co.....	do.....	60	70	
Stork Motor Co.....	do.....	35	.....	
Controversy, Lake Shipbuilding Co., Chicago, Ill.	J. A. Smyth.....	300	1,700	
Controversy, Russell Motor Co. and metal trades, Buffalo, N. Y.	J. Purcell.....	300	.....	(1)
Strike, cigarmakers, Henry G. Ofterdinger's factory, Washington, D. C.	R. B. Mahany, W. D. Davidge.....	57	65	Adjusted.
Controversy, Swift & Co., Los Angeles, Cal.	C. T. Connell.....	60	75	(2)
Do.....	do.....	2	60	Adjusted.
Strike, wire workers, John A. Roebbling Sons Co., Trenton, N. J.	J. J. S. Rodgers.....	600	900	(2)
Threatened strike, International Street Railway Co., Buffalo, N. Y.	C. Reeves, J. Purcell, J. A. Smyth.....	2,000	.....	(1)
Threatened strike, gold and silver miners, Virginia City and Gold Hill, Nev.	R. M. McWade.....	380	200	Adjusted.
Threatened strike, gold and silver miners, Comstock lode, Nevada.	.....do.....	207	16	Do.
Strike, silk dyers and helpers, Paterson, N. J.	J. J. S. Rodgers.....	1,300	(2)	Do.
Strike, plasterers, Fort Des Moines, Des Moines, Iowa.	J. J. Barrett.....	15	.....	Do.
Strike, teamsters and metal workers, Bloomington, Ill.	J. B. Lennon.....	182	.....	(2)
Strike, Morrell Packing Co., Sioux Falls, S. Dak.	W. H. Rodgers.....	500	.....	(2)
Threatened strike, machinists, etc., Wildman Manufacturing Co., Norristown, Pa.	J. J. S. Rodgers.....	180	375	Adjusted.
Strike, auto mechanics, T. B. Martindale, Philadelphia, Pa.	E. E. Greenawalt...	25	.....	(10)
Strike, molders, Winslow Government Standard Scale Works (Inc.), Terre Haute, Ind.	R. M. McWade.....	2	9	Adjusted.

<sup>1</sup> Referred to National War Labor Board.

<sup>2</sup> Referred to Judge Samuel Alschuler.

<sup>3</sup> Company stated they were unable to grant request for wages. No strike occurred.

<sup>4</sup> Matter in dispute was contract work which company claimed had terminated.

<sup>5</sup> In August this case developed into a strike and was adjusted.

<sup>6</sup> Leaders of strike had secured employment elsewhere; strikers returned to work.

<sup>7</sup> Many thousands.

<sup>8</sup> Committee of employees and employers met several times and settled matters.

<sup>9</sup> Adjusted before arrival of Commissioner.

<sup>10</sup> Mr. Martindale declined all offers to settle controversy by compromise or agreement of any kind; commissioner withdrew from case.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
MAY—continued.				
Strike, machinists, Connersville, Ind. <sup>1</sup> .....	F. L. Feick.....	450	50	Adjusted.
Controversy, Building Trades and Employers' Association, Lewistown, Mont.	G. Y. Harry.....	250	.....	Do.
Strike, barbers, Chicago, Ill.....	J. B. Lennon, J. A. Smyth.....	2,500	250	( <sup>2</sup> )
Controversy, California Packing Corporation et al and fruit workers, California.	C. T. Connell.....	2,000	3,500	Adjusted.
Strike, teamsters, Great Falls, Mont.....	G. Y. Harry.....	170	.....	Do.
Controversy, American Shipbuilding Co. and boiler makers, etc., Lorain, Ohio.	A. L. Faulkner.....	1,500	700	Do.
Strike, Foot Bros. Gear Co., Chicago, Ill.....	J. B. Lennon.....	400	.....	( <sup>3</sup> )
Strike, linemen, groundmen, installers, and cable splicers, Ohio State Telephone Co., Youngstown, Ohio.	W. H. Rodgers.....	30	45	Adjusted.
Strike, Cramer & Sherr, Philadelphia, Pa.....	E. E. Greenawalt, J. J. S. Rodgers.....	15	40	Unable to adjust.
Strike, Scranton Bolt & Nut Works, Scranton, Pa.	J. J. Casey.....	150	850	Adjusted.
Strike, engineers, New England Fuel & Transportation Co., Boston, Mass.	J. A. Sullivan.....	19	.....	( <sup>4</sup> )
Strike, bakers, Buffalo, N. Y.	J. Purcell.....	100	.....	Adjusted.
Lockout, boiler makers, Standard Boiler Plate Co., East St. Louis, Ill.	J. A. Smyth.....	17	40	( <sup>5</sup> )
Strike, street-railway employees, Rochester, N. Y.	E. P. Marsh.....	1,350	.....	Adjusted.
Controversy, University of Michigan and electricians, Ann Arbor, Mich.	C. Bendheim, W. H. Rodgers.....	10	.....	( <sup>6</sup> )
Strike, carpenters, St. Louis, Mo. <sup>7</sup> .....	O. F. Nelson, D. W. Benjamin.....	145	250	Adjusted.
Threatened strike, shipping-room employees, Haas-Lieber Grocery Co., St. Louis, Mo.	O. F. Nelson.....	55	150	Do.
Strike, American Steel Co., Waynesburg, Pa.	W. H. Rodgers.....	108	220	( <sup>8</sup> )
Controversy, Wheeling Traction Co., Panhandle Co., and Steubenville, Wellsburg & Weirton Ry. and electricians, Wheeling, W. Va.	J. Purcell.....	600	100	Adjusted.
Controversy, West Virginia Traction & Electric Co., and City Railway Co. and electricians, Wheeling, W. Va.	.....do.....	150	450	Do.
Controversy, Wheeling Electric Co. and Wheeling Traction Co. and engineers, Wheeling, W. Va.	.....do.....	10	.....	Do.
Controversy, West Virginia Traction & Electric Co. and engineers, Wheeling, W. Va.	.....do.....	6	.....	Do.
Threatened strike, clerks, Ducommun Hardware Co., Los Angeles, Cal.	C. T. Connell.....	35	83	Do.
Strike, Eddy Valve Co., Waterford, N. Y.....	J. R. Buchanan.....	42	250	Do.
Threatened strike, metal polishers, Standard Aeroplans Co., Elizabeth, N. J.	J. B. Colpoys.....	12	2,000	Do.
Threatened, strike, affecting transfer sheds and warehouses, Northern Pacific Ry., Auburn, Wash.	E. C. Snyder.....	150	.....	Do.
Strike, teamsters, Cincinnati, Ohio.....	W. R. Fairley.....	72	.....	( <sup>9</sup> )
Strike, cooks and waiters, Cincinnati, Ohio.....	.....do.....	282	.....	( <sup>10</sup> )
Strike cigar makers, Tampa, Fla.....	J. Jones.....	9,450	.....	Adjusted.
Strike, carpenters, Mississippi Ship Building Co., Biloxi, Miss.	J. W. Bridwell.....	200	.....	Do.

<sup>1</sup> Embracing plants of Connersville Blower Co. and P. H. & F. M. Roots Co.

<sup>2</sup> Barbers making settlements every day and do not require services of conciliators.

<sup>3</sup> Firm refused to deal with union or strikers.

<sup>4</sup> Men who went on strike all employed elsewhere and new employees at company's yard are giving satisfaction.

<sup>5</sup> Boiler makers have secured other work and are now employed.

<sup>6</sup> All mechanics employed at university recently given an advance of 10 per cent in wages. Superintendent of grounds and buildings stated there was no controversy and men were satisfied.

<sup>7</sup> Comprising following firms: American Fixture Co.; H. Paik & Sons; M. A. Heiman Manufacturing Co.; Lehnbeuter-Deochman Manufacturing Co.

<sup>8</sup> Company refused to sign union agreement, but agreed would not discriminate against employees because of union affiliations.

<sup>9</sup> Various companies involved will use parcel post, thereby reducing number of teamsters and chauffeurs required.

<sup>10</sup> Strike lost; employers have secured all the labor needed.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
<b>MAY—continued.</b>				
Strike, carpenters, Coast Ship Building Co., Co., Bloxi, Miss.	J. W. Bridwell.....	280	.....	Adjusted.
Strike, Hartford & New York Transportation Co. deck and dock hands, New York City and Hartford, Conn.	J. Hawkins, T. J. Burns.....	54	92	Do.
Controversy, Terre Haute, Indianapolis & Eastern Traction Co., and employees, Terre Haute, Ind.	F. L. Felck.....	200	300	Do.
Threatened strike, Schenectady Street Railway Co., Schenectady, N. Y.	J. R. Buchanan.....	450	.....	Do.
Strike, teamsters and truck drivers, Chicago, Ill.	J. A. Smyth.....	5,000	.....	Do.
Controversy, American Gas & Electric Co. and firemen, Beach Bottom, W. Va.	J. Purcell.....	27	550	Do.
Strike, Turner Tanning Machine Co., Peabody, Mass.	J. A. Sullivan.....	146	270	Do.
Strike, foundry employees, American Locomotive Co., Schenectady, N. Y.	J. R. Buchanan.....	170	280	Do.
Strike, miners, Holdred Colliery Co., Blair, W. Va.	H. L. Kerwin.....	75	.....	Do.
Threatened strike, street-car employees, Philadelphia Railways Co., Philadelphia, Pa.	E. E. Greenawalt.....	55	(1)	Do.
Strike, plumbers and steam fitters, Waterbury, Conn.	D. W. Benjamin.....	198	.....	Do.
Strike, meat packers and butchers, East Side Packing Co., East St. Louis, Ill.	J. A. Smyth.....	100	250	Do.
Threatened strike, East St. Louis & Suburban Traction Co., East St. Louis, Ill.	J. A. Smyth, F. L. Felck.....	600	.....	(2)
Controversy, Estate Stove Co. and Stove Mounters International Union, Hamilton, Ohio.	C. Bendheim.....	40	.....	(2)
Controversy, Master Painters Association and journeyman painters, Indianapolis, Ind.	F. L. Felck.....	41	600	(2)
Threatened strike, Baker Manufacturing Co., Saratoga, N. Y.	J. R. Buchanan.....	112	350	Adjusted.
Controversy, Toledo Machine & Tool Co., Toledo, Ohio.	C. Bendheim.....	550	200	Do.
Strike, pipe fitters and cranimen, Western Steel Car & Foundry Co., Chicago, Ill.	O. F. Nelson.....	69	2,100	(2)
Strike, Olds Motor Works, Lansing, Mich....	C. Bendheim.....	90	18	Adjusted.
Strike, potash workers, Caseyville, Ill.....	J. A. Smyth.....	45	.....	(4)
Strike, cigar makers, Cincinnati, Ohio.....	W. R. Fairley.....	700	.....	Adjusted.
Threatened strike, American Clay Machinery Co., Bucyrus, Ohio.	W. H. Rodgers.....	200	400	Do.
Controversy, Midvale Steel Co. and metal polishers, Eddystone, Pa.	J. B. Colpoys.....	250	12,000	Do.
Controversy, machinists, Symington Machine Co., Rochester, N. Y.	J. Purcell.....	400	1,000	Pending.
Controversy, machinists, American Laundry Co., Rochester, N. Y.	.....do.....	350	.....	Adjusted.
Controversy, machinists, United States Naval Gun Factory and Optical Annex, Rochester, N. Y.	.....do.....	125	575	Do.
Controversy, machinists, Bastonia Co., Rochester, N. Y.	.....do.....	15	45	Do.
Controversy, Melvin Bros. and Banner Pattern Works, Columbus, Ohio.	W. H. Rodgers.....	21	.....	Do.
Walkout Columbian Paper Co., Bristol, Tenn.	J. W. Bridwell.....	140	.....	(4)
Strike, teamsters, Hammond, Ind.....	O. F. Nelson.....	140	700	Adjusted.
Threatened strike, electrical workers, Northern Indiana Gas & Electric Co., Hammond, Ind.	.....do.....	32	85	(2)
Controversy, Hercules Gas Engine & Buggy Co., Evansville, Ind.	F. L. Felck.....	10	640	Adjusted.
Threatened strike, metal trades, General Electric Co., Schenectady, N. Y.	J. R. Buchanan.....	15,765	8,000	(2)

<sup>1</sup> Many thousands.

<sup>2</sup> Referred to National Labor Board.

<sup>3</sup> Adjusted before arrival of commissioner.

<sup>4</sup> Demand of men for increase in wages refused. A few of the men returned to work, and the plant is in operation.

<sup>5</sup> Commissioner reports mill operating with full force and under normal conditions.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
MAY—continued.				
Controversy, Baker Iron Works and carpenters and helpers, Los Angeles, Cal.	C. T. Connell.....	30	75	Adjusted.
Threatened strike, Alberger Pump & Condenser Co., Newburgh, N. Y.	C. Reeves.....	225	175	Do.
Controversy, Minneapolis Steel & Machinery Co. and machinists, Minneapolis, Minn.	R. S. Coleman.....	24	4,000	(1)
Threatened strike, Willys-Overland Co., Elyria, Ohio.	A. L. Faulkner.....	1,000	550	(1)
Controversy, asphalt mill workers and Paving Contractors' Association, Chicago, Ill.	O. F. Nelson.....	280	4,200	(2)
Strike, Hall, Hartwell & Co., Cohoes, N. Y.	J. R. Buchanan.....	87	.....	(2)
Threatened strike, Pullman Car Co., Ludlow, Ky.	W. R. Fairley.....	146	.....	(3)
Controversy, Virginia & Truckee Railway Co., Nevada.	R. M. McWade.....	130	.....	Pending.
Threatened strike, electricians, Wheeling Mold & Foundry Co., Wheeling, W. Va.	J. Purcell.....	2	14	Adjusted.
Controversy, Western Electric Co., Boston, Mass.	H. J. Skeffington.....	9	280	Pending.
Strike, Scranton Railway Co., Scranton, Pa.	J. J. Casey.....	600	200	(1)
Threatened strike, ice drivers and helpers, Pittsburgh, Pa.	F. G. Davis.....	400	20	Adjusted.
Strike, office clerks, Bay City, Mich.	J. J. Barrett.....	23	.....	(4)
Controversy, electrical workers and various employees, Cleveland, Ohio.	A. L. Faulkner.....	400	.....	(1)
Strike, Modarch Telephone Manufacturing Co., Fort Dodge, Iowa.	P. F. Gill.....	60	50	Adjusted.
Controversy, Morgan Engineering Co. and electrical workers, Alliance, Ohio.	A. L. Faulkner.....	20	.....	Do.
Controversy, Hydraulic Pressed Steel Co. and electrical workers, Cleveland, Ohio.	.....do.....	40	.....	(5)
Controversy, Willow Springs Beverage Co., Fred Krug's Product Co., Storz Beverage & Ice Co., and Omaha Beverage Co. and various unions, Omaha, Nebr.	F. L. Felck.....	250	750	Adjusted.
Strike, bakers, General Baking Co., Jersey City, N. J.	C. Reeves.....	30	90	Do.
Controversy, Niagara Electro Chemical Co. and Polish workmen, Niagara Falls, N. Y.	J. Purcell.....	125	150	Do.
Strike, molders, Lowell and Graniteville, Mass.	D. W. Benjamin.....	198	150	Do.
Controversy, Kentucky Wagon Works, Louisville, Ky.	W. R. Fairley.....	10	1,990	(7)
Controversy, Atlantic Works, East Boston, Mass.	J. A. Sullivan.....	24	.....	(8)
Threatened strike, Middletown Car Co., Middletown, Pa.	J. A. Smyth.....	1	300	Adjusted.
Threatened strike, fire department employees, Memphis, Tenn.	J. W. Bridwell.....	172	180	Do.
Strike, track laborers, Swift stockyards St. Paul, Minn.	R. S. Coleman.....	28	27	(9)
Controversy, Joseph Kopperman & Son and coppersmiths, Philadelphia, Pa.	E. E. Greenawalt, J. J. S. Rodgers.....	8	6	Adjusted.
Controversy, smelter workers, Northport Smelting & Refining Co., Northport, Wash.	G. Y. Harry.....	350	.....	(10)
Controversy, contractors and building trades employees engaged in constructing United States railroad consolidated ticket office, Cleveland, Ohio.	A. L. Faulkner.....	48	.....	Adjusted.
Strike, cigar packers and other employees, I. Lewis Cigar Co., Newark, N. J.	J. A. Moffitt.....	70	.....	Do.

<sup>1</sup> Referred to National War Labor Board.

<sup>2</sup> Strike averted; matter involves jurisdictional dispute.

<sup>3</sup> Matter referred to United Garment Workers of America.

<sup>4</sup> Adjusted, pending decision of Director General of Railroads.

<sup>5</sup> Clerks have secured employment elsewhere; strike declared off.

<sup>6</sup> Commissioner reports controversy is between union and nonunion labor in which company is not interested.

<sup>7</sup> Plant working with full complement of men. Company claimed services of men no longer needed, but would reemploy them if pipe fitters were required.

<sup>8</sup> Manager of works stated that there had been no strike and so far as he knew men are contented.

<sup>9</sup> Some of the men returned to work and others have secured employment elsewhere.

<sup>10</sup> Employees agreed to remain at work on grounds of patriotism, but were dissatisfied with conditions.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
MAY—continued.				
Strike, leather workers, Benjamin N. Moore & Sons, Peabody, Mass.	J. A. Sullivan.....	98	130	Adjusted.
Threatened strike, Sperry Gyroscope Co., Brooklyn, N. Y.	R. B. Mahany, W. D. Davidge.	517	1,965	Do.
Controversy, Dutchess Manufacturing Co., machine operators, cutters, and pressers, Poughkeepsie, N. Y.	C. Reeves.....	200	500	Do.
Controversy, Eugene Dietzgen Co., Chicago, Ill.	O. F. Nelson.....	250	.....	( <sup>1</sup> )
Controversy, United Brick and Clay Workers and employers, Allegany and Garrett Counties, Md.	C. Bendheim, T. J. Williams.	700	.....	Pending.
Controversy, Alstader-Long Co. and Hoover-Owen-Reutscher Co. and pattern makers, Hamilton, Ohio.	W. H. Rodgers.....	30	800	Unable to adjust.
Controversy, painters, Mathews Bros. Manufacturing Co. and painters, Milwaukee, Wis.	R. M. McWade.....	18	154	Adjusted.
Controversy, Kingsport Fiber Co., pulp, sulphite, and paper mill workers, Kingsport, Tenn.	J. W. Bridwell.....	.....	.....	( <sup>2</sup> )
Controversy, cranemen, American Locomotive Works, Dunkirk, N. Y.	J. Purcell.....	70	3,500	Adjusted.
Threatened strike, Tredegar Iron Works, Richmond, Va.	J. B. Colpoys.....	112	500	Do.
Controversy, molders, Sterling Products Co., Evansville, Ind.	F. L. Felck.....	200	.....	Do.
Threatened strike, dredgemen, San Francisco Bay district, Cal.	E. White.....	300	.....	Do.
Controversy, metal polishers, Rochester Stamping Co., Rochester, N. Y.	J. Purcell.....	40	100	Do.
Controversy, metal polishers, Bastonia Co., Rochester, N. Y.	.....do.....	12	50	Do.
Controversy, metal polishers, Hawkeye Co., Rochester, N. Y.	.....do.....	100	.....	Do.
Controversy, metal polishers, Eastman Kodak, Rochester, N. Y.	.....do.....	100	14,000	Do.
Controversy, metal polishers, Seneca Co., Rochester, N. Y.	.....do.....	6	50	Do.
Strike, Wolf Packing Co., Topeka, Kans.	P. F. Gill.....	260	50	Do.
Controversy, mechanical workers, Storey County, Nev.	R. M. McWade.....	48	10	Do.
Walkout, linemen, Merchants' Light & Heat Co., Indianapolis, Ind.	F. L. Felck.....	25	50	Do.
Controversy, linemen, Indianapolis Heat & Light Co., Indianapolis, Ind.	.....do.....	50	75	Do.
Strike, machinists, Wickes Bros. Machine Works, Saginaw, Mich.	J. J. Barrett.....	90	500	Do.
Controversy, blacksmiths and helpers, Industrial Works, Bay City, Mich.	.....do.....	125	2,500	Do.
Controversy, boiler makers and helpers, Industrial Works, Bay City, Mich.	.....do.....	100	2,500	Do.
Controversy, Saginaw Shipbuilding Co., Saginaw, Mich.	.....do.....	1,000	.....	Do.
Strike, street car employees, Wilmington, Del.	J. J. S. Rodgers.....	428	.....	( <sup>3</sup> )
Controversy, Missoula Street Railway Co., Missoula, Mont.	G. Y. Harry.....	14	60	Adjusted.
JUNE.				
Controversy, Rump Shoe Works, Jefferson City, Mo.	J. J. Barrett.....	.....	.....	Do.
Controversy, Northern Ohio Traction & Lights Co., Akron, Ohio.	A. L. Faulkner.....	60	.....	Do.
Threatened strike, Aurora, Elgin & Chicago Electric Railway.	O. F. Nelson.....	580	700	Do.
Threatened strike, metal trades, Baker Iron Works, Los Angeles, Cal.	C. T. Connell.....	200	300	( <sup>4</sup> )

<sup>1</sup> Adjusted before arrival of commissioner.

<sup>2</sup> Commissioner reports mill running with nonunion men; union men had left for other fields of activity.

<sup>3</sup> Adjusted. In September this case was referred to the National War Labor Board. J. L. Hughes acted as conciliator.

<sup>4</sup> Pending. This case was referred to the National War Labor Board on Oct. 29, 1918.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Di-rectly.	Indi-rectly.	
JUNE—continued.				
Strike, Corn Products Manufacturing Co., Granite City, Ill.	J. J. Barrett.....	585	650	(1)
Strike, pattern makers, American Locomotive Works, Allegheny, Pa.	F. G. Davis.....	20	.....	Strike declared off.
Strike, plumbers and steam fitters, Rochester, N. Y.	J. Purcell.....	300	.....	Adjusted.
Threatened strike, axle makers and forge men, Pollak Steel Co., Carthage, Ohio.	J. A. Smyth.....	200	1,200	(1)
Controversy, teamsters, Schenectady, N. Y.	J. R. Buchanan.....	180	.....	Adjusted.
Strike, engineers, Columbia Ice Cream Co., Chicago, Ill.	O. F. Nelson.....	8	.....	Unable to adjust.
Strike, Mark Manufacturing Co., Evanston, Ill.	.....do.....	1,000	.....	(1)
Controversy, Henry Vogt Machine Co., Louisville, Ky.	F. L. Feick.....	500	.....	Adjusted.
Controversy, American Locomotive Co., pattern makers, Schenectady, N. Y.	J. R. Buchanan.....	75	5,000	Do.
Controversy, Kewanee Boiler Co. and boiler makers and helpers, Kewanee, Ill.	F. G. Davis.....	215	85	Do.
Threatened strike, Langton Lumber Co., Pekin, Ill.	.....do.....	28	32	Do.
Threatened strike, train crew service, Nevada Consolidated Copper Co., Ruth, Nev.	C. T. Connell.....	105	1,400	Do.
Threatened strike, molders and core makers, Interstate Foundry Co., Cleveland, Ohio.	A. L. Faulkner.....	250	650	(1)
Controversy, teamsters and chauffeurs, Topeka, Kans.	P. F. Gill.....	300	100	(2)
Lockout, Sturtevant Aeroplane Co., Jamaica Plain, Mass.	J. A. Sullivan.....	5	.....	(2)
Threatened strike, electrical workers, Lima Telephone & Telegraph Co., and Ohio Electric Railway Co., Lima, Ohio.	W. H. Rodgers.....	35	.....	Unable to adjust.
Strike, Acklyn Stamping Co., Toledo, Ohio.	F. L. Feick.....	75	.....	Adjusted.
Strike, furnace men, National Zinc Co., Bartlesville, Okla.	J. S. Myers.....	350	.....	Do.
Strike, furnace men, Bartlesville Zinc Co., Bartlesville, Okla.	.....do.....	650	728	Do.
Strike, furnace men, Lanyon-Starr Smelting Co., Bartlesville, Okla.	.....do.....	250	.....	Do.
Strike, machinists, Wheeling Mold & Foundry Co., Wheeling, W. Va.	J. Purcell.....	140	300	(1)
Strike, molders and core makers, foundries, Detroit, Mich.	A. L. Faulkner.....	511	250	(1)
Controversy, Briggs-Stratton Co., Milwaukee, Wis.	R. M. McWade.....	530	.....	Adjusted.
Controversy, blast-furnace workers, Jackson Iron & Steel Co., Star Furnace Co., and Globe Iron Co., Jackson, Ohio.	D. W. Benjamin.....	300	.....	Do.
Threatened strike, Emerson, Brantingham Manufacturing Co., Challenge Manufacturing Co., Appleton Manufacturing Co., United States Wind Mill & Pump Co., Batavia, Ill., and D. R. Sperry & Co., North Aurora, Ill.	O. F. Nelson.....	550	850	(1)
Controversy, painters, apartment house being constructed for T. W. Butler, Philadelphia, Pa.	E. E. Greenawalt.....	.....	.....	Adjusted.
Strike, pressfeeders, printing plants, Chicago, Ill.	O. F. Nelson.....	2,200	6,000	Do.
Lockout, Bayliss Pulp & Paper Co., Austin, Pa.	J. A. Smyth.....	300	75	(4)
Controversy, Gould & Eberhardt Co., machinists, Newark, N. J.	J. J. S. Rodgers.....	23	800	Unable to adjust.
Strike, waiters, Philadelphia, Pa.	E. E. Greenawalt, R. M. McWade.	1,200	.....	(5)

<sup>1</sup> Referred to National War Labor Board.

<sup>2</sup> There will be no trouble in this matter. The men were only half organized and badly advised about drawing up an agreement. This has been remedied and some of the employers have signed agreement.

<sup>3</sup> Superintendent of company planned to lay off men in sheet-metal department on account of lack of work.

<sup>4</sup> Company refused to meet a committee of their employees; plants in operation with reduced force.

<sup>5</sup> Men returned to work.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
JUNE—continued.				
Controversy, sheet metal workers, pipe fitters and helpers, Pennsylvania R. R. shops, Trenton, N. J.	C. Reeves.....	65	1,150	Adjusted.
Threatened strike, transportation workers, Patapsco & Black River R. R. (Bethlehem Steel Co.), Baltimore, Md.	J. B. Colpoys.....	250	( <sup>1</sup> )	Do.
Strike, street-railway employees, Newark, N. J.	J. J. S. Rodgers.....	4,000	.....	( <sup>2</sup> )
Strikes, motormen, conductors, and brakemen, Youngstown & Ohio River R. R. Co.	J. A. Smyth.....	37	90	Adjusted.
Strike, Saxon Manufacturing Co., Toledo, Ohio.	F. L. Feick.....	200	.....	Do.
Strike, Toledo Machine & Tool Co., Toledo, Ohio.	.....do.....	600	.....	Do.
Controversy, machinists, Sloan & Chase Co., Newark, N. J.	J. J. S. Rodgers.....	1	240	( <sup>3</sup> )
Strike, milk-wagon drivers, Detroit, Mich....	W. H. Rodgers.....	83	187	( <sup>4</sup> )
Strike, material teamsters, Melter Larkin Paving Co., Chicago, Ill.	O. F. Nelson.....	35	350	Adjusted.
Lockout, building trades, Fort Wayne, Ind....	F. L. Feick.....	300	8,000	Do.
Strike, grocery clerks, American Stores Co., Philadelphia, Pa.	E. E. Greenawalt...	( <sup>5</sup> )	.....	( <sup>6</sup> )
Controversy, Standard Foundry Co., Racine, Wis.	R. M. McWade.....	90	100	Adjusted.
Strike, Union Railway Co., Bronx, N. Y.....	C. Reeves.....	200	500	Do.
Strike, Toledo Foundry Co., Toledo, Ohio.....	F. L. Feick.....	100	.....	Do.
Controversy, contract machine shops, Houston, Tex.	F. W. Berkshire, C. W. Woodman, J. J. Casey, J. B. Colpoys.	208	361	Do.
Threatened strike, Bethlehem Steel Co., Troy, N. Y., Lebanon Valley Iron & Steel Co., Lebanon, Pa., Reading Iron Co., Reading and Danville, Pa., Scranton Nut & Bolt Co., Scranton, Pa., and Penn Iron & Steel Co., Lancaster, Pa.	J. J. S. Rodgers.....	( <sup>7</sup> )	.....	( <sup>8</sup> )
Controversy, linemen, ship yard, Bristol, Pa..	E. E. Greenawalt...	75	.....	Adjusted.
Controversy, Pacific Electric Railway Co., Los Angeles, Cal.	C. T. Connell.....	30	1,530	( <sup>9</sup> )
Strike, Ohio Electric Railway Co., Zanesville, Ohio.	F. L. Feick.....	150	6,000	Adjusted.
Controversy, machinists, John Hoberg Paper Co., Green Bay, Wis.	R. M. McWade.....	3	225	Do.
Strike, carpenters, International Arms & Fuse Co., Newark, N. J.	J. J. S. Rodgers.....	130	6,500	( <sup>10</sup> )
Controversy, C. N. Allen Sons Co., Kenosha, Wis.	R. M. McWade.....	330	.....	Adjusted.
Controversy, Cohn-Goldwater Co., Brownstein-Louis Co. and garment workers, Los Angeles, Cal.	C. T. Connell.....	550	50	Do.
Strike, garment workers, Western Union Overall Manufacturing Co., Kansas City, Mo.	P. F. Gill.....	200	10	Do.
Threatened strike, street and elevated railway employees, Chicago, Ill.	O. F. Nelson.....	15,000	17,000	( <sup>11</sup> )
Controversy, weavers, Breslin Bros., Gloucester City, N. J.	E. E. Greenawalt, J. J. S. Rodgers.	8	25	Adjusted.
Strike, American Railway Express Co., Richmond, Va.	T. J. Williams, C. Bendheim.	200	.....	Do.
Strike, teamsters at mines, Jackson, Ohio....	D. W. Benjamin....	50	40	Do.
Controversy, Baker Bros. Foundry & Machine Co., Toledo, Ohio.	F. L. Feick.....	300	500	Do.
Controversy, machinists and tool makers, Willys-Overland Co., Toledo, Ohio.	.....do.....	500	10,000	Do.
Threatened strike, molders and core makers, Cleveland Steel Castings Co., Cleveland, Ohio.	A. L. Faulkner.....	55	250	( <sup>12</sup> )

<sup>1</sup> All employees at Bethlehem Steel Co., Sparrows Point, Md.

<sup>2</sup> Referred to National War Labor Board.

<sup>3</sup> Company claimed no discrimination against union men; machinists in question discharged for cutting of production, union activities during working hours, and threatening nonunion employees—all admitted by man who was permitted to resign.

<sup>4</sup> Companies had a sufficient number of drivers to supply their customers.

<sup>5</sup> Several hundred.

<sup>6</sup> Company unwilling to make any concessions; impossible for commissioner to conciliate.

<sup>7</sup> Several thousand.

<sup>8</sup> Referred to War Department.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
JUNE—continued.				
Strike, Joseph Mayer & Bros., Seattle, Wash.	H. M. White, E. C. Snyder.	20	200	Adjusted.
Threatened strike, Poole Engineering & Machine Co., Baltimore, Md.	R. B. Mahany, W. D. Davidge.	1,000	.....	(1)
Strike, A. A. Marks shop, New York, N. Y.	.....do.....	27	35	(2)
Strike, employees of engineer department, District of Columbia.	.....do.....	1,300	.....	Adjusted.
Threatened strike, master and journeymen bakers, District of Columbia.	.....do.....	350	200	Do.
Controversy, boiler makers, Iroquois Boiler Works, Buffalo, N. Y.	C. Reeves.....	60	.....	Do.
Strike, Fort Worth Stock Yards Co., Fort Worth, Tex.	J. S. Myers.....	150	.....	Do.
Controversy, W. H. Mullins Co., Salem, Ohio.	W. H. Rodgers.....	44	650	(3)
Strike, Howe Scale Co., Rutland, Vt.	J. A. Sullivan.....	710	750	Adjusted.
Threatened strike, waiters, Atlantic City, N. J.				
Hotel Greater Pittsburgh.....	R. B. Mahany, W. D. Davidge.	4	.....	Do.
Hotel Martin and Café.....	.....do.....	12	.....	Do.
Moulin Rouge Café.....	.....do.....	25	.....	Do.
Shelburne Hotel and Café.....	.....do.....	40	.....	Do.
Martinique Hotel and Café.....	.....do.....	56	.....	Do.
Schlitz Hotel.....	.....do.....	20	38	Do.
Knife and Fork Inn.....	.....do.....	8	.....	Do.
Paris Restaurant.....	.....do.....	10	.....	Do.
Fredonia Hotel.....	.....do.....	6	.....	Do.
Beaux Arts Café.....	.....do.....	25	.....	Do.
Extra Dry Café.....	.....do.....	12	.....	Do.
Hotel Alamac.....	.....do.....	12	15	Do.
Chalfonte and Haddon Hall.....	.....do.....	170	200	Do.
Atlantic Cafés (2).....	.....do.....	20	.....	Do.
Marlborough-Blenheim Hotel.....	.....do.....	50	150	Do.
Traymore Hotel.....	.....do.....	65	95	Do.
Royal Palace Hotel.....	.....do.....	25	30	Do.
Galen Hall Hotel.....	.....do.....	25	35	Do.
Grand Atlantic Hotel.....	.....do.....	50	.....	Do.
Morton Hotel.....	.....do.....	6	.....	Do.
Lexington Hotel.....	.....do.....	3	20	Do.
Strathmore Hotel.....	.....do.....	14	.....	Do.
Strand Hotel.....	.....do.....	20	60	Do.
Strike, machinists, Barker Co., Green Bay, Wis.	R. M. McWade.....	50	.....	Do.
Controversy, molders, Saginaw, Mich.:				
S. Fair & Sons.....	J. J. Barrett.....	41	45	Do.
Wickes Bros.....	.....do.....	38	250	Do.
Stork Motor Co.....	.....do.....	7	35	Do.
F. A. Bartlett & Co.....	.....do.....	18	10	Do.
Nelson Bros.....	.....do.....	112	270	Do.
Werner & Pfeifferer.....	.....do.....	43	160	Do.
Mitts & Merrill Foundry Co.....	.....do.....	29	135	Do.
Valley Gray Iron & Foundry Co.....	.....do.....	86	.....	Do.
Jackson & Church Manufacturing Co.....	.....do.....	25	.....	Do.
Threatened strike, gold mines, Oatman, Ariz.	H. Davies.....	400	.....	Do.
Strike, painters, working for Thomas Thompson, Indianapolis, Ind.	F. L. Feick.....	15	.....	Do.
Controversy, machinists, Ralston Steel Car Co., Columbus, Ohio.	W. H. Rodgers.....	9	375	(4)
Controversy, metal polishers, Intertype Co., Brooklyn, N. Y.	C. Reeves.....	8	1,200	(5)
Controversy, American Cigar Co., New York, N. Y.	.....do.....	100	950	(6)
Walkout, People's Street Ry. Co., City Street Ry. Co., Dayton Street Ry. Co., Oakwood Ry., Dayton, Ohio.	D. W. Benjamin.....	429	140	(1)

<sup>1</sup> Referred to National War Labor Board.

<sup>2</sup> Striking employees accommodated in a new shop at satisfactory wages and conditions.

<sup>3</sup> Adjusted before arrival of commissioner.

<sup>4</sup> Machinists employed elsewhere at higher rate of pay.

<sup>5</sup> Company stated men were satisfied with wages and company would not recognize any labor leader.

<sup>6</sup> Company operating on open-shop basis.

<sup>7</sup> Adjusted by War Intelligence Board and New York State Board.



Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
JUNE—continued.				
Controversy, Mason Machine Works, Taunton, Mass.	J. A. Sullivan.....	750	.....	(1)
Threatened strike, electrical workers, Corn Products Co., Argo, Ill.	F. G. Davis.....	12	2,500	(2)
Strike, carpenters, Hunt-Spiller Manufacturing Co., South Boston, Mass.	J. A. Sullivan.....	14	.....	Adjusted.
Controversy, marine electrical workers, Sun Shipyard, Chester, Pa.	E. E. Greenawalt....	12	.....	Do.
Strike, garment workers, Miller Manufacturing Co., Fort Worth, Tex.	J. S. Myers.....	200	.....	Do.
Strike, telephone operators, Southwestern Telegraph & Telephone Co., Childress, Tex.	.....do.....	9	12	Do.
Threatened strike, bakers and helpers, Los Angeles, Cal.	C. T. Connell.....	400	200	(3)
Strike, employees of 26 sausage manufacturers, Chicago, Ill.	O. F. Nelson.....	4,000	500	Adjusted.
Strike, Continental Iron & Bolt Co., Chicago, Ill.	.....do.....	200	400	(4)
Controversy, electrical workers, Camp Kearney and North Island, San Diego, Cal.	C. T. Connell.....	25	50	Adjusted.
Controversy, Trenton Street Railway Co., Trenton, N. J.	C. Reeves.....	250	50	(5)
Strike, machinists and helpers, auto garages, Bloomington, Ill.	O. F. Nelson.....	60	30	Adjusted.
Threatened strike, St. Louis fire department, St. Louis, Mo.	P. F. Gill.....	850	.....	Do.
Strike, retail clerks, Bloomington, Ill.	O. F. Nelson.....	300	450	Do.
Strike, drug clerks, Bloomington, Ill.	.....do.....	22	.....	Do.
Threatened strike, asbestos pipe coverers, Philadelphia, Pa.	J. L. Hughes.....	300	(6)	Do.
Threatened strike, Union Rolling Mills Co., Cleveland, Ohio.	A. L. Faulkner.....	200	600	Do.
Strike, street railway employees, Jacksonville, Fla.	W. R. Fairley.....	212	.....	(7)
Threatened strike, cooks and waiters, 6 cafés, Fort Worth, Tex.	J. S. Myers.....	200	25	Adjusted.
Strike, furnace men, Arkansas Zinc & Smelting Co., Van Buren, Ark.	.....do.....	90	110	Do.
Strike, yard laborers, Arkansas Zinc & Smelting Co., Van Buren, Ark.	.....do.....	110	90	Do.
Strike, Forstman & Huffman Woolen Mills, Garfield, N. J.	J. R. Buchanan.....	450	2,200	Do.
Strike, Bijur Motor Lighting Co., Hoboken, N. J.	.....do.....	55	800	Do.
Strike, Baltimore Bargain House, Cumberland, Md.	T. J. Williams, J. Purcell.	50	35	Pending.
Controversy, Regina Lace Co., Central Falls, R. I.	J. B. Colpoys.....	30	200	Adjusted.
Controversy, Hansshoe Manufacturing Co., Valley Falls, R. I.	.....do.....	175	.....	Do.
Lockout, American Tobacco Co., Louisville, Ky.	F. L. Felck.....	80	3,000	Do.
Strike, shipyard, Jas. Shewan & Sons Co. (Inc.), Brooklyn, N. Y.	J. L. Hughes.....	600	5,000	(7)
Controversy, meat packers in Allegheny County, Pa.	J. J. S. Rodgers.....	800	1,200	(8)
Strike, machinists, Curtiss Aeroplane & Motor Co., Buffalo, N. Y.	J. A. Smyth.....	300	15,000	Adjusted.
Threatened strike, chain makers, 5 States....	H. L. Kerwin, J. J. S. Rodgers.	700	.....	Do.
Strike, machinists and toolmakers, 10 machine shops, New York and Brooklyn, N. Y.	C. Reeves.....	912	90	Do.
Strike, retail clerks, East St. Louis, Ill.	P. F. Gill.....	(9)	.....	.....
Strike, machinists, Brierly Machine Co., Cleveland, Ohio.	A. L. Faulkner.....	30	60	(9)

<sup>1</sup> Referred to National War Labor Board prior to commissioner's arrival.

<sup>2</sup> Referred to National War Labor Board.

<sup>3</sup> Pending. This case adjusted after June 30, 1918.

<sup>4</sup> Matter adjusted itself; men who did not return to company found work elsewhere.

<sup>5</sup> Adjusted without services of commissioner.

<sup>6</sup> Many thousands.

<sup>7</sup> 400 of the 600 men returned to work; others employed at other war essential industries.

<sup>8</sup> Organization disbanded; strike not in effect.

<sup>9</sup> Plant reported operating to full capacity; company declined mediation; declared situation entirely satisfactory.



Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
JUNE—continued.				
Threatened strike, B. F. Sturtevant Blower Co., Hyde Park, Mass.	J. A. Sullivan.....	480	1,760	Adjusted.
Strike, Naumkeag Steam Cotton Co., Salem, Mass.	H. J. Slaughton.....	600	1,150	Do.
Controversy, ship carpenters, Coast Ship Building Co., Biloxi, Miss.	J. W. Bridwell.....	200	.....	Do.
Controversy, machinists, New London Ship & Engine Co., Groton, Conn.	W. H. Rodgers.....	400	700	(1)
Controversy, Groton Iron Works, Groton and Noank, Conn.	.....do.....	(2)	(2)	(2)
Threatened strike, Ohio State Power Co., Fremont, Ohio.	D. W. Benjamin.....	5	25	Adjusted.
Strike, Rice Bros., shipyard, East Boothbay, Me.	J. A. Sullivan.....	40	100	Do.
Controversy, Badger State Tannery, Sheboygan, Wis.	R. M. McWade.....	551	560	Do.
Controversy, American Hide & Leather Co., Sheboygan, Wis.	.....do.....	350	.....	Do.
Strike, Kokomo Steel & Wire Co., Kokomo, Ind.	F. L. Feick.....	15	1,185	Do.
Strike, building trades, Cincinnati, Indianapolis & Western R. R., Indianapolis, Ind.	.....do.....	50	200	Do.
Controversy, machinists and boiler makers, Bass Foundry & Machine Co., Fort Wayne, Ind.	.....do.....	300	900	Do.
Controversy, New Orleans Light, Power & Street Railway and gas companies, New Orleans, La.	J. W. Bridwell.....	3,000	.....	Do.
Threatened strike, International Shipbuilding Co., Orange Maritime Corporation, National Shipbuilding Co., and Southern Dry Docks Shipbuilding Co., Orange, Tex.	C. W. Woodman, O. W. Perry.	1,160	250	Do.
Controversy, Sumner Iron Works, Everett, Wash.	H. M. White.....	76	36	Unable to adjust.
Threatened strike, transfer and baggage men, Los Angeles, Cal.	C. T. Connell.....	70	35	Adjusted.
Threatened strike, electrical workers, Ohio River Power Co., Steubenville, Ohio.	W. H. Rodgers.....	10	9	Do.
Controversy, linemen, Steubenville, East Liverpool & Beaver Valley Traction Co., Steubenville, Ohio.	.....do.....	2	.....	Do.
Strike, electrical linemen and station employees employed by electric-light companies in eastern Massachusetts.	J. B. Colpoys.....	800	.....	Do.
Controversy, pattern makers (10 firms), Cleveland, Ohio.	A. L. Faulkner.....	150	.....	Do.
Controversy, Standard Foundry Co., Racine, Wis.	R. M. McWade.....	90	100	Do.
Strike, Globe Seamless Steel Tube Co., Milwaukee, Wis.	.....do.....	24	300	Do.
Controversy, National Enameling & Stamping Co., St. Louis, Mo.	P. F. Gill.....	2,300	50	(4)
Controversy, Athletic Mining & Smelting Co., Fort Smith, Ark.	J. S. Myers.....	100	100	Adjusted.
Controversy, Fort Smith Smelter Co., Fort Smith, Ark.	.....do.....	80	20	Do.
Controversy, Exposition Cotton Mills, Atlanta, Ga.	W. R. Fairley.....	30	970	(5)
Controversy, American Sheet & Tin Plate Co., Elwood, Ind.	F. G. Davis.....	3	1,600	Adjusted
Controversy, machinists and boiler makers, Salt Lake City, Utah. <sup>6</sup>	C. T. Connell.....	530	.....	Do.

<sup>1</sup> Referred to Navy Department.

<sup>2</sup> Could not ascertain number affected.

<sup>3</sup> Referred to Emergency Fleet Corporation United States Shipping Board.

<sup>4</sup> Men agreed to return to work on condition that if local lodges could not enter into an agreement with company before July 15 the matter would be presented to the National War Labor Board.

<sup>5</sup> Mills in operation, the company claiming they have all the labor required to operate mills.

<sup>6</sup> Affecting plants of Galligher Machinery Co.; Salt Lake Iron & Steel Co.; American Foundry & Machinery Co.; Davis-Howe & Co.; Lundine & May Foundry Co.; Western Heating & Sheet Metal Works; Western Stove & Foundry Works, and four minor firms.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
JUNE—continued.				
Strike, Riddell Bros., Atlanta, Ga.....	W. R. Fairley.....	10	10	(1)
Threatened strike, Omaha & Council Bluffs Street Car Co.	E. Stewart.....	800	140	(2)
Strike, machinists, American-British Co., Bridgeport, Conn.	H. J. Skeffington....	4,000	30,000	(3)
Threatened strike, Aluminum Goods Manufacturing Co., Two Rivers, Wis.	R. M. McWade.....	75	561	Adjusted.
Threatened strike, stonemasons and bricklayers, Turner Construction Co., Washington, D. C.	J. V. Graham.....	100	85	Do.
Strike, teamsters, Leavenworth Kans.....	P. F. Gill.....	(4)	(4)	Do.
Controversy, mine, mills, and smelter workers, Fort Dodge, Iowa. (1)	.....do.....	400	.....	Do.
Controversy, boiler makers, local and international, Whiting and Hammond, Ind.	O. F. Nelson.....	.....	.....	(5)
Strike, boiler makers, Midwest Refining Co. and Standard Oil Co., Casper, Wyo.	G. Y. Harry.....	70	900	Adjusted.
Controversy, elevator operators, San Francisco, Cal.	E. White.....	22	150	(5)
Controversy, American Sheet & Tin Plate Co., New Castle, Pa.	J. A. Symth.....	800	2,200	Adjusted.
Controversy, Heinz Pickle Co., Henderson, Ky.	D. W. Benjamin....	50	.....	Do.
Threatened strike, molders, A. M. Byers Co., Girard, Ohio.	J. Purcell, J. B. Colpoys.	5,000	.....	(5)
Strike, carpenters on grain elevators, American Milling Co., Peoria, Ill.	J. B. Lannon.....	150	600	Adjusted.
Strike, weavers, Katterman Silk Mill, Passiac, N. J.	J. R. Buchanan.....	42	60	Do.
Strike, freight handlers, Oregon-Washington Railroad & Navigation Co., Portland, Ore.	G. Y. Harry.....	100	.....	Do.
Controversy, miners, Blossburg Coal Co., Blossburg, Pa.	R. B. Mahany.....	5	280	Do.
Controversy, Bertelsen & Peterson, East Boston, Mass.	J. A. Sullivan.....	14	500	Do.
Strike, teamsters and chauffeurs, Kankakee, Ill.	O. F. Nelson.....	240	1,000	Do.
Controversy, Hamilton Manufacturing Co., Two Rivers, Wis.	R. M. McWade.....	65	550	Do.
Controversy, F. Eggers Veneer Seat Co., Two Rivers, Wis.	.....do.....	45	184	Do.
Threatened strike, Wausau Southern Lumber Co., Laurel, Miss.	J. W. Bridwell.....	200	1,800	Do.
Threatened strike, packing house, J. E. Decker & Sons, Mason City, Iowa.	P. F. Gill.....	550	.....	Do.
Strike, leather workers, New York?	B. M. Squires.....	100	.....	(5)
Strike, boiler makers, machinists, and helpers, Stearns-Rogers Machine Co. and Pueblo Iron Works, Pueblo, Colo.	C. W. Woodman.....	23	12	Adjusted.
Threatened strike, Marinette & Menominee Paper Co., Marinette, Wis.	R. M. McWade.....	280	384	Do.
Threatened strike, machinists, Sunstrand Adding Machine Co., Rockford, Ill.	F. T. Hawley.....	175	.....	Do.
Threatened strike, machinists, Mechanics Machine Co., Rockford, Ill.	.....do.....	160	200	Do.
Threatened strike, Houston Packing Co., Houston, Tex.	C. W. Woodman, D. W. Coltery, H. R. Christian, C. A. Palmer, W. R. Fairley.	230	60	Do.
Controversy, electrical workers on docks, Duluth, Minn., and Superior, Wis.	J. J. Barrett.....	2,000	20,000	(5)

<sup>1</sup> President of company absolutely declines to concede demands made by machinists, especially closed shop, but offers to pay as high rate of wages as obtains in Atlanta.

<sup>2</sup> Referred to National War Labor Board.

<sup>3</sup> Many thousands.

<sup>4</sup> All pattern makers in Buffalo.

<sup>5</sup> At plant of United States Gypsum Co., Universal Mining Co., Cardiff Mining Co., and Wassem Mining Co.

<sup>6</sup> Jurisdictional dispute. Commissioner withdrew from case.

<sup>7</sup> Affecting plants of National Leather Belting Co., Geo. Rahman & Co., the McLean Belting Co. the Lawrence Belting Co., and the Schwartz Belting Co.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

Name.	Commissioners of conciliation.	Workmen affected.		Results.
		Directly.	Indirectly.	
JUNE—continued.				
Threatened strike, Koenigs Plating Mills, Two Rivers, Wis.	R. M. McWade.....	322	324	Adjusted.
Controversy, machinists, Quaker Oats Co., Cedar Rapids, Iowa.	P. F. Gill.....	10	.....	Do.
Lockout, garment workers, M. E. Smith & Co., Omaha, Nebr.	E. Stewart.....	40	400	(1)
Controversy, vegetable handlers, Omaha, Nebr.	.....do.....	19	.....	(2)
Controversy, United States Gypsum Co., Fort Clinton, Ohio.	D. W. Benjamin....	3	200	Adjusted.
Threatened strike, plasterers, Fort Wayne, Ind.	F. L. Feick.....	60	110	Do.
Walkout, Olympia Steel Works, Seattle, Wash.	H. M. White.....	50	.....	(3)
Threatened strike, carmen, Southern Pacific Railway Co., New Orleans, La.	J. W. Bridwell....	400	.....	Adjusted.
Strike, employees Portable Elevator Manufacturing Co., Bloomington, Ill.	O. F. Nelson, J. B. Lennon.....	60	.....	Do.
Strike, street-car motormen and women conductors, Kenosha, Wis.	R. M. McWade.....	47	.....	Do.
Threatened strike, wet wash laundry workers (7 companies), Seattle, Wash.	H. M. White.....	100	.....	Do.
Strike, Tinius Olsen Testing Machine Co., Philadelphia, Pa.	J. J. S. Rodgers....	125	175	(4)
Strike, textile workers, Stark Mills and Amoskeag Mill, Manchester, N. H.	H. J. Skeffington...	8,000	18,000	Adjusted.
Strike, textile workers, Lowell, Mass.	.....do.....	.....	.....	(5)
Threatened strike, bakers, Washington, D. C.: Century Lunch Room.....	R. B. Mahany, W. D. Davidge.....	1	4	Adjusted.
H. Morgenstein.....	.....do.....	3	.....	Do.
Corby Baking Co.....	.....do.....	61	81	Do.
Havanner Baking Co.....	.....do.....	31	38	Do.
William H. Burk.....	.....do.....	1	.....	Do.
J. Hinkle.....	.....do.....	3	.....	Do.
Chas. Schenck.....	.....do.....	1	.....	Do.
John Hammack.....	.....do.....	1	.....	Do.
Logemann & Leyking.....	.....do.....	2	.....	Do.
Geo. Schlottner.....	.....do.....	1	3	Do.
Chas. Schneider Baking Co.....	.....do.....	58	61	Do.
S. G. Loeffler.....	.....do.....	2	.....	Do.
Old Dutch Market Co.....	.....do.....	6	8	Do.
Joe Ottenberg.....	.....do.....	4	.....	Do.
William H. Young.....	.....do.....	2	.....	Do.
L. Kirkstein.....	.....do.....	2	.....	Do.
Otto Benchert.....	.....do.....	1	.....	Do.
M. Holzbeterlein.....	.....do.....	15	17	Do.
General Baking Co.....	.....do.....	13	15	Do.
Connecticut Pie Co.....	.....do.....	20	30	Do.
Chas. P. Berg.....	.....do.....	6	.....	Do.
Bureau of Engraving and Printing Lunch Room.....	.....do.....	2	.....	Do.
Holmes & Son (Inc.).....	.....do.....	30	37	Do.
P. M. Dorsch.....	.....do.....	16	19	Do.
J. G. Schuarger.....	.....do.....	8	.....	Do.
John G. Meinberg.....	.....do.....	25	28	Do.

<sup>1</sup> Commissioner recommends investigation of facts by Investigation and Inspection Service.

<sup>2</sup> Negotiations between parties had not been broken off and commissioner believed they could settle their own differences.

<sup>3</sup> Nonunion crew has been secured and plant is working to normal capacity. Company on unfair list, but no trouble at plant.

<sup>4</sup> Referred to National War Labor Board.

<sup>5</sup> Strike settled by H. B. Endicott, Massachusetts' Public Safety Commission.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to June 30, 1918—Continued.

## RECAPITULATION.

Month.	Strikes.	Disputes and threatened strikes.	Lock-outs.	Walk-outs.	Ad-justed.	Unable to adjust.	Unclassified.	Pend-ing.	Referred to National War Labor Board.	Total.
July.....	56	35	3		64	14	15		1	94
August.....	31	26	1		38	8	12			58
September.....	36	41			61	6	9		1	77
October.....	27	29	3		46	7	6			59
November.....	37	22	2	1	40	7	13		2	62
December.....	24	45			53	10				69
January.....	18	38	3	1	39	7	12	1	1	60
February.....	22	40	3		52	4	11	1	1	65
March.....	46	60	7	4	79	4	29			117
April.....	71	73	10		106	6	28		14	154
May.....	56	98	1	2	102	2	31	4	18	157
June.....	74	164	5	2	185	4	32	1	28	245
Total.....	498	671	38	10	864	71	207	7	66	1,217

## Cases pending at the end of the fiscal year 1917.

Strikes.....	22
Disputes and threatened strikes.....	16
Lockouts.....	3
Adjusted.....	16
Unable to adjust.....	9
Unclassified.....	17
Total.....	44

## Cases reported from each State for each month.

State.	July.	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May.	June.	Total.
Alaska.....	1								3				4
Alabama.....		1		1			1		1	1			5
Arizona.....	1		1					2	1				7
Arkansas.....			1		1		3						5
California.....	6	1	4	1	9	1	3	1	4	5	6		47
Colorado.....	2							3	1	1			10
Connecticut.....	3		2	2	3	1		2	1	1			19
Delaware.....		1		1					4				7
District of Columbia.....									11	1	1		20
Florida.....			2	2		2	3				2	1	12
Georgia.....		3	2			2	2		1	1			13
Idaho.....			1										1
Illinois.....	2	3	3	2	8	8	6	3	5	18		21	85
Indiana.....	5	2	2	1	3	3	1	2	4	6	11		55
Iowa.....				1			1		2	7	2		12
Kansas.....	2		7		1				4	2	2	1	21
Kentucky.....	2	1					1		2	2	2		10
Louisiana.....				1									5
Maine.....	1	2		3					2	2	2	1	13
Maryland.....	1		1		2		1	1	9	2	1	3	21
Massachusetts.....	4	5	1	3	3	3	4	7	2	7	7	8	54
Michigan.....	1	4	1		1	2	2	2	1	4	8	11	37
Minnesota.....	2	3		3	1						2		12
Mississippi.....					1						2		5
Missouri.....	1	2	9		3	2	5	6	5	9	2	4	48
Montana.....			1			2			1	4	3		11
Nebraska.....	2		2				1				1	2	8
Nevada.....	1									1	4	1	8
New Hampshire.....									1	1			2
New Jersey.....	1	1		2	7	1		2	4	4	5	33	60
New Mexico.....	1												1
New York.....	5	5	18	6	6	7	4					12	113
North Carolina.....			1	6	1		4	5	8	14	25		2
Ohio.....	7	3	2	3	4	6	10	4	8	14	19	25	105
Oklahoma.....						1					1		4
Oregon.....	1						1				1		4
Pennsylvania.....	12	14	8	6	2	4	6	7	13	24	15	13	124
Porto Rico.....							1	1					2

## Cases reported from each State for each month—Continued.

State.	July.	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May.	June.	Total.
Rhode Island.....				1					2	1		2	6
South Carolina.....	1		1				1	1					4
South Dakota.....											1		1
Tennessee.....	1		1	2		1		1			3		10
Texas.....	3	3		2	3			1	2	1			22
Utah.....				1	2	3			2				9
Vermont.....													1
Virginia.....	3				1				2	3	1	1	13
Washington.....	7		4				2	6	1	3	2	4	29
West Virginia.....	11	2	1	2	3	4	2	2	3	2	9		38
Wisconsin.....	1	1			1	4	2	2		9		15	36
Wyoming.....						1							2
Interstate.....	3	1	3	4	4	3	2	2	1	2	1	5	31
Total.....	94	58	77	59	62	69	60	65	117	154	157	245	1,217

## THE WAR LABOR ADMINISTRATION.

The United States being at war at the time of my fifth annual report, the Department of Labor had, so far as legal and customary limits permitted, adjusted its relations and facilities to war service. It was not possible at that time, however, to occupy as full an administrative or advisory position as was desirable for a proper adjustment of our numerous labor problems. This situation arose because the functions of the Department of Labor were specifically limited by statute and incidentally by appropriations, and because in the earlier stages of our industrial war activities the labor problems incidental to those activities were necessarily administered by the particular department or administrative body under whose supervision each separate industrial project came.

During the period in which this limitation persisted such functions as the Department possessed were nevertheless utilized where statutes permitted. Much of this war service was in cooperation with, but much of it was paralleled by, similar service in other Departments. A tendency naturally arose to combine and condense many of these functions and to eliminate conflicting authority. Attention had been directed to the necessity for such centralization by the President's Mediation Commission and simultaneously the problem had engaged the attention of the Council of National Defense. There was consequently submitted to the President during December of 1917 a proposal that there be set up a single, centralized, coherent war-labor administration. This was adopted by the President, who thereupon designated the Secretary of Labor to administer the program. Since January 9 the Department of Labor has therefore gradually been assuming those additional duties.

The intended scope of the war-labor administration was set forth in a statement by the Council of National Defense. That statement read as follows:

As a result of a series of conferences on the subject of labor policies the Council of National Defense submitted the following to the President, and he

has accordingly requested the Secretary of Labor to undertake this administration and to provide for this purpose the following agencies:

1. A means of furnishing an adequate and stable supply of labor to war industries. This will include—

- (a) A satisfactory system of labor exchanges.
- (b) A satisfactory method and administration of training of workers.
- (c) An agency for determining priorities of labor demand.
- (d) Agencies for dilution of skilled labor as and when needed.

2. Machinery which will provide for the immediate and equitable adjustment of disputes in accordance with principles to be agreed upon between labor and capital and without stoppage of work. Such machinery would deal with demands concerning wages, hours, shop conditions, etc.

3. Machinery for safeguarding conditions of labor in the production of war essentials. This is to include industrial hygiene, safety, and woman and child labor.

4. Machinery for safeguarding conditions of living, including housing, transportation, etc.

5. Fact-gathering body to assemble and present data collected through various existing governmental agencies or by independent research to furnish the information necessary for effective executive action.

6. Publicity and Educational Division which has the functions of developing sound public sentiment, securing an exchange of information between departments of labor administration, and promotion in industrial plants of local machinery helpful in carrying out the national labor program.

*Use of existing machinery.*—Some of the agencies enumerated in this memorandum already existed in the Department of Labor. The United States Employment Service, for example, had been separated from the Immigration Service, of which it was originally a part, and had been made an independent division under the direct supervision of the Office of the Secretary. Its system of labor exchanges was so constructed as to be capable of expansion to suit the growing war need. The Conciliation Service was dealing in part with the problem of adjustment of labor disputes, and its staff had, during nearly five years, acquired much skill in bringing together employers and employees. In particular they had devoted their efforts to the settlement of disputes as well as to the settlement of strikes, and had often been highly successful in bringing industrial misunderstandings to a satisfactory termination without actual rupture. These two services were conducted directly from the Office of the Secretary. A third of the contemplated functions of the war-labor administration was in large part already exercised by the Bureau of Labor Statistics, which had, during the 30 years of its existence, built up an excellent organization for gathering facts and assembling data with regard to wages, conditions of labor, industrial hygiene, and similar subjects.

These three bodies required many changes, however, and there was a large field in which no administrative agencies existed. It was realized that a program of such extent could not be carried out in any spirit of narrowness or without the cooperation of diverse inter-

ests. I therefore determined to call to my assistance as advisers and administrators a well-balanced corps of men and women of high standing, representing capital, labor, and the public. Such a course was not only desirable but necessary in order that any policies determined upon should command the approval and support of employers, employees, and the public.

#### THE ADVISORY COUNCIL.

My first step in this process was the appointment of an Advisory Council of seven members chosen to represent various interests, with a representative of the general public, Hon. John Lind, as chairman. The other members of the council were as follows: Mr. Waddill Catchings and Mr. A. A. Landon, representing employers; Mr. John Casey and Mr. John B. Lennon, representing wage earners; Miss Agnes Nestor, representing women; and Dr. L. C. Marshall as economist to the council.

This council convened in January and proceeded to formulate plans. Many recommendations were made, nearly all of which were adopted and are now in operation either in their original form or with such modifications as were found necessary thereafter.

The general plan involved not only a reorganization and extension of the existing organizations within the Department of Labor so as to make them suitable for war-emergency purposes, but it also provided for additional services and a means by which they could be brought into proper administrative relations with bureaus in other Departments. It was found necessary, in carrying this plan into effect, to depart frequently from the specific recommendations, but they were adhered to in principle throughout. The general nature of the recommendations is indicated in the following memorandum submitted to the Secretary by the Advisory Council. This memorandum, after reciting the essentials of the war-labor administration as laid down by the President, read as follows:

The Secretary of Labor selected an Advisory Council to aid him in formulating the national labor program and in organizing an adequate administration of this program. The progress of the work may at this time be summarized as follows:

1. A call has been issued for a conference between representatives of employers and of workers in order that agreements may be reached on fundamental principles and policies which would govern their relations.

2. An appropriation bill is ready for presentation to Congress to provide funds for the following services within the Department of Labor:

- (a) An Adjustment Service to deal with industrial disputes.
- (b) A Conditions of Labor Service to administer conditions of labor within business plants, such as safety, sanitation, etc.
- (c) An Information and Education Service to promote sound sentiment and to provide appropriate local machinery and policies in individual plants.



- (d) A Woman in Industry Service to correlate the activities of various agencies dealing with this matter.
- (e) A Training and Dilution Service.
- (f) A Housing and Transportation of Workers Service.
- (g) A Personnel Service (which may possibly be fused with the Information and Education Service).

In addition to these services there will be utilized the United States Employment Service and other bureaus already established in the Department for which funds are now available.

A plan has been approved by the Secretary of Labor whereby these various services have been organized into a coherent whole, and their relationships to existing agencies in other Departments have been indicated. In general terms, this plan provides for:

1. Centralization of control, together with decentralization of administration by agencies which come into direct touch with the problems at issue. Administration is centralized under the Secretary of Labor, who will for this purpose have his "policies board" made up (according to the character of the problem) of his Advisory Council, of the heads of the industrial service sections of other Departments, and of the heads of bureaus or services within his own Department.

2. Continuance of such agencies as the industrial service sections of the Bureau of Ordnance, of the Shipping Board, of the Quartermaster Corps, and of such other bureaus as may be led to set up satisfactory industrial service sections. The industrial service sections of these other departments should be organized (according to their needs) on the same general outline that governs the organization of the new labor administration. This is, speaking generally, already true, with mere differences of terminology used, in those industrial service sections which are already under way. The chiefs of the various subsections of these industrial service sections would clear their activities through the appropriate bureau head of the Department of Labor. These chiefs would appear on the "policies board" of the particular bureau head affected. Their activities would thus be centralized in controlling bureaus of the Department of Labor and their voices would be heard in determining the policies of that bureau. For example, the activities of the woman in industry section, chief of the ordnance industrial service section, would be cleared through the Woman in Industry Service of the Department of Labor. The chief of the ordnance woman in industry section would be on the "policies board" of the Director of the Woman in Industry Service of the Department of Labor.

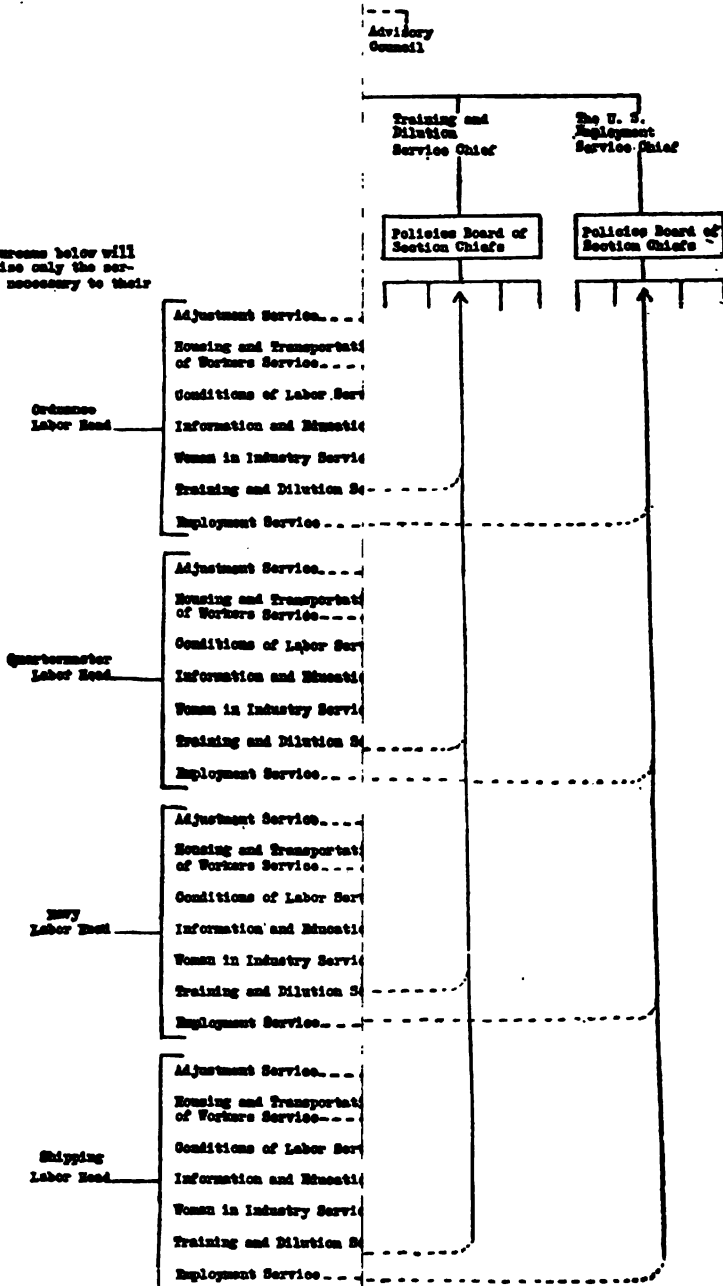
3. Flexibility of organization to meet changing conditions. The new services of the Department will be established on an emergency basis and the positions will be nonstatutory in character, so that readjustment may readily be made.

4. Reasonable completeness in administration. The plan of organization which has been approved has been tested both by British and American experience, and, as far as can now be seen, it meets our present problems. The Department of Labor will of course be free to establish supplementary agencies as these may become necessary.

The accompanying organization chart illustrates the organization indicated by the foregoing statements.

ORGANIZATION  
OF THE DEPARTMENT  
IN THE DEPARTMENT

The bureaus below will  
organize only the ser-  
vices necessary to their  
work.





## PRINCIPLES OF THE WAR LABOR ADMINISTRATION.

Chief among the plans suggested was a method for formulating a set of principles which should guide the war labor administration. It was vitally necessary that such principles should be accepted by both capital and labor. Hence it was desirable that they be formulated, in so far as possible, by employers and wage earners jointly. Upon the advice of the council, therefore, I called upon the National Industrial Conference Board and the American Federation of Labor, as the representatives of employers and wage earners, respectively, to send five persons each to a war labor conference. Since it was recognized that it might be a matter of extreme difficulty to choose a chairman acceptable to both groups, each group was invited to choose a chairman who should preside upon alternate days. The personnel of this board was as follows:<sup>1</sup>

## JOINT CHAIRMEN.

Hon. William Howard Taft and Hon. Frank P. Walsh.

## REPRESENTING EMPLOYERS.

Loyall A. Osborne.  
C. E. Michael.  
W. H. Van Dervoort.  
B. L. Worden.  
L. F. Loree.

## REPRESENTING WAGE EARNERS.

Frank J. Hayes.  
William L. Hutcheson.  
William H. Johnston.  
Victor A. Olander.  
T. A. Rickert.

In spite of the fact that the members of this conference board represented divergent viewpoints, a unanimous report was presented on March 29, laying down a set of principles which appears elsewhere in the report. There was also recommended the creation of a National War Labor Board to adjust labor disputes in fields of production necessary to the effective conduct of the war. Since the conference board had in the course of its deliberations discussed in detail the probable interpretation of many of the principles adopted, that board was deemed best fitted to administer the rules and functions set forth. I therefore appointed the same persons as members of the National War Labor Board and this action was formally approved and confirmed by the following presidential proclamation of April 8, 1918:

## THE NATIONAL WAR LABOR BOARD.

## A PROCLAMATION.

Whereas in January, nineteen hundred and eighteen, the Secretary of Labor, upon the nomination of the president of the American Federation of Labor and the president of the National Industrial Conference Board, appointed a War Labor Conference Board for the purpose of devising for

<sup>1</sup> Subsequently Mr. Loree resigned and Mr. Fred C. Hood was chosen to succeed him. Later Mr. Thomas J. Savage was chosen to replace Mr. Johnston, who was absent on a mission to Europe. On Oct. 9 Mr. Savage died and Mr. Johnston, who in the meantime had returned to this country, resumed his place on the board:

the period of the war a method of labor adjustment which would be acceptable to employers and employees; and

Whereas said board has made a report recommending the creation for the period of the war of a National War Labor Board with the same number of members as, and to be selected by the same agencies that created, the War Labor Conference Board, whose duty it shall be to adjust labor disputes in the manner specified, and in accordance with certain conditions set forth in the said report; and

Whereas the Secretary of Labor has, in accordance with the recommendation contained in the report of said War Labor Conference Board dated March 29, 1918, appointed as members of the National War Labor Board Hon. William Howard Taft and Hon. Frank P. Walsh, representatives of the general public of the United States; Messrs. Loyall A. Osborne, L. F. Loree, W. H. Van Dervoort, C. E. Michael, and B. L. Worden, representatives of the employers of the United States; and Messrs. Frank J. Hayes, William L. Hutcheson, William H. Johnston, Victor A. Olander, and T. A. Rickert, representatives of the employees of the United States:

Now therefore, I, Woodrow Wilson, President of the United States of America, do hereby approve and affirm the said appointments and make due proclamation thereof and of the following for the information and guidance of all concerned.

The powers, functions, and duties of the National War Labor Board shall be to settle by mediation and conciliation controversies arising between employers and workers in fields of production necessary for the effective conduct of the war, or in other fields of national activity, delays and obstructions in which might, in the opinion of the National Board, affect detrimentally such production; to provide, by direct appointment or otherwise, for committees or boards to sit in various parts of the country where controversies arise and secure settlement by local mediation and conciliation; and to summon the parties to controversies for hearing and action by the National Board in event of failure to secure settlement by mediation and conciliation.

The principles to be observed and the methods to be followed by the National Board in exercising such powers and functions and performing such duties shall be those specified in the said report of the War Labor Conference Board dated March 29, 1918, a complete copy of which is hereunto appended.

The National Board shall refuse to take cognizance of a controversy between employer and workers in any field of industrial or other activity where there is by agreement or Federal law a means of settlement which has not been invoked.

And I do hereby urge upon all employers and employees within the United States the necessity of utilizing the means and methods thus provided for the adjustment of all industrial disputes, and request that during the pendency of mediation or arbitration through the said means and methods there shall be no discontinuance of industrial operations which would result in curtailment of the production of war necessities.

In witness whereof I have hereunto set my hand and caused the seal of the United States to be affixed.

Done in the District of Columbia this eighth day of April, in the year of our Lord one thousand nine hundred and eighteen, and of the independence of the United States the one hundred and forty-second.

[SEAL]

By the President:

ROBERT LANSING,

*Secretary of State.*

WOODROW WILSON.

Since its creation, the War Labor Board has made provision for the appointment of alternates by the members of the board, each member being privileged to name one permanent alternate who shall act for and vote in his behalf during his absence. The alternates chosen up to date are as follows: Frederick N. Judson, vice chairman, representing Mr. Taft; William Harman Black, vice chairman, representing Mr. Walsh; J. W. Marsh, alternate for Mr. Michael; H. H. Rice, for Mr. Van Dervoort; C. A. Crocker, for Mr. Worden; John F. Perkins, for Mr. Hood; Adam Wilkinson, for Mr. Hayes; T. M. Guerin, for Mr. Hutcheson; Matthew Woll, for Mr. Olander; and John J. Manning, for Mr. Rickert.

By such action there was set up a body superior to all other labor adjustment boards then in existence. But the establishment of this board in no way abridges the normal work of conciliation and mediation by the Department. When the services of the Secretary are requested in any dispute between employer and wage earner conciliation is first resorted to. The functions of the conciliator are diplomatic in nature and his work is such that he must be a friend to both sides. In no case does he act as a judge or arbitrator. His efforts are devoted wholly to securing a voluntary agreement. This procedure is based upon the theory that a voluntary contract is and ought to be more binding upon the persons to it than any award handed down or enforced from without. It is in accordance with the traditions of our Nation, where the sole sanction of government lies in the consent of the governed. Hence the first duties of the conciliator are not to settle a controversy but to prevail upon the opposing persons to settle it themselves. It is a matter of extreme gratification to me to report that in the great mass of controversies such adjustment is possible.

There are cases, however, where such conciliatory services fail of results. In such instances the conciliator withdraws and the controversy is submitted to the War Labor Board. This board, unlike the Conciliation Service, does not enter as a friend to both sides; but as an impartial judge, friendly to neither, yet administering its functions in the interest of the entire Nation.

The principles adopted by the War Labor Conference Board are in a peculiar sense the principles of the United States Government. They represent a new departure even among democratic nations. It is worthy of a self-governing Nation that this industrial constitution has behind it none of the repressive force of law. It rests wholly upon the free suffrage of those whom it governs. There were within the Department many persons who could have given excellent advice with regard to the basic principles which should guide the Department. More than a mere code of principles was desired, however. It was highly essential that such a code receive the sanction of those who must abide by it. Hence the necessity for employ-

ers and employees to agree upon their own law and their own judges. What was desired was not an order imposed from above or without, but a solemn contract by both parties voluntarily entered into.

**PRINCIPLES AND POLICIES TO GOVERN RELATIONS BETWEEN WORKERS AND EMPLOYERS IN WAR INDUSTRIES FOR THE DURATION OF THE WAR.**

*There should be no strikes or lockouts during the war.*

**RIGHT TO ORGANIZE.**

The right of workers to organize in trade-unions and to bargain collectively through chosen representatives is recognized and affirmed. This right shall not be denied, abridged, or interfered with by the employers in any manner whatsoever.

The right of employers to organize in associations or groups and to bargain collectively through chosen representatives is recognized and affirmed. This right shall not be denied, abridged, or interfered with by the workers in any manner whatsoever.

Employers should not discharge workers for membership in trade-unions, nor for legitimate trade-union activities.

The workers, in the exercise of their right to organize, shall not use coercive measures of any kind to induce persons to join their organizations nor to induce employers to bargain or deal therewith.

**EXISTING CONDITIONS.**

In establishments where the union shop exists the same shall continue, and the union standards as to wages, hours of labor, and other conditions of employment shall be maintained.

In establishments where union and nonunion men and women now work together and the employer meets only with employees or representatives engaged in said establishments, the continuance of such conditions shall not be deemed a grievance. This declaration, however, is not intended in any manner to deny the right or discourage the practice of the formation of labor unions or the joining of the same by the workers in said establishments, as guaranteed in the last paragraph, nor to prevent the War Labor Board from urging or any umpire from granting, under the machinery herein provided, improvement of their situation in the matter of wages, hours of labor, or other conditions as shall be found desirable from time to time.

Established safeguards and regulations for the protection of the health and safety of workers shall not be relaxed.

**WOMEN IN INDUSTRY.**

If it shall become necessary to employ women on work ordinarily performed by men, they must be allowed equal pay for equal work and must not be allotted tasks disproportionate to their strength.

**HOURS OF LABOR.**

The basic eight-hour day is recognized as applying in all cases in which existing law requires it. In all other cases the question of hours of labor shall be settled with due regard to governmental necessities and the welfare, health, and proper comfort of the workers.

**MAXIMUM PRODUCTION.**

The maximum production of all war industries should be maintained and methods of work and operation on the part of employers or workers which operate to delay or limit production, or which have a tendency to artificially increase the cost thereof, should be discouraged.

**MOBILIZATION OF LABOR.**

For the purpose of mobilizing the labor supply with a view to its rapid and effective distribution, a permanent list of the number of skilled and other workers available in different parts of the Nation shall be kept on file by the Department of Labor, the information to be constantly furnished—

1. By the trade-unions.
2. By State employment bureaus and Federal agencies of like character.
3. By the managers and operators of industrial establishments throughout the country.

These agencies shall be given opportunity to aid in the distribution of labor as necessity demands.

**CUSTOM OF LOCALITIES.**

In fixing wages, hours, and conditions of labor, regard should always be had to the labor standards, wage scales, and other conditions prevailing in the localities affected.

**THE LIVING WAGE.**

1. The right of all workers, including common laborers, to a living wage is hereby declared.

2. In fixing wages, minimum rates of pay shall be established which will insure the subsistence of the worker and his family in health and reasonable comfort.

**POWERS, FUNCTIONS, AND DUTIES.**

The powers, functions, and duties of the board were set forth in the report of the War Labor Conference Board, dated March 29. These are as follows:

To bring about a settlement, by mediation and conciliation, of every controversy arising between employers and workers in the field of production necessary for the effective conduct of the war.

To do the same thing in similar controversies in other fields of national activity, delays and obstructions in which may, in the opinion of the National Board, affect detrimentally such production.

To provide such machinery, by direct appointment or otherwise, for the selection of committees or boards to sit in various parts of the country where controversies arise, to secure settlement by local mediation and conciliation.

To summon the parties to the controversy for hearing and action by the National Board in case of failure to secure settlement by local mediation and conciliation.

If the sincere and determined effort of the National Board shall fail to bring about a voluntary settlement and the members of the board shall be unable unanimously to agree upon a decision, then and in that case and only as a last resort an umpire appointed in the manner provided in the next paragraph shall hear and finally decide the controversy under simple rules of procedure prescribed by the National Board.

The members of the National Board shall choose the umpire by unanimous vote. Failing such choice, the name of the umpire shall be drawn by lot from a list of ten suitable and disinterested persons to be nominated for the purpose by the President of the United States.



The National Board shall hold its regular meetings in the city of Washington, with power to meet at any other place convenient for the board and the occasion.

The National Board may alter its methods and practice in settlement of controversies hereunder from time to time as experience may suggest.

The National Board shall refuse to take cognizance of a controversy between employer and workers in any field of industrial or other activity where there is by agreement or Federal law a means of settlement which has not been invoked.

The place of each member of the National Board unavoidably detained from attending one or more of its sessions may be filled by a substitute to be named by such member as his regular substitute. The substitute shall have the same representative character as his principal.

The National Board shall have power to appoint a secretary and to create such other clerical organization under it as may be in its judgment necessary for the discharge of its duties.

The National Board may apply to the Secretary of Labor for authority to use the machinery of the Department in its work of conciliation and mediation.

The action of the National Board may be invoked, in respect to controversies within its jurisdiction, by the Secretary of Labor or by either side in a controversy or its duly authorized representative. The board, after summary consideration, may refuse further hearing if the case is not of such character or importance as to justify it.

In the appointment of committees of its own members to act for the board in general or local matters, and in the creation of local committees, the employers and the workers shall be equally represented.

The representatives of the public in the board shall preside alternately at successive sessions of the board or as agreed upon.

#### PROCEDURE.

It is apparent from the foregoing that the National War Labor Board faced grave responsibilities. The formulation of a policy for the government of industrial relations marked a great advance toward industrial peace, but there remained a task equally difficult. This task was the organization of methods by which its principles could be applied in the settlement of disputes and controversies arising throughout the country. Such responsibilities have involved tremendous effort but have been met through the enlistment of an extensive organization of men and women trained to understand and equipped to solve the diverse problems arising in the broad field of industrial relations in the United States.

The procedure established by the National War Labor Board is remarkable for its simplicity and directness as well as for the speed and effectiveness with which it has succeeded in restoring peace on a basis of justice and fair dealing in many industries where production has been threatened with retardation or cessation from differences which it seemed impossible to remove by the ordinary agencies of mediation and conciliation.

The War Labor Board has in fact been developed by the events consequent upon its formation into a supreme court of industry for the period of the war, and there is no longer any doubt as to the complete effectiveness of its efforts to restore and maintain maximum war production where such production has been menaced by industrial controversy. The procedure followed by the National War Labor Board is as follows:

#### METHOD OF PRESENTING COMPLAINTS AND PROCEDURE.

Any person desiring to bring before the National War Labor Board an issue between employer and employees, of which the board has cognizance, shall deliver to the secretary of the board a written statement, signed by him, with his proper post-office address at his home and in Washington. The statement shall contain a brief description of the grievance and the names of the persons or corporations against whom he complains, with their post-office address.

Where an employer and employees both desire to submit a controversy to the board, they shall sign a short joint statement of the issue between them, with their respective post-office addresses, and request the action of the board. They shall deliver this signed statement to the secretary of the board.

Controversies in which the Secretary of Labor invokes the action of the board, together with the documents transmitted by him, shall be delivered to the secretary of the board.

Such complaints, submissions, and references by the Secretary of Labor shall be received by the secretary of the board and filed in his office, and indorsed with the date of filing.

The secretary of the board shall keep one docket for the filing of all complaints, submissions, and references, and shall number them on the docket in the order in which they are received and filed. Thereafter the cases shall be referred to by such number.

Where the complaint or submission filed shall show clearly that another board than this has primary jurisdiction therein, the secretary is authorized to direct the proper reference, and to advise the party or parties initiating the proceeding of such reference. At the next session of the board the secretary shall advise the board of his disposition thereof.

The secretary of the board shall digest all cases presented and bring them to the prompt attention of the board for its action.

#### ORGANIZATION OF THE BOARD FOR HEARINGS AND ADJUSTMENT.

Two members of the board, one from the employers' side and one from the employees' side, shall be appointed to act for the board in respect to every local controversy, the members to be named by the joint chairmen at the instance of the respective groups of the board. These members shall be called a section of the board, and shall hear and adjust cases assigned to them. If they can not effect any adjustment, they shall summarize and analyze the facts and present the same to the board with their recommendations.

The National Board may appoint permanent local committees in any city or district to act in cases therein arising. In the selection of such local committees, recommendations will be received by the National Board

from associations of employers and from the central labor body of the city or district and other properly interested groups. Sections of the board are authorized to appoint temporary local committees where permanent local committees have not been appointed by the board.

#### ARBITRATION.

When the board, after due effort of its own, through sections, local committees, or otherwise, finds it impossible to settle a controversy, the board shall then sit as a board of arbitration, decide the controversy, and make an award, if it can reach a unanimous conclusion. If it can not do this, then it shall select an umpire, as provided, who shall sit with the board, review the issues, and render his award.

#### COORDINATION OF THE WORK OF EXISTING BOARDS.

To comply with the direction of the President in his proclamation of April 8, 1918, constituting this National War Labor Board, it will hear appeals in the following cases:

Where the principles established by him in such proclamation have been violated.

Where an award made by a board has not been put into effect by employers, or where the employees have refused to accept or abide by such award.

To determine questions of jurisdiction as between Government boards.

Appeals will not be heard by the National War Labor Board from the decisions of regularly constituted boards of appeal, nor from any other board to revise findings of fact.

#### SUMMARY OF CASES.

The great number of cases which have accumulated before the War Labor Board has made necessary a considerable extension of the original method of hearing testimony and obtaining evidence. In addition to hearings conducted by the board as a whole and by members constituting a section of the board, it has been found necessary to organize a staff of trained examiners to conduct public hearings where both sides have full opportunity to present any facts bearing upon the questions at issue. These examiners then summarize and analyze the facts and report to the board, which also receives a stenographic copy of the hearings. It has also been found necessary to assign examiners to supervise the application of awards and to interpret in the name of the board any provisions the interpretation of which can not be agreed upon by the parties.

In only four cases up to date has the War Labor Board failed of unanimous agreement upon awards and decisions. This fact, besides being a splendid tribute to the members of the National War Labor Board, is also a striking indication of the magnificent spirit of cooperation which has pervaded American industry since this country entered the world conflict, for it will be remembered that the board, with the exception of the two chairmen, is composed of members

directly representing the interests of employers on the one hand and workers on the other.

Up to and including October 1 the offices of the War Labor Board had been invoked in a total of 531 controversies involving the operation of even a larger number of establishments—for many cases embraced groups of plants—engaged upon the production of materials vital to the very existence of our armies and involving the employment of more than 2,000,000 workers. Of this number the War Labor Board had 266 cases still pending on October 1. Awards have been made directly in 44 cases; 136 cases have been referred to other governmental agencies; 2 were withdrawn; 30 were settled; 9 were settled without intervention of the board; jurisdiction was denied in 8 cases; and 32 were dropped or suspended.

#### ENFORCEMENT OF DECISIONS.

While the War Labor Board began its work without any statutory power to give effect to its findings or decisions, only in three instances has there been resistance to its conclusions. Those three instances have served as occasions for demonstration of the Government's determination to uphold the action of the board and thereby maintain the industrial peace necessary to essential war production.

*The telegraph cases.*—The first resistance to a decision of the board occurred in a dispute between the Western Union Telegraph Co. and a group of its employees who had become members of the Commercial Telegraphers' Union. It was charged by these employees that the Western Union Telegraph Co. had denied them the right to organize as trade-unionists and had made membership in a trade-union a cause for discharge. The equal right of workers and employers to form their own organizations and to deal collectively through such organizations is, as stated, one of the cardinal principles upon which the National War Labor Board was founded. The board therefore recommended that the company cease its practice of discriminating against employees who become members of the union. Upon the refusal of the Western Union Telegraph Co. to abide by this recommendation the facts were laid before the President by the Secretary of Labor, and on June 11, 1918, the President directed letters to both the Western Union Telegraph Co. and the Postal Telegraph Commercial Cable Co., which had been charged with similar practices. These letters urged acceptance of the board's recommendation and concluded as follows:

In my judgment it is imperatively necessary to the national interest that decisions of the National War Labor Board should be accepted by both parties to labor disputes. To fail to accept them is to jeopardize the interest of the Nation very seriously, because it constitutes a rejection of the instrumentality set up by the Government itself for the determination of labor disputes, set

up with a sincere desire to arrive at justice in every case and with the express purpose of safeguarding the Nation against labor difficulties during the continuation of the present war.

An answer was immediately forthcoming from the Postal Telegraph Commercial Cable Co. acknowledging the necessity for the subordination of any private privileges to the public interest and agreeing to abide by the decision of the board. The Western Union Telegraph Co., however, persisted in its opposition and Mr. Newcomb Carlton, the directing head of that company, in his reply to the President denied the right of the board to enforce its recommendation. The latter thereupon applied to Congress for authority to take over the telegraph and telephone lines. This authority was granted and those utilities were taken over at once by the Postmaster General, who promptly issued instructions that discriminatory practices should cease.

*Opposition by employees.*—The above case was the only one in which any decision of the National War Labor Board was rejected by either an employer or by wage earners until early in September. During this month the organized workers at Bridgeport, Conn., announced their dissatisfaction with an award by the board and ceased work. About the same time the Smith & Wesson Co., of Springfield, Mass., declared its intention to disregard the board's instructions against further discrimination between organized and unorganized workers. This coincident rejection by an employer and a group of workers of the decisions of the board was the occasion for the announcement by the President that he proposed to uphold the decisions of the board against all attacks by dissatisfied participants in controversies, regardless of the side from which its authority was assailed. On September 13, therefore, he directed the Secretary of War to take possession of the Smith & Wesson plant and to operate it thereafter in the name of the Federal Government. At the same time he wrote to the Bridgeport strikers directing them to "return to work and to abide by the award."

"If you refuse," the President wrote, "each of you will be barred from employment in any war industry in the community in which the strike occurs for a period of one year. During that time the United States Employment Service will decline to obtain employment for you in any war industry elsewhere in the United States, as well as under the War and the Navy Departments, the Shipping Board, the Railroad Administration, and all other Government agencies, and the draft boards will be instructed to reject any claim of exemption based on your alleged usefulness in war production."

The striking workers who had previously refused to assent to the finding of the board through its umpire, acceded at once to the request of the President, rescinded the strike vote, accepted the award, and resumed work.

## EFFECT OF DECISIONS.

The board has striven in each case to conform to the principles and policies agreed upon at the time of its organization. The outstanding accomplishment of the board lies in the fact that its determination to apply these principles without favor has caused a vast decrease in the number of cases which might otherwise have come before it. The practices complained of have been in many cases voluntarily discontinued, and such discontinuances are in no small measure due to the knowledge that unfair practices would be summarily dealt with by a fair tribunal. The adjustments have done much to remove the causes of interrupted production by providing a means by which parties to controversies could secure rapid and fair settlements of their differences with justice to both sides. The success of this policy was, of course, dependent almost entirely upon the degree of faith which the workers and employers of the country reposed in the members of the board. Subsequent events have served to demonstrate that this faith is deep and abiding. Such decisions as have been rendered have received a maximum of publicity through the daily press and have served as notices to the country of the determination of the Department to adhere rigidly to its standards, neither compromising nor exceeding them in any case. This determination has resulted in a minimum of opposition to its decisions, and is also the cause of a marked and growing inclination on the part of employers to readjust hours and working conditions voluntarily in order to conform to the decisions already rendered.

During the brief period of its existence the War Labor Board has been one of the most effective instruments of the Department in producing historic and desirable changes in the relations of employers and wage earners in the United States. Probably the most important of these changes is that involving the right of workers to organize and to deal collectively. This subject has been dealt with in past reports. While the Department is charged with the duty of promoting the interest of wage earners, it has always taken the position that such promotion shall not be to the detriment of any other class. In the conciliation of disputes it has been found, however, that the greatest barrier to agreement between the parties to a controversy lies in the fact that, while the employing interest is frequently represented by a single person, the interests of the employees are not organized, and that consequently they can not so effectively bargain or be bargained with. Therefore, the conclusion arrived at in the Western Union case—that no employer should insist upon deciding whether his employees should or should not be members of a union—was in full accord with the policies of the Department for many years. The question of discrimination against workers who are members of unions has led in the past to industrial conflicts entailing

vast losses in wages and materials. I regard it as a distinct industrial advance that such a reasonable principle as that of the War Labor Board has been adopted and so generally accepted by employers.

*Collective bargaining.*—Coupled with this recognition of the right to organize is the recognition of the principle of collective bargaining. For many years the law has been making it easier, and properly so, for employing interests to deal collectively. The copartnership, the stock company, and the corporation are, from the standpoint of the wage earners, means by which employers may pool their interests as employers and collectively hire workers. The Department has recognized the necessity and the desirability for such organization on the part of employers. It has also felt that such organization is desirable on the part of wage earners, for without it the wage earner is at a tremendous disadvantage. His employer is granted a normal and orderly method of dealing, and is encouraged to so deal by the law. Fairness demands that like facilities be at the disposal of wage earners. The War Labor Board has therefore tried to abolish the so-called individual contract, by which the employer exacts from the worker a signed agreement not to join a trade-union during the period of his employment. In all cases where workers have been dismissed because of their union affiliations the board has ordered their reinstatement with full pay for all time lost by reason of the dismissal.

In further application of the principle, the War Labor Board has, in every case in which this right was involved, provided that the employer shall recognize the right of his workers to collective representation, either through trade-unions or through committees democratically chosen in elections fairly conducted under rules guaranteeing freedom from any ulterior influences. Through its administrative officers, the War Labor Board has, with the approval and sanction of the department, established a method of shop elections by which the workers may be represented in determining their rates of pay and the conditions under which they work.

*The minimum wage.*—Originally committed to the premise that the worker is entitled to a wage sufficient to maintain his family and himself in health and reasonable comfort, the War Labor Board has found it necessary to make extensive studies of the cost of living and to avail itself of the data on that subject gathered by the Bureau of Labor Statistics. Upon the basis of such information, it has established certain rates varying according to local conditions below which no worker shall be paid. In the case, for instance, of the Bridgeport munitions industries, this minimum has been fixed for male workers, 21 years of age and over, at 42 cents per hour, and

for female workers, 18 years of age or over, at 32 cents per hour; in Waynesboro, Pa., the minimum for male workers has been fixed at 40 cents per hour.

The War Labor Board has conceived it to be its duty to protect the worker in his right to a living wage, regardless of the financial condition of the employing corporations. It has decided that, so far as its functions are concerned, consideration of the workers' claim is paramount to consideration of the employers' ability to meet it. At the same time, the board has felt that it must consider the possibility of financial injury to an employer from equitable and necessary wage readjustments, and has, therefore, adopted as its policy the principle that where conformity with its decisions affects an employer's ability to continue effective operation of his plant, the properly constituted rate or contract making agency shall be requested to give consideration to the action of the War Labor Board in application for increased revenues. Such recommendations have been made in the cases of street railway corporations and other public utilities regulated by State laws or city ordinances, and in the cases of manufacturing establishments under obligation to furnish material to the Government at fixed contract prices.

It has also been recognized by the board that we are in a period when rapid changes are taking place and that the conditions upon which an award or finding is based may be so altered or modified within a short period that the award itself is no longer equitable. To correct this it has been provided that awards and findings may be reviewed at six-month intervals to meet any changes in fundamental conditions.

With respect to the question of recognition of trade-unions by employers, the War Labor Board has maintained the status quo ante, sustaining the right of the employer to refuse to deal with trade-unions during the period of the war in cases where he has not dealt with them before the war, and upholding the right of the union to continued recognition by employers who have recognized and dealt with it in the past.

*Women in industry.*—The rights of women in industry have been rigidly protected by the War Labor Board with respect to questions of wages, health, and general welfare. In all cases where women perform the same work as men they shall, according to the policy of the War Labor Board, receive precisely the same rate of pay, and in no case be allotted tasks disproportionate to their strength.

#### ESTABLISHMENT OF THE DIVISION OF NEGRO ECONOMICS.

In the previous fiscal year the attention of the Department had been repeatedly called to specific problems involving race relations. During 1916 and 1918 perplexing questions had arisen and



investigations had been made with regard to Negroes. With the greater industrial efficiency demanded by the war it became apparent that a more harmonious adjustment of the labor relations between whites and Negroes was imperative, especially in view of the fact that the latter race makes up over one-tenth of our total population and includes about one-sixth of the working population. It has long been the policy of the Department to avail itself of the best expert knowledge obtainable in the administration of such problems as have arisen. Hence the requests made not only by Negroes but by many white persons as well that the former be represented upon the Secretary's staff by a person of their own race met with a favorable hearing, and in January the Advisory Council was requested to confer with various persons who had been active in such matters and to report a plan. As a result of such conferences the Advisory Council recommended that a Negro adviser to the Secretary of Labor be appointed. After consultation with many persons of both races, I asked Dr. George E. Haynes to advise me in such matters, and tendered him an appointment as Director of Negro Economics. Dr. Haynes, who was at that time professor of economics and sociology in Fisk University, Nashville, Tenn., entered upon his duties May 1. His function is to advise the Secretary on matters affecting Negro wage earners and to outline and direct plans toward greater production in agriculture and other industries. This step was taken not only because the advice of an expert was necessary but because it was felt that a race which made up such a large share of our industrial army and had contributed so generously to our military and naval forces was certainly entitled to a seat at the Secretary's council table when matters affecting its interests were considered. The work of this division since its establishment has amply justified its creation and my policy has been to refer to it for advice concerning administration of all problems peculiar to Negroes as wage earners.

#### FIELD ORGANIZATION OF THE DIVISION OF NEGRO ECONOMICS.

The administration of such problems has had for its basic idea the view that repressive measures are inadvisable and that the interests of the races are best promoted where cooperative relations exist between white and colored leaders. The Director of Negro Economics has consequently promoted the organization of cooperative committees of white and colored citizens in the States and localities where labor problems exist. The nature of such work makes a field force necessary, and a staff of State supervisors of Negro economics has been intrusted with the local administration of such policies as are formulated. Since many of these policies relate to the employment functions of the Department the supervisors necessarily

work in close cooperation with the Federal State directors of the United States Employment Service. They are also charged with the development of such publicity campaigns as may be necessary to promote good feeling between the races and to have both white and Negro citizens understand the purposes and plans of the Department.

*Conferences with local organizations.*—With the realization that the support of all local organizations must be enlisted, State conferences with excellent representation have been held in North Carolina, Georgia, Kentucky, Ohio, Florida, Mississippi, and Illinois. These conferences have received the friendly support of the governors and State councils of defense and of the business and labor organizations generally, as well as many fraternal, religious, benevolent, and educational associations.

The extent of the field organization of this division on October 1, 1918, was as follows:

State Negro workers' advisory committees, composed of representative Negroes and cooperating white citizens have been appointed in seven States, viz, Florida, Georgia, Mississippi, North Carolina, Ohio, Virginia, and Kentucky. The appointment of such committees is now in progress in five additional States—Illinois, Michigan, Missouri, Pennsylvania, and New Jersey. County and city committees have been appointed in seven of these States, and are in process of appointment in others.

State supervisors of Negro economics and special agents working in close cooperation with the Federal State directors of the United States Employment Service, have been appointed in 11 States—Mississippi, Florida, Georgia, North Carolina, Ohio, Virginia, Illinois, New Jersey, New York, Alabama, and Missouri. In the State of Florida, with the active cooperation of the Council of National Defense and the governor, a campaign has been launched to enlist men and women of the State in voluntary cooperation for war work. In Ohio, local committees in 23 cities are cooperating with the Employment Service in recruiting and placing Negro women in war industries.

#### REPORT ON NEGRO MIGRATION IN 1916-17.

Upon the breaking out of war extensive Negro migration from the South caused much concern with reference to planting and harvesting the crops of that region. This movement had begun before the war and the attention of the Department had been called to it in June, 1916. At that time it appeared that employers at the North, chiefly railway corporations, were inducing the migration in aid of their labor supply, the maintenance of which through immigration from foreign countries had fallen off enormously.

Some of this Negro movement northward had been through agencies of the United States Employment Service of this Department. Upon being informed of the circumstances the Department withdrew its facilities from group migration, but, of course, continued to serve individual citizens regardless of race. It had also set on foot, in the summer and fall of 1916, an investigation of the conditions causing this shifting. For that purpose it utilized, in addition to the services of immigration and employment officials in the field, north and south, the services of Charles E. Hall and William Jenifer, both of the Negro race and employees of the Department of Commerce, which detailed them to the Department of Labor at its request.

At the very outset of the war, great concern from many sources was expressed over the probable loss to the Nation of southern crops through the departure from that section of Negro workers in appalling numbers. Accordingly, a broader investigation was instituted by this Department before the end of the first month of the war. James H. Dillard, of Charlottesville, Va., being requested to supervise an investigation, undertook to do so as a volunteer at this national crisis. Dr. Dillard, who is a graduate of Washington and Lee University and was formerly a professor and the dean in Tulane University in Louisiana, is now and for some years has been president of the Jeanes and Slater Funds for Negro education in the South.

The investigation was begun prior to the establishment of the Division of Negro Economics, but the final report was submitted shortly after the director of that division assumed his duties, and the last steps in the preparation and revision of the manuscript were taken under his immediate supervision. The report itself is now in press.

*Effect of lawlessness.*—Among the circumstances disclosed by Dr. Dillard's investigation was the fact that the exodus of Negro workers had been largest where lynchings and other forms of mob violence had been greatest. Later reports from the field indicate that such evils are retarding the efforts of the Department to allay labor unrest and to distribute properly the labor supply throughout the South.

Much has been spoken and written against this evil practice. The recent utterance of the President condemning the mob spirit everywhere and urging State authorities to suppress it has done much to hearten Negroes and to strengthen the hands of citizens and public officials who are battling against it.

While the functions of the Department do not extend to recommendation of specific means for dealing with this menace, and while its correction lies wholly with the several States, it seems proper to point out that it is a constant cause of unrest and that it is making

harder the work of the Department of Labor to increase the efficiency of Negro wage earners by improving their condition. It is a duty to point out the effects of such an evil and to state that only its total abolition will serve to replace unrest with contentment. In the fulfillment of this duty the Department urges universal assistance in promoting cooperation between the races for the harmonizing of their relations and for the vigorous and unflinching enforcement of the law.

#### WAR LABOR POLICIES BOARD.

Among the later problems submitted to the Advisory Council was that of regulating the relations of services and bureaus in the Department of Labor with similar services and bureaus in other departments. In the fixing of wages and working conditions, for instance, adjustment boards and agencies existed in practically every production branch of the Government. The work of these agencies was frequently in conflict, and it was highly desirable that their policies be unified and that the boards themselves work in harmonious relations with each other. Nor were such conflicts of authority confined to the adjustment of labor disputes. There were incompatibilities with regard to the supervision of working conditions, housing, and many other functions of the Department of Labor. As a means of bringing these agencies into mutual relationships, the Advisory Council recommended the creation by the Secretary of Labor of a War Labor Policies Board, to be composed of the chiefs of the various bureaus and services of the department, together with representatives of the other production departments of the Government.

In accordance with this recommendation, the War Labor Policies Board was created on May 13, 1918, with Mr. Felix Frankfurter, Assistant to the Secretary of Labor, as chairman. Its first meeting was held on May 29, 1918. The departments, boards, and administrations represented are the Department of Labor, the War Department, the Navy Department, the Department of Agriculture, the United States Shipping Board, the Emergency Fleet Corporation, the Fuel Administration, the Food Administration, the Railroad Administration, and the War Industries Board. In addition to members representing these branches of the administration the Policies Board has advisers representing labor, and others who are qualified in business management and technical fields.

The need for the War Labor Policies Board arose from the fact that the Federal Government had become the greatest employer in the country. And although the Government represented one people and might therefore be expected to have a single broad policy toward labor, the first 12 months of the war brought out many diverse policies from that single Government. The inevitable result was that

the Nation, operating through different agencies, was saying and doing irreconcilable things. Each of the war policies announced by each of the branches of the administration could not be right because many of them were mutually contradictory.

The function of the board is to reconcile such differences in so far as they refer to administration of labor matters and to recommend to the Secretary unified labor policies to harmonize the industrial activities of separate branches of the Government. It is well adapted to this end, since—although it was created by the Secretary of Labor and operates under his direction—it includes responsible representatives of other branches of the Government.

*Elimination of labor turnover.*—The first problem to be faced was the wastage which arose from labor turnover. This evil was magnified by competitive recruiting on the part of persons who were employed by or operating on behalf of the Government. Private labor agencies and private businesses were also insistently seeking the labor needed for vital war work. To eliminate this waste and to assure a sufficient supply of labor for war purposes the board recommended the policy of central recruiting of unskilled labor through the United States Employment Service. With the approval of the Secretary of Labor and by presidential announcement, this policy was put into effect on August 1. Plans were also made for the recruiting of skilled labor similarly when the Employment Service shall have been sufficiently enlarged to assume that burden.

*Adoption of uniform standards.*—Diversity in the conditions and standards of employment in the different governmental agencies were a second cause of industrial disturbances and of labor turnover resulting in a decrease in output. To harmonize such diversities the board has devised and recommended clauses for insertion in the contracts executed by the war production departments. These clauses deal with the questions of child labor, contract labor, the Federal eight-hour laws, the enforcement of State laws, and the submission of labor disputes to arbitration.

For the enforcement of such of these provisions as relate to labor standards the cooperation of State labor bureaus has been secured. These State agencies have been authorized to enforce the contract provisions by the Federal departments responsible for the execution of contracts. In order to obtain a satisfactory understanding with the State organizations a conference was held on September 30 and October 1, at which 34 States were represented.

*Industrial exemptions.*—The War Labor Policies Board has also developed and recommended to the Provost Marshal General a system of furloughing skilled laborers in order to minimize the disorganizing effects of the draft upon essential industries. Another plan providing district draft boards with industrial and agricultural

advisers was designed by the board and also adopted by the Provost Marshal General. In accordance with this plan exemptions for industrial needs are determined on the basis of national rather than of purely local requirements.

The rapid growth of many communities due to the establishment of war industries has produced living conditions which have made it impossible for workers to maintain their efficiency. To correct these evils the War Labor Policies Board has recommended that the Department of Labor establish a Commission on Living Conditions of War Workers, which, in cooperation with governmental departments and local agencies, shall secure proper living conditions for workers in war industries. The recommendation was approved by the Secretary of Labor and a commission of five members was appointed October 16 as a part of the Bureau of Industrial Housing and Transportation.

*Wage stabilization.*—One of the chief obstacles to the proper distribution of labor has been the variations in wages paid by different contractors for the Government. These differences were frequently of considerable magnitude even within the same city and for the same trades. This resulted in a tremendous turnover of labor which seriously interfered with productive efficiency. It was the individualistic strike. It represented the individual workman dissatisfied with conditions who was either unwilling or unable to enlist his fellow workmen in a collective protest. It was much larger in the aggregate than all of our strikes. Something had to be done to reduce it to a minimum if our war-industry effectiveness was to be maintained. It was apparent that only some system of standardization of wage rates would accomplish the desired results.

Every collective wage agreement entered into between employers and employees establishes standard wages for the period of its existence and to that extent has a stabilizing effect. It reduces unrest to a minimum because employers and employees are alike parties to the agreement. Any policy of standardization determined upon by the Government to reach its highest effectiveness must give to the employer and employee a voice in determining the wage standards that are to be introduced. This policy has been pursued in the creation of the various wage-adjustment boards. These have not covered all of the field, with the exception of the War Labor Board, and its jurisdiction did not begin until the spirit of unrest amongst the workers had reached the stage of creating a labor dispute. Standardization with a view to preventing the unrest had not been undertaken in the general field of industry. To that end the board perfected plans for the formation of a Building Trades Board and a Metal Trades Board, composed of representatives of employers, employees, and the Government, to deal with problems that have arisen

outside the jurisdiction of the Shipbuilding Adjustment Board and the Railroad Board of Wages and Working Conditions. Plans are being worked out for the creation of additional boards in other essential industries.

*Profiteering.*—Directly related to the question of wage stabilization is the problem of the steadily increasing cost of living. The Department realized that to regulate wages without at the same time meeting the question of the rising costs of the services and materials which the worker purchases with his wages would be dealing in half measures. Accordingly the question of price control has been referred to the War Industries Board, the Food Administration, and the Department of Agriculture, with the request that they proceed as rapidly as possible with the formulation and enforcement of plans for the increase of production and the stabilization of the prices of the necessities of life and the elimination of profiteering through the equitable limitations of profits.

*Employment of women.*—The reduction in the available labor supply due to the draft has resulted in the steady increase in the employment of women. The Policies Board has held the protection of women against the hazards resulting from their entry into industry of prime importance. A statement of the policy of the Government with regard to the employment of women has been adopted which includes principles to be observed in occupations employing women and the safeguards which should be provided for them. The administration of this policy has been assigned to the Woman in Industry Service by the Secretary of Labor.

*Plant surveys.*—Realizing that the scientific utilization of industrial plants is the first requisite in securing maximum production, the board has devised a plan for surveys to be made by the Federal Community Labor Boards of the Employment Service, under the direction of the War Industries Boards, to ascertain the extent to which plants capable of being utilized for war production are being employed and to devise means for the conversion to war uses of plants now fitted only for production of nonessentials.

These are some of the more important matters which have been dealt with by the War Labor Policies Board. Other problems affecting one or more branches of the Government have found their way to this board for reference. To them all this board brings the light which arises from common counsel of separate agencies working on the single task of exerting the full energies of the Nation in the prosecution of the war.

#### THE WOMAN IN INDUSTRY SERVICE.

The Advisory Council had included among its recommendations a plan for the general supervision of such labor problems as involve women. It was impossible, because of the lack of funds, to carry out

their plan at the time it was proposed. Application had been made to Congress for the needed appropriation, but some delay resulted, and it was not until the end of the fiscal year that the needed sum became available.<sup>1</sup>

The Woman in Industry Service was organized early in July with Miss Mary Van Kleeck as its director and Miss Mary Anderson as assistant director. Miss Van Kleeck had previously served the Ordnance Department in a similar capacity. The effects of the first draft were becoming more and more evident and the importance of the employment of women was growing daily more significant. Within a few weeks the announcement of the plans to extend the draft to include all men between the ages of 18 and 45 brought a still keener realization of the fact that production for the war would depend in increasing measure upon the effective employment of a growing force of women workers. The adjustment of a large number of new workers to unaccustomed tasks is now in process and will become more extensive as the war goes on; it is a labor problem without precedent. No less gigantic is the task of social adjustment in the home and in the community which is also imposed by the increasing employment of women as breadwinners.

*Functions and purposes.*—The Woman in Industry Service is charged with the duty of developing standards and policies to insure the effective employment of women while conserving their health and welfare. It is instructed to keep in close touch with the other divisions of the Department of Labor, each of which has a relation to women in industry, and to coordinate such work in other Federal departments. It is expected to work with State departments of labor. Its aim is to unite in the active carrying out of a consistent and rounded program all the agencies which touch various phases of the problem. The representation of the service on the War Labor Policies Board, through the membership of its director on the board, is a means also of viewing problems of women's work in proper relation to labor problems affecting both men and women.

It is a twofold problem with which the country must now deal. Women's work must be made more healthful and more productive by the establishment of better conditions in their accustomed work, and the conditions of their employment in new occupations must be determined and established on the right basis. All this must be accomplished without lowering standards already attained while meeting the extraordinary demands for maximum production which the enlarging war program imposes as a national necessity in the greatest crisis in the history of this country.

<sup>1</sup> "To enable the Secretary of Labor, during the present emergency, to carry on the work of war labor administration, including \* \* \* the employment of women in industry \* \* \* Woman in Industry Service, \$40,000."



## COUNCIL ON WOMEN IN INDUSTRY.

As a means of coordinating the efforts of the Federal agencies concerned in women's work, a council composed of women representing every division of the Department of Labor and other Federal departments having organized work to deal with problems of women in industry has been organized for weekly conference. It represents the Women's Branch of the Ordnance Department, the Women's Section of the Railroad Administration, the Federal Board for Vocational Education, the Women's Committee and the Committee on Women in Industry of the Advisory Commission of the Council of National Defense, and from the Department of Labor the services concerned with investigation and inspection, training and dilution, information and education, working conditions, the United States Employment Service, the Immigration Bureau, the Children's Bureau, the Bureau of Naturalization, the Bureau of Labor Statistics, the United States Housing Corporation, the War Labor Board, and the War Labor Policies Board. The council has taken up for discussion the important questions coming before the Women in Industry Service and included in the activities of the groups represented for determination of policies. Among the subjects for such discussion have been the safeguards to be established in new occupations, the enforcement of State labor laws including the prohibition of night work, the application of the principle of equal pay for equal work, and the recruiting and training of women workers.

## COMMITTEE ON HAZARDOUS OCCUPATIONS.

Shortage of labor is likely to be felt first in those occupations in which working conditions are hazardous or disagreeable, and the danger is therefore that women may be introduced first into these occupations involving hazards to their health. To meet this problem a series of inquiries has been planned which are designed to determine the occupations in which women may be employed safely and the detailed and practical measures needed to remove all hazards not inherent in the essential nature of the process. To direct this work, the Woman in Industry Service has organized a committee composed of representatives of the Surgeon General's Office, the Army Ordnance Bureau, and the Chemical Warfare Service of the War Department; the United States Public Health Service; the Navy; the Bureau of Standards of the Department of Commerce; the War Industries Board and the Working Conditions Service of the Department of Labor. The first place selected for survey was Niagara Falls, whose chemical industries and manufactories of metals and alloys are basic in the war industries. Two representatives of the Industrial Commission of New York State were added to the committee to insure cooperation in putting into effect the de-

tailed recommendations for dust removal, sanitation, and safety, and other protections against occupational hazards which have been worked out in practical detail by physicians, engineers, and women investigators acting for the committee.

#### FORMULATION OF STANDARDS.

The report on work done by the committee at Niagara Falls will be the first of a series setting forth the results of practical experience in safeguarding women workers in various occupations. These will be the basis for specific standards which, after recommendation by the War Labor Policies Board and upon approval by the Secretary of Labor, will form a code of industrial conditions affecting women. A bulletin setting forth standards which should govern the employment of women in any occupation is now ready for printing and will be issued shortly.

#### STATE LABOR LAWS.

Standards established in State labor legislation after many years of effort by wageworkers and by public-spirited citizens form, of course, the basis for the additional regulations which will be prescribed by the Federal Government. In the early months of the war, however, the paramount needs of the National Government raised doubts in the minds of many people as to the validity of State labor laws in plants working on contracts for the Federal Government, and in a number of instances manufacturers denied to State officials the right of inspection of their plants. This was a serious situation, since there were no Federal laws adequate to safeguard the workers and not sufficient administrative machinery to enforce regulations by Federal departments. Moreover, such a situation, if allowed to continue, would seriously weaken the enforcing authority of the States in the period after the war, when the Federal departments will cease to be so large a purchaser and will therefore not have the same relation to industry through the making of contracts.

To meet this situation the Department, through its War Labor Policies Board, has caused to be inserted into contracts clauses requiring full compliance with State labor laws in the carrying out of the contract. To make these contract clauses effective, the Woman in Industry Service and the War Labor Policies Board have worked out a scheme of cooperation between State and Federal agencies whereby the head of the Federal contracting department, the Secretary of War, the Secretary of the Navy, the director of the United States Housing Corporation, and the director of the Emergency Fleet Corporation will deputize State officials to cooperate with the Federal authorities in the enforcement of the clauses of the contracts related to working conditions. As one means of insuring effective

administration, a conference of State officials was called at which one session was devoted to the subject of women in industry, with the director of the Woman in Industry Service presiding.

#### NIGHT WORK OF WOMEN.

It was evident at the conference that State officials were much concerned over the employment of women at night. This problem has absorbed much of the attention of the Woman in Industry Service since early in July. With the withdrawal of men into military service at an increasingly rapid rate, and with the consequent enlarged program of production, the pressure upon industry to utilize its equipment and machinery 24 hours a day for the production of munitions, has become very great and with it has come an insistent demand for employment of women at night. In seven States night work is prohibited but in two of these States authorities have power to grant exemptions. In 41 States, including such important manufacturing States as Illinois, Ohio, New Jersey, and Connecticut, there are no laws prohibiting night work, and in these States night work of women is the practice in a number of important munitions plants. This practice is likely to increase unless the Federal Government takes control of the situation. In those States having night-work laws State officials and others interested in the situation already see evidence that unless some constructive measures are taken by the Federal Government, the night-work laws which have been placed on the statute books as the result of years of persistent effort, will be attacked at the coming sessions of the legislatures and repeal will be asked on the ground of national necessity.

The Woman in Industry Service has held a number of conferences in Washington to discuss this subject with representatives of voluntary organizations interested in labor legislation, with men and women leaders in trade-unions, with representatives of the Federal agencies concerned in this problem, and with State officials. The plan evolved as a result of these conferences is that the Federal Government should take control of night work and that in no State, whether there is a law prohibiting it or not, should night work be permitted, except by certificate issued by the Secretary of War or the Secretary of the Navy through the State agency charged with enforcement of labor laws. In those States having no prohibition of night work the basis of control will be a clause in the contracts prohibiting the employment of women after 10 p. m. or before 6 a. m. without a war-emergency certificate. In those States having laws prohibiting night work the certificate will be issued under the war powers of the Federal Government and will result in a temporary modification of State regulations in a national emergency. No certificate will be issued until the War Department or the Navy has

determined that there is an emergency in production which can not be met in any other way. A thorough investigation by the Department of Labor will be made before any certificate is granted, and the working conditions which should be established will be recommended in each instance by the Secretary of Labor, acting through the Woman in Industry Service, in a statement which will be attached to the certificate. The Woman in Industry Service will then supervise the plant during the period of the certificate, and the certificate will be revoked if conditions are not complied with. In no case will a certificate be issued to a plant in which women are employed longer than eight hours, day or night, and in every plant absolute compliance with standards set by the State department of labor and by the Federal Government, including the principle of the same pay for the same work for women taking men's places, will be required. The plan has been approved by the Department and is now before the Council of National Defense for decision. The groups with whom the Department has had conferences are strongly opposed to any weakening of State laws and will insist upon convincing demonstration that a national emergency exists before any temporary modification or suspension is permitted.

The whole plan contemplates control of night work, with the assurance that it will be restricted to those plants where emergencies exist and where every other method possible has been tried first. It should leave intact on the statute books the State labor laws and encourage their absolute enforcement in all plants not holding a permit from the Federal Government.

#### REPRESENTATION OF WORKING WOMEN.

In order that the Department might have the advice of working women, whose practical experience is an invaluable guide, the national trade-unions having women members were invited to send women delegates to a conference called by the Woman in Industry Service in Washington on October 4 and 5. This conference resulted in the formation of a permanent advisory council of working women. It also resulted in a series of resolutions forming a statement of the opinion of working women on the problems now confronting the Woman in Industry Service. Plans are now under way for the organization of an advisory council representing the managerial and employing viewpoints.

#### OTHER PROBLEMS.

Wages and industrial relations and the policy which should underlie training for women workers during the war have also received serious consideration from the Woman in Industry Service. On the whole problem of the employment of Negro women it is hoped that

the Woman in Industry Service, in cooperation with the director of Negro Economics, may undertake some active work.

At this moment it may be said that the recruiting, training, and placing of women workers and the determination of conditions which will make their employment most effective is the basic problem involved in securing an active force of workers for the industries of the Government. A plan for establishing the necessary administrative machinery to accomplish this vast undertaking is now in process of formulation. Determination of the occupations in which women should replace men has obviously a very direct bearing on the work of local draft boards, and the War Industries Board is keenly interested in it from the point of view of production for the war. The success of the undertaking will depend upon the active cooperation of all of the agencies concerned with the effective use of the manpower of the Nation.

#### INVESTIGATION AND INSPECTION SERVICE.

*Authority.*—The War Labor Administration act provided for an Investigation and Inspection Service and appropriated for its use the sum of \$300,000.<sup>1</sup>

*Functions.*—The functions of this service are outlined in my letter specifying the essentials of a war labor administration. I quote from that part of the letter referring to the Investigation and Inspection Service:

A force of investigators will also be needed for the various other services here contemplated.

In view of the fact that the services of an inspector, examiner, and investigator may often be combined in one man, especially at the beginning of the work, and also that the handling of a field force which travels from place to place is a large task in itself, I believe that the greatest economy and efficiency can be obtained by combining these field forces under the Secretary in one inspector in charge and in a special service, to be called "Investigation and Inspection Service."

It will be my purpose to require all new services in the Department to use this Investigation and Inspection Service so far as possible in all their field work. For this purpose the inspector in charge of the service will provide, on consultation with the other branches of the Department, methods of inspection, investigation, and examination, including blank forms for reports on the various necessary subjects, and will transmit such reports when made to the various branches to which they belong.

There are certain limits, however, to the work which such inspectors, investigators, and examiners can do. They can not, for instance, act as mediators or as experts on training. In these cases the field forces are estimated in the services to which they are attached.

<sup>1</sup> "To enable the Secretary of Labor, during the present emergency, to carry on the work of war labor administration \* \* \* investigation and inspection service, \$300,000. \* \* \*"

The investigators and inspectors in this service shall make reports to the following services.

- (a) Conciliation Service.
- (b) Working Conditions Service.
- (c) Woman in Industry Service.
- (d) Training and Dilution Service.
- (e) The experts in the Secretary's office working on special problems and priority.
- (f) The Housing Director.
- (g) The United States Employment Service.

The director of this service will work out its relation to the other departments in the same way as its relation to the above services in the Department of Labor. So far as inspection work can be done by existing inspectors in the field for other departments this will be done, but it is anticipated that expert labor inspectors will be necessary for the work contemplated and that inspectors of material output can not act as inspectors or investigators on labor questions.

Thus the need for this service arose out of the necessity for the other services for which it acts.

Within a week from the date of the granting of the appropriation, the service was established under Mr. Ethelbert Stewart as director and Miss Gertrude Barnum as assistant director. On August 15 a letter was addressed to all services of the Department, announcing that the Investigation and Inspection Service was equipped with a sufficient force to handle the business of investigation and inspection for the various services of the Department.

The separate bureaus and services of the Department have taken advantage of this equipment, and in addition the Secretary's office has frequently made requests for similar assistance. Up to October 15, 1918, 156 investigations and inspections had been made in accordance with such requests.

#### TRAINING AND DILUTION SERVICE.

*Authority.*—The authority for this service is found in the War Labor Administration act, which specifically appropriated \$150,000 for its maintenance.<sup>1</sup>

*Functions.*—The memorandum of the President directing the Secretary of Labor to undertake a formulation of a national war labor administration enumerated, among other things, the necessity for the creation of an agency which would furnish (a) "a satisfactory method and administration for training of workers; (b) an agency for dilution of skilled labor as and when needed."

The purposes and duties of this service have been stated in my letter, from which I quote:

In connection with the work of the Secretary of Labor in promoting and developing the welfare of the wage earners of the United States by advancing

<sup>1</sup> "To enable the Secretary of Labor, during the present emergency, to carry on the work of war labor administration \* \* \* the training and dilution of labor \* \* \*. Training and Dilution Service, \$150,000."

their opportunities for profitable employment it is frequently necessary to consider the matter of assistance to wage earners by the promotion of the best shop methods for their training. In this connection it is not the purpose of the department to enter in any sense into the educational field either in its general aspects or in the special matter of vocational education. The Secretary is a member of the Federal Board for Vocational Education and intends in no way to duplicate its work.

But the work here proposed is or may become of vital importance, especially in the industries most essential to the war. Already training facilities for workers are being found necessary and are being provided for shipyards under the Emergency Fleet Corporation; the need in other lines is not quite so clear, but indications are sufficient to show that provision must now be made for such a service.

A service of this sort requires the employment of experts who are familiar with the best methods now being used for shop training, and the promotion of the use of such methods by information carried to the employers and wage earners.

More specifically the purpose of this service is as follows: To ascertain the best methods used in various plants and industrial establishments for training persons to do skilled work; to ascertain the need for such training of workers; to provide information on this subject to the various plants, industrial establishments, and employees, and to promote such training wherever it is necessary or desirable; to cooperate with the United States Employment Service in all of this work.

This service also takes up the problem of dilution if necessary. This consists essentially in a reorganization of work so as to turn over to unskilled labor a large part of the processes formerly done by skilled workers. There are numerous forms of dilution, and they vary from trade to trade.

The relation of the work of this service to similar work in other departments will be the same as the relation to the other services within the Department. It will bring all persons working on this subject into conference for the adoption of common policies. It will consolidate investigations in the field on this subject. It will, through the Information and Education Service, prepare standard publications and information to be distributed throughout the essential industries.

#### PLAN OF ORGANIZATION.

The Training and Dilution Service was instituted on July 16, 1918, by the appointment of a director, Mr. Charles T. Clayton; a staff for functional control has since been appointed. For purposes of administration it is divided into a Planning, an Administrative, a Training, and a Dilution division.

*Planning Division.*—The Planning Division is in charge of all studies with regard to ways and means of both training and dilution. Such studies are conducted by three sections. These sections are as follows: (a) Training Methods Section: Work carried on under this

section consists in the study of existing training in the United States and elsewhere, in the preparation of plans for instituting and carrying on training in industries and for improvement of such training. This section also exercises advisory supervision over training and dilution work being done. It is especially charged with the coordination of all training plans originated by the Training and Dilution Service with such plans as are originated by the Federal Board for Vocational Education. It also has the duty of uniting all training plans in a comprehensive educational scheme for all industries. (b) *Research Section*: This section studies all written and printed data about training as it is now carried on, and submits such data, or the conclusion based upon them, to the Section of Training Methods or to the Information Section or to the director. It collects all information upon the progress of training, other than the data of statistical nature. (c) *Information Section*: This section prepares all bulletins, news letters, and news articles for publication, as well as information regarding the work of the service and for the special information of employers and employees. It also prepares bulletins and pamphlets in collaboration with the Section on Training Methods and the Research Section for textbook use by training departments of factories and schools.

*Administrative Division*.—The Administrative Division comprises the following sections: (a) Personnel and Accounts; (b) Statistics and Reports; (c) Correspondence and Files. Since the names of these sections are indicative of their duties no further explanation is submitted.

*Training Division*.—The Training Division includes the field service with a chief, and superintendents in each of 12 districts, the territorial lines of which are coincident with the district lines adopted by the Ordnance Department, viz:

District 1: Comprising Maine, New Hampshire, Vermont, Rhode Island, and the eastern part of Massachusetts, including Worcester County.

District 2: Comprising Connecticut, and the western part of Massachusetts, including Franklin, Hampshire, and Hampden Counties.

District 3: Comprising the northern part of New York, down to the northern boundary of Sullivan, Ulster, Greene, and Columbia Counties.

District 4: Comprising the southern part of New York, including Sullivan, Ulster, Greene, and Columbia Counties, and the northern part of New Jersey, including Hunterdon, Somerset, Middlesex, and Monmouth Counties.

District 5: Comprising the eastern part of Pennsylvania, including Tioga, Lycoming, Union, Snyder, Mifflin, Juniata, Cumberland, and Adams Counties; Delaware and the southern part of New Jersey, including Mercer and Ocean Counties.

District 6: Comprising the southwestern part of Pennsylvania; eastern boundary includes Fayette, Clinton, Center, Huntingdon, and Franklin Counties, and all the western half of the State except Mercer, Crawford, and Erie Counties; West Virginia, and Jefferson and Belmont Counties in Ohio.



District 7: Comprising Maryland, Virginia, North Carolina, and South Carolina.

District 8: Comprising the southern part of Indiana, including Warren, Tippecanoe, Clinton, Howard, Grant, and Jay Counties; the southern part of Ohio, including Darke, Miami, Clark, Fayette, and Pickaway Counties; Tennessee, Louisiana, Mississippi, Alabama, Georgia, and Florida.

District 9: Comprising Michigan.

District 10: Comprising the northern part of Indiana, including Benton, White, Carroll, Case, Miami, Wabash, Huntington, Wells, and Adams Counties; Illinois, including Hancock, McDonough, Fulton, Mason, Menard, Sangamon, Macon, Moultrie Coles, and Clark; Iowa, Wisconsin, Minnesota, North Dakota, and Montana.

District 11: Comprising that part of Illinois lying south of Adams, Schuyler, Cass, Morgan, Macoupin, Montgomery, Christian, Shelby, Cumberland, and Crawford Counties; Missouri, Arkansas, Texas, Oklahoma, Kansas, Nebraska, Wyoming, Colorado, New Mexico, Arizona, Utah, Idaho, Nevada, California, Oregon, Washington.

District 12: Comprising the northern part of Ohio, including Mercer, Auglaize, Shelby, Champaign, Madison, Franklin, Licking, Muskingum, Guernsey, Morris, Carroll, and Columbiana Counties, and the northwestern part of Pennsylvania, Mercer, Crawford, and Erie Counties.

In certain of the more important industrial centers, and as far as the limited funds of the service will permit, assistant superintendents of training are being engaged.

Field superintendents of training are responsible within their respective territories for all such work conducted under the auspices of the Government for the stimulation of war production by civilian workers. They are authorized to organize vestibule training departments in industrial establishments at the request of their managements. Such vestibule training departments must be organized upon plans previously provided by the Director of the Service. At the date of this report about 20 such vestibule schools are being established weekly. Field superintendents are also authorized to initiate, with the assistance of employers and employees and public school authorities, broader movements to organize industrial training in public schools in connection with plans provided by the Federal Board for Vocational Education. In some cases several smaller industrial establishments may be grouped advantageously and a common training department organized for their service, either under their joint auspices and support or by public assistance. Such undertakings are being organized and supervised by this service.

It has been a fixed policy of this service not to cooperate with establishments where industrial disputes exist or for the purpose of breaking strikes. At earlier times when no machinery existed for the adjustment of such disputes a more flexible policy might have been defensible, but it certainly can not be defended now. Through the Conciliation Service of the Department and through the National War Labor Board rapid and effective machinery is provided

for the prompt adjustment of all such disputes. Hence it is felt that the continuance of such friction is an evidence of the unwillingness of the persons to the dispute to cooperate in an essential respect with the Department and that the Department itself must in turn refuse to extend its facilities to those persons.

*Dilution Division.*—The purposes of the Dilution Division are: (a) To study needs of industries and factories for competent, skilled labor and to ascertain the available supplies which may be furnished through the activities of the United States Employment Service, the Training and Dilution Service not being concerned with the direct supply of labor; (b) the study of particular hygienic fitness of factories for the dilution of labor. The division receives reports upon factories needing hygienic inspection, and has a section particularly charged with determining the needs and supplies of skilled labor for particular industries. In the matter of inspection it operates through the Public Health Service, which has organized a special section in cooperation with both the Training and Dilution Service and the Working Conditions Service of the Department.

The organization of this service is so recent that it is impracticable at the date of this report to give an idea of progress made upon particular projects.

#### INFORMATION AND EDUCATION SERVICE.

This service, which was outlined in February by the Advisory Council, was organized July 1, 1918, under an act making appropriations for sundry civil expenses for the fiscal year ending June 30, 1918, and for other purposes, as approved July 1, 1918.<sup>1</sup> In anticipation of its organization, I had already appointed as chief of this service Mr. Roger W. Babson, of Wellesley Hills, Mass.

*Authority.*—The legal authority for this service is found in the general powers conferred by the statute upon the original Department of Labor, now the Bureau of Labor Statistics,<sup>2</sup> and in the additional authority conferred upon that bureau and upon the Department by the organic act of the latter of March 4, 1913.<sup>3</sup>

<sup>1</sup> "To enable the Secretary of Labor, during the present emergency, to carry on the work of war labor administration \* \* \* the acquiring and diffusing of information on the subjects connected with labor, \* \* \* Information and Education Service, \$225,000. \* \* \*"

<sup>2</sup> "There shall be at the seat of government a Department of Labor, the general design and duties of which shall be to acquire and diffuse among the people of the United States useful information on subjects connected with labor, in the most general and comprehensive sense of that word, and especially upon its relation to capital, the hours of labor, the earnings of laboring men and women, and the means of promoting their material, social, intellectual, and moral prosperity."

<sup>3</sup> The act of March 4, 1913, vol. 37, p. 737, provides in section 4 as follows: "The Bureau of Labor Statistics, under the direction of the Secretary of Labor, shall collect, collate, and report at least once each year, or oftener if necessary, full and complete statistics of the conditions of labor and the products and distribution of the products of the same."

It is clear from the acts quoted that the power exists for the establishment of the work of the Information and Education Service. The acts quoted also show that such powers, with reference to informational and educational work, are not confined to the Bureau of Labor Statistics, but that the Secretary, as head of the Department, is charged with that duty, and may perform it by such agencies in his Department as he determines are best suited for the particular character of the matter at hand.

*Purpose.*—The original purpose of the "Bureau of Labor" and the interpretation of its functions by the first Commissioner of Labor is that the office is to be primarily devoted to informative and educational work. This is especially true of the work of the Bureau of Labor Statistics, where information of a very valuable character is produced and published. But that bureau has developed its own methods of work and publicity, which it has been thought best to maintain.

Through the Information and Education Service it is proposed to handle the publication of information and such educational matters as are especially needed in the present war emergency, and thus secure much more diffusion of informative and educational matter than could result from the mere extension of the operations of the Bureau of Labor Statistics.

The more immediate purpose of this service is to promote sound sentiment in industrial plants, to combat unsound industrial philosophies, and to acquaint the public with the national war labor program of the Government.

*Organization.*—The following divisions have been created:

1. Educational Division.
2. Division of Information.
3. Division of Industrial Plants.
4. Division of Economics.
5. Posters Division.

In addition to these an inquiry branch has also been established as an aid for the improved and effective information of those visiting the Department and wishing to familiarize themselves with its workings.

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and to this end said Secretary shall have power to employ any or either of the bureaus provided for his Department and to rearrange such statistical work and to distribute or consolidate the same as may be deemed desirable in the public interests. \* \* \* And said Secretary of Labor may collate, arrange, and publish such statistical information so obtained in such manner as to him may seem wise."

Section 8 provides that: "All duties performed and all power and authority now possessed or exercised by the head of any executive department in and over any bureau, office, officer, branch, or division of the public service by this act transferred to the Department of Labor, or any business arising therefrom or pertaining thereto, or in relation to the duties performed by and authority conferred by law upon such bureau, officer, office, board, branch, or division of the public service, whether of an appellate or revisory character or otherwise, shall hereafter be vested in and exercised by the head of the said Department of Labor."

The Educational Division supervises those parts of the work of the service which are carried on through newspapers, magazines, and periodical publications generally. It sends out material daily to over 5,000 newspapers, to the various magazines and business publications, both of a general and of a private nature, and to many technical publications and journals devoted to the interests of trade-unions. Such articles include original material as well as much that is collated from the various bureaus of the Department of Labor or from other governmental sources and those of our associate belligerents. The material is carefully selected for the purpose not only of informing the public but also of arousing interest in industrial problems with a view to increasing essential production. The division also strives to increase the morale of wageworkers, to inspire patriotism, and to explain the plans and projects of the Department in such manner as to enlist the support of both wage earners and employers.

The Division of Information exercises special supervision over speakers. It has at present a force of 19 staff speakers and several hundred volunteer speakers as an auxiliary force. In the selection of both the staff and the auxiliary force it has tried to select those who have had actual working experience in the particular branches which they discuss. These speakers have frequently appeared before trade-unions, clubs, and chambers of commerce and other business men's organizations. Within the month just prior to the date of this report the division has used its facilities for a campaign of education among wage earners at plants engaged upon war work. Plans are under way to supplement the spoken word by the motion-picture film. A special campaign was conducted during the months of July, August, and September for the purpose of explaining the organization, functions, and advantages of the United States Employment Service. During September a special effort was made to explain the machinery of the Department for the adjustment of labor disputes through the medium of the Labor Adjustment Service and the National War Labor Board.

The Posters Division is distributing approximately 1,000,000 posters a month. These are being forwarded to workshops and factories and displayed in 30,000 stores and approximately 30,000 railway stations. They are changed every two or three weeks. Each poster is signed by the Secretary of Labor and calls attention to the need of full-time work, warns against frequent changes in employment and absenteeism, and urges the necessity for unity of action of both employer and employee. The posters are sent only to firms actually requesting them and with the understanding that they are to be prominently displayed. This division has also inaugurated a regular conference on publicity methods for the purpose of coordinating the publicity work of all the various Government departments.

The Industrial Plants Division was organized to establish personal contact between the persons employed in war industry, their employers, and representatives of the Department. Committees, known as Government Committees, have been formed among the employees in over 12,000 plants. The general purpose of these committees is to promote substantially the same ends as the Posters Division and the Educational and Information Divisions. The operation of this division has been highly effective so far, and plans are in contemplation at present working toward the extension of the committee scheme to over 14,000 plants.

#### **BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION.**

One of the first problems which came to the attention of the Advisory Council was the problem of housing large numbers of war workers who had been gathering in industrial centers in such numbers as to exceed the housing facilities. As soon as preparation for hostilities began on a large scale and all industrial plants were called upon to manufacture various war implements, it was discovered that the industrial equipment was not sufficient to care for contracts which must be placed. Plants were doubled, trebled, and quadrupled in size, and man power to operate these expanded industries was quickly supplied. This expansion occurred so rapidly that in hundreds of manufacturing centers the numbers of workers soon outran the housing facilities available for their accommodation. At first such congestion gave rise to problems of welfare only, but so rapidly did many of our industrial centers increase that living accommodations were inadequate even without regard to standards or hygienic considerations. Under such circumstances the Department of Labor assumed the administration of industrial housing and transportation. Its task was rendered the more difficult because this phase of our industrial preparation had apparently been overlooked by those charged with the merely physical factors of production. At Bridgeport, for example, where ammunition was being made in large quantities, it was only when the developments were well under way that the question as to where the added laborers would live was brought to the attention of those who had their ideas fixed upon increased production.

Upon the suggestion of the Advisory Council, Congress was urged to grant immediately appropriations totaling \$110,000,000. In anticipation of the granting of this sum, Mr. Otto M. Eidlitz was requested to undertake the formation and organization of a Bureau of Industrial Housing and Transportation in the department. Mr. Eidlitz had previously served the Advisory Commission to the Council of National Defense in certain preliminary investigations by the Industrial Housing Section of a subcommittee of that body. He had

also acted as an adviser to the Emergency Fleet Corporation and was quite familiar with the problems involved not only as applied to munitions centers but to shipyards as well.

Pending the granting of the necessary funds, the expenses of the preliminary planning and investigations were borne by money provided from the emergency war funds at the disposal of the President. Under the provisions of an act approved May 16, 1918, authority was granted to the President to provide housing for war needs, through such agencies as he might direct. The administration of this work was in turn placed by the President under the direction of the Secretary of Labor. Shortly thereafter (June 4, 1918) the first appropriation became available. This amounted to \$60,000,000, \$50,000,000 of which was for industrial housing and \$10,000,000 specifically for the housing of war workers in the District of Columbia. On July 1, 1918, an additional \$40,000,000 was voted.

*Organization of the bureau.*—Actual functioning of the Bureau of Industrial Housing and Transportation began in June, and construction was made possible in July by the formation of the United States Housing Corporation, through which the activities of the bureau are conducted. During the succeeding months there has been built up in the Bureau of Industrial Housing and Transportation and the United States Housing Corporation an organization composed of the following divisions: Architectural, Construction, Engineering, Fiscal, Homes Registration and Information, Industrial Relations, Legal, Operating, Real Estate, Requirements, Surveys and Statistics, Town Planning, and Transportation.

*Financial allotments.*—Allotments for house construction have been provisionally made for 76 cities where additional facilities for shelter are essential to the fulfilment of contracts for the Army and Navy. There are 26 developments now under construction, involving an expenditure of \$37,306,778.88. This amount is the contract price for Government houses, apartment houses, and flats capable of accommodating about 9,000 families comfortably and in compliance with all the principles of good housing. Considering five as an average number of persons in the workingman's home, this represents housing for about 45,000 individuals.

Up to October 10 there had been financial allotments made for 50 projects. These are in various stages of consideration; in some cases plans have been carried to the point where bids have been invited on work in immediate prospect. In every case where there have been financial allotments preliminary investigations have been made, building plans are in process, and property is being acquired. In addition, there are many locations which are still under consideration as to their degree of necessity and priority.

The allotments for projects where work has not already been contracted for represent an estimated expenditure of \$94,416,350. On the 26 now under way the financial allotments show an estimated expenditure of \$66,560,650, or \$29,151,800 more than is shown in the total contract price of the work under way.

*Personnel.*—The officers of the bureau consist of a director, an assistant director, a general manager, an executive secretary, and the heads of the divisions mentioned. This organization is paralleled in the United States Housing Corporation, the director being the president, the assistant director the vice president, the general manager and several of the division heads constituting the board of directors. The stock of the corporation is 1,000 shares, all owned by the United States and, with the exception of two shares, all held by the Secretary of Labor; one share each is held by the president and the treasurer of the corporation to comply with the by-laws of the corporation which require that the directors be shareholders. The United States Housing Corporation is organized under the laws of the State of New York.

*Method of procedure.*—Upon receipt of information from the War or Navy Department that housing facilities are needed at a particular point the Division of Surveys and Statistics of the bureau makes an initial inquiry as to housing needs, labor shortage and efficiency, and the kind of workers needed. It then determines the character of houses that are suitable for the particular project.

The problem is sometimes one for the Homes Registration and Transportation Divisions. If such is the case, it is taken over by an organization which has been built up in more than 50 cities through the cooperation of the councils of defense, the chambers of commerce, trade-unions, housing associations, the Y. W. C. A., and similar bodies. Through their assistance the vacant houses, apartments, flats, light-housekeeping rooms, and single rooms in the communities are located, and the information is placed in the hands of a local committee. After a careful investigation has been made as to the living conditions surrounding each, the vacancies are listed at a local registry, known as the United States Homes Registration Service, and placed at the disposal, free of charge, of all war workers. If this Homes Registration Service finds that the near-by communities can supply sufficient dwelling accommodations for the increased number of workers, further steps are unnecessary. If, on the other hand, the districts in the immediate vicinity of the war industries are congested, and at more distant points there is plenty of vacant housing, the problem is submitted to the Transportation Division. It may be necessary to enlarge the existing transportation service of the community or to improve or build. Almost every situation presents a distinct problem, and the method of handling varies from

case to case. The situation may require the Transportation Division to provide equipment for the existing traction organization of the community, or it may require power-plant extensions or improvements involving an expenditure of a sum so large that the operating companies can not adequately finance the undertaking. In such cases loans are made and are secured in a manner which must be satisfactory to the Department.

If neither the Homes Registration Division nor the Transportation Division can supply adequate relief, the corporation plans to build a sufficient number of suitable homes. The Real Estate Division acquires the land and the Department has power to commandeer vacant property if necessary. The working of the Real Estate Division has demonstrated that much can be saved by purchasing land upon a correct basis. After a certain property is decided upon, real estate experts are sent not only to examine the sites suggested but to select other available properties at convenient points near the preferred location. They ascertain the assessed and asked value of the preferred sites and that of adjacent property to learn whether the Government is likely to be charged more than the prevailing prices of land in that locality. A detailed report of their inspection is then made to the Bureau, which prepares a large map showing not only the sites but the entire region and the location of the industries. Four or five different local authorities are asked to give honest opinions as to what the United States should fairly pay for the designated sites. The widest publicity is given to this proceeding, which effects a competitive spirit tending toward accuracy and fairness.

A special commission of four is then sent, consisting of an architect, who reports on the details of construction; a real estate expert, who certifies to the estimated values of the sites; a town planner, who advises as to the most practical method of arranging the streets, building lots, public squares, etc.; and a civil engineer, who considers matters of transportation and public utilities. With this added information the negotiator, whose business it is to buy the property, is sent out. He is usually one of the men who have acted as investigators, and he is in a position to discuss intelligently the value of lands which are offered to him as a purchaser for the Government. He is supplied with maps and brief reports of all investigations. He has in mind that certain sites are preferred, but uses the alternatives to apply pressure where required. He has the cooperation of local legal counsel which is acting with the bureau. It is estimated that through this method of purchasing property a saving of one-third of the appraised values has been made for the Government.

*Functions of other divisions.*—The Fiscal Division deals with all financial matters. Under its direction is the purchase of supplies, which, with the exception of materials for the Construction Divi-



sion, are obtained through the Materials Procurement Branch of the Construction Division of the War Department.

The Architectural Division handles all architectural plans for construction. It works out plans for all buildings and supervises the work of subordinate architects in the field. Local architects are always engaged, because of their familiarity with local conditions.

The Requirements Division prepares estimates upon all work. The figures of this division are the basis not only for the financial allotments but for the contracts as well.

When the plans and specifications for a project have been completed they are delivered to the Construction Division, which asks for bids preliminary to the letting of contracts. Estimates received are carefully analyzed and tabulated, and the contract is let to the lowest bidder. Requisitions for material are delivered to the Construction Division of the War Department for allocation and purchase through the War Industries Board. A special section in this division submits a biweekly analysis of progress made and the costs of the various units comprised in building projects, and these are compared with the estimates prepared by the contractor.

The Construction Division maintains a corps of practical builders, known as traveling supervisors, who inspect the projects within their zones at stated intervals in order to harmonize local differences. These supervisors report directly to the manager of the Construction Division. A field staff is maintained on each project, consisting of a works superintendent as principal executive, assisted by a corporation representative and a cost-reports engineer, together with such assistants and inspectors as may be required.

The Operating Division deals principally with town management, and the equipment and direction of dormitories and cafeterias in various communities. It is also required to pass upon all building plans from the point of view of economic operation.

The Industrial Relations Division conducts very thorough investigations for the purpose of reducing the labor turnover and supervises the contract provisions affecting labor. This division also verifies wage scales and aims to develop an esprit de corps not only among workmen in the field but among the workers in the Washington offices as well.

The Town Planning Division handles all matters in connection with the laying out of communities where building is proceeding on a scale large enough to justify the work.

#### SPECIAL HOUSING WORK AT WASHINGTON.

*New construction.*—Under consideration at the Washington Navy Yard are 14 apartment houses, 8 stores, 14 two-story dormitories, and 1 mess hall, making in all 37 buildings, with a housing capacity

of approximately 2,000 persons. These buildings are for the use of the workers at the navy yard. Twelve dormitories, 2 cafeterias, 2 administration buildings, and 2 infirmaries, a total of 18 buildings, with housing accommodations for approximately 2,000 persons, are under construction on land between the Capitol and Union Station. It is expected that this development will be finished in December. At Twenty-third and B Streets NW. it is proposed to build 10 dormitories, 28 apartments, 1 administration building, 1 infirmary, and 1 cafeteria, a total of 41 buildings, with a housing capacity of approximately 2,800 persons. Financial allotments for Washington more than cover the \$10,000,000 appropriated by Congress for this purpose.

*Use of existing facilities.*—During October the United States Homes Registration Service, cooperating with the Council of National Defense and the Housing and Health Division of the War Department, with offices at 1414 H Street NW., borrowed 100 soldiers from the Washington Barracks to visit every house in the District of Columbia and determine how many rooms could be rented from Washington householders. After one week the canvass was closed by an epidemic of influenza, but nearly 2,000 rooms had been found. Many of these were subsequently discarded as undesirable, although the remainder are being rented to war workers.

In addition to the above, 116 vacant houses in Washington have been requisitioned by the bureau. Of these 48 have been released upon agreement of the owner or lessee to sublet all vacant rooms to war workers. Those permanently retained are being filled with persons in Government employment and about 1,000 persons are being provided for in this manner.

The following paragraphs are quoted from the statement of Otto M. Eidlitz to indicate the policy of the Bureau of Industrial Housing and Transportation and the United States Housing Corporation:

A serious shortage of houses for workers exists in particular industrial centers, and the proper housing of those workers is an important war need. The United States Housing Corporation believes that State and local bodies can contribute in many ways the help sorely needed. Many communities have the impression that an unlimited national fund for housing has been voted. Some even imagine that this fund will be apportioned without a critical scrutiny of conditions in the locality seeking aid and without consideration of alternatives. That is a misconception. The Federal Government will build houses for war workers only as a measure of final relief. Not until every community concerned has exhausted its own resources should national aid be sought, or will it be granted.

The need of the Government for materials, transportation, and especially for man power is incompatible with the normal amount of new construction both in regions where war work is being done and elsewhere. This general condition should be taken into account where the need of housing has become urgent, and appeals be made that citizens, whatever their prior customs, open their houses to boarders, except where there are adolescent children. Patriotism de-

mands this with other sacrifices. Furthermore, all available buildings should be converted to provide reasonable housing facilities for war workers.

In this connection it should be urged that communities which have profited by war orders may also well spend some of their new earnings upon homes for working people. Transportation should be improved where by so doing workers in outlying towns can be brought to the industries in the localities affected by a housing shortage. Furthermore, the United States Housing Corporation will not expend Government funds to build war houses except upon the request of that Department of the Government which is interested in the products manufactured in the community in question. Where a community with war contracts complains of a housing famine, but has made no effort itself to remedy the situation, further Government contracts will assuredly be withheld.

The United States Housing Corporation will not be in a position to lend financial assistance to private enterprises. It is, however, deeply interested in and wishes to encourage any undertakings calculated to relieve the housing situation for workers in essential industries where the need for such relief is urgent; where the cost to the workmen for such houses, either on a rental or selling basis, is well within their means and where the character of the housing proposal measures up to the standards established by this corporation.

To this end a policy has been formulated under which the corporation, after a careful investigation of the merits of each case, will undertake to obtain official approval of a project and thereby secure for it the benefits of priority orders, should they be required, clearance and transportation of materials and such other assistance as it is deemed proper and expedient to render, to assure the prompt completion of the work.

To secure the approval of this corporation it will be necessary for a concern or individual to make independent arrangements for the complete financing of a housing project and agree in the carrying out of the undertaking to comply with such stipulations as this corporation will impose. Should the above outlined policy suggests to private interests a basis of cooperation, whereby the urgent need of housing for workers in essential war industries can be met, the United States Housing Corporation will give thorough consideration to proposals.

#### WORKING CONDITIONS SERVICE.

*Origin.*—The original memorandum of the Advisory Council, which is referred to upon preceding pages, recommended the creation, together with other services, of a Conditions of Labor Service. This recommendation was in general compliance with that paragraph of the President's memorandum which directed the Secretary of Labor to set up "machinery for safeguarding conditions of labor in the production of war essentials." Subsequently, under the war labor administration act approved July 1, 1918,<sup>1</sup> Congress appropriated a sum of \$45,000 for the establishment of a Working Conditions Service, and this branch of the Department has been known since that time by the latter name instead of the Conditions of Labor Service, as originally proposed by the Advisory Council.

<sup>1</sup> "To enable the Secretary of Labor, during the present emergency, to carry on the work of war labor administration, including the working conditions of wage earners in the most essential war industries \* \* \* Working Conditions Service, \$45,000. \* \* \*"

*Purpose and Duties.*—English experience had demonstrated that a service of this kind was essential in order to secure the largest possible output of munitions of war. Where no supervisory power over conditions of labor was exercised, health precautions were disregarded and the hours of labor extended, with a consequent reduction in health and efficiency. In the United States, it is true, the laws of the States provide certain standards for working conditions, particularly with reference to light, air, and safety appliances. These laws, however, are not uniform among the several States, and are not altogether adapted to the industries which have sprung up since the war. A central authority for investigating working conditions is therefore necessary, if for no other reason than to advise the States as to the operation of their laws, and meanwhile to provide in Government contracts for such new standards and conditions as may be necessary to secure the greatest possible production. Prior to the establishment of the Working Conditions Service, the various production departments of the Government each had some form of organization to supervise work upon contracts placed by their respective departments. These bureaus, however, had no single point of contact and no machinery by which uniformity in the respective standards set up by them could be effected; hence the necessity for centralizing all existing machinery having to do with working conditions in the Department of Labor.

The general purpose and duties of this service were stated in the Secretary's letter in the following language:

Section 1 of the act creating the Department of Labor provides that the purpose of the department shall, among other things, be to improve the working conditions of the wage earners of the United States.

With the exception of the publications made with reference to working conditions under the Bureau of Labor Statistics, the department has never undertaken work in this connection of such specific character as has been undertaken in its employment service created to advance the opportunity for the employment of wage earners. But the conditions created by the existence of a state of war clearly indicate that this duty of the Department of Labor should now be exercised with special reference to working conditions of wage earners in the most essential war industries.

The hurried development of new enterprises and the extension of existing plants to meet the needs created by the war necessarily tend to a less degree of care than exists in times of peace with reference to working conditions; but at no time is it more essential to maintain throughout the most essential industries working conditions which will enable wage earners to remain satisfied with their employment, and thus to prevent, so far as one element is concerned, the delay and extravagance caused by an unnecessarily large labor turnover.

Since this service will be largely inspectional in character, it is obvious that a field force of inspectors will be necessary. The estimate for this field force will be found in item 5 of this request, so that the necessary force in Washington is the only force included in this estimate.

More specifically the duties of this service will be as follows: To examine into the matter of working conditions in the war industries, to determine the standards as to conditions which should be maintained in the war industries, to adopt rules embodying such standards and explaining them, to determine the best means for securing the adoption and maintenance of such standards and to cooperate with State authorities for the above purposes.

#### ORGANIZATION.

The Working Conditions Service was established early in August, shortly after the appointment of Mr. Grant Hamilton as its director. For administrative purposes there are three divisions, a Division of Industrial Hygiene and Medicine, a Division of Labor Administration, and a Division of Safety Engineering.

*Division of Industrial Hygiene and Medicine.*—The Division of Industrial Hygiene and Medicine works in cooperation with the United States Public Health Service in the Treasury Department. As a result of an agreement reached between the two services, personnel has been detailed from the Public Health Service to the Working Conditions Service. Dr. A. J. Lanza, of the former service, has been detailed to act as Chief of the Division of Industrial Hygiene and Medicine. Dr. C. D. Selby, of Toledo, Ohio, will be the Chief of the Section of Industrial Medicine. The function of this division is to organize medical preventive methods and to endeavor to keep employees in proper health condition to do their best work. It is its endeavor, also, to reduce occupational diseases, and to discover health hazards in order to reduce labor turnover. It will direct the formation of sanitary and health codes for industries.

*Division of Labor Administration.*—This division deals with the attitude and policies of managements toward employees and the personal relations between employers and employed. It studies the general problems of labor administration, including scientific management, fatigue studies, auditing, etc. It seeks to avoid regimentation and endeavors to make the development of individual initiative its primary objective.

*Division of Safety Engineering.*—The Division of Safety Engineering formulates standards for mechanical safety in much the same manner as the Division of Industrial Hygiene and Medicine deals with sanitation and industrial hygiene. In the formulation of codes it cooperates with the Bureau of Standards.

#### THE DEPARTMENTAL CABINET.

*Origin and purpose.*—Prior to the extension of the departmental organization, through the expansion of the United States Employment Service and the subsequent organization of the War Labor

Administration, departmental business required no very elaborate machinery for its administration. The exigencies of the war, however, have expanded the existing bureaus and services from 4 to 14. The presence of such a large number of administrative agencies naturally raises questions within the Department as to the relations of the bureaus with one another and to Department policies. For the purpose of maintaining coherency in departmental policy, as well as to promote friendly intra-departmental relations, a departmental cabinet has been instituted.

*Membership.*—The members of the cabinet are the Assistant Secretary, the Solicitor as Acting Secretary, the Chief Clerk, the Director of Negro Economics, and the administrative heads of the statutory bureaus and the war emergency services. The total membership is 18. The Secretary presides, and in his absence the Assistant Secretary, the Solicitor, or the Chairman of the War Labor Policies Board, in the order named. The Chief Clerk of the Department acts as secretary of the cabinet. Meetings are held every Tuesday morning.

#### INTERNED ENEMY ALIENS.

The circumstances under which the Department of Labor became responsible for the custody of enemy aliens unlawfully in the United States at the beginning of the war are related in my fifth annual report and are touched upon further on in the present report under the title Bureau of Immigration. These civilian alien prisoners, numbering 2,000, were nearly all officers and seamen from merchant vessels which had voluntarily interned at American ports at the beginning of the European war and before the entrance of the United States into that conflict. The seizure of the vessels by our own Government upon the declaration of war against Germany changed the status of all such persons and placed them in an anomalous position. Although not prisoners of war, and technically only detained immigrants, they were nevertheless subject to more rigorous rules and greater curtailment of privilege than ordinary detained immigrants.

At first the interned aliens were held at the various immigration stations under the jurisdiction of which they had come at the time of their arrest. This detention raised questions of administration, and there were obvious reasons for wishing to do away with such a condition. Some of the stations were unfitted for anything but temporary detention, and the capacity of the others was seriously overtaxed by the numbers of officers and men which they were forced to accommodate. At Ellis Island alone, 1,200 such persons were held. A similarly crowded condition was caused by the presence of 220 at Philadelphia and 180 at San Francisco. In

addition to these considerations, a centralized administration of internment was desirable, both because such a course simplified departmental work and because the presence of enemy aliens with ordinary detained immigrants was a source of difficulty at the individual stations. It was therefore decided to establish a single camp where all interned aliens could be assembled in so far as practicable. A site was selected at Hot Springs, N. C., on the French Broad River, 39 miles northwest of Asheville, in the heart of the mountains. The climate of this location was especially fine and the conditions ideal for an internment station. A housing nucleus was furnished by a hotel which, after the proper repairs had been made, was capable of housing nearly 700 persons. The earlier plans had contemplated the use of this location for officers only, but it was later decided to enlarge the camp so as to provide for more than three times as many.

The centralized handling of all internment matters from the Office of the Secretary was made possible by the granting of a special appropriation of \$1,000,000 as part of the urgent deficiency bill passed by Congress June 15, 1917. The Assistant Commissioner of Immigration, Mr. Alfred Hampton, was temporarily detached from the bureau and appointed Director of Internment, with headquarters at Hot Springs. Mr. A. Warner Parker, law officer of the Bureau of Immigration, was designated as acting director, with headquarters at Washington, for the special purpose of supervising internment matters having a connection with the Departments of State, War, and Justice.

Under the direction of the Director of Internment, the construction of the camp went on rapidly, and sufficient facilities were provided for the officers and seamen who were brought in from the various ports of detention throughout the United States. Over 400 were brought in from the Philippines alone, and eventually more than 2,200 interned persons were provided for at the Hot Springs Internment Camp.

The work of construction was in large part performed by the detained men themselves. In their relations with the Government they were represented by a committee chosen by themselves from among their own number. It was agreed by the department to remunerate those of the aliens who performed labor of any kind in connection with the construction or management of the camp at the rate of \$20 per month. Those who served as foremen received \$5 per month additional. All of the moneys so earned, however, were placed to the credit of the interested persons in the Postal Savings Bank, with the exception of \$10 per month in the case of officers and \$5 per month in the case of seamen.

The Department was exceedingly fortunate in receiving the cooperation of the Public Health Service, which detailed medical offi-

cers to look after the health of the interns and to keep the sanitary condition of the camp up to standard. Through their services an excellent health condition was maintained. Through the Department of Justice competent officers were given facilities to scrutinize all incoming and outgoing mail. Other valuable cooperation was extended to the Department by the Y. M. C. A., which provided an instructor and erected two buildings at the camp, one a hut for recreation purposes, and the other a school building where classes were instructed by volunteer officers from the interned ships.

The arrangements with regard to subsistence were made in cooperation with the Food Administration, and in the making up of food schedules all rules and regulations of the Food Administration were complied with, meatless and wheatless days being invariably observed. Numerous complaints were made throughout the country that the interns were lavishly treated and fared too well, but the treatment accorded them was only such as the dictates of humanity and a fair sense of justice demanded. Several visits were made by representatives of the Swiss Legation in charge of the German interests in this country. Their reports express the satisfaction of the legation with the fairness of treatment.

Meanwhile, many other aliens of various classifications were being held by the Department of Justice under presidential warrants. The number of persons thus held was constantly growing, and the administration of their relations through the State Department frequently resulted in difficulties due to the duality of control. Consequently it seemed best to unite under one jurisdiction the handling of all interned aliens regardless of the reasons for their detention. After consultations between the Departments of State, Justice, and Labor, it was decided to centralize such administration in the Department of Justice, and in accordance with that decision the entire number held by the Department of Labor were transferred at the end of the fiscal year to the War Department, which acted as custodian for the Department of Justice.

It is gratifying to the Department to know that in surrendering jurisdiction of the Hot Springs Internment Camp it left the buildings and property in much more valuable condition than they were at the time of their acquisition and laid the foundation for a convalescent hospital for our wounded soldiers.

#### ASSISTANT SECRETARY.

As stated in previous reports of the Department the functions of the Assistant Secretary are to perform such duties as are required by law or are prescribed by the Secretary. Those required by law relate only to circumstances arising from the death, resignation, or absence



of the Secretary; those prescribed by the Secretary may relate to any or all of the functions of the Secretary at any time and under any circumstances in the Secretary's discretion, and may be prescribed either generally or from time to time as occasion demands. The official activities of the Assistant Secretary during the period of this report are so involved in the general work of the Department to which this report relates that a special report with regard to his activities would be impracticable.

*News release.*—Among the special assignments of the Assistant Secretary has been the duty of indicating what announcements submitted by the various bureaus from time to time may properly be transmitted to the public or to the press. The organization of a central agency for the release of news has been found necessary in order to protect departmental administration from premature, unwise, or unauthorized announcements.

*Public lands.*—The Assistant Secretary has also been in charge of investigations within the Department for the purpose of forming a departmental policy with regard to the relations of wage earners to public lands. In my annual report for 1915 and elsewhere in this report my views with respect to the principles which should govern such relationships were set forth. Since 1915, under the direction of the Assistant Secretary and in cooperation with the Department of Agriculture, a study has been made regarding the concrete application of these principles. With regard to the general subject matter of that and other investigations I am making certain recommendations which appear in this report under the appropriate heading.

*Deferred classification of departmental employees.*—The Assistant Secretary is in immediate charge of departmental requests to local draft boards for deferred classification of Department employees.

The calling of large numbers of able-bodied men to military service has seriously affected the personnel of the Department and its various bureaus. Notwithstanding the needs of the Department, its policy has been not to ask for deferred classification of any person who could be replaced without substantial loss in efficiency. The practice has been to act only upon the request of the immediate superior of the person for whom classification is asked. Such requests are then referred to a departmental committee for recommendation. This committee at present consists of Special Agent Charles B. Howry, Commissioner of Conciliation Robert M. McWade, and Special Immigrant Inspector Roger O'Donnell. It examines carefully into the circumstances surrounding each request and makes recommendations to the Assistant Secretary as to the necessity and desirability of his approval.

## MAKING NEW OPPORTUNITIES FOR EMPLOYMENT.

In previous reports I have referred to the necessity of extending the labor distribution work of this Department further than the bringing together of the "manless job" and the "jobless man." It has been pointed out that this work should cover also the possibilities of creating new opportunities for employment through a suitable development of the country's natural resources. The special need of such a policy in connection with our returning soldiers was emphasized in my report of last year.

As a beginning in the work referred to, and in anticipation of the present emergency, an investigation has been made under the direction of the Assistant Secretary and in cooperation with experts in other departments as to the possibilities in the United States for utilizing land and natural resources for the profitable employment of returned soldiers and other workers. A report has been made on this investigation and a preliminary statement thereon was published last January in the Monthly Review of the Bureau of Labor Statistics.

The main conclusions of this study, as they bear on the demobilization which now confronts us, are here set forth in brief. They relate to the agricultural, forest, and mineral resources of the country.

*Agricultural land.*—Agricultural land which is potentially arable but not yet improved is estimated to cover about one-fourth the area of continental United States, or 475,000,000 acres. The development of this huge area will take many years. So there is ample land for any returning soldiers or war workers who may desire employment. But the distribution of this land presents some serious problems. The idle areas are proportionally smaller in the more populous eastern States than in the less populous western States. Four-fifths of the 475,000,000 acres consist of fractional portions of farms already established, the remaining fifth consisting almost wholly of desert, swamp, and cut-over timber lands capable of reclamation. Almost all of this agricultural land is at present in private hands, though some 15,000,000 acres of irrigable desert are still included in the public domain and a few bodies of swamp land remain in State ownership.

Judging from the experience of the Australian and other countries a vast amount of false motion can be saved by the preparation of ready-made farms and through the development of areas by means of the community unit rather than the isolated farm unit. Demonstration farms, run by the State and located at the center of the colonies, form an important feature of the Australian system. On these farms pure-bred cattle and other live stock may be raised

and sold at cost to the settlers. These farms are used, too, for training new settlers under the direction of an agricultural adviser. This community or colony type of land settlement is being adopted in the reconstruction plans of the British Empire.

Community settlement is well adapted to conditions in the United States; it is being very generally advocated in all sections of the country, and one colony based upon the Australian system has been established on a tract of 6,000 acres of irrigable land in California. This tract was purchased by the State under authority of a law passed in 1917. For the purpose of community settlement it is necessary that the Government, or the States, should reserve or purchase land in fairly large contiguous tracts and under conditions which allow the application of a consistent and systematic-settlement policy.

It seems to be common opinion that community life should be required for the returned soldier. He can not be expected to settle down in a needless rural isolation. The soldier settler must be provided with modern facilities for cooperative effort. These apply to marketing, purchasing, and his other needs. He must be provided also with security in his home and farm. For this reason speculation in land must be eliminated and hence all titles must be dependent upon use. With the land thus made secure for its actual occupant and user, State loans on easy terms made to the settler will prove a real benefit in obtaining initial farm equipment. Such loans should be provided for in the case of each colony.

It goes without saying that no colony should be established on land which can not be profitably farmed. The specific test for such land is the estimated yearly compensation to be obtained by the settler for his own use as a result of his labor. This compensation amounts to the difference between the gross money return and all fixed expenses. The latter include interest and amortization charges for reclamation and improvements, payment of taxes and the use of land, and general running costs. If the compensation over and above these expenses amounts at least to a fair wage, then the labor of farming the land amounts to profitable employment. Otherwise, it does not.

Concrete examples illustrating how the Australian methods of community settlement might be applied in this country on some of our undeveloped lands have been worked out, in the Department's investigation, for actual areas in northern Minnesota and Wisconsin.

*Forest land.*—Forest land presents another fundamental opportunity for profitable employment. Permanent forest areas, outside of farm limits, cover one-fifth of the United States, including the estimated area for farm wood lots, they will cover nearly one-fourth of the country. These lands form the basis not only of logging and saw-milling, but of the manifold woodworking industries as well. But

the forest industry, in order to realize its full value as an opportunity for American workers—whether returned soldiers or otherwise—must be handled in accordance with the principles of forestry as against those of old-time lumbering; it must be placed upon a cultural instead of an exploitation basis; timber culture must replace “timber mining.”

Lumbering as now generally practiced is a migratory industry; it is therefore a breeder of migratory labor and hoboism. By placing each logging unit under forestry so as to obtain therefrom a continuous timber yield, the lumber camp and the “bunk house” can be converted into a forest community. The woods worker could then have a home as permanent at least as that of his fellow workers in other industries, and the so-called “wobbly” would be in process of extinction.

This change can not, of course, be accomplished all at once. But a beginning can be made in time to benefit soldiers now returning from the war. The opportunity for this beginning is offered in the 150,000,000 acres or more of our national forests. Forest management of the kind required could be carried on in some cases through the present system of “timber sales”; in other cases it has been suggested that the Government conduct its own logging operations. This policy has already been initiated by the United States forest regiments, not only in France but on our own Pacific coast where spruce has been cut for airplane stock. The problems of marketing thus arising would have to be taken up in each case. One important market will consist of the coming needs of the Government itself for vast quantities of timber.

On many of the cut-over bottom lands within the national forests there are opportunities for establishing agricultural community settlements like those which have been described. A concrete illustration of combined farm and forest settlement has been worked out for actual areas in the national forests of western Washington.

*Mineral land.*—Mineral land which may be utilized as an opportunity for the employment of American soldiers now returning consists for the most part of the coal fields which still remain in the public domain. Some of these are located in the western States. The most important, however, lie in the Territory of Alaska. These Alaskan fields have been permanently reserved, part of the coal to be mined under a leasing system and part to be retained for Government use. A Government railroad has been built into the Matanuska coal fields, and these under present law can be further developed in a way to set fair labor standards in the mining industry and for those seeking employment in this northern land.

Alaska offers, in addition to her coal resources, what may prove to be one of the best fields of opportunity for Americans of a pioneer-

ing spirit. And this spirit will not be absent among the men returning from the front. Some 65,000,000 acres of potential agricultural and grazing land await development in the several main valleys of the Territory. The Susitna Valley will be opened, probably next year, with the completion of the Government line of railroad from Seward into the interior. In area, latitude, and climate Alaska is comparable with Scandinavia, and almost all of the land to be settled is still in the public domain. An opportunity might therefore be offered our Government in this Territory to establish a modern colonization policy.

The utilization of land herein reviewed involves of course a large amount of work other than that required on the individual farms when once established. These farms would be ready made, but some of the land would require irrigation, drainage, or stump clearing. This sort of work can best be carried on by organized crews. The same holds true for the various kinds of work required in forestry and coal mining. A great deal of preliminary work must be done in all of these industries. But this preliminary work, if properly conducted, can in itself be made to serve as a source of desirable employment for returning soldiers. From this they can be graduated into carefully selected opportunities upon the very land which they prepare.

#### SOLICITOR.

*Functions.*—The Solicitor, who is assigned by the Department of Justice to this Department, is its chief law officer and legal adviser. By Executive order of February 16, 1918, in accordance with section 179 of the Revised Statutes, he is also authorized and directed to perform the duties of Secretary of Labor during the absence of the Secretary and the Assistant Secretary, his official designation in this connection being Acting Secretary.

*Report.*—The Solicitor makes the following summary of activities in his office for the fiscal year ended June 30, 1918:

Legal opinions rendered, formal.....	104
Contracts and leases examined, approved, or disapproved.....	358
Contracts drafted, redrafted, or modified.....	11
Bonds, official, examined, approved, or disapproved.....	7
Bonds, contract, examined, approved, or disapproved.....	26
Bonds, alien immigrants, examined, approved, or disapproved.....	2, 152
Miscellaneous matters embracing everything submitted for advice or suggestion of the Solicitor, or for the formulation of departmental action, not included in the foregoing item.....	750
Total number of matters disposed of.....	3, 417

#### CHIEF CLERK.

*Functions.*—Under the immediate direction of the Secretary, the Chief Clerk has general supervision of the clerks and employees of

the Department and the superintendency of all buildings occupied by the Department in Washington. He supervises expenditures of appropriations for contingent expenses and rents and attends to such miscellaneous business in the Office of the Secretary as is not otherwise assigned.

*Department quarters.*—At the beginning of the fiscal year 1918, it was thought that the problem of quarters for the Department had been solved, but the war activities placed under its control have so increased the number of Departmental employees that the building has become inadequate to house these added persons, and the Department now occupies seven other buildings—either in whole or in part. The Department proper is in the building at 1712-1722 G Street, comprising 84,981 square feet, on which it holds a lease for five years, renewable for a like period. The United States Employment Service occupies the buildings 916-918 Sixteenth Street, comprising 38,900 square feet, but it has already outgrown those quarters and must soon look for more commodious ones. The Bureau of Industrial Housing and Transportation occupies the fourth and fifth floors of the building at 618 G Street, comprising 24,000 square feet. The National War Labor Board occupies the building at 1312 Massachusetts Avenue, which has 15,740 square feet and also occupies a number of rooms in the Southern Building, aggregating 10,926 square feet. The War Labor Policies Board occupies the building at 1607 H Street, containing 5,547 square feet. It also is rapidly outgrowing its present quarters. The Investigation and Inspection and the Working Conditions Services occupy space in the Ouray Building, aggregating 5,229 square feet. The Information and Education Service occupies the building at 1706 G Street, containing 7,200 square feet. The Woman in Industry Service occupies 2,270 square feet in the Southern Building. The Training and Dilution Service occupies the second, third, and fourth floors of the building at 618 Seventeenth Street, with an aggregate of 9,000 square feet. This makes a total of 203,794 square feet of floor space occupied by the department at the present time, as against 84,981 on July 1, 1918.

The Department for a short period rented quarters at 1621 H Street, and also at 1712 I Street. These have been vacated in favor of larger quarters.

The activities of the bureaus in the Department building are expanding so rapidly that it is now necessary to secure outside accommodations for one of these, so that there shall be sufficient room for the others.

*Personnel.*—The war activities of the Department have so increased its work that the additional clerks allowed in the legislative bill for this fiscal year were not nearly adequate for its needs. It was still necessary to continue details from the various bureaus. At

the present statutory salaries it is almost impossible to secure competent help, since commercial establishments, not being held by law to stated salaries, are outbidding the Government for this class of labor. What is true of the clerical force is doubly true of the labor force necessary to man the Department buildings. Common laborers are now paid by commercial establishments higher salaries than it is possible for the Department to pay for skilled labor. Unless there is some action by Congress, raising the scale of pay for common and skilled laborers, it is certain that the Departments will not be able to man their buildings with comfort or safety.

Owing to the depletion of the clerical force by calls to the armed forces of the United States or to supply experienced men to the newer activities, it has been necessary to replace male clerks with women, and it has been demonstrated that given the same opportunities and experience the work of the women employees in certain lines is generally as satisfactory as that of the men they displace.

*Library.*—The wisdom of consolidating the library of the Bureau of Labor Statistics with that of the Children's Bureau into a Department Library is demonstrated more notably as the library expands. Its collection of publications on labor and child welfare can not be duplicated anywhere in the world. It is now performing excellent service in keeping not only the Department of Labor but the War Industries Board and the various war boards advised as to facts with regard to labor. On account of these activities, its present quarters, which at first appeared ample for its needs, are now inadequate. It will be necessary, if its activities are not to be curtailed, to increase the space at its disposal, which seems an impossibility with the present crowded condition of the Department.

#### APPOINTMENT DIVISION.

*Increased activities.*—The work of the Appointment Division has increased approximately 300 per cent. This work was performed under difficulties owing to the loss of the few experienced employees capable of supervising it and the training of an inexperienced force in the face of a constantly increasing number of appointments, promotions, transfers, details, and separations. Added to the difficulty of this work is the fact that some of the more important registers of eligibles of the Civil Service Commission (notably that for stenographer and typist) were in a depleted condition throughout the year. From 50 to 75 per cent of the eligibles certified by the commission usually declined appointment and this percentage of declinations appears to have risen as high as 90 per cent at times. The qualifications and experience of those who remained on certificates were often so inadequate for the work required that the bureau or division chiefs

were unwilling to recommend them for appointment. The difficulties thus presented were serious enough even for the older and more established bureaus; they proved almost insurmountable in the creation and expansion of the United States Employment Service, whose personnel was rapidly growing into the thousands. After a conscientious effort to use the facilities of the Civil Service Commission the Department asked and secured on March 29, 1918, an Executive order permitting appointments to the Employment Service to be made without regard to civil-service rules, with the understanding that all possible use would be made of the registers of eligibles of the Civil Service Commission. This has greatly improved the situation.

*Officials and employees.*—The following table shows by bureaus and offices the number of officials and employees in the Department on July 1, 1918, with separate columns showing the statutory and nonstatutory positions as well as those within and outside the District of Columbia on that date. It also shows the total number of employees on July 1, 1917, and the increase during the past fiscal year. It will be noted that the increase was slightly more than 100 per cent.

Bureau or office.	Statutory.	Nonstatutory.	In District of Columbia.	Outside District of Columbia.	Total July 1, 1918.	July 1, 1917.	Increase during year.
Secretary.....	109	.....	109	.....	109	91	18
Commissioners of Conciliation.....	1	59	1	59	60	37	23
Labor Statistics.....	113	47	183	27	160	118	42
Children's Bureau.....	73	197	124	146	270	112	158
Immigration.....	62	1,654	74	1,642	1,716	1,705	11
Naturalization.....	70	201	105	166	271	173	98
United States Employment Service.....	.....	1,809	294	1,515	1,809	.....	1,809
Bureau of Industrial Housing and Transportation.....	.....	183	163	20	183	.....	183
National War Labor Board.....	.....	27	24	3	27	.....	27
War Labor Policies Board.....	.....	7	7	.....	7	.....	7
<b>Total.....</b>	<b>428</b>	<b>4,184</b>	<b>1,034</b>	<b>3,578</b>	<b>4,612</b>	<b>2,236</b>	<b>2,376</b>

*Entrance salaries.*—The lack of uniformity in the entrance salaries offered for similar services by the various departments of the Government service has been a source of trouble. With some other Government services paying clerks entrance salaries of \$1,100 or more and promising promotion after a few months of satisfactory service, the Department has found that its \$900 and \$1,000 clerical positions on the statutory rolls have been in some cases practically useless.

*Changes in personnel.*—The following tables indicate the number of changes in personnel throughout the executive offices and bureaus of the Department during the fiscal year ended June 30, 1918:



*Appointments in the Department of Labor, fiscal year ended June 30, 1918.*

Bureau or office.	Permanent.				Tempo- rary.	Grand total.
	Compe- titive.	Ex- cepted.	Unclas- sified.	Total.		
Office of the Secretary.....	86		24	110	159	269
Commissioners of Conciliation.....	1	102		103		103
Labor Statistics.....	131		3	134	299	433
Immigration.....	1,003	85	26	1,714	641	2,355
Children's Bureau.....	187	21	5	213	400	613
Naturalization.....	244			244	193	437
United States Employment Service.....					1,121	1,121
Bureau of Industrial Housing and Trans- portation.....					163	163
National War Labor Board.....					27	27
War Labor Policies Board.....					17	17
Total.....	2,252	208	58	2,518	4,020	6,538

<sup>1</sup> Some of these appointees had a permanent civil-service status, but were under temporary appointment on account of the appropriation from which they were paid being limited to June 30, 1918.

*Separations and miscellaneous changes in personnel.*

Bureau or office.	Separations.					Grand total.	Miscel- laneous changes.
	From permanent positions.				From tempo- rary posi- tions.		
	Compe- titive.	Ex- cepted.	Unclas- sified.	Total.			
Office of the Secretary.....	27		6	33	73	106	80
Commissioners of Conciliation.....	1			1	42	43	11
Labor Statistics.....	37		6	43	111	154	90
Children's Bureau.....	35	9	1	45	170	215	91
Immigration.....	296	41	28	365	421	776	688
Naturalization.....	43			43	167	210	37
United States Employment Service.....					312	312	337
Bureau of Industrial Housing and Trans- portation.....					20	20	7
National War Labor Board.....					3	3	1
War Labor Policies Board.....					2	2	1
Total.....	429	50	41	520	1,821	1,841	1,243

*Transfers.*—The table following shows the number of transfers to and from the Department during the fiscal year ended June 30, 1918:

Bureau or office.	From—										Total.	
	Smithsonian Institu- tion.	War Department.	Naval Academy.	Treasury Department.	Government Printing Office.	Post Office Depart- ment.	Department of Com- merce.	Panama Canal.	Interior Department.	Department of Justice.		Department of Agri- culture.
Office of the Secretary.....	1			2	3			1	3		1	11
Labor Statistics.....			2				2		1		1	6
Children's Bureau.....				2	1					1	2	6
Immigration.....		1		5			2		2			12
Naturalization.....		1		2		1		1				6
United States Employ- ment Service.....						1			2	1		4
Total.....	1	2	2	11	4	1	6	7	5	5		45

Bureau or office.	To—						Total.
	War Department.	War Trade Board.	Navy Department.	Treasury Department.	Interior Department.	Department of Justice.	
Office of the Secretary.....				1	1		
Labor Statistics.....				2			
Children's Bureau.....		1					
Immigration.....	4		1	7			
Naturalization.....						1	
Total.....	4	1	1	11	1	2	21

#### DIVISION OF PUBLICATIONS AND SUPPLIES.

*Functions.*—The Chief of the Division of Publications and Supplies supervises the printing and binding of the Department, together with the distribution of its publications, the maintenance of its mailing lists, the performance of duplicating work, and the storing and distribution of blank books and forms. He also conducts correspondence incident to the details of his work, issues authorizations for newspaper advertising, and under the direction of the Chief Clerk supervises the purchase and distribution of supplies.

*Printing and binding.*—The sundry civil act for 1918 allotted to the Department of Labor \$155,000 for printing and binding for the fiscal year.

Because of the unanticipated demands for printing and the increased cost of its production it was found necessary to request a deficiency appropriation, and in the urgent deficiency act approved June 4, 1918, an appropriation of \$25,000 was made, bringing the total for the Department for the year to \$180,000.

This amount was suballotted by the Secretary as follows:

Office of the Secretary.....	\$37,000
Bureau of Labor Statistics.....	73,450
Bureau of Immigration.....	5,500
Division of Information.....	2,050
Immigration Service.....	18,000
Children's Bureau.....	25,000
Bureau of Naturalization.....	2,000
Naturalization Service and examiners.....	17,000
Total.....	180,000

Requisitions for the full amount were made on the Public Printer, who presented bills for work done up to and including June 30, 1918, in the amount of \$163,793.28, leaving an unexpended balance of \$16,206.72.

On July 1, 1918, there remained at the Government Printing Office uncompleted and unbilled work to the estimated amount of \$29,538.42. A considerable proportion of this work would have been completed had the deficiency appropriation been available at an earlier date, as the Department had directed suspension of work on several of the larger orders pending the passage of that act.

There also were printed during the year for the War Labor Administration 808,000 reports, pamphlets, etc.; 33,224,450 blank forms; 721 blank books; 1,000 circulars; 4,782,000 letter heads; 1,299,000 envelopes; 150,000 index cards; 48,000 guide cards; 105,000 vertical folders; 140,000 memorandum sheets; and 650 volumes were bound, to the amount of \$47,006.33, bills for which were paid from appropriations other than the printing and binding appropriation of the Department.

The tremendous increase in war activities of the Department, together with the increase of like activities in other departments, has placed such a strain upon the Government Printing Office that it was almost impossible at times to secure any deliveries. Notwithstanding this, when the officials of the Printing Office were convinced of the necessity for certain printing it was delivered very expeditiously. It has been the endeavor of the Department to have all printing and binding performed at the Government Printing Office even if the appropriation were available for printing elsewhere, and I am convinced that the best interests of the Government are served by the continuance of that policy.

*Editorial work.*—Nineteen hundred and sixty-six requisitions were sent to the Government Printing Office as against 1,328 in 1917, an increase of 48 per cent, while the number of folios of copy handled decreased from 20,872 to 20,335 (2 per cent); the galley proofs from 3,547 to 3,373 (5 per cent); and the page proofs from 13,188 to 12,139 (8 per cent). The increase in number of requisitions shows more correctly the actual work performed.

Since last year this work has greatly increased. It is not possible to give the publications of the Department the close attention they should receive with the small force available for this class of work, and also to do all the things required by law and the departmental regulations governing printing and binding. In order that publications be not unduly delayed, the copy is often sent to the Public Printer without more than a cursory glance by the editorial force. This lack of supervision may some time cause embarrassment through allowing publications to pass that a closer scrutiny would revise or possibly entirely reject.

All requisitions are carefully scrutinized as to quantities ordered and the maintenance of departmental style. It has been necessary at times, due to the critical condition of the paper market, to accept

an inferior quality of paper. As it is becoming increasingly difficult to secure colored paper, where necessary certain blanks will be made distinctive in appearance by the use of colored ink.

*Envelopes.*—In the report for 1917 attention was called to the difficulties encountered by reason of delayed deliveries of envelopes. The situation at this time is worse than during any previous year. It is almost impossible to get deliveries of envelopes under periods ranging from two to four months, and it has been necessary, in order to perform the duties of the Department, to borrow envelopes from other branches of the service, and in a number of instances to purchase envelopes in the open market and have them printed. This is much more costly than securing them through the contractors, and consequently there has been a heavier drain on the funds from which they were purchased.

During the year there were placed with the contractors 436 orders calling for 7,400,100 envelopes for the use of the various offices, bureaus, and services of the Department, as compared with 346 orders calling for 3,258,475 envelopes for the year 1917, an increase of 127 per cent. The cost of the envelopes received during the year amounted to \$9,360.06, as compared with \$4,181.44 in 1917, an increase of 134 per cent.

*Printed stationery.*—During the fiscal year 652 requisitions for printed stationery were filled. Of these 309 were from offices and bureaus of the Department in Washington and 343 from the outside services.

*Blank books and forms.*—Ten thousand and forty-six requisitions for books and blanks were filled during the year, an increase from 8,690 for 1917. These requisitions were submitted by the inside services (1,147); Naturalization Service—clerks (5,437), examiners (88); general, including Employment Service (1,347); Public Service Reserve and Boys' Working Reserve (1,832). These requisitions called for 15,379 blank books (4,689 of these blank books were certificates of naturalization), and 17,804,710 blank forms, as against 8,111 blank books and 6,532,256 blank forms in 1917.

*Duplicating work.*—During the year 1,462 requisitions, covering 1,906,315 impressions, were received and handled, as against 1,024 requisitions, covering 1,407,708 impressions, in 1917. Sheets to the number of 630,315 were folded as against 583,840 last year; 286,223 envelopes were addressed, as against 181,066 in 1917; and 427,741 envelopes were sealed, as against 350,677 in 1917.

The machinery was augmented by the addition of two new mimeograph machines and a photostat machine. During the past year the value of these acquisitions was fully demonstrated and 2,771 photostatic copies were furnished to the bureaus and offices during the last five months of the fiscal year.

## PUBLICATIONS.

*Distribution.*—The law requiring the distribution of public documents through the Superintendent of Documents at the Government Printing Office was again brought to the attention of Congress in the hope that it would be modified so as to permit the Department to supply individual copies of publications direct, instead of by the roundabout method now required. In the reports for the past five years attention has been called to this but as yet no relief is in sight.

Publications to the number of 1,128,681 were distributed on mail lists and individual franks. Compared with the 887,738 distributed in 1917 this represents an increase of 27 per cent. The number of individual franks handled decreased from 128,930 in 1917 to 109,104—15 per cent. This decrease in the number of franks used in handling the increased distribution is explained by the fact that great numbers of publications of the Children's Bureau, particularly those upon Prenatal Care and Infant Care, were sent in bulk to field agents for direct distribution.

The mailing lists of the department are undergoing constant revision, much improvement having been made during the year. The number of publications failing to reach their destination is now a negligible quantity.

## SUPPLIES.

The legislative, executive, and judicial appropriation act for the fiscal year 1918 appropriated the sum of \$40,000 for contingent expenses of the Department and also contained an item providing that a sum not to exceed \$13,500 from the appropriation "Expenses of regulating immigration, 1918," be added to the contingent appropriation for the purchase, through the central purchasing office, of certain supplies for the Immigration Service, thereby making a total of \$53,500 as a contingent fund for the Department. By the act to supply urgent deficiencies in appropriations approved October 6, 1917, the sum of \$7,566, and by the act to supply additional urgent deficiencies in appropriations approved June 4, 1918, the further sum of \$10,000 was appropriated for the contingent fund, making a grand total of \$71,066.

Owing to the greatly increased cost of all manner of supplies purchased and to the inability to secure them in numerous instances, in order that justice might be done the General Supply Committee was obliged to relieve certain contractors from their obligations. It therefore became necessary to purchase a large amount of supplies in the open market, thus making it difficult for the Department to supply the needs of all its bureaus from the funds available. During the fiscal year there were filled 2,428 requisitions for supplies, which

necessitated the placing of 3,753 orders covering 6,188 items, the total expenditures for which was \$70,448.58. At the present time there is still available to meet outstanding liabilities \$617.12, a sum which in all probability will be sufficient for the purpose.

#### SHIPMENTS.

Packages of books and blanks to the number of 257,996, weighing 544,460 pounds, and of supplies to the number of 6,089, weighing 280,057 pounds, were shipped by express, freight, and mail, a total of 264,085 shipments, weighing 824,517 pounds. There were received in this division 52,989 packages, weighing 1,046,057 pounds, making a total of 317,074 packages handled, of a total weight of 1,870,574 pounds, or nearly 160,000 pounds a month.

The motor truck authorized by the legislative, executive, and judicial appropriation act for the fiscal year 1916, approved March 4, 1915, has been kept in constant use, though by reason of this constant use frequent repairs have been made necessary. The Department has been put at times to a great inconvenience to secure and dispatch its mail and forward its shipments of supplies. In order to relieve this situation, in part at least, the Secretary directed the Director of Internment to forward for the use of the Department the Jeffreys 1½-ton motor truck which had been in use at the internment camp at Hot Springs. The addition of this truck was found to greatly facilitate work, but even with that relief it was found difficult to dispatch promptly mail for the Department.

#### DISBURSING CLERK.

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

*Appropriations.*—For the fiscal year ended June 30, 1918, the appropriations by Congress to the Department and its services, and the allotments made by the President to the Department from the appropriation of \$100,000,000 provided for the national security and defense by the deficiency act approved April 17, 1917, were as follows:

Salaries, Office of Secretary of Labor.....	\$108,840.00
Salaries and expenses, commissioners of conciliation.....	175,000.00
Contingent expenses, Department of Labor.....	57,566.00
Rent, Department of Labor.....	24,000.00
Housing for war needs.....	60,000,000.00
War Emergency Employment Service.....	250,000.00
Advanced transportation, United States Employment Service.....	250,000.00

<b>National security and defense, Department of Labor:</b>	
President's Mediation Commission.....	\$37,000.00
Distribution of productive labor.....	825,000.00
Initial operations, housing program.....	60,000.00
National War Labor Board.....	70,000.00
Salaries, Bureau of Labor Statistics.....	148,280.00
Miscellaneous expenses, Bureau of Labor Statistics.....	64,090.00
Library, Bureau of Labor Statistics.....	1,000.00
Compiling material on first-aid methods.....	5,000.00
National security and defense, Department of Labor survey of cost of living.....	75,000.00
Salaries, Bureau of Immigration.....	81,740.00
Expenses of regulating immigration.....	2,450,000.00
Immigrant station, Ellis Island, N. Y.....	821,000.00
Immigrant station, Philadelphia, Pa.....	2,300.00
Refund to Holland-America Line.....	39.00
Refund to National Steam Navigation Co. of Greece.....	108.75
Refund to United Fruit Co.....	20.00
Refund to Hartfield, Solari & Co.....	103.00
Salaries, Children's Bureau.....	106,640.00
General expenses, Children's Bureau.....	95,000.00
Enforcement of the child labor law.....	100,000.00
Investigation of child welfare, Children's Bureau.....	72,120.00
Salaries, Bureau of Naturalization.....	89,610.00
Miscellaneous expenses, Bureau of Naturalization.....	705,000.00
Increase of compensation, Department of Labor.....	140,786.24
Printing and binding.....	180,000.00
<b>Total</b> .....	<b>66,498,242.99</b>

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

<b>Office of the Secretary:</b>	
Salaries, Office of Secretary of Labor, 1917.....	\$3,978.45
Salaries, Office of Secretary of Labor, 1918.....	101,018.29
Contingent expenses, Department of Labor, 1916.....	23.74
Contingent expenses, Department of Labor, 1917.....	9,366.64
Contingent expenses, Department of Labor, 1918.....	67,095.14
Contingent expenses, Department of Labor, 1916-17.....	1,183.00
Salaries and expenses, commissioners of conciliation, 1916..	.20
Salaries and expenses, commissioners of conciliation, 1917..	5,515.04
Salaries and expenses, commissioners of conciliation, 1918..	164,790.92
Rent, Department of Labor, 1917.....	2,000.00
Rent, Department of Labor, 1918.....	22,000.00
War Emergency Employment Service, 1918.....	175,529.73
Housing for war needs, 1918-19.....	6,987.32
<b>National security and defense, Department of Labor—</b>	
President's Mediation Commission.....	22,088.51
Distribution of productive labor.....	319,481.87
Housing for war needs.....	42,230.32
National War Labor Board.....	15,054.52
Increase of compensation, Department of Labor, 1918.....	132,302.58
<b>Total</b> .....	<b>1,090,646.27</b>

**Bureau of Labor Statistics:**

Salaries, Bureau of Labor Statistics, 1917-----	\$5,708.59
Salaries, Bureau of Labor Statistics, 1918-----	136,507.13
Miscellaneous expenses, Bureau of Labor Statistics, 1916---	700.00
Miscellaneous expenses, Bureau of Labor Statistics, 1917---	8,018.17
Miscellaneous expenses, Bureau of Labor Statistics, 1918---	53,126.71
Library, Bureau of Labor Statistics, 1916-----	1.78
Library, Bureau of Labor Statistics, 1917-----	280.63
Library, Bureau of Labor Statistics, 1918-----	565.54
Compiling material on first-aid methods, 1917-----	50.50
Inquiry into cost of living in District of Columbia-----	148.56
National security and defense, Department of Labor survey of cost of living -----	38,121.28
<b>Total -----</b>	<b>243,223.89</b>

**Bureau of Immigration:**

Salaries, Bureau of Immigration, 1917-----	3,345.97
Salaries, Bureau of Immigration, 1918-----	71,770.53
Expenses of regulating immigration, 1915-----	2,931.00
Expenses of regulating immigration, 1916-----	159.82
Expenses of regulating immigration, 1917-----	164,101.96
Expenses of regulating immigration, 1918-----	2,474,082.02
Expenses of regulating immigration, 1917-18-----	80,165.07
Expenses of interned aliens, 1917-18-----	746,950.95
Immigration stations—	
Ellis Island, N. Y.-----	122,054.70
Ellis Island, N. Y., 1917-18-----	117,695.98
Philadelphia, Pa -----	2,795.00
Refund to Hartfield, Solari & Co-----	103.00
Refund to United Fruit Co-----	20.00
Refund to National Steam Navigation Co. of Greece-----	103.75
Refund to Holland-American Line -----	89.00
<b>Total -----</b>	<b>3,786,318.75</b>

**Children's Bureau:**

Salaries, Children's Bureau, 1917-----	4,378.52
Salaries, Children's Bureau, 1918-----	100,816.54
General expenses, Children's Bureau, 1916-----	2,182.59
General expenses, Children's Bureau, 1917-----	7,018.12
General expenses, Children's Bureau, 1918-----	45,888.19
Enforcement of the child-labor law, 1917-18-----	43,272.56
Enforcement of the child-labor law, 1918-----	53,038.87
Investigation of child welfare, Children's Bureau, 1918-----	40,837.16
<b>Total -----</b>	<b>297,432.55</b>

**Bureau of Naturalization:**

Salaries, Bureau of Naturalization, 1917-----	\$,533.91
Salaries, Bureau of Naturalization, 1918-----	83,490.24
Miscellaneous expenses, Bureau of Naturalization, 1917-----	20,654.06
Miscellaneous expenses, Bureau of Naturalization, 1918-----	255,966.47
Miscellaneous expenses, Bureau of Naturalization, 1918-19---	5,962.19
<b>Total -----</b>	<b>369,606.87</b>
<b>Grand total -----</b>	<b>5,787,228.33</b>



In addition to disbursements by the Disbursing Clerk, the following expenditures in behalf of the Department were specifically made:

By special disbursing agent in the Immigration Service.....	\$89,846.34
By special disbursing agent in the Office of the Secretary.....	8,951.08
Claims settled by the Auditor for the State and Other Departments..	23,691.59
<b>Total</b> .....	<b>71,889.01</b>

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

<b>Bureau of Immigration:</b>	
Head tax.....	\$985,085.00
Fines .....	72,543.00
Exclusive privileges.....	7,564.51
Telephone service .....	1,530.06
Forfeiture of bonds .....	2,500.00
Unclaimed property of aliens.....	5.00
<b>Bureau of Naturalization:</b>	
Interest on naturalization fees.....	211.62
Miscellaneous proceeds of sale of condemned property.....	3,396.01

*Unexpended balances.*—In accordance with the act of Congress of June 20, 1874 (18 Stat. L., 110, 111), the following unexpended balances of appropriations were covered into the surplus fund of the Treasury Department June 30, 1918:

Salaries, Office of Secretary of Labor, 1916.....	\$544.91
Contingent expenses, Department of Labor, 1916.....	633.72
Salaries and expenses, commissioners of conciliation, 1916.....	844.66
Salaries, Bureau of Labor Statistics, 1916.....	975.20
Miscellaneous expenses, Bureau of Labor Statistics, 1916.....	139.98
Library, Bureau of Labor Statistics, 1916.....	39.67
Medical examination of injured employees, 1916.....	13.11
Salaries, Bureau of Immigration, 1916.....	636.74
Expenses of regulating immigration, 1914.....	133.76
Expenses of regulating immigration, 1915.....	1,170.00
Expenses of regulating immigration, 1916.....	33,587.55
Refund to National Steam Navigation Co. of Greece.....	5.00
Salaries, Children's Bureau, 1916.....	432.49
General expenses, Children's Bureau, 1916.....	761.59
Salaries, Bureau of Naturalization, 1916.....	223.10
Miscellaneous expenses, Bureau of Naturalization, 1916.....	3,042.89
<b>Total</b> .....	<b>43,184.37</b>

## THE BUREAUS.

### BUREAU OF LABOR STATISTICS.

*Origin and history.*—The Bureau of Labor Statistics is the oldest of the bureaus comprehended within the Department of Labor. In point of age it antedates the Department itself by nearly 30 years, having been authorized by an act approved June 27, 1884. Under

the terms of that act a "Bureau of Labor" was created in the Department of the Interior, and formal organization was effected upon January 1, 1885. In 1888 the original Bureau of Labor was taken from the jurisdiction of the Department of the Interior and transformed into an independent department known as the Department of Labor, with a Commissioner of Labor as its chief. The commissioner, however, not being of secretarial rank, was not a member of the President's Cabinet. In 1903 this "Department of Labor" came under the jurisdiction of the Department of Commerce and Labor with the same official designation as that under which it was created in 1884, the "Bureau of Labor." It was finally brought within the jurisdiction of the present Department of Labor at the time of the creation of the latter in 1913, under the title of the Bureau of Labor Statistics.

The formation of this bureau came as the result of more than 20 years of agitation over the country and of effort in Congress for a department of the Federal Government especially representative of the interests of wage earners. As early as August of 1865 a conference of trade-unionists in Kentucky urged the especial need of a Department of Labor at Washington to be officered by wage earners. It was pointed out that every department of the Federal Government of that time was headed by professional men, business men, or manufacturers, and that all of these men were or had been employers of labor or counselors of employers of labor, and that naturally their sympathies did not lie upon the side of the employed. The organization of the Bureau of Labor was the first response to this appeal. The Bureau of Labor Statistics is, therefore, the nucleus around which the Department of Labor itself has been built up. Its present functions are almost wholly statistical and educational.

*The Monthly Review.*—The Monthly Review, begun in July, 1915, is the principal publication of the bureau. In the three years of its existence it has come to be recognized as the authoritative publication dealing with matters of current interest relating to industry. It gives information concerning the current work of the Bureau of Labor Statistics and of other bureaus of the Department of Labor, and also the work of other Government agencies dealing directly with labor matters. Special articles and brief reports of original investigations appear in its issues. Statements of the employment and conciliation work of the department and statistics on immigration are printed each month. Reviews of the work of State labor bureaus, workmen's compensation commissions, minimum wage commissions, and arbitration boards are given, together with information concerning the legislation of Congress and of the several States, and summaries and analyses of important court decisions relating to

labor. Retail and wholesale prices of commodities appear each month, and various phases of the labor situation in this and foreign countries as affected by the war are considered in detail. Up-to-date information as to the various Government war boards and bureaus dealing with labor matters and their personnel and work is published each month.

*Publications other than Monthly Review.*—At the end of the fiscal year 1918 there had been received from the Government Printing Office 21 bulletins, 12 numbers of the Monthly Review, and a report entitled "British Industrial Experience During the War," printed as a Senate document. Five other bulletins were completed, but it was impossible to have them published before the close of the year. The 34 publications issued contained 10,671 pages of printed matter, 38 photo-engravings, 56 charts, 13 outline drawings, and 2 folders.

The bulletins are published in series according to subjects and are numbered consecutively. A list of the series is as follows: Wholesale prices; Retail prices and cost of living; Wages and hours of labor; Employment and unemployment; Women in industry; Workmen's insurance and compensation (including laws relating thereto); Industrial accidents and hygiene; Conciliation and arbitration (including strikes and lockouts); Labor laws of the United States (including decisions of courts relating to labor); Foreign labor laws; Vocational education; Labor as affected by the war; Miscellaneous series.

*Reports transmitted but not published.*—In addition to the 34 publications issued (21 bulletins, 12 numbers of the Monthly Review, and the report printed as a Senate document) and 5 bulletins which were completed but not issued there were 7 in course of preparation. The 12 bulletins not issued relate to mortality from respiratory diseases in dusty trades; wages and hours of labor in the boot and shoe industry, 1907 to 1916; safety movement in the iron and steel industry, 1907 to 1917; wages and hours of labor in woolen and worsted goods manufacture, 1916; comparison of workmen's compensation laws of the United States; the industrial disputes investigation act of Canada; effect of the air hammer on the hands of stone cutters; public employment offices in the United States; workmen's compensation legislation of the United States and foreign countries, 1917 and 1918; labor legislation of 1917; union scale of wages and hours of labor, May 15, 1917; decisions of courts affecting labor, 1917.

#### BUREAU OF IMMIGRATION.

*Origin and functions.*—This bureau was established by the immigration act of March 3, 1891, as the "Office of the Superintendent of Immigration." Its duties are connected primarily with the en-

forcement of the immigration and Chinese-exclusion laws, and up to the date of the creation of the Employment Service as a separate organization the work of that service was under the bureau's direction. During the past year it has cooperated extensively with the various services of the Departments of War, Navy, and Justice engaged in the enforcement of war measures, including the espionage, sabotage, and trading-with-the-enemy acts. The examination and care of the crews of Dutch vessels requisitioned for service under the American flag also were under the bureau's direction.

There follows a summary of the work under the immigration and Chinese-exclusion laws, which covers the first complete year's experience with the new immigration act of February 5, 1917, the internment work also being briefly summarized.

## GENERAL IMMIGRATION.

*Summary of arrivals and exclusions.*—The following statement summarizes the totals of arrivals, exclusions, and admissions of aliens for the fiscal year ended June 30, 1918:

Arrivals of allens, July 1, 1917, to June 30, 1918.....	219, 150
Detained for special inquiry.....	30, 735
Admitted on primary inspection.....	188, 415
Detained for special inquiry.....	30, 537
Rejected by boards of special inquiry.....	4, 707
Admitted by boards of special inquiry.....	22, 106
Appeals.....	3, 634
Petitions for bonding.....	39
Petition for admission until termination of war.....	1
Petitions for hospital treatment.....	120
Petitions for transit privilege.....	38
Cases before Secretary of Labor.....	3, 832
Rejected by Secretary of Labor.....	2, 590
Admitted by Secretary of Labor:	
On appeal without bond.....	733
On bonds.....	359
Until termination of war.....	1
For hospital treatment.....	106
For transit privilege.....	38
Total.....	1, 242
Allens admitted.....	211, 853
Allens excluded.....	7, 297
Total alien arrivals.....	219, 150
Ratio of admissions to arrivals, 96.7 per cent	
Ratio of exclusions to arrivals, 3.3 per cent.	

## ALIEN ARRIVALS AND DEPARTURES.

As compared with previous years, this year shows a still further reduction in the immigration of aliens.

*Tabulation.*—The following statement gives some of the more important items of statistical information, to be found in much greater detail in the report of the Commissioner General of Immigration to the Secretary of Labor.

Arrivals (admitted):	
Immigrant aliens .....	110, 618
Nonimmigrant aliens .....	101, 235
<b>Total</b> .....	<b>211, 853</b>
Previous year:	
Immigrant .....	295, 403
Nonimmigrant .....	67, 474
	<b>362, 877</b>
Increase or decrease:	
Immigrant decrease .....	184, 785
Nonimmigrant increase .....	33, 761
<b>Net decrease</b> .....	<b>151, 024</b>
Departures:	
Emigrant aliens .....	94, 585
Nonemigrant aliens .....	98, 683
<b>Total alien departures</b> .....	<b>193, 268</b>
Previous year:	
Emigrant .....	66, 277
Nonemigrant .....	81, 102
	<b>146, 379</b>
Increase or decrease:	
Emigrant increase .....	28, 308
Nonemigrant increase .....	18, 581
<b>Net increase</b> .....	<b>46, 889</b>
Increase in alien population, 1917 and 1918:	
Arrivals (1917) .....	362, 877
Departures (1917) .....	146, 379
<b>Net increase (1917)</b> .....	<b>216, 498</b>
Arrivals (1918) .....	211, 853
Departures (1918) .....	193, 268
<b>Net increase (1918)</b> .....	<b>18, 585</b>
Increase in population in 1918 less than in 1917 .....	197, 913
Decrease in aliens admitted, 9.4 per cent.	
Increase in net addition to population, 8.7 per cent.	
Age of admitted immigrant aliens:	
Under 16 years .....	21, 349
16 to 44 years .....	76, 098
45 years and over .....	13, 171
<b>Total</b> .....	<b>110, 618</b>

## Literacy of admitted immigrant aliens:

Total 16 years or over-----	89,269
Unable to read or write-----	3,512
Able to read but not write-----	260
Illiterate (over 16 years of age)-----	3,512
Literate (over 16 years of age)-----	85,497

Illiterate, 3.9 per cent.

*Financial ability.*—There were shown to inspection officers by immigrant aliens admitted sums of money aggregating \$8,960,433, or an average of \$81 per person. About 35 per cent of those able to prove possession of money had less than \$50 each, 63,997 claimed to have paid their own passage, 42,485 admitted that their passage had been paid by relatives, and 4,136 that it had been paid by persons other than relatives.

*Ages and periods of residence of departing aliens.*—During the year 94,585 emigrant aliens left the United States. Of these, 64,386 had resided in the United States less than 5 years, 19,367 from 5 to 10 years, 5,573 from 10 to 15 years, 2,465 from 15 to 20 years, and 2,794 over 20 years. As to ages, 9,862 were under 16, 68,893 were from 16 to 44, and 14,830 were 45 years of age or over.

*Exclusion of arriving aliens.*—On account of the abnormal conditions during the past four years it is difficult to make comparisons with previous years. Exclusions in 1913 amounted to 1.38 per cent, in 1914 to 2.3 per cent, in 1915 to 5.3 per cent, while during the years 1916 and 1917 it was 4.9 and 4.2 per cent, respectively. The past fiscal year shows a percentage of 3.3. This higher percentage of exclusions, as compared with the percentages prior to 1915, is to be attributed both to the decrease in number of arrivals, making examinations more thorough, and to the more rigid standards set by the new immigration act. As to numbers excluded, there were 24,111 for 1915, 18,867 for 1916, 16,028 for 1917, and 7,297 for 1918.

In accordance with the established practice, the following table from the report of the Commissioner General of Immigration is quoted, showing the principal causes of rejection for the years 1909 to 1918, inclusive:

Cause of rejection.	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918
Idiots.....	18	16	12	10	18	14	6	5	9	4
Imbeciles.....	42	40	26	44	54	68	27	17	19	5
Feeble-minded persons.....	121	125	126	110	453	995	302	224	224	19
Insanity (including epileptics).....	167	198	144	133	198	197	128	151	146	95
Constitutional psychopathic inferiority.....									3	20
Likely to become a public charge (including paupers, vagrants, and beggars).....	4,458	15,927	12,048	8,182	7,956	15,784	15,596	10,427	7,893	2,536
Afflicted with contagious diseases.....	2,308	3,033	2,735	1,674	2,457	3,143	1,613	1,050	1,383	401
Afflicted with tuberculosis.....	82	95	111	74	107	114	89	106	119	85
Physically or mentally defective.....	370	312	3,055	2,288	4,208	6,537	955	1,703	1,734	315
Chronic alcoholism.....									10	24
Criminals.....	273	580	644	692	808	755	276	245	257	160
Prostitutes and other immoral aliens.....	323	316	253	253	367	380	291	439	510	161
Procurers of prostitutes.....	181	179	141	192	253	254	192	307	371	88
Contract laborers.....	1,172	1,786	1,336	1,333	1,624	2,793	2,722	2,080	1,116	474
Unable to read (over 16 years of age).....									391	1,598

In addition to the above 49 alien enemies were excluded during the year.

*Expulsion of aliens.*—There have been expelled from the country under departmental process during the past year 1,569 aliens, compared with 1,853 in 1917. The 1,569 expelled during the year are divided as follows with respect to causes of expulsion:

In the country 5 years or less:	
Members of excluded classes at time of entry.....	797
Became public charges from causes existing prior to entry.....	136
Violation of immigration law, not specified.....	1
Violation of Chinese-exclusion laws.....	18
In the country 3 years or less:	
Entered without inspection.....	380
Aliens whose deportation is compulsory without regard to the length of time they have been in the country:	
Sexually immoral.....	223
Anarchists.....	2
Criminals.....	12

*Total deportations.*—Adding to the 7,297 aliens excluded at the ports and returned to country of origin the 1,569 arrested and expelled from the country and 50 Chinese aliens whose deportation was ordered by courts or commissioners under the exclusion laws, it is shown that the total number of deportations for the year was 8,916.

In addition to the foregoing, there were arrested during the year 1,045 aliens whose deportation was impossible on account of war conditions. The Department retains jurisdiction of these aliens, who will be returned to their former homes when conditions permit.

With the termination of the fiscal year the bureau has worked out and submitted to the Department for approval a plan for handling the cases of aliens ordered deported (either as a result of excluding decisions by boards of special inquiry at the ports or in pursuance of departmental warrants) where deportation can not be effected owing to war conditions. Under this plan it is proposed to release such aliens from custody and place them in suitable productive employment through the cooperation of the United States Employment Service, provision being made for the retention and deposit in the postal savings bank of 25 per cent of the weekly or monthly wages earned, to be paid to the alien at the time of his deportation. Provision is made also for the continuous supervision by immigration officers of released aliens; through these precautions it is believed that the bureau will be enabled to keep in touch with them at all times. Any violation of parole will result in their promptly being taken into custody. This arrangement has been outlined in an amendment to the immigration regulations, to be designated as rule 17a. Under its operation the bureau will be enabled to avoid holding a large number of aliens in detention in jails or at its own stations for indefinite periods.

## IMMIGRATION FROM INSULAR UNITED STATES.

Separate statistics were published on this subject for the first time in 1914. In the report of the Commissioner General for the year ending June 30, 1917, it was pointed out that during the 10 years from 1908 to 1917, inclusive, 23,472 aliens came from insular United States to continental United States, of whom 3,031 landed in 1917; that of the 23,472 so admitted in the said 10 years 16,135 came from Hawaii, 6,558 from Porto Rico, 744 from the Philippines, and 35 from the Virgin Islands; 15,847 landed at San Francisco, 6,530 at New York, and 666 at Seattle.

During the past year 5,102 aliens have come to the mainland from insular possessions, of whom 98 were from the Philippines, 1,871 from Hawaii, 1,195 from Porto Rico, and 447 from the Virgin Islands; 1,826 of these landed at San Francisco, 1,285 at New York, 3 at Seattle, and 154 at other mainland ports.

The problems to which allusion was made in this report last year concerning the coming of aliens from the insular possessions have been solved by the provisions of the new immigration law, making such persons subject to the same examination as aliens coming from foreign countries. These requirements do not apply to citizens of the island possessions themselves. They are not regarded as aliens. (*Gonzales v. Williams* 192 U. S., 1.)

## NEW IMMIGRATION LAW.

Many of the provisions of the new immigration act of February 5, 1917, have been found of value as war measures, because of stricter requirements, higher standards, and better administrative machinery. Under the operation of the "illiteracy test," the most widely known feature of the act, 1,598 aliens were excluded at ports of the United States and 67 others were arrested and expelled from the country, a total of 1,665 affected during the year by the reading test. The regulations drawn to enforce this particular provision of law have proven in the main to be satisfactory.

## EXCLUSIONS FOR ECONOMIC REASONS.

The largest number of rejections for the year, as usual, was under this heading, 2,810 aliens having been excluded as persons likely to become a public charge, about 39 per cent of all rejected, in addition to which number 401 persons were arrested and expelled who were found to have been at the time of their entry likely to become inmates of public institutions, making a total of 3,211 aliens to the burden of whose support the communities of the United States were not subjected. Under the new law it is again possible to reject aliens as persons likely to become public charges by reason of economic condi-



tions at the place of their destination, thus remedying the situation brought about by the Supreme Court's decision in 1915 to the effect that under the act of 1907 the Department had no power to exclude under such circumstances.

#### INDUCED AND ASSISTED IMMIGRATION.

The bureau has not been called upon this year to deal with the question of induced and assisted immigration, which in normal years presented a serious problem. It is believed, however, that the new law will furnish a satisfactory means of dealing with this problem, should it arise in the future.

#### ORIENTAL IMMIGRATION.

The Department takes occasion to repeat this year the expression of its satisfaction at the enactment of the geographical excluding clause in the act of 1917, which for many years to come will take care of the problem of unassimilable Asiatic coolie labor, without giving offense to any particular nationality. The reenactment in clearer language, also, of the provision under which Chinese persons found in the country in violation of the exclusion laws are subject to expulsion, has proven of especially great value, inasmuch as the Supreme Court has held during the past year that the language of the act of 1907 in this respect was insufficient.

#### ADMINISTRATIVE FINES.

The scope of the system of administrative penalties against transportation lines (other than railways or vehicles crossing land boundaries) has been so greatly extended in the new immigration act that, notwithstanding the reduction in immigration, \$63,515 was collected during the year from this source, as compared with \$66,740 in the preceding year. Penalties to the amount of \$38,400 were assessed against transportation lines for bringing illiterate aliens to ports of this country. Other offenses penalized by the new law in this manner are the bringing of diseased aliens, either as passengers or as members of the crew of a vessel; the bringing of aliens who have been induced or solicited to migrate to the United States; the failure or refusal to receive on board vessels, or to detain, aliens who have been ordered deported; the failure to furnish the information called for by law in relation to alien passengers and seamen. The extension of the administrative-fine method of preventing violations of the immigration act is regarded as one of the most valuable features of the new law.

## SPECIAL WAR ACTIVITIES OF THE BUREAU.

Under this heading are presented briefly some facts concerning enterprises in which the bureau has been engaged solely because of the entry of the United States into the great conflict.

1. *Promulgation and enforcement of passport regulations.*— Within a few weeks after the declaration of war it became apparent that the United States must protect itself against enemy agents and spies and that to do this would require a rigid scrutiny of persons entering and leaving this country, whether from seaports or across the Mexican boundary. On July 26, 1917, the Secretary of State and the Secretary of Labor issued a "joint order requiring passports and certain information from aliens who desire to enter the United States during the war." This joint order and the accompanying regulations issued by the Department of State were the result of thought and labor devoted to the subject by the Bureau of Citizenship of the Department of State and the Bureau of Immigration. The order and regulations, it was recognized, were of a "makeshift" character. They were promulgated as a prompt method of meeting the situation pending the procurement from Congress of a special law upon which more drastic and better rules concerning the subject might be based. Simultaneously with their preparation steps were taken to bring the subject clearly and prominently to the attention of Congress. In this action the several departments interested in the "intelligence" work of the Government cooperated, with the result that on May 22, 1918, an act passed by Congress was approved by the President. At the date of this report a proclamation and detailed regulations based upon this act are about to be issued to take the place of the joint order and regulations above described. That "makeshift," however, proved fairly effective of the purpose for which it was intended, and it is felt that the results attained in protection against enemy machinations have been well worth the labor, trouble, and expense which devolved upon the directly interested departments in the devising of the plan and its execution during the months when but for its preparation the entry of alien enemies and spies would have been very easy of accomplishment. With the issuance of the proclamation and new regulations the work of the Immigration Service will be further increased, for the participation of immigration officers in the execution of those regulations will be greater than in the case of the earlier regulations. It is believed that the powers conferred by the passport law, added to the experience already gained under rules devised for temporary use, will produce even better results than those accomplished in the past.

2. *Seamen for the merchant marine.*—In two particular respects the bureau has assisted in the manning of merchant vessels sailing from our ports. The sections of the new immigration law (31-36) relating specifically to alien seamen have proved to be admirably adapted, as has also the seamen's act (38 Stat. L., 1164). In reporting the bill which became the immigration law, the Committee on Immigration of the Senate expressed the intention that the Secretary of Labor, in promulgating rules for the enforcement of its provisions, should adopt methods in harmony with the operation of the seamen's act, passed a short time previously. One of the chief purposes of the seamen's act is to permit skilled laborers who follow the sea the same privilege that is enjoyed by skilled laborers in other occupations of offering their services fully and freely to the highest bidder. As the underlying purpose of the immigration act is to prevent any alien not clearly admissible from landing or remaining in the United States, the bureau was confronted with a difficult task to devise regulations that would make both laws operate fairly and satisfactorily. Approaching the subject in the light of previous experience and availing itself of counsel and advice from every possible source, the bureau devised rule 10, the seamen's rule, of the immigration regulations. It was recognized that the rule was more or less experimental and that changes probably would have to be made from time to time. Consequently, on April 18, 1918, the rule was re-promulgated in an amended form. With the re-promulgation of the rule, the bureau detailed an experienced field officer to proceed from port to port and bring about a uniform enforcement. This has already worked a marked improvement in administration. It has been demonstrated that the immigration law can be enforced so as to prevent undesirable aliens from entering this country in violation of the spirit of the immigration law and at the same time carry out the principle of the seamen's act. Incidentally the enforcement of the regulations, it is believed, will eventually improve conditions of health among seamen through provisions which have been made for treating those afflicted with disease.

During the course of the year pressure has been brought from many sources to induce the Department to vary from its policy with regard to the seamen's act and the sections of the immigration act that relate specifically to seamen, but insistence upon the principles underlying those acts has resulted in successfully maintaining the supply of seamen. It has been demonstrated that the best method of keeping seamen in their calling is not the old one of treating them as slaves or fugitives, but consists rather in the cultivation among seamen of that self-respect which arises from being regarded as free men. This policy extends further to bringing about such

conditions on the ships and among the men as to encourage them to follow the ancient and honorable calling of the sailor.

The foregoing is a brief statement of the bureau's work upon the handling of seamen. The bureau has been able in another respect to render some assistance in keeping old ships supplied and manning new ships as launched.

In August, 1917, the Secretary of Commerce and the Secretary of Labor, acting jointly, called a conference in Washington of the steamship interests and the various unions of seafaring men. In this conference the United States Shipping Board was invited to participate, the object being to devise means of encouraging men to go to sea and of inducing those who previously had followed seafaring pursuits and left them to return to the sea. As a result of this conference a committee was appointed consisting of representatives of the interested governmental departments and delegates representing seamen and shipowners. The main results of that committee's efforts were two: (a) Agreement between the shipping interests and the seamen's unions upon a scale of wages for the various classes of seafaring men sailing on vessels out of Atlantic and Gulf of Mexico ports, such schedule to remain in force for a year; and (b) an agreement between all of the interested Government agencies, the shipping interests, and the seamen's unions upon the adoption and publication of a "Call to the Sea," to be used for the purpose of making a definite and concerted appeal by all concerned to young men to enter the seafaring vocations and to older men who have had previous seafaring experience to return to their old occupation.

In May, 1918, the United States Shipping Board called a conference of the shipping interests and seamen's unions, similar to the one of the previous August, and invited the Secretaries of Commerce and Labor, respectively, to send representatives. The law officer of the Bureau of Immigration was selected by the Secretary of Labor as the representative of his department in that conference. Sessions were held daily from April 29 to May 4, 1918, a large number of subjects of interest to the shipping companies, the seamen, and the Shipping Board being discussed in regular order and such of them as could not be disposed of in the conference being referred to a committee of five, authority for the appointment of which was given the chairman of the conference at an early stage in its proceedings. The committee has been meeting from time to time since the close of the conference, and has accomplished much valuable work. Its principal accomplishments have been the securing of a better understanding by the various draft boards of the application to seafaring men of the Provost Marshal General's regulations regarding deferred classification, thus preventing the sending of men to the Army who could render valuable service in the merchant marine;

the procurement of the release of a number of valuable seafaring men from military camps to which they already had been sent, and their return to the merchant ships; the bringing about of better conditions on board ships, so that seamen can live much more comfortably and in more sanitary surroundings; the republication of the "Call to the Sea," and the devising of plans to give greater publicity and better effect throughout the country.

3. *Internment of certain alien enemies.*—The way in which a large number of alien enemies came under the control of this Department on the morning following the night on which Congress declared war upon Germany was described in some detail in the bureau's report for the fiscal year 1917. An internment camp for holding alien enemy seamen taken from the German ships that were lying in our harbors when war was declared was established at Hot Springs, N. C. The largest number of internes ever held at this station was 2,300. This number has been reduced from time to time through the parole of certain of the internes under arrangements insuring that they would have self-sustaining employment and would be kept in a position where danger arising from their presence would be reduced to a minimum. In this way the number of internes, despite certain additions from time to time through the bringing of others from the Philippines and the Panama Canal Zone, was gradually reduced at the end of the fiscal year. After a full discussion of the matter in all its phases with the Departments of State and Justice, it was concluded mutually that the best interests of the Government would be served if this Department should relinquish control of these alien enemy internes and transfer them to the general supervision of the Department of Justice and into the custody of the War Department in its regular camps for internes. Accordingly arrangements were made to turn all of the alien enemies over to the War Department on July 1, 1918, and with the close of the present year 1918 this Department's direct connection with internment ended. During the period of about 14 months within which this Department was handling the subject, the Assistant Commissioner General of Immigration was in immediate charge as "Director of Internment" of all questions affecting the internment of alien enemies under the Department's jurisdiction.

4. *Enforcement of espionage, trading with the enemy, and sabotage laws.*—The officers of the bureau and Immigration Service have taken no small part in the enforcement of the laws above mentioned. It can be readily understood that such officers in the regular course of their duties would come in contact with many infractions of the statutes that have been enacted during the past year for the protection of the national interest against secret activities of the enemy. Immigration officers have not merely taken cognizance of cases that

have come incidentally to their attention. Their participation in the enforcement of these laws has been direct and purposeful, not merely incidental or accidental. Obviously it is not possible to go into details with regard to a subject of this kind; but the Department is assured that the immigration officials are rendering valuable service which more than makes up for any reduction in work which may have resulted from the falling off in immigration.

5. *Procurement and employment of labor.*—When the United States entered the war it became apparent that the mobilization of the industrial forces of the country and of its labor supply in particular would be a task of almost equal proportions and importance to the mobilization and transport abroad of its military forces. As was pointed out in the report of the bureau for 1917, it proved to be exceedingly fortunate that during the preceding four years there had been organized in the bureau a United States Employment Service, which had expanded into national proportions and importance. The bureau continued to direct particular attention to its development, and during the first six months of the war it was further expanded to meet the needs created by war conditions. So important did this object become, however, that the Department deemed it necessary to separate the Employment Service from the Bureau of Immigration in January, 1918. This was in accordance with the views of the Commissioner General, who, soon after the entrance of the United States into war, urged the consolidation of all employment activities in the Department under the immediate direction of the Secretary.

Notwithstanding the separation, the bureau has been called upon frequently for further cooperation in increasing the supply of laborers for war work. Hardly had war been declared when representations reached the bureau from numerous sources to the effect that, with the calling of men to military service, and with the simultaneous going into operation of the new immigration act, containing the illiteracy test, the supply of common labor for the farms of the Southwest would be reduced, since the farmers of that section have been in the habit of relying to a considerable extent upon seasonal labor from Mexico. This matter was investigated and the conclusion reached that while there was considerable hysteria there also was considerable basis for the alarm. Accordingly, taking advantage of a section of the immigration act permitting the Department to admit, temporarily, otherwise inadmissible aliens, a plan was devised under which laborers might enter from Canada and Mexico to work in agricultural pursuits. A large number of laborers entered under these regulations large acreages were planted and recent crops harvested throughout the Southwest during the last agricultural season. Strict and detailed regulations concerning these temporarily admitted laborers were promulgated so that records might be kept of them after admission and their departure in due time be assured.

During the past spring and early summer the number of requests for importation of laborers had increased materially, and the original plans contemplating the admission of laborers from Canada and Mexico for agricultural work only were extended. This extension included the admission from the latter country of laborers for work in maintenance of way on railroads and in certain lignite-mining industries which have a direct bearing upon the conduct of the war. With the experience gained during the last agricultural season the bureau was enabled to improve its regulations and arrangements for making and maintaining a record of all laborers admitted; and it is believed that when the time comes to terminate the temporary admission of these laborers, and see that they return to their homes in Mexico, it will be possible to accomplish those purposes without difficulty. It is not deemed necessary to discuss in any detail the regulations that have been adopted upon this subject. They have been published from time to time as departmental orders and may be readily referred to by anyone interested in the subject.

The bureau has been privileged to render an important service in the arrangements for controlling the movement of skilled and experienced workers between Canada and this country. Soon after the United States entered the war a working agreement was reached between the two Governments to prevent economic waste in the use of skilled or experienced workmen. A conference was held with the appropriate officials of the Canadian Government, and that Government issued an order in council putting into operation along the boundary a regulation similar to the provisions of our own immigration act relating to contract laborers. This puts a regulation into effect in Canada for people entering that country from the United States substantially like that of this country regarding persons coming from Canada. It was agreed that consent would not be given employers in the respective countries to import labor from the other country concerned except with the consent of the Government of the other country. The execution of the agreement has been placed in the hands of the acting deputy minister of immigration and colonization for Canada and the Commissioner General of Immigration for the United States. It has been carefully worked out with the object of preventing the useless shifting about of laborers and at the same time enabling a proper mobilization where the conduct of war industries so requires. All employers in this country seeking skilled or experienced workers from Canada and employers in that country seeking such help in the United States are required to file their application through the appropriate official (the Commissioner General or acting deputy minister, as the case may be), whereupon investigation is made of the facts in each case. It is believed that the arrangement has worked satisfactorily to all concerned.

## PERSONNEL.

The fiscal year 1918 was marked with many important changes in the personnel of the service. The exceptional demand for trained men in private establishments and the numerous withdrawals of trained officers and employees for military service has seriously weakened the staff, not only among men who have been in the service a comparatively short time but among the older and more highly trained officers. The changes were so rapid and repeated that it was difficult to maintain that high standard of efficiency which is always possible with a stable force of men accustomed to working together and with a good knowledge of important precedents. Such a condition soon exhausted the eligible list of immigrant inspectors and necessitated a new examination, which produced such a small number of eligibles that the new register was again exhausted, so far as those speaking Spanish were concerned. This condition was due partially to the fact that the entrance salary offered immigrant inspectors is very low in comparison with the salaries offered by other public services and in private establishments. Even the horizontal increases allowed by Congress have not served to overcome the disparity mentioned, and it has been increasingly difficult to obtain the right kind of persons at the compensation offered.

The lightening of the burden upon the appropriation through the release of a number of officers formerly engaged in employment work made it practicable to regrade many salaries and thus grant well-earned promotions to many officers and employees of the service.

## U. S. IMMIGRATION SERVICE BULLETIN.

For many years the bureau has issued a monthly bulletin containing statistical data as to immigration and emigration of aliens, but during the past year this publication has been issued as an official circular. It embraces important decisions, news items, personnel changes, and general information of value to officers of the service, together with abridged statistical returns.

## IMMIGRATION STATIONS.

Several months ago negotiations took place with the Treasury Department looking to the early construction of the proposed immigration station at Boston, for which an appropriation has been available for several years. After an inspection of the site already owned by the Government at East Boston it was believed that the needs of the service could be met by the erection of a smaller building than that originally planned. The Treasury Department has revised the plans accordingly, but it is reported that the new proposals still exceed the available appropriation because of the great increase in the cost



of labor and material since the previous specifications were prepared. The subject is still under consideration by the Supervising Architect, in the hope that, by still further reducing the requirements, it will be found possible to proceed with the construction work. In the meantime the quarters which have been under lease for the past years are still retained.

Soon after the United States entered the war both the Navy and War Departments sought to secure the use of the immigration station at Ellis Island, N. Y.; but as that establishment was being used for the detention of about 1,200 crewmen who had been removed from German merchant vessels taken over by the United States, as well as for the housing and care of a considerable number of aliens whose deportation or detention elsewhere was not then practicable, the requests by the military and naval authorities were necessarily denied.

Later the interned crewmen were removed to other places, and in January, 1918, the Secretary of War and the Secretary of the Navy submitted renewed requests for accommodations at Ellis Island. Eventually arrangements were perfected to grant the Navy Department the use of the baggage and dormitory building, together with the quarters used as railroad-ticket offices and several rooms in the main building. The space thus allotted was readily converted to the purposes of the Navy, and since last March several thousand enlisted men have been quartered at Ellis Island.

The needs of the military authorities were essentially different. Hospital accommodations were provided for returning soldiers by transferring to private institutions all alien patients in the Ellis Island hospitals, and it was found practicable to turn over to the War Department a completely equipped plant of 21 buildings, with every facility for the immediate reception of patients. In addition, there was granted the use of a large area in the main building, and this has been converted to hospital uses by the Medical Department of the Army. The Immigration Service retains physical control over the entire plant at Ellis Island, supplying heat, light, power, refrigeration, telephone service, and maintenance of buildings. Sufficient quarters were retained for the reduced needs of the Immigration Service during the time that tenancy by the other services may continue.

A year ago the estimates submitted for contemplated improvements at Ellis Island aggregated \$513,500. The disallowances of these has hindered the war work being done at that station. The estimates for the fiscal year beginning July 1, 1919, are to be submitted shortly, and it is hoped that the contemplated improvements at Ellis Island, including the one just mentioned, may meet with favorable action by Congress.

Conditions at Philadelphia remain as previously reported, but it is proposed to include in the estimate for appropriations an item of \$26,000 for the erection of a small laundry and fumigation building. It is not good practice to have either of these activities carried on in a building for living purposes.

The immigration station at Baltimore was completed early in the year, but was turned over temporarily to the Medical Department of the United States Army, with the consent of this department. These buildings were found well adapted to use in connection with a large temporary hospital establishment on the reservation at Fort McHenry, of which the immigration station property was formerly a part.

The station at Charleston, S. C., has been occupied continuously during the past year as a clothing factory of the United States Navy, and the station at New Orleans was used during the past year in caring for interned alien enemies pending their removal to detention camps. Arrangements have since been made to use these quarters to better advantage by providing accommodations for females in the primary inspection building, thus increasing the capacity of the male detention quarters. The advantage of securing this added space is well marked, from the standpoint of good administration, and the change is being accomplished at small cost.

The United States Coast Guard secured permission some time ago to occupy the entire Galveston station, but has used only a part of the property. It is expected that the entire building will be taken over, with the exception of sufficient space to be used as storage rooms for the Immigration Service property.

The effort made during the past year to secure funds to provide an appropriate mainland station at San Francisco has not been successful. Unlike the result as to the Atlantic ports, the participation of the United States in the war has not served to reduce immigration by way of San Francisco. The location of the station at a remote point, with buildings of frame construction, which can not be made sanitary, undoubtedly was a mistake. Each year's delay adds to the undesirability of the present arrangement, as the buildings become more and more dilapidated. The cost of correcting present conditions and bringing about centralized administration is not great. Even with allowance made for the increased expense of building, hospital and detention facilities on the mainland may be had at an outlay of \$250,000, and it is urgently recommended that the required improvements be authorized without further delay.

#### LAND BORDER IMMIGRATION STATIONS.

As pointed out last year, the Immigration Service is not able to meet the necessities on the Mexican border by requiring the transportation lines to provide suitable and approved immigration sta-

tions, as is done on the Canadian border. The alternative of renting buildings falls far short of meeting the problem, as no owner of land cares to make a heavy investment for improvements when there is no certainty that the quarters provided will be retained beyond one year, which is the limit to which we may go in executing leases under existing law. Moreover, the situation at the principal port on the Mexican border, El Paso, Tex., is particularly unstable, because there is a dispute as to sovereignty over the land adjacent to the present boundary line between the United States and Mexico. The unsatisfactory state of the title negatives the possibility of improvements on a rental basis, and even an appropriation for a Government-owned structure would give rise to difficulties because the title to land at the only suitable point for a station is not clear in a legal sense. In the 1916 report a plan was submitted for a joint building program to care for the needs of several Federal services along the Mexican border, and it is again recommended that this plan be made the subject of definite and favorable action.

#### CHILDREN'S BUREAU.

The sixth year of the Children's Bureau, beginning July 1, 1917, lies wholly within the period of our Nation's participation in the war. This report refers to a few matters only which are of importance now and will be no less important in the period directly following the war.

#### CHILD LABOR AND ITS FEDERAL CONTROL.

The United States Child Labor Law went into effect on September 1, 1917, one year after its passage, the delay being provided so that employers of child labor in the included industries might have abundant time for readjustment. The provisions of the statute are well known. It invoked the authority of Congress as to regulating commerce among the States, to prevent the transportation of goods from an establishment where children have worked in violation of established standards within 30 days prior to removal of the goods. The Secretary of Labor was charged with the administration of the law.

The Child Labor Division of the Children's Bureau received from Congress an appropriation of \$150,000 to be used for the study of conditions, the preparation of a plan for enforcement, and for the actual enforcement the first year. The division was organized May 1, 1917, with Miss Grace Abbott as director.

It is clear that the appropriation to the bureau would not permit a sufficient number of agents to visit all the establishments covered by the law in all the States and Territories and the District of Co-

lumbia, inspect and report infractions, and issue working certificates. Nor indeed did the framers of the law intend so burdensome a piece of machinery. It was especially provided that in any State approved by the board an employment certificate or other similar paper as to the age of the child issued in that State "shall have the same force and effect as a certificate herein provided for." Hence, with the approval of the Secretary of Labor, the policy of cooperation with State authorities wherever the State legal standards made this practicable was vigorously pursued and wherever practicable State authorities were designated as Federal agents.

A few days before the law went into effect an injunction against its enforcement was secured in the western district of North Carolina. The father of two boys, one under 14 and one between 14 and 16, appealed for the right of the younger one to work and for the right of the elder to work without restriction as to hours. The injunction restraining the employer from discharging the boys was granted and the Government appealed the case.

By June of the present year a well-organized system of administration had been developed which was constantly growing in efficiency. States with standards as high or higher than those of the Federal statute and with competent administering officials were working in excellent cooperation with the Government inspectors to the strengthening of both. In some States laws had been modified to make possible compliance with the certificating provisions of the new statute. In others the direct issuance of certificates by the officers of the Children's Bureau was securing an orderly procedure, returning many children to school, increasing the popular educational demand for schools, and incidentally showing the parents and the public the need of physical tests of fitness for work. Cases of willful violation had been successfully prosecuted, though this was the least important effect of the law.

On June 3, after the law had been in operation 273 days, the Supreme Court handed down a decision declaring it unconstitutional because the interstate-commerce clause could not be invoked to prevent child labor within the respective States. At first shock that might seem conclusive, but an analysis of the majority and minority opinions of the court justifies the conviction that Federal legislation to protect children from labor had received not a defeat but only a stimulating setback. The court is unanimous that child labor is an evil.

The majority opinion states: "That there should be limitations upon the right to employ children in mines and factories in the interest of their own and the public welfare all will admit." And the minority opinion contains these words: "But if there is any matter

upon which civilized countries have agreed \* \* \* it is the evil of premature and excessive child labor."

No aristocracy can be recognized in formulating a measure to protect children from premature and excessive labor. The only just measure is one which affords this immunity to every child. The separate varying statutes of 48 States create aristocracies and favorite classes of children, and in the present war emergency this tendency is more baleful than ever before. Therefore, in view of the decision of the Supreme Court, it remains only to find a method of national limitation not repugnant to the Constitution.

Pending a new Federal law certain protection is afforded by the action of the President and by departmental agencies as follows:

Soon after the law went into effect a State labor inspector complained to the Children's Bureau that children were employed contrary to State law in laundries, restaurants, and similar establishments on military and naval reservations, and therefore not within his control. This matter was brought to the attention of the Secretaries of War and Navy and both departments issued orders that on all reservations within their respective control the standards of the Federal law should be observed.

About a month after the law was declared unconstitutional a resolution of the War Labor Policies Board, which includes representatives of all the production and purchasing departments of the Government, directed that the standards of the Federal child labor law should be written into all Government contracts, as follows:

Laws and restrictions relative to labor: All work required in carrying out this contract shall be performed in full compliance with the laws of the State, Territory, or District of Columbia where such labor is performed, provided that the contractor shall not directly or indirectly employ in the performance of this contract any minor under the age of 14 years, or permit any minor between the ages of 14 and 16 years to work more than eight hours in any one day, more than six days in any one week, or before 6 a. m. or after 7 p. m.

\* \* \* This provision shall be of the essence of the contract.

\* \* \* That the existing machinery of the Division of Child Labor, Children's Bureau, Department of Labor, should be utilized by all departments of the Government in administering the clause pertaining to the employment of children adopted by this board on July 12, and inserted in all departmental contracts.

This accords with the long-established custom of the Government of letting its contracts on certain conditions. The conditions adopted were made on the theory that sustained efficiency in production is not promoted by the employment of children.

The President has assigned funds enabling the child labor division of the Children's Bureau to proceed with the inspections necessary to the enforcement of the contract clause.

Since the Government is now directly and indirectly the greatest employer in the United States, a war emergency protection is afforded

by this action. Although frankly an emergency measure, it has for every thinking person great and heartening significance. It means that this country has been able to learn by European experience instead of waiting to learn by our own that the safeguarding of children is an essential part of winning the war. Children must do their war work in the schoolroom, if they are to be equipped for their part in that exacting era which will follow the war. The whole world knows as never before the injury which war unavoidably inflicts upon childhood, and no efforts are more truly patriotic than the unheralded sacrifices by which the civilian populations of all Europe are struggling to keep their children alive, to protect them from toil, and to keep the schools open.

The report of the work accomplished while the child-labor law was in force is now in course of preparation and will be published as soon as practicable.

The act creating the Children's Bureau and directing it to investigate and report upon all matters pertaining to the welfare of children mentions especially the employment of children. It has been possible, therefore, for the bureau to continue, with the smaller force available under its general appropriations, some brief studies of children at work and of the effect of the operation of the law upon the organization of the establishments where children were employed before the law went into effect.

Also, an effort is under way to gather reliable information as to the number of children who at once returned to work when the law was declared unconstitutional. A recent sampling study in a single State appears to show clearly that in the 40 establishments considered no changes in equipment were made, no loss of profits shown, and in general only negligible disturbance resulted to the concerns. On the other hand, it appears that an immediate and marked increase in school attendance took place when the law went into effect and ceased when the law ceased to operate. This study is to be continued in other typical States where the State law affords the children less protection than was given by the Federal statute.

The need of fuller information as to the amount of child labor, the tendency to increase or decrease in certain industries or at certain seasons, is particularly great now under the conditions created by the war. A plan is in preparation which promises to secure material never before available. In cooperation with a committee of State officials appointed at a conference called by the War Labor Policies Board, the bureau is preparing a plan of uniform reporting of work certificates issued to children in States having certificate requirements; the bureau will furnish the blanks and publish the returns. The value of such information does not need to be pointed out in connection with the present time.

*Child labor in agriculture.*—Attention has been called in earlier reports of the Children's Bureau to the fact that child-labor laws do not protect children in agriculture, and that, while no one would be disposed to dispute the wholesomeness of suitable farm life for children because of the varied occupations and interests it permits, on the other hand the rural areas where child labor was greatest according to the last census were also those showing the greatest illiteracy. The discovery of the number of young soldiers born in this country who are illiterate is humiliating and must lead to active measures to protect the boys and girls now growing up from work which interferes with proper schooling. In this connection the law by which England has just determined a method of cutting the knot of rural child labor is of timely interest. The measure provides that all children shall attend school without exemptions or exceptions until the age of 14 years. Illiteracy will be destroyed at root by the operation of such a statute. The law also provides continuation school for at least 320 hours a year up to the age of 18, although this provision does not operate until the expiration of seven years.

The English law was passed by Parliament at the close of the fourth year of the war, when she had added a vast acreage to her tilled areas as a war necessity, when the young, able-bodied men had been swept out of the country, and women were working the land in large numbers. There can be no doubt that the time has come here when the whole subject of child labor should be considered anew with reference to education as the most effective and profitable means of control.

The back-to-school drive of children's year, which will be undertaken by the Children's Bureau with the cooperation of the Child Conservation Section of the Advisory Commission to the Council of National Defense and the many thousand committees represented by the section, is intended to bring home to all parents of school children the economic gain of keeping children in school rather than allowing them to work even at war-time wages. It is intended also to show the successful instances of scholarship provision for promising school children who can keep on in school with such assistance. The scholarships are thus far raised by private effort, but are given, like scholarships in colleges and universities, because of superior standing, and are awarded as a part of the educational plan in such a way as to stimulate self-respect. While this plan is now in operation in but a few cities it is of great interest, at least as a temporary expedient. A special circular has been prepared describing the organization of the plan, and will be sent out as a part of the work of the back-to-school drive.

The law creating the Children's Bureau directs that it shall investigate dangerous occupations and accidents affecting children. The

need of such studies was pointed out in the third annual report of the bureau, but thus far it has not been practicable to undertake them. It is hoped that some progress may be made during the coming year in this important field. The increased national sense of the importance of physical and mental vigor in themselves and as the basis of the best citizenship will require that public care for the welfare of children and youth shall not cease when working papers are secured.

It is not irrelevant to add in conclusion that while child labor is a poverty problem in part it is also a school problem, and, in large measure, can be solved only by the provision of full-time, well-equipped, adequately staffed schools, which can prove to parents and children alike their economic value. In short, the school must help to solve the poverty problem. The immediate and universal development of the public schools is of national rather than local importance.

#### PUBLIC PROTECTION OF INFANCY AND MATERNITY.

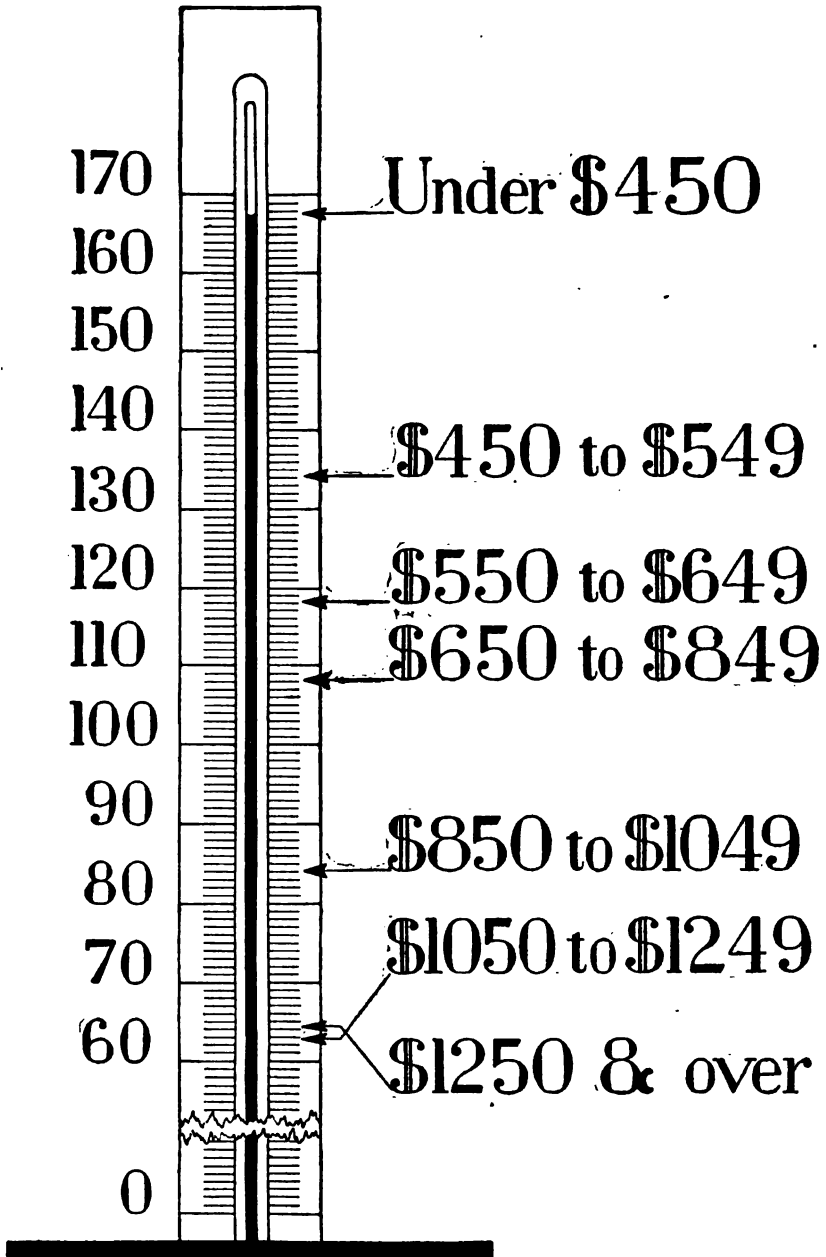
*Relation between poverty and infant mortality.*—The accompanying chart is drawn in the form of a thermometer to illustrate the general relation between infant mortality and fathers' earnings, as shown by eight combined studies of infant mortality made in the following cities: Johnstown, Pa.; Manchester, N. H.; New Bedford and Brockton, Mass.; Saginaw, Mich.; Akron, Ohio; Waterbury, Conn.; Baltimore, Md. The chart sums up the result of six years' study in so far as infant welfare and income are jointly involved. It represents intensive field investigation based upon interviews with mothers of nearly 23,000 live-born babies. The death rate for the babies whose fathers earned less than \$450 was 167.8 per 1,000 births, or more than 1 in every 6. When the fathers earned \$1,250 or more, the death rate for their babies was 64.3, or 1 in 16. The two income groups, where fathers earned less than \$550, together include 26.7 per cent of the babies. The next two groups (\$550 to \$849) include 36.9 per cent. In the group earning from \$850 to \$1,049 were 15.2 per cent of the babies. Only 18.2 per cent had fathers earning \$1,050 and over, 6.2 per cent earning \$1,050 to \$1,249, and 12 per cent earning \$1,250 or more.

At the present writing earnings probably are increased for all these income groups. The figures recently published by the Bureau of Labor Statistics of this Department, however, showing general increases in cost of living afford no indication that the advantage to infant life can be at this time in proportion to the presumable increase in fathers' cash earnings. The conclusion is unavoidable that while poverty exists infant life and vigor will be needlessly wasted.

But there are aspects of infant welfare which require separate consideration, however much they may be affected by income. The bureau's studies of infant mortality in the cities mentioned and in



rural communities of various types, and the analysis of the most recent census figures of infant and maternal deaths, show in ways



not generally realized the dependence of the child upon the health and well-being of the mother before as well as after birth.

Year by year some 15,000 mothers in the United States have been dying in childbirth from causes which are largely preventable. The

prevention of maternity deaths involves the problem of making universally available and universally desired adequate care at childbirth and before. When this can be accomplished a new step will have been taken in the prevention also of infant deaths among the large number of babies whose mothers escape the dangers involved in the lack of proper care. One-fifth (20.8 per cent) of the infant deaths reported for the death-registration area of the United States in 1916 occurred less than 48 hours after birth, when the previous condition of the mother and the care she has received during pregnancy and confinement are the paramount factors in the vigor and resistance of her child. More than two-fifths of the infant deaths in 1916 occurred during the first month of life; for this period also diseases immediately related to the care and condition of the mother during childbirth and before—premature birth, congenital debility, injuries at birth, malformations, and syphilis—predominate as the stated cause of death, and the previous care and condition of the mother still determine in large measure the resistance of the infant to other diseases and disorders.

The actual loss of infant life in the first month shows as yet no decrease from year to year. The total number of infant deaths is gradually falling, but the decrease is chiefly found in deaths from gastric and intestinal diseases during the later months of life.

How many of the babies who died in early infancy might possibly have been saved is an open question. Since such deaths are held by medical authorities to be directly related to the lack of adequate prenatal and confinement care we can not rest content with a discussion of the ultimate minimum of nonpreventable deaths until we are assured that skilled care is available to every mother. To-day we know that comparatively few mothers can secure it.

The Children's Bureau has prepared during the year three additional reports on maternal and infant welfare in selected rural areas. They offer further evidence from three widely separated States of the great numbers of mothers who come to childbirth without any advice or trained care during pregnancy and, too often, without trained care at confinement.

In cities, too, the problem of adequate prenatal and confinement care is far from solved. Most communities have made no systematic attempt to meet it. A few places are doing pioneer work through prenatal clinics and public-health nurses assigned to prenatal cases, but even in such cities many mothers have no skilled care either at childbirth or before.

Though burdened by war conditions, the lowest infant mortality rate yet recorded for England and Wales was achieved in 1916, and further systematic development of health visiting and infant consultation centers has followed year by year. In August, 1918, a new

act was passed by Parliament widening the powers of local authorities in order that, subject to the supervision of the local government board and with the assistance of grants from the funds of that board, they may undertake comprehensive schemes "for attending to the health of expectant mothers and nursing mothers and of children who have not attained the age of 5 years and are not being educated in schools recognized by the board of education."

The extension of consultation centers and an increased staff of well-paid and properly qualified health visitors are strongly urged.

In the Fifth Annual Report of the Children's Bureau reference was made to the effort of Australia to provide for maternity care by a "maternity bonus" of £5 payable to the mother upon the birth of a child and in the reports to the Parliament of the Commonwealth of Australia made in the summer of 1917 by the Committee Concerning Causes of Death and Invalidity upon infant mortality and upon maternal mortality in childbirth. The report indicates that there is no reason to anticipate any marked favorable effect from such a cash allowance unless there are made available at the same time opportunities to secure skilled advice and care. The committee points out that the wastage of life and damage to health now occurring in connection with child bearing are "due to the ignorance of the mother and lack of skilled care," and urges the governmental provision of (a) skilled advice before confinement, (b) trained attention at confinement.

The question becomes one of public policy, and it is with this view that New Zealand has answered by governmental measures and has driven the infant mortality rate down to one-half that of the United States. The British Government, as mentioned above, within recent months has passed legislation enabling local authorities to aid mothers in many ways heretofore not enumerated in statute books.

Congress already has established by successive statutes a method of Government contribution to State activities for better farming, for good roads, and for vocational education. While the inaccessibility of rural areas appears to make the need greater in the country, it is common to city and country. If the United States is to conserve its human resources which are now wasted by indifference and not by the necessity of war upon our soil, we can not consider too promptly the development of facilities for the protection of maternity and infancy upon a plan as evidently based upon common convenience and sound public policy as are the statutes to aid agriculture and roads.

As the war continues and the number of men withdrawn from industry for military service increases, an increased production is required of all the materials upon which the success of the Army depends. Labor to take the place of the men must be found in the non-

essential industries and in the ranks of those not already employed. In either case women must afford the larger part of the compensating supply. It is impossible to view the probable increase in the employment of women without realizing the gravity of the new situation:

1. Mothers can not leave their nursing babies without risking an infant death rate double that of babies whose mothers are able to stay at home with them.

2. Older children need the daily care of a mother and suffer in health and morals when they are obliged to shift for themselves.

3. Women are unable to do factory work and at the same time conduct properly the affairs of a household, and the attempt to do both on the whole is ruinous to their health and to family life.

4. Unless occupations are selected with due regard to the physical powers of women, they may incur permanent injury, and in the case of young girls injury which may greatly reduce their usefulness and happiness in later life.

Recognizing that an emergency exists, but that it must be met in a manner to do as little harm as possible to the mothers and children of the country, the department, through the War Labor Policies Board and the Woman in Industry Service, has set forth certain minimum standards for women's work, all of which are in the highest degree important from the point of view of the bureau.

Information has come to the bureau of a few plants in which mothers are being employed on half-time shifts of four hours a day. This example might well be followed, wherever practicable, since the mother who works full time, even on a reasonable schedule, can not also do what is needed for the well-being of her children. There is a special need to safeguard mothers of nursing babies, as the bureau's studies of infant mortality have made plain.

Whenever it proves unavoidable to make use of day nurseries, they should be publicly licensed and supervised. This is of the highest importance. The numbers to be received, the number and training of the caretakers, the equipment and precautions against sickness, the quality of milk and other food, should be specified. Nurseries should be located as conveniently as possible to the dwelling of the mother. The transportation of babies and older children across a city at the rush hours is dangerous and exhausting to mothers and children alike.

It must be borne in mind, in endeavoring to protect mothers and young children or to protect mothers from injurious work before the birth of their children, that no prohibitory laws are of avail unless it is clear that an adequate income is assured from some other source; moreover, with a decent living assured there is no appreciable tendency on the part of women to work away from home during

pregnancy nor when children must be neglected. The bureau's studies of infant mortality show the rapid decrease of working mothers as income from fathers' earnings increases. Thus far there is reason to hope that the employment of women with young children may be avoided by local patriotic effort.

#### JUVENILE COURTS AND JUVENILE DELINQUENCY.

In pursuance of the plan for a general study of juvenile courts mentioned in the Fifth Annual Report, the bureau has sent to all juvenile-court judges and probation officers in the United States a questionnaire dealing with the more important aspects of administration. It is purposed shortly to make a series of studies of juvenile courts operating under State laws of various types and embracing the social conditions of both urban and rural areas. These studies will continue necessarily over a considerable period. The administrative difficulties of the best-equipped city court are great, while in most rural districts there is no attempt to solve them; and, indeed, it may be doubted whether isolated rural courts can be expected to develop adequately. Certainly the report on juvenile delinquency in rural New York, by Kate Holladay Claghorn, now in press, indicates grave social problems and a weakness of court administration which must be cured by the interaction of many forces outside of courts.

The bureau has in preparation a digest of juvenile court laws which, together with the results of the questionnaire study, will be used as a basis for further work.

In continuance of its studies of child welfare in the warring countries which were begun when the United States entered the war, the bureau has this year issued a brief report on juvenile delinquency in certain countries at war, based upon material available in the United States. This report gives evidence of a tendency toward increased delinquency on the part of children and young persons as a result of the abnormal social and economic conditions and the disruption of family life that war has brought about, and indicates clearly that the civilian populations in the European countries at war are aware of the importance of vigorous action to minimize that tendency. In both France and England an earnest effort has been made, in spite of the shortage of teachers, to keep children in school. The British literature on the subject shows a realization of the importance of wholesome, supervised recreation as an antidote to the influences of the street, and in January, 1917, the English Board of Education provided for grants in aid for evening play centers, which have since been established in large numbers by local education authorities.

Some months ago an inquiry was sent to the judges of juvenile courts in certain of the principal cities to ascertain whether or not

their court records show an increase in juvenile delinquency since the declaration of war by the United States and to obtain their opinions as to the tendency of the time. Answers were received from 10 cities.

It is difficult to estimate to what extent war conditions are responsible for the increase in juvenile delinquency indicated by these reports. Some of the most common offenses seem, however, to be directly attributable to the war. The increase in larceny is apparently almost entirely the result of the unsettled social and economic conditions of the times. Especially notable are the thefts on railroad property. According to the judge of the children's court of Buffalo the growth in the number of children brought to court in that city is due almost entirely to the unprotected condition of railroad yards. Cars loaded with merchandise lie unguarded in the midst of a congested district, a constant temptation to children of poor parents with little money to spend. During the coal shortage last winter scores of children were brought into court for stealing coal.

The chief probation officer of the juvenile court of St. Louis also refers to an increase in depredations upon railroad property. The children begin, he says, by picking up coal which their families can not afford to buy, and gradually are led into stealing food, clothing, and other articles from box cars. He attributes the general increase in juvenile delinquency largely to economic conditions.

Judge Franklin P. Hoyt, of the children's court of New York City, points out that the figures on juvenile delinquency for that city, while greater in 1917 than in 1916, are less than those for 1913, 1914, and 1915. He feels that the increase can not be regarded as especially significant, but adds that certain war conditions have made themselves felt; the scarcity of food and fuel, which has made it difficult for some parents to provide properly for their children; the reduction of family income through the calling of older sons to the colors; the withdrawal of the restraining influences of those same older sons from the younger members of the family; and, finally, the social unrest that is everywhere manifest. As evidence of the effect of that unrest upon children, the justice cites the fact that during 1917 several hundred of the children brought into court for the first time were arrested in connection with the school "strikes" that took place during the autumn.

Judge Arnold, of Chicago, on the other hand, seems very definitely to feel that war influences are largely responsible for the increase in juvenile delinquency in that city. He refers to the "intemperateness" of the community with regard to the war as a factor in this increase. The number of cases of larceny among children in Chicago has greatly increased; and here, again, railroad property seems to have furnished a most tempting field. Shoplifting has grown more common since the war among Chicago girls. Judge Arnold attributes

this fact and the increase in stealing in general largely to the high wages paid child workers and the resulting tendency to extravagance. In many cases, he says, the parents demand the entire wage of the child, who feels that he should have a share in his increased earning, and if it is not allowed him makes it up by stealing. Children who are forbidden by law to work, he believes, make up for the lack of opportunity to earn in the same manner.

The craving for adventure excited by the times also is a factor in juvenile delinquency, according to Judge Arnold. Many thefts, such as the stealing of automobiles and breaking into freight cars, can be explained on this ground. War influences may also be responsible for the greater number of arrests for carrying concealed weapons.

A marked increase in immorality on the part of young girls is shown by the Chicago figures—an increase which Judge Arnold attributes largely to “the adoration in which young girls hold soldiers and sailors.”

Juvenile delinquency in general may be largely accounted for, Judge Arnold believes, by the relaxation of home discipline, which has resulted in part from the withdrawal of older brothers for war service and in part from the entry of mothers into industry or the diversion of their interest to war work. He believes that the removal of the restraining influence of the older brothers has been felt, especially in foreign families, where the oldest son serves the parents, still aliens in speech and custom, as a link between the Old World and the New. The entry of mothers into industry as a result of high wages and the demand for workers seems to be contrary to the experience of New York, where, according to Justice Hoyt, it has not yet been necessary “to face the situation which in England and other countries has resulted in such a tremendous increase in juvenile delinquency, namely, the absence of parents from the home.”

To the relaxation of home discipline Judge Arnold attributes, in large measure, the lowering of the average age for juvenile delinquents, though he mentions the decreasing activities of social settlements as a possible factor.

Some of the tendencies noted in New York and Chicago have been observed elsewhere also. Evidence seems to show that the apparent increase in the number of juvenile offenders since the war may be due in part to the increased vigilance of social agencies. The reports do not, as a whole, seem to warrant the conclusion that juvenile delinquency in the United States has increased to any serious degree since the war, but they make it evident that forces are at work which, if not controlled, may easily result in such an increase. The time is not one when real criminality should be lightly treated, nor when the bad child should be overlooked, still less is it a time when the re-

sponsibility for delinquency should be unthinkingly placed upon the shoulders of the child.

The judge of one of the courts refers (a) to the high wages paid child workers and the resulting tendency to extravagance, (b) the stealing which sometimes results from the refusal of parents to allow their children any share in the high wages they have earned, and (c) the stealing which he believes sometimes results because children are not allowed by law to work. In all these cases the unripe judgment of the child is a factor; in every case it is clear that the child still needs the training of a good school and personal contact with wise teachers. The child suffers to-day and society suffers to-morrow when his right to education is ignored.

The modernness of the replies lies in a noteworthy characteristic, a uniformity rising above all technical considerations. It is the expression of a deep sense of the social responsibility for the delinquency by which children are overtaken, and by this very expression these judges thrust back from the juvenile court—with its necessarily brief and formal contact with the child—to the community which produced him the ultimate problem of his protection. The court can give a wise and just impetus. The rest lies outside the court, outside the institution, even outside the power of the invaluable probation officer.

#### "CHILDREN'S YEAR," A COOPERATIVE EFFORT.

It was decided to call the second year of this country's participation in the war Children's Year, and to set forth a simple national program of child welfare, because the European experience plainly warns us that civilians must promptly understand that they have new responsibilities for a nation's children when its young men have gone to war.

The Woman's Committee of the Advisory Commission to the Council of National Defense offered its cooperation in carrying out the program briefly outlined in the Fifth Annual Report of the Children's Bureau.

The Woman's Committee organized a special child-welfare department, whose chairman is the president of the General Federation of Women's Clubs, thus continuing and enlarging the cooperation with women's organizations which began with the Baby Week Campaigns of 1916 and 1917. The executive chairman is Dr. Jessica B. Peixotto, of the University of California. The Woman's Committee represents the greater share of women's organizations—civic, philanthropic, industrial, mutual benefit, and cultural. It has created an active nation-wide organization with about 17,000 local units, organized in most States under the State Councils of Defense. A total membership estimated at 11,000,000 is represented. It is im-



possible to speak with too much appreciation of the power of this great body of volunteers. It has carried out the work of organization for Children's Year infant welfare work so as to make the most effective use of the physicians and nurses who have given services most generously under the difficulties experienced when so large a proportion of both doctors and nurses are required for military duty.

A campaign for infant welfare opened the year. It was proposed to save the lives of one-third of the 300,000 babies and young children who would die in 1918, according to the experience of recent years, and quotas were assigned each State. On requests from local committees on child welfare the bureau has furnished to the Woman's Committee about six and one-half million record cards, each one with blanks for the height and weight of the child and a scale of approximately normal heights and weights for children from earliest infancy to 16 years. The children measured have in fact belonged with few exceptions to the group 5 years of age or under.

The cooperation of physicians has made it possible in many States, counties, and towns to hold complete physical examinations of the children entered in the weighing and measuring tests. Such examinations were recommended by the bureau in its suggestions to local committees for conducting the tests, but were not made part of the brief test because the bureau realized how difficult it would be to secure physicians generally for this purpose now.

Cooperation may be called the keynote of the Children's Year work. One southern town reports that the weighing and measuring campaign was the means of unlocking school doors for extra-curriculum activities for the very first time. Many home demonstration agents of the Department of Agriculture, local health officers, teachers, preachers, and other public-spirited citizens have taken active part in the campaign. County fairs have gladly given space to child-welfare activities, and at many such gatherings children's examinations have been given and literature on the best modern methods of child care distributed. Libraries have provided up-to-date books on child welfare.

In several States the governors issued proclamations urging the work for Children's Year and a number of mayors have lent their sanction to Children's Year in a similar way.

Children's Year is showing the great need for more public-health nurses now. Many towns have reported that they have funds to pay such a nurse but can not secure one. Consequently the Child Welfare Department of the Woman's Committee sent to its State chairman a plan urging that State supervising nurses be employed in a larger number of States, and outlining ways by which such a nurse could help communities discover nurses fit for public-health work and provide the necessary additional training and supervision. Two States at least have adopted this plan, Colorado and Oklahoma.

An encouraging sign of Children's Year is the number of places where public funds have been appropriated for public-health nurses, child-health centers, prenatal clinics, and generally for child-welfare work.

Dramatic ways have been devised to take Children's Year into rural communities. The motor clinics, used by Cleveland in the territory surrounding it and by the Connecticut committee in towns and small communities, have afforded an effective means of carrying information about child care to isolated mothers. Michigan secured an interurban exhibit car from which model examinations are made in many communities of the State to help in getting weighing and measuring under way. The Children's House on Boston Common is a fine model of a type which, with modifications, could be built and equipped by school boys and girls in any town or country neighborhood.

Recreation is enumerated in the brief war-time program of the bureau adopted by the Woman's Committee, and a patriotic play week was celebrated in hundreds of communities. The recreation plans had the cooperation of a score of national organizations for the promotion of wholesome leisure-time activities. This fact is doubtless in large measure responsible for the permanent recreational work that has resulted. Playgrounds have been kept open which otherwise might have been closed as "nonessential." In several places a program of recreation will be carried out through the entire winter season in cooperation with the schools.

Still further cooperation with the schools is promised in the "back-to-school drive." Rumors of increased numbers of children leaving school for industry because of labor shortage, high wages, and high cost of living have been persistent. To learn the facts in the case the bureau's agents have made a series of investigations in typical commercial and industrial towns. The information thus secured will be placed at the disposal of the local child-welfare committees, who are urged, each in its own community, to study the reasons why children have left school. When the reason is found to be lack of family income adequate to meet present prices, the committee is urged to provide scholarships similar to those now offered in colleges, universities, and the schools of a few cities. All this, of course, can be accomplished only with the cooperation of the school-teachers of the country.

When President Wilson was informed of the purpose of Children's Year he wrote the following letter:

THE WHITE HOUSE,  
Washington, March 29, 1918.

MY DEAR MR. SECRETARY: Next to the duty of doing everything possible for the soldiers at the front, there could be, it seems to me, no more patriotic duty than that of protecting the children, who constitute one-third of our population.

The success of the efforts made in England in behalf of the children is evidenced by the fact that the infant death rate in England for the second year of the war was the lowest in her history. Attention is now being given to education and labor conditions for children by the legislatures of both France and England, showing that the conviction among the allies is that the protection of childhood is essential to winning the war.

I am very glad that the same processes are being set afoot in this country, and I heartily approve the plan of the Children's Bureau and the Woman's Committee of the Council of National Defense for making the second year of the war one of united activity on behalf of children, and in that sense a children's year.

I trust that the year will not only see the goal reached of saving 100,000 lives of infants and young children, but that the work may so successfully develop as to set up certain irreducible minimum standards for the health, education, and work of the American child.

Cordially and sincerely, yours,

WOODROW WILSON.

HON. WILLIAM B. WILSON,  
*Secretary of Labor.*

It is in the spirit of this letter that the Children's Year work has gone forward. And it is earnestly hoped that, by conference with authorities in this country and abroad, it may be possible, as another contribution to Children's Year, to secure an acceptable statement of what the President describes as "irreducible minimum standards for the health, education, and work of the American child."

#### GENERAL SUMMARY OF THE YEAR'S WORK.

During the year 1917-18, the statutory staff of the bureau has consisted of 73 persons. For this staff and for travel and other usual expenses the appropriation has been \$164,640. The child-labor division of the Children's Bureau was given \$150,000 by Congress for work preliminary to the operation of the law which went into effect September, 1917, and for enforcement to the end of the fiscal year, June 30, 1918. An additional appropriation of \$109,120 was available to be expended outside the District of Columbia. The total for the year was, therefore, \$423,760. In the administration of the act making the appropriation it was necessary to open a branch office. Chicago was selected because its position made it a convenient and economical center for work under way or anticipated, and especially convenient for the Gary, Ind., study of infant mortality and children of preschool age, which has employed a larger force than any other single field investigation of the year.

About 100 persons are assigned to the office and field force of Chicago and Gary. All permanent and temporary appointees are obtained through the Civil Service Commission.

The greatly increased cost of living, especially in Washington, has led to a scale of salaries in the new war services much beyond

those allowed by law for similar work in older bureaus, and the necessity of securing for the emergency war work competent personnel familiar with Government procedure has compelled certain transfers from the older to the new services. From the Children's Bureau some transfers to services in this and other departments, at higher salaries, have been requested and permitted. Others have been made because appointees had taken civil-service examinations for more responsible positions carrying higher salaries and were entitled to accept the advance when offered. In addition, various members of the staff have obtained positions in private employment at better pay than the bureau can offer.

It is true that the consent of the head of a bureau must be obtained before transfers are made; yet in practice it is impossible to refuse any applicant a legitimate opportunity to improve his condition or to refuse to recognize the emergency needs of a new service.

On the other hand, it is also true that every unnecessary transfer means a double cost to the Government, since two places must be filled instead of one and two persons instead of one adjusted to a new position.

Thus the bureau has suffered from the loss of a considerable number of valuable experienced appointees. While readjustments have been made and excellent candidates are constantly offering themselves, there is naturally a spirit of restlessness and dissatisfaction which will continue to result in changes and waste of effort and resignations from the bureau until the permanent statutory salaries are made commensurate with those now obtainable in private employment or in the new Government services. The increased living cost bears heavily upon salaried people. Many of the members of the bureau staff have heavy family burdens, greatly increased by war conditions. Their duties, necessary to national welfare at all times, are now in the highest degree patriotic war service, as the President's letter in regard to Children's Year fully recognizes. It would be unfair to fail to state that overtime work is given unstintedly and in the most patriotic spirit by the members of the bureau.

The following publications have been issued during the fiscal year 1917-18:

Fifth Annual Report.

Maternity and Infant Care in a Rural County in Kansas, by Elizabeth Moore.

Child Labor in Warring Countries: A brief review of foreign reports, by Anna Rochester.

Governmental Provisions in the United States and Foreign Countries for Members of the Military Forces and their Dependents, prepared under the direction of Capt. S. Herbert Wolfe, Q. M., U. S. R., detailed by the Secretary of War.

Infant Mortality: Results of a field study in Waterbury, Conn., based on births in one year, by Estelle B. Hunter.

Child Care, Part 1, The Preschool Age, by Mrs. Max West.

Norwegian Laws Concerning Illegitimate Children: Introduction and translation by Leifur Magnusson.

Milk: The Indispensable Food for Children, by Dorothy Reed Mendenhall, M. D.

Juvenile Delinquency in Certain Countries at War: A brief review of available foreign sources.

Juvenile Delinquency in Rural New York, by Kate Holladay Claghorn.

In addition, six Children's Year leaflets have been issued as publications of the bureau:

Children's Year, April 6, 1918, to April 6, 1919, prepared in collaboration with the Department of Child Welfare of the Woman's Committee, Council of National Defense.

Weighting and Measuring Test, Parts 1, 2, and 3.

Children's Year Working Program.

Patriotic Play Week.

Children's Health Centers.

The Public Health Nurse: How She Helps to Keep the Babies Well.

The following publications are in press:

Rural Children in Selected Counties of North Carolina, by Frances Sage Bradley, M. D., and Margaretta A. Williamson.

Maternity Care and the Welfare of Young Children in a Rural County in Montana, by Viola I. Paradise.

Infant Mortality: Results of a Field Study in Brockton, Mass., by Mary V. Dempsey.

Administration of Child Labor Laws, Part 3, Employment Certificate System, Maryland, by Francis Henry Bird and Ella Arvilla Merritt.

Illegitimacy Laws of the United States, by Prof. Ernst Freund.

Children Before the Courts in Connecticut, by Prof. William B. Bailey.

Maternity and Infant Care in Two Rural Counties in Wisconsin, by Florence Brown Sherbon, M. D., and Elizabeth Moore.

Mental Defect in a Rural County (a study made through the collaboration of the U. S. Public Health Service and the Children's Bureau), by Walter L. Treadway, M. D., and Emma O. Lundberg.

The following circulars and leaflets have been issued:

Rules and Regulations for Carrying out the Provisions of the United States Child-Labor Act.

Decision of the United States Supreme Court as to the Constitutionality of the Federal Child Labor Law of September 1, 1916.

From School to Work, Waltham, Mass.

Studies of Use of Milk by Families having little Children; I. Baltimore; II. Washington.

The following reports will shortly go to press:

Maternity Benefits in Europe, by Dr. Henry J. Harris.

Infant Mortality: Results of a field study in Saginaw, Mich., by Nila F. Allen.

Infant Mortality: Results of a field study in New Bedford, Mass., by Jessamine S. Whitney.

Illegitimacy as a Problem of Child Welfare: A study of original records of agencies and institutions in Boston and in the State of Massachusetts, by Emma O. Lundberg and Katharine F. Lenroot.

Studies of Use of Milk by Families having Little Children; III, New Orleans.

Brief circulars for Children's Year were prepared and issued, as follows:

Public Health Nurses Can Cut Down Peak.  
 Good Books and Pamphlets on Child Care.  
 Care of Mother.  
 Is Your Child's Birth Recorded? If Not, Why Not?  
 Breast feeding.  
 Milk.  
 Bottle feeding.  
 How to Prepare Artificial Food.  
 Feeding the Child.  
 Table of Heights and Weights of Children.

Others in preparation are:

Care of the Infant.  
 Clothing the Infant.  
 Prevention of Remediable Defects and Diseases.  
 Care of the Older Child.

Seventy-three thousand eight hundred and thirty-seven letters were received during the year and given due answer, an increase of more than 20,000 over the preceding year.

Six hundred and twelve thousand one hundred and nine publications were distributed during the year, an increase of 181,620 over the preceding year.

Six million five hundred and eighty-eight thousand four hundred weighing and measuring cards have been distributed for Children's Year.

#### BUREAU OF NATURALIZATION.

From the annual report of the Bureau of Naturalization it appears that there were admitted to citizenship during the fiscal year 1918 a total of 151,449 persons. Of these, 63,993 were admitted under the provisions of the act of May 9, 1918, after enlistment in the military and naval service of the United States, leaving 87,456 naturalized under the terms of the general law. This represents a decrease as compared with the corresponding figures for the next preceding year of 7,441. The decrease may be accounted for by the preceding of the provisions of the Revised Statutes which excludes during the existence of war the subjects of enemy countries.

During the same period naturalization was refused to 12,182, or 2,638 more than the denials in 1917. The chief reason for refusal in those cases was the failure to comply with some formal requirement of the law. Upon the ground of personal disqualifications the courts refused to admit 486 for immorality, 1,234 for ignorance of the principles of our Government, and 26 who were excluded by the terms of section 2169 of the Revised Statutes. There were included in the denials 126 who were already citizens, 3,800 who failed to appear for

hearing, and 157 who died before the date set for hearing their petitions. In addition to these denials of naturalization, the courts deferred action on 46,519 petitions because, chiefly, of mental disqualifications, such as illiteracy and insufficient knowledge of the principles of our Government.

Of declarations of intention, or "first papers," there were filed 335,069 and of petitions 110,416, representing in operation a falling off from the high figures of last year.

The courts canceled 136 certificates of naturalization and convicted 17 persons of violations of the law, imposing sentences of imprisonment or fine, or both.

*Personnel.*—The burden of the bureau has been very largely increased as the result of war conditions, irrespective of the growth of its cooperation in educational work with the State public-school systems as the extension of that work has enlarged, and of its additional duties in connection with the granting of citizenship at the various concentration and training camps. This is true both of the central office at the Capital and of the service in the 11 naturalization districts.

These conditions have of course been accentuated by transfer to the military service of trained clerks, and in some cases to more lucrative employment, and the substitution of inexperienced and less skilled persons in their places.

The personnel of the bureau in Washington numbered 87 at the close of the year, in the field 201, and in addition to the clerical assistants to 2,265 clerks of naturalization courts 56 more were appointed.

*Fees.*—There has been collected from fees a total of \$507,932.50; the cost of administration was \$416,486.84, leaving at the close of the year an unexpended balance of \$91,445.66. This balance compared with corresponding balances for previous years represents the naturalization as a financially profitable undertaking to the extent, for the 11 years of its existence, of \$754,415.21.

*Special Americanization work.*—The fourth year of the Americanization work of the Bureau of Naturalization was a year of great achievement because of the recognition by Congress in a substantial legislative manner of the national character of the cooperative efforts of the public schools with the Bureau of Naturalization. As with all Nation-wide development, the progress has been steady, although more regular in some periods than in others. The fiscal years 1914–1915 were years of study and investigation, with the climax of development recorded on May 10, 1915, when the President of the United States in his memorable address at Philadelphia aroused the Nation to a sense of its responsibility for the Americanization of the entire foreign population. This meeting, held under the auspices of the

Bureau of Naturalization by the City of Philadelphia, resulted in an immediate response, and the next three years witnessed the extension of this Americanization spirit throughout the Nation and with intensified feeling as a result of the disclosures of the war. Three years after the Philadelphia reception, the President of the United States on May 9, 1918, signed the Act of Congress which contains the only legislative expression of the Congress upon this Americanization work of the Nation. This act of the President gave to the Bureau of Naturalization sole and specific authority to promote the education and training by the public schools of all foreigners who are candidates for citizenship. It also authorized the Bureau of Naturalization to issue to the public schools a standard course in citizenship instruction. In this work of promoting the education and training of the embryo citizens of the Nation, Congress also authorized the Bureau of Naturalization to aid and cooperate with all State organizations and to secure their aid and cooperation. The Bureau of Naturalization, acting upon this authority and with the aid of the public-school authorities, has prepared such a textbook and was ready to meet the demand of the schools and the prospective students with the opening of the school year in 1918 for this great necessity. During last year the public schools met with the unusual obstacles of coal shortage and railroad congestion in an extraordinarily hard winter. Because of an inability to foresee these details, many of the schools were obliged to close their night classes or shorten the usual period of instruction. Notwithstanding this, there was no falling off in the number of places throughout the United States cooperating with the Bureau. The decrease was in the aggregate of time which they were able to devote to this patriotic activity. From the reports received in the Bureau there were 63 additional communities which united themselves with the Bureau of Naturalization in the work of transforming foreign-born applicants into loyal Americans.

*Naturalization of soldiers and sailors.*—In addition to placing the Americanization work of the Nation with the Bureau of Naturalization by its legislative enactment of May 9, 1918, Congress also amended the administrative operation of various phases of the naturalization law. For the first time in the history of the country Congress extended the naturalization of aliens to others than free white persons or persons of African nativity or descent by permitting Filipinos to complete their naturalization after an honorable service in the United States Navy. It also provided judicial procedure for foreigners who ordinarily are without domiciliary rights. Embraced within this class are those who have no fixed residence because of service in the Army, the Navy, the National Guards of the various States, the American Merchant Marine and vessels of the



United States Government. Previously recognition had been extended to the followers of most of these vocations, but there was no uniformity in the procedure and no uniformity in the service, military or civil, that would entitle the alien to an exemption from the general provisions of the naturalization law. It extended the opportunity in general terms to all aliens in the United States military or naval service to become citizens. As shown in the hearings in Congress, this opportunity was intended, upon the establishment of his loyalty, to be extended to every alien wearing the American uniform.

Under these new provisions of the law, the Bureau of Naturalization, working with the military forces of the Nation throughout the entire country, prepared and presented to the courts 63,993 petitions for naturalization. The Provost Marshal General in his report of December 20, 1917, showed 123,277 foreigners in the National Army. It also showed that 76,545 of these foreigners had not declared their intention to become citizens of the United States, and that 46,732 held their declarations of intention. By the end of June 63,993 of these soldiers had been naturalized, and in this work the clerks of the courts rendered most efficient service. The examiners visited cantonments and Army Camps and in the appropriate courts represented the interests of the Government in all of these proceedings. Under the authority of the law authorizing the bureau to cooperate with the Army exemption boards and aid them in determining the status of foreign-born registrants, upwards of 13,754 names were referred to the Bureau of Naturalization and its field officers for investigation and report. Out of these thousands only a few were found to have repudiated their American citizenship. These included declarants, naturalized citizens, and sons of naturalized citizens who had derived citizenship by the act of their parents.

Under this new authority of Congress the Bureau of Naturalization has joined with the State councils of defense and is working with their constituent members, the county councils of defense, the directors of Americanization of the various States, the Americanization committees of the chambers of commerce, labor organizations, philanthropic, patriotic, and other organizations with the objective in view of arousing every foreigner, the public schools, and the community to the necessity of safeguarding their local interests. If these organizations will see their opportunity in its entirety and work toward that end, they should be able to enlighten each permanent foreign resident within their reach to a degree that will enable him to perceive and understand our institutions. Under the stress of recent events a conviction is growing that each community must be an all-American community. The Nation must no longer be a nation of divided allegiances; it must be a nation of one allegiance.

## UNITED STATES EMPLOYMENT SERVICE.

One of the first manifestations of war activity was an extraordinary demand for workers in those industries which had been stimulated by the preparation for the manufacture of vast amounts of ships, munitions, ordnance, and other materials necessary for our armed forces. Much of this demand was found to have been influenced more by eagerness for labor at wages relatively inadequate to the sharp rise in living expenses than by general labor shortage. But in some places, especially in the neighborhoods of munition establishments which had been serving European war demands at enormous profits, there was a genuine scarcity of labor for less profitable forms of production. On the whole, the problem at first was less a problem of labor scarcity than of imperfect distribution.

During the period between the declaration of war and the beginning of the fiscal year this problem was administered through the United States Employment Service, which had been established by the Department of Labor in 1914. The authority for this service was derived from the statutory powers of the Division of Information in the Bureau of Immigration,<sup>1</sup> supplemented by the broader powers of the department itself with reference to the interests of wage earners and the advancement of their opportunities for profitable employment.<sup>2</sup> This service which originated in a small way in 1907 with the creation of the Division of Information had begun operations in that year with the establishment of a public employment system in connection with the immigration station at New York. Later on it had added to its facilities as funds were available, and had extended its scope. When originally created, it had only such statutory authority as was possessed by the Bureau of Immigration, and its jurisdiction extended only to the distribution of aliens. During 1914 it had entered into cooperative relations with the Post Office Department by which the machinery of that organization and that of the Department of Labor were set in motion to relieve the labor shortage during the harvest season in the wheat-growing States. This work had been continued from year to year and since its inception had prevented loss through the rotting of crops.

During 1916 the service had been still further extended by the creation of a Women and Girls' Division and of a division for young men and boys. Early in 1917 the possibilities of the enlarged service were again tested under emergency conditions when it became necessary to find employment quickly for members of the National Guard

<sup>1</sup> "An Act to regulate the immigration of aliens into the United States," approved Feb. 20, 1909, sec. 40. Also "An Act to regulate the immigration of aliens to, and the residence of aliens in, the United States," approved Feb. 5, 1917, sec. 30.

<sup>2</sup> Act to create a Department of Labor, Mar. 4, 1913, sec. 1.

returning from the Mexican border. Through the various branch offices throughout the United States profitable employment was found for no less than 15,577 of these returned guardsmen.

With the advantage of such experience, therefore, the United States Employment Service was in an excellent position for the rapid conversion and expansion of its facilities for the purpose of cooperating with the United States Shipping Board in the location of large numbers of ship carpenters, calkers, and other skilled ship workers available for immediate duty. Under this arrangement a survey was made, and the response on the part of the national and international trade-unions was prompt, patriotic, and in every way cordial and satisfactory. In the course of this registration it was the policy of the Department to establish such additional war-emergency offices as were needed, to employ traveling field workers and agents to locate qualified workers for the yards, and to explain to the owners of the yards the best methods to obtain the full benefit of the central service which the Department of Labor offered.

#### CANTONMENTS.

At the opening of the fiscal year the Department secured from the War Department a list showing the location of the Army cantonments and training camps to be constructed and the names and addresses of contractors to whom the work of erecting the cantonments and camps had been awarded. Instructions were issued by the War Department to its contractors to make known to the United States Employment Service the number and class of workmen they would require. Thousands of carpenters and other skilled mechanics, as well as skilled and unskilled laborers, were directed to work of that character. Exact statistics on this point are not available, but the record of the work is well enough known to warrant the statement that a full supply of competent workers was found to complete these undertakings on time. Nor did the Department's efforts in this direction cease with the completion of a cantonment, for prior to such completion a representative of the Employment Service was detailed to register the names, addresses, and occupations of the workmen about to be laid off, in order that they might be directed at once to other localities where their services were urgently needed in war-emergency work.

#### NORFOLK TRANSPORTATION SHORTAGE.

Early in July, 1917, a serious labor shortage was reported to exist in the vicinity of Norfolk, Va., which threatened a disastrous loss of crops. Investigation by officers of the Department disclosed the principal difficulty to be inadequate transportation. The Department of

1 Labor brought the matter to the attention of the Food Administrator, who took it up directly with the owners of vessels plying in and out of Norfolk, and at a later conference held in Norfolk the Department of Labor and the Food Administration were represented jointly. As a result of this conference, two additional sailings weekly from Norfolk were obtained for the benefit of producers in the vicinity. Loss of foodstuffs was thereby avoided. At the same time an additional officer was placed in the Norfolk employment office to aid in securing workers for local industries.

#### COOPERATIVE RELATIONS WITH STATE AND MUNICIPAL AGENCIES.

From the beginning of the war the efforts of the Department had been directed toward a centralization of the employment agencies of the country. The practice on the part of employers of using private agents for maintaining their own labor supply was purely a matter of private concern so long as the practice did not extend to public work or war preparations. Nor was the situation serious so long as such private agents restricted their recruiting to industries not necessary to the prosecution of the war. Such, however, was not the case after a labor shortage set in. Employers engaged in essential work became fearful lest the efficiency of their plants be curtailed through shortage of man power and embarked upon recruiting campaigns without regard to the source of their labor supply or the effect of their actions upon others engaged in like work. In consequence, wage earners engaged in very necessary war service were solicited to accept other service no more essential than that upon which they were engaged. Under such circumstances it was patent that the Department policy should be directed toward the ultimate centralization of the recruiting in the public agencies. Such a move, however, was delayed by the fact that the public agencies themselves were not united. Steps were therefore taken to bring together the Federal agencies with those operated by the States and by municipalities. As a result, practically all the public agencies other than Federal were united with the United States Employment Service prior to January 1, 1918. Under this arrangement many employees of the non-Federal units were designated as departmental employees at nominal consideration; in other cases the State and municipal offices were simply absorbed and lost their separate identity.

#### UNITED STATES PUBLIC SERVICE RESERVE.

The United States Public Service Reserve was created June 14, 1917, by the Secretary of Labor. This organization was planned to be a registration agency for patriotic citizens who desired to offer their services to the Government, either with or without compensation and

to work either directly on Government enterprises or in enterprises engaged in service for the Government.

The reserve was empowered to make lists available, through the United States Employment Service, for industries doing war work. The lists are classified showing the experience and liabilities of the members and indicate the location of men having particular qualifications.

The special functions of the reserve and its operations during the fiscal year are treated elsewhere in this report under that section which deals with the work of the United States Employment Service since its organization as a separate bureau of the Department.

#### WOMAN LABOR FOR WAR INDUSTRIES.

Even before the declaration of war it became evident that conditions demanded the use of some central agency for the mobilization of woman workers. Demands for workers from concerns holding contracts with the European belligerents were extremely heavy, with the added certainty that if the United States became involved those demands would be multiplied.

In the mills and factories upon which the Government had to rely for munitions and materials of war, and upon which the civilian population must depend for its daily needs, there were nearly a million and a half woman wage earners. But notwithstanding the importance of these woman wage earners in winning the war, there was grave danger to industry, to labor, and to society unless at the very outset a discriminating control over the mobilization of woman labor in war industries was exercised. The demoralization of the labor market, due to the transformation of so large a proportion of the country's industries into manufactories of war materials and to the vast requirements of shipyards and cantonments, was accentuated by the withdrawal from industry of more than half a million men affected by the draft. The dangers to labor and life, as well as to military success, lay in the overstraining of the regular workers and in an unintelligent draft of industrial recruits.

It was urgent at the beginning of the war to develop a system of assorting and collecting data involving both man and woman labor on war contracts in order to present a clear chart of the location and character of war industries and the present and prospective need for woman labor in them. This was the initial step in supplying the woman labor necessary to fill war orders under reasonable working conditions.

Obviously such work demanded an investment of money in trained service. At the time the United States severed diplomatic relations with Germany the Department of Labor did not have funds to do

this work without seriously crippling other activities of equal importance. When, therefore, the National League for Woman's Service offered assistance in the form of an adequately financed plan the tender was accepted on condition that all the activities of the league affecting wage-earning women should be subject to the control of the Secretary of Labor, and that the Department should have an official representative on the governing board of the bureau which the league established in Washington. The Secretary of War and the Secretary of the Navy consented to furnish this Department with a list of all contracts, to be used by the United States Employment Service and the bureau of registration and information of the National League for Woman's Service as a basis for the mobilization of woman labor for war industries.

Through the arrangement with this National League the Department was enabled to get promptly under way the development of methods for supplying woman labor needed in war industries. The work involved the assorting and collating of over 2,000 contracts a month from the United States Government, communicating with firms holding the orders to ascertain the status of the woman labor supply and conditions of labor, and instituting labor recruiting campaigns to supply actual shortages in woman labor.

In line with the agreement made with the National League for Woman's Service, the Department on October 1, 1917, took over the phases of the work which had been carried on by the league for the previous six months.

#### GRAIN-BELT HARVEST.

During three successive seasons, beginning with that of 1914, the Department of Labor helped in finding harvesters for the great wheat belt, which extends from Texas through Oklahoma, Kansas, Nebraska, North and South Dakota to the Canadian border. For the harvest of 1917 it cooperated with the Department of Agriculture under a memorandum of understanding made between the two departments on April 24, 1917. With local authorities, railway officials, and other public and private interests these departments worked in the fields of Texas, Oklahoma, Kansas, Nebraska, Missouri, Iowa, Minnesota, Montana, and the Dakotas. Splendid results followed, not a bushel of grain being lost for lack of harvesters. Nor did the cooperation end with American harvests. By agreement with the Canadian Government the two departments extended their service across the Canadian line in aid of harvesting the wheat crops of Manitoba and Saskatchewan, in return for which Canada helped the United States to obtain extra workers for the potato crop and lumbering operations in Aroostook County, Me.

Owing especially to the world-wide scarcity of foodstuffs and the necessity for harvesting every grain of wheat, early action had been taken by this Department in making plans. During the winter a representative of the Department had been stationed in the wheat belt and had conferred with farm organizations, railroad officials, and Employment Service officers to assist in securing a sufficient number of competent workers to harvest the grain crop without loss of product and without congestion of workers at any point in the harvest fields. Representatives of railway lines entering the harvest fields were particularly consulted and arrangements were made whereby railway lines entering the wheat belt through Kansas City would cooperate with the United States Employment Service at that point, and that lines entering the State of Kansas north of Kansas City would cooperate with the State commissioner of labor at Topeka. It was arranged that representatives of the railroads who should receive information of any shortage of labor should report that fact to public employment offices, either Federal or State, rather than to private labor agencies, as had been the practice in some cases heretofore.

As in the two years preceding, bulletins were issued by the Division of Information based on information furnished by the Kansas City office and transmitted to all first, second, and third class post offices in the United States to be posted on bulletin boards. Persons interested in the information contained in the bulletins were requested to communicate with the Department's representative at Kansas City or with the appropriate State official before proceeding to the harvest fields, and all persons who intended to enter upon the harvest work were advised to purchase railway tickets by way of Kansas City—where this could be done without additional expense—for the purpose of conferring with the Federal officer there. That official, being in daily communication with places where the harvest actually was under way, was able to direct the newcomers to localities where their services were needed and to advise them to avoid communities where sufficient help was already on the ground. In this way he was enabled to direct harvest hands as they finished the work in one locality to places farther north, where the harvest was just getting under way. The importance of saving the entire wheat crop, particularly in view of the present emergency, can not be overestimated.

#### AGRICULTURAL WORK OUTSIDE OF THE WHEAT BELT.

In addition to the emergency work of the Department with respect to the wheat harvest, calls were received from other sources for much needed assistance. Particular requests came from the State Industrial Commission of New York for a detail of experienced men to aid the farmers of that State to secure the labor needed. As the special harvest service in the wheat-growing States of the Middle

West had been completed by that time, the officer of the United States Employment Service who had supervised the harvest work was instructed to proceed to the State to confer with the State industrial commission and recommend such action with the United States Employment Service as would aid the farmers of that State. After his arrival in New York he ascertained that the greatest demand for additional farm labor would be in the apple and peach orchards and the potato fields from Rochester westward, and for grape pickers in the western counties. To meet the situation he proceeded to Lockport, N. Y., and opened a temporary office in cooperation with the United States Employment Service at Buffalo, the Niagara County Farm Bureau of the Department of Agriculture, the New York State Food Supply Commission, and the State bureau of employment.

#### PERMANENT ORGANIZATION OF THE UNITED STATES EMPLOYMENT SERVICE.

Prior to October 15, 1917, the United States Employment Service, as outlined in the preceding paragraphs, had been conducted as a part of the Division of Information in the Bureau of Immigration and under the supervision of the chief of that bureau. The funds necessary to carry on this work were taken from the immigration appropriations, and many of the field officers of the Immigration Service acted in a dual capacity, both as Immigration and Employment officials. During the formative stages of the service, such an organization was the best that the facilities of the Department could afford. The excessive war demand, however, made necessary certain changes in the basic organization which would divorce it wholly from the work of immigration and establish the operation of public employment exchanges as a separate branch of the Department. In furtherance of this view Congress was requested to grant to the Department special funds for the conduct of a more extensive system. In accordance with this request Congress, in "An act making appropriations to supply urgent deficiencies in appropriations for the fiscal year ending June 30, 1918, and prior fiscal years, on account of war expenses, and for other purposes," approved by the President October 6, 1917, provided for an appropriation of \$250,000 to "enable the Secretary of Labor during the present emergency, in addition to existing facilities, to furnish such information and to render such assistance in the employment of wage earners throughout the United States as may be deemed necessary in the prosecution of the war."

Funds then being available for the purpose, the Assistant Secretary of Labor, acting as provided by statute instead of the Secretary, who was absent on a special mission by appointment of the President,<sup>1</sup> issued a departmental order providing that the functions

<sup>1</sup> See report of President's Mediation Commission, p. 13 et seq.



of the Division of Information with reference to all employment matters not emergent in character should continue as theretofore in the Bureau of Immigration. With regard, however, to such employment matters as were emergent in character it was provided that they should be managed directly from the Office of the Secretary without the intervention of the Bureau of Immigration, and at the expense of the recently granted congressional appropriation. With respect to the Division of Information itself, it was provided that it should report directly to the Assistant Secretary on war emergent matters and to him through the Commissioner General of Immigration on all matters not of war emergency. In order to unite the various employment agencies of the Department, the United States Boys' Working Reserve and the United States Public Service Reserve were at the same time transferred to the Office of the Secretary with the view that in so far as they might thereafter be supported by Federal funds their expenses should be met out of the emergency appropriation referred to.

This was the first definite step taken toward the organization of the United States Employment Service as a separate branch of the Department's activities. Such a course was not only necessary because of the difference in character between employment and immigration work but also by reason of the necessity for payment of the expenses of war emergent and nonemergent work out of different funds.

The availability of funds enabled the Department to undertake field organization upon a much larger scale than had theretofore been possible and to throw all the resources of the Division of Information into war emergency work. The volume of this work was even greater than had been anticipated, and had relief not been granted it would have been necessary to have suspended employment work almost wholly, since the appropriation was only one-third as large as the amount estimated by the Department to be necessary for the transaction of the work during the fiscal year.

On December 5, 1917, the President rendered this unnecessary by allotting to the Department of Labor \$825,000 from the appropriation "National security and defense," to defray expenses in connection with the work of distribution of productive labor throughout the United States.

The availability of new funds with which to organize upon a more elaborate scale made it imperative that all the activities and facilities of the United States Employment Service should be placed at once under a single directing head. Therefore, on December 13 an additional departmental order was issued providing that all the work of the Division of Information, whether war emergent or otherwise, should thereafter report directly to the Office of the Secretary and

receive its instructions directly from the Assistant Secretary. All officers, clerks, and employees of the Bureau of Information and the Immigration Service who were found to be experienced in the work of the United States Employment Service were transferred without prejudice to the Employment Service with the understanding that should appropriations for this purpose be discontinued such officers, clerks, and employees so transferred should be retransferred to their former positions. With the promulgation of this order, the Division of Information, which comprehended the United States Employment Service, was temporarily separated from the Bureau of Immigration, and its entire time thereafter until the close of the fiscal year was devoted to the extension of that important branch of governmental activities. Meanwhile, the Secretary, having returned, approved the action so far taken and under date of January 3 directed that the Division of Information should thereafter be a part of the enlarged Employment Service and should be known as the Division of Information, Administration, and Clearance. The relations of the Division of Information to the United States Employment Service were thus reversed, and the division for a period of six months remained a part of the Employment Service, although the latter had previously been a part of the Division of Information. This was possible through the recognition by Congress of the Employment Service as a distinct unit of the Department of Labor, apart from the Division of Information or the Bureau of Immigration, through the appropriation of funds for its maintenance. On July 1, 1918, the Division of Information was again restored to the Bureau of Immigration.

Under the circumstances outlined above the United States Employment Service became a separate unit in the Department, and the issuance of the Secretary's order of January 3 is considered as establishing new relationships between the service and the Department.

On January 3, 1918, complete instructions for the creation of a distinct Employment Service were issued. The plan of organization set forth in that memorandum provided for a director, an assistant director for field work and quasi-official bodies, and an assistant director for administrative work. It was also directed that seven divisions should be organized—a Women's Division, a Division of Information, a Division of Service Reserves which included the Public Service Reserve and the Boys' Working Reserve, a Farm Service Division, a Division of Investigation, a Statistical Division, and a Division of Service Offices. Mr. John B. Densmore, who had previously been Solicitor for the Department, was appointed as director of the service and Mr. Charles T. Clayton and Mr. Robert Watson were named as assistant directors. Subsequently the title of the director was changed to that of director general in order to

avoid confusion between his official designation and that of several other officers in the Department with similar titles.

#### EXTENSION OF ORGANIZATION.

One of the first things undertaken after the organization of the Employment Service under the terms of the departmental order of January 3 was to establish offices in the several States. Fifteen or 20 men possessing Government experience and some acquaintance with employment business were selected and detailed to the various States for the purpose of expanding the existing offices and organizing additional ones wherever necessary. This work was accomplished with such dispatch that at the end of the fiscal year there were in existence more than 400 employment offices throughout the entire United States.

Hand in hand with this undertaking was the organization of the United States into 13 employment districts and the selection and appointment of superintendents of those districts, as well as the appointment of a Federal director in each State. On February 23, 1918, this plan became operative. These districts followed the geographical lines of the Federal reserve bank system with the exception that while in the case of the Federal reserve districts portions of one State lie within two districts, the employment districts follow State lines in all instances.

A modification of the departmental order of January 3 was determined upon by the Secretary of Labor after discussion with the Advisory Council. The memorandum of the Secretary on this subject was dated February 22, 1918, and became effective March 1, 1918, and contained the following provisions:

1. The Employment Service shall be administered by the Department.
2. There shall be a director, who shall have general supervision of all the activities of the Employment Service.
3. There shall be an assistant director, who shall perform such duties as may be assigned to him by the director and shall act as director in the absence of his chief.
4. There shall be a Policies and Planning Board composed of the chiefs of the different divisions, with a permanent secretary assigned to it.
5. The Division of Information shall be known as the Division of Information, Administration, and Clearance, which shall have charge of the ordinary administrative questions arising within the service, including files, correspondence, accounts, statistics, and other matters normally cared for by administrative divisions, and shall continue to conduct clearing-house operations connected with employment-exchange work. It shall also have under its supervision field work, quasi-official bodies, and service offices.
6. There shall be organized a Division of Training of Personnel, the duty of which shall be to give the necessary training to the rapidly increasing personnel of the service. It is not intended that this division be permanent.

The other divisions will remain as at present, except the Division of Investigation, which shall be abandoned.

In accordance with this plan, the Assistant Secretary continued to act in behalf of the Department in the administration of the service, and Mr. Densmore continued as director. Since only one assistant director had been provided for, Mr. Watson, who had served as assistant director for administrative work, retired from the duties of that position and acted thereafter as assistant to the Secretary in the administration of the Bureau of Industrial Housing and Transportation. Mr. Clayton continued to serve as assistant director until the close of the fiscal year, at which time he was appointed director of civilian insignia, and later director of the Training and Dilution Service of the Department. The Policies and Planning Board created by the Secretary was abandoned shortly after its organization. The organization of the other divisions of the Employment Service has been substantially as outlined below and continued as such to the end of the fiscal year.

#### PUBLIC SERVICE RESERVE.

*Functions and duties.*—The United States Public Service Reserve is the recruiting arm of the United States Employment Service. In peace times the great network of United States Employment Service offices drawn out across the country would probably be sufficient to supply the Nation's industries with their required labor. In war times only a few places have surpluses of labor, and the task becomes principally one of seeking out workers of the proper skill and training for the waiting jobs.

The Public Service Reserve is in immediate charge of a national director, and in each State there is a Federal director of the Reserve, who, in the majority of cases, is the same official who holds the position of Federal director of the United States Employment Service.

The Public Service Reserve supplements the employment offices with 15,000 enrollment agents, who reach down into the smallest village and hamlet to tap potential supplies of wage earners. These agents, acting under direction of a Federal director for each State, seek out workers in less essential occupations and through the employment offices distribute them at the points where they are most vitally needed to bring about maximum production. They also act as agents of the community labor boards in stimulating and supervising the transfer of workers to more essential occupations and in moving male workers into war work from occupations that can readily be filled by women. The enrollment agents are also used to register in advance men in specified trades for which it is known that there will be demand in the war emergency.

Organized June 14, 1917, by the Secretary of Labor, the United States Public Service Reserve at first confined its activities to the

indexing and classifying of applicants at Washington for governmental service. From its lists it furnished to the Army, Navy, and governmental departments thousands of men, mostly of the higher skilled types, such as engineers, technical experts and skilled mechanics. The Emergency Fleet Corporation has secured from its registration lists many thousands of skilled men for shipbuilding. Hundreds of officers of particular technical qualifications were furnished the Army, thus eliminating a long search for the type desired. Many of the civilian administrative heads of the war-emergency governmental departments were also secured from the reserve lists.

Over 1,500 aviation motor mechanics were enlisted through the reserve, in the short space of five weeks, in January and February, 1918, for overseas service. The names of over 4,500 railway men have been submitted to the Division of Military Railways for induction and enlistment into various locomotive and engineering regiments; 470 to the Tank Corps; 472 in a special drive for towermen for the Navy. The reserve also cooperated most helpfully in the special drive made by the Civilian Personnel Section of the Ordnance Department throughout the country for all kinds of civilian help. At present it has registered and indexed more than 300,000 men of various skilled and unskilled trades. Undoubtedly production has been appreciably increased and efficiency improved by its ability to furnish on short notice men of almost any qualifications.

#### BOYS' WORKING RESERVE.

The United States Boys' Working Reserve is the branch of the United States Employment Service in charge of mobilization and placement of boys between the ages of 16 and 21 in civilian war work.

Organized under the Department of Labor in April, 1917, it has rapidly grown from a small beginning into a substantial factor in the Nation's war machinery, performing its share of the heavy task laid upon the Employment Service by the withdrawal of over 3,000,000 soldiers from production. Concerned primarily with the problem of helping maintain food production, it attained results in its second year from a formerly untapped source of labor, at the same time exercising due care for the improvement and safeguarding of the boys.

During 1918 it enrolled approximately 250,000 boys of high-school age, principally in its agricultural division. The direct result of this movement—in terms of crop increase, and in many districts, crop salvage—has been important. A further effect of the reserve organization, in giving Federal recognition to the farm boy, has been the conserving of the labor of the farm boy to the farm.

Some of the notable mobilization records are as follows: In Illinois 21,000 boys worked on the farms; in Connecticut 10,000 boys helped care for the largest acreage of food crops in the history of the State; in New York State 12,000 members rendered invaluable service on the farms; in Indiana 15,000 boys were sent to the farms.

In cooperation with the United States Boys' Working Reserve central farm camps were operated in Indiana, Delaware, Connecticut, Pennsylvania, Vermont, and Maine. From these camps the boys were distributed to smaller camps, called Liberty Camps, where they lived under a director and whence they were taken each morning by the farmers, who utilized their services. To the Pennsylvania Committee of Public Safety and to the faculty of State College is due the credit of inaugurating this highly successful undertaking.

Enlistment was purely voluntary and based upon an appeal to support the fighting forces abroad by devoting the summer vacation period to productive labor. Each volunteer first received a general physical examination to determine his fitness for the strain of farm work. The method and period of preparation varied in the several States according to the facilities locally available. In some of the States the boys received preliminary instruction on farms equipped for demonstration and training of successive small groups. In Michigan the training farm was privately financed and run in connection with a Detroit high school. In other States boys were distributed directly to the farms where their services were most needed, without practical instruction in advance, while in still other States training was given in camps established in connection with State agricultural colleges.

The expenses of the central training camps were met by allotment of funds by the State councils of defense, and those of other training centers were privately raised, the boys' transportation to and from the camps being paid in most instances by their local communities. The workers, however, received only standard farm wages, averaging from \$1 to \$2 per day, and report records from employers themselves show that over 95 per cent of boys placed on farms were satisfactory workers. The Y. M. C. A. and other constructive agencies offered valuable assistance in supervision, both during the period of training and in looking after working and living conditions on the farms.

*Uniforms and badges.*—Realizing the effect upon the boys' morale of a military uniform, and desiring to utilize this psychological element for the benefit of the boys as well as for the improvement of the service, the national director, with the sanction of the United States Army, has approved a regulation khaki uniform of semi-military design, for the exclusive use of Reserve boys. The coming months will see this official uniform on thousands of youths of high-school age throughout the Nation.

Satisfactory service in farming or industry, for a minimum period of 6 weeks on the farm or 10 weeks in industry, is rewarded by a bronze national badge, and notable service by a bronze service bar.

In many instances where special crops were jeopardized by the failure of adequate labor to harvest them, they were saved and the food supply of the crop year was much increased through the prompt assistance of boys recruited by the reserve. Apart from this special work the steady, normal record of farm assistance in general by the agricultural division of the Boys' Working Reserve has been highly creditable. In the majority of cases the boys worked through the entire summer.

The high schools in some States have introduced into their curricula a comprehensive series of printed Farm Craft Lessons, specially prepared for the purpose and affording a convenient medium of textbook instruction in simple farm processes. The success of this experiment has led to the formulation of plans to encourage the introduction of the series in expanded form into high schools generally during the coming winter. In several of the larger cities the interest of livery-stable owners and proprietors of farm-implement stores has been enlisted to the extent of lending the use of horses, harness, and farm tools for demonstration to classes in the practical handling and use of horses, harness, and farm machinery. In this way, in the high schools and training camps, 30,000 boys were trained during the past year in farm craft.

In spite of the acute shortage of farm labor, which naturally emphasized the agricultural activities of the reserve during the summer of 1918, the problem of the boy in industry was given its share of attention. Economic necessity or the lure of high wages caused an increasing number of boys to leave school, and even their homes, to enter industry. The positions were often unsuited to future advancement, as experience proves that after once entering upon such employment a very small proportion of the boy workers ever returned to take up their school education. Further, working and living conditions in and about many of the hastily constructed war-industry centers were found to be unfavorable to the general welfare of boy employees, and at the opening of the school year the decrease in male high-school attendance was found to be alarming. Plans were rapidly put into effect to deal constructively with this situation, and it was arranged to place in each of the larger employment offices a special enrollment officer, known as junior counselor, to whom all boy applicants for employment are referred. This official centers his efforts first upon persuading the boy applicant to return to or remain at school; but if the boy's reasons for seeking industrial employment prove proper the officer finds a place for him, if possible suiting any natural bent, with an eye to his future career. He is at

the same time enrolled in the industrial division of the reserve, which insists upon compliance with its educational requirements of part-time or extension-school study.

At the date of this report there are in process of enforcement measures for the lessening of casual desertion of school at the boy's formative age and for the continuance of instruction for youths who are obliged to enter industry because of economic necessity.

As a means of keeping in touch with its field forces and securing publicity, the organization published during the year a monthly bulletin, appropriately called *Boy Power*, containing textual and pictorial matter of assistance to the movement.

Reserve officials feel that the record of the year's activities can not be accurately expressed alone in terms of food production, school extension, or industrial control. The effect of the public policies of the organization upon the spirit, ideals, and social attitudes of the boys as citizens of a great Republic at war is known to be profound, but can not yet be set forth in concrete terms. The movement has been and will be guided by the principles that in dealing with adolescence the latent boy power of the Nation can not and shall not be manipulated merely as a productive mechanism.

#### FARM SERVICE DIVISION.

The special harvest activities of the United States Employment Service during the harvest of 1918 were directed by the Farm Service Division.

With a view to giving special attention to this subject a special assistant to the director general was appointed with jurisdiction for harvest-hand purposes, extended to cover all of the States through which the harvest workers would pass. Beginning in April, 1918, this officer established temporary offices for this special work throughout the States of Oklahoma, Kansas, Nebraska, Missouri, Iowa, Minnesota, and the Dakotas, and a volunteer representative was selected in each county in those States to make reports concerning crop and labor conditions. As the harvest season approached, the assistant to the director general, at Kansas City, was in receipt of daily reports from his various representatives in the field, who kept him thoroughly advised regarding the ripening of the grain, the probable time that the harvest laborers would be required, and the number needed in each community. As an evidence of the efficient manner in which this work was carried on, it may be stated that many letters have been received from chambers of commerce and individuals in the territory concerned, conveying the information that not a bushel of wheat had been lost through lack of sufficient help.

*Cooperation of Farm Service Division with other agencies.*—Effective cooperative arrangements have been entered into between the



Farm Service Division and other governmental and private agencies, for giving every possible attention to farm-labor problems. More than 200 daily newspapers are aiding the Farm Service Division in the correction of local labor shortages through publicity.

One of the most valuable means yet devised by the Farm Service Division for coming into direct contact with farmers is the plan of cooperation through the 8,000 rural telephone lines, many of which are owned and directed by the farmers themselves. Under this plan the manager of each of these telephone lines has been asked to instruct the operators under his supervision to call up each farmer at least once a week and make inquiry as to his labor needs. Requests for farm labor received by the operator are reported immediately to the examiner in charge of the local office of the United States Employment Service or to the local postmaster.

Cooperative activities have been established with three of the principal farm organizations and with the commercial organizations of the county as well.

The order of the Postmaster General placing at the disposal of the United States Employment Service all third and fourth class postmasters and rural carriers to act as labor agents has contributed materially to the efforts of the Farm Service Division in the distribution of farm labor.

*Mexican and Bahama labor importation.*—To the Farm Service Division was intrusted the duty of carrying out the arrangements entered into between the Immigration Service and the Employment Service for the temporary admission of Mexican laborers. In March the Farm Service Division was enabled to secure a permit by which 1,500 Bahamans were brought into this country temporarily and assigned to the trucking and gardening interests of the east coast of Florida.

#### WOMEN'S DIVISION.

The Women's Division has been engaged since its creation in meeting the demand for female labor. An effort to recruit women workers has been made only when calls have been received for them, or when trained women of unusual ability have made application for work which is believed to exist.

Local women's divisions have increased in number from 9 on January 1, 1918, to 55 on July 1, 1918. Placement of women has also been carried on in branch offices of the service whenever openings or applications have been listed. Actual placements of women reported by local offices for the last six months of the fiscal year are as follows:

January.....	9,667	May.....	22,344
February.....	7,074	June.....	19,127
March.....	7,758		
April.....	17,442	Total.....	83,412

Placements in the majority of the offices have consisted largely of women for industrial or domestic work, but several of the offices have arranged to direct to employment many women in high-grade clerical and secretarial positions.

On April 1, 1918, the Women's Collegiate Section of the Employment Service was created and incorporated into the Women's Division. Since that time calls for trained women, particularly for Government war work, have been handled by that section. Cooperation has been established with such agencies as the Civil Service Commission, noncommercial employment agencies, and organizations equipped to furnish trained women for duty in nursing and other specialized occupations.

#### UNITED STATES EMPLOYMENT SERVICE BULLETIN.

The United States Employment Service Bulletin has been published weekly since January, 1918. Its purpose is twofold: (1) To create and foster an intelligent interest and loyalty on the part of every officer and employee of the Employment Service, and (2) to explain to the employers and employees of the Nation the purpose of the Employment Service and demonstrate how they might enter into practical cooperation.

In both these respects the Bulletin has been eminently successful. Copies are free, but the circulation list is limited to those readers definitely interested in or affected by the service and its program. Since the Bulletin contains all official orders, rewritten and explained so as to be completely understood by the layman, and informative matter regarding the Employment Service, it is used weekly by hundreds of newspapers and other publications as a source of material for news and editorial columns. This greatly increases the scope of the circulation. During the last month of the fiscal year the Bulletin was of especial value in explaining the centralized war labor recruiting program to the personnel of the Employment Service and to employers and employees.

#### NEGRO DIVISION.

This division was created by an amendment to the organization of the United States Employment Service, as evidenced by a memorandum from the Secretary of Labor bearing date of February 22, 1918.

The chief of the division, Giles B. Jackson, prepares plans for the operation of the division and has been actively at work in further preparation of a program for the most complete and efficient utilization of Negro labor. He acts in conjunction with, and his plans are in part supervised by, the director of Negro Economics.

## SKILLED AND UNSKILLED LABOR.

In May, 1918, the situation with respect to supplying the necessary skilled and unskilled labor to Government plants and private concerns engaged in war work became so acute that special sections—the Skilled Labor Section and the Unskilled Labor Section—were established in the director general's office.

Through the cooperation of the labor organizations and with the assistance of a qualified field staff the Skilled Labor Section was enabled to move a very large number of men from nonessential work to shipyards and plants of Government contractors. When it became apparent that the operations of the draft were removing from industry men that it would be difficult or impossible to replace, arrangements were made for furloughing men of certain trades from the Army into war industry.

On August 1, 1918, the Unskilled Labor Section in accordance with the directions of the Secretary of Labor, took up the work of recruiting all industrial labor for work connected with the war, with the exception of labor for railroads, farms, and projects where less than 100 men are employed.

During the latter part of June, 1918, there was begun the formulation of a system of State advisory boards, community labor boards, and State organization committees—with joint representation of employers, employees, and the United States Employment Service—to assist in the recruiting of unskilled labor for war work and in the further extension of the machinery of the Employment Service throughout the country.

With a view to securing the best possible organization for the functioning of the machinery of the United States Employment Service and the carrying out of the war labor supplying program by centralized administration at Washington and decentralized operation with the State as the unit, a committee of employment experts came to Washington at the invitation of the director general, and with their assistance several changes in the organization of the Employment Service were effected.

In substance, these changes consist of the abolition of the system of 13 employment districts, thereby making the State the unit, and the gradual elimination of the district superintendencies; the centering of responsibility for the field organization on the Federal directors of employment for the States; the institution of uniform methods of office operation; and the realignment of the administrative work at Washington into five divisions, each in charge of a director.

Under this readjustment the director general's office at Washington is now known as the Administrative Offices. The functions of the five divisions mentioned are as follows:

*Control Division.*—Preparation of all general and special orders; supervision of the field organization attached directly to the Administrative Offices; mails and files; general correspondence; reports from the Federal directors for the States and research and statistical work; property and supplies for the Administrative Offices and the field organization; auditing and supervision of expenditures and accounts.

*Field Organization Division.*—Creation and perfection of an efficient system of employment offices in each State; organization of the State advisory boards and community labor boards; supervision of the work of the Public Service Reserve and Boys' Working Reserve; obtaining proper facilities for women's and farm-labor departments in local offices; creation of special departments for such other classes of workers as may need specialized handling.

*Clearance Division.*—Distribution of requests for labor among the States according to their proper share of workers to be furnished; reports concerning the supply of and the demand for workers; reference of orders for help from employers to the Federal directors for the States in which they originate and reference of orders from Federal directors to other localities as necessary; arrangement of transportation details prior to giving information to the Federal directors.

*Personnel Division.*—Appointments and personnel records; developing plans for and supervising the training of employees of the United States Employment Service; developing a classification of occupations and promoting the use of uniform terminology in the Employment Service offices; developing standard tests and supervising their use in the placement work of the Employment Service.

*Information Division.*—Publication of the United States Employment Service Bulletin and other organs of the Employment Service, and a supervision and control of all news matter originating within the administrative offices of the Employment Service.

The following table is a summary of the employment activities for the year, so far as the figures are available, by States. It will be noted that a total of 1,890,593 placements were made, Illinois leading with 294,639, followed by Ohio with 246,232, the State of Washington with 197,413, and California with 183,943.

*Activities of the United States Employment Service during the fiscal year ended June 30, 1918, by States.*

State.	Opportunities.		Applications for employment.		
	Applica- tions for help.	Number applied for.	Number registered.	Number referred.	Number actually placed.
Total.....	750,472	2,993,798	2,381,392	2,440,052	1,890,593
Alabama.....	1,211	24,120	5,268	4,312	3,479
Arizona.....	1,245	5,478	2,351	2,596	2,486
Arkansas.....	1,021	35,818	15,190	12,841	11,966
California.....	118,628	261,181	138,653	219,449	183,943
Colorado.....	29,458	44,811	32,656	33,598	22,607
Connecticut.....	1,829	31,285	36,633	26,361	26,926
Delaware.....	345	15,231	7,742	7,346	6,937
District of Columbia.....	2,982	22,119	18,761	20,959	19,070
Florida.....	186	8,483	8,500	6,712	5,018
Georgia.....	561	16,197	5,697	3,705	2,527
Iaho.....	1,194	4,460	1,750	1,492	1,323
Illinois.....	118,733	421,214	360,255	346,419	294,639
Indiana.....	23,364	39,045	29,081	68,724	35,279
Iowa.....	6,951	22,306	14,666	12,942	8,800
Kansas.....	12,532	21,794	13,130	13,707	11,763
Kentucky.....	(1)	(1)	(1)	(1)	(1)
Louisiana.....	1,403	16,688	3,079	16,161	14,545
Maine.....	37	988	285	158	150
Maryland.....	2,759	34,488	44,390	34,064	26,002
Massachusetts.....	39,706	85,871	90,421	87,255	49,639
Michigan.....	44,126	134,053	125,077	209,143	106,768
Minnesota.....	8,744	31,918	26,438	68,549	40,322
Mississippi.....	77	5,120	2,281	3,711	2,361
Missouri.....	23,931	105,955	79,161	75,176	68,277
Montana.....	311	6,437	6,597	5,681	5,005
Nebraska.....	13,177	45,358	20,076	37,764	19,002
Nevada.....	650	3,118	2,410	1,967	1,779
New Hampshire.....	(2)	(2)	(2)	(2)	(2)
New Jersey.....	23,243	80,617	58,040	54,154	52,799
New Mexico.....	77	36,275	323	140	96
New York.....	34,318	187,925	145,885	116,684	80,546
North Carolina.....	173	521	824	1,541	990
North Dakota.....	1,065	2,111	1,939	1,584	1,431
Ohio.....	1,139	366,896	515,667	319,670	246,232
Oklahoma.....	18,788	38,485	31,103	26,932	23,823
Oregon.....	27,222	83,681	39,223	105,917	68,653
Pennsylvania.....	22,357	197,126	161,088	139,881	132,403
Rhode Island.....	2,372	20,300	16,857	18,533	8,437
South Carolina.....	275	9,737	4,106	3,278	2,950
South Dakota.....	307	4,004	1,489	1,456	1,430
Tennessee.....	1,087	93,064	25,022	21,405	18,666
Texas.....	5,120	45,038	31,680	22,015	18,132
Utah.....	626	2,587	1,795	1,678	1,490
Vermont.....	(3)	(3)	(3)	(3)	(3)
Virginia.....	3,558	9,911	21,428	19,624	16,323
Washington.....	111,433	269,937	139,894	204,449	197,413
West Virginia.....	(4)	(4)	(4)	(4)	(4)
Wisconsin.....	41,435	61,865	79,637	57,349	47,643
Wyoming.....	133	4,382	894	920	523

\*The figures for Kentucky are included in those for old employment district No. VIII, comprising the States of Arkansas, Kentucky, Missouri, and Tennessee.

†The figures for New Hampshire and Vermont are included in those for old employment district No. I, comprising the New England States.

‡The figures for West Virginia are included in those for old employment District No. IV, comprising the States of Ohio and West Virginia.

From the point of view of a public employment service, the mere showing of a great number of placements does not necessarily mean an efficient organization. Many times it is fully as important to keep a man at his regular job as it is to locate him a new job. But when it is considered that during the year nearly two million wage earners were actually placed in positions for which they were qualified and in which their services were greatly needed, the benefit thus accruing to productive and constructive enterprises, as well as to the wage

earners themselves, can not well be expressed in either words or figures.

The authority for the operation of the United States Employment Service for the fiscal year 1919, and for the funds for financing the work, is contained in the sundry civil bill approved July 1, 1918, and is as follows:

To enable the Secretary of Labor, during the present emergency, to furnish such information and to render such assistance in the employment of wage earners throughout the United States as may be deemed necessary in the prosecution of the war and to aid in the standardization of all wages paid by the Government of the United States and its agencies, including personal services in the District of Columbia and elsewhere, heat and light, telegraph and telephone service, supplies and equipment, and printing and binding, \$5,500,000: *Provided*, That no money now or hereafter appropriated for the payment of wages not fixed by statute shall be available to pay wages in excess of the standard determined upon by the War Labor Policies Board.

The appropriation of \$250,000 "to enable the Secretary of Labor to advance to wage earners transportation to such places as may be deemed necessary for the purpose of securing employment in connection with the prosecution of the war," contained in the deficiency appropriation act approved March twenty-eighth, nineteen hundred and eighteen, is continued and made available for the same purposes and under the same conditions for the fiscal year nineteen hundred and nineteen.

## DEPARTMENTAL RECOMMENDATIONS.

### EMPLOYMENT FOR RETURNING SOLDIERS.

The Department looks forward to the day when our victorious soldiers will return to their peaceful and customary pursuits and join once more in the upbuilding through industry of the Nation which they have defended by force of arms. Nor is the Department unmindful of the fact that the overwhelming mass of our armies is drawn from the ranks of wage earners, and that when their military task is done these men will return to the ranks of wage earners. It would be an ungrateful Nation, indeed, which did not deem it its first duty to assure to its returned soldiers honorable and profitable employment. It has been the unfortunate experience of the armies of other nations that gratitude has been too frequently confined to words, and men who have risked their lives have too often been released from military life to find an industrial condition where there were more men than opportunities for work. In consequence, such men have frequently submitted to the humiliation of accepting alms.

The Department, therefore, believes that the problem of providing profitable employment for our returned soldiers is its first duty. To believe otherwise would be to violate the spirit of the organic act of the Department. "The purpose of the Department of Labor,"

says this act, "shall be to foster, promote, and develop the welfare of the wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment."

It is in furtherance of this injunction that the department has created and extended the United States Employment Service. The duties of this service, in brief, are to bring together the manless job and the jobless man. It is therefore contemplated to use its full resources in minimizing such unemployment as shall occur. And, indeed, if there were an equality between the numbers of men wishing employment and the opportunities for employment, this liaison would be sufficient. Even in the most prosperous periods, however, there is a disparity between the actual number of wage earners and the number that our industries can absorb. Under the most favorable circumstances this unemployed surplus is such as to give rise to grave social and industrial problems. So long as this basic condition persists, it is apparent that the mere bringing together of men and jobs is not sufficient. In order to provide for this surplus, we must do more than seek for employment among opportunities already existing. We must correct the disparity itself. Consequently, the Department faces the further duty of creating new opportunities for employment. In accordance with this view, the Department has been for more than three years engaged upon a comprehensive study of the problem of discovering new and profitable opportunities for employment. In the course of its investigations it has availed itself of the expert assistance and advice of many persons in other Departments.

Although the war has intensified the basic problem and introduced certain new factors, it has in no essential respect altered any of the chief elements. Consequently, I believe that the plans already formulated will require extension rather than alteration.

Although novel expedients have been suggested, it has seemed best to proceed in accordance with historical precedents and to pursue a course that is justified by our own experience and by that of other nations.

Such experience, as well as the undoubted necessity for a continuous augmentation of the world's food supply for many years to come, indicates that a more extensive as well as a more intensive use of our natural resources must be made. The soil is and must remain the chief working opportunity for large numbers of the Nation's wage earners. It is therefore desirable and imperative that a comprehensive policy with regard to the public domain be established.

The same problem was before us more than a half century ago. Access to the public domain was provided by the homestead law of 1862 and further privileges extended specifically to soldiers in 1872.

The results of this policy were beneficial in that they provided work for unemployed persons, but such benefits were also accompanied by grave evils. Too frequently the efforts of the settler, who was not inured to the hardships of the frontier or familiar with agriculture resulted in failure. Isolated from his fellows and remote from the advantages of the city, the pioneer achieved only after a long struggle such form of organization as rural life now possesses. Other nations have profited by our bitter experience in this respect and have, in consequence, abandoned homesteading or the method in which the settler is merely provided with a land title and left like Robinson Crusoe to work out his own salvation. For the uncertainties of homesteading there should be substituted an orderly, properly planned scheme of colonization, in which the Federal Government shall establish and equip not only individual farms, but also link them together into organized communities. Rural planning should be brought into play in order to make life in the rural districts attractive and in order to stem the movement from the farms to the cities.

Settlers should likewise be protected from the evils of land speculation. The liberal grants of former years to soldiers were of almost no value to the supposed beneficiaries, because of the speedy transfer to persons who were primarily interested in the resale of such lands at higher prices. Speculation and inflation are evils which it has been found possible to correct in the experience of our associated belligerents. I therefore favor the adoption of some form of tenure which will lay less stress upon titles and more upon actual use by occupants. The absolute tenure does not seem to be well adapted to public colonization since it is useless to the working settler and attractive to the speculator. There are several other forms of tenure including the perpetual leasehold, better adapted for our purposes.

I therefore recommend the early enactment of such legislation as may be necessary to permit the preparation of the public domain for this purpose. Such legislation should provide for the purchase of such privately owned areas as it may be found desirable to add to the public areas.

Nor should our efforts be considered as limited to agriculture. Great areas are, by reason of natural adaptation, necessarily destined for forest uses. The wasteful methods in vogue in the past in the lumber industry have resulted in the practical destruction of our finest forest areas. The policy has been to treat trees as deposits of wood above the surface and of the same nature as mines, which are deposits of mineral below the surface. These deposits have been destroyed one after the other without regard for the needs of the future. At the same time, the industry has been a movable one, operated in the main by men the nature of whose work denies them homes or marriage or even votes. No one who has the interest of



America at heart can look forward with tolerance to the growth or continuance of a body of migratory workers who in the nature of the case must have lower social and moral standards than their fellows and a hatred for the law which they have never known except in its repressive aspect. Happily, the possession of the National Forests gives us an opportunity to apply the principles of colonization to timberlands also. The substitution of scientific silviculture for timber mining will give us an opportunity to establish permanent forest communities where local self-government, marriage, and education are possible.

In presenting these recommendations at this time, I regard it unnecessary to point out further possibilities, of which the foregoing will serve as an example. In setting forth the necessity for land settlement I am not unmindful of the vast numbers who must again find places in our complex industrial organization. It is too early at present to forecast accurately the industrial organization or needs of our Nation after the war. All the properly adapted facilities of the Department of Labor are at present engaged in the study of those problems of reconstruction peculiar to manufacturing and secondary industry; and from time to time I shall have recommendations and conclusions to present based upon such studies. No such doubt, however, exists with regard to primary industry, and I urge early legislation in accordance with the principles laid down in the foregoing paragraphs.

Legislation upon this important subject should include three minimum provisions: (1) Possibilities of commercialized speculation in titles must be guarded against. (2) Colonists must be given access not only to land but to farms, not the bare soil but fully equipped agricultural plants ready to operate. (3) The farms themselves must be welded together into genuine communities by provision for roads, schools, and markets, under the general supervision of the Federal Government.

The primary principle involved is not the use of men for the development of land but the development of land for the use of men. With regard to machinery for putting these provisions into effect, I recommend the organization of a board consisting of the Secretaries of the Departments of Agriculture, Interior, and Labor for the further organization and supervision of the general plan. Regardless of the machinery by which it is put into operation, whatever legislation is granted should recognize the cardinal principle that the natural resources of the Nation are for the common good of all and should be accessible on such terms as to discourage speculation and exploitation and to reward diligence and thrift.

**TEMPORARY ADMINISTRATIVE ASSIGNMENTS.**

Increase of departmental work again adds to the importance of emphasizing the recommendation of the preceding three years (Fifth Annual Report, p. 151), that section 179 of the Revised Statutes be so amended as to empower the President to afford relief through Executive order by adding the following clause:

The officer so authorized and directed in anticipation of vacancy, sickness, or absence shall have authority meanwhile to perform such duties as the head of the department to which the President assigns him shall prescribe.

**SUPERANNUATION AND RETIREMENT.**

Previous recommendations of the department for an equitable system of retirement (Fifth Annual Report, p. 151), one that will best subserve the interests of efficiency and economy and at the same time insure fair financial provision for the old age of Government employees who by long and faithful service have deserved this consideration, are again repeated.

**INCREASE IN PER DIEM IN LIEU OF SUBSISTENCE.**

I also desire to call attention to certain hardships laid upon many persons engaged in travel for the Department. Under the terms of the appropriations granted to the Department, the total amount which can be allowed outright for subsistence is \$4 per diem. This limit was fixed upon originally August 1, 1914.<sup>1</sup> At that time the limitation was quite reasonable and no doubt necessary in order to limit unnecessary extravagance and waste of public funds. Since then, however, there has been a marked increase in the cost of living, and in particular of the two principal items (food and lodging), embraced within the meaning of the term subsistence. The figures of the Bureau of Labor Statistics, which are most conservative, indicate that the cost of foodstuffs during the period since the adoption of the limitation has advanced 63 per cent. Thus the purchasing power, represented by \$4 to-day, is equivalent to only \$2.46 at the time of the adoption of the rule. In consequence faithful employees of the Department find themselves forced to draw upon their own means to make up the deficit between their actual expenditure and the permitted sum. The greater number of these persons are those who are serving the Government at modest salaries, which have not kept pace with the cost of living. They can least afford further drains upon their means. I therefore feel that an increase in the amount allotted for subsistence is imperative and recommend that it be advanced from \$4 to \$6 per diem.

<sup>1</sup>Act August 1, 1914 ch. 223, sec. 13, Stat. 680.

## CONCLUSION.

## ORIGIN OF THE DEPARTMENT OF LABOR.

For convenience of reference at this time, when the functions of the Department of Labor have become exceptionally important in consequence of the war, the following outline of the origin of the Department of Labor is reproduced from my Fourth Annual Report (pp. 127-129):

"Although the Department of Labor is the youngest of the Executive Departments, suggestions and proposals for such a department appear to have been urged continuously since the Civil War. They were so numerous and persistent over the long period intervening between the earliest of them and the creation of this Department, an interval of nearly half a century, as to indicate a steadily strengthening popular demand for some such act of Congress as that under which this Department operates:

*"Early proposals.*—In 1865 a department of the Federal Government with reference to the welfare of wage earners, and with a Secretary in the President's Cabinet to speak for them, was advocated by prominent labor leaders. Their suggestions appear to have been officially adopted in 1865 by labor organizations of that period.

"Probably the only earlier proposal in any wise of similar character was that of a bill introduced in Congress in 1864 by the Hon. Gottlieb Orth, then a Representative from Indiana, for the creation of a 'Department of Industry.'

"Numerous formal measures bearing on the subject were proposed in Congress from that time forward during the following 40 years or more. More than a hundred bills and resolutions anticipating the present Department of Labor and introduced between 1864 and 1902 are summarized at pages 13 to 21 of the public document entitled 'Organization and Law of the Department of Commerce and Labor,' published from the Government Printing Office in 1904 and now out of print.

"In 1867 congressional action was secured, but only on a resolution instructing the Committee on Rules to inquire into the expediency of the creation of a standing labor committee.

"Some of the measures introduced in Congress, both before and afterwards, were more intimately related to the commercial and business side of industrial affairs than to the wage-earning side. Others, however, distinctly anticipated the present Department of Labor and its principal functions.

*"First congressional action.*—Among the latter was a bill, passed by the House of Representatives in 1871, for the appointment of a commission on the subject of wages and hours of labor and the division of profits between labor and capital in the United States. There were also bills for establishing a 'Bureau of Labor,' a 'Labor Bureau in connection with the Department of Agriculture,' a 'Bureau of Labor, with a Commissioner of Labor,' a 'Bureau of Labor Statistics,' a 'Bureau of Labor Statistics in the Interior Department,' and a 'Department of Industry.' None of these bills was enacted. But several others of similar tenor and purpose, introduced at the first session of the Forty-eighth Congress (1883-84) were followed in 1884

by preliminary legislation in the direction of the present Department of Labor.

*“Bureau of Labor.*—Among those bills was one in the Senate for a ‘Bureau of Labor Statistics,’ introduced by Senator Blair. In the House there was one for a ‘Bureau of Statistics of Labor and Industries,’ by Representative Willis; one for a ‘Bureau of Labor Statistics,’ by Representative O’Neill; one for a ‘Department of Labor Statistics,’ by Representative McKinley (afterwards President); one for a ‘Department of Industry,’ by Representative Foran; and one for a ‘Bureau of Labor Statistics,’ by Representative Lamb. Out of these an act was framed. As a result, therefore, of 20 years of agitation over the country and of effort in Congress for a department of the Federal Government especially representative of the interests of wage earners this act, approved June 27, 1884, created a bureau in the Department of the Interior by the name of the ‘Bureau of Labor.’

“That original ‘Bureau of Labor,’ transformed in 1888 into an independent department by the name of the ‘Department of Labor,’ with a Commissioner of Labor as chief, and therefore not of sufficient rank to be called into the Cabinet by the President, was placed in 1903 under the jurisdiction of the Department of Commerce and Labor as the ‘Bureau of Labor.’ It has now come under the jurisdiction of this department as the ‘Bureau of Labor Statistics.’

*“Department of Commerce and Labor.*—Meanwhile the original agitation for a Department of Labor with a Secretary of Labor in the President’s Cabinet continued. In 1885 Representative Weaver introduced a bill for an executive Department of Labor with a Secretary of Labor. Gen. Weaver’s bill was referred to the Committee on Labor and got no farther; but during the next 18 years several bills having the same or a similar purpose were introduced, and at the end of that time substantial legislative progress was made.

“In form these bills were of considerable variety, although their purpose appears to have been much the same, and some were in title quite like some of those introduced during the period preceding the creation of the original Bureau of Labor. Among them were bills to establish, respectively, a ‘Department of Agriculture and Labor,’ a ‘Department of Industry and Bureau of Labor,’ a ‘Department of Labor,’ a ‘Department of Agriculture and Industry,’ and a ‘Department of Industries.’ None was enacted.

“During this second period, however, several bills of a somewhat different character and purpose were introduced which ultimately played an important part in the creation of the present Department of Labor. Whatever the title any of them may have borne, the object of all was a ‘Department of Commerce.’ These proposals for an executive department in the interest of commercial business being finally blended with those for an executive department in the interest of the welfare of wage earners, the Department of Commerce and Labor was created by act of Congress approved February 14, 1903.

*“Department of Labor.*—For 10 years thereafter the welfare of wage earners of the United States was consequently intrusted to an executive department designed to represent the interests also of employers. This amalgamated representation of interests that are at times in serious conflict proved unsatisfactory, and an executive department the same in principle as that which had for nearly half a

century been urged in the interest of wage earners was demanded with greater popular emphasis than before, and after 10 years, the Department of Commerce and Labor being transformed into the Department of Commerce, the present Department of Labor was created by the act of Congress of March 4, 1913, entitled 'An act to create a Department of Labor.'

"All functions relating more especially to the business side of industrial problems were by that act assigned to the Department of Commerce; the Department of Labor was more especially charged with those that relate to the welfare of wage earners."

#### ORGANIC ACT OF THE DEPARTMENT OF LABOR.

Formal organization of the Department of Labor began with the date of its creation, March 4, 1913, under the following organic act approved that day:

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That there is hereby created an executive department in the Government to be called the Department of Labor, with a Secretary of Labor, who shall be the head thereof, to be appointed by the President, by and with the advice and consent of the Senate; and who shall receive a salary of \$12,000 per annum, and whose tenure of office shall be like that of the heads of the other executive departments; and section one hundred and fifty-eight of the Revised Statutes is hereby amended to include such department, and the provisions of title four of the Revised Statutes, including all amendments thereto, are hereby made applicable to said department; and the Department of Commerce and Labor shall hereafter be called the Department of Commerce, and the Secretary thereof shall be called the Secretary of Commerce, and the act creating the said Department of Commerce and Labor is hereby amended accordingly. The purpose of the Department of Labor shall be to foster, promote, and develop the welfare of the wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment. The said Secretary shall cause a seal of office to be made for the said department of such device as the President shall approve and judicial notice shall be taken of the said seal.

SEC. 2. That there shall be in said department an Assistant Secretary of Labor, to be appointed by the President, who shall receive a salary of \$5,000 a year. He shall perform such duties as shall be prescribed by the Secretary or required by law. There shall also be one chief clerk and a disbursing clerk, and such other clerical assistants, inspectors, and special agents as may from time to time be provided for by Congress. The Auditor for the State and Other Departments shall receive and examine all accounts of salaries and incidental expenses of the office of the Secretary of Labor and of all bureaus and offices under his direction, and all accounts relating to all other business within the jurisdiction of the Department of Labor, and certify the balances arising thereon to the Division of Bookkeeping and Warrants and send forthwith a copy of each certificate to the Secretary of Labor.

SEC. 3. That the following-named offices, bureaus, divisions, and branches of the public service now and heretofore under the jurisdiction of the Department of Commerce and Labor, and all that pertains to the same, known as the Com-

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

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

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

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

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

SEC. 7. That there shall be a Solicitor of the Department of Justice for the Department of Labor, whose salary shall be \$5,000 per annum.

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

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

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

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

#### GENERAL POLICIES.

The policies pursued by the Department from the time of its creation under the above act were described in the Fourth Annual Report (pp. 132, 133) as follows:

“The Department of Labor was created in the interest of the wage earners of the United States. This is expressly declared by the organic act. ‘The purpose of the Department of Labor,’ as that act reads in its first section, ‘shall be to foster, promote, and develop the welfare of the wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment.’”

"There is, of course, no authority in that declaration to foster, promote, or develop for wage earners any special privileges; but the inference is irresistible that Congress did intend to conserve their just interests by means of an executive department especially devoted to their welfare.

*"Organized and unorganized labor.*—Nor is there any implication that the wage earners in whose behalf this Department was created consist of such only as are associated together in labor unions. It was created in the interest of the welfare of all the wage earners of the United States, whether organized or unorganized.

"Inasmuch, however, as it is ordinarily only through organization that the many in any class or of any interest can become articulate with reference to their common needs and aspirations, the Department of Labor is usually under a necessity of turning to the labor organizations that exist and such as may come into existence for definite and trustworthy advice on the sentiments of the wage-earning classes regarding their common welfare. Freely as conferences with unorganized wage earners are welcome, official intercourse with individuals as such has practical limits which organization alone can remove. Manifestly, then, the Department of Labor must invite the confidence and encourage the cooperation of responsible labor organizations and their accredited officers and committees if it is to subserve its prescribed purpose through an intelligent and effective administration of its authorized functions.

*"Fairness to all interests.*—While the Department of Labor sustains friendly relations with labor organizations, as in the interest of all wage earners and of the general welfare it ought to do, nevertheless this attitude must not be exclusive. Similar relations with unorganized wage earners, and also with employers and their organizations to the extent to which they themselves permit, are likewise a duty of the department.

"The great guiding purpose, however—the purpose that should govern the Department at every turn and be understood and acquiesced in by everybody—is the purpose prescribed in terms by the organic act, namely, promotion of the welfare of the wage earners of the United States.

"In the execution of that purpose the element of fairness to every interest is of equal importance, and the Department has, in fact, made fairness between wage earner and wage earner, between wage earner and employer, between employer and employer, and between each and the public as a whole the supreme motive and purpose of its activities. The act of its creation is construed by it not only as a law for promoting the welfare of the wage earners of the United States by improving their working conditions and advancing their opportunities for profitable employment, but as a command for doing so in harmony with the welfare of all industrial classes and all legitimate interests and by methods tending to foster industrial peace through progressively nearer realizations of the highest ideals of industrial justice."

There has been no deviation from these principles during the war. Not only has the experience of the Department during the past year demonstrated their wisdom but much has been done to establish agen-



cies for their further application. In no respect has the justice of the Department's position been so amply shown as in the case of its policies with regard to the right of wage earners to organize and with regard to the corollary right of collective bargaining. In the past the right of wage earners to organize has been conceded by some employers, but vigorously denied by others. In the case of many very large employers of labor the organization of trade-unions on the part of wage earners was a cause for dismissal. It was feared by employers who opposed labor organization that if such organizations were permitted in their establishments, unreasonable and excessive demands upon the employer would follow. On the other hand, the experience of the Department indicates that in the past the most disastrous and long-continued strikes had occurred in trades and in plants where there was practically no organization.

The fixed policy of the Department has always been to acknowledge the right of both employers and wage earners to organize and to use its influence against abuse of organization by either side. Upon this theory the Conciliation Service of the Department has always operated. Where both sides to a controversy have attained such a form of organization that they can send responsible delegates to confer with each other, there has always been not only a possibility but almost a certainty of agreement. On the other hand, when wage earners are unorganized and there is no one to whom authority to speak for them can be delegated, it is evident that they can neither bargain nor be bargained with. Almost insuperable obstacles arise in such cases. The absence of organization means the absence of a medium through which the workers en masse can discuss their problems with their employers. The denial of this organization is the denial of the only means of peaceable settlement they have. Whether or not so intended, the result of refusal on the part of the employing interest to recognize the right of labor to organize is to force the development of labor organizations of a revolutionary or even of a lawless type.

It is felt, however, that the rights of organization and of collective bargaining are no longer in dispute, since they have been formally adopted both by employers and by wage earners through the National War Labor Board. This agreement between two hitherto conflicting elements is presumably temporary in nature, but there is no good reason why it should not be regarded as permanent. If the principles upon which that agreement was founded can endure the stress of war, it is fair to suppose that even greater success will attend their application during the calmer periods of peace.

The war has demonstrated that American patriotism is not restricted to any section of the country nor to any class or group of

individuals nor to any stratum of society. The great need for sacrifice for the common good engendered by the war has impelled both employers and wage earners to lay aside old prejudices, old suspicions, and old hatreds. Both laborer and employer have done this in supreme measure during the past year. In continuance of that spirit of cooperation lies hope for a further attainment and development during the days of peace of that democracy for which we have taken up arms.

W. B. WILSON,  
*Secretary of Labor.*



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**REPORT**  
**OF THE**  
**COMMISSIONER OF LABOR STATISTICS**

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# REPORT OF THE COMMISSIONER OF LABOR STATISTICS.

U. S. DEPARTMENT OF LABOR,  
BUREAU OF LABOR STATISTICS,  
*Washington, August 22, 1918.*

SIR: I submit herewith my report on the work of the Bureau of Labor Statistics for the fiscal year ended June 30, 1918. Although the number of publications issued during the year exceeded the number issued in the preceding fiscal year by only two, the number of pages printed exceeded the number printed in the fiscal year 1917 by 4,503.

At the end of the fiscal year 1918 there had been received from the Government Printing Office 21 bulletins, 12 numbers of the Monthly Review, and a report entitled "British Industrial Experience During the War," printed as a Senate document.

Five other bulletins were completed, but it was impossible to issue them before the close of the year because the printing fund allotted to the bureau was exhausted. The 34 publications issued contained 10,671 pages of printed matter, 38 photo-engravings, 56 charts, 13 outline drawings, and 2 folders.

The number of pages of printed matter issued by the bureau for the fiscal years 1910 to 1918 is given in the statement following:

Fiscal year ended—	Pages.
June 30, 1910-----	2,822
June 30, 1911-----	8,418
June 30, 1912-----	7,106
June 30, 1913-----	7,040
June 30, 1914-----	3,456
June 30, 1915-----	8,154
June 30, 1916-----	7,494
June 30, 1917-----	6,168
June 30, 1918-----	10,671

## BULLETINS ISSUED DURING THE FISCAL YEAR 1918.

In the series "Wholesale prices" one bulletin was issued. This bulletin (No. 226) covers the period 1890 to 1916, thus continuing the statistics on wholesale prices published annually by the bureau since 1902.

One bulletin continuing the regular series "Retail prices and cost of living" was published. This bulletin (No. 228) gives the actual sale prices during 1916 of 28 articles of food and textiles, 2 kinds

of anthracite coal, bituminous coal, and gas. The prices per loaf of bread, together with the scaling weights of dough before baking and the price of bread per pound, are also shown.

In the series "Wages and hours of labor" five bulletins were issued. Besides showing wages, hours, and conditions of labor, full descriptions of the principal occupations are set forth in Bulletin No. 204 on street railway employment, No. 218 on the iron and steel industry, 1907 to 1915, No. 225 on lumber, millwork, and furniture industries, 1915, and No. 239 on cotton goods manufacturing and finishing, 1916. Bulletin No. 225 also shows the productivity and cost of labor in lumbering and sawmilling occupations. No. 214 gives the union scale of wages and hours of labor prevailing on May 15, 1916, in the principal trades and occupations in 48 important industrial cities in the United States.

Of the three bulletins issued in the series on "Employment and unemployment," No. 220 is a report of the proceedings of the fourth annual meeting of the American Association of Public Employment Offices, held in Buffalo, N. Y., July 20 and 21, 1916; No. 227 gives the proceedings of the Employment Managers' Conference at Philadelphia, Pa., April 2 and 3, 1917; and No. 235 presents the results of a study of the employment system of the Lako Carriers' Association.

In the series "Women in industry" one report (No. 215) was published. This bulletin gives the industrial experience of trade-school girls in Massachusetts, obtained in an inquiry made with the object of ascertaining the extent to which the trade school can equip a girl as an efficient industrial worker.

Two bulletins in the series on "Workmen's insurance and compensation (including laws relating thereto)" were issued. No. 212 contains the proceedings of the conference on social insurance held at Washington, D. C., December 5 to 9, 1916, and No. 217, entitled "Effect of workmen's compensation laws in diminishing the necessity of industrial employment of women and children," gives interesting facts showing how accident compensation enables widowed mothers to hold their families together and spares both mothers and children much unsuitable labor.

Three bulletins were issued in the "Industrial accidents and hygiene series." No. 209, "Hygiene of the printing trades," treats of poisoning by lead and other toxic substances used in printing. No. 216, "Accidents and accident prevention in machine building," is particularly timely because of the speeding up in industry on account of the war, and the consequent increase in accident hazards. No. 230 is the fourth of a group of bulletins published by the bureau at the request of the Council of National Defense. This bulletin is a reprint of the reports and memoranda issued by the British Health of Munition Workers Committee relating to industrial efficiency and fatigue in British munition factories.

In the series "Labor laws of the United States (including decisions of courts relating to labor)" three bulletins were published. Two relate to legislation, No. 213 reproducing labor legislation of 1916 and No. 229 treating fully wage-payment legislation in the United States. No. 224 is the fifth in the series presenting decisions of courts affecting labor, and covers those decisions published during 1916.

Because of the intimate effect upon labor problems of the conduct of the war, the bureau has begun a new series, "Labor as affected by the war." Bulletin No. 237 is a reprint of the reports of the British Commission of Inquiry into Industrial Unrest, and the interim report of the Reconstruction Committee on joint standing industrial councils, which deal in a vital way with labor problems growing out of the war. No. 230, "Industrial efficiency and fatigue in British munition factories," is listed in the series on "Industrial accidents and hygiene," as well as the series above. In the "Miscellaneous" series, Bulletin No. 242 gives information regarding the food situation in central Europe in 1917, as obtained from complete files of a considerable number of leading daily papers of central European countries, particularly of Germany.

Listed according to serial numbers, the bulletins issued during the fiscal year 1918 are as follows:

- No.
- 204. Street Railway Employment in the United States.
  - 209. Hygiene of the Printing Trades.
  - 212. Proceedings of the Conference on Social Insurance Called by the International Association of Industrial Accident Boards and Commissions.
  - 213. Labor Legislation of 1916.
  - 214. Union Scale of Wages and Hours of Labor, May 15, 1916.
  - 215. Industrial Experience of Trade-School Girls in Massachusetts.
  - 216. Accidents and Accident Prevention in Machine Building.
  - 217. Effect of Workmen's Compensation Laws in Diminishing the Necessity of Industrial Employment of Women and Children.
  - 218. Wages and Hours of Labor in the Iron and Steel Industry, 1907 to 1915.
  - 220. Proceedings of the American Association of Public Employment Offices, Fourth Annual Meeting.
  - 224. Decisions of Courts Affecting Labor, 1916.
  - 225. Wages and Hours of Labor in the Lumber, Millwork, and Furniture Industries, 1915.
  - 226. Wholesale Prices, 1890 to 1916.
  - 227. Proceedings of the Employment Managers' Conference, Philadelphia, Pa., April 2 and 3, 1917.
  - 228. Retail Prices, 1907 to December, 1916.
  - 229. Wage-Payment Legislation in the United States.
  - 230. Industrial Efficiency and Fatigue in British Munition Factories.
  - 235. Employment System of the Lake Carriers' Association.
  - 237. Industrial Unrest in Great Britain.
  - 239. Wages and Hours of Labor in Cotton Goods Manufacturing and Finishing, 1916.
  - 242. Food Situation in Central Europe, 1917.

Senate Document No. 114 is a report giving the record of Great Britain's experience in legislating and in carrying into effect its legislation in war time; in matters affecting employers, workmen, and output in so far as these are interdependent. The compilation and digesting of the laws, rules, orders, circulars, and reported appeals from munitions tribunals which appear in the two volumes was done by persons not connected with the Bureau of Labor Statistics, but the task of classifying the large amount of material and arranging it for publication, as well as the reading of the proof, was performed by employees of this bureau.

#### MONTHLY REVIEW.

In the three years of its existence the Monthly Review has come to be recognized as the authoritative periodical dealing with matters of current interest relating to labor. During the fiscal year covered



by this report the importance of labor in the war has become increasingly prominent. The increase in the number of pages in the Monthly Review from 1,886 in 1917 to 2,954 in 1918 is due in greatest part to the publication of important current matter relating to labor in the war.

#### SUBJECTS TREATED IN THE MONTHLY REVIEW.

Many special articles and brief reports of original investigations appear in the Monthly Review, and through it the public is kept in close touch with the activities of the Bureau of Labor Statistics and other governmental bureaus and offices which deal with labor matters. The regular monthly statement of the employment work carried on by the several Federal and State employment offices has been supplemented in later issues of the Monthly Review by the rates of wages paid to workers placed in employment by these offices. The summary of the conciliation work done by the Department of Labor and also the statistics of immigration appear each month.

Reviews of the work carried on by the State labor bureaus and other State agencies which deal with labor matters and digests of the reports of workmen's compensation commissions, of minimum-wage commissions, and of State arbitration boards, are given, and legislation of the several States and decisions of courts relating to labor summarized and analyzed in the several numbers.

Series of articles along various lines specially important to labor because of conditions created by the war have appeared in the Monthly Review during the last year. They treat of the following subjects: "Cost of living in the District of Columbia," presenting the results of investigations by the bureau covering 2,110 family budgets and 677 wage-earning women, and also a dietary study of 31 families; cost of living at various centers where ships are being constructed for use in the war, being material secured for the use of the Labor Adjustment Board of the United States Shipbuilding Corporation; industrial poisoning in munition works and in the "doping" of airplane wings; trade agreements in the women's clothing industries of New York, Philadelphia, Chicago, Cincinnati, St. Louis, and Boston, in the men's clothing industry of New York, and in the stove industry; housing for employees; welfare work for employees; workmen's compensation, with special reference to accident prevention and rehabilitation and reeducation of injured workmen; and wages and the food situation in Germany. Other articles of special importance are the following: "Can serious industrial accidents be eliminated?" "Trend of accident frequency rates in the iron and steel industry during the war period," and "Increase in industrial insurance accident mortality during 1916"—particularly important because of the greater liability to accident due to the present speeding up of industry; "Productivity of labor in the anthracite coal mines," pertinent because of the serious coal situation; "Methods of meeting the demands for labor," "Mobilizing and distributing farm labor in Ohio," and "How the United States Employment Service is mobilizing workers"—all relating to the present need for workers, and how it is being met; "Wages and hours of labor in the iron and steel industry, September, 1917, compared with May, 1915," continuing in a summary form statistics for this industry; "Effect of railway na-

tionalization on wages, hours, and transportation rates," especially interesting because of the taking over of the railroads by the Government; "Women street railway employees," "Effect of the war upon employment of women in England," "Women in the munition trades in Great Britain," and "Some considerations affecting the replacement of men by women workers"—all relating to the entrance of women into industry because of the war; "Labor turnover of seamen on the Great Lakes," and "Freight handlers on passenger-freight steamers on the Great Lakes"—treating of one phase of the shipping question; "The soldier, the worker, and the land's resources," relating to the problem of placing the soldier and the worker after demobilization; "Progress of food and fuel control in the United States," showing what has been done along this line. Other articles dealing with various phases of the subject of labor as affected by the war have also been published.

Summaries of the trade agreement between the Contracting Bricklayers' Association and Bricklayers' Union No. 18, and that between the Children Shoe Manufacturers' Association of New York (Inc.) and the Children Shoe Workers' Union have been printed, and the following new wage scales and awards as to wages in war industries published: New wage scale for Anaconda Mining Co.; wage increases in United States navy yards; wage scale for Alabama coal mines; labor award in packing-house industries; recent awards of Shipbuilding Labor Adjustment Board; wage rates for Army construction work; and order of Director General of Railroads fixing wages of railroad employees.

During the year summaries of the proceedings of the following conventions and conferences have appeared in the Monthly Review: Tenth annual meeting of the National Society for the Promotion of Industrial Education, at Indianapolis; third and fourth annual meetings of the International Association of Industrial Accident Boards and Commissions, at Columbus, Ohio, and Boston, Mass.; fourth annual meeting of the American Association of Public Employment Offices, at Buffalo, N. Y.; sixth national housing conference, at Chicago; sixth congress of the National Safety Council, at New York City; third conference of employment managers, at Philadelphia; fifth annual meeting of the American Association of Public Employment Offices, at Milwaukee; thirty-seventh annual convention of the American Federation of Labor, at Buffalo; first and second annual New York State industrial congresses, at Syracuse, N. Y.; twenty-first annual convention of the International Seamen's Union of America, at Buffalo; convention of the National Society for the Promotion of Industrial Education, at Philadelphia; conference of safety engineers of the United States Government establishments, at Norfolk Navy Yard; national conference of employment managers, at Rochester, N. Y.; and industrial service conference, at Milwaukee.

Retail and wholesale prices of food commodities and retail and wholesale price changes are published each month in the Monthly Review, and yearly retail prices for gas and coal are also printed. Various phases of the labor situation in this and foreign countries as affected by the war, such as working conditions in war industries, the replacement of men in industry by women, rehabilitation and

reeducation of disabled soldiers, distribution of labor, etc., are considered in detail. Current information as to the various Government war boards and bureaus dealing with labor matters and their personnel and work is published each month.

### REPORTS TRANSMITTED BUT NOT PUBLISHED.

In addition to the 34 publications issued (21 bulletins, 12 numbers of the Monthly Review, and the report printed as a Senate document) there were 5 bulletins completed, but which, as previously stated, it was impossible to have printed in time for delivery before the close of the fiscal year. Of these bulletins the first (No. 231), containing 450 pages, relates to mortality from respiratory diseases in dusty trades; the second (No. 232), of 169 pages, gives wages and hours of labor in the boot and shoe industry, 1907 to 1916; the third (No. 234), of 299 pages, discusses the safety movement in the iron and steel industry, 1907 to 1917; the fourth (No. 238), of 154 pages, gives wages and hours of labor in woolen and worsted goods manufacturing, 1916; and the fifth (No. 240), is a comparison of workmen's compensation laws of the United States up to December 31, 1917. Seven additional bulletins were sent to the Government Printing Office before July 1, on three of which the proof reading had been practically finished. The subjects covered by the seven bulletins are as follows:

No.

- 233. The Industrial Disputes Investigation Act of Canada.
- 236. Effect of the Air Hammer on the Hands of Stonecutters.
- 241. Public Employment Offices in the United States.
- 243. Workmen's Compensation Legislation of the United States and Foreign Countries, 1917 and 1918.
- 244. Labor Legislation of 1917.
- 245. Union Scale of Wages and Hours of Labor, May 15, 1917.
- 246. Decisions of Courts Affecting Labor, 1917.

### STUDIES IN PROCESS.

In addition to articles that have already appeared in the Monthly Review as to the cost of living in various shipbuilding districts, there remain to be published data for two other districts. On a number of subjects material not yet published has been secured by the bureau. These subjects embrace data as to the results of certain permanent disability accidents as found from the records of casualty companies; a detailed report relative to preventable deaths in the cotton industry; a survey of the cloak, suit, and skirt industry of Cleveland, Ohio; standard classifications and descriptions of occupations in essential industries; an investigation of labor conditions in the copper-mining industry; the collection of considerable material on vocational reeducation of wounded soldiers; methods of colonization of farm lands by soldiers and others; a detailed report of the slaughtering and meat-packing industry; a study of the wages and hours of labor of New York Harbor employees and of American seamen generally. Studies have also been made of labor conditions of women and children in various munition plants. Considerable information has also been collected as to labor turnover, the migration of labor, and strikes and lockouts. The report on welfare work, which is an amplification and extension of articles in the Monthly Review, is

nearing completion, as is also the report on industrial housing in the United States, which is a similar extension of Monthly Review articles on the subject. In continuation of studies of trade-union benefit funds and sickness record cards of benefit associations in the United States, considerable work has been done, with a view to the working out of disability rates based on a study of records of a very large number of accident and sickness disability cases as taken from the total membership list of one of the largest workmen's societies. The morbidity records of another large benefit association are also being worked up. Studies of occupational diseases have been practically continuous through the year, and inquiry into the effects of TNT poisoning on the health of workers in munition factories has been the most intensive of these studies.

Respectfully,

ROYAL MEEKER,  
*Commissioner of Labor Statistics.*



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**REPORT**  
**OF THE**  
**COMMISSIONER GENERAL OF IMMIGRATION**

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**REPORT**  
**OF THE**  
**COMMISSIONER GENERAL OF IMMIGRATION.**

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UNITED STATES DEPARTMENT OF LABOR,  
BUREAU OF IMMIGRATION,  
*Washington, June 30, 1918.*

SIR: As in practically every other governmental activity, the one outstanding, all-pervading, and overshadowing item during the past year consists of the fact that the United States Government has been exerting its energies of every kind and in every direction toward performing its necessarily great part in the winning of the most gigantic conflict that the world has ever known, the war which is to determine whether autocratic or democratic forms of government are to prevail upon the face of the earth. In submitting this report, therefore, the bureau points with, it is believed altogether pardonable, pride to the part, humble in appearance perhaps, but it believes of some considerable importance in ultimate results, which it has been privileged to take during the past year in activities bearing directly or indirectly upon the conduct of the war. While the new immigration statute, which became effective on May 1, 1917, was enacted about six weeks before it was positively known that the United States would have to enter the conflict, and while, therefore, the provisions of the law can not be said to have been intended as war measures, nevertheless that law has proved in many respects so valuable a means of handling problems created directly or indirectly by the war that it would be difficult to imagine how the progress that has been made could have been attained without its assistance.

Immigration, already reduced during the fiscal years 1915, 1916, and 1917 by the existence of the conflict in Europe to proportions averaging only about one-third those averaged in each of the years of the preceding decade, has been further materially reduced by the entry of the United States into the conflict. During the past year only 110,618 immigrant aliens entered the United States, and, as 94,585 aliens left this country during the same period the net addition to our population through such immigration amounted to practically nothing. It would be a mistake to suppose, however, that the work of the Bureau of Immigration and the Immigration Service at large, even when viewed wholly from the aspect of the handling of immigration, has been very materially reduced by this falling off in numbers. It has been pointed out in previous reports that from the outbreak of the war in August, 1914, it became impossible to handle immigration business along the well-defined and well-understood lines that had been established in previous years under conditions of peace. Formerly, it was possible to systematize, and to a certain extent to stereotype, methods of procedure owing to the large number cases of a like nature, but with the changes produced by the war



it became necessary to ignore established lines of operation, as each case became a special one as conditions changed and circumstances arose affecting the conduct of immigration business. Consequently the bureau has found itself confronted with a situation where (making due allowance for the fact that the standing machinery and overhead expenses of the service had to be continued at the various ports for the handling of a small immigration in substantially the same condition as when a large immigration was arriving) it has constantly had to devise new ways and means of disposing of current matters, and where often, almost as soon as it reached the belief that a permanent method had been devised to meet a situation, circumstances would alter and new methods would have to be invented.

Adding to the above-described situation with respect to immigration matters properly so designated the circumstance that the bureau and the service at large have been found to be the ready and efficient governmental machinery with which to carry on many activities that did not exist in times of peace, but which have arisen in times of war and are more or less connected with immigration matters, it can easily be understood that the past has been the busiest year in the history of this bureau.

#### **THE BUREAU'S MOST IMPORTANT WAR ACTIVITIES.**

Under this heading the bureau desires to discuss and to present briefly some facts concerning enterprises in which it has been engaged simply and solely because of the entry of the United States into the great conflict, leaving to later pages of this report a discussion of that part of its work which would have been carried on even if the year had been one of peace.

#### **PROMULGATION AND ENFORCEMENT OF PASSPORT REGULATIONS.**

Within a few weeks after the declaration of war it became apparent that the United States must protect itself against plans and schemes of the enemy involving the use of agents and spies and that to do this would require a careful investigation and scrutiny of persons entering and leaving this country, whether through seaports or across the Mexican boundary. On July 26, 1917, the Secretary of State and the Secretary of Labor issued a "joint order requiring passports and certain information from aliens who desire to enter the United States during the war." This joint order and the regulations issued by the Department of State which accompanied it were the result of thought and labor devoted to the subject of properly supervising all aliens coming to this country during the continuance of the war, from the point of view above mentioned, given to the matter by the Bureau of Citizenship of the Department of State and the Bureau of Immigration. The order and regulations, it was recognized, were of a makeshift character. They were issued and promulgated as a prompt method of meeting the situation in the best way possible pending the procurement from Congress of a special law upon which more drastic and better rules concerning the subject might be based; and simultaneously with their preparation steps were taken to bring the subject clearly and prominently to the attention of Congress, in which the several departments interested in the "intelligence" work of the Govern-

ment took part, with the result that on May 22, 1918, an act passed by Congress was approved by the President and that at the date of this report a proclamation and detailed regulations based thereupon are about to be issued to take the place of the joint order and regulations above described. That "makeshift," however, proved fairly effective of the purpose it was intended to accomplish, and it is felt that the results attained in the protection of the country against the machinations of the enemy have been well worth the enormous amount of labor, trouble, and expense which devolved upon both of the directly interested departments in the devising of the plan and in executing it during the many months when but for its preparation the entry of alien enemies and spies into our midst would have been very easy of accomplishment.

With the impending issuance of the proclamation and new regulations, the work of the bureau and Immigration Service will be further increased; for it has been deemed advisable that the participation of immigration officers in the execution of those regulations shall be greater and much more far-reaching than was their participation in the enforcement of those superseded thereby. It is believed also that the powers conferred by the passport law, added to the experience gained in the conduct of this important matter under rules devised by the executive departments for temporary use pending the procurement of a law, will reduce the matter to almost ideal shape; so that it is hoped that even better results will hereafter be attained than those accomplished in the past.

#### SEAMEN FOR THE MERCHANT MARINE.

In two particular respects has the bureau been brought into contact with the important subject of manning the merchant vessels sailing out of ports of this country and keeping them manned. In this connection, the provisions of the new immigration law (secs. 31-36) relating specifically to alien seamen have proved to be a godsend; as has also the seamen's act (38 Stat., 1164). In reporting the bill which became the immigration act, the Committee on Immigration of the Senate expressed the intention that the Secretary of Labor should, in promulgating rules for the enforcement of said provisions, adopt methods that would make it possible for them to operate in the manner intended by the immigration law and at the same time not to interfere with the operation of the seamen's act, passed a short while previously.

As one of the main purposes of the seamen's act is to permit skilled laborers who follow the sea to enjoy while in ports of this country the same privilege that is enjoyed by skilled laborers in other occupations of offering their services fully and freely to the highest bidder, and as the underlying purpose of the immigration act is to prevent any alien not clearly admissible from landing or remaining in the United States, the bureau was confronted with a task of no little difficulty to devise regulations that would make both laws operate fairly and satisfactorily. Approaching the subject in the light of previous experience and availing itself of counsel and advice from every possible source, the bureau devised rule 10, the "Seamen's Rule," of the immigration regulations. It was anticipated that the rule

was more or less experimental and that changes would probably have to be made therein from time to time. This anticipation was realized, and on April 18, 1918, the rule was re-promulgated in a somewhat extensively amended form.<sup>1</sup> In publishing the amended rule, the bureau called attention to the various laws and regulations affecting seamen, in order to give immigration officers and all others concerned a clear conception of their duties and responsibilities in the handling of seamen. With the re-promulgation of the rule, the bureau selected one of its most experienced field officers and detailed him to the duty of proceeding from port to port and bringing about a uniform and efficient enforcement thereof. (See report of the special officer, forming a part of Appendix III hereto.) This has already worked a marked improvement in the administration, and further good results will undoubtedly accrue. It has been demonstrated that the immigration law can be so enforced as to prevent inadmissible and undesirable aliens from entering this country in the guise of seamen and remaining here in violation of the very spirit and intent of the immigration law, and at the same time allow the principle of the seamen's act above described to have reasonable force and application; while, incidentally, the enforcement of the regulations, it is believed, will operate in the course of time materially to improve conditions of health among seamen through provisions which have been made for treating and curing those who arrive in our ports afflicted with diseases of various kinds, thereby placing them in a condition of health when they resume their occupation and greatly raising the standard of health among the members of the calling generally.

During the course of the year pressure has been brought to bear from many sources and in various ways with a view to inducing the bureau and department to deviate from their fixed policy with regard to the seamen's act and the sections of the immigration act that relate especially to seamen; but insistence upon the principles underlying those acts, it is believed, has resulted in materially aiding the maintenance of the supply of seamen so badly needed at this particular juncture. It has been demonstrated, to the bureau's satisfaction at least, that the best method of keeping seamen in their calling is not the old one of treating them as slaves or fugitives and compelling them to remain aboard the vessels on which they arrive in our ports and to sail therewith, but consists rather in the cultivation among the men of that consciousness of self and self-respect which arise from being accorded treatment of the kind to which human beings are entitled, of being regarded as free men, and which consists further in bringing about conditions on the ships and among the men tending to encourage them to follow the ancient and honorable calling of the sailor rather than to desert the ships and take up more lucrative and less dangerous employment ashore.

The foregoing is a brief and very inadequate statement of the bureau's work of a direct nature bearing upon the handling of seamen. The other respect in which the bureau has been brought into contact and been enabled, it is believed, to render some assistance, in the matter of keeping old ships supplied and manning new ships as launched, arises out of the following circumstances:

<sup>1</sup> See Bureau of Immigration circular of said date, entitled, "In re laws and regulations affecting seamen, especially in their relations to the immigration law and rules, the recently passed espionage act, and the proposed passport law."

In August, 1917, the Secretary of Commerce and the Secretary of Labor, acting jointly, called a conference in Washington of the steamship interests and the various unions of seafaring men, in which conference the United States Shipping Board was invited to participate, the object being to devise ways and means of encouraging men to go to sea and of inducing those who had previously followed seafaring pursuits and left them to return to the sea. The Commissioner General of Immigration and the law officer of the bureau were designated by the Secretary of Labor as members of that conference. The conference held morning and afternoon sessions on August 1 and 2, with the result that a committee was appointed by the joint chairman composed of a representative from each of the interested departments and the Shipping Board, and three representatives from the shipping interests and the seamen's unions, respectively. This committee met in due course, the representative of the Department of Commerce was unanimously selected as its chairman, and the representative of the Department of Labor by unanimous consent acted as its secretary. The main results of that committee's efforts were two: (a) Agreement between the shipping interests and the seamen's unions upon a scale of wages for the various classes of seafaring men sailing on vessels out of Atlantic and Gulf of Mexico ports, such schedule to remain in force for a year; and (b) agreement between all of the interested Government agencies, the shipping interests, and the seamen's unions upon the adoption and publication of a "Call to the Sea," to be used for the purpose of making a definite and concerted appeal by all concerned to young men to enter the seafaring vocations and to older men who have had previous seafaring experience to return to their old occupation. For particulars with regard to the work of this committee, see the report thereof, which constitutes part of Appendix III of this report.

In May, 1918, the United States Shipping Board called a conference of the shipping interests and seamen's unions, similar to the one of the previous August, and invited the Secretaries of Commerce and Labor, respectively, to send representatives. The law officer of the Bureau of Immigration was selected by the Secretary of Labor as the representative of his department in that conference. Sessions were held daily from April 29 to May 4, a large number of subjects of interest to the shipping companies, the seamen, and the Shipping Board being discussed in regular order, and such of them as could not be disposed of in the conference were referred to a committee of five, authority for the appointment of which was given the chairman of the conference at an early stage in its proceedings. This committee of five was to consist of a representative of the Shipping Board and of two representatives each from the shipping companies and the seamen's unions. The latter, however, paid the Department of Labor the very high compliment of sacrificing one of their positions on the committee in order that the representative of the Department of Labor might be placed thereon instead. The committee has been meeting from time to time since the close of the conference, and has accomplished much valuable work along the lines intended when it was appointed. Its principal accomplishments have been the securing of a better understanding by various draft boards of the application to seafaring men of the Provost Marshal General's regulations regarding deferred classification, thus preventing the sending of men to the Army who could render much more efficient and

valuable services in the merchant marine; the procurement of the release of a number of valuable seafaring men from military camps to which they had already been sent, and their return to the merchant ships, where their services were more urgently needed and could be of greater value; the bringing about of better conditions on board ships, so that seamen can live more comfortably and in more sanitary surroundings, and otherwise producing conditions calculated to keep the men contented in their calling; the republication of the "Call to the Sea," and the devising of plans to give it greater publicity and better effect throughout the country. For more particulars with regard to the work of the conference and its committee see report submitted to the Commissioner General of Immigration by the law officer of the bureau, which forms Appendix III hereto.

#### **INTERMENT OF CERTAIN ALIEN ENEMIES.**

The way in which a large number of alien enemies, whose unconditional release in the country was regarded as undesirable, came under the control of this department on the morning following the night on which Congress declared war upon Germany was described in some detail in the bureau's report for the fiscal year 1917. An internment camp for holding these alien enemy seamen taken from the German ships that were lying in our harbors when war was declared and certain others that gradually came within the jurisdiction of this department by arriving in the early months of the war at ports of the United States as passengers or seamen and being refused admission was established at Hot Springs, N. C. The largest number of internees ever held at this station was about 2,300. This number has been reduced from time to time through the parole of certain of the internees under arrangements calculated to insure that they would have self-sustaining employment and would be kept in a position where the possibility of any danger arising from their presence in the country would be reduced to a minimum. In this way the number of internees, despite certain additions from time to time through the bringing from the Philippines and the Panama Canal Zone of alien enemies taken into custody there, was gradually reduced to 2,135. A few months ago, after a full discussion of the matter in all its phases with the Departments of State and Justice, it was concluded mutually that the best interests of the Government would be conserved if this department should relinquish control of these alien enemy internees and permit them, under the general supervision of the Department of Justice, hereafter to be interned—like alien enemies taken into custody under other circumstances—within the jurisdiction of the War Department in its regular camps for internees. Accordingly, arrangements were made to turn all of the alien enemies over to the War Department on July 1, 1918, and with the close of the present fiscal year this department's direct connection with internment is ended.

#### **ENFORCEMENT OF ESPIONAGE, TRADING WITH THE ENEMY, AND SABOTAGE LAWS.**

The officers of the bureau and service have taken no small part in the enforcement of the laws above mentioned. It can readily be understood that even without any particular or direct effort upon their part such officers in the regular course of their duties would

come in contact with many cases arising under the statutes that have been enacted from time to time during the past year with the object of protecting the country against schemes or conspiracies of enemies and agents of the enemy. But the immigration officers, under instructions from the bureau, have not merely taken cognizance of cases that have incidentally come to their attention. Their participation in the enforcement of these laws has been direct, purposeful, and enthusiastic. Of course, it is not possible nor permissible to go into details with regard to a subject of this kind, but the bureau feels that it should be known that the immigration officials are rendering distinctive and valuable service along this line—a service which of itself more than makes up for any reduction in the scope and extent of their work which in any way has resulted from the falling off of immigration.

In this connection it should be stated that the bureau has been privileged during the greater part of the year to participate in the weekly conferences of the several departments (State, Treasury, War, Navy, and Justice) directly interested in the enforcement of these wartime measures, and it is believed that in numerous ways this privilege of participation has resulted in assisting the more directly interested departments in the accomplishment of the desired objects.

#### PROCUREMENT AND EMPLOYMENT OF LABOR.

When the United States entered the war, it became apparent that the mobilization of the industrial forces of the country, and of its labor in particular, would be a task of almost equal proportions and equal importance to the mobilization and transport abroad of its military forces. As was pointed out in the report of this bureau for 1917, it proved to be exceedingly fortunate that during the preceding four years there had been organized in the Division of Information of the bureau the United States Employment Service, which had expanded into national scope, proportions, and importance. The bureau continued to direct particular attention to its development and use, and during the first six months of the war much progress was made in its further rapid expansion to meet the needs created by war conditions. So important did this subject become, however, that the department deemed it proper to establish the service as a separate entity, and it was separated from the Bureau of Immigration in January, 1918. It is proper to state in this connection that the bureau, soon after the entrance of the United States into the war, in a memorandum filed with the Secretary, urged the consolidation of all employment activities in the department and under the direction of the Secretary. It is not necessary to discuss here in any detail the work that was done by this service during the part of the fiscal year that it continued to be a division of the bureau. That work, as well as its accomplishments in previous years, and its aims and purposes, can be found in detail in the record.

There is another respect, however, in which the bureau has been called upon to perform very difficult and valuable service in connection with the procurement of needed laborers. Hardly had war been declared when representations commenced to reach the bureau from numerous sources to the effect that, with the calling of men to military service and with the simultaneous going into operation of the new immigration act containing the illiteracy test, the supply of

common labor for the farms of the Southwest would be reduced and cut off, the farmers of that section having been in the habit of relying to a considerable extent upon labor coming seasonally from Mexico. This matter was given careful thought and investigation. The conclusion reached was that, while there was no little hysteria apparent and while the matter, therefore, was to some extent of a psychological nature, there was considerable basis for the alarm. Accordingly, taking advantage of an exception to section 3 of the immigration act permitting the department to admit temporarily otherwise inadmissible aliens, a plan was devised under which laborers might enter from Canada and Mexico to work in agricultural pursuits. A large number of laborers from Mexico entered under these regulations (issued in May and reissued in amended form in June, 1917) and large acreages were planted and record crops harvested throughout the Southwest during the last agricultural season. Of course it was necessary, in order that the possibilities for violation of the immigration law might be reduced to a minimum, to promulgate and enforce strict and detailed regulations concerning these temporarily admitted laborers so that trace might be kept of them after admission and their departure in due time be assured.

During the past spring and early summer, representations that the need for importing laborers had materially increased over what it was a year ago have been made to the department from various sources; and the original plan contemplating the admission of such laborers for agricultural work only has been extended by departmental orders to include the admission from Mexico of laborers for work in maintenance of way on railroads and in certain coal mining industries in which the Government is interested and which have a direct bearing upon the conduct of the war. With the increase of the necessity and the extension of the plans to provide therefor and with the experience gained during the last agricultural season in the handling of the matter, the bureau has been enabled to improve its regulations and arrangements for making and maintaining a record of all laborers admitted; and it believes that, when the time comes to terminate the temporary admission of these laborers and see that they return to their homes in Mexico, it will be possible to accomplish those purposes to at least a marked degree. It is not deemed necessary to discuss in any detail the regulations that have been adopted upon this subject. They have been published from time to time as departmental orders, and may readily be referred to by anyone interested in the subject.

#### **AGREEMENT WITH CANADA REGARDING SKILLED AND OTHER LABOR.**

The bureau has been privileged to render a further important service in connection with the perfection and execution of arrangements for controlling the movement of skilled and experienced workers between Canada and this country. Soon after the United States entered the war it became apparent that a working understanding would have to be secured between the two Governments on this subject in order to prevent economic waste in the use of such skilled or experienced workmen, resulting from the desire of employers in both countries promptly to obtain sufficient employees in various lines of war activity. A conference was held with the appropriate

officials of the Canadian Government, and that Government issued an order in council placing in operation along the boundary a regulation similar to the provisions of our own immigration act relating to contract laborers, thus substantially putting into effect in Canada for people entering that country from the United States a law exactly like that of this country as regards persons coming from Canada. It was then agreed that consent would not be given employers in the respective countries to import labor from the other country concerned unless with the consent of the Government of that other country. The execution of the agreement has been placed in the hands of the Acting Deputy Minister of Immigration and Colonization for Canada and the Commissioner General of Immigration, for immigration matters, and the Director General of Employment, in employment matters, for the United States, respectively, and it has been carefully worked out with the end in view of preventing the useless shifting about of laborers and at the same time enabling a proper shifting where the conduct of war industries so requires and where it can be done without damage to other industries. All employers in this country seeking skilled or experienced help from Canada and employers in that country seeking such help in the United States are required to file their applications through the appropriate official (the Commissioner General or Acting Deputy Minister, as the case may be), whereupon investigation is made of the facts of each individual case, having regard both to the economic situation and to the requirements of the draft laws of both countries. In cases arising in the United States such investigations are made by the bureau's officers, the matters connected therewith being handled with expedition and dispatch, and it is believed that the arrangement has worked satisfactorily to all concerned.

Under its operation laborers for the logging camps of Maine and other States much needed in the shipbuilding industries and also for farm and other work, have been secured and this country has furnished laborers to Canada to plant as well as harvest crops necessary in the effort to increase the supply of foodstuffs to meet the requirements of the war.

#### OFFICERS AND CREWS OF DUTCH SHIPS.

An important incident during the year covered by this report concerned the taking over, on March 21, 1918, of 83 Dutch vessels which were lying in the various United States ports, but principally at the port of New York, these vessels having been requisitioned under the rules of international law and because of military necessity.

As in the case of the German ships seized by the United States in April, 1917, arrangements were made for the Navy Department to assume jurisdiction over the vessels themselves, but the disposition of the officers and crews was, under a joint arrangement participated in by the United States Shipping Board, the Navy Department, and the Department of Labor, left to the good offices of the Immigration Service.

Unlike the crews of the German ships, however, the officers and crew men of the Dutch vessels were regarded as the guests of the United States, and when the presidential proclamation was issued under which the vessels were taken over by this Government, the



individual members of the crews, approximately 2,900 in number, were consulted as to their preference in the way of final disposition. Some elected to apply for permanent admission to the United States; others signed on different vessels for foreign service; still others, natives of Asia, were sent to the Orient under favorable conditions; while the great majority decided to return to Holland. Meanwhile, all were provided with suitable accommodations of their own selection, their wages were paid, and all the rights of the Netherlands affecting officers and crew men of the merchant marine were observed to the fullest extent possible. Those who had elected to return to Holland were repatriated as promptly as proper transportation could be secured for them, and the utmost endeavors were put forth by the officials of the Immigration Service to extend courteous treatment to those who, for the time being, were the guests of the Nation.

This work, unique in the annals of the service, was carried forward systematically and efficiently, with a minimum of complaint and in a spirit which indicated that no mistake had been made in assuming a task that presented at the outset numerous possibilities for trouble. It is gratifying to record that most of the officers and crew men of the Dutch vessels accepted the situation in a proper spirit, and that many of the ships' officers rendered intelligent and valuable assistance in arranging details and aiding the immigration officers in the discharge of their allotted tasks. The bureau takes this opportunity to express its thanks and grateful appreciation to the officers of the Immigration Service who so faithfully labored to make this work a success.

The United States Shipping Board defrayed the expense involved in carrying out the entire plan, pursuant to the arrangements made by the immigration officers and upon the approval of the latter and certification by the bureau as to the propriety of the charges made. This plan has worked satisfactorily and has avoided the embarrassments that might have arisen had a plan been adopted requiring the settlement of the accounts by this department and reimbursement of the amounts expended by the transfer of funds from the appropriations of the Shipping Board.

### **IMPORTATION OF LABOR FOR WAR NECESSITIES.**

Owing to the insistent demand from certain quarters for the importation of laborers from Asia to meet war conditions in various fields of industry in this country, the bureau deems the time opportune for a fair discussion of the subject.

The insular possessions of the United States are thickly populated. Many of the people there are following occupations coming under the head of common labor and among them it is understood that large numbers are out of employment. Under these circumstances, does not every logical reason point to the soundness of a policy that would aid in solving the labor problems of continental United States during the war and result in giving needed employment to this large body of laborers who are either citizens or wards of the Republic?

In all these insular possessions regiments have been drafted for the Army. Reports indicate that the people are not only willing but anxious to serve this country, and it is thought that the same feeling would prevail in connection with any effort that might be made to mobilize them for labor in this emergency.

According to reports which have reached the department, there must be at least 100,000, and perhaps double that number of laborers available in Porto Rico alone; there is also a considerable number in the Virgin Islands. These islands are practically on our southern seacoast, and all that is necessary to obtain this labor is a sufficient number of ships to ferry it to the mainland.

The bureau will not undertake to estimate the number obtainable from the Philippines, where a population many times as great as that of Porto Rico can be considered. Undoubtedly a vast number could safely be depended upon from that quarter. It is true that the Philippines are far away, but so is Asia, and if ships can be obtained to bring laborers from the latter, the same, or less, effort can secure them from the former.

During the war no laborer from any of our possessions should be brought to the mainland unless suited, physically and otherwise, to perform work of the kind needed here, and a thorough understanding with the respective governments of the several possessions should precede importation. This understanding might take into consideration the care that should be exercised while en route, the vocations to which the laborers are invited, and the sections of the country in which they may be placed in order to meet the necessities of the Nation during the war. The cost of transportation both ways should be provided from governmental sources, as undoubtedly it should be agreed that all those coming in this way will be returned to their homes upon the restoration of peace. This great undertaking, moreover, should not be left to private control. If the necessity exists to go beyond our borders, the Government should manage and oversee every feature of the movement, as not only the work of these people should be sought, but also their welfare and their enlightenment concerning the resources and extent of the country of which they form a part and the opportunities the Republic offers to all of its citizens and wards. What better way could be found to build up these island possessions or what more suitable plan could be devised to bind them to us, to obtain their confidence, to secure their trade, and to aid in their development?

Moreover, these people are not excluded from continental United States by the immigration law, so that the bringing of them here could not be criticized as an act contrary to the purpose of Congress as expressed in the statutes. They are entitled to be considered and to participate in our industries. Many thousands of them have been imported into the Hawaiian Islands by sugar planters and used for the performance of general agricultural work under trying climatic conditions. It should be understood also that many among them are skilled artisans. This is also true of the Porto Ricans.

It would not be necessary to land all coming from the Philippines at Pacific ports. After supplying Pacific coast needs the others could be transhipped and brought through the Panama Canal cheaply, with a fair degree of expedition and without overcrowding our transcontinental railways, and in this manner placed at different Gulf and Atlantic ports, whence they could be conveniently and economically distributed to the places where their services might be most needed. So far as possible they should be utilized in groups, as in sugar and cotton fields, in maintenance of way on railroads,

Government construction work, and the like, under the charge of Government officers.

No new legislation is needed to initiate and develop this movement. In the bureau's judgment, the Immigration Service could handle all matters affecting the entry of these laborers, the proper recording of arrivals and the keeping of continuous records concerning them, while the United States Employment Service could supervise all matters affecting their distribution to industries and localities in the production of war supplies and the carrying on of war industries. They could be brought with the assurance that current wages would be paid and proper treatment given them. Some, of course, might elect to remain here after the war, but it is believed that in the main, under a system of the kind suggested, they would eventually return to their native homes, carrying with them the fruits of their labor and the knowledge gained during their stay, after having assisted the Government to meet its economic problems and to win the war. They would return with a full understanding of our people and a knowledge of our institutions and greatness as a Nation.

In point of time the foregoing plan has the advantage over all other proposals suggested for securing labor from distant sources. It probably could be started in 30 days, whereas other plans that have been suggested require congressional action, perhaps consuming many months, with further time needed to prepare means of transportation. In addition, the difference in distance is to be considered. The bureau has believed all along, and still is of the opinion, that with the distribution methods and the employment facilities of the department it is practicable to utilize the labor in our possessions for all necessities on the mainland, and thus avoid the reappearance of a disturbing problem that it has been our hope, from economic and other viewpoints, had been settled over a quarter of a century ago.

The above suggestions are based on the necessity for and utilization of man power from our island possessions as a matter of war necessity. Of course it is well settled that these people are privileged to come and go at will, and become permanent residents on equal terms with natives and citizens of the mainland.

### THE "IMMIGRANT FUND."

On this subject I wish again to repeat what was said in my report for 1915, as follows:

The principal ground upon which the Supreme Court supported the constitutionality of the provision of law authorizing collection of head tax from transportation companies on account of aliens brought by them to ports of the United States was that the so-called tax was a contribution the purpose of levying which was to mitigate the evils incident to immigration from abroad, and was not a tax in the sense of the Constitution and subject to the limitations imposed by that instrument on the general taxing power of Congress. There can be no question that the intent of Congress, not only originally but upon every occasion when the matter has been before it for consideration in connection with the increase of the amount of the head tax from time to time, was not to raise revenue for the general purposes of the Government but to constitute a fund from which the expense of satisfactorily regulating and controlling our immigration problem might be paid, the purpose of the several increases in the amount being to afford a larger fund for the maintenance of the service. Since the law providing for the collection of a head tax has been in force up to the end of this fiscal year there has been collected over \$9,000,000 in excess of expenditures. The sug-

gestion was made in the last report for the assignment of a portion of this surplus for the purpose of aiding "in the direction and protection of the immigrants after landing and in the effort to relieve industrial centers by securing employment for the surplus labor found therein, either native or foreign, either on farms or in other rural occupations or in settling people on the lands," and the establishment of "a permanent revolving farm-loan fund of the Department of Labor for aiding people applying for labor on farms in acquiring lands for the establishment of homes and carrying on farm occupations thereon." The bureau now adds to such suggestion the following, that from and after the 1st day of July, 1916, all the proceeds arising from the head tax be set aside by suitable legislation for the above-mentioned purposes.

### THE NEW IMMIGRATION LAW.

With the completion of the first year of operation of the new immigration act such comment as can be made upon its effect both on the bureau's work and on broader questions of national scope—such as population, the economic situation, and the like—must be in the light of war conditions which have reduced the stream of immigration to small proportions. Therefore but little can be added to what was said in the report for last year under this heading, the year's experience, however, having demonstrated beyond all doubt that the act of February 5, 1917, is a piece of legislation broadly conceived for the benefit of the country as a whole and in general well adapted, in the machinery it provides, for the administrative execution of the plans and aims of its framers. Practically all of the new provisions of the law, including those adding to the number of excluded classes, those relating to the expulsion from the United States of aliens found here unlawfully, those providing for more intensive examination, mentally and physically, of aliens seeking admission, and those penalizing the bringing to this country of inadmissible aliens, have been tested in practical application and found to work satisfactorily from the administrative point of view. The most important additions to the excluded classes are, of course, the provisions refusing admission to aliens unable to read and debarring laborers who are natives of large sections of the continent of Asia and the islands adjacent thereto. The illiteracy test has operated to exclude 1,598 aliens from admission during the past year. The service is now engaged in considering what improvements may be made in the machinery for conducting the reading test and also in the various tests themselves, especially where peculiar conditions exist.

The provision denying admission to certain natives of barred geographical zones is excellently adapted to meet the difficult problem of Asiatic immigration which previous to the breaking out of the world war promised to assume dangerous proportions. During the past year 19 natives of the barred zones were rejected at ports of this country.

Among the new provisions looking to the expulsion of unlawfully resident aliens one of the most far-reaching is that directing the deportation of such as have been sentenced to terms of imprisonment after conviction for crimes involving moral turpitude. It will ultimately be the means of relieving the country of the presence of a large number of one of the most highly undesirable elements. This provision has been taken advantage of during the year just ended to institute deportation proceedings against several hundred aliens convicted of violations of the selective service act and other war measures, as well as to reach aliens convicted of the usual crimes.

## ADMISSIONS AND REJECTIONS.

The figure indicating the total admissions of aliens affords the most ready index of the effect of the war on immigration generally. That figure for the past fiscal year is 110,618, as compared with 295,403 for the fiscal year 1917, 298,826 for the fiscal year 1916, and 326,700 for 1915. or an average of 257,887 per year for the four years during which the world war has continued. The significance of these figures becomes apparent when it is recalled that for the decade preceding the breaking out of the war the annual average of admissions to the United States was 1,012,194 aliens.

In order to make possible a ready and graphic comparison with data given in the bureau's previous reports, the following summary is given:

In the past fiscal year 110,618 aliens entered the country, 184,785 less than in 1917, these and all preceding figures relating to immigrant aliens solely. In addition to the above number 101,235 nonimmigrant aliens were admitted, making a total of 211,853 aliens allowed to enter the United States. Against this 94,585 emigrant and 98,683 nonemigrant aliens, a total of 193,268, departed from this country, leaving a net increase in population through immigration for the fiscal year of 18,585 as compared with an increase of 216,498 in 1917, 125,941 in 1916, and 50,070 in 1915. In 1914, the last year previous to the outbreak of the war, the increase in population from foreign sources was 769,276.

As to rejections (and continuing for a moment the comparison between present and prewar conditions), while in 1914, 33,041 aliens were refused admission (2.3 per cent of the number applying), in the last fiscal year 7,297 aliens were rejected, or 3.3 per cent of the total applications; as compared with 16,028, or 4.2 per cent, in 1917; 18,867, or 4.9 per cent, in 1916, and 24,111, or 5.3 per cent, in 1915. The marked increase in the proportion of rejections shown in the years since the beginning of the war may be traced to two principal causes; first, a decrease in the quality of the immigration itself as measured by the standard set by the law, and, second, the opportunity which has resulted from decreased numbers of arrivals for closer application of that standard by more rigid inspection. To these must be added the additional requirements imposed by the new law, especially that under which the admissibility of every applicant must be passed upon, wherever practicable, by two inspection officers instead of one as heretofore, and the same with relation to the medical inspection. It has been a cause of regret to the bureau that on account of shortage of help this "double inspection" could not be placed in effect at all ports of entry, especially those on the land boundaries.

For other interesting items of information with respect to admissions and rejections attention is directed to the tables forming the first appendix to this report and especially to the detailed comment upon those tables (Appendix I).

With the completion of the first entire year of operation under the new immigration act an opportunity is afforded of testing the effect produced by the new excluding provisions contained therein, taking into consideration, of course, the abnormal conditions that exist and to which allusion was made in the bureau's report for last year. As has

already been noted, 1,598 aliens were excluded last year by the illiteracy test and 19 as natives of the barred zones of Asia and adjacent islands; while 20 certified by medical examiners for chronic psychopathic inferiority; 24 chronic alcoholics; 2 vagrants; 17 afflicted with "tuberculosis in any form," as distinguished from tuberculosis of the respiratory, intestinal, or urinary tracts (excluded under the old law); and 10 aliens mentally defective (without regard to the effect of such defect upon ability to earn a living) were refused admission under new provisions of the act of February 5, 1917. Twenty-three per cent of the total number of rejections for the year is thus found to be due to the operation of the new tests so imposed. Forty-nine alien enemies also were refused admission during the year.

### ILLITERATE ALIENS.

The net results of the illiteracy test upon immigration during the year are shown in the preceding paragraph. It has, of course, been found that efforts to defeat the purpose of this provision of law have been made, largely in the setting up of false allegations of relationship with a view of claiming one of the family exemptions prescribed in the statute. The careful investigation of all such pleas for exemption, however, required by the immigration rules has resulted, it is believed, in the defeat of most such attempts at evasion of the law.

### DEFECTIVE ALIENS.

As pointed out in the bureau's report for last year under this heading, not the least significant feature of the Burnett-Smith immigration law is the safeguard it provides against the entry to or continued presence in the United States of aliens who are defective mentally, physically, or morally, such safeguard consisting not only in an extension of the excluded classes so as to bring within them various types of defectives not previously touched by our immigration statutes but also in a material lengthening of the period within which the expulsion of defectives aliens can be effected (including the removal of all time limitations as to certain classes of moral defectives), as well as in provision for a much more rigid inspection of alien arrivals, both from a medical and a civil point of view. The results of the year's work have fully sustained the opinion thus expressed, and the bureau again states the conviction that as time goes on the necessity for protecting the country against the incoming of defective aliens, accentuated now as a result of war conditions, will be universally recognized and the foresight of Congress in framing the present law will be correspondingly commended.

During the past year 1,973 aliens morally, mentally, or physically below standard were returned to the country of origin, of whom 1,384 were debarred from entering while the remaining 589 were arrested and expelled. Of those debarred, 486 had grave physical defects, 167 had grave mental defects, 305 had physical defects not so serious but affecting ability to earn a living, and 10 were certified for mental defects other than insanity, epilepsy, idiocy, imbecility, feeble-mindedness, psychopathic inferiority, or chronic alcoholism. Of the morally deficient class 416 were debarred. Of those arrested and deported after being found illegally in the United

States, 43 were physically, 110 mentally, and 436 morally defective. (See Tables XVII and XVIII, Appendix I.)

In the previous fiscal year 5,587 aliens morally, mentally, or physically below standard were returned to country of origin, 4,805 of whom were debarred and 782 were arrested and expelled. Of the debarred 1,502 had grave physical defects, 411 had grave mental defects, 1,733 had physical or mental defects of a less serious nature but affecting ability to earn a living, 1 was mentally defective without regard to such ability, and 1,158 were morally defective. It is again of interest this year, as last, to compare the results of the past two years, as given above, with the figures for 1914, the last year of normal immigration. In that year, 14,582 aliens physically, mentally, or morally below the legal standard were returned to the country of their origin, 12,494 of whom were debarred and 2,088 of whom were arrested and expelled.

The 1,384 rejected on grounds of mental, moral, or physical defects in the past year constitute about 18 per cent of the total number debarred, the 4,805 rejected in 1917 constituting about 30 per cent, while the 12,494 rejected in 1914 constitute 38 per cent of the number debarred in that year. The 589 arrested and deported during the past year on grounds of defectiveness constitute 37 per cent of the total expulsions; the 752 arrested and deported during 1917 on similar grounds constitute 41 per cent of the total expulsions; while the 2,088 arrested and deported in 1914 constitute about 45 per cent of the total expulsions for that year. The reduced ratio of expulsions is accounted for under this heading as well as in a number following, concerning deportations, by the inability to expel or deport owing to war conditions.

The mentally defective have always constituted a very important class from the point of view of the welfare of this country. Congress has materially strengthened and extended the excluding provisions of the law in their relation to this class by adding thereto persons of constitutional psychopathic inferiority and chronic alcoholics, and by making the clause that excludes those who are mentally defective in a less degree or in a different particular from being insane, idiotic, feeble-minded, or imbecile include all whose mental condition is abnormal without regard to the question whether their condition will have a bearing upon their ability to take care of themselves, Congress in this last provision having recognized the now well-established fact that mental defects not only are continued in succeeding generations but frequently are transmitted in aggravated forms.

During the past fiscal year 167 aliens suffering from serious mental defects were debarred at the ports—4 idiots, 5 imbeciles, 64 insane, 31 epileptics, 19 feeble-minded, 10 mentally defective as referred to in the preceding paragraph, 24 chronic alcoholics, and 20 persons of constitutional psychopathic inferiority. During the previous fiscal year, 411 aliens suffering from serious mental defects were debarred, divided into 9 idiots, 19 imbeciles, 112 insane, 28 epileptics, 224 feeble-minded, also (under provisions of new law) 1 suffering from less serious mental defect, 10 chronic alcoholics, and 3 persons of constitutional psychopathic inferiority.

In the fiscal year covered by this report, 106 aliens suffering from serious mental defects were expelled from the country, 17 of whom it

was found had been so afflicted when they entered, comprised of 9 insane, 3 epileptics, 1 feeble-minded, 1 imbecile, and 3 afflicted with constitutional psychopathic inferiority; and it should be observed that 89 of the aliens so deported became public charges within five years after entry from causes not affirmatively shown to have arisen subsequent to landing, divided into 78 who became insane and 11 who became public charges because of other mental defects. These should be compared with the figures for 1917, when there were expelled from the country 172 aliens suffering from serious mental defects, 38 of whom had been so afflicted at time of entry, comprised of 15 insane, 10 epileptics, 12 feeble-minded, 1 imbecile, and 2 chronic alcoholics; and 132 of the aliens deported had become public charges within three years after entry through the development of such deficiencies, the underlying causes of which had existed prior to entry, divided into 130 who became insane and 2 who became public charges through other mental defects.

The administration of that part of the law which relates to the morally defective has always constituted a very important part of the bureau's work, and as heretofore it points with pride to the results attained in connection with the enforcement of the salutary provisions of law upon this subject. Reference to Tables XVII and XVIII (Appendix I) will show that 161 immoral women, 88 procurers, 160 criminals, 4 polygamists, and 3 anarchists were rejected at the ports; and 245 immoral women, 67 procurers, 38 persons supported by the proceeds of prostitution, 23 aliens found in the United States after having been previously deported as prostitutes or connected with the business of prostitution, 4 convicted of violations of section 4 of the immigration act (importation of prostitutes), 57 criminals, and 2 anarchists were expelled from the country—a total of 852, of whom 626 were sexually immoral, 217 criminals, 4 polygamists, and 5 anarchists. The corresponding figures for the preceding fiscal year were 510 immoral women, 317 procurers, 59 persons supported by the proceeds of prostitution, and 95 criminals expelled from the country—a total of 1,695, of which 1,329 were sexually immoral, 352 criminals, 2 polygamists, and 12 anarchists.

To my remarks in the last three reports of the bureau regarding the inadequacy of the appropriation made for the enforcement of the immigration law to meet the situation that exists with respect to the immoral classes of aliens I wish again to direct attention. Much has been accomplished in the way of carrying out these valuable provisions of law, it is true, yet from the result of investigations conducted by its officers from time to time the bureau is convinced that better accomplishments could be shown if more funds were allotted to this branch of the service.

During the past year the prosecution of those engaged in the nefarious business of handling aliens brought here for immoral purposes has been continued, 40 convictions having been secured out of 56 cases of procurers, importers of women for immoral purposes, etc., in which criminal proceedings were instituted at the instance of the immigration service.

A feature of this part of the service on which the bureau is able to look with some satisfaction is brought out in the report of the commissioner at Montreal (Appendix IV), viz, that through the vigilance of its officers no inconsiderable number of girls and women



have been saved from lives of degradation and induced to return to their homes before any actual wrongdoing had occurred. Of preventive work of this kind no statistics, of course, are kept, but those familiar with the conditions existing particularly on the land boundaries know that the number of such cases is by no means small.

To a still less degree than last year is it possible to show by figures the work accomplished by the immigration service this year in handling the cases of aliens found unlawfully in this country. Owing to conditions in Europe, as well as lack of transportation facilities, it has been possible to effect deportation in comparatively few cases, although clear cases for deportation have been made out. The bureau again presents a table (Table XVIII-A) covering this peculiar phase of its work. Reference thereto will show that 1,045 aliens arrested upon statutory grounds have been permitted to remain in the United States temporarily under bond or under personal recognizance or guaranties of individuals or societies that they will be produced for deportation when conditions permit. The corresponding figures for 1917 are 694; for 1916, 856; and for 1915, 1,328; making a total for the four years of the war of 3,923. Those for the past year are divided into 215 who were members of the excluded classes at the time of entry, 685 who became public charges from causes existing prior to entry, 68 who had entered without inspection, and 77 of the sexually immoral and criminal classes. The corresponding figures for 1917 were 201, 385, 69 (ordered deported within three years subsequent to entry), and 39; and those for 1916 were 329, 448, 55, and 24. As to classification by physical, mental, and moral defectiveness, said table shows that of those so ordered deported with a stay of deportation, 62 were of the first, 612 were of the second, and 120 of the third classification, the remainder being composed of those likely at time of entry to become public charges, those entering without inspection, etc. The corresponding figures for 1917 were 44, 365, and 109, while those for 1916 were 57, 418, and 113.

With the termination of the fiscal year the bureau has worked out and submitted to the department for approval a comprehensive plan for the handling of the cases of aliens ordered deported (both as a result of excluding decisions of boards of special inquiry at the ports and in pursuance of departmental warrant proceedings) where, as referred to in the preceding paragraph, deportation can not be effected. Under this plan it is proposed, with the cooperation of the United States Employment Service, to release such aliens from custody and place them in suitable productive employment, provision being made for the retention and deposit in the United States postal savings bank to each alien's credit of 25 per cent of the weekly or monthly wages earned, to be paid to the alien at the time of his deportation. Provision is also made for the continuous supervision by immigration officers of aliens so released, through which precautions it is believed that the bureau will be in a position to keep in close touch with them at all times, and any violation of the conditions under which they are released will result in their promptly being taken into custody. This arrangement has been outlined in a proposed amendment to the immigration regulations, to be designated as rule 17-A (see Appendix II, hereafter) and under its operation it is hoped that the bureau will be enabled to avoid the holding in

detention for indefinite periods in jails or its own stations of a large number of aliens, who at the same time will become self-supporting and whose services will be made available to aid in meeting the shortage of help now existing.

Brief notice has already been taken of some of the respects in which the new immigration law is a marked improvement upon the old in this particular field of the expulsion of unlawfully resident aliens, especially the creation of new classes subject to expulsion (convicts, etc.). In fact, the entire machinery created by the new act for putting into effect the expelling power of the department is calculated to preserve the rights of the Government in this class of cases and to place in the hands of the officials charged with its enforcement a powerful instrument for the protection of the taxpayer from the burden of maintaining in penal and charitable institutions of this country those who are the proper charges of the countries whence they came. Some of the respects in which this portion of the law has been strengthened consist in the extension of the time limitation, from three to five years for some classes, the removal of limitation with respect to others (notably in some anarchist cases), the power vested in immigration officers to compel the attendance and testimony of witnesses by subpoena, and the penalizing of attempts to resist the authority of such officers when armed with proper warrants. The removal from the statute of doubt that the limitation ceases to run from the moment that the department issues its process looking to the arrest of an alien unlawfully in the country has also proved of great importance, especially as a war measure, since by this means the bureau has been enabled to cooperate, by issuing warrants of arrest for suspected aliens, with other branches of the Government engaged in the enforcement of the various laws looking to the suppression of espionage, sabotage, trading with the enemy, etc., to which work reference had already been made.

#### **ALIENS SUBJECT TO EXCLUSION OR DEPORTATION ON ECONOMIC GROUNDS.**

The statutory grounds for exclusion or deportation of aliens coming under this heading are "persons likely to become a public charge" and "alien contract laborers." Through the enactment of the new law, as stated in last year's report, it has again become possible without question to exclude aliens on the former ground by reason of the economic conditions in the localities to which they are destined where such conditions would render it unlikely that the aliens could obtain self-supporting employment, thus remedying the difficult situation brought about by the decision of the Supreme Court handed down in October, 1915 (*Gegiow v. Uhl*, 239 U. S., 3), in which it was held by the court that the clause "likely to become a public charge" could be applied only in connection with personal defects existing in the alien himself. By changing the position occupied by this clause in the act, however, Congress has made it clear that it is to be of general application to aliens who for any reason whatever may be deemed likely to become a charge upon the communities in which they may settle.

During the past year about 31 per cent of all aliens rejected—2,810 in number—were denied the privilege of entry because they were deemed likely to become public charges; and 137 alien public charges were expelled, together with 401 with respect to whom it was found that at time of entry they were likely to become inmates of public institutions, making a total of 3,349 (Table XVIII, Appendix I). For the previous year the corresponding figures were: Debarred, 7,871 (49 per cent of all rejected); expelled, 894, divided into 176 public charges and 718 likely to become such at time of entry; making a total of 8,765. The figures for 1916 were: Debarred, 10,383 (55 per cent of all rejected); expelled, 1,431, divided into 350 public charges and 1,081 likely at time of entry to become public charges, making a total of 11,814.

Alien contract laborers to the number of 474 were debarred in the past fiscal year, as compared with 1,116 in 1917, 2,080 in 1916, and 2,722 in 1915; while 62 of such aliens were arrested and deported, compared with 62 in 1917, 116 in 1916, and 25 in 1915. Prosecutions and civil suits against importers of alien contract laborers were instituted during the year in 13 cases.

The situation with respect to "contract laborers" coming from Canada has been materially modified during the past year by the adoption of the reciprocal labor exchange policy with that country (already referred to under the heading of "War activities"), under the workings of which a considerable number of highly qualified employees have been admitted to various concerns in the United States engaged in essential war industries and a corresponding number released for employment in Canada at points where their services were of value in winning the war.

### INDUCED AND ASSISTED IMMIGRATION.

With the beginning of the war in 1914 and the discontinuance of service by the foreign transportation companies that were the worst offenders in this regard, the problem of induced and assisted immigration has not been of such serious proportions as it had been theretofore; and here again the enactment of the new law has provided means by which a recurrence of the former deplorable conditions as regards artificially stimulated immigration may be prevented—the illiteracy test, with the penalties provided for its violation by transportation interests, being sufficient, it is believed, to prevent the coming of a very large proportion of the class of aliens formerly exploited in this manner. The bureau entertains the hope that hereafter none but "voluntary" immigration may have to be dealt with, such as will be of permanent benefit to the country from an economic and ethnic point of view.

### ORIENTAL IMMIGRATION.

This subject was discussed quite fully in this report for last year; but the bureau takes occasion to repeat the expression of its satisfaction at the enactment of the geographical-zone excluding clause in the new law, which for many years to come will take care of the problem presented by the unassimilable Asiatic laborer without giving

offense to any particular nationality. The reenactment in clearer language, also, of the provision under which, within the same time limitations as apply to other aliens, Chinese persons found in this country in violation of the exclusion laws are subject to expulsion under administrative process has proved of especially great value, inasmuch as the Supreme Court has held during the year that the language of the act of 1907 in this respect was insufficient to accomplish the purpose intended. The bureau desires to reiterate its recommendations, made last year and for several years previously, that the work of deporting all Chinese unlawfully in the United States should be handled administratively, as the cases of aliens of all other races are handled, and not through judicial process; that legislation be passed settling the status of children born in China of American parents of the Chinese race, and also clarifying the law with respect to wives and minor children of Chinese of the exempt classes, and fixing positively the status of exempts themselves as depending upon their continuing in an exempted occupation (merchant, student, teacher, traveler) during their presence in the United States, the act of engaging in any other occupation to be sufficient reason for an immediate withdrawal of the privilege of residence in this country.

#### ALIENS EMPLOYED ON VESSELS.

This subject during the past year has been so merged into the war work of the bureau that it has been discussed in the division of this report devoted to that class of its activities. (See also Appendix III.)

#### IMMIGRATION FROM INSULAR UNITED STATES.

Separate statistics on this subject were presented for the first time in 1914. The tables then printed (XXIV, XXV, and XXVI) covered seven years—1908 to 1914. Similar tables are again presented (Appendix I). The figures contained in Table XXIV also include the entire period 1908 to 1917. It will be observed from the latter table that 26,740 aliens have come to continental from insular United States during the 11 years covered, of whom 3,268 (509 immigrant and 3,268 nonimmigrant) entered in the past year; that of the 26,740 admitted in the 11 years 18,006 came from Hawaii, 7,753 from Porto Rico, 837 from the Philippines, and 144 from the Virgin Islands; 17,673 landing at San Francisco, 7,815 at New York, 669 at Seattle, 59 at New Orleans, 4 at Galveston, 3 at Portland, Oreg., 490 at Canadian Pacific ports, 9 at Mexican border ports, 15 at Charleston, 2 at Norfolk, and 1 at Newport News.

It will be recalled that under the new immigration law aliens who come to continental United States from insular possessions are subject to the same examination as those coming from foreign countries, the law thus recognizing the fact that aliens who may be admissible to island possessions, and even be desirable additions to their population, may on account of different conditions be highly undesirable on the mainland. This does not apply, of course, to citizens of the possessions who, under the decision of the Supreme Court in the case of *Gonzales v. Williams* (192 U. S., 1) are not regarded as aliens.

## IMMIGRATION FROM CANADA.

The immigration movement between Canada and the United States, both ways, for the past two fiscal years is shown comparatively and comprehensively in the following table:

*Immigration from Canada.*

Months.	From Canada to the United States.				From United States to Canada.			
	United States citizens.	Canadian citizens.	Other aliens.	Total.	United States citizens.	Canadian citizens.	Other aliens.	Total.
Pending from previous year.....		77	23	100				
1916.								
July.....	2,772	6,424	2,148	11,344	2,783	956	711	4,450
August.....	2,770	7,383	2,428	12,581	4,408	817	834	6,059
September.....	3,429	10,086	3,090	16,605	4,352	804	864	6,020
October.....	3,902	10,433	2,765	17,100	3,302	785	707	4,794
November.....	5,774	11,768	3,147	20,689	2,634	694	604	3,932
December.....	6,574	9,802	2,968	18,344	2,138	685	352	3,170
1917.								
January.....	2,838	8,843	2,727	14,406	2,970	591	447	4,008
February.....	2,510	6,216	1,855	10,581	2,724	612	535	3,771
March.....	2,998	5,447	1,530	9,975	8,410	1,245	1,203	10,858
April.....	4,690	9,100	2,326	16,116	10,780	1,900	1,749	14,409
May.....	2,641	2,459	1,095	6,195	6,756	2,170	1,570	10,496
June.....	3,768	2,873	891	7,532	4,171	1,727	903	6,801
Total.....	43,661	90,914	26,993	161,568	55,403	12,886	10,379	78,668
VIA DISTRICT NO. 1.								
1917.								
July.....	1,970	1,888	621	4,479	3,367	1,075	727	5,169
August.....	2,005	2,965	1,007	5,877	3,758	1,151	806	5,715
September.....	1,577	3,252	773	5,602	3,700	832	845	5,377
October.....	1,939	2,943	809	5,691	3,302	915	855	5,072
November.....	1,785	2,196	866	4,847	2,770	809	790	4,369
December.....	1,785	1,719	723	4,227	2,107	614	512	3,233
1918.								
January.....	1,388	1,896	553	3,834	1,440	513	533	2,486
February.....	1,234	1,647	542	2,423	1,366	429	454	2,249
March.....	1,334	1,779	660	3,773	4,321	994	623	5,938
April.....	1,748	2,909	952	5,609	4,611	1,175	524	6,310
May.....	1,506	2,861	972	5,339	3,216	934	404	4,554
June.....	1,568	2,743	1,361	5,672	2,351	664	262	3,277
Via district No. 16.....	11,262		6,526	16,788				
Total.....	31,101	28,695	15,365	75,161	36,309	10,105	7,335	53,749

\* Includes both Canadian citizens and other aliens.

NOTE.—The figures under "From Canada to the United States" show applications for admission to the United States, but do not include aliens arriving at Canadian seaports having United States destinations. The figures under "From United States to Canada" show admissions to Canada but do not include those arriving at United States seaports having Canadian destinations.

The number of aliens coming to the United States from Canada for permanent stay in 1918 is shown to have been less than one-half the number admitted for the same purpose during the fiscal year 1917. As in the case of our own country, transoceanic immigration to Canada has been practically at a standstill since the commencement of the war. The immigration from that country to our own for the two years noted above was, therefore, made up of practically the same elements and the explanation will naturally be looked for by way of showing cause for the exceptional decrease in immigration from Canada during the last fiscal year.

More rigid enforcement of the Canadian conscription law has, of course, operated as a powerful deterrent to the immigration of males

within the ages of 18 to 45, but reduced immigration from Canada is unquestionably more largely the result of the restrictive features of the new immigration law which became effective May 1, 1917.

Of the 44,060 aliens of the statistical class making application for admission from Canada during the last fiscal year, 6,094 were debarred. Of this number the following were debarred for new causes named in the law: Inability to meet the reading test, 1,420; psychopathic inferiority, 23; vagrants, 2; geographically excluded, 5; chronic alcoholism, 34; excluded within one year, 40; and because of inability or unwillingness to conform to the head-tax requirement of the law, 5,928. The number excluded for nonpayment of head tax is not included in the total debarred for other causes.

As predicted by some of the bureau's field officers would be the case as applied to immigration from Canada, the increased head tax as a restrictive measure turns out to be more potent than the combined other new excluding causes named in the law, the number of aliens refusing to pay the head tax being practically equal to the total number debarred for all causes.

Following the close of the war, when the hundreds of thousands of troops now overseas must be returned to that country, it is expected that immigration from Canada to the United States will present problems for solution of a seriousness to invoke exceptional attention from the bureau and department; for while the alien ex-soldier applicant for admission to the United States can scarcely be regarded on a common footing with the ordinary immigrant of the pre-war type, it will, nevertheless, devolve upon the department to see to it that our law and regulations are so enforced as to prevent additions to our eleemosynary institutions, many of which are already overburdened with the care of the unfortunate, and whose registers of dependents are bound to be augmented from the ranks of our country's overseas forces when the present devastating war finally comes to an end.

### IMMIGRATION FROM MEXICO.

The total immigration from Mexico during the past year was 23,635 (18,524 immigrant and 5,111 nonimmigrant, aliens), as compared with 20,135 (17,869 immigrant and 2,266 nonimmigrant) for the fiscal year 1917. The enforcement of the immigration laws and of the various war measures (such as the passport-control system, alien enemy regulations, etc.) on the Mexican border has presented special features of interest, which are covered in some detail in the report of the supervising inspector at El Paso, which forms a part of Appendix IV, hereafter. The handling under special regulations of agricultural laborers temporarily admitted from Mexico has already been discussed in the section of this report dealing with "War Activities." The total number of laborers so admitted was 9,401.

### SMUGGLING AND SERREPTITIOUS ENTRY OF ALIENS.

During the year, because of war conditions and more intensive guarding on both the northern and southern land borders and aided in the case of the former by the war activities of the Canadian immigration authorities, there has been an abatement in the usual efforts of the inhibited laborer classes to gain illegal entry into this country.

That surreptitious entry with the aid of smugglers has not altogether ceased, however, may be indicated by the fact that 42 prosecutions were instituted during the year covered by this report. Among the defendants are several persons with previous criminal records for similar offenses, and of the total number proceeded against, 37 were arrested and 5 remain fugitives from justice.

The business of the Federal courts has been in a congested condition because of the active prosecution of alien enemies, and therefore but 22 of the cases have actually been called for trial, leaving 20 cases still pending at the close of the year.

From the reports which have been obtained from time to time, it has seemed that an unusually large number of laborers whose admission is prohibited by law have congregated at points in Canada within a short distance of the Niagara frontier, but any purpose which these persons may have had to secure admission into the United States has doubtless been affected to some extent by their having secured employment in the Canadian munition factories and kindred industries wherein the demand for help has been active. It is apprehended that many of these persons will thus be in position to accumulate funds wherewith to procure their being smuggled across the border later on, when it becomes difficult for them to secure employment in the Dominion.

The Immigration Service has maintained a small force of officers especially detailed to smuggling-prevention work along parts of the Canadian boundary and has operated patrol launches during the open season of navigation, in cooperation with the naval and military authorities. The effect of the preventive measures has doubtless been good, although it will be seen from the figures previously given that the activities of the smugglers have not wholly ceased, nor is it to be expected that they will, so long as contraband aliens are willing to pay a high price for assistance in evading or setting at naught the terms of the law.

There will always be more or less activity in smuggling inadmissible Asiatic aliens across the Mexican border, as the climatic conditions are favorable all the year round and the inducements held out to the smugglers are no less potent than on the northern boundary. The force of officers available for smuggling-prevention work on the Mexican border has not been fully adequate at all times because of withdrawal of men for military duty or service in the more lucrative industrial field; but the general results have been satisfactory and the vigilance of the officers assigned to this work has borne good fruit.

The patrol launches *Ellington* and *Azalea* are still being operated by the naval forces along the southern California coast, and this has served to prevent systematic smuggling by water from Mexico. When this work is discontinued by the Navy Department, its resumption by the Immigration Service should follow as a matter of course.

Reports show that there are several thousand oriental laborers in the West Indies, and the indications point to a probability that many of these persons will seek to work their way to the United States as soon as peace has been restored. The naval patrol work along the Florida coast has served to discourage intending smugglers, and it is the purpose of the bureau to observe the methods followed by the Navy in this connection and evolve some plan of procedure which will be equally effective after the present patrol is withdrawn. At

this time it seems impossible to forecast what the necessities are likely to be when normal conditions are resumed.

The smuggling-prevention force has been of material aid toward preventing the illegal entry of other undesirable aliens, and has also rendered to the naval and military officials valuable assistance in the apprehension of alien enemies and the suppression of enemy propaganda.

### ADMINISTRATIVE FINES.

One of the most valuable instrumentalities in the enforcement of the new law has been the administrative fine as extended in scope and increased in effectiveness (being levied in larger amounts) by the act of 1917. This salutary measure—first incorporated in the immigration act of 1903 and upheld as to constitutionality, propriety, and validity by the Supreme Court in 1909 in the case of the *Oceanic Steam Navigation Co. v. Stranahan* (214 U. S., 320)—is applied in the present law as a preventive of so many evils that have been found to arise in connection with the transportation of immigrant passengers by ocean carriers that the bureau believes it will be of interest again to set forth, as was done in its report for 1917, the particulars in which the administrative fine provisions of the new law differ from those of the former statutes.

The act of 1903 assessed a fine administratively against any transportation company bringing to a port of the United States an alien afflicted with a loathsome or with a dangerous contagious disease. This provision was reenacted in the act of 1907 (sec. 9) and extended to include the bringing of an alien afflicted with tuberculosis or with idiocy, imbecility, or epilepsy. Section 9 of the new law increases the penalty from \$100 to \$200 and broadens the provision so as to include "idiocy, insanity, imbecility, feeble-mindedness, epilepsy, constitutional psychopathic inferiority, chronic alcoholism, tuberculosis in any form, or a loathsome or dangerous contagious disease." The following new penalties are also assessed by the same section: A fine of \$200 against any transportation company that may bring to a port of the United States any alien excluded by the illiteracy clause or by the geographical clause of section 3; a fine of \$25 for bringing to a port of the United States any alien afflicted with a mental defect of a less serious nature than those specified in the amended original provision, or with a physical defect of a nature to affect earning capacity; and further it is provided that in every case in which a steamship company is assessed either the \$200 or the \$25 fine prescribed by said section the company in addition shall pay to the collector of customs "a sum equal to that paid by such alien for his transportation from the initial point of departure, indicated in his ticket, to the port of arrival, \* \* \* such latter sum to be delivered by the collector of customs to the alien on whose account assessed." These new provisions are preventive, as above suggested, of the bringing to this country of aliens who can not under the law be admitted. In a measure, also, they are compensatory to the alien who may be induced to undertake the risk of a journey to an American port by steamship agents who have knowledge of his inadmissibility, for they provide for the return of his passage money.

The administrative fine is further made use of in the new law as follows: By section 7 a fine of \$400 is assessed in any case in which



the owner, master, officer, or agent of a vessel may bring or cause to be brought to a port of the United States any alien who has been solicited, invited, or encouraged by such party to come to this country in violation of the section mentioned. This provision looks to the prevention of artificial stimulation by steamship companies or their agents of immigration to this country, and is followed in the statute by one even more drastic, which makes it the duty of the Secretary of Labor to cause the ports of the United States to be closed for such time as may be necessary to produce the desired result to any transportation line which persists in the practice sought to be corrected by this section of the law.

By section 14 the \$10 fine that has long been assessed for failure to manifest or for improperly manifesting aliens is made administrative, its collection being enforced, like other similar administrative fines, by refusal of clearance.

By section 18 an administrative fine of \$300 is assessed against any master, purser, person in charge, agent, owner, or consignee of any vessel who refuses to receive back on board thereof or on board any other vessel owned or operated by the same interests, any alien refused admission to the United States, or who fails to detain such alien aboard, or refuses or fails to return him as required by law, or to pay the cost of his maintenance while on land, or who makes any charge for the return of an excluded alien, or who takes any security for the payment of such charge, or who takes any consideration to be returned in case an alien is landed, or who knowingly brings to the United States at any time within one year from the date of deportation any alien rejected or arrested and deported under any provision of the act unless prior to reembarkation the Secretary of Labor has consented that such alien shall reapply.

Sections 31 to 36 of the new law relate to aliens who are employed on vessels entering ports of the United States. To this new phase of immigration control also the administrative-fine method of preventing violations has been adapted. Thus section 35 provides for the imposition of a fine of \$50 in cases in which aliens afflicted with idiocy, imbecility, insanity, epilepsy, tuberculosis in any form, or a loathsome or a dangerous contagious disease are brought to a port of the United States as employees of vessels. This penalty, of course, is directed toward the suppression of the practice, which in years of heavy immigration had grown to considerable proportions, of including diseased or defective aliens who could not be brought as passengers, or even those who already had been refused admission to the United States, among the employees of various departments of a ship's company and allowing such aliens to desert in an American port. In this instance, but in no other, discretion is given the Secretary of Labor to remit or mitigate the fine, thus preventing the possible working of injustice in cases of bona fide crew men who may develop disease during a voyage to this country. Section 36 makes provision for the assessment of an administrative fine of \$10 on account of each alien employee of a vessel with respect to whom certain information, deemed necessary to a proper enforcement of the seamen's sections, is not furnished when vessels enter and leave ports, respectively. It will be observed that the fine with respect to diseased seamen is similar in purpose to the fine imposed by section 9 with respect to diseased alien passengers, but smaller in amount;

and that the fine imposed by section 36 for improper or insufficient furnishing of information is similar and like in amount to that imposed by section 14 with respect to alien passengers.

The bureau appends a table, as in previous years, showing the number and amounts of administrative fines assessed, together with the reasons for their imposition, and the total amount collected. It will be observed that \$63,515 was collected from this source during the year, as compared with \$66,740 in 1917, and that the greatest number of fines assessed were on account of illiterate aliens, \$38,400 being collected on this account.

*Administrative fines assessed against transportation lines.*

Ports.	Section.	Number assessed.	Amount of fine.	Total amount assessed.	Cause of assessment.
New York .....	9	103	\$200	\$20,600	Bringing alien unable to read.
	9	33	25	825	Bringing alien afflicted with physical defect.
	5	9	200	1,800	Bringing alien afflicted with tuberculosis, or with a loathsome or dangerous contagious disease.
	9	1	200	200	Bringing alien native of proscribed zone.
	35	1	50	50	Bringing diseased seamen.
	18	19	300	5,700	Taking consideration to be returned if alien landed.
Boston .....	14	221	10	2,210	Improper manifesting.
	9	39	200	7,800	Bringing alien unable to read.
	9	6	25	150	Bringing physically defective alien.
	9	4	200	800	Bringing alien afflicted with dangerous contagious disease.
	9	1	200	200	Bringing alien afflicted with mental defect.
Philadelphia .....	36	3	10	30	Failure to furnish lists of deserting seamen.
Norfolk .....	35	1	50	50	Bringing diseased seamen.
Jacksonville .....	36	1	10	10	Failure to furnish crew list.
	9	7	200	1,400	Bringing aliens unable to read.
	9	1	200	200	Bringing aliens with mental defect.
	9	1	25	25	Bringing aliens with physical defect.
	35	2	50	100	Bringing diseased seamen.
	18	1	300	300	Failure to detain alien.
	14	19	10	180	Improper manifesting.
New Orleans .....	36	14	10	140	Failure to furnish crew list.
	9	3	200	600	Bringing aliens unable to read.
	35	1	50	50	Bringing diseased seamen.
	14	109	10	1,080	Improper manifesting.
	36	83	10	830	Failure to furnish crew list.
San Juan .....	9	6	200	1,200	Bringing alien unable to read.
	9	2	200	400	Bringing alien native of proscribed zone.
	9	2	25	50	Bringing alien afflicted with physical defect.
	14	53	10	530	Improper manifesting.
	36	10	10	100	Failure to furnish crew list.
Galveston .....	15	4	300	1,200	Failure to detain aliens.
	14	6	10	60	Improper manifesting.
San Diego .....	9	2	200	400	Bringing alien afflicted with dangerous contagious disease.
	9	1	200	200	Bringing alien afflicted with tuberculosis.
	9	1	25	25	Bringing physically defective alien.
	36	10	10	100	Failure to furnish crew list.
San Francisco .....	9	18	200	3,600	Bringing alien unable to read.
	9	10	200	2,000	Bringing alien afflicted with dangerous contagious disease.
	9	1	200	200	Bringing alien afflicted with tuberculosis.
	9	3	25	75	Bringing alien afflicted with mental defect.
	9	6	200	1,200	Bringing alien native of proscribed zone.
	14	12	10	120	Improper manifesting.
Seattle .....	18	2	300	600	Failure to detain aliens.
	9	2	200	400	Bringing alien unable to read.
	9	2	200	400	Bringing alien afflicted with dangerous contagious disease.
	9	1	200	200	Bringing alien afflicted with tuberculosis.
	9	3	25	75	Bringing physically defective alien.
Honolulu .....	14	1	10	10	Improper manifesting.
	9	14	200	2,800	Bringing alien unable to read.
	9	8	200	600	Bringing alien afflicted with dangerous contagious disease.
Ketchikan .....	18	2	300	600	Failure to detain aliens.
	36	2	10	20	Failure to furnish crew list.
Total .....		337		63,515	

**PERSONNEL.**

The fiscal year 1918 was marked with many important changes in the personnel of the service. The exceptional demand for trained men in private establishments, with the numerous withdrawals of skilled officers and employees incident to the military activities abroad and numerous transfers to other services, made heavy inroads into the personnel, not only with reference to the men who had been in the service a comparatively short time, but among the older and more highly trained officers. The changes were so rapid and repeated that it was difficult to maintain that high standard of efficiency which is always possible with a stable force of men, used to working together and with a good knowledge of important precedents in mind. The reduced activity in the matter of new appointments consequent upon reduced immigration was succeeded by an unwonted activity which soon exhausted the eligible list of immigrant inspectors and necessitated a new examination, which produced such a small number of eligibles that the new register was soon depleted and, indeed, exhausted so far as those speaking Spanish were concerned. It is unmistakably true that this condition was partially due to the fact that the entrance salary offered immigrant inspectors is no longer attractive as compared with the salaries offered by other public services and in private establishments. Even the horizontal increases allowed by Congress have not served to overcome the disparity mentioned, and it has been and is increasingly difficult to obtain the right kind of new material at the compensation offered.

The lightening of the burden upon the appropriation incident to the release of a number of officers theretofore engaged in employment work made it practicable to do considerable regrading in the matter of salaries, and it is gratifying to state that it was found possible to relieve the stagnation in the way of promotions by arranging increases in salary to a large proportion of the officers and employees in the Immigration Service. While these increases were not as large as the bureau would have liked, nor as commensurate with the worth of many of the officers as their ascertained abilities would have justified, they were made upon the most liberal scale possible under the circumstances, and the effect was undoubtedly wholesome in every way. The magnificent spirit manifested by practically all of the officers of the Immigration Service in the many problems which have been thrust upon us during the period covered by this report is entitled to special mention, and it is desired to make due acknowledgment thereof.

It is worthy of note that a large number of Immigration Service employees have joined the military and naval establishments of the United States, many of them at the cost of great personal sacrifice, and it is hoped that these men may be spared to resume their former positions at the close of the present conflict abroad.

**UNITED STATES IMMIGRATION SERVICE BULLETIN.**

For many years the bureau had issued a monthly bulletin containing statistical data as to immigration and emigration of aliens, but during the past year this publication has taken another form and

is now issued as a monthly news sheet, with important decisions, news items, personnel changes, and general information of interest to the service as a whole, together with abridged statistical returns giving the most important results each month and complete semiannual figures. The benefits of this change are far-reaching, and the bureau has, for the first time, a systematic means of reaching its field officers in another way than by ordinary correspondence methods.

### IMMIGRATION STATIONS.

Several months ago negotiations with the Treasury Department took place, looking to the early commencement of construction work upon the proposed immigration station at Boston, for which project an appropriation has been available for several years. After an inspection of the site already owned by the Government at East Boston, it was believed that the needs of the service could be met by the erection of a smaller building than that originally planned, omitting also certain features which, while they had been deemed desirable, were of a character that well might be omitted as a part of the initial improvement. The Treasury Department revised the plans accordingly, but it is reported that the new proposals still exceed the available balance in the appropriation, doubtless because of the great increase in the cost of labor and material since the previous specifications were prepared. The subject is still under consideration by the Supervising Architect, in the hope that by still further reducing the requirements it will be found possible to proceed with the construction work. In the meantime, the quarters which have been under lease for past years are still retained.

Soon after the United States entered the war both the Navy and War Departments sought to secure the use of the immigration station at Ellis Island, N. Y.; but as that establishment was being used for the detention of about 1,200 crew men who had been removed from German merchant vessels taken over by the United States, as well as for the housing and care of a considerable number of aliens whose deportation or detention elsewhere was not then practicable, the requests by the military and naval authorities were necessarily denied.

Later the interned crew men were removed to other places, and in January, 1918, the Secretary of the Navy and the Secretary of War submitted renewed requests for accommodations at Ellis Island. After negotiations between the several departments concerned, arrangements were perfected to grant the Navy Department the use of the commodious baggage and dormitory building, together with the quarters theretofore used as railroad ticket offices, and also several rooms in the main building. The space thus allotted was readily converted to the purposes of the Naval Establishment, and since last March several thousand enlisted men of the United States Navy have been quartered at Ellis Island pending assignment to ships.

The needs of the military authorities were essentially different, being more particularly for hospital accommodations for returning soldiers requiring medical or surgical attention. By transferring to private institutions all alien patients in the Ellis Island hospitals it was found practicable to turn over to the War Department a com-

pletely equipped hospital plant of 21 buildings, with every facility available for the immediate reception of patients. In addition, the military establishment was granted the use of a large area in the main building, and this has been converted to hospital uses by the Medical Department of the Army. The Immigration Service retains physical control over the entire plant at Ellis Island, supplying heat, light, power, refrigeration, telephone service, and maintenance of buildings. Sufficient quarters were retained for the reduced needs of the Immigration Service during the time that tenancy by the other services may continue.

It is gratifying to report that in the establishment of the inter-departmental relationships involved in these arrangements the utmost cooperation and harmony have prevailed, notwithstanding the great divergence of objects involved. This result has been aided in no small degree by the complete agreements drawn up and concurred in by the several departments before the occupancy commenced, and it is confidently expected that the pleasant relationships thus established will continue throughout the tenancy of the other branches of the public service.

A year ago the estimates submitted for contemplated improvements at Ellis Island aggregated \$513,500. Most of these were not allowed, which is considered unfortunate in view of the present war work being done at that station. The only items favorably acted upon were those for two new generators and engines for the power house and a part of the additional sea wall now under construction. It is especially regretted that the additional story on the kitchen and laundry building was not authorized, as the space that could thus be secured would be particularly valuable to the naval authorities at present, and the means would be at hand when immigration is resumed to avoid the serious embarrassment involved in the detention of cabin passengers, for whom satisfactory accommodations are almost wholly lacking.

The estimates for the fiscal year beginning July 1, 1919, are to be submitted shortly, and it is hoped that the contemplated improvements at Ellis Island, including the one just mentioned, may be made the subject of favorable action by Congress.

Conditions at Philadelphia remain the same as previously reported, but it is proposed to include in the estimate for appropriations an item of \$26,000 for the erection of a small laundry and fumigation building. It is not good practice to have either of these activities carried on in a structure like the detention house, which is essentially a building for dormitory and refectory purposes.

The immigration station at Baltimore was completed early in the year covered by this report, but was temporarily turned over to the Medical Department of the United States Army, with the consent of this department. The buildings were found well adapted for use in connection with a large temporary hospital establishment on the reservation at Fort McHenry, of which the immigration station property was formerly a part.

The station at Charleston, S. C., has been continuously occupied during the past year as a clothing factory of the United States Navy, and the use of this building tendered by this service for essential war work is cause for gratification.

The station at New Orleans was extensively used during the past year in caring for interned alien enemies pending their removal to detention camps. Arrangements have since been made to utilize these quarters to better advantage by providing accommodations for females in the primary inspection building, thus relinquishing dormitory space which will increase the capacity of the male detention quarters. The advantage of securing this added space is well marked from the standpoint of good administration, and the change is being accomplished at relatively small cost.

The United States Coast Guard secured permission some time ago to occupy the entire Galveston Station, but has utilized only a part of the property. It is expected that the entire building will be taken over, excepting sufficient space to be used as storage rooms for the Immigration Service property.

The renewed effort made during the past year to secure funds to provide an appropriate mainland station at San Francisco has not been successful. Unlike the result at the Atlantic ports, the participation of the United States in the war has not served to reduce immigration via San Francisco to any extent. The location of the station at a remote point, with buildings of frame construction which can not be made sanitary in the full sense of the term, was undoubtedly a mistake which should not be continued. Each year's delay adds to the unsuitability of the present arrangement, as the buildings become more and more dilapidated. The cost of correcting the existing conditions and at the same time bringing about strongly centralized administration is not formidable. Even with allowance made for the increased expense of building, hospital and detention facilities on the mainland may be had at an outlay of \$250,000, and it is urgently recommended that the required improvements be authorized without further delay. This is one of the items which will appear in the annual estimate soon to be submitted.

### LAND BORDER IMMIGRATION STATIONS.

As pointed out last year, the Immigration Service is not able to meet the necessities on the Mexican border by requiring the transportation lines to provide suitable and approved immigration stations as is done on the Canadian border. The alternative of renting buildings falls far short of meeting the problem, as no owner of land cares to make a heavy investment for improvements when there is no certainty that the quarters provided will be retained beyond one year, which is the limit to which we may go in executing leases under existing law. Moreover, the situation at the principal port on the Mexican border, El Paso, Tex., is particularly unstable because of the fact that there is a dispute as to sovereignty over the land abutting the present boundary line between the United States and Mexico. The unsatisfactory state of the title negatives the possibility of improvements on a rental basis, and even an appropriation for a Government-owned structure would give rise to difficulties because the title to land at the only suitable point for a station is not clear in a legal sense. In the 1916 report a plan was submitted for a joint building program to care for the needs of several Federal services along the Mexican border, and it is again recommended that this plan be made the subject of definite and favorable action.

## INVESTIGATION OF CONSPIRACIES TO ACCOMPLISH THE ILLEGAL LANDING OF CHINESE.

Reference was made in the report for last year to the investigation conducted at the request of the department by the former solicitor, Hon. John B. Densmore (now Director General of the United States Employment Service), at San Francisco, Cal., and elsewhere, as a result of which the existence of a widespread conspiracy to defeat the immigration and Chinese-exclusion laws was uncovered. Mr. Densmore's work was continued during the early part of the fiscal year now ended, with the result that indictments were had in the cases of 24 persons, former employees of the Immigration Service, Chinese "steerers," fraudulent "fathers" and "sons," five attorneys practicing before the San Francisco immigration office in Chinese cases, and several others, on charges of conspiracy to effect the illegal admission of Chinese aliens and for violation of the criminal code in removing and destroying official records of the Government.

Hundreds of records stolen from the vault at the Angel Island station were recovered and hundreds of other records discovered that had been forged or altered or in which the photographs had been substituted.

Numerous changes in the personnel of the service at San Francisco were made, and the conspiracy cases are expected to come up for trial during the autumn.

### ALIEN ANARCHISTS.

One of the subjects which gave the officials of the bureau great concern during the year covered by this report was that relating to the activity of alien anarchists and persons affiliated with organizations which, while they are not avowedly anarchistic, spread the propaganda of destruction of property and the upsetting of the general doctrines of government.

Much evidence has come into the hands of the Government agents as to the pernicious and dangerous activities of this class of persons, and it had been hoped that the provisions incorporated in the act of February 5, 1917, would be sufficient to reach them and deal effectively with these objectionable persons. While many of them were found upon investigation to be subject to arrest and deportation under the immigration law and a large number of warrants of arrest were issued and served, there appeared a lack of conformity between the provisions of sections 3 and 19 of the immigration act, as a result of which some persons of the anarchistic class, while subject to exclusion upon original arrival, might be able to frustrate deportation upon warrant procedure. Section 3, in so far as it relates to anarchists, reads thus:

Anarchists, or persons who believe in or advocate the overthrow by force or violence of the Government of the United States, or of all forms of law, or who disbelieve in or are opposed to organized government, or who advocate or teach the unlawful destruction of property; persons who are members of or affiliated with any organization entertaining and teaching disbelief in or opposition to organized government, or who advocate or teach the duty, necessity or propriety of the unlawful assaulting or killing of any officer or officers, either of specific individuals or of officers generally, of the Government of the United States or of any other organized government, because of his or their official character, or who advocate or teach the unlawful destruction of property.

Section 19 prescribes the grounds upon which aliens may be arrested and deported within the time therein specified, and the pertinent part of that section reads thus:

Any alien who at any time after entry shall be found advocating or teaching the unlawful destruction of property, or advocating or teaching anarchy, or the overthrow by force and violence of the Government of the United States or of all forms of law or the assassination of public officials.

By comparison of these two provisions it will be observed that the desirable result of deporting certain of the most troublesome classes who had succeeded in gaining admission to this country might be frustrated by probable judicial interpretation of the law pursuant to writs of habeas corpus. It is a strange commentary, in this connection, that persons who advocate the overthrow of all forms of law are in many instances the very first to appeal to the courts for redress from the possibility of expulsion from our country.

Under the act of 1917 the five-year limitation within which deportation proceedings may be instituted applies to anarchists, and the language of the statute might have been so construed as to make the word "anarchist," as it occurs in section 3, limited in scope by the words and descriptive matter following, notwithstanding the obvious intention to have each class as therein described separate and distinct from the others.

When this situation came to be realized by the bureau it was deemed advisable to defer acting upon all but the clearest cases until Congress could enact amendatory legislation which would serve to eliminate the supposed weaknesses of the existing statute. Accordingly a measure was drawn in the bureau and submitted through appropriate channels of both Houses of Congress, and this measure has passed the House of Representatives in the following form:

A bill to exclude and expel from the United States aliens who are members of the anarchistic and similar classes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That aliens who are anarchists; aliens who believe in or advocate the overthrow by force or violence of the Government of the United States or of all forms of law; aliens who disbelieve in or are opposed to all organized government; aliens who advocate or teach the assassination of public officials; aliens who advocate or teach the unlawful destruction of property; aliens who are members of or affiliated with any organization that entertains a belief in, teaches, or advocates the overthrow by force or violence of the Government of the United States or of all forms of law, or that entertains or teaches disbelief in or opposition to all organized government, or that advocates the duty, necessity, or propriety of the unlawful assaulting or killing of any officer or officers, either of specific individuals or of officers generally, of the Government of the United States or of any other organized government, because of his or their official character, or that advocates or teaches the unlawful destruction of property shall be excluded from admission into the United States.

Sec. 2. That any alien who, at any time after entering the United States, is found to have been at the time of entry, or to have become thereafter, a member of any one of the classes of aliens enumerated in section one of this act, shall, upon the warrant of the Secretary of Labor, be taken into custody and deported in the manner provided in the immigration act of February fifth, nineteen hundred and seventeen. The provisions of this section shall be applicable to the classes of aliens mentioned in this act irrespective of the time of their entry into the United States.

Sec. 3. That any alien who shall, after he has been excluded and deported or arrested and deported in pursuance of the provisions of this act, thereafter return to or enter the United States or attempt to return to or to enter the United States shall be deemed guilty of a felony, and upon conviction thereof shall be punished by imprisonment for a term of not more than five years; and shall, upon the termi-



nation of such imprisonment, be taken into custody, upon the warrant of the Secretary of Labor, and deported in the manner provided in the immigration act of February fifth, nineteen hundred and seventeen.

This measure has been favorably reported to the Senate, and as soon as its enactment into law is an accomplished fact it will become possible to deal in an effective way with a class of persons whose presence constitutes a grave danger to the welfare of this country.

#### CONCLUSION.

In conclusion, acting both for myself and the other officers of the bureau and the service at large, I wish to express the grateful appreciation of all concerned for the uniformly courteous consideration which has been received at your hands, and it is a source of gratification to be able to acknowledge the valued cooperation and wise counsel which we have always been able to secure from the head of the department.

A. CAMINETTI,  
*Commissioner General.*

Hon. W. B. WILSON,  
*Secretary of Labor.*

## APPENDIX I.

### STATISTICS OF IMMIGRATION.

The tables of immigration statistics here presented are so arranged as to furnish, in convenient form, figures for use by those interested in studying and discussing the statistical side of the immigration problem. The following items of special interest shown by the figures are deserving of particular notice and comment:

In the classification of aliens the terms (1) immigrant and emigrant and (2) nonimmigrant and nonemigrant, respectively, relate (1) to permanent arrivals and departures and (2) to temporary arrivals and departures. In compiling the statistics under this classification the following rule is observed: Arriving aliens whose permanent domicile has been outside the United States who intend to reside permanently in the United States are classed as immigrant aliens; departing aliens whose permanent residence has been in the United States who intend to reside permanently abroad are classed as emigrant aliens; all alien residents of the United States making a temporary trip abroad and all aliens residing abroad making a temporary trip to the United States are classed nonemigrant aliens on the outward journey and nonimmigrant aliens on the inward.

Table I is a concise statistical summary of the work of the year with the arriving and departing aliens classified in the manner above described and showing also the arriving and departing United States citizens and the number of aliens debarred at the ports and expelled after entering the country. Immigration for the year was 211,853 aliens (110,618 immigrant and 101,235 nonimmigrant), a decrease of 1,191,228 compared with the fiscal year 1914—the immigration for which was 1,403,081, made up of 1,218,480 immigrant and 184,601 nonimmigrant aliens—and a decrease of 151,024 as compared with the last fiscal year, when the immigration was 362,877 (295,403 immigrants and 67,474 nonimmigrant). Rejections for the year numbered 7,297 aliens, or 3.3 per cent of the applicants, compared with 16,028, or 4.2 per cent of the applicants, for the preceding year, and with 33,041, or 2.3 per cent of the applicants, for the year 1914. In the past year 1,569 aliens were arrested and expelled from the country, compared with 1,853 for the previous year, a decrease of 15 per cent, and with 4,610 for 1914, a decrease of 66 per cent. But in connection with these figures the showing made in Table XVIII-A for this abnormal year should be considered.

The net increase or decrease of population as the result of immigration and emigration of aliens is shown by Tables II to IV, the fiscal years 1917 and 1918 being compared by months and by countries in Tables II and III and the fiscal year 1918 by races in Table IV. In the past fiscal year 110,618 immigrant aliens and 101,235 nonimmigrant aliens, a total of 211,853, were admitted, and during that period 94,585 emigrant aliens and 98,683 nonemigrant aliens, a total of 193,268, departed from the United States. The net increase in population, therefore, resulting from immigration and emigration of aliens was 18,585 for the year. To make an absolutely correct statement as to increase in population along these lines it is necessary to make a further deduction of 4,620—the number of naturalized citizens of the United States who emigrated during the year—which

leaves an absolute net increase of 13,965. The net increase corresponding with the foregoing for the fiscal year 1917 was 216,498.

Table V furnishes the intended future residence of aliens admitted and the last permanent residence of aliens departed during the fiscal year.

The occupations of aliens entering and leaving the United States are concisely but interestingly presented in Table VI. Shown separately as immigrant and nonimmigrant, emigrant and nonemigrant aliens, the occupations of those arriving and departing are classified by general divisions—professional, skilled, and miscellaneous. Of common unskilled laborers, 50,232 (14,659 immigrant and 35,573 nonimmigrant) entered and 75,179 (34,590 emigrant and 40,589 nonemigrant) departed. Members of the skilled trades to the number of 36,035 (21,558 immigrant and 14,477 nonimmigrant) arrived and 27,266 (15,939 emigrant and 11,327 nonemigrant) departed. These figures might be compared with those shown in the report for 1917, to wit, 56,458 unskilled laborers arriving (51,115 immigrant and 5,343 nonimmigrant); 32,655 unskilled laborers departing (24,801 emigrant and 7,854 nonemigrant); skilled laborers arriving 61,232 (48,781 immigrant, and 12,451 nonimmigrant); skilled laborers departing, 20,550 (9,774 emigrant and 10,776 nonemigrant). It will be noted that 6,543 "farm laborers" entered in the past year (4,538 immigrant and 2,005 nonimmigrant), and that 1,464 such departed (1,051 emigrant and 413 nonemigrant), compared with 25,271 (22,328 immigrant and 2,943 nonimmigrant) entering and 3,588 (1,869 emigrant and 1,719 nonemigrant) departing in the fiscal year 1917.

Tables VII to XII-A are, from a statistical point of view, the most important of all those presented, for they furnish various interesting details concerning immigrant aliens admitted and emigrant aliens departed; in other words, they deal with the true immigrant and the true emigrant. Some of the more important items are deserving of special notice.

Thus Table VII shows, with respect to the 110,618 immigrant aliens admitted, that 76,098 were between the ages of 16 and 44, 21,349 were under 16, and 13,171 were 45 or over. The corresponding figures for 1917 were 295,403 admitted; 214,616 between 14 and 44; 47,467 under 14, and 33,320 were 45 years of age or over. Of those admitted who were 16 or over (of course, under the various special exceptions to the illiteracy test), 3,512 (484 males and 3,028 females) could neither read nor write and 260 (70 males and 190 females) could read but not write, the latter class being admissible under the new law. In the year 1917, 35,215 could neither read nor write (the new law being in effect but two months of that year), and 295 could read but not write, a total of 35,510, against a total of 3,772 for the past year. A more lucid way of presenting this, however, is to say that while 14.3 per cent of immigrant aliens admitted in 1917 were illiterate, but 3.2 per cent of those admitted in the past year were unable to read.

The total amount of money shown by admitted immigrant aliens to the inspection officers was \$8,960,433, or an average of \$81 per person. There is, of course, no way of determining how much of this was money sent to aliens by relatives already located in the United States. Of those admitted, 47,165 showed amounts of less than \$50 each, while 38,377 showed \$50 or over each; so that of 85,542 able to demonstrate the possession of funds, over 52 per cent had less than \$50 each.

It was claimed by 63,997 of the aliens admitted that they had paid their own passage, while it was conceded by 42,485 that their passage had been paid by relatives and by 4,136 that theirs had been paid by persons not related to them. These figures, which understate rather than overstate the facts, show that 41 per cent of the aliens admitted were assisted. In 1917 the percentage was 37, in 1916 the same figure, while in 1915 it was 42.

Table VII-A is the counterpart of Table VII. It shows that a total of 94,585 emigrant aliens (71,352 males and 23,233 females) departed during the past year. Of this number 9,862 were less than 16 years old, 69,893 were from 16 to 44, and 14,830 were 45 years of age or over; 64,386 had resided in the United States less than 5 years; 19,567 from 5 to 10 years; 5,573 from 10 to 15 years; 2,465 from 15 to 20 years; and 2,794 over 20 years.

Tables VII-B and VII-C give the conjugal condition of admitted immigrant and departing emigrant aliens, respectively.

Tables VII-D and VII-E relate to departing United States citizens.

Tables VIII to X-A furnish various interesting details regarding immigrant and emigrant aliens and departing citizens. Tables XI and XI-A supply data of interest regarding occupations and States to which going, or from which departing, with respect to immigrant and emigrant aliens, while Table XI-B gives States of destination by ports of admission with respect to immigrant aliens. Tables XII and XII-A present the statistics for the year segregated into different periods. Data of interest regarding nonimmigrant and nonemigrant aliens are supplied in Tables XIII to XIV-A, Tables XV, XV-A, and XVI being devoted to comparisons for past years.

The series composed of Tables XVII, XVII-A, XVII-B, and XVIII deals with aliens refused admission and returned from the ports and aliens apprehended within the country and deported. They also deserve detailed comment.

It will be observed from Table XVII that during the year there were turned back at the ports 7,297 aliens, or about 3.3 per cent of the total number applying for admission. The principal grounds on which these rejections occurred are shown in the following comparative statement:

Cause of rejection.	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918
Idiots.....	18	16	12	10	18	14	6	5	9	4
Imbeciles.....	42	40	26	44	54	68	27	17	19	5
Feeble-minded persons.....	121	125	126	110	493	996	302	224	224	19
Insanity (including epileptics).....	167	198	144	133	198	197	128	151	146	95
Constitutional psychopathic inferiority.....									3	20
Likely to become a public charge (including paupers, vagrants, and beggars).....	4,458	15,927	12,048	8,182	7,956	15,784	15,596	10,427	7,893	2,836
Afflicted with contagious diseases.....	2,308	3,033	2,735	1,674	2,457	3,143	1,613	1,050	1,383	401
Afflicted with tuberculosis.....	82	95	111	74	107	114	89	106	119	85
Physically or mentally defective.....	870	312	3,055	2,288	4,208	6,537	965	1,703	1,734	315
Chronic alcoholism.....									10	24
Criminals.....	273	580	644	592	808	755	276	245	257	160
Prostitutes and other immoral aliens.....	222	316	253	263	367	380	291	439	510	161
Procurers of prostitutes.....	181	179	141	192	253	254	192	307	371	88
Contract laborers.....	1,172	1,786	1,336	1,338	1,624	2,798	2,722	2,080	1,116	474
Unable to read (over 16 years of age).....									891	1,598
Alien enemies.....										49

Table XVII-A compares, by causes of rejection, aliens debarred during the years 1892 to 1917, inclusive, while Table XVII-B deals with a separate phase of rejections arising from the necessity of sometimes refusing to admit residents of foreign contiguous territory who claim to be coming for temporary purposes, 3,804 such aliens having been excluded in the past year.

Table XVIII covers aliens expelled from the country, divided into the three general classes: "Deportation compulsory within five years," "Deportation compulsory within three years," and "Deportation compulsory without time limit." As no aliens were deported by their own consent during the year under the "three year clause" of the new immigration act, that heading does not appear in the table. The total number of aliens expelled on departmental warrants was 1,569, compared with 1,853 in 1917. Nine hundred and fifty-two aliens were deported who belonged to the class whose deportation within five years after entry is mandatory, comprised of 796 who were members of excluded classes at time of entry, 137 who had become public charges from causes existing prior to entry, and 19 others illegally in the United States, 18 of whom were Chinese found here in violation of the exclusion laws; of the second class above mentioned, whose deportation within three years after entry may be effected, 380 aliens who had entered the country without inspection were deported; and of the third class, whose deportation is compulsory without time limit, there were expelled 237 aliens, 223 of whom were of the sexually immoral classes, 2 were anarchists, and 12 criminals.

Tables XVIII-A, the insertion of which in this report is again made necessary by war conditions, shows the number of aliens ordered expelled from the country a total of 1,045 whose actual deportation has been deferred until opportunity arises to return them to their former homes under proper circumstances. This table is also classified by races and causes for deportation. From these tables it will be observed that orders of deportation have been issued by the department in 2,614 cases.

Table XIX and XIX-A show the appeals, applications for admission under bond, applications for hospital treatment, and applications for admission until termination of the war. Appeals from excluding decisions to the number of 3,618 were reviewed by the bureau and submitted to the department for final decision. Of the aliens involved, 733 were admitted outright, 330 admitted on bonds, and 2,555 ordered deported by affirming the decision of the board of special inquiry. Dissenting board members took 16 appeals from admitting decisions. Of the aliens involved in these, 5 were admitted outright and 11 deported. Direct applications for admission under bond were made in 39 instances, the cases not being technically appealable, 29 of which applications were granted and 10 denied. There were 120 applications for hospital treatment, of which 106 were granted and 14 were refused. Also, there were 38 applications for transit privileges, all of which were granted, 1 applicant, in addition, having been admitted for the duration of the war.

Table XX shows the number of alien seamen reported by masters of vessels to have deserted in ports of the United States during the year; 4,756 of such seamen deserted, as compared with 8,752 for the preceding year.

Table XXI shows that 626 stowaways were brought to our ports in the past year. Stowaways are now excluded as such by the new immigration law.

Table XXII is one of the most important statements, for it shows the amount of revenue produced for the Government by the immigration law. Of the 211,853 aliens admitted, 116,154 were subject to the head tax of \$8, and head tax in the sum of \$4 each was covered into the Treasury after being held on special deposit on account of 9,802 aliens admitted as visitors during the preceding year, so that during the year the service collected \$968,440. Head tax covering 25,658 aliens admitted in transit or for temporary sojourn is held on special deposit at the close of the fiscal year. The conduct of the service has cost about \$2,817,000.

Table XXII-A covers refunds of head tax and needs no comment.

In Table XXIII there is furnished a comprehensive statement of passengers departed from the United States during the fiscal year.

Tables XXIV to XXVII-A cover immigrant and nonimmigrant arrivals in the continental United States from the insular possessions, and also arrivals in the insular possessions themselves, both from continental and insular United States.

Tables XXVIII and XXVIII-A cover cases of hospital treatment. Their showing may be very briefly commented upon. It will be observed that at New York 31 aliens were treated in hospital, against 111 for the preceding year; at Boston 9, against 3 for the preceding year; at Philadelphia 1, against none for the preceding year; at San Francisco 231, against 419 for the preceding year; at Seattle 604, against 426 for the preceding year; and at Honolulu 38, against 50 for the preceding year.

Tables XXIX, XXIX-A and XXIX-B show interesting information in regard to arriving aliens certified by surgeons of the Public Health Service as physically or mentally defective.

Table XXIX covers the sex, age, class of defect, and disposition, by diseases or defects, from which it will be seen that 6,153 aliens were certified, which is 2.8 per cent of the total number applying for admission; 304, or 4.9 per cent, of those certified were for mental defects; 1,302, or 21 per cent, were for loathsome or dangerous contagious diseases; 3,051, or nearly 50 per cent, were certified for other physical defects which affect aliens' ability to earn a living; and 1,496, or 24 per cent, for physical defects of less degree. About 35 per cent of those certified, 2,150 in number, were 45 years of age and over, although but 12 per cent of the applications for admission were of those ages; 4,558 of those certified, or 73 per cent, were admitted and 1,595, or 27 per cent, were deported.

Table XXIX-B indicates that in 518 cases the defects for which certified affected principally the blood and circulatory system; in 1,148 cases the aliens suffered from diseases or defects chiefly related to the nervous system and organs of special sense; in 1,596 cases conditions for which certified affected principally the internal organs, including the genito-urinary system; defects of other organs or members, including organs of motion and the skin and appendages, were certified in 1,126 cases, and in 1,608 the defective conditions affected the system generally.

Tables A to F cover certain special data regarding aliens of Japanese nationality. The Japanese Government issues limited passports to its subjects when emigrating. This brings laborers from that country within the provisions of the law, the President's proclamation, and rule 11 of the immigration regulations, and creates the necessity for presenting certain special statistics in their cases in addition to including them in the general tables kept in pursuance of the general provisions of law applicable to all aliens.

To make comparison convenient, the plan followed in previous reports in presenting comment on the statistics regarding Japanese immigration is again adopted here.

Table A shows an increase in the number of Japanese admitted to the continent and a decrease in the number admitted to the Territory of Hawaii. However, the figures shown by that table should be compared also with those for 1908, the first year the system under the proclamation and rule 11 of the immigration regulations and the understanding with Japan became operative, in which year 9,544 Japanese were admitted to continental United States and 8,694 to Hawaii, with 643 debarred at ports of the former and 60 at ports of the latter. In 1911 the corresponding figures were 4,282, 2,159, 46, and 34, while those for 1912 were 5,358, 3,231, 103, and 63, respectively; those for 1913 were 6,771, 4,901, 88, and 180; those for 1914 were 8,462, 4,554, 142, and 131; those for 1915 were 9,029, 3,208, 161, and 49; those for 1916 were 9,100, 3,607, 166, and 43; those for 1917 were 9,159, 4,129, 141, and 155; and those for 1918 were 11,143, 3,936, 91, and 110. Therefore the number of Japanese admitted to the mainland and Hawaii, respectively, in 1918, was about 22 per cent greater for continental United States and about 5 per cent less for Hawaii than the number shown for 1917.

Table B furnishes a means of comparing the immigration and emigration of Japanese in 1917 with that of the past year, by months.

Table C gives in some detail the occupations of Japanese who have entered and left the country during the year, divided roughly into professional, skilled, miscellaneous (which includes common laborers), and those having no occupation (including women and children). The total admitted to the mainland for each of these classes, respectively, is 694, 860, 5,392, and 4,197; to Hawaii, 145, 170, 2,719, and 902.

A comparison of the records of Japanese immigration and emigration kept by the bureau with similar records compiled by the Japanese Government is given in Table D. The variation between this and other tables is partially explained by the fact that this table is compiled from records of embarkation and debarkation, while the others relate to entries and departures recorded at United States ports.

Table E shows that during the past year 11,234 Japanese applied for admission to continental United States, of whom 11,143 were admitted and 91 debarred. Of the total number applying, 10,908 were in possession of proper passports and 326 were not. Of the 10,908 holding proper passports, 10,818 were found on examination to belong to the classes entitled by the understanding to receive passports and the remaining 90 not to fall within such classes. The 10,818 entitled to passports consisted of 4,910 former residents, 4,579 parents, wives, and children of residents, 3 settled agriculturists, and 1,326 new arrivals, who were nonlaborers. The 90 in possession of

passports, although apparently not entitled thereto, were found to be laborers and not to be former residents, parents, wives, or children of residents, or settled agriculturists. Of the 11,234 applying for admission, 7,185 were males and 4,049 were females. Of those applying for admission on the claim of relationship, 70 were parents, 1,685 were children, and 2,824 were wives of residents. Of the passports presented, 1,370 gave the holders' occupation as of a nonlaboring character, 408 gave such occupation as laboring, and 9,130 failed to state occupation. This table also furnishes other interesting pertinent details regarding the passports and the aliens presenting them, which it is not necessary to emphasize in the text.

Information similar to the above regarding the Territory of Hawaii is supplied by Table F. During the year 4,046 Japanese applied at Honolulu, 3,936 of whom were admitted and 110 debarred. All but 37 of the 4,046 applicants had passports. Of the 4,009 holding passports, 3,910 were entitled thereto under the definitions set forth in the table and 99 were found upon examination not to fall within such definitions. Of the 3,910 entitled to passports, 1,553 were former residents, and 2,357 were parents, wives, or children of residents. The 99 not entitled to passports consisted of 25 laborers and 74 nonlaborers, who were neither former residents nor parents, wives, or children of residents.

Of the total number of Japanese (15,079) shown by Tables E and F to have been admitted to the country during the year, 9,768 were nonlaborers and 5,311 were laborers.

Tables 1 to 8 supply special data regarding aliens of the Chinese race, the collection of which (in addition to data concerning aliens of said race compiled under the general law and included in the regular immigration tables) is made necessary by the fact that there is a special law dealing with aliens of said race.

In Table 1 is presented a comparison of the number of Chinese applying for admission during the years 1913 to 1918, inclusive. In the past year 3,166 Chinese were admitted (in addition to 34,977 granted transit privilege), as compared with 4,744 in 1917, 5,193 in 1916, 5,661 in 1915, 5,773 in 1914, and 5,662 in 1913, the admissions for the past year being 33 per cent less than for the preceding year, 39 per cent less than for 1916, 44 per cent less than for 1915, 47 per cent less than for 1914, and 44 per cent less than for 1913. In the past year 308 Chinese were debarred as against 321 in the preceding year, 437 in 1916, 268 in 1915, 410 in 1914, and 384 in 1913.

In Table 2 will be found a statement of the disposition, preliminary and final, of every application of a Chinese for admission. New applications to the number of 3,367 were made during the year, and 352 were pending from the previous year, a total of 3,719. Of these, 3,041 were admitted at the ports, 114 by the department on appeal, and 11 by the courts, a total of 3,166, while 308 were debarred, 1 died, 1 escaped, and 243 remain pending. The recapitulation by ports given at the bottom of Table 2 shows that 2,072 Chinese arrived at San Francisco, 685 at Seattle, 97 at New York, and 390 at Honolulu, the balance being scattering cases at ports of less importance.

Of the section-6 exempt class, 401 applied for admission. Of these classes only 16 were debarred. The applicants were composed of 148 merchants, 196 students, 11 teachers, and 46 travelers.



There were also 129 officials who applied. It is also shown by Table 2 that 546 domiciled merchants applied for admission, 7 cases having been pending from the previous year, making a total of 553, of whom 520 were admitted and 7 debarred, while 26 remain pending. Of those claiming to be "minor children of merchants," 302 entered and 90 were debarred. Of "wives of merchants," 107 applications were considered, 88 being admitted and 1 debarred, while of "wives of natives," 161 applications were considered, in 132 of which admission was ordered and in 7 deportation effected.

Table 3 contains a special discussion of what generally has been called the "United States citizen" class, which falls into three general divisions—those of native birth, those born abroad of native-born parents, and foreign-born wives of citizens. Of these "citizens" there were admitted 1,066 (nearly 34 per cent of all Chinese entering), of whom 603 belong to the first, 331 to the second, and 132 to the third. In 1917 the corresponding figures were 1,074, 905, and 110, respectively. The 603 belonging to the first division are segregated further into 13 of whose claimed departure from the United States there was no record (raw natives) and 590 of whose departure there was a record (returning natives). Of the latter, status had been determined previously in 492 and was determined for the first time in 98 cases. Therefore the number of Chinese adjudicated citizens or admitted for the first time on claims of relationship to alleged American citizens was 574, compared with 1,185 for the previous year, 1,065 for 1916, 1,017 for 1915, 1,065 for 1914, 1,094 for 1913, 673 for 1912, 614 for 1911, and 1,405 for 1910. In this connection it should be noted from Table 6 that of the Chinese arrested and brought before courts or court commissioners during the past year 68 were discharged, practically all on the claim of birth in the United States. The corresponding figures for 1917, 1916, 1915, 1914, 1913, 1912, 1911, and 1910 are 63, 162, 168, 122, 117, 108, 156, and 190, respectively. Adding these several sets of figures relating to admissions as United States citizens and wives and children of citizens, it will be observed that the total is 9,846, or an average of 1,094 per year for the nine years compared.

Table 4 shows that during the past year 305 appeals of Chinese were considered by the department, in 191 of which the decisions of the officers at the ports were sustained and in 114 overruled.

Table 5 presents a concise summary of the granting of return certificates to Chinese residents of this country who applied for the privilege of going abroad with the assurance of prompt admission on return. Applications for these certificates to the number of 1,800 were accepted, divided into 761 natives, 639 exempts, and 400 laborers, of which applications the officers at the ports of proposed departure granted 1,629 and denied 171. Of those denied, 21 appealed, 7 of the appeals being sustained and 14 dismissed by the bureau. During the year, therefore, return certificates were refused in 164 cases (of which 37 were natives, 104 were exempts, and 23 were laborers) and granted in 1,636 cases (724 natives, 535 exempts, and 377 laborers).

Tables 6 and 7 are compiled from statements furnished by United States marshals. During the year 104 Chinese were arrested on judicial warrants, compared with 115 in 1917, 212 in 1916, and 296 in

1915. There remained pending from the previous year 144 cases, so that the total number of cases considered was 248. These were disposed of as follows: In 2, the Chinese died or escaped; in 68, the court or commissioner ordered defendants' discharge; in 51, deportation was ordered; and 127 cases remain pending.

In connection with these tables attention should be directed to Table XVIII, from which it will be observed that during the last fiscal year 18 aliens of the Chinese race were arrested and deported under the immigration law without resort to the provisions of the exclusion laws. Incidentally these figures explain why there has been a decrease in arrests of Chinese before United States commissioners from 616 in 1912 to 191 in 1913, 225 in 1914, 296 in 1915, 212 in 1916, 115 in 1917, and 104 in 1918.

Table 8 furnishes some interesting items of information that can not be furnished conveniently in the same form in the preceding tables.

Chart 1 shows in graphic form the curve of immigration to the United States since 1820, the figures for each year being furnished as well.

In Chart 2 is furnished (also by means of graphic curves) a ready means of comparison between the total immigration for the same period (1820 to 1918) and that from the several countries, both by years and for the entire period. This chart reveals much interesting information, but is entirely self-explanatory and requires no comment.

REPORTS OF DEPARTMENT OF LABOR.

TABLE I.—Aliens admitted, deported, debarrred, and United States citizens arrived and departed, fiscal years ended June 30, 1917 and 1918.

Port.	Aliens.										Citizens.			
	1917					1918					1917		1918	
	Admitted.		Deported.		Deported after land- ing.	Deported.		Admitted.		Deported after land- ing.	Deported.	Arrived	De- parted.	Arrived.
	Imm- grant aliens.	Non- imm- grant aliens.	Emi- grant aliens.	Non- emi- grant aliens.		Emi- grant aliens.	Non- emi- grant aliens.	Imm- grant aliens.	Non- imm- grant aliens.					
New York, N. Y.	128,446	29,100	37,052	40,006	1,671	28,967	26,267	30,536	32,018	131	39,958	42,619	21,789	208,471
Boston, Mass.	11,828	42	3,392	26	37	3,392	26	4	4	47	26	53	419	30,824
Philadelphia, Pa.	274	42	58	26	17	396	26	2	2	33	11	125	30	49
Baltimore, Md.	231	25	268	8	4	268	8	2	2	26	3	47	40	30
Portland, Me.	19	122	187	18	8	22	18	2	2	2	10	10	6	10
New Bedford, Mass.	952	54	180	22	94	427	23	148	5	224	3	18	82	3
Providence, R. I.	5,070	122	447	137	4	1,351	35	5	5	9	1	119	86	360
Newport News, Va.	372	336	687	90	8	687	90	5	5	12	214	314	86	360
Norfolk, Va.	576	59	701	17	1	701	17	21	21	5	21	21	8	8
Savannah, Ga.	17	1	94	1	3	94	1	19	19	5	96	96	177	177
Miami, Fla.	1,123	1,918	796	1,244	4	538	476	542	6	6	427	238	117	99
Key West, Fla.	1,865	5,898	1,672	7,364	14	921	5,374	7,296	29	29	14,792	15,381	6,135	6,197
Other Atlantic ports.	62	22	6	21	2	187	101	25,300	9	9	139	283	190	2
Tampa, Fla.	2,636	1,453	6	28	7	2,460	883	3	3	83	7	18	649	5
Pensacola, Fla.	5	2	14	3	1	13	3	2	2	3	1	5	6	6
Mobile, Ala.	53	48	2	1	4	34	3	1	1	2	4	65	67	6
New Orleans, La.	2,191	2,778	789	1,943	100	2,296	792	2,676	1	75	7	6,066	4,429	8,660
Galveston, Tex.	307	34	1	1	8	289	15	5	5	4	4	1,448	181	125
Other Gulf ports.	32	2	35	2	1	35	2	2	2	1	2	4	4	4
San Francisco, Cal.	7,269	3,245	3,161	5,920	310	9,812	8,118	8,710	8,711	326	5,032	5,418	4,547	4,282
Portland, Ore.	4,955	2,384	762	2,150	77	4,266	2,160	2,053	72	72	867	810	489	788
Seattle, Wash.	11	1	208	547	4,775	4,289	89,981	3,810	1,977	14	1,332	818	377	8,816
Alaska.	15,389	8,214	208	547	4,775	17,258	14,969	3,810	1,977	746	1,021	384	377	8,816
Mexican border ports.	290	102	250	85	3	129	144	782	41	2	205	88	88	8
Through "sanads."	863	1,256	59	1,831	24	423	774	1,646	1,646	1	2	2,286	1,375	1,791
Pacific ports.	104,466	5,154	18,801	12,866	8,296	32,176	27,076	7,463	3,729	636	45,661	44,881	97,783	34,650
Border Stations	3,864	1,696	338	5,362	268	3,494	3,362	3,860	128	13	2,080	2,080	976	2,621
Honolulu, Hawaii.	867	2,723	680	2,462	24	3,469	613	1,624	23	23	3,910	5,086	2,792	4,079
Port Rico.	283,403	67,474	66,277	80,102	16,028	110,618	94,585	98,638	7,267	1,669	127,420	126,011	72,967	275,857
Total.	5,797	6,272	8,530	8,530	155	7,698	6,036	6,261	312	1,135	6,427	8,263	8,424	1,902

TABLE II.—Net increase or decrease of population by arrival and departure of aliens, fiscal years ended June 30, 1917 and 1918, and 1918, by months.

Months.	1917						1918											
	Admitted.			Departed.			Increase (+) or decrease (-).			Admitted.			Departed.			Increase (+) or decrease (-).		
	Immigrant aliens.	Nonimmigrant aliens.	Total.	Emigrant aliens.	Nonimmigrant aliens.	Total.	Immigrant aliens.	Nonimmigrant aliens.	Total.	Emigrant aliens.	Nonimmigrant aliens.	Total.	Immigrant aliens.	Nonimmigrant aliens.	Total.	Immigrant aliens.	Nonimmigrant aliens.	Total.
July.....	25,085	5,632	30,717	5,459	7,394	12,773	18,244	9,367	7,824	17,191	8,594	5,765	14,359	2,852				
August.....	29,975	6,372	36,347	5,758	7,445	14,454	21,313	10,097	5,921	16,248	7,699	5,494	13,193	+ 2,215				
September.....	30,305	7,008	37,313	6,577	7,415	14,625	29,310	6,256	4,530	15,345	7,927	5,719	13,664	+ 1,715				
October.....	31,045	7,008	38,053	7,113	8,311	15,225	29,310	6,256	4,388	13,672	8,547	5,769	14,316	+ 2,174				
November.....	31,045	7,008	38,053	7,113	8,311	15,225	29,310	6,256	4,388	13,672	8,547	5,769	14,316	+ 1,487				
December.....	30,746	5,092	35,838	7,003	10,188	17,173	18,791	6,987	3,201	10,188	5,492	6,073	11,561	- 1,129				
January.....	20,228	29,747	49,975	4,285	5,897	10,182	19,583	6,356	2,818	9,174	6,491	6,641	13,132	- 3,690				
February.....	19,238	4,453	23,691	3,359	5,897	9,246	14,725	6,356	7,441	13,796	14,535	3,584	18,119	- 1,129				
March.....	15,512	4,618	20,130	2,318	3,687	6,005	17,125	6,510	4,564	11,074	14,082	6,434	10,508	+ 5,566				
April.....	20,523	5,466	25,989	2,777	4,231	7,008	18,125	9,541	6,593	16,072	9,437	5,066	14,523	+ 1,547				
May.....	10,487	5,535	16,022	5,462	7,247	12,709	18,821	15,217	41,865	57,082	12,517	5,257	17,774	+ 39,328				
June.....	11,095	5,049	16,144	7,462	5,069	12,531	3,563	14,247	9,155	23,402	4,984	38,000	42,964	- 19,562				
Total.....	295,463	67,474	362,937	66,277	80,102	146,379	+216,498	110,618	101,265	211,883	94,665	98,663	193,268	+ 18,585				

TABLE III.—Net increase or decrease of population by arrival and departure of aliens, fiscal years ended June 30, 1917 and 1918, by countries.

Country of last or future permanent residence.	1917						1918						
	Admitted.			Departed.			Admitted.			Departed.			
	Immigrant aliens.	Nonimmigrant aliens.	Total.	Emigrant aliens.	Nonimmigrant aliens.	Total.	Immigrant aliens.	Nonimmigrant aliens.	Total.	Emigrant aliens.	Nonimmigrant aliens.	Total.	
Austria.....	857	.....	857	126	16	142	715	53	58	5	53	+	
Hungary.....	401	.....	401	112	6	118	286	8	9	1	8	+	
Belgium.....	398	102	500	15	30	45	455	73	111	41	35	+	
Bulgaria, Serbia, and Montenegro.....	151	3	154	191	50	241	87	19	21	700	18	718	697
Denmark.....	2,744	456	3,200	499	649	1,138	2,062	1,630	2,160	304	881	685	+ 1,475
France, including Corsica.....	3,187	1,215	4,402	2,064	1,060	3,150	1,252	1,798	4,672	3,176	6,318	9,494	+ 4,822
German Empire.....	1,857	88	1,945	315	305	620	1,325	447	469	28	133	161	+ 3,026
Greece.....	23,974	171	24,145	2,084	197	2,231	21,914	1,910	2,028	2,966	37	3,043	+ 1,015
Italy, including Sicily and Sardinia.....	34,896	1,140	35,736	12,542	849	13,391	22,345	5,230	5,937	8,645	759	9,404	+ 3,787
Netherlands.....	2,225	1,028	3,253	1,227	787	2,014	2,249	844	3,771	139	1,951	1,640	+ 2,191
Norway.....	4,659	1,868	6,227	1,653	979	2,612	3,615	2,578	4,327	1,730	1,324	3,054	+ 1,373
Portugal, including Cape Verde and Azore Islands.....	9,973	27	10,000	1,353	140	1,493	8,500	2,294	88	1,976	105	2,141	+ 171
Romania.....	12,710	13	12,723	5,947	746	6,693	6,547	4,242	752	4,983	33	5,584	+ 540
Russian Empire and Finland.....	.....	524	524	.....	1	1	.....	16	16	7	23	30	.....
Saxony.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Baleares Islands.....	10,232	928	11,160	2,491	1,142	3,633	7,527	4,295	4,946	3,250	850	4,100	+ 846
Switzerland.....	6,368	530	6,898	969	463	1,432	5,469	2,298	390	1,690	376	1,545	+ 1,143
Turkey.....	911	103	1,014	159	98	257	5,757	331	436	1,172	87	2,989	+ 1,177
Turkey in Europe.....	152	2	154	24	2	26	128	15	19	24	2	26	.....
United Kingdom.....	8,354	3,240	11,594	2,798	7,580	10,378	1,216	2,037	5,103	1,239	3,313	4,552	+ 551
England.....	6,405	2,229	8,634	2,077	353	2,430	4,255	331	470	280	1,657	4,487	+ 33
Ireland.....	1,898	411	2,279	678	616	1,294	2,065	280	276	141	223	364	+ 173
Scotland.....	.....	77	77	.....	45	45	.....	219	475	24	22	46	+ 429
Wales.....	1,463	310	1,773	88	9	97	1,676	42	92	480	17	497	+ 405
Total Europe.....	133,083	12,168	145,251	35,367	16,149	51,516	93,735	31,063	45,900	31,500	16,312	47,812	+ 2,303

China.....	2,237	515	2,782	1,871	660	2,461	+	291	1,765	84,221	36,016	2,352	32,566	35,306	708
Japan.....	8,991	584	9,575	750	645	1,368	+	8,180	10,213	670,670	10,883	1,583	9,838	2,521	8,362
India.....	1,099	154	2,633	176	119	1,265	-	32	130	130	260	1,229	134	363	103
Turkey in Asia.....	383	11	404	8	2	473	+	394	43	1	44	5	19	24	20
Other Asia.....	1,028	400	1,426	356	117	473	+	953	520	691	1,211	212	1,891	2,103	892
Total Asia.....	12,756	1,664	14,420	3,161	1,473	4,634	+	9,786	12,701	35,713	48,414	4,381	25,938	40,319	8,095
Africa.....	566	137	703	108	180	288	+	415	299	244	543	100	191	291	252
Australia, Tasmania, and New Zealand.....	128	277	403	35	171	206	+	199	105	443	608	36	436	472	136
Poland.....	1,014	1,551	2,565	382	1,352	1,734	+	891	925	1,613	1,988	418	1,033	1,471	437
British North America.....	105,394	3,882	109,276	18,994	16,092	35,084	+	73,451	32,842	3,308	36,263	271,469	8,375	85,546	516
Central America.....	2,073	1,324	3,397	570	1,051	2,141	+	1,272	2,220	1,111	2,635	509	1,705	3,584	1,649
Mexico.....	17,869	2,268	20,137	812	1,931	2,743	+	17,272	15,220	5,111	22,635	25,515	5,523	33,544	6,909
South America.....	6,631	1,984	8,615	943	669	1,612	+	5,263	3,343	2,588	5,931	1,071	3,594	5,644	1,373
West Indies.....	15,507	10,790	26,297	5,891	16,335	22,226	+	4,071	8,879	11,263	20,082	3,891	14,418	18,309	2,773
Other countries.....	77	31,127	31,127	.....	21,260	21,260	+	9,867	.....	25,291	25,291	.....	12,806	12,806	12,489
		155	232	4	22	26	+	206	47	71	118	14	17	31	87
Grand total.....	295,403	67,474	362,877	66,277	80,102	146,379	+	216,498	110,618	101,235	211,833	94,565	98,683	193,268	+15,585

TABLE IV.—*Net increase or decrease of population by arrival and departure of aliens, fiscal year ended June 30, 1918, by races or peoples.*

Race or people.	Admitted.			Departed.			Increase (+) or decrease (-).
	Immigrant aliens.	Nonimmigrant aliens.	Total.	Emigrant aliens.	Nonemigrant aliens.	Total.	
African (black).....	5,706	2,379	8,085	1,291	1,297	2,588	+ 5,497
Armenian.....	221	26	247	1,238	83	1,261	- 1,014
Bohemian and Moravian (Czech)	74	10	84	455	64	519	- 435
Bulgarian, Serbian, and Montenegrin.....	150	56	206	918	29	947	- 741
Chinese.....	1,576	35,621	37,197	2,239	35,174	37,413	+ 216
Croatian and Slovenian.....	33	10	43	31	1	32	+ 11
Cuban.....	1,179	4,683	5,862	1,141	6,007	7,148	- 1,281
Dalmatian, Bosnian, and Herzegovinian.....	15	8	23	13	4	17	+ 6
Dutch and Flemish.....	2,200	3,582	5,782	696	4,141	4,839	+ 943
East Indian.....	61	454	515	154	43	196	+ 319
English.....	12,980	9,119	22,099	12,810	10,064	22,874	+ 775
Finnish.....	1,967	427	2,394	1,566	506	2,102	+ 192
French.....	6,840	4,531	11,371	5,427	3,296	8,720	+ 2,651
German.....	1,992	496	2,478	563	399	962	+ 1,516
Greek.....	2,602	363	2,965	2,952	184	3,133	+ 166
Hebrew.....	3,672	530	4,202	687	298	975	+ 3,227
Irish.....	4,657	1,246	5,903	3,071	1,149	4,220	+ 1,683
Italian (north).....	1,074	495	1,569	1,041	461	1,502	+ 67
Italian (south).....	5,284	642	5,926	8,135	1,095	9,230	- 3,304
Japanese.....	10,168	4,911	15,079	1,558	9,252	10,840	+ 4,239
Korean.....	149	23	172	77	37	114	+ 58
Lithuanian.....	135	56	191	45	4	49	+ 142
Magyar.....	32	8	40	41	3	44	- 4
Mexican.....	17,602	14,147	31,749	25,084	3,618	28,702	+ 3,047
Pacific Islander.....	17	111	128	6	28	34	+ 94
Polish.....	668	76	744	1,035	4,877	5,912	- 5,168
Portuguese.....	2,419	399	2,718	2,016	722	2,738	+ 20
Roumanian.....	155	36	191	61	26	87	+ 104
Russian.....	1,513	493	2,006	4,929	785	5,711	- 3,703
Ruthenian (Russiak).....	49	8	57	25	5	30	+ 27
Scandinavian (Norwegians, Danes, and Swedes).....	8,741	4,862	13,603	4,665	4,423	9,088	+ 4,515
Scottish.....	5,204	2,093	7,297	3,307	1,322	5,129	+ 2,168
Slovak.....	35	13	48	453	6	459	- 411
Spanish.....	7,909	4,693	12,602	4,182	4,416	8,598	+ 4,004
Spanish American.....	2,221	2,272	4,503	736	2,306	3,039	+ 1,464
Syrian.....	210	322	532	160	282	442	+ 90
Turkish.....	24	14	38	58	36	94	- 56
Welsh.....	278	159	437	263	121	384	+ 53
West Indian (except Cuban).....	732	1,643	2,375	426	1,506	1,932	+ 443
Other peoples.....	314	221	535	1,001	163	1,164	- 629
Total.....	110,618	101,285	211,953	94,585	98,683	193,268	+ 18,585
Admitted in and departed from Philippine Islands.....	7,698	6,036	13,734	795	8,261	9,056	+ 4,678

TABLE V.—Intended future permanent residence of aliens admitted and last permanent residence of aliens departed, fiscal year ended June 30, 1918, by States and Territories.<sup>1</sup>

State or Territory.	Admitted.		Departed.	
	Immigrant aliens.	Non-immigrant aliens.	Emigrant aliens.	Non-emigrant aliens.
Alabama.....	182	24	27	1
Alaska.....	151	59	50	22
Arizona.....	2,436	2,051	1,744	40
Arkansas.....	74	1	10	2
California.....	12,088	2,890	4,898	3,744
Colorado.....	573	117	389	72
Connecticut.....	1,795	127	1,861	37
Delaware.....	64	5	73	1
District of Columbia.....	858	45	142	10
Florida.....	1,459	973	1,646	91
Georgia.....	146	8	25	2
Hawaii.....	3,109	1,251	674	3,388
Idaho.....	425	60	213	86
Illinois.....	2,748	238	3,488	213
Indiana.....	433	24	288	8
Iowa.....	530	30	467	19
Kansas.....	249	51	325	4
Kentucky.....	65	8	36	1
Louisiana.....	1,742	225	365	68
Maine.....	1,733	152	1,355	5
Maryland.....	588	77	226	13
Massachusetts.....	9,438	1,177	6,532	581
Michigan.....	5,895	149	5,068	77
Minnesota.....	1,627	94	2,353	199
Mississippi.....	74	3	26	7
Missouri.....	489	67	848	19
Montana.....	725	112	461	149
Nebraska.....	304	16	265	25
Nevada.....	160	21	95	37
New Hampshire.....	1,008	93	895	4
New Jersey.....	2,437	227	2,179	95
New Mexico.....	644	183	1,164	2
New York.....	27,384	3,952	21,262	1,151
North Carolina.....	69	24	29	2
North Dakota.....	510	26	446	42
Ohio.....	1,755	87	2,292	48
Oklahoma.....	111	24	214	1
Oregon.....	962	225	304	251
Pennsylvania.....	3,514	260	5,341	101
Philippine Islands.....	27	11	36	
Porto Rico.....	327	315	612	157
Rhode Island.....	1,027	102	962	65
South Carolina.....	50	4	12	7
South Dakota.....	143	5	105	12
Tennessee.....	93	6	34	6
Texas.....	12,288	8,045	21,521	11
Utah.....	513	118	209	120
Vermont.....	1,001	69	448	2
Virginia.....	1,554	79	122	6
Virgin Islands.....	7	2	39	9
Washington.....	2,652	927	1,421	1,102
West Virginia.....	292	16	323	5
Wisconsin.....	571	35	801	44
Wyoming.....	124	24	82	44
Outside United States.....		76,332		86,479
Total.....	110,618	101,235	94,585	96,681

<sup>1</sup> For permanent residences of aliens arriving in and departing from the Philippine Islands see Tables IX, IX-A, XIV, and XIV-A.



TABLE VI.—Occupations of aliens admitted and departed, fiscal year ended June 30, 1918.<sup>1</sup>

Occupations.	Admitted.		Departed.	
	Immigrant aliens.	Nonimmigrant aliens.	Emigrant aliens.	Nonimmigrant aliens.
<b>PROFESSIONAL.</b>				
Actors.....	214	554	159	310
Architects.....	61	97	49	77
Clergy.....	404	490	290	485
Editors.....	49	99	39	96
Electricians.....	222	103	311	75
Engineers (professional).....	520	1,306	227	661
Lawyers.....	95	443	49	279
Literary and scientific persons.....	94	234	62	163
Musicians.....	190	184	158	115
Officials (Government).....	874	2,407	203	1,479
Physicians.....	182	509	163	414
Sculptors and artists.....	68	143	81	144
Teachers.....	849	614	295	512
Other professional.....	737	587	503	630
<b>Total.....</b>	<b>4,559</b>	<b>7,779</b>	<b>2,589</b>	<b>5,440</b>
<b>SKILLED.</b>				
Bakers.....	260	143	201	55
Barbers and hairdressers.....	221	179	170	100
Blacksmiths.....	288	106	248	42
Bookbinders.....	18	8	7	7
Brewers.....	4	2	2	2
Butchers.....	96	71	109	26
Cabinetmakers.....	27	4	81	14
Carpenters and joiners.....	1,670	669	1,605	462
Cigarette makers.....	3	1	1	3
Cigar makers.....	114	315	468	458
Cigar packers.....	17	22	4	1
Clerks and accountants.....	3,906	2,894	2,064	3,214
Dressmakers.....	774	301	214	150
Engineers (locomotive, marine, and stationary).....	527	935	504	1,291
Furriers and fur workers.....	17	2	6	3
Gardeners.....	105	133	93	124
Hat and cap makers.....	32	16	11	8
Iron and steel workers.....	194	68	194	86
Jewelers.....	38	39	39	25
Locksmiths.....	9	3	1	2
Machinists.....	815	365	1,649	286
Mariners.....	4,632	4,075	745	2,618
Masons.....	287	106	164	82
Mechanics (not specified).....	561	378	718	286
Metal workers (other than iron, steel, and tin).....	54	19	80	18
Millers.....	15	3	7	8
Milliners.....	130	43	67	40
Miners.....	649	491	1,498	222
Painters and glaziers.....	246	124	434	90
Pattern makers.....	6	3	13	4
Photographers.....	66	58	34	45
Plasterers.....	34	14	118	6
Plumbers.....	87	40	207	25
Printers.....	111	71	138	43
Saddlers and harness makers.....	34	12	16	5
Beamstresses.....	1,268	148	78	67
Shoemakers.....	332	84	206	54
Stokers.....	744	849	231	206
Stonecutters.....	63	5	53	11
Tailors.....	584	214	346	164
Tanners and curriers.....	8	9	12	5
Textile workers (not specified).....	39	15	259	142
Tinners.....	39	21	50	14
Tobacco workers.....	2	7	4	2
Upholsterers.....	16	.....	8	3
Watch and clock makers.....	30	21	23	18
Weavers and spinners.....	212	63	240	46
Wheelwrights.....	7	10	.....	5
Woodworkers (not specified).....	28	4	49	11
Other skilled.....	2,137	1,321	2,512	738
<b>Total.....</b>	<b>21,558</b>	<b>14,477</b>	<b>15,939</b>	<b>11,327</b>

<sup>1</sup> For occupations of aliens arriving in and departing from Philippine Islands see Tables X and X-A.

TABLE VI.—Occupations of aliens admitted and departed, fiscal year ended June 30, 1918—Continued.

Occupations.	Admitted.		Departed.	
	Immigrant aliens.	Nonimmigrant aliens.	Emigrant aliens.	Nonimmigrant aliens.
<b>MISCELLANEOUS.</b>				
Agents.....	331	877	310	953
Bankers.....	106	252	61	314
Draymen, hackmen, and teamsters.....	117	57	276	45
Farm laborers.....	4,538	2,006	1,051	413
Farmers.....	2,583	2,525	3,556	3,280
Fishermen.....	378	272	151	344
Hotel keepers.....	119	195	52	764
Laborers.....	14,659	35,573	34,590	40,539
Manufacturers.....	86	240	50	220
Merchants and dealers.....	2,659	10,066	2,339	11,626
Servants.....	7,816	2,405	2,656	1,688
Other miscellaneous.....	6,146	5,065	5,863	3,964
<b>Total.....</b>	<b>39,538</b>	<b>59,532</b>	<b>50,955</b>	<b>64,200</b>
<b>No occupation (including women and children).....</b>	<b>44,963</b>	<b>19,447</b>	<b>25,102</b>	<b>17,716</b>
<b>Grand total.....</b>	<b>110,618</b>	<b>101,235</b>	<b>94,585</b>	<b>98,683</b>

TABLE VII.—Sex, age, literacy, financial condition, etc., of immigrant aliens admitted, fiscal year ended June 30, 1918, by races or peoples.

Race or people.	Num-ber ad-mitted.	Sex.		Age.		Literacy, 16 years and over.				Causes for exemption from literacy test under section 3.						
		Male.	Fe-male.	Under 16 years.	16 to 44.	45 and over.	Can read but can not write.		Can neither read nor write.		Can read and write.		Join relatives.			
							Male.	Fe-male.	Male.	Fe-male.	Male.	Fe-male.	Male.	Fe-male.		
African (black).....	5,706	2,774	2,932	662	4,828	216	1	5	6	42	2,478	2,520	4,998	5	37	42
Armenian.....	221	147	74	45	152	24	1	1	1	11	116	48	164	1	9	10
Bohemian and Moravian (Czech).....	74	45	29	9	48	17					43	22	65			
Bulgarian, Serbian, and Montenegrin.....	150	130	20	6	128	16		3	8	11	123	10	133	1	8	9
Chinese.....	1,576	1,276	300	128	1,178	289		2	2	3	1,174	101	1,275	2	164	166
Croatian and Slovenian.....	33	26	7	3	24	6		2	2	3	23	4	27		3	3
Cuban.....	1,179	816	363	365	753	59				1	560	223	813		1	1
Dalmatian, Russian, and Herzegovinian.....	15	15			13	2				1	14		14			
Dutch and Flemish.....	2,200	1,492	708	369	1,533	298	3	1	4	5	1,284	533	1,817	4	5	9
East Indian.....	61	57	4	4	56	1				3	51	3	54			3
English.....	12,980	7,148	5,832	2,274	7,879	2,927	2	2	2	11	3	8	10,678	11	15	26
Finnish.....	1,867	1,242	625	321	1,451	95	7	2	2	2	1,058	6	1,542			
French.....	6,940	3,132	3,708	1,185	4,304	1,351	2	4	11	115	2,393	3,088	5,434	101	94	195
German.....	1,992	1,174	818	384	1,307	321	1	1	3	2	11	13	1,614	2	10	12
Greek.....	2,692	2,149	453	233	2,184	185	3	3	3	16	80	96	1,968	274	79	89
Hebrew.....	3,672	3,114	2,158	1,510	1,811	351	13	13	13	179	185	1,964	6	177	17	183
Irish.....	4,657	2,988	1,669	652	2,910	1,065	4	4	5	11	19	30	2,720	10	19	25
Italian (north).....	1,074	856	488	209	755	130		5	5	4	16	20	472	373	845	20
Italian (south).....	5,234	1,879	3,355	1,495	2,743	606		5	5	60	571	1,794	2,713	59	369	625
Japanese.....	10,198	4,821	5,377	1,417	8,228	523	1	7	8	70	685	705	8,638	47	632	699
Korean.....	149	99	50	12	100	0	0	0	0	0	34	70	104	0	6	6
Lithuanian.....	36	36		18	18	0	1	1	1	5	55	10	65	4	1	5
Mexican.....	132	115	17	16	100	13				6	57	27	84			
Polish.....	17,692	10,645	6,965	5,277	10,846	1,469	31	134	165	68	845	941	11,219	52	793	845
Pacific islander.....	17	12	5	5	10	2										
Portuguese.....	668	497	171	112	412	70	4	3	7	10	430	100	530	7	9	16
Rumanian.....	2,319	1,340	970	581	1,518	220				19	194	681	1,525	15	194	209
Russian.....	1,153	1,124	31	27	1,052	28	6	20	21	7	107	213	1,282	0	24	30
Russian (Rusniak).....	1,513	1,081	432	240	1,175	98	6	5	5	7	943	266	1,247	0	24	30
Ruthenian (Rusniak).....	49	36	13	6	35	8				1	31	9	40	1	2	3

Scandinavian (Norwegians, Danes, and Swedes).....	8,741	5,467	3,274	1,232	6,652	837	3	2	5	1	3	4	4,834	2,646	7,500	1	3	4	
Scottish.....	5,201	2,010	3,194	777	3,263	1,164	1	1	2	4	6	12	1,604	2,803	4,411	6	6	1	
Slovak.....	35	27	8	6	25	4							21	4	26	1			
Spanish.....	7,969	6,791	1,118	701	6,701	907	5	3	8	7	54	61	6,365	774	7,139	4	81	55	
Spanish American.....	2,231	1,560	651	373	1,727	132					2	2	1,376	461	1,837	1	2	2	
Syrian.....	210	143	67	33	160	17					13	11	137	36	163	1	13	14	
Turkish.....	24	23	1	1	22	1					1	2	30	1	31	1	1	1	
W. Irish.....	278	170	108	64	132	82					1	2	135	77	212	1	1	2	
West Indian (other than Cuban).....	732	361	371	171	493	68		1	1		1	1	274	285	559		1	1	
Other peoples.....	314	263	111	65	221	28	2	1	2	4	14	18	162	67	229	1	13	14	
<b>Total</b> .....	<b>110,618</b>	<b>61,880</b>	<b>48,738</b>	<b>21,349</b>	<b>76,068</b>	<b>13,171</b>	<b>70</b>	<b>190</b>	<b>260</b>	<b>434</b>	<b>3,028</b>	<b>3,512</b>	<b>49,066</b>	<b>35,561</b>	<b>85,497</b>	<b>387</b>	<b>2,069</b>	<b>3,346</b>	
Admitted in Philippines.....	7,668	6,985	713	1,203	6,313	182													
Islands.....																			

TABLE VII.—Sex, age, literacy, financial condition, etc., of immigrant aliens admitted, fiscal year ended June 30, 1918, by races or peoples—Contd.

Races or people.	Causes for exemption from literacy test under section 3.						Money.		By whom passage was paid.			Going to join—		Not going to join relative or friend.
	Religious persecution.		Other causes.		Physically defective (blind or dumb).		Total amount of money shown.	Self.	Relative.	Other than self or relative.	Relative.	Friend.		
	Male.	Total.	Male.	Total.	Male.	Total.								
African (black).....							1,402	3,287	3,748	1,650	308	4,244	792	670
Armenian.....							66	95	132	88	1	1,163	38	20
Bohemian and Moravian (Czech).....							34	12	49	24	1	34	24	16
Bulgarian, Serbian, and Montenegrin.....							91	36	123	12	15	51	33	66
Chinese.....							702	745	820	629	127	713	605	238
Croatian and Slovenian.....							18	8	21	8	4	17	3	13
Cuban.....							807	165	611	539	29	463	222	494
Dalmatian, Bosnian, and Herzegovinian.....							4	6	19	19	3	3	3	12
Dutch and Flemish.....							980	545	1,441	610	149	908	471	821
East Indian.....							36	22	52	4	5	3	18	40
English.....							5,141	4,122	7,951	4,399	630	7,530	2,770	3,180
French.....							716	662	1,525	1,298	70	868	400	1,569
German.....							2,097	2,172	4,176	2,243	421	4,282	979	1,569
Greek.....							680	684	286	1,267	101	1,023	280	631
Hebrew.....							702	1,304	185	2,042	115	1,657	620	317
Irish.....							926	969	375	1,166	37	3,278	205	191
Italian (north).....							1,622	1,716	486	3,228	174	2,879	787	881
Italian (south).....							457	366	95	699	39	670	122	252
Japanese.....							753	2,109	142	2,837	52	4,882	182	370
Korean.....							5,063	3,149	608	7,881	112	7,363	1,678	1,107
Lithuanian.....							48	24	57	66	4	86	40	5
Magyar.....							96	37	17	25	15	99	71	39
Malayan.....							13	5	11	11	.....	.....	.....	.....
Mexican.....							2,052	13,882	9,214	8,162	197	6,589	574	10,439
Pacific Islander.....							5	2	7	7	.....	.....	.....	.....
Polish.....							245	248	64	489	27	353	168	147
Portuguese.....							383	1,331	69	240	72	1,743	316	290
Rumanian.....							99	38	11	43	4	76	28	51
Russian.....							790	407	143	733	68	635	278	600
Ruthenian (Russo-lithuanian).....							38	16	36	12	1	20	12	17

Scandinavian (Norwe- gians, Danes, and Swedes).....	2	2	2	2	2	3,167	968,810	5,894	2,173	674	4,333	1,671	2,737
Scotch.....						1,892	569,624	3,564	1,485	145	3,131	1,096	1,077
Slovak.....						4	2,285	22	9	4	6	2	27
Spanish.....	3	3	6			3,369	592,397	6,181	1,476	252	2,833	2,618	2,538
Spanish American.....						294	264,235	1,317	1,731	183	707	674	630
Syrian.....						38	54,431	1,129	78	3	146	35	29
Turkish.....	1		1			11	2,790	14	2	8	8	8	16
Welsh.....						72	58,905	156	101	21	167	38	72
West Indian (other than Cuban).....	1	1	2			150	40,839	400	309	23	463	114	135
Other peoples.....						100	19,270	159	115	40	163	62	84
Total.....	1	2	3	94	67	47,165	3,960,433	63,997	42,485	4,136	62,413	17,316	30,889
Admitted in Philippine Islands.....	1	2	3			2							

TABLE VII-A.—Sex, age, and length of residence in United States of emigrant aliens departed, fiscal year ended June 30, 1918, by races or peoples.

Race or people.	Sex.		Age.			Continuous residence in the United States.				
	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Not over 5 years.	5 to 10 years.	10 to 15 years.	15 to 20 years.	Over 20 years.
African (black).....	774	517	109	1,042	140	856	317	79	19	20
Armenian.....	1,256	2	.....	1,229	9	727	466	37	4	4
Bohemian and Moravian (Czech).....	445	14	3	431	21	151	191	90	17	6
Bulgarian, Serbian, and Montenegrin.....	918	18	.....	889	21	502	283	110	11	2
Chinese.....	2,156	83	24	973	1,242	408	590	209	138	844
Croatian and Slovenian.....	31	28	.....	29	2	14	19	2	.....	.....
Cuban.....	1,111	757	185	813	143	873	197	35	22	14
Dalmatian, Bosnian, and Herzegovinian.....	13	11	.....	11	2	8	4	1	.....	.....
Dutch and Flemish.....	698	540	59	547	92	514	113	36	22	13
East Indian.....	154	.....	.....	118	36	33	94	18	.....	.....
English.....	12,810	2,943	724	10,367	1,469	9,122	1,990	838	429	411
French.....	1,590	1,365	31	1,486	79	3,475	503	103	17	16
German.....	5,427	2,469	688	3,383	886	3,474	639	275	170	183
Greek.....	2,841	222	89	2,639	55	2,485	31	17	.....	.....
Hebrew.....	2,682	138	14	2,603	54	2,495	124	51	18	6
Irish.....	2,523	1,054	43	2,390	384	2,072	472	242	138	147
Italian (north).....	3,071	548	160	2,659	374	2,327	326	116	39	23
Italian (south).....	8,135	1,887	388	5,267	374	5,491	2,302	264	109	45
Japanese.....	1,549	586	153	5,267	374	5,491	2,302	264	109	45
Korean.....	1,215	343	69	1,211	265	1,414	307	366	140	63
Lithuanian.....	77	63	2	50	25	14	.....	50	.....	.....
Latvian.....	45	35	4	37	4	23	19	2	1	.....
Magyar.....	41	37	4	37	.....	21	16	.....	.....	.....
Mexican.....	14,281	10,803	6,461	14,061	3,962	17,844	4,614	1,278	770	578
Mexican (Pacific Islander).....	6	.....	.....	.....	.....	6	.....	.....	.....	.....
Polish.....	1,035	995	30	955	50	704	211	81	21	15
Portuguese.....	2,016	1,089	327	1,699	399	1,578	380	50	8	6
Romanian.....	61	50	.....	52	7	40	16	.....	.....	.....
Russian.....	4,926	4,366	182	4,298	446	3,569	1,146	158	21	32
Ruthenian (Norwegian, Danes, and Swedes).....	46	30	.....	18	.....	20	.....	.....	.....	.....
Scandinavian (Norwegian, Danes, and Swedes).....	4,065	3,533	180	4,076	429	3,059	1,106	310	62	68
Scottish.....	3,072	2,672	156	2,498	341	2,263	579	239	130	108
Slovak.....	453	451	.....	442	11	122	208	99	17	7
Spanish.....	3,762	419	104	3,564	424	3,243	700	137	40	62
Spanish American.....	4,182	243	99	3,589	49	428	78	14	8	11

Syrian.....	100	129	31	15	121	14	91	47	18	1	3
Turkish.....	48	88	5	2	59	3	45	11	2		
Welsh.....	253	232	31	6	233	24	176	40	24		14
West Indian (other than Cuban).....	426	217	209	50	321	53	282	92	20	12	20
Other peoples.....	1,001	864	117	65	861	83	716	185	33	14	53
Total.....	94,595	71,352	25,233	9,862	69,398	14,890	64,396	19,267	6,573	2,465	2,794
Departed from Philippine Islands.....	795	629	166	43	633	70					



TABLE VII-B.—*Conjugal condition of immigrant aliens*

(Abbreviations: S., single; M., married;

Race or people.	Under 16 years (total). <sup>1</sup>	Males.									
		16 to 44 years.					45 years and over.				
		S.	M.	W.	D.	Total.	S.	M.	W.	D.	Total.
African (black).....	292	1,835	542	13	1	2,391	6	80	5	.....	91
Armenian.....	29	62	40	1	.....	103	3	12	.....	15	
Bohemian and Moravian (Czech).....	2	20	11	1	.....	32	1	10	.....	11	
Bulgarian, Serbian and Montenegrin.....	4	75	37	.....	.....	112	3	9	2	.....	14
Chinese.....	99	405	517	.....	.....	922	3	252	.....	255	
Croatian and Slovenian.....	3	11	7	.....	.....	18	1	3	1	.....	5
Cuban.....	226	449	103	7	.....	559	5	20	6	.....	31
Dalmatian, Bosnian, and Herzegovinian.....	.....	10	3	.....	.....	13	.....	2	.....	.....	2
Dutch and Flemish.....	200	736	344	9	.....	1,109	43	114	26	.....	183
East Indian.....	3	40	13	1	.....	54	.....	.....	.....	.....	.....
English.....	1,172	1,711	1,503	37	2	3,233	205	1,012	183	7	1,407
Finnish.....	182	783	204	3	.....	990	21	45	4	.....	70
French.....	612	1,075	699	28	.....	1,802	106	496	116	.....	718
German.....	173	546	259	5	1	811	27	140	23	.....	190
Greek.....	134	1,374	499	4	.....	1,877	22	112	4	.....	138
Hebrew.....	778	367	210	7	1	585	10	134	7	.....	151
Irish.....	335	714	435	13	3	1,165	159	342	87	.....	588
Italian (north).....	110	242	150	2	.....	394	20	53	9	.....	82
Italian (south).....	900	472	219	7	.....	698	14	246	21	.....	281
Japanese.....	1,054	1,593	1,806	7	3	3,409	11	336	10	1	358
Korean.....	5	40	10	.....	.....	50	.....	4	.....	.....	4
Lithuanian.....	7	60	20	.....	.....	80	7	1	1	.....	9
Magyar.....	4	2	7	.....	.....	9	.....	1	.....	.....	1
Mexican.....	2,733	3,394	3,591	107	.....	7,092	54	650	113	.....	817
Pacific Islander.....	2	9	1	.....	.....	10	.....	.....	.....	.....	.....
Polish.....	53	246	132	8	.....	386	3	49	6	.....	58
Portuguese.....	336	530	343	7	1	881	20	104	8	.....	132
Roumanian.....	17	50	34	2	.....	86	6	15	.....	.....	21
Russian.....	127	568	315	6	.....	889	8	51	6	.....	65
Ruthenian (Russiak).....	4	19	8	.....	.....	27	3	2	.....	.....	5
Scandinavian (Norwegians, Danes, and Swedes).....	609	3,679	709	11	3	4,402	128	261	64	3	456
Scotch.....	393	566	437	12	.....	1,015	119	370	110	3	602
Slovak.....	2	13	8	.....	.....	21	.....	4	.....	.....	4
Spanish.....	414	3,711	2,188	58	.....	5,957	49	345	26	.....	420
Spanish American.....	204	1,135	165	6	.....	1,306	7	60	3	.....	70
Syrian.....	15	85	30	.....	1	116	2	9	1	.....	12
Turkish.....	1	17	4	.....	.....	21	.....	1	.....	.....	1
Welsh.....	34	43	36	3	.....	82	8	36	10	.....	54
West Indian (except Cuban).....	87	189	59	3	.....	251	3	17	3	.....	28
Other peoples.....	35	109	45	.....	.....	154	3	9	2	.....	14
Total.....	11,390	27,005	15,743	368	16	43,132	1,060	5,407	857	14	7,356

<sup>1</sup> None widowed or divorced; 23 married, as follows: French, Irish, Italian (south), Scandinavian, Scotch, and Spanish American, 1 each; Cuban, 2; Japanese and Mexican, 3 each; Dutch, 4; and English, 5.

admitted, fiscal year ended June 30, 1918, by races or peoples.

W., widowed; D., divorced.]

Under 16 years (total). <sup>1</sup>	Females.										Single females.			
	16 to 44 years.					45 years and over.					16 to 21 years.	22 to 29 years.	30 to 37 years.	38 to 44 years.
	S.	M.	W.	D.	Total.	S.	M.	W.	D.	Total.				
370	1,724	618	95	.....	2,437	30	49	46	.....	125	800	670	200	54
16	13	34	2	.....	49		6	3	.....	9	8	4	1	
17	3	13		.....	16		4	2	.....	6		2		1
22	3	10	3	.....	16		1	1	.....	2	2	1		
30	38	218		.....	256		14		.....	14	21	12	4	1
	1	5		.....	6			1	.....	1				1
139	76	107	13	.....	196	5	9	14	.....	28	28	30	11	7
(7)														
169	174	240	6	4	424	4	67	42	2	115	62	75	26	11
1		2			2	1				1				
1,102	2,614	1,843	157	12	4,626	190	662	564	4	1,420	995	1,068	398	153
139	285	168	8		461	3	18	4		25	149	89	37	10
573	1,656	765	77	4	2,502	112	308	241	2	633	667	668	226	95
191	263	217	13	3	496	9	79	42	1	131	101	123	29	10
99	138	152	16	1	307		24	23		47	67	61	9	1
72	417	780	27	2	1,226	4	125	71	1	200	289	116	9	3
99	1,181	505	54	5	1,745	101	194	211		507	347	538	30	77
317	217	110	1		341	9	25	14		48	101	77	30	9
985	1,298	655	92		2,045	9	215	101		325	774	427	78	19
363	371	4,480	15	3	4,819	5	141	19		165	325	36	10	
8	44	84	2		80		2			2	38	5	1	
10	15	11	1		27		1			2	4	9	2	
5	1	9			11		1			2		1		
2,544	963	2,507	308	1	3,764	53	237	362		652	518	303	82	50
1	1		1		2		2			2	1			
59	26	55	5		91	1	15	5		21	17	10	1	
245	343	276	16	2	637	7	36	44	1	88	200	105	30	8
10	3	16			19		2			2	2	1		
112	84	195	5	2	286	1	22	10		33	36	32	10	6
2	2	6			8		2	1		3	2			
623	1,491	722	33	4	2,250	78	184	134	5	401	507	624	264	96
384	1,621	555	69	3	2,248	107	214	241		562	519	732	261	109
4	1	3			4					1				
287	285	439	20		744	12	42	32	1	87	114	128	32	11
168	211	178	32		421	7	26	28	1	62	88	82	31	10
18	16	27			44		4	1		5	14	1	1	
	1	1			1									
30	26	22	1		50	5	17	6		28	6	10	5	5
84	158	73	11		242	7	18	19	1	45	63	70	22	3
30	10	57			67		8	5		14	6	3	1	
9,959	15,765	16,062	1,092	47	32,966	763	2,774	2,257	19	5,813	6,872	6,113	2,030	750

<sup>1</sup> None widowed or divorced; 44 married, as follows: Armenian, Italian (south), Scotch, and Spanish, 1 each; African (black) and Irish, 2 each; French and German, 3 each; English, 6; Mexican, 11; and Japanese, 13.

TABLE VII-c.—*Conjugal condition of emigrant aliens*

(Abbreviations: S., single; M., married;

Race or people.	Males.										
	Un- der 16 years. <sup>1</sup>	16 to 44 years.					45 years and over.				
		S.	M.	W.	D.	Total.	S.	M.	W.	D.	Total.
African (black).....	54	339	295	4	638	17	64	1		82	
Armenian.....		905	321	1	1,227	1	8			9	
Bohemian and Moravian (Czech).....	2	327	90	2	419	4	9	6	1	20	
Bulgarian, Serbian, and Montenegrin.....	3	668	206	2	876	6	15			21	
Chinese.....	16	447	463		910	192	1,026		12	1,230	
Croatian and Slovenian.....		23	3		26	1	1			2	
Cuban.....	100	381	195	2	578	11	56		12	79	
Dalmatian, Bosnian, and Herzegovinian.....		9	1		10		1			1	
Dutch and Flemish.....	28	285	155	1	441	25	46			71	
East Indian.....		50	67	1	118	8	28			36	
English.....	358	5,856	2,698	21	8,575	323	606	45		974	
Finnish.....	19	841	377	2	1,220	30	35		1	66	
French.....	363	1,419	925	5	2,349	95	429	22		546	
German.....	40	159	91		250	13	87		1	51	
Greek.....	7	968	1,378	2	2,348	29	509		1	539	
Hebrew.....	26	283	179	1	463	5	29			34	
Irish.....	52	1,745	433	3	2,181	132	140	18		290	
Italian (north).....	20	228	254	3	485	40	288		11	349	
Italian (south).....	77	2,011	2,865	15	4,891	120	2,424	36	1	2,581	
Japanese.....	35	505	454		959	34	186			221	
Korean.....	1	29	11		40	11	11			22	
Lithuanian.....	3	20	8		28	1	3			4	
Magyar.....	3	17	17		34						
Mexican.....	3,325	4,139	4,232	176	8,547	119	1,900	390		2,409	
Pacific Islander.....			2		2						
Polish.....	20	760	164	1	925	13	37			50	
Portuguese.....	42	548	810	11	1,369	15	260	3		278	
Roumanian.....	1	38	7		45	1	3			4	
Russian.....	97	1,868	2,013	8	3,889	46	350	4		400	
Ruthenian (Russiak).....	4	10	5		15		1			1	
Scandinavian (Norwegians, Danes, and Swedes).....	81	2,447	682	9	3,138	97	203	14		314	
Scotch.....	83	1,641	702	6	2,349	85	150	5		240	
Slovak.....		328	107	3	441	1	9			10	
Spanish.....	98	1,542	1,742	10	3,294	49	309	13		371	
Spanish American.....	43	340	82	2	424	5	21		1	27	
Syrian.....	6	71	40	1	113	3	6		1	10	
Turkish.....	2	29	19		48		3			3	
Welsh.....	2	155	56	1	212	7	11			18	
West Indian (except Cuban).....	23	110	63	1	174	2	15		3	20	
Other peoples.....	34	434	338		772	14	61		3	78	
Grand total.....	5,068	31,975	22,550	294	54,823	1,555	9,300	604	2	11,461	

<sup>1</sup> None widowed or divorced; 17 married, as follows: Cuban, French, Irish, Magyar, Polish, Scotch, and other peoples, 1 each; German, 2; English, 3; and Mexican, 5.

departed, fiscal year ended June 30, 1918, by races or peoples.

W., widowed; D., divorced.]

Un- der 16 years. <sup>2</sup>	Females.										Single females.			
	16 to 44 years.					45 years and over.					16 to 21 years.	22 to 29 years.	30 to 37 years.	38 to 44 years.
	S.	M.	W.	D.	Total.	S.	M.	W.	D.	Total.				
55	139	251	14	.....	404	13	27	18	.....	58	24	61	42	12
1	4	8	.....	.....	12	.....	1	.....	.....	1	2	1	.....	.....
4	3	10	.....	.....	13	.....	1	.....	.....	1	1	1	1	.....
8	15	46	2	.....	63	1	11	.....	.....	12	1	9	4	1
2	1	.....	.....	.....	3	.....	.....	.....	.....	.....	.....	1	1	.....
85	67	162	4	2	235	4	44	16	.....	64	38	24	3	2
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
31	29	76	1	.....	106	3	17	1	.....	21	10	9	4	6
366	903	1,090	27	2	2,022	125	289	101	.....	515	229	394	193	87
12	75	190	1	.....	266	1	12	.....	.....	13	13	40	17	5
325	693	787	23	1	1,504	37	262	41	.....	340	268	266	111	69
49	51	87	1	.....	139	4	25	5	.....	34	8	28	12	3
7	15	30	.....	.....	45	.....	6	.....	.....	6	6	8	.....	1
28	27	98	2	.....	127	.....	7	1	1	9	7	15	2	3
48	221	176	8	1	406	26	53	15	.....	94	51	100	42	19
18	47	89	7	1	144	4	19	2	.....	25	8	22	12	5
76	70	297	9	.....	376	6	103	25	.....	134	26	29	13	2
31	42	226	4	.....	272	3	36	1	.....	40	16	10	7	9
1	1	9	.....	.....	10	1	2	.....	.....	3	.....	1	.....	.....
1	2	7	.....	.....	9	.....	.....	.....	.....	.....	1	.....	1	.....
1	3	3	.....	.....	3	.....	.....	.....	.....	.....	.....	.....	.....	.....
3,136	1,449	4,225	440	.....	6,114	62	875	616	.....	1,553	883	381	130	55
10	2	1	.....	.....	3	.....	.....	.....	.....	2	2	3	.....	.....
36	59	176	4	1	240	1	43	7	.....	51	19	25	11	4
1	2	5	.....	.....	7	1	1	1	.....	3	2	2	.....	.....
85	58	348	3	.....	409	.....	40	6	.....	46	20	27	9	2
1	1	2	.....	.....	3	.....	1	.....	.....	1	.....	1	.....	.....
79	562	365	11	.....	938	40	61	14	.....	115	82	289	148	43
75	224	226	8	1	459	23	57	21	.....	101	45	104	54	21
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
96	74	192	4	.....	270	8	34	11	.....	53	28	29	11	6
56	83	79	2	.....	164	2	13	7	.....	22	35	26	15	7
9	3	14	1	.....	18	.....	4	.....	.....	4	.....	3	.....	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
4	10	11	.....	.....	21	4	2	.....	.....	6	2	4	4	.....
27	81	63	3	.....	147	7	23	5	.....	35	13	31	30	7
31	11	66	2	.....	79	.....	7	.....	.....	7	5	3	2	1
4,794	5,082	9,448	581	9	15,070	376	2,077	915	1	3,309	1,836	1,967	879	360

<sup>2</sup>None widowed or divorced; 22 married, as follows: Finnish, Russian, Spanish, and other peoples, 1 each; English, 3; and Mexican, 15.

TABLE VII-D.—Sex, age, and length of residence in the United States of naturalized citizens departed, fiscal year ended June 30, 1918, by races or peoples.

Race or people.	Number departed.	Sex.		Age.				Continuous residence in the United States.					
		Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Not over 5 years.	5 to 10 years.	10 to 15 years.	15 to 20 years.	Over 20 years.		
African (black).....	14	11	3	1	10	3	7	4	2	1	.....		
Armenian.....	4	76	4	2	53	1	.....	1	2	1	.....		
Austrian and Moravian (Czech).....	81	12	4	1	15	26	9	14	28	12	16		
Bulgarian, Serbian, and Montenegrin.....	19	15	4	1	3	3	3	7	6	.....	.....		
Canadian and Slovenian.....	20	15	5	3	13	7	11	8	1	.....	.....		
Dutch and Flemish.....	90	55	35	8	36	21	11	25	16	3	2		
English.....	692	323	128	14	512	405	374	216	139	97	219		
French.....	87	67	20	5	63	19	28	25	19	7	8		
German.....	408	258	150	41	211	156	133	99	42	33	101		
Greek.....	275	180	95	8	143	124	89	43	49	26	68		
Hebrew.....	14	12	2	1	9	4	5	1	1	5	2		
Irish.....	102	69	33	9	76	17	29	27	26	8	10		
Italian (north).....	467	368	99	29	252	186	141	110	57	44	115		
Italian (south).....	33	26	7	.....	25	8	11	3	9	3	7		
Lithuanian.....	56	49	7	1	35	20	8	14	13	9	13		
Magyar.....	1	1	.....	.....	2	.....	1	.....	.....	.....	1		
Mexican.....	11	4	7	1	9	1	3	4	3	1	15		
Polish.....	36	3	33	2	30	4	15	10	1	3	3		
Portuguese.....	13	35	13	.....	27	8	10	10	8	1	6		
Romanian.....	8	8	.....	.....	10	3	3	3	4	.....	3		
Roumanian.....	23	13	10	1	17	5	3	8	1	4	7		
Russian.....	173	124	49	12	125	36	38	42	44	20	29		
Ruthenian (Russnik).....	4	.....	.....	.....	4	.....	.....	.....	.....	.....	.....		
Scandinavian (Norwegians, Danes, and Swedes).....	1,015	763	262	42	531	439	274	287	206	66	212		
Scottish.....	360	267	93	8	195	156	89	81	58	27	105		
Slovak.....	19	18	1	.....	17	1	1	3	3	4	3		
Spanish.....	17	11	6	1	12	4	5	2	5	1	4		
Spanish American.....	25	9	16	18	19	6	18	7	3	2	7		
Syrian.....	18	15	3	.....	15	3	.....	.....	.....	.....	.....		
Turkish.....	2	2	.....	.....	2	.....	1	1	1	.....	.....		
Welsh.....	23	21	2	.....	10	13	6	7	3	1	6		
West Indian (except Cuban).....	28	13	15	.....	20	20	17	8	2	2	5		
Other peoples.....	98	64	34	15	51	32	54	10	14	5	15		
Grand total.....	4,620	3,248	1,372	325	2,578	1,717	1,430	1,086	776	388	990		

TABLE VII-E.—Sex, age, and length of residence in the United States of native-born citizens departed, fiscal year ended June 30, 1918, by races or peoples.

Race or people.	Number departed.	Sex.		Age.			Last continuous residence in the United States.				
		Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Not over 5 years.	5 to 10 years.	10 to 15 years.	15 to 20 years.	Over 20 years.
African (black).....	663	460	203	208	386	69	191	37	15	23	397
Chinese.....	51,120	32,361	18,759	17,638	27,826	5,656	14,763	4,365	2,702	4,614	24,646
East Indian.....	352	315	37	50	268	25	97	97	16	25	117
Japanese.....	4	1	3	3	1	0	4	1	0	0	5
Korean.....	234	118	116	222	10	2	180	43	4	2	5
Pacific Islander.....	4	2	2	3	1	0	2	1	0	0	1
<b>Total.....</b>	<b>52,378</b>	<b>33,278</b>	<b>19,100</b>	<b>18,132</b>	<b>28,494</b>	<b>5,752</b>	<b>15,237</b>	<b>4,673</b>	<b>2,737</b>	<b>4,664</b>	<b>25,167</b>

TABLE VIII.—Immigrant aliens admitted, fiscal year ended June 30, 1918, by countries of last permanent residence and races or peoples.

Country of last permanent residence.	African (black).	Armenian.	Bohemian and Moravian (Czech).	Bulgarian, Serbian, and Montenegrin.	Chinese.	Croatian and Slovenian.	Cuban.	Dalmatian, Bosnian, and Herzegovinian.	Dutch and Flemish.	East Indian.	English.	Finnish.	French.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Japanese.	Korean.	Lithuanian.
Austria.....		5				6		7				1	1	8	1	7		5	1			
Hungary.....						3							2	4		2						
Bulgaria.....		1		5					51			2	7									
Bulgaria, Serbia, and Montenegro.....									2			4	2	2		2						
Denmark.....										6		3	1,076	12	86	59	3	16	12	2		
France, including Corsica.....	11	10	2	13	7	1	4	2	48	6	2	12	1,076	3	1	29	3	12	12	2		
German Empire.....		9	2	18					2		2	33	1	418	4	1	4	3	3	5		
Greece.....	2										2	7	2	3	1,784	58		3	3			
Italy including Sicily and Sardinia.....	5										2	3	2	6	115	4	2	520	4,566			
Netherlands.....	1	2					2	1	911	5	3	3	2	3	2	8	1	2	1			
Norway incl. Cape de Verde and Azore Islands.....									15		8	9	2	3	2	5	2	1				
Roumania.....	407								1		1	1	2		1	2	2					
Russian Empire.....		2								1		1			4	1						
Spain, incl. Canary and Balearic Islands.....		20	1	3		1			10	1	16	1,086	12	10	2,036	1	1	1				50
Sweden.....	2				1		5		4	4	3	4	4	4	9			2	4			
Switzerland.....	1										6	11	109	137	5	5	1	59	1			
Turkey in Europe.....		5					2	1	3		6	3	6	137	4	6	1	59				
United Kingdom.....	33	3	1	4	1			2	125	13	1,154	31	51	33	126	156	409	10	11	10		3
Other Europe.....											3	2		1	4			5				
Total Europe.....	463	55	13	43	9	11	13	12	1,179	29	1,246	1,159	1,272	643	2,155	2,379	419	616	4,590	18		59
China.....		4			1,473				6		81		17	13	3	12	7	1	2	8		
Japan.....		1			7						39		1	5	2	5	1	1	2	10,091		
India.....		1							3	22	49		2	1	1	1	19					
Turkey in Asia.....		13											7	2	2							
Other Asia.....		96			2				153		45	1	1	1	7	7						93
Total Asia.....		115			1,482				166	22	214	1	21	20	18	24	31	2	4	10,099		146
Africa.....	15	6		1					12		120		6	4	19	38	5	1	26			
Australia, Tasmania, and New Zealand.....	3			1					11		521	36	9	9	10	55	2	1				1
Pacific Islands, not specified.....	9		2						10		12	25	1	1	1	1	1	2				
British North America.....	142	35	84	93	14	15	2	1	723		10,326	637	5,277	1,209	156	1,099	14,080	273	490	28		72

Central America.....	906	1	1	1	3	2	3	1	91	1	127	2	37	21	14	4	23	19	16	1	2
Mexico.....	188	1	4	42	2	8	1	19	113	6	123	6	123	35	13	7	7	65	22	7	1
South America.....	3,983	7	1	8	5	6	1	39	103	9	47	9	47	39	213	79	16	79	71	11	3
West Indies.....	15	2	1	22	1,145	2	2	30	178	4	32	1	32	11	5	30	21	15	12	3	3
Other countries.....		1							2			1	2			1					
Grand total.....	5,706	221	74	150	1,576	33	1,179	15	2,200	61	12,980	1,887	6,540	1,992	2,602	3,672	4,657	1,074	5,234	10,168	149
Admitted in Philippine Islands.....									15	19	92		17	5			1		4		
																				4	4,261



TABLE VIII.—Immigrant aliens admitted, fiscal year ended June 30, 1918, by countries of last permanent residence and races or peoples—Continued.

Country of last permanent residence.	Magyar.	Mexican.	Pacific Islander.	Polish.	Portuguese.	Roumanian.	Russian.	Ruthenian (Russian).	Scandinavian.	Scottish.	Slovak.	Spanish.	Spanish Ameri- can.	Syrian.	Turkish.	Welsh.	West Indian (ex- cept Cuban).	Other Peoples.	Total.
Austria.....				4		1		2	2		3								8
Hungary.....	2						1	3	3			1					2		73
Belgium.....							5	1,578	8		4								19
Bulgaria, Serbia, and Montenegro.....						13	19	57	4		4	12	4				1		1,630
Denmark.....				5	6	4	2	2	2		1	243	7				2		1,768
France, including Corsica.....	1			4			1												1,447
German Empire.....							1					3							1,910
Greece.....											1	6	5						6
Italy, including Sicily and Sardinia.....						1		10			1	1							5,260
Netherlands.....							1	2,518				3	1						944
Norway, incl. Cape Verde and Azore Islands.....							4	12	1			8	5						2,578
Portugal, incl. Cape Verde and Azore Islands.....							1					3	1						2,224
Roumania.....						50		4	134		2	1							69
Russian Empire.....				125		1	686	4	3	3	2	4,210	18			2			4,242
Spain, incl. Canary and Balearic Islands.....		2		1	5	1	5	2,297	1				2						4,265
Sweden.....							1												2,298
Switzerland.....						1													331
Turkey in Europe.....																			15
United Kingdom.....		5		6	21		44	200	279		1	60	19						2,647
Other Europe.....																			42
Total Europe.....	3	9		146	1,812	67	770	6	6,803	289	16	4,527	69	10	10	38	11	94	31,063
China.....						1	17		38			3	1						1,785
Japan.....				5	3	1	10		16		3	6							40
Thailand.....									19										10
Turkey in Asia.....																			140
Other Asia.....							5		7										43
Total Asia.....							32		70										530
Africa.....																			91
Australia, Tasmania, and New Zealand.....						2	3		10			2							12
Pacific Islands, not specified.....						1	28		72										4
British North America.....						4	4		26										4
Central America.....				481	12	72	549	43	4,794		7	91	3	61		210			67
Mexico.....	1	43		4	6	1	7	13	83	15	1	124	601	8	3	67			2,220
Total.....	17,433			4	6	1	14	83	70			432	46	34	3	1			18,524

South America.....	2	13	1	30	434	6	99	.....	131	25	8	309	1,309	31	3	14	8,343	
West Indies.....	.....	83	.....	1	35	1	5	.....	64	10	.....	2,404	101	16	.....	643	8,879	
Other countries.....	.....	.....	.....	.....	10	.....	2	.....	7	.....	.....	1	1	.....	.....	2	47	
Grand total.....	32	17,602	17	668	2,319	155	1,613	49	8,741	5,204	35	7,909	2,231	210	24	273	314	110,618
Admitted in Philippine Islands.....	.....	.....	.....	.....	9	.....	19	.....	10	3	.....	79	.....	2	.....	.....	15	7,668

TABLE VIII-A.—Emigrant aliens departed, fiscal year ended June 30, 1918, by countries of intended future residence and races or peoples.

Country of intended future residence.	African (black).	Armenian.	Bohemian and Moravian (Czech).	Bulgarian, Serbian, and Montenegrin.	Chinese.	Croatian and Slovenian.	Cuban.	Dalmatian, Bosnian, and Herzegovinian.	Dutch and Flemish.	East Indian.	English.	Finnish.	French.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Japanese.	Korean.
Austria.....			1			2								1							
Hungary.....			1																		
Belgium.....				1		17		4	29				11								
Bulgaria, Serbia, and Montenegro.....			566																		
Denmark.....					4				10		62	1	1,115	5	3	1	5	8	1		
France, including Corsica.....		1,135	421			1					2		1	25	2,785	3		2	801	7,780	
German Empire.....			2				1				1		1		3	1					
Greece.....											1										
Italy, incl. Sicily and Sardinia.....									128					6		1		2			
Netherlands.....																					
Norway.....																					
Portugal, incl. Cape de Verde and Azores, Is.....																					
Roumania.....	148																				
Russian Empire.....		13	1								13	831	1	21	1	284					1
Spain, incl. Canary and Balearic Islands.....							1		2		5	4						5	1		
Sweden.....																					
Switzerland.....											1		55	101				11	1		
Turkey in Europe.....		21					1				2		3								
United Kingdom.....	2		2								1,116		3	1	18	2	306	5	2	3	
Other Europe.....	1					8												7	16		
Total Europe.....	150	1,170	423	570	7	20	2	5	174	2	1,212	934	1,191	161	2,814	287	311	842	7,803	5	
China.....					2,215				3		53	1	1	1	2	7	2	3		6	3
Japan.....		1			2	1			3		26		4	3	1	3	5	2		1,496	1
India.....					2				3		147			6	1		1				
Turkey in Asia.....																					
Other Asia.....					3				15		17					1	5			2	72
Total Asia.....		2			2,221				21	149	148	1	6	10	5	15	8	5		1,505	70
Africa.....	3								4		48					6	2				
Australia, Tasmania, and New Zealand.....	1								3		325		5	5	9	5	35	1			
Pacific Islands (not specified).....	128	65	27	345	1	4	5	4	16		10	668	4,074	304	80	281	2,674	110	267	6	
British North America.....	13		2	1			3		399		10,662			7	1	3	3	7			
Central America.....									7		44			1	3	3	7				
Mexico.....	3		1		3	4		1	6		62		28	42	20	13	10	30	43	30	1

South America.....	15	1	1	3	1	37	100	1	41	21	11	48	0	24	18	4
West Indies.....	978	2	7	1,128	2	31	187	2	75	18	7	9	10	29	9	8
Other countries.....							3				3			3	2	
Grand total.....	1,291	455	918	2,239	13	698	12,810	1,596	5,427	563	2,962	687	3,071	1,041	8,135	1,558
Departed from Philippine Islands.....				19		4	75		3						7	560

TABLE VIII-A.—Emigrant aliens departed, fiscal year ended June 30, 1918, by countries of future intended residence and races or peoples—Continued.

Country of intended future residence.	Lithuanian.	Magyar.	Mexican.	Pacific Islander.	Polish.	Portuguese.	Roumanian.	Russian.	Ruthenian (Russian) (Rus- sian).	Scandinavian (Nor- wegian, Dane, and Swede).	Scottish.	Slovak.	Spanish.	Spanish American.	Syrian.	Turkish.	Welsh.	West Indian (ex- cept Cuban).	Other peoples.	Total.
Austria.....												1								1
Hungary.....																				1
Belgium.....												113								113
Bulgaria, Serbia, and Montenegro.....										297										297
Denmark.....		27	4			1		8	9	2	6	325	2	1	18	2			1	3,176
France, including Corsica.....								1	2											3,176
German Empire.....																7				28
Greece.....																			178	2,996
Italy, inc. Sicily and Sardinia.....										1	4									8,645
Netherlands.....										1,724										1,720
Norway.....																				1,976
Portugal, inc. Cape Verde and Azore Is. .....						1,826														1,826
Roumania.....							5													5
Russian Empire.....	21							3,634	9	1	1		3,185	14	5				19	4,983
Spain, inc. Canary and Balearic Islands.....						10		1	1				1					7	2	3,250
Sweden.....								1,163	1										2	1,169
Switzerland.....								1	1											172
Turkey in Europe.....																			1	24
United Kingdom.....																			8	1,664
Other Europe.....																			406	480
Total Europe.....	21	27	14	1	26	1,837	5	3,650		3,215	199	439	3,194	18	35	14	32	7	673	31,500
China.....																				2,352
Japan.....						5				19	16						1	1	16	1,663
India.....										9	7								8	229
Turkey in Asia.....																3			5	5
Other Asia.....																			89	212
Total Asia.....						5				30	26			5	3	3	2	1	114	4,381
Africa.....																				100
Australia, Tasmania, and New Zealand.....						3				1	5								23	108
Pacific Islands (not specified).....				2						6	18								2	48
British North America.....				2						2	4									26
Central America.....	24	10	4	1	1,006	4	44	1,177	25	1,325	3,010	8	26	3	30	6	226	7	140	27,170
Total.....	24	10	4	30			44	1,177	25	1,325	3,010	8	26	3	30	6	226	7	140	27,170
Other peoples.....																				4
Total.....																				4

Mexico.....	3	24,076	1	1	21	11	16	6	90	17	40	25	1	21	26,515
South America.....	11	1	146	9	41	14	14	61	356	22	22	10	8	9	1,071
West Indies.....	47	1	18	3	23	8	8	739	65	23	23	10	387	18	3,891
Other countries.....	3	3	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	14
Grand total.....	45	41,25,084	6	1,035	2,016	7	4,665	3,307	453	4,182	160	58	263	426	94,585
Departed from Philippine Islands.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	785

TABLE VIII-B.—Naturalized citizens departed, fiscal year ended June 30, 1918, by countries of intended future residence and races or peoples.

Country of intended future residence.	African (black).	Armenian.	Bohemian and Moravian (Czech).	Bulgarian, Serbian, and Montenegrin.	Croatian and Slovenian.	Cuban.	Dutch.	English.	Finnish.	French.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Lithuanian.
France (including Corsica).....			56					9	1	10	1			3	2		
German Empire.....											1						
Greece.....												2					
Italy (including Sicily and Sardinia).....															6	10	
Netherlands.....								1									
Russian Empire.....																	
Spain (including Canary and Balearic Islands).....			1					3	3	8	3		1				
United Kingdom.....								8						5			
Total Europe.....		56	1			1		21	1	18	4	2	1	8	8	11	
China.....		1					1	4	1	1	1		1				
Japan.....								5			2						
India.....		1						1						1			
Other Asia.....								4			1		1	1			
Total Asia.....		2				1		14	1	1	4		2	3			
Africa.....								7									
Australia, Tasmania, and New Zealand.....			1					5						1			
Pacific Islands (not specified).....								3									
British North America.....		2	21	15	1		82	774	80	373	189	8	88	405	18	39	2
Central America.....			3			1	4	143	4	7	36	2	4	28	2	1	
Mexico.....				1	2			21	2	2	21			8	1	3	
South America.....								20						4	7	3	
West Indies.....						21	3	37	1	7	11	2		5	1	2	
Grand total.....	14	4	81	16	3	23	90	1,045	87	408	275	14	102	467	33	56	2

Country of intended future residence.	Magyar.	Mexican.	Polish.	Portuguese.	Roumanian.	Russian.	Ruthenian.	Scandinavian (Norwegians, Danes, and Swedes).	Scottish.	Slovak.	Spanish.	Spanish American.	Syrian.	Turkish.	Wash. Indies.	West-Indies.	Other peoples.	Total.
Belgium.....																	1	1
Denmark.....								4										4
France (including Corsica).....	1			1				2	1	16							2	104
German Empire.....																		1
Italy (including Sicily and Sardinia).....																		2
Netherlands.....																	1	17
Norway.....								27										27
Portugal (incl. Cape Verde and Azore Is.).....				3													1	4
Romania.....																		1
Russian Empire.....					1				1									3
Spain (incl. Canary and Balearic Is.).....				1							4	1						22
Sweden.....					2			7										7
United Kingdom.....							2		3									18
Total Europe.....	1			4	1	4	4	40	5	16	4	1					5	213
China.....						1			3									18
Japan.....					1	6		1	2									17
India.....									2		1							6
Other Asia.....								1										8
Total Asia.....					1	7		2	7		1						3	49
Africa.....																		
Australia, Tasmania, and New Zealand.....					1			1										14
Pacific Islands (not specified).....																		8
British North America.....	5		35	5	20	143	3	897	308	3	2	1	9	1	19	3	32	3,587
Central America.....	5			1	1	7		41	27			18	2	2	1	4	5	347
Mexico.....					2	2		3	6				2	2			13	121
South America.....		34		2	3	1		8	2			3	1	1			1	68
West Indies.....				1	1	5		14	5			9	2	5	3	23	37	202
Other countries.....								9										9
Grand total.....	11	36	35	13	23	173	4	1,015	360	19	17	25	18	2	23	28	98	4,620



TABLE VIII-c.—*Native-born citizens departed, fiscal year ended June 30, 1918, by countries of intended future residence and races or peoples.*

Country of intended future residence.	African (black).	Caucasian.	Chinese.	East Indian.	Japanese.	Korean.	Pacific Islander.	Total.
Hungary.....		1						1
Belgium.....		2						2
Denmark.....		29						29
France (including Corsica).....		285						285
German Empire.....		2						2
Greece.....		11						11
Italy (including Sicily and Sardinia).....		311						311
Netherlands.....		5						5
Norway.....		116						116
Portugal (including Cape Verde and Azore Islands).....		106						106
Roumania.....		12						12
Russian Empire.....		341						341
Spain (including Canary and Balearic Islands).....		153						153
Sweden.....		50						50
Switzerland.....		13						13
United Kingdom.....		135						135
Other Europe.....		2						2
<b>Total Europe.....</b>		<b>1,574</b>						<b>1,574</b>
China.....		920	349					1,269
Japan.....		332			233			565
India.....		257		4	1			262
Turkey in Asia.....		1						1
Other Asia.....		183				4		187
<b>Total Asia.....</b>		<b>1,693</b>	<b>349</b>	<b>4</b>	<b>234</b>	<b>4</b>		<b>2,284</b>
Africa.....	2	227						229
Australia, Tasmania, and New Zealand.....		67						67
Pacific Islands (not specified).....		60					1	61
British North America.....	396	30,714						31,110
Central America.....	6	3,813						3,819
Mexico.....	7	8,884	3					8,894
South America.....	14	709						723
West Indies.....	238	3,378						3,616
Other countries.....		1						1
<b>(Grand total).....</b>	<b>663</b>	<b>51,120</b>	<b>352</b>	<b>4</b>	<b>234</b>	<b>4</b>	<b>1</b>	<b>52,378</b>

TABLE IX.—Immigrant aliens admitted, fiscal year ended June 30, 1918, by States of intended future residence and races or peoples.<sup>1</sup>

Race or people.	Ala.	Alas. Va.	Ariz.	Ark.	Cal.	Colo.	Conn.	Del.	D. C.	Fla.	Ga.	Hawaii.	Idaho.	Ill.	Ind.	Iowa.	Kans.	Ky.
African (black).....	20				28		81		28	532	3		1	30	11			2
Armenian.....					50		3		1					15	7			
Bohemian and Moravian (Czech).....					6	1				1			3	6	1			
Bulgarian, Serbian, and Montenegrin.....		25			1		1		6	1				5				
Chinese.....		1	14	1	849	7	13		27	1	3	101	4	90	5	11	3	2
Croatian and Slovenian.....			2		1		12		1					7	5			
Cuban.....		1	1	1	7		11		22	176	12			7	5	2		7
Palustian, Bosnian, and Herzegovinian.....					261	9	11		17	12	1		3	71	9	54	24	1
Dutch and Flemish.....		4			7		1							1				
East Indian.....	30	28	32	45	1,290	56	158	6	197	172	19	23	49	379	73	80	28	19
English.....		6	4		7	3	7		4	4	1		9	39	3	2		
Finnish.....	5	4	8		144	18	141	3	122	17	5	1	4	88	17	19	9	5
French.....	7	2	5	1	233	7	13		3	13	2	2	8	60	22	7	23	1
German.....	7	3	4		127	7	13		2	13	9		4	94	26	19	1	1
Greek.....	4		4		163	9	47		9	11	3			265	13	21	10	6
Hebrew.....	4				3	9	71	3	20	11	5	8	13	160	35	20	10	4
Irish.....	4		6		184	27	15	3	39	39	5			13	13	4	1	
Irish (north).....	4		6		27	18	1		27	7			3	268	4			
Italian (north).....	3	1	12		8	24	18	17	15	4			1	268	4			
Italian (south).....	3	1	2		131	24	324	17	15	7			1	268	4			
Japanese.....		11	23	1	4,184	169	8	1	55	5	2	2,556	120	40	5	1	3	1
Korean.....					53	7						78		1				
Lithuanian.....					3	1	1		2					17	1			
Magyar.....					1		3											
Mexican.....	16		2,067	1	1,666	119	10		6	10			3	76	10	42	99	
Pacific Islander.....					14													
Polish.....					16		12		6					28				
Portuguese.....			2		230	4	92	1	9	5	2			4	5			1
Romanian.....	1				18		2		10					17	1			
Russian.....		3	7		230	49	36	1	49	2	1	6	2	46	1	9		3
Ruthenian (Rusniak).....					1				1					2				
Scandinavian (Norwegians, Danes, and Swedes).....	16	42	10	1	714	44	158	6	52	25	54	6	61	617	24	194	20	7
Scottish.....	12	12	13	1	396	31	67	2	31	51	8	13	11	166	34	29	7	1
Slovak.....					9				6	4								
Slovenian.....	15		213		405	31	387	12	14	228	12	1	101	50	80		5	3
Spanish American.....	7				345	1	14		62	21	2			19	10	2	6	
Syrian.....	3		3		7		13							27				
Turkish.....							4		4	1	2		1	5				
Welsh.....	4		1	1	34		4		4				3	5				
West Indian (except Cuban).....	18	1	1	1	10		18		6	111			3	5	2	1		
Other peoples.....					42		18		23	3			3	28	3	2		
Total.....	182	151	2,430	74	12,098	573	1,795	64	863	1,459	146	3,100	425	2,748	433	530	249	65

TABLE IX.—Immigrant aliens admitted, fiscal year ended June 30, 1918, by States of intended future residence and races or peoples—Continued.

Race or people.	La.	Me.	Md.	Mass.	Mich.	Minn.	Miss.	Mo.	Mont.	Nebr.	Nev.	N. H.	N. J.	N. Mex.	N. Y.	N. C.	N. Dak.	Ohio.
African (black).....	66	12	17	689	52	2	17	1	1	2					3,528	3		13
Armenian.....				37	12			1							44	7		6
Bohemian and Moravian (Czech).....			1		4	6		1		1					11		4	4
Bulgarian, Serbian, and Montenegrin.....	12	1	6	50	7	9	7	10	7	2	7	2			40		4	5
Chinese.....			1		6	1			2						163			33
Croatian and Slovenian.....	43		24	12	6	1		3	2			1			677	8		12
Cuban.....	3		26	90	240	26	3	8	26	3	1	14			3		5	26
Dalmatian, Bosnian, and Herzegovinian.....	32	11	26	3				1							15			26
Dutch and Flemish.....	3														2,626	20	77	309
East Indian.....	9			3											1			
English.....	132	594	83	2,189	1,595	239	12	68	125	33	15	137	232	14	4,025	1		77
Finnish.....	7	4	15	213	139	1		3	40	8	3	13	15		315			49
French.....	50	762	14	1,495	326	81	8	19	40	8	3	615	106	4	1,411	1		65
German.....	79	5	30	51	217	101	19	19	54	20	4	51	131	2	501		54	48
Greek.....	68	9	17	340	51	13		10	5	4	3	51	73	1	921			187
Hebrew.....	4	32	38	166	269	54	7	55	3	9	1	13	112	3	1,660			171
Irish.....	17	109	25	672	771	135	3	41	48	16	3	61	79	9	1,070	2		128
Italian (north).....	21		5	50	113	4		9	6		3	2			345			19
Italian (south).....	17	24	18	464	203	11		24	13		5	5			2,211			175
Japanese.....	16		9	44	10	2		5	75	35	34				603	2		9
Korean.....										1					2			1
Lithuanian.....	3	2	5	12	24					1					95			5
Magyar.....															19			5
Mexican.....	469		11	24	20	3		67	5	12		1	44	572	48	1		37
Pacific Islander.....															1			
Portuguese.....	7	2	8	27	147	14		2	5	1					263			23
Romanian.....			3	1,083	13										367			4
Russian.....	16		8	38	215	13	2	9			1				423			33
Ruthenian (Rusniak).....					10			1							472			19
Scandinavian (Norwegians, Danes, and Swedes).....	1														8			
Scottish.....	194	34	103	418	207	628	6	32	171	141	3	18	237	4	2,508	2		46
Slovak.....	14	180	31	1,188	715	105	3	33	68	9	10	64	92	4	528	9	61	121
Slovene.....															8			
Spanish.....	285	5	45	164	7			53	11	1	63	2	359	18	3,877	5		170
Spanish American.....	177	3	27	51	10	9	3	7						2	1,199	1		10
Strian.....	3	2		7	19	3	1								77			2
Turkish.....	8														8			
Welsh.....	1	6	3	13	21	9		4	12	4					57			13
West Indian (except Cuban).....	6	1	3	19	1										41			4
Other peoples.....	1	5	9	15	10	5		1		2	4	1	2	1	61			4
Total.....	1,742	1,733	588	9,638	5,895	1,637	74	489	725	304	160	1,008	2,637	644	27,384	69	510	1,755

Race of people.	Oklh.	Oreg.	Penn.	P. I.	P. R. I.	B. I.	S. C.	S. Dat.	Tenn.	Tex.	Utah.	Vt.	Va.	Virg. Is.	Wash.	W. Va.	Wis.	Wyo.	Grand total.
African (black).....	1		189		17	72	5	1	5	4			77		4	8	1		6,706
Armenian.....	1		12		22	22							1		3	4	2		221
Bohemian and Moravian (Czech).....			6						1	1					23	4	7		174
Bulgarian, Serbian, and Montenegrin.....	3	21	25						1	10			3		91	1	7		1,578
Chinese.....			3						4	5			12		5	3	2		53
Croatian and Slovenian.....			84		8	1	2	1	4	5									1,179
Cuban.....			77		6	4	1	9		11	56		157		53	4	12	2	2,200
Dalmatian, Bosnian, and Herzegovinian.....	5	17																	
Dutch and Flemish.....			345		2	6	9	17	10	11	48		156		622	9	40	13	12,981
East Indian.....	27	160				124	2	4					36		92	0	33	1	1,897
English.....	4	19	105		3	11	10	7	7	5	6		8		104	0	0	0	9,840
French.....	6	20	72		2	1	2	1	1	16	11		8		52	2	47	5	2,692
German.....	14	74	282		1	1	1	1	6	10	8		94		52	16	5	8,672	
Greek.....		29	239			23	3	2	11	6	5		26		46	8	54	12	2,472
Hebrew.....		67	166			39	3	10	3	18	5		37		201	8	28	5	657
Irish.....	0	11	39			39	1		2	7			97		49	2	5	3	1,074
Italian (north).....	1	11	542		2	95	1		1	2	8		48		21	35	3	5,234	
Italian (south).....	1	308	23			3	2	2	23	208			17		1,202	48	35	44	10,168
Japanese.....			1						3	1			1		2	1	1		185
Korean.....			11																82
Lithuanian.....			4																17
Magyar.....	2		57		2	6	1		12	11,661			5		3		1	4	17,602
Mexican.....	22	1																	668
Pacific Islander.....			13						5	1					10	3	13		2,319
Polish.....			45		1	257							61		4	5	3		1,155
Portuguese.....			3																165
Romanian.....			80			3	5	1	17	1			31		82	2	12	7	1,513
Russian.....			2																49
Ruthenian (Russiak).....			2																
Ruthenian (Norwegians, Danes, and Scandinavian).....			1																
Swedes.....	3	105	328			35	1	64	1	25	103		487		439	2	150	8	8,741
Scottish.....	10	69	100			75	10	10	7	25	12		33		331	7	32	10	6,204
Slovak.....	4		4																35
Spanish.....	2	7	411		12	216	2	4	3	183	39		99		13	183	5	10	7,909
Spanish American.....	1		79		37	1	1		10	11			42		13	1			2,221
Syrian.....	1		5						21										210
Turkish.....			1										1						24
Welsh.....			18			2	2		2	2			4		23				278
West Indian (except Cuban).....			16		21	2	1						14		782				782
Other peoples.....	2	2	21		2	6	1		1	12	1		4		11				314
Total.....	111	982	3,514	27	327	1,027	50	143	93	12,288	513	1,001	1,554	7	3,652	292	571	124	110,618

TABLE IX-A.—Emigrant aliens departed, fiscal year ended June 30, 1918, by States of last permanent residence and races or peoples.<sup>1</sup>

Race or people.	Ala.	Alas-ka.	Ariz.	Ark.	Cal.	Colo.	Conn.	Del.	D. C.	Fla.	Ga.	Hawaii.	Idaho	Ill.	Ind.	Iowa.	Kans.	Ky.
African (black).....	1				3		11		4	529	1	1		15				
Armenian.....					3		87							68	3	4		
Bohemian and Moravian (Czech).....					6		2							87	17			
Bulgarian, Serbian, and Montenegrin.....		3	36		10		5							171	5	2		6
Chinese.....	1		26	3	1,216	8	5		11			209	4	74	1	2		
Croatian and Slovenian.....	1		3		4		1		2	653				13	1	2		1
Cuban.....					38	6	4		6					33	5		4	
Dalmatian, Bosnian, and Herzegovinian.....					120		4							497	64	90	19	18
Dutch and Flemish.....	12	4	38	3	453	57	251	14	30	63	8	35	14	36	2			
English.....		1	19		12	3	11							54	11	7	5	1
French.....	2		6		128	10	190		7	19				31	4	3		1
German.....		2	5	1	28		1		6	2	2			98	35	43		
Greek.....	1	1	2		26	13	145	3						89	1			
Hebrew.....					16		5		4	15	1	2	7	190	15	10		4
Irish.....	1		3		50	19	44	5	3					58				1
Italian (north).....			12		141	12	14		3	5				361	35	18		1
Italian (south).....	2		3		135	36	430	39	4	3	1			14				
Japanese.....		5	5		635	13	2		8			240	7	3				
Korean.....					11							57		3				
Lithuanian.....							1		1					3				
Mexican.....							2							9				
Mexican (Pacific Islander).....	1		1,264		900	79	2		1	25				187	3	131	237	1
Polish.....					1		10		1					25	5			
Portuguese.....					166	1	41		5					7	1			
Rumanian.....														4				
Russian.....		21			217	55	166	1	6	1	1	61	2	558	24	16		9
Scandinavian (Norwegians, Danes, and Swedes).....	1	12	3		90	20	105	1	5	4	4		50	405	11	92	7	2
Scottish.....	1	1	9		73	17	48	5	4	9	4	25	8	189	23	28	7	3
Slovak.....			3		67		20							56	3			
Spanish.....			287		187	34	175	2	1	307	2	18	79	34	22	1	18	2
Spanish American.....			6		65		4		28		1			12	2			
Syrian.....			6		5									19	1			
Turkish.....					2	5	2							3				
Welsh.....			1		2		7		2					16	2	3	8	1
West Indian (other than Cuban).....			1		25		70		4	3				59	2	1		
Other peoples.....	2												3					
Grand total.....	27	50	1,744	10	4,898	339	1,861	73	142	1,468	25	674	213	3,488	293	467	325	36

Race or people.	Ia.	Me.	Md.	Mass.	Mich.	Minn.	Miss.	Mo.	Mont.	Nebr.	Nev.	N. H.	N. J.	N. Mex.	N. Y.	N. C.	N. Dak.	Ohio.
African (black).....	3	7	3	115	40		2	2	1	3		2	29		371			9
Armenian.....		9	2	494	30	17	2	2	1	3		12	54		249			43
Bohemian and Moravian (Czech).....			2	26	26	14	1	4	1	48		1	3		38			122
Bulgarian, Serbian, and Montenegrin.....	2		1	116	2	25	1	10	33	1	18	1	3		50			179
Chinese.....	5		1	82	1	7	7	14	23	1	8		2		267			1
Croatian and Slovenian.....															869			1
Cuba.....	23	1	0	11	1	1	5	5					6		2			4
Danish.....									7	1	1	1	26		217			4
Danish, Russian, and Herzegovinian.....	3	6		14	218	28	3	3					4		5			
East Indian.....	4														2			
English.....	57	506	50	1,675	1,468	395	3	304	74	43	11	115	492	4	3,566	9	46	351
French.....	7	151	240	491	290	240	5	2	48	6	2	7	14	1	253	1	21	73
German.....	22	586	3	1,247	290	102	34	34	20	6	1	624	41	1	1,297	2	17	24
Greek.....	3	7	4	104	77	83	31	3	9	10	24	1	18		1,136	1	16	20
Hebrew.....	2	8	2	23	77	16	3	4	4	2	3	41	20	5	1,295		3	359
Irish.....	2	87	7	287	365	188	12	114	26	7	6	36	114	3	836	24	68	68
Italian (north).....	6	1		87	41	15	1	12	5	1	3	3	31	9	440			19
Italian (south).....	13	20	26	629	343	45	21	21	10	21	2	2	578	8	3,065		2	314
Japanese.....	2		5	20	7	2	5	5	8	2	2		2		253		1	4
Korean.....										1					2			
Lithuanian.....				11	3	1	1	1	1				3		17			2
Magyar.....				1	2		1	1							10			3
Mexican.....	50		2	9	8	5	2	146		28	1		23	43	335		1	23
Pacific Islander.....													1					
Polish.....	6	1	2	496	2	23	13	13	1				1	1	321	1	5	63
Portuguese.....	1	1		1,017	1	8	1	1	1				83		280			6
Roumanian.....															25			4
Russian.....	2	34	64	117	798	113	16	8	1	24		4	110		1,378		31	188
Ruthenian.....				1	1	9	1	1										
Scandinavian (Norwegians, Danes, and Swedes).....	8	14	13	156	90	901	1	13	142	35	4	6	116		1,375	5	229	62
Scottish.....	9	89	15	384	494	161	57	26	14	2	20	177	20		819	2	17	118
Slovak.....				3	4	4	1	1					37		37			58
Spanish.....	62	1	2	30	3	1	3	11	2	33	6	6	96	7	1,934	2	1	109
Spanish American.....	79	5	1	5	8	8	2	2					17		410			6
Syrian.....	10			4	10	2	1	1					2		34			3
Turkish.....															48			3
Welsh.....			1	16	19	12	4	1	2	1			7		82			16
West Indian (other than Cuban).....				1	14	1	1	1					11		244			1
Other peoples.....		10	2	23	27	3	11	6	1	1		20	17	2	534			77
Grand total.....	265	1,365	226	5,632	5,668	2,363	26	848	461	265	96	898	2,170	104	21,262	29	446	2,383

1 Also 795 emigrant aliens whose last permanent residence was Philippine Islands departed therefrom.

TABLE IX-A.—Emigrant aliens departed, fiscal year ended June 30, 1918, by States of last permanent residence and races or peoples—Continued.

Race or people.	Okla.	Oreg.	Pa.	P. I.	P. R.	R. I.	S. C.	S. Dak.	Tenn.	Tex.	Utah.	Vt.	Va.	Virg. Isls.	Wash.	W. Va.	Wis.	Wyo.	Grand total.
African (black).....	2	1	23		30	69				4		1		2	1		4		1,201
Armenian.....			39			118											42		1,238
Bohemian and Moravian (Czech).....			24					3		16			1		4	2	11		455
Bulgarian, Serbian, and Montenegrin.....			155					7			3				6	24	30	4	918
Chinese.....	5	60	61				1		3	8	9		5		96				2,230
Croatian and Slovenian.....			28	1					2			1	2				1		31
Cuban.....			1		10					5									1,141
Dalmatian, Bosnian, and Herzegovinian.....			6		2		2	3			2	4	1		10	1	12	1	698
Dutch and Flemish.....			1								4								154
East Indian.....	7	52	1,155	7	16	120	3	16	11	63	23	57	39	1	198	23	103	8	12,810
English.....	12	36	3					1	6		4	4	4		58	3	60	2	1,596
Finnish.....		7	71		29	263			2	20	2	296	2		27	4	46	2	5,427
French.....	6	6	12	3			1	5		32	3	2	2	10	14	9	11	5	563
German.....	3	2	173	1					1	12	38	1	11		9	33	9		2,952
Greek.....			1							1		2							687
Hebrew.....	5	11	273			22		6	3	18	6	24	5		36		3		3,071
Italian (north).....		7	100	2	2	2				1	5	1	1		57	3	72	4	1,041
Italian (south).....	4	3	1,659		5	50	1		4	9	9	14	11		12	96	46	1	8,138
Japanese.....		24	19				1			6	25	1			224			4	1,594
Korean.....			1								1				1				77
Lithuanian.....			2												1		1		45
Magyar.....			99							21,099		1	4				4		41
Mexican.....	165				2			2							4	5	1	28	26,064
Pacific Islander.....			1							9									1,035
Polish.....		1	25							2					7		3	13	2,016
Portuguese.....			115										2						
Romanian.....			1																91
Russian.....	2	35	503		1	6		6		15		11	3		304	19	54	1	4,925
Ruthenian (Rusniak).....																			25
Scandinavian (Norwegians, Danes, and Swedes).....	1	50	81		4	11		41		13	14	4	1	25	224	3	198	11	4,965
Scottish.....	4	13	276	5	2	35	1	9	3	13	3	29	15		71	2	47	6	3,307
Slovak.....			143							3					5		15		3,483
Spanish.....	4	3	84	18	364	2				56	50	32	16		1	84		4	4,132
Spanish American.....	2	1	27						1	6			1				2		726
Syrian.....			1							4									160
Turkish.....			2																53
Welsh.....	2	3	48				1											1	263
West Indian (other than Cuban).....			92												3				426
Other peoples.....	2	4	43			6			1	2		6			25				1,001
Grand total.....	214	304	5,341	36	612	982	13	105	34	21,521	209	448	122	38	1,421	323	801	52	94,588

TABLE IX-B.—Naturalized citizens departed, fiscal year ended June 30, 1918, by States of last permanent residence and races or peoples.

Race or people.	Ala.	Alas- ka.	Ariz.	Ark.	Cal.	Colo.	Conn.	D. C.	Fla.	Ga.	Hawaii	Idaho.	Ill.	Ind.	Iowa.	Kans.	Ky.
African (black).....									1								
Bohemian and Moravian (Czech).....					1								2	22	1	3	
Bulgarian, Serbian, and Montenegrin.....			1											2	2	1	2
Croatian and Slovenian.....			2													1	
Cuban.....			7		3	10	1	7	6				1	10	2	6	2
Dutch and Flemish.....	1				31	11	11	7	7	1		14	44	3	13	3	2
English.....					1												
Finnish.....			1		2							2	2	6	2		
French.....			4		1	1	9	8	2			2	6	2	1	7	
German.....	1			1	8	1	1	2	1			2	23	1	1	1	
Greek.....										1			2	2			
Hebrew.....	1				10	1	1	1				6	7	1	2		
Irish.....			5	1	6	1	5	1					2	25	1	2	
Italian (north).....			1		2									2			
Italian (south).....			2		1	3			1							1	
Magyar.....										2							
Mexican.....					1												
Pole.....			8		1		1										
Polish.....					3				3		1						
Portuguese.....																	
Roumanian.....																	
Russian.....	1				5	4	2					2	6		1		
Scandinavian (Norwegians, Danes, and Swedes).....		2	2	1	14	3			1			2	12	58	1	19	5
Scottish.....			4	1	7	1	1	2		1		13	17	1	5		
Slovak.....																	
Spanish.....									1								
Spanish American.....				1	3				3								
Syrian.....																	
Welan.....																	
West Indian (other than Cuban).....			11		5	1	1						2		2	1	
Other peoples.....						1			28				1		1	1	
Grand total.....	4	2	48	5	104	24	34	21	51	5	2	55	235	13	63	16	4



TABLE IX-B.—Naturalized citizens departed, fiscal year ended June 30, 1918, by States of last permanent residence and races or peoples—Continued.

Race or people.	La.	Mo.	Md.	Mass.	Mich.	Minn.	Miss.	Mo.	Mont.	Nebr.	Nev.	N. H.	N. J.	N. Mex.	N. Y.	N. C.	N. Dak.	Ohio.
African (black).....				1	4	1									5		1	1
Armenian.....				2											2			
Bohemian and Moravian (Czech).....					2	4		3		4					10		4	13
Bulgarian, Serbian, and Montenegrin.....					2			1							3			1
Cuban.....					27	8		3	12	4			2		14			1
Dutch and Flemish.....								6							216			22
English.....	6	43	6	39	161	63		6	29	4	2	16	29	1	4		43	22
French.....	1			2	25	23		2	2				2		31		6	6
German.....	6	21	5	47	60	65	1	2	6			30		1	51		24	7
Greek.....				2	34	22		3	8	3			5		50		21	5
Hebrew.....					5			1					1		4			
Irish.....	1		2	6	11	6		1				1	1		35		6	13
Italian (north).....		1		21	48	71	1	6	16		1	7	5		71	1	23	13
Italian (south).....				1	2	1			2				2		11		1	1
Lithuanian.....		1	1	2	9	1									20			2
Magyar.....					1										3			1
Maltese.....															4			2
Polish.....				1	9	4			1						4			2
Portuguese.....				3	2										6			2
Romanian.....												1			2			
Russian.....				4	16	10		4	6	1			2		37		14	3
Scandinavian (Norwegian, Danish, and Swedish).....	2	2	1	4	16	10									1			1
Scottish.....					42	368		3	44	16	1	1	11	5	73		143	5
Slovak.....		9		13	61	33		5	23	1		1	6	1	42	1	25	13
Spanish.....					1	1							1		2			4
Spanish American.....	3			1	1				1						2			2
Syrian.....	1			2	1								1		18			8
Turkish.....					1				2				1		8			1
Welsh.....	1				3										1			7
West Indian (other than Cuban).....	3		1	2	1	3	1	1		1		1	4		17			3
Other peoples.....					1										14			1
Grand total.....	35	77	16	213	578	717	3	38	154	30	6	59	78	8	726	2	353	96

Race or people.	Okla.	Oreg.	Pa.	P. R.	R. I.	S. C.	S. Dak.	Tenn.	Tex.	Utah.	Vt.	Va.	Wash. Va.	Wis.	Wyo.	Grand total.	
African (black)																14	
Armenian																4	
Austrian																81	
Bohemian and Moravian (Czech)							1							6		16	
Bulgarian, Serbian, and Montenegrin			3													3	
Croatian and Slovenian			1													23	
Cuban			1													90	
Dutch and Flemish		1	36	3	5	1	7	10	3	7	2	2	6	14	3	1,045	
English	6	7					2						53			57	
Finnish		1					2						2			9	
French		3	2		16		1		1	24			10	19		408	
German	6	10	6	1			3	9					13	11		276	
Greek																14	
Hebrew			3													14	
Irish	2	1	14		3	1	1	2			8		2	16		103	
Italian (north)			2													23	
Italian (south)		1	2		2			1					2			38	
Lithuanian																56	
Magyar			2						23							2	
Mexican			2													2	
Polish			1	2									1			11	
Portuguese																23	
Russian			1													13	
Roumanian			5				1			1			11	4		173	
Ruthenian (Rusniak)			2													3	
Scandinavian (Norwegians, Danes, and Swedes)			1				29			3	1		49	52	1	1,015	
Scotch	1	7	10		1		3	1	2	1	10	3	22	14		360	
Slovak			5		2		1						1			19	
Spanish			5				1									17	
Spanish American			1													25	
Syrian			1													18	
Turkish																2	
Welsh			3													23	
West Indian (other than Cuban)															1	2	
Other peoples																23	
Grand total	16	37	110	10	29	2	49	1	53	5	50	6	205	2	182	7	4,620

TABLE IX. c.—Native-born citizens departed, fiscal year ended June 30, 1918, by States of last permanent residence.

Race or people.	Ala.	Alaska.	Ariz.	Ark.	Cal.	Colo.	Conn.	Del.	D. C.	Fla.	Ga.	Hawaii.	Idaho.	Ill.	Ind.	Iowa.	Kans.	Ky.
African (black).....	2	11	567	132	1,514	292	326	60	223	46	28	30	804	24	1	5	1	2
Caucasian.....	157	11	6	242	1,514	292	326	60	223	535	121	6	1,584	1,584	620	1,094	587	156
Chinese.....	242		6	137	2				1					7		1		
Japanese.....				3														
Korean.....																		
Total.....	159	11	575	132	1,895	294	326	61	227	581	149	105	804	1,615	621	1,040	588	188

Race or people.	La.	Me.	Md.	Mass.	Mich.	Minn.	Miss.	Mo.	Mont.	Nebr.	Nev.	N. H.	N. J.	N. Mex.	N. Y.	N. C.	N. Dak.	Ohio.
African (black).....	4	6	2	20	57	125	1	18	1	1			15		185		8	10
Caucasian.....	726	688	212	1,673	4,374	3,804	70	739	1,216	408	27	372	766	83	6,340	139	1,962	1,250
Chinese.....			1	14	2	1	7		3	1			1		22			2
Japanese.....						1									1			
Pacific Islander.....															1			
Total.....	730	675	215	1,707	4,433	3,931	78	757	1,219	408	27	372	783	83	6,547	139	1,965	1,252

Race or people.	Okla.	Oreg.	Pa.	P. I.	P. R.	R. I.	S. C.	S. Dak.	Tenn.	Tex.	Utah.	Vt.	Va.	Virg.	Wash.	W. Va.	Wis.	Wyo.	Grand total.
African (black).....	6		19		75		4		1	3			2	5	1		3		668
Caucasian.....	899	812	1,500	6	2,050	229	67	364	125	7,915	152	339	217	2	2,181	92	1,004	116	51,120
Chinese.....		4	2						5	1			2		16				352
East Indian.....			2										2						4
Japanese.....			1								2				20				24
Korean.....					1														4
Pacific Islander.....																			1
Total.....	405	816	1,624	6	2,128	229	71	364	126	7,923	155	389	221	7	2,219	92	1,007	116	52,378

TABLE X.—Immigrant aliens admitted, fiscal year ended June 30, 1918, by occupations and races or peoples.

Occupation.	African (black).	Armenian.	Bohemian and Moravian (Czech).	Bulgarian, Serb, and Montenegrin.	Chinese.	Croatian and Slovenian.	Cuban.	Dalmatian, Bosnian, and Herzegovian.	Dutch and Flemish.	East Indian.	English.	Finnish.	French.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Japanese.	Korean.
<b>PROFESSIONAL.</b>																					
Actors.....	1	1							4		67							11	4	17	
Architects.....								3			23							2	5		
Clerk.....	9	2		2	4			10	1		85		34	12	6	9	73	3	27	16	4
Editors.....			1	1	2						12		2								
Electricians.....									2	2	29	1	13	11	2	1	10	4	1	12	
Engineers (professional).	10	1	1	1		1	6	28	8		84	8	26	6	9	6	4	5	5	68	
Lawyers.....						1	7	2	1		8		2			2	2	1	1		
Literary and scientific persons.	3	3					2	2			16	2	2	2	2	2	2	2	1	6	
Musicians.....	12	1	1				1	3			43	2	10	2	2	3	6	10	9	5	
Officials (Government).			1	18	28		21	21			146	2	215	1	9	8	9	35	25	104	
Physicians.....	4	1			2		9	4		2	28		12	1	3	4	8	2		40	
Sculptors and artists.	1						1				12		12					7		5	
Teachers.....	57	1	2		14		5	18		2	132		175	19	2	14	56	3	2	84	
Other professional.	44	1			7		3	13		1	168	5	33	14	1	11	62	6	5	106	1
Total.....	152	13	4	22	60	2	57	115	9	879	13	569	84	42	79	264	86	59	495	10	
<b>SETTLED.</b>																					
Bakers.....	22	1				1	1		10		11		12	18	8	6	5	6	8	1	
Barbers and hairdressers.	10		1				4		3		13		22	6	10	6	4	3	20	21	
Blacksmiths.....	47	2							1		25	7	16	4	2	2	11	5	7		
Bookbinders.....	2								1		4					1				1	
Brewers.....									1		4										
Butchers.....	9	1	1				1		3		14		8	11	1	3	5	1	1	1	
Cabinetmakers.....	4										4								1		
Carpenters and joiners.	337	9	1	1		1	11	1	28		170	64	93	20	37	15	70	13	25	21	
Cigar makers.....											2		2	1		3	2		2		
Cigar packers.....	5						81		11		2										
Clerks and accountants.	208	5		2	4		54	69	5		806	19	223	68	84	122	320	14	16	105	1
Dressmakers.....	268	1		2	1		2	4	4		60	1	97	9	1	36	28	33	86	3	
Engineers (locomotive, marine, and stationary).	36	2	1		1		2		17		106	4	20	14	30	1	27	3	3	15	
Furriers and fur workers.	10	1					1		8		18	1	2	1	2	6	1		1	28	
Gardeners.....	1																			5	
Hat and cap makers.																					

TABLE X.—Immigrant aliens admitted, fiscal year ended June 30, 1918, by occupations and races of peoples—Continued.

Occupation.	African (black).	Armenian.	Bohemian and Moravian (Czech).	Bulgarian, Serb, and Montenegrin.	Chinese.	Croatian and Slovenian.	Cuban.	Palastian, Bosnian, and Herzegovinian.	Dutch and Flemish.	East Indian.	English.	Finnish.	French.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Japanese.	Korean.
SKILLED—continued.																					
Iron and steel workers.....	11	5			1	1	1	4	4	1	28	7	13	5	1	1	16		3		
Jewelers.....	3				1						3	1	4			4	2		2		
Locksmiths.....	1										137	14	2	1	1	16	59	14	12	1	
Machinists.....	46	1	5	3			4	25	14	7	240	213	76	52	311	13	74	29	51	193	
Masons.....	26		3	1	3	6	11	262	40	7	40	2	9	149	2	26	10	10	16	1	
Mechanics (not specified).....	39					1		6	5	1	19	2	2	9	2	9	22	10	2	4	
Metal workers (other than iron, steel, and tin).....	36	2		2		1	26	9	47	1	47	5	23	9	6	9	22	10	2	4	
Millers.....	2							2	14	2	14	2	1	2	2	5	5	1	2		
Millwrights.....					1				4		4		1	1	1	6	12	1	6		
Miners.....	14	1	2	20		2		2	20		20	4	40	3	1	1	23	27	20		
Painters and glaziers.....	28		1	1			4	12	63		63	47	24	4	4	4	23	27	20		
Pattern makers.....							1	4	41		41	2	13	10	6	10	14	4	4		
Photographers.....	2	1						1	13		13	2	2	2	1	4	2	4	2		
Plasterers.....	1							1	12		12	2	7	1	1	4	2	4	2		
Plumbers.....	11							1	27		27	2	7	2	1	9	9	2	2		
Printers.....	27						4	2	2	1	12	2	2	4	1	9	2	2	2		
Saddlers and harness makers.....	7										9	9	24	5	1	7	10	13	397	23	
Seamstresses.....	528	2			1		9	9	16		16	6	82	1	16	11	7	5	5	11	
Shoemakers.....	50	12					1	14	6		20	6	11	47	63	11	24	5	11	1	
Stokers.....	31	1						21	45	3	45	13	11	2	2	4	2	2	2		
Stonemasons.....							1	1	5		5	5	2	1	4	2	2	2	2		
Stencillers.....	119	8		1			2	1	23		23	9	15	3	17	105	16	5	90	15	
Tailors.....	1							1	1		1	1	1	1	1	5	1	2	1		
Tanners and carriers.....	1							1	1		1	1	3	1	1	2	1	1	1		
Textile workers (not specified).....								1	5		5	5	3	1	1	3	1	1	1		
Timbers.....									3		3	1	3	1	1	2	1	1	1		
Tobacco workers.....									3		3	1	3	1	1	2	1	1	1		
Upholsterers.....	3						3	3	1		1	4	1	5	1	1	2	2	1		
Watch and clock makers.....	1								4		4	1	5	1	1	1	1	25	8		
Weavers and spinners.....	7	1							21		21	2	121	2	2	2	1	25	8		
Wheelwrights.....	3								9		9	16	1	1	2	1	4	23	36		
Woodworkers (not specified).....	91	2	2	2	3	4	8	44	2	2	525	16	173	53	26	52	247	23	36	1	
Other skilled.....																					
Total.....	2,331	60	18	35	16	13	191	6	569	15	2,911	459	1,189	522	660	561	1,049	287	910	508	2

MISCELLANEOUS.																			
Agents.....	4														18	25	4	3	15
Bankers.....															1	1	4	2	56
Draymen, hackmen, and teamsters.....	4														3	14	2	3	3
Farm laborers.....	180	2													4	90	8	88	2,424
Farmers.....	17	4													9	224	8	1	356
Fishermen.....	4														2	23	2	2	36
Hotel keepers.....															11	11	1	1	62
Labors.....	467	20	5	51	107	4	11	6	309	439	509	469	59	1	47	179	153	441	306
Manufacturers.....	1								2	2	5	9	3	2	9	5	1	1	4
Merchants and dealers.....	10								59	5	5	35	9	2	105	34	27	54	445
Servants.....	1,167	5	4	2	17				99	1	680	440	156	63	359	359	146	941	123
Other miscellaneous.....	176	14	1	7	477	4	27	2	83	4	1,158	24	794	129	222	501	19	45	910
Total.....	2,080	55	25	72	1,169	8	105	9	722	27	3,263	863	2,177	572	452	1,462	368	1,531	4,740
No occupation (including women and children).....	1,168	93	27	21	331	10	826		793	10	6,227	502	2,905	814	2,550	1,892	364	2,734	4,425
Grand total.....	5,706	221	74	150	1,576	33	1,179	15	2,200	61	12,980	1,867	6,840	1,992	3,672	4,637	1,074	5,234	10,168

TABLE X.—Immigrant aliens admitted, fiscal year ended June 30, 1918, by occupations and races or peoples—Continued.

Occupation.	Lithuanian.	Hungarian.	Mexican.	Pacific Islander.	Polish.	Portuguese.	Romanian.	Russian.	Ruthenian (Rus- sian).	Scandinavian (Nor- wegian, Danish, and Swedish).	Scottish.	Slovak.	Spanish.	Spanish-American.	Syrian.	Turkish.	Welsh.	West Indian (other than Cuban).	Other peoples.	Total.	Admitted in Phil- ippine Islands
<b>PROFESSIONAL.</b>																					
Actors.....			18					7			10								6	214	10
Architects.....			2							4	7									61	
Clergy.....	1		16					11		15	21				1				1	404	33
Editors.....			20		1					23	18								2	222	
Electricians.....	2		22		1			4		96	39								2	530	16
Engineers (professional)			20		4			24		3	5								2	530	16
Engineers (mechanical)			22		4			4		3	5								3	96	2
Lawyers.....			23		3			1		3	2								3	94	
Literary and scientific persons	1		3		2			8		11	4								2	190	
Musicians.....			8		9			2		8	4								2	874	9
Officials (Government)	1		14		2			57		24	23								10	182	10
Physicians.....			3		3			4		7	6								3	68	
Sculptors and artists.			43		2			2		26	73								3	849	15
Teachers.....	1		26		4			12		78	89								2	737	13
Other professional.....	1		26		4			4		8	89								2	737	13
<b>Total.....</b>	<b>7</b>		<b>220</b>		<b>20</b>	<b>42</b>	<b>25</b>	<b>151</b>		<b>308</b>	<b>303</b>	<b>9</b>	<b>173</b>	<b>212</b>	<b>2</b>	<b>1</b>	<b>29</b>	<b>40</b>	<b>14</b>	<b>4,559</b>	<b>107</b>
<b>SKILLED.</b>																					
Bakers.....			33			18				20	7								4	240	
Barbers and hairdressers.	1		28			7		1		20	11								1	231	7
Blacksmiths.....			49		4	3		8		40	12								1	288	
Bookbinders.....			13							5	5									18	
Brewers.....			13		3	1				6	1								1	96	
Butchers.....			13		3	1		2		6	1								2	114	
Cabinetmakers.....			163		12	52		31		187	61								3	1,670	36
Carpenters and joiners.	3		163		12	52		31		187	61								11	2,774	
Cigarrette makers.....			2			1				2	1								2	27	
Cigar packers.....			2			1				2	1								2	27	
Clerks and accountants	1		280		5	92		23		284	335								7	1,114	
Dressmakers.....			31			1		6		26	26								2	161	79
Engineers (locomotive, marine, and stationary)	1		8		1	5		18		131	48								5	8,908	
Furriers and fur workers.										2	6								88	114	
Gardeners.....			1		1					12	6								1	106	
Hat and cap makers.			4		1					3	3								2	32	
Iron and steel workers.			2		5	1		4		19	17								2	194	
Jewelers.....			4		2					36	17								2	38	
Locksmiths.....			1		1	2				1	3								1	11	
Mechanists.....	7		47		11	8		20		1	49								3	815	

20	60	9	11	86	4	106	2	1,553	60	6	477	148	9	8	44	21	4,032	24			
Masons.....	26	5	1	2	5	1	2	11	5	6	74	3	1	3	1	6	257	1			
Mechanics (not specified).....	110	2	2	7	1	2	2	39	21	108	38	1	1	6	1	561	1	1			
Metal workers (other than iron, steel, and tin).....																					
Millers.....	1	1	1	1	1	1	1	6	7	1	2	2	1	1	1	54					
Milliners.....	1	1	1	1	1	1	1	3	10	1	1	1	1	1	15	15					
Miners.....	4	187	1	2	1	7	3	66	36	1	82	4	7	2	2	130					
Painters and glaziers.....	1	18	1	4	1	7	3	43	6	1	16	5	3	2	2	649					
Pattern makers.....																246					
Photographers.....	13	13	2	7	3	2	7	7	3	2	2	1	2	2	2	66					
Pianists.....	3	3	3	4	5	5	5	5	5	5	5	5	5	5	5	34					
Plumbers.....	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	87					
Printers.....	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	111					
Saddlers and harnessmakers.....	30	30	2	2	2	2	2	3	4	4	9	6	1	1	3	87					
Seamstresses.....	71	71	3	8	1	1	1	3	4	4	3	4	1	1	1	34					
Shoemakers.....	2	15	3	3	8	1	3	11	16	1	19	6	2	1	37	2	1,268				
Stokers.....	1	60	3	12	2	21	2	170	10	1	163	34	4	3	4	744					
Stonecutters.....	4	4	1	1	2	2	1	7	8	2	17	7	4	1	4	63					
Tailors.....	1	187	1	11	12	1	17	1	145	288	83	19	2	15	9	2	2,137	21			
Tanners and curriers.....																					
Textile workers (not specified).....																					
Tinners.....	1	10	1	1	1	1	1	7	1	2	1	1	1	1	1	39					
Tobacco workers.....																					
Upshoers.....																					
Watch and clock makers.....																					
Weavers and spinners.....																					
Woolwrights.....																					
Woodworkers (not specified).....	3	1	11	12	1	17	1	145	288	83	19	2	15	9	2	2,137					
<b>Total.....</b>	<b>50</b>	<b>3</b>	<b>1,474</b>	<b>10</b>	<b>83</b>	<b>354</b>	<b>28</b>	<b>336</b>	<b>9</b>	<b>3,048</b>	<b>1,106</b>	<b>9</b>	<b>2,140</b>	<b>26</b>	<b>16</b>	<b>64</b>	<b>225</b>	<b>54</b>	<b>21,588</b>	<b>176</b>	
<b>MISCELLANEOUS.</b>																					
Agents.....	12	1	5	3	3	3	3	19	30	1	14	18	2	1	5	2	331	3			
Bankers.....	3	2	2	1	2	2	1	5	1	1	1	8	2	1	2	106					
Draymen, hackmen, and teamsters.....	20	12	12	10	10	10	10	13	9	1	765	6	5	2	117	2	4,538	3,653			
Farm laborers.....	1	174	12	86	1	174	1	268	37	1	112	37	2	17	11	6	2,588	2			
Farmers.....	3	284	18	66	7	18	2	263	188	2	112	37	2	17	11	6	2,588	2			
Fishermen.....	1	1	1	1	1	1	1	24	11	1	13	13	2	7	1	378	30				
Fishermen.....	1	1	1	1	1	1	1	2	3	1	13	13	2	7	1	119					
Hotel keepers.....	27	2	5,146	287	391	31	378	14	3	2,609	58	38	2	10	13	85	14,069				
Laborers.....	6	2	1	2	2	2	2	7	49	3	2,609	58	38	2	10	13	85	14,069			
Manufacturers.....	1	299	2	42	6	28	6	72	31	2	278	167	42	5	16	7	2,659	289			
Merchants and dealers.....	9	350	1	11	429	1	31	4	1,319	533	87	5	5	3	33	11	7,356	11			
Other miscellaneous.....	8	1	274	1	31	7	9	68	4	260	542	1	119	80	18	1	6,146	72			
<b>Total.....</b>	<b>46</b>	<b>8</b>	<b>6,550</b>	<b>2</b>	<b>367</b>	<b>1,044</b>	<b>57</b>	<b>555</b>	<b>25</b>	<b>3,062</b>	<b>1,533</b>	<b>7</b>	<b>4,186</b>	<b>456</b>	<b>107</b>	<b>5</b>	<b>67</b>	<b>103</b>	<b>115</b>	<b>89,588</b>	<b>4,060</b>
<b>No occupation (Including women and children).....</b>																					
<b>Grand total.....</b>	<b>135</b>	<b>32</b>	<b>17,602</b>	<b>17</b>	<b>668</b>	<b>2,319</b>	<b>155</b>	<b>1,513</b>	<b>49</b>	<b>8,741</b>	<b>5,204</b>	<b>35</b>	<b>7,909</b>	<b>2,231</b>	<b>210</b>	<b>24</b>	<b>278</b>	<b>782</b>	<b>314</b>	<b>110,618</b>	<b>7,668</b>



TABLE X-A.—Emigrant aliens departed, fiscal year ended June 30, 1918, by occupations and races or peoples.

Occupation.	Armenian.	Bohemian and Moravian (Czech).	Bulgarian, Serbian, and Montenegrin.	Chinese.	Croatian and Slovenian.	Cuban.	Italian, Bosnian, and Herzegovinian.	Dutch and Flemish.	East Indian.	English.	Finnish.	French.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Japanese.	Korean.
<b>PROFESSIONAL.</b>																				
Actors.....								3		71	1	16	1			5	2			
Architects.....		1	2	4		1				6	1	6	2			3	2		5	
Clergy.....	9		2			2		9		90	2	18	5	1	1	14	2	2	3	2
Editors.....		1		1		1				10		1	1		2				5	
Electricians.....		2	2			3		2		153	1	15	2	1	5	33	2	2	5	
Engineers (professional).....	1		2	2		4		4		61	2	16	4	1	6	2	2	3	9	
Lawyers.....						1		1		6	1	4	1		1		1		1	
Literary and scientific persons.....	2		6			5		1		24	2	3	3	1	3					
Musicians.....	5		1			1		5		32	2	8	2	1	4		14	9	2	
Officials (Government).....			6	8		8		4	1	25	4	25	3		1		12	4	21	
Physicians.....	6	1		11		4		2	2	30	0	9	1	2	6		6	3	4	
Sculptors and artists.....		2	1			2		3		13	1	20	1	2	1		4	2	4	
Teachers.....	2			10		3		3		68	1	55	7	2	5		12	2	35	2
Other professional.....	6			7		2		10	1	183	2	36	11	2	14		26	7	13	1
<b>Total.....</b>	<b>31</b>	<b>3</b>	<b>12</b>	<b>46</b>	<b>1</b>	<b>35</b>	<b>1</b>	<b>46</b>	<b>6</b>	<b>782</b>	<b>13</b>	<b>232</b>	<b>43</b>	<b>7</b>	<b>38</b>	<b>115</b>	<b>64</b>	<b>28</b>	<b>127</b>	<b>6</b>
<b>SKILLED.</b>																				
Bakers.....	1	22	1	1				1		40	4	13	2	1	2	15	2	6		
Barbers and hairdressers.....	4	1	4	2		5		1		30	2	15	1	2	2	13	6	21	2	
Blacksmiths.....	4	2	8	3				1		66	3	15	1	1	2	17	3	11		
Bookbinders.....		1						1		1					2					
Brewers.....		5								17		7	1		1					
Butchers.....	2	20	1	6				1		4	2	2	1	2	2		2			
Cabinetmakers.....		1						1		4	2	2	1	2	2		1			
Carpenters and joiners.....	14	1	4	3		1		14		362	81	108	7		13	90	6	31	10	
Cigar makers.....		21	4																	
Cigar packers.....	25			2		290		2		5		1		1	4		1	2		
Clerks and accountants.....	11	1	12	1		1		9		873	10	138	20	11	49	150	13	15	24	1
Dressmakers.....	17			15		28		9		32	2	71	3	5	9	8	10	3	2	
Engineers (locomotive, marine and stationary).....	4		1	3		3		14	1	177	2	32	7	1	1	43	6	3	24	
Furriers and fur workers.....	1	1		4				8		25	1	4	1		5	6	3	8		
Gardeners.....										1					2					
Hat and cap makers.....	2	1	7							40	6	13	2	2	31		2	2		
Iron and steel workers.....	1			1				1		8					7		1	3	1	
Jewelers.....																				
Looksmen.....																				

Machinists.....	1	8	41	5	4	7	653	9	98	6	2	24	137	2	12							
Mariners.....	16	1	1	5	4	19	148	6	19	2	4	42	4	20	26							
Masons.....	3	12	7	9	27	2	46	2	2	2	2	2	2	6	30							
Mechanics (not specified).	4	7	9			11	275	2	34	7	4	17	40	1	1							
Metal workers (other than iron, steel, and tin).	1	6	6			1	15	1	2			1	7	1	2							
Millers.....	1	1	1			1	1		1			1	1	2	1							
Milliners.....						1	1		1			1	1	1	1							
Miners.....	11	119				1	10		41	1	6	6	28	2	2							
Painters and glaziers.....	3	5	1	1	1	4	327	167	13	2	8	28	94	75	2							
Pattern makers.....	1	1	1			4	160	5	28	2	2	9	40	9	5							
Photographers.....	1	1				1	5		1			1	3	3	3							
Plasterers.....	2	1				1	10		1	1	1	1	15	1	3							
Plumbers.....	3		3			1	49		1	3	3	2	26	1	3							
Printers.....	4					1	116	1	11	3	2	8	26	6	1							
Saddlers and harness makers.....	2	2				1	59	3	7	2	1	8	1	1	1							
Seamstresses.....	12	3				1	7		4	2	2	2	1	3	3							
Shoemakers.....	2	3	9			2	31	32	5	1	5	5	28	1	60							
Shoers.....	3		12			1	60	3	5	1	1	1	3	1	6							
Stonecutters.....	5	2	19	1	9	1	10	5	10	2	2	40	9	1	5							
Tailors.....						1	41	5	10	2	2	40	9	1	43							
Tanners and curriers.....						1	1		75		1	1	1	7	3							
Textile workers (not specified).						1	18	4	7	2	1	3	2	2	1							
Turners.....	2					2	6		4			1	1	1	1							
Unskilled workers.....							1		1			2	1	1	1							
Watch and clock makers.....						1	4		4			2	1	1	1							
Weavers and spinners.....						1	54	12	124	1	7	4	7	2	4							
Wheelwrights.....																						
Woodworkers (not specified).						2	2		5				5									
Other skilled.....	20	12	13	14	27	2	1,029	16	151	21	14	30	276	24	32							
<b>Total.</b>	<b>166</b>	<b>34</b>	<b>247</b>	<b>169</b>	<b>77</b>	<b>4</b>	<b>371</b>	<b>1</b>	<b>131</b>	<b>3</b>	<b>4,843</b>	<b>350</b>	<b>1,097</b>	<b>102</b>	<b>76</b>	<b>248</b>	<b>1,076</b>	<b>217</b>	<b>443</b>	<b>136</b>	<b>1</b>	
<b>MISCELLANEOUS.</b>																						
Agents.....	1	2	1			9	86		7	1	86		19	6	1	15	9		1	10	2	
Bankers.....	2		3	1		3	21		4		21		6	1	1	1	45		2	4	10	
Draymen, hackmen, and teamsters.....	203		10	2	4		116		17	4	47	16	69	9	1	31	31		31	3	10	
Farm laborers.....	8		26	13	70	2	522	49	2	108	21	622	49	400	68	10	5	151	21	36	289	
Farmers.....	2		13			1	15		1		15	2	5		5	1	2	151	21	36	289	
Fishermen.....						1	1				1	2	5		2	2	2	1	2	7	10	
Hotel keepers.....	249	1,182	94	351	11		97	1,090	695	121	97	1,090	695	680	30	2,718	89	583	472	6,946	277	27
Laborers.....	4	3	2	4	710	2	20	5	35	9	13	5	5	3	1	3	1	3	1	6	2	
Manufacturers.....	223	1	9	2	21	2	12		23	1	106	3	118	39	44	19	43	19	43	43	217	1
Merchants and dealers.....	152	10	20	343	199		236		23	1	626	68	288	37	12	6	188	42	288	89	22	2
Servants.....						19	1		33	10	2,064	171	619	28	35	75	477	26	60	60	98	6
Other miscellaneous.....																						
<b>Total.</b>	<b>844</b>	<b>1,188</b>	<b>179</b>	<b>717</b>	<b>1,993</b>	<b>24</b>	<b>145</b>	<b>8</b>	<b>350</b>	<b>143</b>	<b>4,611</b>	<b>1,005</b>	<b>2,210</b>	<b>208</b>	<b>2,821</b>	<b>239</b>	<b>1,478</b>	<b>609</b>	<b>7,105</b>	<b>965</b>	<b>55</b>	<b>15</b>
No occupation (including women and children).....	250	3	17	19	128	2	590	3	171	2	2,574	228	1,882	210	48	162	402	151	559	340	16	
<b>Grand total.</b>	<b>1,291</b>	<b>1,238</b>	<b>455</b>	<b>918</b>	<b>2,239</b>	<b>31</b>	<b>1,141</b>	<b>13</b>	<b>698</b>	<b>154</b>	<b>12,810</b>	<b>1,990</b>	<b>5,427</b>	<b>563</b>	<b>2,962</b>	<b>687</b>	<b>3,071</b>	<b>1,041</b>	<b>8,135</b>	<b>1,588</b>	<b>77</b>	

TABLE X-A.—Emigrant aliens departed, fiscal year ended June 30, 1918, by occupations and races or peoples—Continued.

Occupation.	Lithuanian	Magyar	Mexican	Pacific Islander	Polish	Portuguese	Rumanian	Russian	Ruthenian (Rus- sian)	Scandinavian (Nor- wegian, Danish, Swedes)	Scottish	Slovak	Spanish	Spanish American	Syrian	Turkish	Welsh	West Indian (except Cuban)	Other peoples	Not specified	Total	Departed from Philippine Islands
<b>PROFESSIONALS.</b>																						
Actors			16		1	1	2			3	5		7	9			1		1		159	3
Architects							1			13	25	1	35	3							49	
Clerk			16		2		13			18	25	1	35	6							200	25
Editors			1				5			1	1		2	2							39	
Electricians	1				2		12			15	37	2	2	4							311	
Engineers (professional)			19		1	17	27			20	9	1	4	7			3	1			237	4
Lawyers			14				2			1	1		4	7			2	3			49	1
Literary and scientific persons			8				5			7	1		3	4							62	
Miscellaneous			26		4		11			4	3	1	6	4			1				158	
Officials (Government)			8				1			9	3		7	15							203	
Physicians			13		7		37			5	8		5	11							163	3
Scriptors and artists			13		4		9			5	3		8	2							81	1
Teachers			27		1	1	1			12	15	1	8	5			1	3	1		295	1
Other professional	1		17		1		20			51	40		4	17			6	9	4		503	10
Total	2		186		11	34	3	155		164	156	6	90	89	3		15	28	19		2,589	48
<b>SKILLED.</b>																						
Bakers			28		11		7			7	18	10	6								201	1
Hatters and hatdressers		1					6			10	6		4				1	4			170	2
Bookbinders			15		13	2	18			29	30	6	1				2		1		248	
Bookbinders							2			1	2			1							12	
Brewers							11			8											109	
Cabinetmakers	3		11				2			13	3	2					1				31	
Carpenters and joiners			85		1	3	67			451	168	14	18				11	4	3		1,905	84
Cigar makers	2		1				2			1											31	
Cigarette makers			3				2			1											488	
Cigar packers			3				2			1			129								1	
Clerks and accountants	3		101		9	8	37			86	211	7	105	41	11	1	20	34	8		2,064	32
Dressmakers			10			2	8			1	5		1	1			17				214	
Engineers (locomotive, marine and stationary)			8		10	1	37			55	49	1	5	9			4	2	1		504	2
Furriers and fur workers							2			1											6	
Gardeners					2		2			14	9		1								93	
Hat and cap makers			1				2														11	
Iron and steel workers			1		1	1	11			28	29	5	3				5				194	
Jewelers			6		4		1			1	1		1								39	
Loobambis							2			1	1		1								1	

Machinists.....	3	1	19	63	2	195	116	183	25	2	4	4	1	22	1	3	1,649
Mariners.....	1	3	1	1	17	15	223	35	4	2	2	1	1	1	29	3	745
Masons.....	1	21	1	1	1	2	11	11	2	2	6	1	1	4	1	1	64
Mechanics (not specified).....	7	1	31	3	2	64	29	71	2	2	6	1	1	8	3	1	718
Metal workers (other than iron, steel and tin).....																	
Millers.....			4			12	4	8	11					1		1	80
Miners.....			1		1	1	2	2									67
Painters and plasterers.....	1	2	162	6	1	67	83	73	67	162	2	2		21		1	1,493
Pattern makers.....	1	1	13	9		22	47	53	2	1	1	1		3		3	434
Photographers.....			3			3	2	2			1						13
Plumbers.....			3			3	2	37	1		1			2			19
Printers.....			1	1		4	2	26	3	1				3		1	207
Printers and harness makers.....	1	5	2			4	4	23	1	1				3			138
Saddlers.....		2				3	4	3	1								18
Saddlers and harness makers.....		15			1	5	9	6	6					11			76
Seamstresses.....		2	15			18	9	6	6	71				3	1		206
Shoemakers.....		2	15		8	3	15	14						1			231
Shoemakers.....		2	15		8	3	15	14						1			231
Stonesetters.....		2				57	16	13	9	4	1	3	1	2		8	346
Tailors.....	1	3	21	6		1	16	13	9	4	1	3	1	2			346
Tanners and curriers.....		1				57	16	13	9	4	1	3	1	2			346
Textile workers (not specified).....		1				5	2	2						1			12
Tinners.....		1			2	3	5	4	4								50
Tobacco workers.....		1				138	2	4									4
Tobacco workers.....		1				138	2	4									4
Upholsters.....			1			2	2	1	1								8
Watch and clock makers.....		1				2	2	1	1								23
Weavers and spinners.....						3	6	14	1								240
Wheelwrights.....						1	8	4									49
Woodworkers (not specified).....	2	1	81	87	38	2	106	311	14	19	4	3	1	23	4	15	2,512
Woodworkers (not specified).....	2	1	81	87	38	2	106	311	14	19	4	3	1	23	4	15	2,512
Other skilled.....																	
Total.....	18	21	712	1	230	235	4,425	1,441	212	653	73	24	4	189	115	51	15,989
MISCELLANEOUS.																	
Agents.....			5		10	1	20	18	1	24	25	2	1	2	6	4	310
Bakers.....			1		1	6	2	4	2	1	3						41
Bakers.....			1		1	6	2	4	2	1	3						41
Boymen, bachelors, and teamsters.....			2			9	15	20	2					1			276
Boymen, bachelors, and teamsters.....			2			9	15	20	2					1			276
Farm laborers.....		335			4	28	204	17	4	6				2			1,031
Farm laborers.....		335			4	28	204	17	4	6				2			1,031
Farm laborers.....	2	1	811	3	10	46	500	149	6	82	13	7		11	11		3,556
Farm laborers.....	2	1	811	3	10	46	500	149	6	82	13	7		11	11		3,556
Fishermen.....			2			46	42	1		2				2			151
Fishermen.....			2			46	42	1		2				2			151
Hotel keepers.....						656	1,246	22	2,950	7	831	308	164	2,403	15	31	34,590
Hotel keepers.....						656	1,246	22	2,950	7	831	308	164	2,403	15	31	34,590
Labourers.....	10	11	8,512	1	15	1	83	3	3	2	15	31	37	17	10	721	61
Labourers.....	10	11	8,512	1	15	1	83	3	3	2	15	31	37	17	10	721	61
Manufacturers.....			1			90	58	23	323	80	44	5		6	15	11	2,339
Manufacturers.....			1			90	58	23	323	80	44	5		6	15	11	2,339
Merchants and dealers.....			283	1	3	17	508	155	23	53	30	2	9	64	10		2,658
Merchants and dealers.....			283	1	3	17	508	155	23	53	30	2	9	64	10		2,658
Other miscellaneous.....	1	1	233		53	17	222	474	32	49	27	13	4	34	14	23	5,863
Other miscellaneous.....	1	1	233		53	17	222	474	32	49	27	13	4	34	14	23	5,863
Total.....	13	13	10,340	1	730	1,428	12,406	1,183	282	2,918	195	99	47	83	134	784	90,953
No occupation (including women and children).....	12	7	13,866	3	64	319	9	670	527	3	516	379	34	7	26	151	28,102
No occupation (including women and children).....	12	7	13,866	3	64	319	9	670	527	3	516	379	34	7	26	151	28,102
Grand total.....	45	41	25,084	6	1,035	2,016	25	4,965	3,307	453	4,182	736	160	58	263	426	94,585

TABLE X-B.—Naturalized citizens departed, fiscal year ended June 30, 1918, by occupations and races or peoples.

Occupation.	African (black).	Armenian.	Bohemian and Moravian (Czech).	Bulgarian, Serbian, and Montenegrin.	Croatian and Slovenian.	Cuban.	Dutch.	English.	Finnish.	French.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Lithuanian.	Magyar.
<b>PROFESSIONAL.</b>																		
Actors.....			1					2			2		1	1				
Architects.....			1															
Clergy.....						1	1	12		6	3		2	4	1	1		
Editors.....								3			1			2				
Electricians.....			1					11			4	1		1				
Engineers (professional).....								2										
Lawyers.....																		
Literary and scientific persons.....										1					1			
Medicians.....			2					3										
Officials (Government).....						1		2					1	1				
Physicians.....			1					7		1	2		2		1			
Preachers.....			1					4		1								
Teachers and artists.....			1					6		3				1	1			
Teachers.....			1			1	1	6		3				3				
Other professional.....						1	1	8		3				3				
Total.....			7			4	2	55		19	15	1	7	14	3	4		
<b>SKILLED.</b>																		
Bakers.....																		
Barbers and hairdressers.....			1	1							2			1				
Blacksmiths.....			2					1										
Butchers.....			1					7	1	2				2		1		
Cabinetmakers.....			3					6		1								
Carpenters and joiners.....			5					14	2	8	4		1	9		1		1
Cigar makers.....			1			3												
Clerks and accountants.....			1	2		1	2	30	2	4	5		6	8	1	1		1
Pressmakers.....								1		1								
Engineers (locomotive, marine, and stationary).....																		
Furriers and fur workers.....								10		5	7			12	1			
Gardeners.....																		
Iron and steel workers.....			1			1		5		1	1			3	1	1		
Jewelers.....																		
Machinists.....			3	1			1	17		6	12	1	2	12	1	5		
Mariners.....								5		1				5				
Masons.....	1							4						2		2		



TABLE X-B.—Naturalized citizens departed, fiscal year ended June 30, 1918, by occupations and races or peoples—Continued.

Occupation.	Mexican.	Polish.	Portuguese.	Roumanian.	Russian.	Ruthenian (Russhak).	Scandinavian (Norwegians, Danes, and Swedes).	Scottish.	Slovak.	Spanish.	Spanish American.	Syrian.	Turkish.	Wahm.	West Indian.	Other peoples.	Total.
<b>PROFESSIONAL.</b>																	
Actors.....																	
Architects.....					1		1										
Clergy.....					2	1	11	7				1		2	1		23
Editors.....		2	1														3
Electricians.....					1		2	1									4
Engineers (professional).....					1		4	1									6
Lawyers.....					1												1
Miners and scientific persons.....																	1
Musicians.....																	1
Officials (Government).....							1	1							1		3
Physicians.....					3		1										4
Sculptors and artists.....																	1
Teachers and artists.....					2		5	2			1	1			3	1	10
Other professionals.....					2		4	2									8
Total.....		2	1		13	1	27	15			1	2		2	5	1	201
<b>SKILLED.</b>																	
Bakers.....					1		1	2									4
Barbers and hairdressers.....					1		1						1				3
Blacksmiths.....					2		6							1			9
Butchers.....		1					1										2
Cabinetmakers.....					1		1		1								4
Carpenters and joiners.....					1		35	3	1								40
Cigar makers.....			1		1		9	7		2					3	4	13
Clerks and accountants.....			1		1		1			1							5
Pressmakers.....							6	10		1		1					18
Engineers (decomotive, marine, and stationary).....					1		6			1		1					9
Firemen and fur workers.....					1												1
Gardeners.....					1		10	5									16
Iron and steel workers.....					1		3										4
Jewelers.....					1		16	4						3		1	24
Mechanics.....		3			1		10	5	4								23
Machinists.....					1		16	4									21
Masons.....				1	2		1	1			1	1			2		10
Total.....				1	2		1	1	1		1	1		3	2	1	30

Mechanics (not specified).....	1	1	1	4	1	1	4	4	1	1	1	1	31			
Metal workers (other than iron, steel, and tin).....	1	1	1	4	1	1	4	4	1	1	1	1	4			
Milliners.....	1	1	1	5	1	1	6	6	1	1	1	1	2			
Minors.....	1	1	1	4	1	1	4	4	1	1	1	1	52			
Painters and glaziers.....	1	1	1	1	1	1	1	1	1	1	1	1	25			
Pattern makers.....	1	1	1	1	1	1	1	1	1	1	1	1	6			
Photographers.....	1	1	1	2	1	1	2	2	1	1	1	1	3			
Plasterers.....	1	1	1	2	1	1	2	2	1	1	1	1	6			
Printers.....	1	1	1	1	1	1	1	1	1	1	1	1	11			
Saddlers and harness makers.....	1	1	1	1	1	1	1	1	1	1	1	1	5			
Shoemakers.....	1	1	1	1	1	1	1	1	1	1	1	1	1			
Shoemakers.....	1	1	1	5	2	1	2	2	1	1	1	1	17			
Shoemakers.....	1	1	1	1	1	1	1	1	1	1	1	1	13			
Stonemasons.....	1	1	1	1	10	1	1	1	1	1	1	1	13			
Stonemasons.....	1	1	1	2	1	1	2	2	1	1	1	1	21			
Tailors.....	1	1	1	1	1	1	1	1	1	1	1	1	21			
Tanners and curriers.....	1	1	1	1	1	1	1	1	1	1	1	1	1			
Tanners.....	1	1	1	1	1	1	1	1	1	1	1	1	1			
Timbers.....	1	1	1	1	1	1	1	1	1	1	1	1	1			
Weavers and spinners.....	1	1	1	1	1	1	1	1	1	1	1	1	6			
Woodworkers (not specified).....	1	1	1	1	1	1	1	1	1	1	1	1	6			
Other skilled.....	2	2	2	23	17	1	1	1	1	1	1	1	190			
<b>Total</b> .....	1	9	1	2	22	133	84	12	4	2	2	1	8	6	16	908
<b>MISCELLANEOUS.</b>																
Agents.....	1	1	1	4	3	1	1	1	1	1	1	1	1	2	1	23
Bankers.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	4
Draymen, hackmen, and teamsters.....	1	1	1	11	63	10	2	2	2	1	1	1	1	1	1	15
Farm laborers.....	1	2	2	7	41	1	350	73	1	1	1	1	1	2	2	131
Farmers.....	1	2	2	2	2	1	1	1	1	1	1	1	1	1	1	898
Fishermen.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	3
Hotel keepers.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	8
Laborers.....	3	1	2	10	81	41	2	1	1	1	1	1	3	2	2	399
Laborers.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	10
Manufacturers.....	1	1	1	8	2	2	3	9	1	1	1	1	2	15	1	114
Merchants and dealers.....	1	1	1	15	5	5	65	1	1	1	1	1	1	1	1	65
Servants.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	65
Other miscellaneous.....	4	4	4	58	40	4	4	4	4	4	4	4	4	4	4	387
<b>Total</b> .....	1	13	5	13	84	2	571	175	6	7	7	12	1	12	5	2,045
No occupation (including women and children).....	34	11	6	8	34	1	284	86	1	6	15	2	1	12	42	1,466
<b>Grand total</b> .....	36	35	13	23	173	4	1,015	360	19	17	25	18	2	28	98	4,620



TABLE X-C.—Native-born citizens departed, fiscal year ended June 30, 1918, by occupations and races or peoples.

Occupation.	African (black).	Caucasian.	Chinese.	East Indian.	Japa- nese.	Korean.	Pacific Islander.	Total.
<b>PROFESSIONAL.</b>								
Actors.....		62						62
Architects.....		29						29
Clergy.....	4	529	3	3	1			540
Editors.....		16						16
Electricians.....		200						200
Engineers (professional).....		316	1					317
Lawyers.....		56						56
Literary and scientific persons.....		42						42
Musicians.....	4	64						68
Officials (Government).....		211						211
Physicians.....		152						152
Sculptors and artists.....		14						14
Teachers.....	1	648	1					650
Other professional.....	1	400			3			404
<b>Total.....</b>	<b>10</b>	<b>2,739</b>	<b>5</b>	<b>3</b>	<b>4</b>			<b>2,761</b>
<b>SKILLED.</b>								
Bakers.....	1	38						39
Barbers and hairdressers.....	1	38						39
Blacksmiths.....		76						76
Bookbinders.....		1						1
Brewers.....		1						1
Butchers.....		27						27
Cabinetmakers.....		3						3
Carpenters and joiners.....	8	434						442
Cigar makers.....	1	22						23
Cigar packers.....		1						1
Clerks and accountants.....	2	1,497	3					1,502
Dressmakers.....		23						23
Engineers (locomotive, marine, and stationary).....	1	504						505
Gardeners.....		5	4					9
Hat and cap makers.....		11						11
Iron and steel workers.....	1	217						218
Jewelers.....		11						11
Machinists.....	2	749	1					752
Mariners.....	1	114						115
Masons.....	1	58						59
Mechanics (not specified).....	9	257						266
Metal workers (other than iron, steel, and tin).....		44						44
Millers.....		7						7
Milliners.....		10						10
Miners.....	1	211						212
Painters and glaziers.....	1	120						121
Pattern makers.....		10						10
Photographers.....		23						23
Plasterers.....	1	42						43
Plumbers.....	2	102						104
Printers.....		43						43
Saddlers and harnessmakers.....		7						7
Seamstresses.....	1	16						17
Shoemakers.....		33						33
Stokers.....		96						96
Stonecutters.....	1	13						14
Tailors.....		28	1					29
Tanners and curriers.....		1						1
Textile workers (not specified).....		16						16
Tinners.....	1	10						11
Tobacco workers.....		1						1
Upholsterers.....		5						5
Watch and clock makers.....		5						5
Weavers and spinners.....		56						56
Woodworkers (not specified).....		19						19
Other skilled.....	15	1,654	19					1,688
<b>Total.....</b>	<b>51</b>	<b>6,655</b>	<b>28</b>					<b>6,734</b>

TABLE X-c.—Native-born citizens departed, fiscal year ended June 30, 1918, by occupations and races or peoples—Continued.

Occupation.	African (black).	Caucasian.	Chinese.	East Indian.	Japanese.	Korean.	Pacific Islander.	Total.
<b>MISCELLANEOUS.</b>								
Arents.....		250	1					251
Bankers.....		35						35
Draymen, hackmen, and teamsters.....		134						134
Farm laborers.....	1	1,614						1,615
Farmers.....	9	5,299	2					5,310
Fishermen.....		7						7
Hotel keepers.....		20	4					24
Laborers.....	51	3,550	118		1			3,720
Manufacturers.....		54				1		55
Merchants and dealers.....	5	494	67		2			568
Servants.....	165	799	6		1			941
Other miscellaneous.....	98	3,156	56					3,310
<b>Total.....</b>	<b>329</b>	<b>15,362</b>	<b>254</b>		<b>4</b>	<b>1</b>		<b>15,970</b>
No occupation (including women and children).....	273	26,344	65	1	226	3	1	26,913
<b>Grand total.....</b>	<b>603</b>	<b>51,120</b>	<b>352</b>	<b>4</b>	<b>234</b>	<b>4</b>	<b>1</b>	<b>52,378</b>

TABLE XI.—Immigrant aliens admitted, fiscal year ended June 30, 1918, by States of intended future residence and occupations.<sup>1</sup>

Occupation.	Ala.	Alaska.	Ariz.	Ark.	Cal.	Colo.	Conn.	Del.	D. C.	Fla.	Ga.	Hawaii.	Idaho.	Ill.	Ind.	Iowa.	Kans.	Ky.
<b>PROFESSIONAL.</b>																		
Actors.....					30				1					12	2			
Architects.....			2		14				2					2	1			
Clergy.....	5	1	3		44	4	7		2	3	3		1	12	8	5	3	
Editors.....					21		5		2									
Electricians.....			3		66	1	5		7	1	1			3	3	2		
Engineers (professional).....					19		3	1	4	2				17	3	2		
Lawyers.....	2		1	1	10				4					1				
Literary and scientific persons.....					13	1			3	3				13				
Musicians.....			6		58	1		1	305	3				13				1
Officials (Government).....			1	2	28	1	2		6	1			2	13	9			2
Physicians.....			1		6	1			1	1				3				1
Scientists and artists.....			1	15	88	6	18		7	13	4	19	1	27	12	3		2
Teachers.....			4	4	45	4	11		8			85	2	41	2			2
Other professional.....																		
Total.....	12	2	37	4	460	19	53	2	351	29	10	129	9	155	28	14	8	3
<b>SKILLED.</b>																		
Bakers.....			7		10		5			2				2	2			
Barbers and hairdressers.....			2		14	1			1	3				3				
Blacksmiths.....			8		14	1	2			3				6				1
Bookbinders.....					3									1				
Butchers.....			2		6		2		1					5	2			1
Cabinetmakers.....					3													
Carpenters and joiners.....			22	2	75	3	29		3	42	4	15	1	29	5	3	2	
Cigar makers.....					1													
Cigar packers.....			2				1		1	74								
Clerks and accountants.....			55	3	240	17	72	3	34	51	4	14	3	126	15	9	5	2
Dressmakers.....			9		48	1	17		3	15			2	23	1			
Engineers (locomotive marine, and stationary).....			1	1	28	2	5	1	10	5		2	2	8	2	1		
Furriers and fur workers.....					37									1				4
Gardeners.....					1					3				1				1
Hat and cap makers.....					5							5		1				
Iron and steel workers.....			1	1	2	1	8		1	3				17	3			
Jewelers.....																		
Locksmiths.....																		
Machinists.....			15		39		20	3	1	3		1		18	3	1	2	
Mariners.....	13	2	2		918	2	21		1	80	78	6	6	10	2	2	3	
Masons.....			7		10	1	11			4				17	1			
Mechanics (not specified).....			1		29	1	5	2	1	3	1	2	1	11	1			
Metal workers (other than iron, steel, and tin).....					1	1	1		1					3				1
Millers.....					1													



TABLE XI.—Immigrant aliens admitted, fiscal year ended June 30, 1918, by States of intended future residence and occupations—Continued.

Occupation.	La.	Mc.	Md.	Mass.	Mich.	Minn.	Miss.	Mo.	Mont.	Nebr.	Nev.	N. H.	N. J.	N. Mex.	N. Y.	N. C.	N. Dak.	Ohio.
<b>PROFESSIONAL.</b>																		
Actors.....	1																	
Architects.....				1	7	1		4	1		1				111			1
Clergy.....				27	14	7	1	5	6	4		4	7	1	20	1	8	1
Editors.....	16	5	5												72	1		9
Electricians.....	4	2	2	1	20	3	1	3	2	1	1	2	5	1	102			3
Engineers (professional).....	1	1	1	21	9	6	6	1							273			9
Lawyers.....	3			1	1	4									38			
Literary and scientific persons.....	3		1	4	3	2									44	1	1	2
Musicians.....	1	1		8	10	2		1	1	2	1	4	3	2	83			2
Officials (Government).....	10	1	2	9	8	2									416			3
Physicians.....	4	2	5	12	5	3		1							59			3
Scientists and artists.....			1	1	1			1							43			19
Teachers.....	3	5	2	150	20	8	1	2	4	2	2	18	22		249	2	3	8
Other professional.....	5	11	4	93	38	10	1	3	1	3	1	8	20	1	220			2
Total.....	52	26	23	339	131	48	2	21	16	12	7	36	77	6	1,753	5	14	57
<b>SKILLED.</b>																		
Bakers.....	4	1	4	24	8	4				3	1	2	12		111			3
Barbers and hairdressers.....	1	3	2	16	12	4				4	1	4	4		74			5
Blacksmiths.....	1	5	1	18	28	2			1	3	1				91			5
Bookbinders.....				2											6			
Brewers.....															3			
Butchers.....			2	4	5	1		1	2	1		2	6		30			1
Cabinetmakers.....	1			4	5	2									8			1
Carpenters and joiners.....	23	23	20	146	98	37	3	4	9	2	1	19	63	6	644			23
Cigar makers.....				11	3	1									14			1
Cigar packers.....	2			6	2										3			
Clerks and accountants.....	39	44	8	365	394	63	1	22	7	10	1	22	72	6	1,545	1	13	51
Dressmakers.....	2	10	3	77	40	5		4	2	2	5	43	5		365	1	3	9
Engineers (locomotive, marine, and stationary).....	15	7	9	13	26	10	1			1	1				259	1	1	11
Furriers and fur workers.....				2	2										11			2
Gardeners.....				7	5	2				1	1	1	3		26			2
Hat and cap makers.....				1	1			1							14			4
Iron and steel workers.....			1	17	31	5		1			3	6	6		57			1
Jewelers.....				1	4			3							10			4
Locksmiths.....				1											4			
Machinists.....	9	8	7	76	121	12		2	2	2		13	31	2	277			12
Metal workers.....	547	9	136	310	26	8	24	3	3	2	2	11	80	1	1,346			13
Mariners.....	2	2	2	2	23	3		5	1	1			16	1	111			11
Mechanics (not specified).....	13	7	2	19	37	8	1	8	2	2	1	1	15	3	234			7

Metal workers (other than iron, steel, and tin).....	6	13	1	1	1	1	1	1	1	1	3	15	1					
Millers.....	2	1	1	1	1	1	1	1	1	1	3	3	1					
Milliners.....	15	14	1	1	1	1	1	1	1	1	4	68	1					
Mine workers.....	10	53	10	1	2	1	2	1	2	2	21	32	2					
Miners.....	21	23	8	1	2	1	3	3	3	6	6	81	2					
Pattern makers.....	1	1	1	1	1	1	1	1	1	1	1	1	1					
Photographers.....	1	1	1	2	1	1	1	1	1	1	1	11	1					
Plasterers.....	2	1	1	1	1	1	1	1	1	1	1	7	3					
Printers.....	2	11	13	3	1	1	2	2	4	4	3	23	1					
Phumbers.....	7	9	1	1	1	1	1	1	1	1	1	49	1					
Saddlers and harnessmakers.....	1	1	1	1	1	1	1	1	1	1	3	23	4					
Seamstresses.....	5	2	3	102	4	1	4	4	4	82	2	759	22					
Shoemakers.....	8	1	46	10	2	1	11	8	1	8	1	95	7					
Stokers.....	166	10	35	20	2	2	2	22	2	22	3	331	2					
Stonecutters.....	5	10	4	3	1	1	2	3	4	3	14	14	4					
Tailors.....	3	2	2	49	23	6	4	1	3	13	2	268	1					
Tanners and curriers.....	1	1	1	1	1	1	1	1	1	1	1	2	1					
Textile workers (not specified).....	9	4	13	2	2	6	1	1	1	1	1	6	1					
Thanners.....	5	4	1	1	1	1	1	1	1	1	1	8	1					
Tobacco workers.....	4	2	1	1	1	1	1	1	1	1	1	1	1					
Upholsters.....	4	2	1	1	1	1	1	1	1	1	1	5	1					
Watch and clock makers.....	6	1	1	1	1	1	1	1	1	1	1	9	1					
Weavers and spinners.....	71	2	1	1	1	1	34	11	11	11	17	17	2					
Wheelwrights.....	3	2	2	2	2	2	2	2	2	2	2	4	2					
Woodworkers (not specified).....	1	7	1	1	1	1	1	1	1	1	1	8	1					
Other skilled.....	62	18	262	178	38	14	9	2	2	44	40	639	7					
<b>Total.....</b>	<b>844</b>	<b>246</b>	<b>257</b>	<b>1,324</b>	<b>1,268</b>	<b>30</b>	<b>74</b>	<b>75</b>	<b>36</b>	<b>13</b>	<b>198</b>	<b>609</b>	<b>51</b>	<b>7,713</b>	<b>10</b>	<b>51</b>	<b>319</b>	
MISCELLANEOUS.																		
Agents.....	6	1	1	18	20	4	3	2	1	1	3	164	1	1	1	9	9	
Bankers.....	2	1	1	17	15	7	1	1	1	1	2	10	1	1	1	2	2	
Draymen, hackmen, and teamsters.....	28	12	174	85	90	3	6	45	26	25	12	56	8	506	1	37	23	
Farm laborers.....	14	5	176	128	140	3	16	109	21	19	31	72	7	251	3	96	30	
Farmers.....	1	1	233	2	1	1	1	1	1	1	1	2	1	25	1	1	1	
Fishermen.....	1	1	1	1	1	1	1	1	1	1	1	2	1	25	1	1	1	
Hotel keepers.....	70	266	24	742	1,056	134	27	48	10	12	71	268	124	2,912	6	19	291	
Laborers.....	8	2	10	10	5	6	5	5	5	6	3	25	9	94	1	1	21	
Mariners.....	50	2	5	55	10	1	2	34	34	7	74	378	12	2,760	2	45	118	
Merchants and dealers.....	27	133	33	1,457	292	140	25	46	34	9	74	144	117	1,272	5	23	121	
Seamstresses.....	38	292	38	774	438	89	27	30	8	8	144	117	5	1,272	5	23	121	
Other miscellaneous.....	38	292	38	774	438	89	27	30	8	8	144	117	5	1,272	5	23	121	
<b>Total.....</b>	<b>214</b>	<b>744</b>	<b>119</b>	<b>3,654</b>	<b>2,100</b>	<b>613</b>	<b>15</b>	<b>119</b>	<b>294</b>	<b>110</b>	<b>80</b>	<b>341</b>	<b>869</b>	<b>161</b>	<b>8,974</b>	<b>19</b>	<b>226</b>	<b>619</b>
No occupation (including women and children).....	632	715	189	3,821	2,376	708	27	275	340	146	60	433	1,063	426	8,944	35	219	700
<b>Grand total.....</b>	<b>1,742</b>	<b>1,733</b>	<b>588</b>	<b>9,638</b>	<b>5,895</b>	<b>1,627</b>	<b>74</b>	<b>489</b>	<b>725</b>	<b>304</b>	<b>160</b>	<b>1,008</b>	<b>2,637</b>	<b>644</b>	<b>27,384</b>	<b>69</b>	<b>510</b>	<b>1,735</b>

TABLE XI.—Immigrant aliens admitted, fiscal year ended June 30, 1918, by States of intended future residence and occupations—Continued.

Occupation.	Okla.	Reg.	Pa.	P. I.	P. R.	R. I.	S. C.	S. Dak.	Tenn.	Tex.	Utah.	Vt.	Va.	Virg. Wash. Is.	W. Va.	Wis.	Wyo.	Total.
<b>PROFESSIONAL.</b>																		
Actors.....	2	3	3							19					9			214
Architects.....	1	3	6							7					41			41
Cherries.....	1	25	2	2	17	2	1	3	2	19	2	1	5	11	2	1	1	404
Editors.....										14	1	1	3	2	1	2		40
Electricians.....	1	10	33	1	2	4	1		9	14	1	1	1	17	1	2		232
Engineers (professionals).....	1	1	33	1	2	4	1		9	12	1	1	1	17	4	4		520
Lawyers.....									4	4								95
Musicians.....		3	1	2	2	1	1		4	12	2	2	1	1	1	2		94
Literary and scientific persons.....		1	4	1	5	1	1	1	1	12			4	11	5	1		190
Officials (Government).....	1	1	5	1	1	1	1		5	2	1	2	1	1	1	1		874
Physicians.....	1	1	5	1	1	1	1		5	5	1	1	1	1	1	1		182
Sculptors and artists.....	1	3	34	3	3				30	30	2	21	5	9	9	4	1	849
Teachers.....	1	9	20	2	2	11	1	2	18	18	2	3	3	19	4	4		737
Other professional.....																		
Total.....	6	20	156	4	40	29	7	5	3	145	8	31	23	102	3	22	3	4,559
<b>SKILLED.</b>																		
Bakers.....	1		12			2				30	1	1	1	5				260
Barbers and hairdressers.....		3	6			3				23	3	3	1	10				221
Blacksmiths.....		1	14			2		1		40		5	1	19	1			268
Bookbinders.....														1				16
Brewers.....														1				94
Butchers.....		1	2			2		1		10				4				94
Cabinetmakers.....					1									1				27
Carpenters and joiners.....		11	70		3	10	2	1		123	4	7	10	33	2	6		1,070
Charrette makers.....																		3
Cigar makers.....																		114
Clear makers.....																		17
Cigar packers.....																		17
Clerks and accountants.....	9	28	97	1	23	32	2	2	2	183	12	24	11	100	11	11	6	3,908
Dressmakers.....	1	1	7			4	2	1	1	15	1	5	1	15	2	3		774
Engineers (locomotive, marine, and stationary).....	4	4	31	1	1	2	1		1	6	1	1	8	27	3	2		527
Furriers and fur workers.....			1															17
Gardeners.....			4			2		1		5	1	1	1	2				105
Hat and cap makers.....			2															32
Iron and steel workers.....		3	15	1	1	4	1		1	1	1	1		6	2			134
Jewelers.....			1			4			2	2				3				38
Locksmiths.....			1			1												9
Machinists.....	2	36	12			1			1	37		11	2	19	1	7		815
Marblers.....	42	308	8	34	5	2			36	2	2	2	263	1	269	2	2	4,632
Masons.....	1	17	1	1	1	1			17	2	2	2	1	1	1	1		287
Mechanics (not specified).....	1	22	3	3	2	2			90	2	2	2	1	7	1	5		561





TABLE XI-A.—Emigrant aliens departed, fiscal year ended June 30, 1918, by States of last permanent residence and occupations.<sup>1</sup>

Occupation.	Ala.	Alaska.	Ariz.	Ark.	Cal.	Colo.	Conn.	Del.	D. C.	Fla.	Ga.	Hawaii.	Idaho.	Ill.	Ind.	Iowa.	Kans.	Ky.	
<b>PROFESSIONAL.</b>																			
Actors.....			6		12									9					
Architects.....					3														
Clerks.....			4	1	11	2	7		2	2				31	1	2			1
Editors.....					6														
Electricians.....			3		11	2	6		2	1				19	3				1
Engineers (professional).....			4		14	2	3							4	4				
Lawyers.....			3		8									1					
Literary and scientific persons.....			4		14				2	2				1					
Musicians.....			2		7	1								9					
Nurses.....			1		2									2					
Officials (Government).....			1		28	1	5		23	1				8	1	2			2
Physicians.....			1		19				3					2					
Scientists.....					4					1				1					
Sculptors and artists.....			5		42		12		2					11					1
Teachers.....			3		21	2	4		6	2				28	2				1
Other professional.....																			
Total.....	1	1	31	1	187	10	38		41	7	5	38		131	13	8	3		1
<b>SKILLED.</b>																			
Bakers.....			2		7	1			1	1				7					4
Barbers and hairdressers.....			3		5					7				6					
Biochemists.....					5	3		1						23	1	2			1
Bookbinders.....														2					
Brewers.....														2					
Butchers.....			1		3									6	1				4
Cabinetmakers.....														8					
Carpenters and joiners.....			15		34	6	41		2	3				88	4	11	2		2
Clerks.....			2		2					420				1					
Clerks and accountants.....			20	1	76	9	25	3	6	61				112	6	3	4		2
Dressmakers.....			1		12					2				4					
Engineers (locomotive, marine, and steam).....			2		24	1	8		1					27	4	3			1
Gardeners.....					16									4					
Hat and cap makers.....																			
Iron and steel workers.....			1		2	1	3		2					16	13				1
Jewelers.....			1		3														
Machinists.....			7		3														
Marblers.....			1		28	6	51		1					106	3	6			2
Masons.....			2		17	4	6		2	11	1			30	2	2			1
Mechanics (not specified).....			3		2									9					
Metal workers (other than iron, steel, and tin).....			1		38	1	20		1	1				43	3	1			2
Milliners.....					1		6							11					
Miners.....			8		96				1					83	26	14			3
Painters and glaziers.....			2		31	3	1		1	3	1			34	2				1



TABLE XI-A.—Emigrant aliens departed, fiscal year ended June 30, 1918, by States of last permanent residence and occupations—Continued.

Occupation.	La.	Me.	Md.	Mass.	Mich.	Minn.	Miss.	Mo.	Mont.	Nebr.	Nev.	N. H.	N. J.	N. Mex.	N. Y.	N. C.	N. Dak.	Ohio.	
<b>PROFESSIONAL.</b>																			
Actors.....	5			1	2										107				
Architects.....	1			1				1	1						19				3
Cherry.....	13	1	2	20	15	10		2		1					66		8		8
Editors.....							1								27				1
Electricians.....	1	3		13	38	13		14		2		2	11		90		1		17
Engineers (professionals).....	4	1	1	6	2	1	1	2	2	1			5	2	122				5
Lawyers.....				2									1		26				1
Literary and scientific persons.....			1	3	1	3		1					1		30				3
Musicians.....	2			3	15	2		2	1	2		1	2		70				4
Officials (Government).....	3			4											119				1
Physicians.....	3		2	11	8	4	1	3	1						44				2
Sculptors and artists.....	1			4	2										52				1
Teachers.....	4	3	3	37	7	4		5				2	5	1	96				4
Other professionals.....	7	2	4	43	21	9		5	4			1	14	1	214				10
<b>Total.....</b>	<b>42</b>	<b>10</b>	<b>13</b>	<b>148</b>	<b>114</b>	<b>48</b>	<b>8</b>	<b>35</b>	<b>9</b>	<b>6</b>		<b>6</b>	<b>56</b>	<b>5</b>	<b>1,082</b>	<b>2</b>	<b>7</b>	<b>60</b>	
<b>SKILLED.</b>																			
Bakers.....		3		13	28	5	1	6		2					41				12
Barbers and hairdressers.....		5		10	21	3		4	1			3	5		30				4
Blacksmiths.....		9	3	15	40	21		4	1	4		2	8		30		1		13
Bookbinders.....				3											4				2
Brewers.....				2						1					1				7
Butchers.....		2		2	8	5		9		1					27				1
Cabinetmakers.....		2		2											11				43
Carpenters and joiners.....		38	3	203	128	112		17	16	9	1	19	77		485		2	9	43
Cigarette makers.....	1						1												
Cigar makers.....	1			1	2										35				1
Cigar packers.....				130	156	83	1	40	4	10		14	80		786		2	4	50
Clerks and accountants.....	17	20	9	25	3	4			1			4	8		124				1
Dressmakers.....	5	5																	
Engineers (locomotive, marine, and stationary).....	3	5	3	17	31	38		13	1				18		187		1		21
Furriers and fur workers.....															4				1
Gardeners.....	1	2		7	2	1							4		42				1
Hat and cap makers.....				3				2							4				4
Iron and steel workers.....		4	3	12	18	13		1	2			2	16		46				7
Jewelers.....				6	2	1									15				1
Locksmiths.....		1																	
Machinists.....	4	12	8	132	352	32		33	2	3		15	87		486		1		93
Metal workers.....	10	10	3	26	24	22		4	1			6	14		426				26
Mariners.....		1	6	8	12	7						1	5		36				17
Masons.....			6	28	68	22	1	25	1	3	1	2	45		285		1		3
Mechanics (not specified).....	2	3																	



TABLE XI-A.—Emigrant aliens departed, fiscal year ended June 30, 1918, by States of last permanent residence and occupations—Continued.

Occupation.	Okla.	Pa.	P. I.	P. R.	R. I.	S. C. S. Dak.	Tenn.	Tex.	Utah.	Vt.	Va.	Virg. Is.	Wash.	W. Va.	Wis.	Wyo.	Total.
<b>PROFESSIONAL.</b>																	
Actors.....	1	1		5				3					1		1		159
Architects.....		6											1				49
Berry.....	1	20	1	17		1	4	13	1	5	1	1	4	1	3		280
Editors.....		38		1	1			5									39
Engineers (professional).....	1	11		1	2			11	1	3	1		6	1	4	1	317
Lighters and scientific persons.....		3		1				4					6				109
Musicians.....	3	5						3	1	1			1		2		63
Officials (Government).....		4		2		1		20		1		3			1		132
Physicians.....	1	16		4	1			9	2	1	2	3	6		1		203
Scrubbers and artists.....		2		4				1	12	1			1				163
Teachers.....	1	3	44		4	2	1	15	1	1	3	1	4		1		81
Other professional.....	4	10	165	2	40	8	2	6	3	98	6	11	7	5	35	2	1,589
<b>Total.....</b>																	
<b>SKILLED.</b>																	
Bakers.....		18		1	1			1					4		7		201
Barbers and hairdressers.....	1	18			1			28		1			6	1	1		170
Blacksmiths.....		25		1	2		1	14		1	1		5		5		248
Bookbinders.....		2															12
Brewers.....		1															7
Butchers.....	1	1						9						1	4		109
Saddlemakers.....		3															31
Carpenters and joiners.....	1	3	82	2	14		3	65	3	8	2		19	1	14		1,605
Cigarette makers.....																	1
Cigar makers.....		1															468
Chef, paid accountant.....	5	153	4	50	8			57	2	11	8	2	25	2	12		2,094
Dressmakers.....		5		1			4	7		1			1				214
Engineers (locomotive, marine, and stationary).....	1	2	44	1	2	2	1	2	5	2	2	1	8		9		504
Furriers and fur workers.....																	6
Gardeners.....		4						1									98
Hat and cap makers.....																	11
Iron and steel workers.....		21			2								1		4		104
Jewelers.....				1	3			4									39
Locksmiths.....																	1
Machinists.....	1	2	190		24		1	11		9	1		17	2	26	1	1,649
Mariners.....	1	3	24		4	2		4	2	1	8		12	12	2		1,745
Masons.....	1		26	3				19						1	1		164

Mechanics (not specified)	1	4	57	11	6	1	1	1	24	2	3	7	718							
Metal workers (other than iron, steel, and tin)			12		1				2		2	1	80							
Millers		1	1										7							
Milliners	4	1	225						54	1	43	39	67							
Miners	1	1	42	1	3				8	2	3	1	1,498							
Pattern makers		1											434							
Photographers			1	1					6		1		34							
Plasterers	2	1	6		4				2	2			118							
Plumbers		1	35		1				5	1	2		207							
Printers		1	12		1				1	1	1		138							
Saddlers and harness makers		2	2		1				12				16							
Sailors		2	2	3	1				1				76							
Seamstresses		16			1				15	1			206							
Shoemakers		11			2				15		1		281							
Shoers		1			2				2		1		281							
Silk-renters		2	22						27	6	8		346							
Tanners and curriers									1	1			346							
Textile workers (not specified)			26		24				1	2			12							
Tinsmiths			6						1		1		259							
Tobacco workers			1										50							
Upholsters			1										4							
Watch and clock makers		1	33		23				1				8							
Weavers and spinners		1			1				1				23							
Woodworkers (not specified)		4			1				4				240							
Other skilled	2	7	300	3	23	1	1	40	9	9	30	4	49							
Total	15	37	1,464	5	92	152	4	15	6	450	29	71	39	3	188	55	180	15	15,939	
MISCELLANEOUS.																				
Agents			6	2	6	1		1	1	5				1	3			1		310
Bankers			2		1	3									2					61
Brewmen, hackmen, and teamsters		3	21		8	5			1	1					1			16		276
Farm laborers	4	49	47	36	48	27		12	325	10	116	17	6	1	116	3	55	1	3,581	
Farmers		10			13			27	79	46	5				2					3,586
Fishermen									2											184
Firemen																				152
Hotel keepers	134	117	2,679	17	454	4	11	4	6,977	113	96	36			602	226	263	42	84,500	42
Labors					2	2									3					50
Machinists			50	17	182	2	1	3	102	4	1	3		58	1			5		2,339
Marchants and dealers	1	5	72	46	38	7	3	3	189	7	19	2		35	1			8		2,658
Servants	7	9	482	1	51	2	7	1	183	6	25	12	2	64	13	129	9			5,863
Other miscellaneous																				9
Total	147	211	3,368	20	205	617	7	61	10	8,573	146	197	58	6	916	244	524	59	50,955	
No occupation (including women and children)	48	46	344	9	214	205		23	15	12,400	28	169	18	24	282	22	78	7	25,102	
Grand total	214	304	5,341	36	612	982	13	105	34	21,521	209	448	122	38	1,421	323	801	82	94,585	

TABLE XI-B.—Immigrant aliens admitted during fiscal year ended June 30, 1918, by States of intended future residence and ports of entry.

Destination.	New York.	Boston.	Philadelphia.	Baltimore.	Canadian Atlantic ports.	Portland, Me.	New Bedford, Mass.	Providence, R. I.	Newport News, Va.	Norfolk, Va.	Savannah, Ga.	Miami, Fla.	Key West, Fla.	Gloucester, Mass.	Plymouth, Mass.	Provincetown, Mass.	Stamford, Conn.	Wilmington, N. C.	Charleston, S. C.	Brunswick, Ga.	
Alabama.....	17	7	2									3	8								
Alaska.....	6	1											2								
Arizona.....	29	1					6						2								
Arkansas.....	6												2								
California.....	686	81	2	3	5	1	3	172	2	1	1		6								
Colorado.....	104	6											1								
Connecticut.....	914	187			5		15	58	1	1			5	1							1
Delaware.....	33	14		1																	
District of Columbia.....	527	7	1		13	1			12												
Florida.....	32	4		2						1	2	544	176	1							
Georgia.....	14	1									77		12								3
Idaho.....	157	3							3												
Illinois.....	1,109	89	1	4	9	1	3		3		1		17								
Iowa.....	104	21											8								
Kansas.....	235	9			2								6								
Kentucky.....	37	3			1								7								
Louisiana.....	4	3											10								
Maine.....	45	4	1							1				1							
Maryland.....	40	16				6		2													
Massachusetts.....	180	4	9	143	2	2			3	9	1		12				1				2
Michigan.....	1,689	814	8	2	17	3	335	765	2	1	2	1	15	23	10	1					6
Minnesota.....	545	47	1	1						2			3								
Mississippi.....	519	3	1		3																
Missouri.....	8																				
Montana.....	128	7						1					11								
Nebraska.....	147	5																			
Nevada.....	129	2		1																	
New Hampshire.....	73	4																			
New Jersey.....	70	29																			
New Mexico.....	1,741	268	8	2	2		5		3	1											
New York.....	16																				
New York.....	15,718	1,148	74	83	51	5	4	29	79	36	5	9	467	1			8				11
North Carolina.....	16								1				13								
North Dakota.....	101												8								
Ohio.....	561	124	1	1					1				16								1
Oklahoma.....	12				1																
Oregon.....	87	9																			
Pennsylvania.....	1,680	813	269	18		1		46	7	10	1		50								4
Philippine Islands.....	19												4								
Porto Rico.....	20																				
Rhode Island.....	150	90					70	252													3





TABLE XI-B.—Immigrant aliens admitted during fiscal year ended June 30, 1918, by States of intended future residence and ports of entry—Continued.

Destination.	Jack-sonville, Fla.	Tampa, Fla.	Pensa-cola, Fla.	Mobile, Ala.	New Orleans, La.	Gal-veston, Tex.	Gulf-port, Miss.	Pasce-goula, Miss.	San Francisco, Cal.	Port-land, Oreg.	Seattle, Wash.	Canadi-an Pacific ports.	Alaska.	Canadi-an border sta-tions.	Mexi-can border sta-tions.	Hono-lulu, Hawaii.	Porto Rico.	Total.
Alabama.....		21	1	12	43	1	1	2	1						6			182
Alaska.....											12		123		7			151
Arizona.....		54			90				37		2			41	164		2	2,430
California.....		26	1	1	117	1	1		6,791	8	861	56	11	16	47			74
Colorado.....					16						118		1	1,757	1,460	44		12,098
Connecticut.....		71		1	2				68		38	10		1,332	1,121			573
Delaware.....									1					412	1			1,705
District of Columbia.....			2		27				131		18	11		77	6			858
Florida.....	21	367	9	15	15			1	6					269	5	1		1,459
Georgia.....		3		3					2					30				146
Hawaii.....									1					1		3,097		3,100
Idaho.....		7							20		109			125	3			425
Illinois.....		47		1	20	1			225		128	33	2	1,015	66	4		2,748
Indiana.....									28		13	1		1,178	12			433
Iowa.....									31		13	9		183	42			530
Kansas.....					7				17		1			84	99			249
Kentucky.....					4				17		3			27				65
Louisiana.....			1	5	1,484	1	1		11		3			20	154		1	1,742
Maine.....					2				16					1,649				1,733
Maryland.....					4				13	1	2			146	8			588
Massachusetts.....		6				2			135		65			5,639	15			9,698
Michigan.....	1	28		1	7	1			141		51	20		5,051	19	1		5,895
Minnesota.....		11							28		18	1	3	1,042	3			1,627
Mississippi.....									13					13				74
Missouri.....		6			17				30		21	11		173	84			489
Montana.....		4			6				14		76	1		114	13			726
Nebraska.....									20		25			114				304
Nevada.....		8			3				32		11			28	1			180
New Hampshire.....									13		17	3		862				644
New Jersey.....		71		1	11	7			54		47			27				1,008
New Mexico.....		1			10				1		515			5,825	175	11	57	27,384
New York.....		1,434	3	7	192	14	1		1,183		175			31				2,637
North Carolina.....					7				3					31				699
North Dakota.....									2					389	5			510
Ohio.....		95			6				127		48	9		735	27			1,131
Oklahoma.....					10				4		339			99	29			932
Oregon.....		1							169		87	17	6	690	46	1		3,514
Philippine Islands.....									2					1				327
Porto Rico.....	3	109		4	36	2			169					1				377
Rhode Island.....									2		20			453			304	1,027

South Carolina.....	1	3				7	4	1	18				50						
South Dakota.....						1			88				143						
Tennessee.....		3				4	3		40		7		93						
Texas.....		1	2	18		32	3	4	100	11,997			12,288						
Utah.....		5		61	46	81	3	1	68				1,513						
Vermont.....		14		3		4	136		886	3			1,001						
Virginia.....		4		1		10	10	1	107	0			1,594						
Virgin Islands.....				6	2														
Washington.....						63	1,397	34	108	2			3,652						
West Virginia.....		50				3	27	4	38				292						
Wisconsin.....				3		28	36	2	953	4			571						
Wyoming.....		4		3		26			31	4			124						
Total.....	1	30	2,466	14	35	2,296	78	16	19	9,812	31	4,236	425	259	32,178	17,238	3,162	365	110,618

TABLE XII.—Immigrant aliens admitted during specified periods, January 1, 1917, to June 30, 1918, by races or peoples and sex.

Race or people.	Year ended June 30, 1918.			6 months ended June 30, 1918.			6 months ended Dec. 31, 1917.			Year ended Dec. 31, 1917.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
African (black)	2,774	2,932	5,706	1,049	1,089	2,138	1,725	1,843	3,568	3,875	3,348	7,223
Armenian	147	74	221	47	23	70	100	51	151	391	119	510
Bosnian and Moravian	45	29	74	17	10	27	28	19	47	84	75	159
Bulgarian, Serbian, and Montenegrin	180	20	200	67	15	82	63	5	68	394	287	681
Chinese	1,270	300	1,570	412	118	530	894	182	1,046	1,457	297	1,754
Croatian and Slovenian	28	7	35	33	13	46	17	3	20	119	26	145
Cuban	819	363	1,182	239	134	373	577	229	806	1,372	543	1,915
Dalmatian, Bosnian, and Herzegovinian	15	.....	15	5	.....	5	10	.....	10	51	2	53
Dutch and Flemish	1,492	703	2,200	875	471	1,346	617	257	894	1,809	1,000	2,809
East Indian	37	.....	37	.....	.....	.....	.....	.....	.....	60	.....	60
English	5,822	7,143	12,965	3,252	3,709	6,961	2,850	3,439	5,989	8,844	8,856	17,799
French	3,125	3,623	6,748	1,615	1,839	3,454	1,934	1,852	3,486	2,158	1,069	3,244
German	3,124	3,718	6,842	1,528	1,756	3,284	1,834	1,862	3,496	5,430	4,743	10,173
Greek	2,140	453	2,593	806	271	1,077	663	396	1,059	3,011	1,768	4,777
Hebrew	2,514	2,158	4,672	1,112	1,329	2,441	1,897	216	1,783	3,351	4,853	8,204
Irish	2,588	2,469	5,057	1,368	1,368	2,736	1,529	845	2,174	3,102	3,478	6,574
Italian (north)	1,870	3,355	5,225	1,246	1,368	2,614	1,700	1,206	2,222	3,985	3,778	7,963
Italian (south)	4,821	5,274	10,095	2,432	2,640	5,072	2,839	2,409	3,453	1,374	6,811	12,263
Japanese	90	90	180	6	2,640	2,646	2,389	2,197	4,585	5,072	9,757	14,341
Korean	98	39	137	51	19	70	40	16	56	76	141	217
Lithuanian	14	18	32	7	9	16	45	20	65	80	94	174
Magyar	10,642	6,960	17,602	9,794	6,238	15,982	918	722	1,640	3,883	3,772	7,655
Mexican	12	5	17	6	.....	6	.....	.....	.....	.....	.....	.....
Pacific Islander	487	171	658	280	74	354	217	67	314	855	449	1,304
Portuguese	1,349	970	2,319	510	271	781	533	699	1,538	3,189	2,545	5,734
Rumanian	1,124	31	1,155	41	14	55	17	100	1,100	2,287	60	2,347
Russian	1,081	432	1,513	593	206	799	488	226	714	1,599	513	2,073
Ruthenian (Rusniak)	5,467	13	5,480	13	9	22	23	4	27	200	141	341
Scandinavian (Norwegians, Danes, and Swedes)	2,010	3,274	5,284	2,418	948	3,366	3,949	2,226	5,375	7,705	4,321	12,026
Scottish	27	3,094	3,121	1,119	1,598	2,717	891	1,596	2,487	3,448	3,949	7,437
Slovak	6,791	1,118	7,909	3,700	485	4,185	3,091	633	3,724	10,976	1,347	12,323
Spanish	1,580	661	2,241	732	318	1,050	848	333	1,181	1,779	1,666	3,445
Spanish American	143	67	210	62	37	99	70	30	111	1,375	156	1,531
Syrian	23	.....	23	10	.....	10	13	1	14	69	8	77
Turkish	170	106	276	101	58	159	66	50	119	228	160	388
Welsh	361	371	732	170	188	358	191	183	374	528	464	992
West Indian (except Cuban)	203	111	314	98	67	165	108	44	152	570	122	692
Other peoples	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total	61,850	48,738	110,518	34,205	25,064	59,269	27,675	23,684	51,359	90,341	62,618	152,959

TABLE XII-A.—Immigrant aliens departed during specified periods, January 1, 1917, to June 30, 1918, by races or peoples and sex.

Race or people.	Year ended June 30, 1918.			6 months ended June 30, 1918.			6 months ended Dec. 31, 1917.			Year ended Dec. 31, 19 7.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
African (black).....	774	517	1,291	332	260	592	442	267	709	879	519	1,398
Armenian.....	1,236	1,268	2,504	12	12	24	1,224	2	1,226	1,275	7	1,282
Bohemian and Moravian (Czech).....	441	435	876	216	4	220	225	10	235	248	15	263
Bulgarian, Serbian, and Montenegrin.....	900	18	918	250	8	258	630	10	640	886	15	900
Chinese.....	2,166	83	2,249	1,204	41	1,245	962	42	994	1,701	74	1,865
Croatian and Slovenian.....	28	3	31	3	3	6	25	3	28	31	8	34
Cuban.....	757	394	1,151	291	149	440	466	235	701	1,040	457	1,497
Dalmatian, Bosnian, and Herzegovinian.....	11	2	13	2	3	5	268	80	348	514	157	671
Dutch and Flemish.....	540	158	698	282	78	360	338	33	371	60	1	61
East Indian.....	651	116	767	116	116	232	5,052	1,746	6,798	6,376	2,922	9,397
English.....	9,807	12,810	22,617	4,855	1,157	6,012	1,094	269	1,363	1,074	530	1,604
Finnish.....	1,305	231	1,536	1,436	872	2,308	1,819	1,297	3,116	2,701	1,850	4,551
French.....	3,248	2,129	5,377	1,434	94	1,528	1,317	128	1,445	2,469	219	2,688
German.....	2,323	2,832	5,155	1,034	248	1,282	1,526	130	1,656	2,393	12	2,405
Greek.....	2,824	148	2,972	1,019	72	1,091	1,570	319	1,889	1,575	172	1,747
Hebrew.....	2,323	549	2,872	1,247	167	1,414	1,569	319	1,888	1,575	113	1,688
Italian (north).....	844	187	1,031	285	193	478	1,444	319	1,763	1,575	228	1,803
Italian (south).....	7,549	586	8,135	2,157	184	2,341	5,992	472	6,464	8,710	673	9,383
Japanese.....	1,313	343	1,656	605	167	772	810	176	986	838	258	1,096
Korean.....	63	14	77	37	6	43	26	8	34	35	12	47
Lithuanian.....	11	4	15	4	2	6	24	8	32	50	13	63
Marxar.....	37	4	41	4	2	6	33	2	35	72	28	100
Mexican.....	14,281	10,803	25,084	14,049	10,678	24,727	232	124	356	476	239	715
Pacific Islander.....	2	4	6	2	4	6	635	31	666	697	42	734
Polish.....	995	40	1,035	340	9	349	1,168	255	1,423	1,519	397	1,916
Portuguese.....	1,099	327	1,426	521	72	593	40	10	50	60	14	74
Romanian.....	50	11	61	11	11	22	2,872	410	3,282	5,759	821	6,580
Russian.....	4,385	640	5,025	1,514	130	1,644	19	5	24	27	12	39
Ruthenian (Rusniak).....	20	5	25	25	1	26	2,263	725	3,018	3,568	1,048	4,636
Scandinavian (Norwegians, Danes, and Swedes).....	3,533	4,605	8,138	1,240	407	1,647	1,466	385	1,851	1,850	2,410	4,260
Scottish.....	2,672	3,307	5,979	1,216	250	1,466	1,778	273	2,051	2,977	405	3,382
Slovak.....	451	635	1,086	178	178	356	1,794	246	1,970	2,977	284	3,261
Slovene.....	3,783	419	4,202	2,039	173	2,212	2,209	152	2,361	468	115	583
Spanish American.....	129	242	371	75	90	165	77	11	88	115	22	137
Turkish.....	53	31	84	57	20	77	72	3	75	76	8	84
Welsh.....	232	31	263	135	5	140	97	26	123	132	35	167
West Indian (except Cuban).....	217	209	426	94	80	174	182	121	303	244	242	486
Other peoples.....	884	117	1,001	649	80	729	235	57	292	2,157	68	2,225
Not specified.....												
Total.....	71,352	23,233	94,585	37,258	15,338	52,596	34,094	7,895	41,989	59,592	14,060	73,652

1 Departed via Canadian border. Reported by Canadian Government as Canadians.

TABLE XIII.—Sex, age, literacy, financial condition, etc., of nonimmigrant aliens admitted, fiscal year ended June 30, 1918, by races or peoples.

Race or people.	Number admitted.	Sex.		Age.			Literacy, 16 years and over.			Can neither read nor write.		
		Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Can read but can not write.		Total.		Total.	
							Male.	Female.	Male.	Female.	Male.	Female.
African (black).....	2, 379	1, 518	861	141	2, 005	233	6	2	8	303	28	331
Armenian.....	26	23	3	1	25	1	.....	.....	.....	.....	1	1
Bohemian and Moravian (Czech).....	10	6	4	2	8	.....	.....	.....	.....	.....	.....	.....
Bulgarian, Serbian, and Montenegrin.....	56	46	10	3	52	1	.....	.....	.....	.....	.....	.....
Chinese.....	35, 021	35, 358	233	262	34, 456	903	1	1	1	258	113	371
Croatian and Slovenian.....	10	9	1	.....	10	.....	.....	.....	.....	.....	.....	.....
Cuban.....	4, 688	2, 888	1, 799	748	3, 091	849	.....	.....	.....	.....	.....	.....
Dalmatian, Bosnian, and Herzegovinian.....	8	8	.....	6	.....	.....	.....	.....	.....	.....	.....	.....
Dutch and Flemish.....	3, 582	1, 187	2, 395	454	2, 838	290	.....	.....	.....	.....	.....	.....
East Indian.....	454	196	258	116	309	30	.....	.....	.....	.....	.....	.....
English.....	9, 119	6, 327	2, 792	616	6, 013	2, 450	.....	.....	.....	.....	.....	.....
Finnish.....	4, 517	339	4, 178	56	4, 122	28	.....	.....	.....	.....	.....	.....
French.....	4, 631	3, 237	1, 394	272	3, 466	813	2	2	2	107	13	120
German.....	383	342	41	42	341	78	.....	.....	.....	.....	.....	.....
Greek.....	530	402	128	59	300	32	.....	.....	.....	.....	.....	.....
Hebrew.....	1, 246	617	629	59	846	81	.....	.....	.....	.....	.....	.....
Irish.....	1, 405	370	1, 035	30	390	66	.....	.....	.....	.....	.....	.....
Italian (north).....	642	476	166	72	431	139	.....	.....	.....	.....	.....	.....
Italian (south).....	4, 911	4, 117	794	173	4, 226	512	3	2	5	56	33	89
Japanese.....	23	16	7	2	19	2	.....	.....	.....	.....	.....	.....
Korean.....	56	55	1	1	51	.....	.....	.....	.....	.....	.....	.....
Lithuanian.....	8	7	1	.....	.....	.....	.....	.....	.....	.....	.....	.....
Mexican.....	14, 117	8, 610	5, 507	1, 631	9, 859	2, 657	16	28	44	684	654	1, 633
Pacific Islander.....	76	60	16	4	62	10	.....	.....	.....	.....	.....	.....
Polish.....	399	326	73	30	328	41	.....	.....	.....	.....	.....	.....
Portuguese.....	36	26	10	.....	32	.....	.....	.....	.....	.....	.....	.....
Romanian.....	495	398	97	19	428	48	.....	.....	.....	.....	.....	.....
Russian.....	8	7	1	.....	.....	.....	.....	.....	.....	.....	.....	.....
Ruthenian (Rusniak).....	4, 802	3, 917	945	302	4, 045	515	.....	.....	.....	.....	.....	.....
Scandinavian (Norwegian, Danish, and Swedes).....	2, 093	1, 415	678	113	1, 394	580	.....	.....	.....	.....	.....	.....
Scottish.....	13	13	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Slovak.....	4, 083	3, 817	629	264	3, 685	744	2	1	3	34	18	52
Spanish.....	2, 272	1, 643	629	252	1, 704	316	1	1	2	11	4	15
Spanish American.....	322	269	40	23	269	30	.....	.....	.....	.....	.....	.....
Syrian.....	14	13	1	.....	.....	.....	.....	.....	.....	.....	.....	.....
Turkish.....	159	132	27	7	116	36	.....	.....	.....	.....	.....	.....
Welsh.....	1, 643	982	661	170	1, 077	396	.....	.....	.....	.....	.....	.....
West Indian (other than Cuban).....	1, 221	109	1, 112	21	1, 174	26	.....	.....	.....	.....	.....	.....
Other peoples.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total.....	101, 235	81, 231	20, 004	5, 993	82, 977	12, 305	35	35	70	1, 703	1, 351	3, 054
Admitted in Philippine Islands.....	6, 030	5, 083	363	152	4, 285	1, 689	.....	.....	.....	.....	.....	3, 318

Race or people.	Literary, 16 years and over— Continued.				Causes of exemption from literary test under section 3.											
	Can read and write.				Join relatives.				Religious persecu- tion.				Other causes.			
	Male.	Female.	Total.		Male.	Female.	Total.		Male.	Female.	Total.		Male.	Female.	Total.	
African (black).....	1,137	792	1,890	271	19	290	1	1	31	9	40					
Armenian.....	21	3	24						1		1					
Bohemian and Moravian (Czech).....	43	3	8													
Bulgarian, Serbian, and Montenegrin.....	34,949	38	34,987	52	9	61			208	104	310					
Chinese.....	9	1	10													
Croatian and Slovenian.....	2,590	1,430	3,936	1	2	3			1	1	2					
Cuban.....	7															
Dalmatian, Bosnian, and Herzegovinian.....	2,133	969	3,124													
Dutch and Flemish.....	136	330	466													
East Indian.....	5,034	2,472	7,506	11	5	16			8	1	9					
English.....	3,322	369	3,691	70	9	81			31	1	32					
Finnish.....	3,096	1,128	4,224	2	3	5			29	3	32					
French.....	3,721	1,120	4,841	2	3	5			1	1	2					
German.....	368	441	809	3	8	11			3	3	6					
Greek.....	371	521	892	1	2	3			1	1	2					
Hebrew.....	752	368	1,120	2	1	3			3	1	4					
Irish.....	348	111	459	2	2	4			1	1	2					
Italian (north).....	365	96	461	8	8	16			48	25	73					
Italian (south).....	3,931	587	4,518	17	55	72			65	78	143					
Japanese.....	15	4	19						1		1					
Korean.....	54	1	55													
Lithuanian.....	7		7													
Magyar.....	7,095	3,739	10,834	48	281	329			636	673	1,309					
Mexican.....	80	5	85						15	7	22					
Pacific Islander.....	46	61	107	7	1	8			4	4	8					
Polish.....	202	52	254	3	1	4			16	4	20					
Portuguese.....	25	10	35													
Romanian.....	384	87	471	2	2	4			2	1	3					
Russian.....	7	1	8													
Ruthenian (Rusniak).....	3,769	4,555	8,324													
Scandinavian (Norwegians, Danes, and Swedes).....	1,359	618	1,977	1	2	3			5		5					
Scottish.....	12	1	13													
Slovak.....	3,690	4,374	8,064	3	14	17			31	4	35					
Spanish.....	1,497	506	2,003	2	2	4			9	2	11					
Spanish American.....	1,253	26	1,279	1	3	4			10	3	13					
Syrian.....	13	1	14													
Turkish.....	128	21	149	3	3	6			2	2	4					
Welsh.....	897	1,465	2,362	3	3	6			9	9	18					
West Indian (other than Cuban).....	87	100	187	1	2	3			2	2	4					
Other peoples.....	76,419	15,990	92,418	517	426	943			1,185	925	2,110					
Total.....			2,718													
Admitted in Philippine Islands.....																

TABLE XIII.—*Sex, age, literacy, financial condition, etc., of nonmigrant aliens admitted, fiscal year ended June 30, 1918, by races or peoples—Con.*

Race or people.	Money.		By whom passage was paid.				Going to join—		Not going to join relative or friend.	Admitted in Philippine Islands.
	Allens bringing—		Total amount of money shown.	Self.	Relative.	Other than self or relative.	Relative.	Friend.		
	\$50 or over.	Less than \$50.								
Arctican (black).....	886	942	\$125,452	1,816	319	244	1,091	255	1,033	79
Armenian.....	21	.....	16,500	16	1	.....	9	6	8	28
Bosnian and Moravian (Czech).....	20	2	6,932	33	5	16	5	13	31	4
Bulgarian, Serbian, and Montenegrin.....	851	4,000	6,194	5,867	879	28,975	800	3,507	31,316	5,091
Chinese.....	.....	6	106,175	7	.....	.....	.....	.....	.....	.....
Croatian and Slovenian.....	3,537	461	306,165	2,988	1,600	100	1,646	456	2,589	.....
Cyprian.....	.....	7	.....	7	.....	.....	.....	.....	.....	.....
Danish, Polish, and Herzegovinian.....	2,421	218	510,032	1,762	663	1,157	799	381	2,412	.....
Egyptian.....	232	13	88,980	1,108	89	307	36	4	2,411	.....
Finnish.....	6,160	1,084	784,605	5,705	1,470	1,914	3,996	897	4,326	314
French.....	2,860	1,233	27,401	2,271	486	82	2,917	82	1,943	23
German.....	328	1,062	449,362	2,872	536	1,416	2,397	321	1,943	.....
Greek.....	202	78	66,014	67,867	62	122	183	67	236	.....
Hebrew.....	347	98	67,867	280	15	66	130	110	183	.....
Irish.....	650	97	155,780	397	111	22	252	20	218	.....
Italian (north).....	370	284	102,629	845	183	238	551	101	534	5
Italian (south).....	306	59	53,036	362	64	69	175	46	274	.....
Japanese.....	3,716	1,197	584,079	3,896	105	95	355	67	230	10
Korean.....	10	13	2,311	17	846	160	1,557	2,150	1,204	382
Lithuanian.....	35	5	12,356	24	2	.....	20	10	26	.....
Magyar.....	4	2	400	7	2	.....	2	4	4	.....
Mexican.....	5,607	10,024	1,472,725	10,904	3,060	183	8,266	644	5,307	.....
Pacific Islander.....	232	57	1,898	20	3	.....	71	11	26	.....
Polish.....	555	8	8,789	45	9	22	23	15	38	.....
Portuguese.....	232	39	44,789	211	66	92	161	68	170	20
Rumanian.....	28	7	4,005	28	3	3	13	7	16	.....
Russian.....	367	34	71,662	362	56	137	185	82	278	16
Ruthenian (Rusnak).....	7	.....	1,310	5	.....	.....	.....	.....	.....	.....
Scandinavian (Norwegians, Danes, and Swedes).....	2,602	1,026	560,317	3,103	587	1,162	2,645	651	1,546	6
Scottish.....	1,920	372	179,411	1,473	265	355	877	246	1,970	31
Slovak.....	11	2	3,295	6	.....	.....	.....	.....	.....	.....
Spanish.....	3,374	636	794,904	3,671	620	402	1,481	892	2,330	62
Spanish American.....	1,750	116	371,475	1,480	592	220	1,897	418	2,997	.....
Syrian.....	965	26	362,888	1,276	42	4	131	46	145	1
Turkish.....	16	1	1,631	13	.....	.....	.....	.....	.....	.....
Welsh.....	108	20	9,688	72	13	74	64	20	75	.....
West Indian (other than Cuban).....	1,248	135	180,865	1,208	377	60	832	288	573	.....
Other peoples.....	115	25	16,068	110	76	35	107	32	82	24
Total.....	39,666	28,074	7,960,810	50,671	12,768	37,906	29,740	11,862	59,603	6,036

TABLE XIII-A.—Sex, age, and length of residence in United States of nonmigrant aliens departed, fiscal year ended June 30, 1918, by races or peoples.

Race or people.	Number departed.		Sex.		Age.			Continuous residence in the United States.					Residence outside United States.	Departed from Philippine Islands.
	Male.	Female.	Under 16 years.	16 to 44 years and over.	Not over 5 years.	5 to 10 years.	10 to 15 years.	15 to 20 years.	Over 20 years.					
African (black).....	863	404	108	1,062	127	33	27	5	1	2	1,229			
Armenian.....	23	16	2	18	3						23			
Bohemian and Moravian (Czech).....	64	7		63	1	1					63			
Bulgarian, Serbian, and Montenegrin.....	29	29	1	25	3						23			
Chinese.....	35,174	232	265	34,186	711	114	147	39	34	81	34,799	6,957		
Croatian and Slovenian.....	1			1							1			
Cuban.....	3,979	2,128	908	4,134	965	39	6		1	1	5,960			
Dalmatian, Bosnian, and Herzegovinian.....	4	1		3	399	47	16	3	1	1	4,073	102		
Dutch and Flemish.....	3,010	1,131	470	3,275	3						3			
East Indian.....	42	2	1	38							42			
English.....	10,064	3,263	695	6,585	2,784	328	118	46	14	29	9,529	38		
Finnish.....	348	138	63	412	31	54	4	3	1		389	383		
French.....	3,263	1,025	207	2,474	612	44	9	4	4	8	3,274	42		
German.....	399	143	53	386	60	9	2				377			
Greek.....	181	24	6	180	25	12	10	2	2	1	185			
Hebrew.....	288	57	44	384	50	13	7				298			
Irish.....	1,449	335	53	298	286	40	33	12	2	4	1,068	3		
Italian (north).....	1,461	364	30	225	103	17	11	6	2	1	942	10		
Italian (south).....	1,092	348	96	548	430	111	32	6	2	2	1,448	505		
Japanese.....	9,262	2,352	145	7,493	1,674	2,101	1,971	2,703	983	373	1,146			
Korean.....	37			37		4	6	14	3		10			
Lithuanian.....	3		1	3							4			
Malay.....	3			3							3			
Mexican.....	3,618	2,470	399	2,722	497	45	7	1	3		3,962			
Pacific Islander.....	24	1,148		2,25	1						26			
Polish.....	4,877	4,823	20	4,769	88	64	48	9	1	2	4,753			
Portuguese.....	722	521	69	539	114	263	80	30	1	3	355	19		
Romanian.....	26	7		18	8						26			
Russian.....	785	652	29	685	71	39	23	4	3	2	712	18		
Ruthenian (Russiak).....	5	1		5							5			
Scandinavian (Norwegians, Danes, and Swedes).....	4,423	3,342	251	3,657	515	584	402	64	10	12	3,351	29		
Scottish.....	1,822	1,688	118	1,209	485	46	30	3	6	3	1,784	7		
Slovak.....	6			4							6			
Spanish.....	4,416	3,603	269	3,485	632	209	105	34	7	24	4,037	104		
Spanish American.....	2,303	1,641	632	1,737	319	56	11	1	1	6	2,229	2		
Syrian.....	282	247	21	232	29	3	2				274			
Turkish.....	36	33		33	3	3	1				32			
Welsh.....	121	102	8	84	29	2	2				115			
West Indian (other than Cuban).....	1,506	884	174	1,014	318	43	18	5	3	12	1,425			
Other peoples.....	1,163	108	4	1,135	24	29	11	1	6		1,116			
Total.....	98,683	17,175	4,791	82,482	11,410	4,348	3,192	2,999	1,085	580	86,479	8,261		
Departed from Philippine Islands.....	7,750	511	673	5,647	1,941									



TABLE XIV.—Nonimmigrant aliens admitted, fiscal year ended June 30, 1918, by countries.

Country of last permanent residence.	Country of intended future residence.																							
	Austria.	Hungary.	Belgium.	Bulgaria, Servia, and Montenegro.	Denmark.	France, Inc. Corsica.	German Empire.	Greece.	Italy, Inc. Sicily and Sardinia.	Netherlands.	Norway.	Portugal, Inc. Cape Verde and Azore Is.	Roumania.	Russian Empire.	Spain, Inc. Canary and Balearic Is.	Sweden.	Switzerland.	Turkey in Europe.	United Kingdom.	Other Europe.	Total Europe.			
Austria.....	5																					5		
Hungary.....		1																					1	
Belgium.....			25																				25	
Bulgaria, Serbia, and Montenegro.....				1																			1	
Denmark.....					325																		325	
France, including Corsica.....					1,802																		1,814	
German Empire.....						3	6	68															77	
Italy, including Sicily and Sardinia.....								153															154	
Netherlands.....									255														257	
Norway.....										1,371													1,387	
Portugal, Inc. Cape Verde and Azore Is.....											62												62	
Roumania.....												5											5	
Russian Empire.....													319										319	
Spain, Inc. Canary and Balearic Is.....														1	349								350	
Sweden.....																189							190	
Switzerland.....																	42						42	
Turkey in Europe.....																		3					3	
United Kingdom.....																			2,027				2,038	
Other Europe.....																				6			6	
Total Europe.....	5	1	26	1	327	1,851	6	70	160	257	1,378	62	5	327	356	183	43	3	2,241				7,318	
China.....										6	11									201			300	
Japan.....						23	66			1	4	7								163			246	
India.....						5	2													36			44	
Other Asia.....						18	8			3	1									106			564	
Total Asia.....	31				29	89	66		10	434	16	8			7	5	8	22		496			1,223	
Africa.....																								
Australia, Tasmania, and New Zealand.....																				13			22	
Pacific Islands, not specified.....																				2			228	
British North America.....																				20			184	
Total.....																				60	17	40	6	365

Central America.....	36	1	27	1	387	2,550	79	72	285	1,494	90	5	413	656	260	1	77	3	3,787	8	11,020	
Mexico.....	25	1	24	1	305	2,046	40	72	241	1,378	73	2	345	535	238	59	59	3	3,131	7	9,097	
South America.....	11		3		82	504	39		44	218	17	3	68	121	22	13			686	1	1,928	
West Indies.....																						
United States.....																						
Other countries.....																						
Grand total.....																						
Male.....																						
Female.....																						



British North America.....	8	4	2	1	.....	15	8	2	3	12,679	7	14	35	99	.....	11	3,809	2,807	1,002	.....
Central America.....	27	3	.....	.....	.....	30	1	3	.....	50	996	22	12	89	.....	.....	1,303	872	431	.....
Mexico.....	45	17	.....	.....	.....	62	.....	.....	4	36	7	4,713	28	68	.....	6	5,111	3,768	1,343	.....
South America.....	59	42	6	.....	.....	107	1	15	14	144	27	32	1,808	135	.....	.....	2,588	1,900	688	.....
West Indies.....	192	3	3	.....	.....	199	10	1	5	512	14	14	41	10,060	.....	.....	11,203	7,408	3,797	.....
United States.....	6	6	1	1	.....	16	2	4	1	29	5	15	61	124	24,907	.....	25,291	16,980	8,311	4,857
Other countries.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	6	.....	1	1	.....	.....	40	71	63	8	19
<b>Total.....</b>	<b>32,648</b>	<b>691</b>	<b>114</b>	<b>3</b>	<b>459</b>	<b>33,915</b>	<b>210</b>	<b>1,065</b>	<b>2,386</b>	<b>5,784</b>	<b>1,257</b>	<b>5,560</b>	<b>9,572</b>	<b>12,383</b>	<b>24,908</b>	<b>176</b>	<b>101,235</b>	<b>81,231</b>	<b>20,004</b>	<b>6,036</b>
<b>Male.....</b>	<b>32,354</b>	<b>643</b>	<b>86</b>	<b>3</b>	<b>275</b>	<b>33,361</b>	<b>181</b>	<b>713</b>	<b>1,491</b>	<b>3,954</b>	<b>885</b>	<b>4,223</b>	<b>1,878</b>	<b>8,620</b>	<b>16,670</b>	<b>158</b>	<b>.....</b>	<b>.....</b>	<b>.....</b>	<b>.....</b>
<b>Female.....</b>	<b>294</b>	<b>48</b>	<b>28</b>	<b>.....</b>	<b>184</b>	<b>554</b>	<b>29</b>	<b>342</b>	<b>904</b>	<b>1,880</b>	<b>372</b>	<b>1,337</b>	<b>694</b>	<b>3,763</b>	<b>8,238</b>	<b>18</b>	<b>.....</b>	<b>81,231</b>	<b>20,004</b>	<b>.....</b>

TABLE XIV-A.—Nonemigrant aliens departed, fiscal year ended June 30, 1918, by countries.

Countries of last permanent residence.	Countries of intended future residence.																			
	Belgium.	Bulgaria, Serbia, and Montenegro.	Denmark.	France, Inc. Corsica.	German Empire.	Greece.	Italy, Inc. Sicily and Sardinia.	Netherlands.	Norway.	Portugal, Inc. Cape Verde and Azore Is.	Roumania.	Russian Empire.	Spain, Inc. Canary and Balearic Is.	Sweden.	Switzerland.	Turkey in Europe.	United Kingdom.	Other Europe.	Total Europe.	
Belgium.....	32			2								1								35
Bulgaria, Serbia, and Montenegro.....		18																		18
Denmark.....			322																	322
France, Inc. Corsica.....	1		1,149		63			1	2			2	1	1	1		6			1,164
German Empire.....				1																65
Greece.....					53															55
Italy, Inc. Sicily and Sardinia.....						390	2							1			2			396
Netherlands.....			1				1,061													1,062
Norway.....									1,223			1	2	1						1,226
Portugal, Inc. Cape Verde and Azore Is.....								156					1							157
Roumania.....											17									17
Russian Empire.....											403						74			492
Spain, Inc. Canary and Balearic Is.....												591								594
Sweden.....													287				1			288
Switzerland.....															70					73
Turkey in Europe.....																2				3
United Kingdom.....									1			59		2			1,901			1,974
Other Europe.....																				16
Total Europe.....	33	18	325	1,175	63	54	393	1,064	1,225	156	18	467	597	295	71	2	1,968	16		7,960
China.....			4	7			1	5	1			5		7	6		190			196
Japan.....			10	15			1	1	4		5			1	4		155			196
India.....			2	1			1		8								39			46
Turkey in Asia.....																				1
Other Asia.....																				13
Total Asia.....			17	27			3	6	8		5	5		8	10		363			462
Africa.....			2	11				1		6			2	11			10			30
Australia, Tasmania, and New Zealand.....			17	17			4	1	3				2	7	1		247			321
Pacific Island Is. not specified.....							406		5								69			524
British North America.....	2		11	4,872	2	2	343	3	49	1		71	14	49			768	1		6,188

Central America.....	4					1	1					24	3	1		8	46
Mexico.....	16					5	5					47		2		42	124
South America.....	12					11	19					24				73	222
West Indies.....	23					3	1					133	1	1		91	265
United States.....																	
Other countries.....	161						13									6	180
Grand total.....	35	18	381	6,318	133	57	759	1,501	1,324	165	23	850	376	87	2	3,715	17,312
Male.....	32	18	286	5,979	88	55	654	1,268	1,147	113	21	769	296	64	2	2,845	17,114
Female.....	3		95	339	45	2	105	233	177	52	2	81	80	23		870	2,198
Departed from Philippine Islands.....				5								15				10	51



Mexico.....	1	1	1	1	50	47	4,460	66	81	55	4,984	3,505	1,379							
South America.....	1	1	3	4	173	25	44	1,663	234	41	2,439	1,823	616							
West Indies.....	3	1	5	1	1,030	19	49	98	12,120	102	13,961	9,631	4,260							
United States.....	173	1	5	1	11	19	49	98	12,120	102	13,961	9,631	4,260							
Other countries.....	1	1	1	1	11	19	49	98	12,120	102	13,961	9,631	4,260							
Grand total.....	37,966	988	134	19	1,891	35,988	191	1,063	436	8,575	1,375	5,029	2,523	14,418	12,806	17	96,683	81,508	17,175	
Male.....	37,632	844	103	18	1,186	34,783	125	704	304	5,428	970	3,623	1,830	10,267	9,362	10	81,508	71,750	9,758	
Female.....	324	94	31	1	705	1,155	66	359	132	3,149	406	1,406	663	4,161	3,444	7	8,281	7,750	511	
Departed from Philippine Islands.....	1,022	433	23	1	264	1,742	86	86	86	86	86	86	86	86	86	86	86	86	86	86



TABLE XV.—Immigration, fiscal years ended

Race or people.	1899	1900	1901	1902	1903	1904	1905	1906	1907
African (black).....	412	714	504	832	2,174	2,386	3,598	3,786	5,235
Armenian.....	674	982	1,855	1,151	1,759	1,745	1,878	1,895	2,644
Bohemian and Moravian (Czech).....	2,526	3,060	3,766	5,590	9,591	11,911	11,757	12,958	13,554
Bulgarian, Serbian, and Mon- tenegrin.....	94	204	611	1,291	6,479	4,577	5,823	11,548	27,174
Chinese.....	1,638	1,250	2,452	1,631	2,192	4,327	1,971	1,485	770
Croatian and Slovenian.....	8,632	17,184	17,928	30,233	32,907	21,242	35,104	44,272	47,826
Cuban.....	1,374	2,678	1,622	2,423	2,944	4,811	7,259	5,591	5,475
Dalmatian, Bosnian, and Her- zegovinan.....	367	675	732	1,004	1,736	2,036	2,639	4,568	7,393
Dutch and Flemish.....	1,890	2,702	3,299	4,117	6,496	7,832	8,498	9,735	12,467
East Indian.....	15	9	20	84	83	258	145	271	1,072
English.....	10,712	10,897	13,488	14,942	28,451	41,479	50,865	45,079	51,126
Finnish.....	9,097	12,612	9,999	13,868	18,864	10,157	17,012	14,136	14,860
French.....	2,278	2,066	4,036	4,122	7,166	11,557	11,347	10,379	9,392
German.....	26,632	29,682	34,742	51,686	71,782	74,790	82,360	86,813	92,936
Greek.....	2,395	3,773	5,919	8,115	14,376	12,625	12,144	23,127	46,283
Hebrew.....	37,415	60,764	58,096	57,688	76,203	106,236	129,910	153,748	149,182
Irish.....	32,345	35,607	30,404	29,001	35,366	37,076	54,266	40,969	38,706
Italian (north).....	13,091	17,316	22,103	27,620	37,429	36,999	39,930	46,286	51,564
Italian (south).....	65,639	84,346	115,704	152,915	196,117	159,329	186,390	240,528	242,497
Japanese.....	3,395	12,628	5,249	14,455	20,041	14,382	11,021	14,243	30,824
Korean.....	22	71	47	28	564	1,907	4,929	127	39
Lithuanian.....	6,858	10,311	8,815	11,629	14,432	12,780	18,604	14,257	25,884
Magyar.....	5,700	13,777	13,311	23,610	27,124	23,883	46,030	44,261	60,071
Mexican.....	163	261	350	715	496	447	227	141	91
Pacific Islander.....	172	188	167	160	185	41	22	13	3
Polish.....	28,466	46,938	43,617	69,620	82,343	67,757	102,437	95,835	138,033
Portuguese.....	2,096	4,241	4,176	5,309	8,433	6,338	4,855	8,729	9,648
Roumanian.....	96	398	761	2,033	4,740	4,364	7,818	11,425	19,200
Russian.....	1,774	1,200	672	1,551	3,608	3,961	3,746	5,814	16,807
Ruthenian (Russniak).....	1,400	2,832	5,288	7,533	9,843	9,592	14,473	16,257	24,081
Scandinavian (Norwegians, Danes, and Swedes).....	23,249	32,952	40,277	55,780	79,347	61,029	62,284	58,141	53,425
Scottish.....	1,752	1,757	2,004	2,432	6,219	11,483	16,144	16,463	20,516
Slovak.....	15,838	29,243	29,343	36,934	34,427	27,940	52,368	38,221	42,041
Spanish.....	996	1,111	1,202	1,954	3,297	4,662	5,590	5,332	9,495
Spanish American.....	110	97	276	496	978	1,666	1,658	1,585	1,060
Syrian.....	3,708	2,920	4,064	4,982	5,551	3,653	4,822	5,824	5,890
Turkish.....	28	184	136	165	449	1,482	2,145	2,033	1,902
Welsh.....	1,359	762	674	760	1,278	1,820	2,531	2,367	2,754
West Indian (except Cuban).....	144	144	82	137	1,497	1,942	1,548	1,476	1,381
Other peoples.....	193	73	35	147	89	668	351	1,027	2,058
Total.....	311,716	448,572	487,918	648,743	857,046	812,870	1,026,499	1,100,735	1,285,349

<sup>1</sup> Alien arrivals previous to July 1, 1898, were not recorded by race or people.

June 30, 1899,<sup>1</sup> to 1918, by races or peoples.

1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	Total.
4,626	4,307	4,966	6,721	6,759	6,634	8,447	5,660	4,576	7,971	5,706	86,104
3,299	3,108	5,506	3,092	5,222	9,353	7,785	932	964	1,221	221	55,288
10,164	6,850	8,462	9,223	8,439	11,091	9,928	1,651	642	327	74	141,564
18,246	6,214	15,130	10,222	10,657	9,087	15,064	3,506	3,146	1,134	150	150,377
1,263	1,841	1,770	1,307	1,608	2,022	2,354	2,469	2,239	1,843	1,576	38,008
20,472	20,181	39,562	18,982	24,366	42,499	37,284	1,942	791	305	33	461,745
3,323	3,380	3,331	3,914	3,155	3,099	3,539	3,402	3,442	3,428	1,179	69,399
3,747	1,888	4,911	4,400	3,672	4,520	5,149	306	114	94	15	49,965
9,526	8,114	13,012	13,862	10,935	14,507	12,566	6,675	6,443	5,393	2,200	160,239
1,710	337	1,782	617	165	188	172	82	80	69	61	7,120
49,056	39,021	53,498	57,258	49,689	55,522	51,746	38,662	36,168	32,246	12,980	742,885
6,746	11,687	15,736	9,779	6,641	12,756	12,805	3,472	5,649	5,900	1,867	210,643
12,881	19,423	21,107	18,132	18,382	20,652	18,166	12,636	19,518	24,405	6,840	254,514
73,038	58,534	71,380	66,471	65,343	80,865	79,871	20,729	11,555	9,682	1,992	1,090,833
28,808	20,262	39,135	37,021	31,666	38,644	45,881	15,187	26,792	25,919	2,602	440,574
103,387	57,551	84,260	91,223	80,595	101,330	138,051	26,497	15,108	17,342	3,672	1,548,280
36,427	31,185	38,382	40,246	33,922	37,023	33,898	23,503	20,636	17,462	4,657	651,071
24,700	25,150	30,780	30,312	26,443	42,534	44,802	10,660	4,905	3,796	1,074	537,194
110,547	165,248	192,673	150,638	135,830	231,613	251,612	46,557	33,909	35,154	5,234	2,811,490
16,418	3,275	2,798	4,575	6,172	8,302	8,941	8,609	8,711	8,925	10,168	213,132
26	11	19	8	33	64	152	146	154	194	149	8,690
13,720	15,254	22,714	17,027	14,078	24,647	21,584	2,638	599	479	135	266,445
24,378	28,704	27,302	19,996	23,599	30,610	44,538	3,604	981	434	32	461,945
5,682	15,591	17,760	18,784	22,001	10,954	13,089	10,993	17,198	16,438	17,602	168,973
2	7	61	12	3	11	1	6	5	10	17	1,086
68,105	77,565	128,348	71,440	85,163	174,365	122,657	9,065	4,502	3,109	668	1,420,039
6,809	4,606	7,657	7,469	9,403	13,566	9,647	4,376	12,208	10,194	2,319	142,079
9,629	8,041	14,199	5,311	8,329	13,451	24,070	1,200	953	522	155	136,695
17,111	10,038	17,294	18,721	22,558	51,472	44,957	4,459	4,858	3,711	1,513	235,826
12,361	15,808	27,907	17,724	21,965	30,588	36,727	2,933	1,365	1,211	49	259,937
32,789	34,996	52,037	45,859	31,601	38,737	36,053	24,263	19,172	19,596	8,741	810,328
17,014	16,446	24,612	25,625	20,293	21,293	18,997	14,310	13,515	13,350	5,204	269,429
16,170	22,586	32,416	21,415	25,281	27,234	25,819	2,069	577	244	35	480,201
6,636	4,939	5,837	8,068	9,070	9,042	11,064	5,706	9,259	15,019	7,909	126,187
1,063	890	900	1,153	1,342	1,363	1,544	1,667	1,881	2,587	2,231	24,547
5,520	3,668	6,317	5,444	5,525	9,210	9,023	1,767	676	976	210	89,740
2,327	820	1,283	918	1,336	2,015	2,693	273	216	454	24	20,883
2,504	1,699	2,244	2,248	2,239	2,820	2,558	1,390	983	793	278	34,061
1,110	1,024	1,150	1,141	1,132	1,171	1,396	823	948	1,369	732	20,281
1,530	1,537	3,330	3,323	3,660	3,038	3,830	1,877	3,388	2,097	314	32,565
782,870	751,786	1,041,570	878,567	838,172	1,197,892	1,218,480	326,700	298,826	295,403	110,618	14,720,351

TABLE XV-A.—Immigration, fiscal years ended

Countries.	1899	1900	1901	1902	1903	1904	1905	1906	1907
Austria.....	62,491	114,847	113,390	171,989	206,011	177,156	111,990	111,598	144,902
Hungary.....							163,703	153,540	193,460
Belgium.....	1,101	1,196	1,579	2,577	3,450	3,976	5,302	5,069	6,396
Bulgaria, Serbia, and Montenegro.....	52	108	657	861	1,761	1,325	2,043	4,666	11,369
Denmark.....	2,690	2,926	3,656	5,660	7,158	8,525	8,970	7,741	7,243
France, including Corsica.....	1,694	1,739	3,150	3,117	5,678	9,406	10,168	9,396	9,731
German Empire.....	17,476	18,507	21,651	28,304	40,086	46,380	40,574	37,564	37,807
Greece.....	2,333	3,771	5,910	8,104	14,090	11,343	10,515	19,489	36,580
Italy, including Sicily and Sardinia.....	77,419	100,135	135,996	178,375	230,622	193,296	221,479	273,120	265,731
Netherlands.....	1,029	1,735	2,349	2,284	3,998	4,916	4,964	4,946	6,637
Norway.....	6,705	9,575	12,248	17,484	24,461	23,908	25,064	21,730	22,133
Portugal, including Cape Verde and Azore Islands.....	2,054	4,234	4,165	5,307	9,317	6,715	5,028	8,517	9,608
Roumania.....	1,606	6,459	7,155	7,196	9,310	7,087	4,437	4,476	4,384
Russian Empire.....	60,982	90,787	85,257	107,347	136,093	145,141	184,897	215,665	258,943
Spain, including Canary and Balearic Islands.....	385	355	592	975	2,090	3,996	2,600	1,921	5,784
Sweden.....	12,797	18,650	23,331	30,894	46,028	27,763	26,591	23,310	20,589
Switzerland.....	1,326	1,152	2,201	2,344	3,983	5,023	4,269	3,846	3,748
Turkey in Europe.....	80	285	387	187	1,539	4,344	4,542	9,510	20,767
United Kingdom:									
England.....		9,951	12,214	13,676	26,219	38,626	64,709	49,491	56,637
Ireland.....		35,730	30,661	29,138	35,310	36,142	52,945	34,995	34,530
Scotland.....	45,123	1,792	2,070	2,860	6,143	11,092	16,977	15,896	19,740
Wales.....		764	701	763	1,275	1,730	2,503	1,841	2,660
Other Europe.....	6	2	18	37	5	143	13	48	107
<b>Total Europe.....</b>	<b>297,349</b>	<b>424,700</b>	<b>460,237</b>	<b>619,068</b>	<b>814,507</b>	<b>767,933</b>	<b>974,273</b>	<b>1,018,365</b>	<b>1,190,566</b>
China.....	1,680	1,247	2,459	1,649	2,209	4,309	2,166	1,544	961
Japan.....	2,844	12,635	5,269	14,270	19,968	14,264	10,331	13,835	30,228
India.....	17	9	22	93	94	261	190	216	896
Turkey in Asia.....	4,436	3,962	5,782	6,223	7,118	5,235	6,157	6,354	8,063
Other Asia.....	16	93	61	36	577	2,117	5,061	361	398
<b>Total Asia.....</b>	<b>8,972</b>	<b>17,946</b>	<b>13,593</b>	<b>22,271</b>	<b>29,966</b>	<b>26,186</b>	<b>23,925</b>	<b>22,300</b>	<b>40,824</b>
Africa.....	51	30	173	37	176	696	757	712	1,496
Australia, Tasmania, and New Zealand.....	456	214	325	384	1,150	1,461	2,001	1,682	1,947
Pacific Islands (not specified).....	354	214	173	182	199	94	75	51	42
British North America.....	1,322	396	540	636	1,058	2,837	2,188	5,063	19,918
Central America.....	159	42	150	366	678	714	1,185	1,140	970
Mexico.....	161	237	247	709	528	1,009	2,637	1,997	1,406
South America.....	89	124	203	337	589	1,667	2,576	2,757	2,779
West Indies.....	2,583	4,656	3,176	4,711	8,170	10,193	16,641	13,656	16,689
Other countries.....	217	13	1	103	26	90	161	33,013	23
<b>Grand total.....</b>	<b>311,716</b>	<b>448,572</b>	<b>487,918</b>	<b>648,743</b>	<b>837,046</b>	<b>812,870</b>	<b>1,026,499</b>	<b>1,100,735</b>	<b>1,285,349</b>

<sup>1</sup> The totals for Austria and Hungary, respectively, for the 14 years in which they were separated, are as follows: Austria, 1,121,564; Hungary, 1,251,093.

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June 30, 1899 to 1918, by countries.

1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	Total.
82,963	80,853	135,793	82,129	85,854	137,245	134,831	9,215	3,171	857	53	13,218,541
85,526	89,338	122,944	76,928	93,028	117,580	143,321	9,296	2,020	401	8	
4,162	3,692	5,402	6,711	4,169	7,405	5,763	2,399	986	398	78	70,836
10,827	1,054	4,737	4,695	4,447	1,753	9,189	1,403	764	151	19	61,861
4,954	4,395	6,984	7,556	6,191	6,478	6,262	3,312	3,322	2,744	1,630	108,395
8,788	6,672	7,883	8,022	8,028	9,675	9,296	4,811	4,156	3,187	1,798	126,385
32,809	25,540	31,282	32,061	27,788	34,329	35,734	7,799	2,877	1,857	447	520,373
21,489	14,111	25,888	26,226	21,449	22,817	35,882	12,592	27,034	23,974	1,910	345,457
128,503	183,218	215,537	182,882	157,134	265,542	288,738	49,688	33,655	34,596	5,250	3,235,926
5,946	4,698	7,534	8,358	6,619	6,902	8,321	3,144	2,910	2,235	944	88,459
12,412	13,627	17,538	13,950	8,675	8,587	8,329	7,986	5,191	4,659	2,578	266,740
7,807	4,956	8,229	8,374	10,230	14,171	10,898	4,907	12,259	9,975	2,224	148,475
5,228	1,590	2,145	2,522	1,997	2,155	4,082	481	90	66	56	72,475
156,711	120,460	186,732	158,721	162,895	291,040	285,660	26,187	7,842	12,716	4,242	2,687,878
3,899	2,616	3,472	5,074	6,327	6,167	7,591	2,762	5,769	10,232	4,295	76,892
12,809	14,474	23,745	20,789	12,688	17,202	14,800	6,585	6,248	6,369	2,298	367,950
3,281	2,694	3,533	3,458	3,505	4,104	4,211	1,742	663	911	831	56,325
11,290	9,015	18,406	14,438	14,481	14,128	8,199	1,008	313	182	15	133,076
47,031	32,809	46,706	52,426	40,408	43,363	35,864	21,562	12,896	8,354	2,087	1,390,631
30,656	25,083	29,855	29,112	25,879	27,876	24,688	14,185	8,639	5,406	331	
13,506	12,400	20,118	18,796	14,578	14,220	10,682	4,668	2,655	1,868	260	166,325
2,287	1,594	2,120	2,162	2,162	2,745	2,183	1,007	512	513	219	7,033
97	46	151	377	243	371	967	1,180	1,717	1,463	42	
691,901	654,875	926,291	764,757	718,875	1,055,855	1,058,391	197,919	145,699	133,063	31,063	12,963,707
1,897	1,943	1,968	1,460	1,765	2,105	2,502	2,600	2,460	2,237	1,795	40,496
15,803	3,111	2,720	4,620	6,114	8,281	8,929	8,613	8,690	8,991	10,213	209,617
1,040	203	1,696	624	175	179	221	161	112	109	130	6,350
9,753	7,606	15,212	10,229	12,788	23,955	21,718	3,543	1,670	393	43	100,128
872	141	1,937	696	607	838	905	234	282	1,026	520	16,274
28,365	12,904	23,583	17,428	21,449	35,358	34,273	15,211	13,204	12,756	12,701	432,865
1,411	858	1,072	956	1,009	1,409	1,539	934	894	566	299	15,055
1,098	899	998	984	794	1,223	1,336	1,282	1,494	1,014	925	21,693
81	53	99	59	104	111	110	117	90	128	165	2,501
38,510	51,941	56,555	56,890	55,990	73,802	86,189	82,215	101,551	105,899	32,452	775,322
1,217	930	893	1,193	1,242	1,473	1,622	1,252	1,135	2,078	2,220	20,603
6,067	16,251	18,691	19,889	23,228	11,636	14,614	12,340	18,425	17,869	18,534	186,865
2,815	1,908	2,181	3,049	2,989	4,248	5,869	3,801	4,286	6,981	3,343	62,009
11,898	11,180	11,244	13,403	12,467	12,458	14,461	11,598	12,027	16,507	8,879	215,579
17	49	43	39	15	28	136	31	31	77	47	34,152
782,870	761,786	1,041,570	878,587	838,172	1,197,892	1,218,480	326,700	298,826	295,408	110,618	14,720,351

\* The totals for England, Ireland, Scotland, and Wales, respectively, for the 10 years in which they were separated, are as follows: England, 614,878; Ireland, 510,911; Scotland, 189,688; Wales, 29,731.

TABLE XVI.—Total immigration each year, 1820 to 1918.

Period.	Number.	Period.	Number.
<b>Year ended Sept. 30—</b>		<b>Year ended June 30—</b>	
1820.....	8,385	1866.....	282,189
1821.....	9,127	1867.....	352,768
1822.....	6,911	1870.....	387,203
1823.....	6,354	1871.....	321,250
1824.....	7,912	1872.....	404,506
1826.....	10,199	1873.....	459,503
1826.....	10,837	1874.....	313,339
1827.....	18,875	1875.....	227,498
1828.....	27,382	1876.....	169,986
1829.....	22,520	1877.....	141,857
1830.....	23,322	1878.....	128,469
1831.....	22,633	1879.....	177,826
Oct. 1, 1831, to Dec. 31, 1832.....	60,482	1880.....	457,257
<b>Year ended Dec. 31—</b>		1881.....	669,431
1833.....	58,640	1882.....	788,992
1834.....	65,365	1883.....	603,322
1835.....	45,374	1884.....	618,562
1836.....	76,242	1885.....	395,346
1837.....	76,340	1886.....	334,203
1838.....	78,914	1887.....	490,109
1839.....	68,069	1888.....	546,889
1840.....	68,066	1889.....	444,427
1841.....	80,289	1890.....	455,302
1842.....	104,565	1891.....	560,319
Jan. 1 to Sept. 30, 1843.....	52,496	1892.....	579,663
<b>Year ended Sept. 30—</b>		1893.....	439,730
1844.....	78,615	1894.....	285,631
1845.....	114,371	1895.....	258,536
1846.....	154,416	1896.....	343,267
1847.....	234,968	1897.....	230,832
1848.....	226,527	1898.....	229,299
1849.....	297,024	1899.....	311,715
1850.....	310,004	1900.....	448,572
Oct. 1 to Dec. 31, 1850.....	59,976	1901.....	487,918
<b>Year ended Dec. 31—</b>		1902.....	648,743
1851.....	379,466	1903.....	857,046
1852.....	371,603	1904.....	812,870
1853.....	368,645	1905.....	1,026,499
1854.....	427,833	1906.....	1,100,735
1855.....	200,877	1907.....	1,285,349
1856.....	196,857	1908.....	782,870
Jan. 1 to June 30, 1857.....	112,128	1909.....	751,788
<b>Year ended June 30—</b>		1910.....	1,041,570
1858.....	191,942	1911.....	878,587
1859.....	129,571	1912.....	838,172
1860.....	133,143	1913.....	1,197,892
1861.....	142,877	1914.....	1,218,480
1862.....	72,183	1915.....	326,700
1863.....	132,926	1916.....	298,826
1864.....	191,114	1917.....	295,403
1865.....	180,339	1918.....	110,618
1866.....	332,577		
1867.....	303,104	<b>Total.....</b>	<b>83,068,971</b>

TABLE XVII.—Aliens debarred from entering the United States, fiscal year ended June 30, 1918, by races or peoples and causes.

Race or people.	Idiots.	Imbeciles.	Feeble-minded.	Insane, or have been insane.	Epileptics.	Constitutionally defective.	Surgeon's certificate of mental defect which alien's ability to learn other than his own language, habits, customs, or other things, is insufficient to enable him to take care of himself and his family, or to support himself and his family, or to conduct himself properly in the community.	Loathsome or dangerous contagious diseases.				Surgeon's certificate of physical defect which alien's ability to learn other than his own language, habits, customs, or other things, is insufficient to enable him to take care of himself and his family, or to support himself and his family, or to conduct himself properly in the community.	Chronic alcoholic holism.	Likely to become a public charge.	Families.	Professional beggars.	Contract laborers.
								Tuberculosis (contagious).	Trachoma.	Favus.	Others.						
African (black)				1				2	1			23	80	2			6
Armenian								2	2			2	6				
Bohemian and Moravian								1				2	10				1
Bulgarian												4	13				
Chinese and Montenegrin								3				1	1				1
Croatian and Slovenian								31			8	2	2				1
Cuban				1								1	9				5
Dalmatian, Bosnian, and Herzegovinian				2								1	1				8
Dutch and Flemish				2				2		2		1	37	1			4
East Indian				3				10		2		7	452	7			113
English	1	1	3	9	12	7	2	6		2		34	12				3
Finnish				1		1	3	2		2		7	4				58
French				7	3	3	2	2		1		5	12				21
German				8	2	3	1	11		4		23	3	1			58
Greek				1	2	1	1	4		4		9	18				21
Hebrew				4	2	1	1	2		4		12	18				6
Irish				7	8	2	2	1		6		8	104				11
Italian (north)				1			1	8		1		18	5				60
Italian (south)				1			1	1		1		8	13				1
Japanese				2	1		1	1		8		8	8				8
Korean				2			1	1		65		3	24				8
Lithuanian													17				
Magyar													4				
Mexican	1	1	6	1	1	2		4	25	3	71	72	720	2			29

TABLE XVII.—Aliens debarred from entering the United States, fiscal year ended June 30, 1918, by race or peoples and causes—Continued.

Race or people.	Idiots.	Imbeciles.	Feeble-minded.	Insane, or have been insane.	Epileptics.	Constitutional psychotics. Infectivity.	Surgeon's certificate of mental defect which may affect alien's ability to earn a living, other than feeble-minded, epileptics, insanity, or constitutional psychopathic inferiority.	Loathsome or dangerous contagious diseases.				Surgeon's certificate of physical defect which may affect alien's ability to earn a living, other than loathsome or dangerous diseases or contagious tuberculosis.	Chron-ic alco-hol-ism.	Likely to become a public charge.	Pau-ers.	Profes-sional beg-gars.	Vet-erans.	Con-tract labor-ers.	
								Tuber-culosis (con-ta-gious).	Tra-choma.	Favus.	Others.								
Pacific Islander.....																			
Polish.....						1		1											
Portuguese.....								1											
Roumanian.....								1											
Russian.....																			
Ruthenian (Rus-sian).....																			
Scandinavian (Nor-wegian, Dane and Swede).....			1	7	2					6									
Slovene.....			1	6						10									
Spanish.....																			
Spanish-American.....	1			1						2									
Syrian.....				1															
Turkish.....																			
Walsh.....				1															
West Indian (except Cuban).....																			
Other peoples.....																			
Total.....	4	5	19	64	31	20	10	17	68	201	2	198	305	24	2,810	15	9	2	474
Debarred from Philip-pine Islands.....																			

Race of people.	As- sisted aliens.	Coming in con- se- quence of ad- ver- tise- ments.	Stow- aways.	Accom- pany- ing alien com- pan- ions (under section 18).	Under 16 years of age unac- com- panied by parent.	Crim- inals.	Polyg- amists.	Anarch- ists, or at- taining or af- fili- ated with an organ- ization ad- vocating anar- chistic beliefs.	Prosti- tutes and aliens coming for any im- moral pur- pose.	Aliens who pro- cure or attempt to bring in prosti- tutes or females for any immoral purpose.	Had been de- ported within one year.	Unable to read (over 16 years of age).	Geograph- ically excluded classes (Natives of that portion of Asia and islands adjacent thereto described in section 3.	Under pass- port pro- vision, section 3.	Under pro- visions Chinese exclu- sion act.	Alien en- e- mies.	Total de- barred	De- barred from Phil- ippine Islands.	
African (black).....	4				3	4			8	2		263						476	
Armenian.....			55			1						5						19	
Bohemian and Moravian.....			1									2					1	17	
Bulgarian.....																			
Bulgarian, Serbian, and Montenegrin.....																		44	
Chinese.....			3				2					24				261		308	191
Croatian and Slovenian.....					2			3				3						5	
Cuban.....			1									3						25	
Dalmatian, Bosnian, and Herzegovinian.....																			
Dutch and Finnish.....			5			1			1	2		1					2	4	
East Indian.....			1									13						76	
English.....	12		5		44	37						42						19	34
Finnish.....			1		2	2			21	9	6	2			1			35	
French.....	26		5		17	25			9	2	1	203						750	
German.....	6		1		5	10			2	1	3	10					39	257	
Greek.....			1		1	1						40						91	
Hebrew.....	11		1		14	6			3	3	3	37					1	222	
Irish.....	11		1		3	11			8	4	2	32						390	
Italian (north).....	2		1		13	1						16						44	
Italian (south).....	3		1		1	1						141						272	
Japanese.....			15		1	8			1	5	5	28						201	80
Korean.....					2	1						141						15	
Lithuanian.....									1			6						6	
Magyar.....												10						29	
Mexican.....	6		2		88	27			79	58		399						1,687	
Pacific Islander.....			1															6	
Polish.....	2		10		1	4			1	1	6							7	
Portuguese.....					2	1												183	1
Romanian.....					2	1												48	15
Russian.....					1	3			1	1	4							15	4
Ruthenian (Russniak).....					1	3			2	2		85						170	2



TABLE XVII.—Aliens debarred from entering the United States, fiscal year ended June 30, 1918, by races or peoples and causes—Continued.

Race of people.	As-sisted aliens.	Coming in consequence of advertisements.	Stow-aways.	Accom-panying aliens (under section 18).	Under 16 years of age unac-companied by parent.	Crim-inals.	Polyg-omists.	Anarch-ists, or aliens, en-tertaining or affili-ated with an organi-zation ad-vocating anar-chistic beliefs.	Prosti-tutes and aliens coming for any im-moral purpose.	Aliens who pro-posed to bring in prosti-tutes or females for any im-moral purpose.	Had been deported within one year.	Unable to read (over 16 years of age).	Geograph-ically excluded classes. (Natives of that portion of Asia and islands adjacent thereto described in section 3.)	Under past Pro-visions, exclu-sion act.	Under Pro-visions, exclu-sion act.	Total de-barred.	De-barred from Phil-ippine islands.
Scandinavian, (Norwegians, Danes and Swedes).....	1		5		1	3		2	1	2						139	2
Scots.....	8			5	6	12		9	2	2	2	15				300	
Slovak.....						1										4	
Spanish.....		1	31	6	4	1		4	6	1	1	33		3	1	315	
Spanish-American.....			13	2	3			2	2			14				68	
Syrian.....			1									40			1	93	
Turkish.....												1				2	
Welsh.....								2								24	
West Indian (except Cuban).....				1	1			1	1							14	
Other peoples.....			3		1			4	4			8				35	2
Total.....	92	1	161	133	205	160	4	161	88	31	31	1,938	19	53	261	7,297	312
Debarred from Phil-ippine Islands.....							4						36		267	312	

TABLE XVII-A.—Aliens debarred and aliens deported after entering, 1892 to 1918, by causes.

Debarred from entering.																				
Immigra- tion.	Idiots.	Imbe- ciles.	Fre- ble- ciles.	In- san- e.	Epi- lep- tics.	Con- sti- tutional psy- cho- pathic inferi- ority.	Surgeon's certificate of defect which may affect alien's ability to earn a living, other than idiot, imbe- ciles, feeble- minded, epi- leptics, or constitu- tional psychopathic inferiority.	Tuber- culosis (non- con- tigu- ous).	Loath- some or dan- gerous con- tigu- ous dis- eases.	Surgeon's certificate of physical defect which may affect alien's ability to earn a living other than loathsome or danger- ous con- tagious diseases or noncon- tigu- ous tuberculo- sis.	Surgeon's certificate of defect mentally or physi- cally which may affect alien's ability to earn a living other than loathsome or danger- ous con- tagious diseases or noncon- tigu- ous tuberculo- sis.	Chronic alco- holism.	Paup- ers or likely to be- come public charges.	Pro- fes- sional beg- gars.	Surgeon's Vau- ver- tise- ments.	Had been de- barred within one year.	Geo- graph- ically excluded classes (Natives of that portion of the island ad- jacent thereto described in sec- tion 3).	Con- tract labor- ers.	Asst- ed aliens.	
1892	4			17					80				1,002						932	23
1893	3			8					81				431						518	
1894	4			5					15				1,714						553	
1895	6												2,010						694	1
1896	1			10					2				1,277						776	
1897	1			6					1				2,261						328	3
1898	1			12					258				2,599						417	79
1899	1			19					348				2,974						741	82
1900	1			32					383				2,798						853	2
1901	1			16					309				3,944						327	50
1902	6			27					709				5,812						275	
1903	7			33					1,773				4,798						1,086	0
1904	16			33					1,460				7,898						1,501	38
1905	38			92					2,198				7,069						2,314	19
1906	1,006			139					2,273				6,866						1,634	
1907	285			189					3,822				6,866						1,832	
1908	782			20				6	2,900				3,710	31				1,832	54	
1909	751			159				8	2,352				4,402	56				1,772		
1910	1,041			141				8	3,123				15,918	9				1,786	34	
1911	878			169				5	2,531				12,039	9				1,838		
1912	838			111				13	1,533				5,100	22				1,863	94	
1913	1,071			105				16	2,522				7,746	40				1,624	129	
1914	1,218			172				2	3,353				15,556	28				2,793	530	
1915	828			208				4	1,733		998		10,392	33				2,728	696	
1916	285			123				7	1,183		1,670		7,881	12				2,080	921	
1917	285			112				3	1,498		305		2,823	9				1,116	250	
1918	110			64				17	469		305		2,823	19				1,478	92	

TABLE XVII-A.—Aliens debarred and aliens deported after entering, 1912 to 1918, by causes—Continued.

Year ended June 30—	Stow- aways.	Accom- panying aliens un- (under sec. 18).	Under 16 years of age un- accom- panied by parent.	Crimi- nals.	Polyg- onists.	Anarch- ists.	Prosti- tutes and aliens engaging in immoral purpose.	Sup- ported by pro- stitutes (for sexual immoral purpose).	Aliens who procure or attempt to procure in- coming in prosti- tutes or females for any immoral purpose.	Unable to read (over 16 years of age).	Under passport provi- sion, section 3.	Under provi- sions Chinese- exclu- sion law.	Alien enemies.	Total debarred.	Deported after entry.	
															Under Immigra- tion law.	Under Chinese- exclusion law.
1902				26			80								687	
1903				12											577	
1904				4											417	
1905				4			2								177	
1906															2,419	82
1907															2,799	120
1908															2,338	227
1909															1,617	194
1910															3,030	220
1911							7								3,798	192
1912															4,246	288
1913															3,851	440
1914															3,516	519
1915															4,974	704
1916						1									8,769	783
1917							13		3			394			779	647
1918						3	9		4			122			11,879	845
1906		180		205	5	1	30		2			160			676	319
1907		134		341	6	1			1		60				12,432	338
1908		168	88	136	10	2	43		43						13,064	965
1909		206	138	273	24	5	181		179		272			2,069	2,124	477
1910		315	296	580	134	5	323		179		81			2,069	2,124	965
1911		359	549	644	57	5	316		141		27			2,788	2,849	825
1912		226	395	592	38	2	263		162		50			2,457	2,457	397
1913		357	492	808	40	2	367		141		48			16,057	3,461	165
1914		508	718	755	31	1	283		253		322			33,041	4,610	131
1915		341	539	276	18	5	254		254		92			24,111	2,435	119
1916		478	643	245	2	1	192		192		88			18,967	2,560	104
1917	33	563	601	257	2		307		307		377			16,028	1,853	69
1918	161	133	205	160	4		161		88		261			7,297	1,569	51

TABLE XVII-B.—*Permanent residents of contiguous foreign territory applying for temporary sojourn in the United States refused admission, fiscal year ended June 30, 1918, by causes.*

Cause.	Canadian border.	Mexican border.	Alaska.	Total.
Idiots.....	1			1
Imbeciles.....	2			2
Feeble-minded.....	8	3		11
Epileptics.....	10	4		14
Insane persons.....	16	1		17
Constitutional psychopathic inferiority.....	9	1		10
Tuberculosis (noncontagious).....	6	4		10
Loathsome or dangerous contagious diseases.....	98	246		344
Professional beggars.....		4		4
Paupers, or likely to become public charges.....	1,129	372		1,501
Surgeon's certificate.....	63	43		106
Chronic alcoholism.....	11			11
Contract laborers.....	102	38		140
Accompanying aliens (under sec. 18).....	27	106		133
Under 16 years of age and unaccompanied by parent.....	54	29		83
Assisted aliens.....	56	15		71
Criminals.....	82	32	1	115
Anarchists.....	2			2
Prostitutes and females coming for any immoral purpose.....	44	40		84
Aliens who are supported by or receive proceeds of prostitution.....		1		1
Aliens who procure or attempt to bring in prostitutes and females for any immoral purpose.....	35	23		58
Had been deported within one year.....	15	2		17
Entered without inspection.....		17		17
Unable to read (over 16 years of age).....	681	349	1	1,031
Geographically excluded.....	2			2
Under passport provision, section 3.....	2	5		7
Alien enemies.....	5	7		12
<b>Total.....</b>	<b>2,460</b>	<b>1,342</b>	<b>2</b>	<b>3,804</b>

TABLE XVIII.—Aliens deported to countries whence they came, after entering the United States, fiscal year ended June 30, 1918, by races or peoples and causes.

Race or people.	Imbeciles	Feeble-minded	Insane or have been insane.	Epileptics.	Constitutional psychopathic inferiority.	Infectious or dangerous contagious diseases.			Chronic alcoholism.	Likely to become a public charge.	Professional beggars.	Contract laborers.	Under 16 years of age at time of entry, unaccompanied by parents.	Criminals.	Assisted aliens.	Prostitutes and aliens coming for any immoral purpose.	Supported by or received the proceeds of prostitution.	Aliens who procured or attempted to bring in prostitutes or aliens for any immoral purpose.	Entered the United States within 1 year of previous deportation.	(Geographically excluded classes (natives of that portion of Asia and islands adjacent thereto) under passport provision 3).	Under passport provision 3.	Unable to read (over 16 years of age).	Total members of excluded classes at time of entry.
						Tuberculosis (contagious).	Trachoma.	Others.															
African (black).....						1			11														15
Armenian.....										4													4
Cuban.....			1						2														6
Dutch and Flemish.....									8														11
East Indian.....									3														6
English.....									1														1
Finnish.....	1	1				1			124			13	12	1				15			3		204
French.....																							1
German.....	2					1			38			1	4					4					58
Greek.....									9														14
Hebrew.....									1														5
Irish.....									22			1	1										27
Italian (north).....									19			1	1										32
Italian (south).....									1														1
Japanese.....									3														1
Lithuanian.....									1														1
Mexican.....	2	3				1			125			12	6	12				27			9		315
Polish.....									2														2
Portuguese.....									2														3
Russian.....									1														1

Deportation compulsory within 5 years after entry.

Members of excluded classes at time of entry.



TABLE XVIII.—Aliens deported to countries whence they came, after entering the United States, fiscal year ended June 30, 1918, by races or peoples and causes—Continued.

Race or people.	Deportation compulsory within 5 years after entry—Continued.										Deportation compulsory without time limit.										Grand total deported.	Deported from Philippine Islands.										
	Public charges from following causes existing prior to entry.										Entered without inspection, or at time or place not designated by immigration officials. Deportation required within 3 years.												Total without time limit.									
	Insanity.	Other mental conditions.	Tuberculous (contagious).	Others.	Pregnancy.	Physical conditions.	Other causes.	Total public charges from prior causes.	In the United States in violation of immigration law, not otherwise specified.	In the United States in violation of Chinese exclusion laws.	Total compulsory within 5 years.	Entered without inspection, or at time or place not designated by immigration officials. Deportation required within 3 years.	Prostitutes after entry or inmates of houses of prostitution.	Imports or attempts to import, or assist, or protect or promises to protect, prostitutes, from arrest.	Receives proceeds of prostitution or connects with house of prostitution or other place habitually frequented by prostitutes.	Found in the United States after having been deported as a prostitute or a procurer or as having been connected with the business of prostitution or importation for prostitution or other immoral purposes.	Convicted and imprisoned for a violation of section 4.	Anarchists after entry.	Criminals after entry (sentenced for 1 year or more for crime committed within 5 years, or sentenced more than once for similar period for crime committed any time after entry).	Criminals prior to entry.			Total without time limit.									
African (black).....	21			3	2		1	27			42	8	2							2	52											
Armenian.....	1									4											4											
Bohemian and Moravian (Czech).....	1							1		4											1											
Chinese.....	1							2	18	19	81	5								5	105	130										
Cuban.....	1							1		8	3										11											
Dutch and Flemish.....	1			1						12	10										22											
East Indian.....										1	1										2											
English.....	12	3	2	3	2	2	2	28		231	82	8	3	5					1	17	350											
Finnish.....										1	1										1											
French.....	7	1			1		11			69	10	3	1	1						4	83											
German.....	1						1			15	2	1								1	18											
Greek.....	1						1			6	3	1								1	10											
Hebrew.....							1			28	4	1									1											
Irish.....	2						4			36	12	2								4	52											
Italian (north).....										12	6										10											
Italian (south).....	1						1			1	3										28											
Japanese.....	2						2			11	31	2	1	7							10											
Korean.....	1									1	1										2											
Latvian.....	10	5	1	3						352	87	177	2	14						7	57	6										
Mexican.....	2			3			37			3	2	1								3	178											
Polish.....							2			5		1								1	617											

Portuguese.....	1	1	1																4							4	
Russian.....																			2								3
Scandinavian (Norwegians, Danes, and Swedes).....	2		1																2								
Scotch.....	2																		14								21
Spanish.....	1		2																22								29
Spanish-American.....	1		1																15								27
Syrian.....			1																5								5
Turkish.....																			14								15
Walsh.....																			1								3
West Indian (except Cuban).....																			1								3
Other peoples.....			1																3								4
Total.....	78	11	8	20	5	6	9	137	1	18	932	360	153	11	32	23	4	2	9	3	237	1,669	136				
Deported from Philippine Is- lands.....							25			110	135																



TABLE XVIII-A.—*Aliens ordered deported to countries whence they came, in which orders*

Race or people.	Deportation compulsory within 5 years after entry.											
	Members of excluded classes at time of entry.											
	Imbeciles.	Feeble-minded.	Likely to become a public charge.	Professional beggars.	Contract laborers.	Under 16 years of age at time of entry, unaccompanied by parents.	Criminals.	Anarchists.	Prostitutes and aliens coming for any immoral purpose.	Supported by or received the proceeds of prostitution.	Aliens who procured or attempted to bring in prostitutes or aliens for any immoral purpose.	Entered the United States within 1 year of previous deportation.
African (black).....			1									
Armenian.....			2									
Bohemian and Moravian (Czech).....			3									
Bulgarian, Serbian, Montenegrin.....			4									
Croatian and Slovenian, Dalmatian, Bosnian, Herzegovinian.....			3			1						
Dutch and Flemish.....			1		2		1					
English.....			8		1			1		1		
Finnish.....			2		1		2					
French.....			1		2						2	
German.....	1	1	40		3		5	1	6		4	
Greek.....			4						1		1	
Hebrew.....			8				2		1			
Irish.....			7						1			
Italian (north).....			3		2							
Italian (south).....			26				1		2		3	
Japanese.....					1							
Lithuanian.....												
Magyar.....												
Polish.....		1	6									
Portuguese.....												
Roumanian.....			2									
Russian.....			5									
Ruthenian (Russniak).....							1		1			1
Scandinavian (Norwegians, Danes, and Swedes).....			1				1					
Scotch.....			7									
Slovak.....												
Spanish.....			3									
Syrian.....				5								
Turkish.....				1								
Welsh.....									1			
Other peoples.....			1	6								
<b>Total.....</b>	<b>1</b>	<b>2</b>	<b>138</b>	<b>12</b>	<b>12</b>	<b>1</b>	<b>16</b>	<b>3</b>	<b>13</b>	<b>1</b>	<b>10</b>	<b>1</b>

of deportation were suspended because of war conditions, fiscal year ended June 30, 1918.

Deportation compulsory within 5 years after entry—Continued.										Deportation compulsory without time limit.									
Members of excluded classes at time of entry—Contd.		Public charges from following causes existing prior to entry—Continued.																	
Unable to read (over 16 years of age).		Insanity.	Other mental conditions.		Loathsome or dangerous contagious diseases.		Physical conditions.	Other causes.	Total public charges from prior causes.	Total compulsory within 5 years.	Entered without inspection, or at time or place not designated by immigration officials. Deportation required within 3 years.	Prostitutes after entry or inmates of houses of prostitution.	Imports or attempts to import, or proceeds or promises to protect prostitutes from arrest.	Receives proceeds of prostitution or connected with house of prostitution or other place habitually frequented by prostitutes.	Convicted and imprisoned for violation of section 4.	Anarchists after entry.	Criminals after entry (sentenced for 1 year or more for crime committed within 5 years, or sentenced more than once for similar period for crime committed any time after entry).	Total without time limit.	Grand total ordered deported
Total members of excluded classes at time of entry.	Tuberculous (contagious.)		Others.	Total compulsory within 5 years.															
1	1	1						1	2										2
2	5		1					7	9										9
3	2	1							6									2	8
4	11	4						1	5									3	7
4						1		16	20		8			1		1		2	33
1	1							1	2										3
4	7				1			9	13		1								14
11	7					3	1	2	24		2		1					2	28
5	8	2			5		1	20	25		4	1					1	3	31
5	8				2			11	16										16
61	87	3			2		1	2	96		41					1	1	5	206
20	30	1			2		3	2	39		1							7	49
11	84	3			3		3	2	95		1					2		4	125
8	31	1			1			33	41		1							18	42
34	4							5	8										9
3	66	8			7		4	4	89		1	2		5		1		1	132
1									1										1
	13				1			14	14		1							2	17
1	18							2	20			1						1	21
	64	4			1			20	30		1							6	86
	4				1			5	5										5
1	3	2						2	2			1						2	8
1	10	34			2			36	46		2			2				3	55
1	2	17						18	20			1				1		1	21
5	215	575	34	40	16	6	14	685	900	68	18	1	15	2	7	34	77	1,015	

TABLE XIX.—*Appeals from decisions under immigration law, applications for admission under bond, applications for hospital treatment, applications for admission until termination of war, and applications for transit, fiscal year ended June 30, 1918, by cause.*

Action taken.	Mentally defective.	Physically defective.	Loathsome or dangerous contagious diseases.	Faupers, or likely to become public charges, and professional beggars.	Contract laborers.	Accompanying aliens (under sec. 11).	Under 16 years of age unaccompanied by parent.	Assisted aliens.	Chronic alcoholism.	Insane or have been insane.	Criminals.	Prostitutes and females counting for any immoral purpose.	Aliens who procure or attempt to bring in prostitutes or females for any immoral purposes.	Under passport provision, section 1.	Polymaniacs.	Geographically excluded aliens.	Previously deported within 1 year.	Illiterate.	Under section 23.	Stowaways.	Total.
Appeals from excluding decisions.....	7	157	31	1,719	432	36	46	7	5	5	61	68	13	50	1	16	11	849	78	26	3,918
Disposition on appeal:																					
Admitted without bond.....	2	34	6	386	33	18	16	2	2	1	8	4	3	2			4	72	13	12	618
Admitted on public-charge bond.....	1	26		122		5	5	3	1		1			1				26			192
Admitted temporarily without bond.....		4		85		2	2				1			1				17	1		115
Admitted temporarily on public-charge bond.....	3	2	3	81	3	3	2											2	16		116
Admitted on school bond.....				15			7														22
Debarred.....	1	91	22	1,030	398	8	14	2	2	4	51	63	9	46	1	14	7	732	48	14	2,555
Appeals from admitting decision.....		1	1	12			14					1		1							16
Disposition on appeal:																					
Admitted without bond.....				4																	5
Debarred.....		1	1	8										1							11
Applications for admission on bond granted.....				2																	29
Refused.....	1	17	4	2					3									1			10
Applications for hospital treatment:																					
Granted.....	1	5	1	2					1												106
Refused.....		4	102																		14
Applications for admission until termination of war:																					
Granted.....	1																				1
Refused.....																					
Applications for transit:																					
Granted.....	1	4	5	15		1				1		3		3		1		3	1		38

TABLE XIX-A.—*Appeals from decisions under immigration law, applications for admission under bond, applications for hospital treatment, applications for admission until termination of war, and applications for transit, fiscal year ended June 30, 1918, by ports.*

Action taken.	Action taken.												Total				
	New York, N. Y.	Boston, Mass.	Philadelphia, Pa.	Baltimore, Md.	Canadian border.	Canadian Atlantic ports.	Canadian Pacific ports.	San Francisco, Cal.	Mexican border.	Honolulu, Hawaii.	San Juan, P. R.	New Orleans, La.		Seattle, Wash.	Jacksonville, Fla.	Norfolk, Va.	Alaska.
<b>Appeals from exonerating decisions.</b>	815	312	18	6	1,702	28	31	56	441	43	19	21	104	13	3	6	3,618
Disposition on appeal:																	
Admitted without bond.	136	65	9	1	221	3	2	10	123	15	4	1	11	4	2	2	618
Admitted on public-charge bond.	96	28			30			7	3				28	1			192
Admitted temporarily without bond.	85	3	1		12			2	4				5				115
Admitted temporarily on public-charge bond.	67	23			17			2		1			5	1			116
Admitted on school bond.	13				7												22
Debarred.	416	191	8	5	1,415	25	29	26	311	27	15	10	66	7	1	4	2,865
<b>Appeals from admitting decision.</b>																	
Disposition on appeal:																	
Admitted without bond.	2				6			1	1		2						16
Debarred.																	5
<b>Applications for admission on bond without appeal:</b>																	
Granted.	1				22	1		1	3								29
Refused.					6			1									10
<b>Applications for hospital treatment:</b>																	
Granted.	30	4	1		5			11	7	37	1	1	9				108
Refused.	1				1			2		2	1		7				14
<b>Applications for admission until termination of war:</b>																	
Granted.								1									1
Refused.																	
<b>Applications for transit:</b>																	
Granted.	27				8				1		2						38

TABLE XX.—*Deserting alien seamen, fiscal year ended June 30, 1918, by ports.*

Boston, Mass.....	447	Galveston, Tex.....	203
Philadelphia, Pa.....	725	Port Arthur, Tex.....	89
Baltimore, Md.....	1,032	Gulfport, Miss.....	28
Portland, Me.....	157	Pascagoula, Miss.....	6
Norfolk, Va.....	999	San Francisco, Cal.....	63
Savannah, Ga.....	141	Portland, Oreg.....	10
Charleston, S. C.....	9	Seattle, Wash.....	155
Jacksonville, Fla.....	4	Nome, Alaska.....	8
Tampa, Fla.....	3	Honolulu, Hawaii.....	12
Pensacola, Fla.....	12	San Juan, P. R.....	11
Mobile, Ala.....	35		
New Orleans, La.....	609	Total.....	4,756

TABLE XXI.—*Alien stowaways found on board vessels arriving at ports of the United States, fiscal year ended June 30, 1918, by ports.*

New York, N. Y.....	302	Galveston, Tex.....	10
Boston, Mass.....	13	Port Arthur, Tex.....	2
Philadelphia, Pa.....	33	Gulport, Miss.....	2
Baltimore, Md.....	37	Pascagoula, Miss.....	1
Portland, Me.....	1	Los Angeles, Cal.....	10
Norfolk, Va.....	49	San Francisco, Cal.....	64
Savannah, Ga.....	2	Seattle, Wash.....	25
Pensacola, Fla.....	3	Honolulu, Hawaii.....	10
Key West, Fla.....	5	San Juan, P. R.....	8
Mobile, Ala.....	9		
New Orleans, La.....	40	Total.....	628

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TABLE XXII.—Comparison between alien arrivals and head-tax settlements, fiscal year ended June 30, 1918.

Immigrant aliens admitted.....	110,618	
Nonimmigrant aliens admitted.....	101,235	
Aliens debarred.....	7,297	
Aliens from Porto Rico, Hawaii, Virgin Islands, Philippine Islands, and mainland.....	5,102	
Died.....	23	
Erroneous head-tax collections.....	1,574	
Head-tax payments pending from previous year.....	24,883	
		250,732
Exempt from head-tax payments, as follows:		
In transit (groups).....	1,179	
Other transits (includes 34,997 Chinese in transit under bond across land territory of the United States).....	49,298	
One-year residents of British North America, Mexico, and Cuba, coming for temporary stay.....	4,462	
Domiciled aliens returning (rule 1, subd. 3 (d), (e), and (h))..	8,380	
Government officials.....	3,633	
Alien residents of the Philippine or Virgin Islands.....	192	
Aliens from Porto Rico and Hawaii who reached said islands prior to July 1, 1907, or subsequent to May 1, 1917.....	967	
Aliens from the mainland.....	1,491	
Under 16 years of age, accompanied by parents.....	22,879	
Exemptions on account of aliens debarred.....	6,637	
Total exempt.....	99,118	
Head-tax payments pending at close of year.....	25,658	
		124,776
Aliens on whom head tax was paid.....		<sup>1</sup> 125,956
Amount of head tax collected during year.....		\$968,440

<sup>1</sup> 9,802 aliens were taxed at \$4 each and 116,154 at \$8 each.

TABLE XXIII.—Passengers departed from the United

Line of vessels.	Ports of departure and destination.	Albana.						
		Num-ber.	Sex.		Age.		Class.	
			Male.	Fe-male.	Under 16 years.	16 years and over.	Cabin.	Steer-age.
United Fruit.....	From Boston, Mass., to—							
	Habana.....	2	3			3	3	
	Port Limon.....	3		3	1	2	3	
	Total Boston.....	6	3	3	1	5	6	
Allan.....	From Canada (Atlantic seaports) to—							
	Liverpool.....	391	347	4	1	390	21 370	
	Montreal.....	4	4			4	4	
Canadian Pacific.....	Liverpool.....	4	2	2		4	2 2	
Donaldson.....	Montreal.....	2	2			2	2	
	Glasgow.....	5	5			5	5	
White Star Dominion..	Liverpool.....	356	356			356	1 355	
Royal Mail Steam Packet.	Bermuda.....	1	1			1	1	
	Total Atlantic seaports of Canada.....	763	757	6	1	762	36 727	
By land.....	Via Canadian border stations—							
	Canada.....	34,478	26,255	8,223	2,503	31,975	34,478	
Canadian-Australian Royal Mail.	From Canada (Pacific seaports) to—							
	Auckland.....	72	34	38	7	65	67 5	
Canadian Pacific.....	Sydney.....	300	139	111	20	290	275 25	
	Suva.....	4	3	1		4	3 1	
	Auckland.....	16	10	6		16	15 1	
	Hongkong.....	2,111	1,818	293	108	2,003	783 1,324	
	Kobe.....	20	16	4	1	19	20	
	Moji.....	3	3		2	1	3	
	Nagasaki.....							
	Shanghai.....	102	74	28	7	95	98 4	
	Suva.....	1	1			1	1	
	Sydney.....	32	18	14	4	28	25 7	
	Yokohama.....	576	500	76	12	564	284 284	
		Total Pacific seaports of Canada.....	3,237	2,666	571	161	3,076	1,573 1,659
Huasteca.....	From Galveston, Tex., to—							
	Mexico.....	1	1			1	1	
	Do.....	1	1			1	1	
	Oil barge.....	10	9	1		10	10	
	Oil tank.....							
	Pierce Navigation.....	Do.....						
Southern Pacific.....	Do.....	6	6			6	6	
Standard Oil.....	Do.....	1	1			1	1	
	Total Galveston.....	19	13	1		19	19	
Canadian Australian Royal Mail.	From Honolulu, Hawaii, to—							
	Auckland.....	77	49	37	3	74	63 14	
	Sydney.....	137	79	58	6	131	125 12	
	Suva.....	17	13	4	2	15	5 12	
	Vancouver.....	179	122	57	9	170	142 37	
	Victoria.....	247	127	120	69	178	64 183	
	China Mail.....	Hongkong.....	110	104	6		110	5 105
		Kobe.....						
		Shanghai.....	1	1			1	1
		Yokohama.....	12	7	5		12	1 11
	Java Pacific Mail 1....	Batavia.....	1	1			1	1
		Hongkong.....	6	6			6	6
	Java.....	5	3	2	3	2	5	
	Kobe.....	3	3			3	3	
	Singapore.....	1	1			1	1	
	Yokohama.....	28	25	3		28	7 21	

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States, fiscal year ended June 30, 1918.

Citizens.							Total.						
Number.	Sex.		Age.		Class.		Number.	Sex.		Age.		Class.	
	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.		Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
24	22	2		24	24		27	25	2		27	27	
10	9	1		10	10		13	9	4	1	12	13	
34	31	3		34	34		40	34	6	1	39	40	
3	3			3	3		394	390	4	1	393	24	370
							4	4			4	4	
							4	2	2		4	2	2
							2	2			2	2	
							5	5			5	5	
5	5			5	5	5	361	361			361	1	300
							1	1			1	1	
8	8			8	3	5	771	765	6	1	770	39	732
34,650	24,463	10,187	7,994	26,656	34,650		69,128	50,718	18,410	10,407	58,631	69,128	
21	17	4	2	19	19	2	93	51	42	9	84	86	7
53	20	24	6	47	46	8	353	218	135	26	327	320	33
							4	3	1		4	3	1
							16	10	6		16	15	1
1,196	738	458	167	1,029	1,065	131	3,307	2,556	751	275	3,032	1,848	1,459
53	25	28	15	38	52	1	73	41	32	16	57	72	1
1	1	1	1	1	1		4	3	1	2	2	4	
3	2	1	1	2	3		3	2	1	2	2	3	
211	93	118	41	170	204	7	313	167	146	48	265	302	11
1	1			1	1		2	2			2	2	
14	8	6		14	14		46	26	20	4	42	39	7
22	150	73	34	194	224	4	804	650	154	46	758	512	292
1,781	1,063	718	266	1,515	1,623	153	5,018	3,729	1,289	427	4,591	3,206	1,812
6	4	2		6	6		7	5	2		7	7	
9	8	1	1	8	9		10	9	1	1	9	10	
59	58	1	1	58	58	1	69	67	2	1	68	68	1
9	9			9	9		9	9			9	9	
2	2			2	2		2	2			2	2	
37	32	5	1	36	36	1	43	38	5	1	42	42	1
13	11	2		13	13		14	12	2		14	14	
135	124	11	3	132	133	2	154	142	12	3	151	152	2
8	5	3	1	7	7	1	85	45	40	4	81	70	15
27	16	11	5	22	26	1	164	95	69	11	153	151	13
7	3	4	1	6	5	2	24	16	8	3	21	10	14
200	96	113	19	190	199	10	388	218	170	28	360	341	47
351	169	182	113	238	254	97	598	296	302	182	416	318	280
21	10	11	18	3	2	19	131	114	17	18	113	7	124
5	2	3	1	4	5		5	2	3	1	4	5	
							1	1			1	1	
6	4	2	4	2	1	5	18	11	7	4	14	2	16
							1	1			1	1	
							6	6			6	6	
							5	3	2	3	2	5	
							3	3			3	3	
							1	1			1	1	
7	6	1	4	2	2	5	35	31	4	4	31	9	26



TABLE XXIII.—Passengers departed from the United

Line of vessels.	Ports of departure and destination.	Allens.						
		Number.	Sex.		Age.		Class.	
			Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
Netherland Royal Mail.	From Honolulu, Hawaii, to—							
	Batavia.....	1						
Oceanic.....	Java.....	1				1		
	Singapore.....	15	9	6	6	9	12	
Osaka Shosen Kaisha.....	Yokohama.....	2				2		
	Pagopago.....	50	35	21	4	52	8	
Pacific Mail.....	Sydney.....	1	1			1		
	Valparaiso.....	7	5	2	1	6	7	
Toyo Kisen Kaisha.....	Yokohama.....	32	28	4	1	31	7	
	Hongkong.....	7	6	1		7	27	
Toyo Kisen Kaisha.....	Kobe.....	5	2	3		5		
	Manila.....	26	20	6	2	24	16	
Toyo Kisen Kaisha.....	Shanghai.....	263	248	15	5	258	252	
	Yokohama.....	1,373	844	529	2	1,371	1,372	
Toyo Kisen Kaisha.....	Kobe.....	3	18	5		23	22	
	Manila.....	3	2	1		3		
Toyo Kisen Kaisha.....	Nagasaki.....	1,817	1,166	651	38	1,779	1,664	
	Shanghai.....							
Toyo Kisen Kaisha.....	Salina Cruz.....							
	Yokohama.....	4,455	2,917	1,538	151	4,304	3,791	
Tramp.....	Total Honolulu.....							
	From Jacksonville, Fla., to—							
Tramp.....	Tampico.....							
	Total Jacksonville.....							
Peninsular and Occidental.	From Key West, Fla., to—							
	Cuba.....	8,359	5,588	2,771	1,183	7,176	2,649	
Sailing vessel.....	Grand Cayman.....	3	3			3	3	
	Total Key West.....	8,362	5,591	2,771	1,183	7,179	2,652	
By land.....	Via Mexico (border stations)—							
	Mexico.....	27,703	16,204	11,499	6,750	20,953	27,703	
Gulf Mail Line.....	From Mexico (Pacific seaports) to—							
	Los Angeles.....	9	5	4	2	7	9	
Toyo Kisen Kaisha.....	Do.....	28	17	11	2	26	9	
	San Diego.....	1	1			1		
Allenaire.....	Do.....	3	3			3	3	
	Caterina.....	6	6			6	6	
Independent.....	Do.....	439	278	161	61	378	417	
	San Diego and Mexican Navigation.....	10	5	5	3	7	10	
Vancouver and San Diego Navigation.....	Do.....	15	12	3	1	14	6	
	China Mail.....	27	17	10	1	26	2	
China Mail.....	Do.....							
	Pacific Mail.....							
Toyo Kisen Kaisha.....	Do.....							
	Total Pacific seaports of Mexico.....	538	344	194	70	468	39	
Johnson.....	From Miami, Fla., to—							
	British West Indies.....	40	33	7	3	37	40	
Sailing vessels.....	Do.....	809	538	273	100	709	345	
	Saunders.....	168	119	49	11	157	4	
Saunders.....	Do.....							
	Total Miami.....	1,017	688	329	114	903	628	
United Fruit.....	From Mobile, Ala., to—							
	British Honduras.....	3	2	1		3	3	
United Fruit.....	Guatemala.....							
	Total Mobile.....	3	2	1		3	3	

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States, fiscal year ended June 30, 1918—Continued.

Citizens.							Total.						
Number.	Sex.		Age.		Class.		Number.	Sex.		Age.		Class.	
	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.		Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
2	1	1			2	2	2	1	1			2	2
1	1				1	1	1	1				1	1
1		1			1	1	2	1	1			2	2
25	23	2			25	13	15	9	6	6		9	3
19	14	5	3		16	19	27	23	4	7	27	15	12
							75	49	26	7	68	67	8
2		2			2	2	1	1			1	1	
16	11	5	5		11	7	9	5	4	1	8	12	9
7	3	4	7				48	39	9	6	42	12	36
19	19				19	19	14	9	5	7	7	7	14
9	4	5	2		7	9	19	19			19		19
11	9	2	1		10	9	14	6	8	2	12	14	
80	51	29	30		50	33	37	29	8	3	34	19	18
840	404	436	814		26		343	299	44	35	308	44	299
6	4	2			6		2,213	1,248	965	816	1,397	1	2,212
12	7	5	11		6		6	4	2		6		6
6	2	4	1		5	6	35	25	10	11	24	1	34
1	1				1	1	9	4	5	1	8	9	
923	470	453	844		79	62	1	1			1	1	
							2,740	1,636	1,104	882	1,858	215	2,625
2,621	1,335	1,286	1,884	737	664	1,957	7,076	4,252	2,824	2,035	5,041	1,328	5,748
2	1	1			2	2	2	1	1		2	2	
2	1	1			2	2	2	1	1		2	2	
6,197	4,333	1,864	642	5,555	5,496	699	14,556	9,921	4,635	1,825	12,731	11,208	3,348
							3	3			3		3
6,197	4,333	1,864	642	5,555	5,496	699	14,556	9,924	4,635	1,825	12,734	11,208	3,351
8,568	4,354	4,214	6,620	1,948	8,568		36,271	20,558	15,713	13,370	22,901	36,271	
1	1				1	1	10	6	4	2	8	9	1
13	6	7	8		5	10	41	23	18	10	31	29	12
6	6				6	6	7	7			7	7	
6	6				6	6	6	6			6	6	
1	1				1	1	4	4			4	4	
6	6				6	6	12	12			12	12	
181	142	38	19	162	181		620	421	199	80	540	598	22
							10	5	5	3	7	10	
11	5	6	4	7	11		26	17	9	5	21	20	6
23	12	11	10	13	23		50	29	21	11	39	48	2
248	186	62	41	207	244	4	786	530	256	111	675	743	43
8	6	2	3	5	8		48	39	9	6	42	48	
78	42	28	41	29	54	16	879	578	301	141	738	399	480
21	8	13	13	8		21	189	127	62	24	165	4	185
99	56	43	57	42	62	37	1,116	744	372	171	945	451	665
1	1				1	1	4	3	1		4	4	
5	3	2			5	5	5	3	2		5	5	
6	4	2			6	6	9	6	3		9	9	

TABLE XXIII.—Passengers departed from the United

Line of vessels.	Ports of departure and destination.	Aliens.						
		Number.	Sex.		Age.		Class.	
			Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
Tramp.....	From New Bedford, Mass., to—							
	Cape Verde Islands.....	148	142	6	1	147	148	
	Total New Bedford.....	148	142	6	1	147	148	
American and Indian... Bluefields..... Cuyamel Fruit..... Otis Manufacturing..... Pinillos Line..... Southern Pacific..... United Fruit..... Vaccaro..... Wolvin Line.....	From New Orleans, La., to—							
	South Africa.....	40	19	21	9	31	40	
	Nicaragua.....	122	88	34	9	118	120	
	Spanish Honduras.....	115	78	37	21	94	115	
	British Honduras.....	21	12	9	1	20	21	
	Spain.....	75	49	26	15	60	34	
	Cuba.....	1,561	1,459	102	65	1,496	238	
	Mexico.....	5	4	1	1	4	5	
	British Honduras.....	30	20	10	7	23	30	
	Canal Zone.....	240	198	47	15	236	240	
	Colombia.....	35	28	7	3	32	35	
	Costa Rica.....	32	23	9	4	28	32	
	Cuba.....	636	456	180	80	556	636	
	Guatemala.....	274	193	81	29	245	274	
	Jamaica.....	1	1			1	1	
	Mexico.....	18	15	3		18	18	
	Panama.....	7	6	1		7	7	
	Spanish Honduras.....	17	14	3	2	15	17	
	Swan Island.....							
	Spanish Honduras.....	239	160	79	51	188	239	
	Mexico.....							
	Total New Orleans.....	3,468	2,818	650	312	3,156	2,100	
	Pacific Steam Navigation.	From Newport News, Va., to—						
		French port.....	5	5			5	5
		Liverpool.....						
	Total Newport News.....	5	5			5	5	
	American Anchor..... Atlantic Fruit..... Atlantic Transport..... Bermudian American... Clyde..... Compagnie Générale..... Cunard..... Fabre..... Holland-American..... Italiana Transatlantica..... Lampont & Holt..... Lloyd-Brazilero..... Lloyd Brazilero..... Lloyd Sabauda.....	From New York, N. Y., to—						
Liverpool.....		2,052	1,567	485	61	1,991	1,510	
Gibraltar.....								
Glasgow.....		40	26	14	1	39	37	
Liverpool.....								
Do.....		1	1			1	1	
Do.....								
London.....		1	1			1	1	
Christiania.....		1	1			1	1	
British West Indies.....		18	11	7	5	16	18	
Santo Domingo.....		239	157	82	22	217	239	
Bordeaux.....		13,389	12,247	1,142	196	13,193	2,523	
Falmouth.....		54	48	6		54	45	
Liverpool.....		1,439	1,080	379	61	1,378	1,373	
London.....		3	3			3	3	
Azores.....		1,528	1,200	328	82	1,446	75	
Bordeaux.....		294	294			294	4	
Lisbon.....		291	273	18	5	286	4	
Marseille.....		58	58			58	1	
Rotterdam.....		1,237	1,027	210	81	1,156	1,059	
Genoa.....		4,403	4,064	339	91	4,312	506	
Messina.....		125	101	24	10	115	8	
Naples.....		1,788	1,647	141	36	1,752	89	
Palermo.....		128	105	23	5	123	11	
Argentina.....		514	370	144	34	478	333	
Brazil.....		310	234	76	38	272	249	
British West Indies.....		99	47	52	9	90	77	
Trieste.....		1	1			1	1	
Uruguay.....		17	14	3	1	16	15	
Brazil.....		368	281	87	33	335	313	
British West Indies.....		12	5	7		12	12	
Genoa.....		154	124	20	1	153	154	
Naples.....		18	11	7		18	18	

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Citizens.							Total.						
Number.	Sex.		Age.		Class.		Number.	Sex.		Age.		Class.	
	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steer-age.		Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steer-age.
3	2	1	3				3	151	144	7	4	147	151
3	2	1	3				3	151	144	7	4	147	151
78	41	37	19	59	78		118	60	58	28	90	118	
173	124	89	17	156	173		295	222	73	25	269	293	2
163	120	43	17	146	163		278	198	80	33	240	278	
7	4	3	2	5	7		28	16	12	3	25	28	
3							3	78	52	26	18	60	41
279	194	85	33	245	247	32	1,840	1,653	187	96	1,742	483	1,357
29	23	6	8	7	29		34	27	7	9	25	34	
7	6	1			7		37	26	11	7	30	37	
1,615	1,143	472	178	1,437	1,615		1,856	1,336	519	198	1,652	1,855	
30	28	2		30	30		65	56	9	3	62	65	
32	20	12	3	32	32		64	48	21	7	57	64	
691	487	204	72	619	691		1,327	943	384	152	1,175	1,327	
211	150	61	17	194	211		485	348	142	46	439	485	
1	1			1	1		2	2			2	2	
3	3			3	3		21	18	3		21	21	
61	31	30	11	50	61		68	87	31	11	57	68	
100	68	32	12	88	100		117	82	35	14	103	117	
3	3			3	3		3	3			3	3	
163	120	33	21	142	163		402	290	112	72	330	402	
1	1			1	1		1	1			1	1	
3,650	2,500	1,000	413	3,237	3,618	32	7,118	5,408	1,710	725	6,393	5,719	1,400
207	205	2		207	207		212	210	2		212	212	
53	53			53	53		53	53			53	53	
260	258	2		260	260		265	263	2		265	265	
13,356	13,023	333	63	13,298	5,076	8,280	15,408	14,500	818	124	15,284	6,586	8,822
5	5			5	5		5	5			5	5	
1,244	1,243	1	1	1,243	98	1,146	1,284	1,269	15	2	1,282	135	1,149
4,609	4,609			4,609	241	4,368	4,609	4,609			4,609	241	4,368
854	854			854	551	273	854	854			854	551	273
503	436	68		503	355	148	504	436	68		504	355	149
6	4	2		6			1	1			1	1	
322	177	145	55	267	322		24	15	9	2	21	24	
12,477	10,471	2,006	95	12,352	7,075	5,402	561	394	227	77	494	561	
4,357	4,355	2		4,356	461	3,896	25,896	22,718	3,148	291	25,575	9,506	16,268
69,702	69,576	126	13	69,659	8,061	61,651	4,411	4,403	8	1	4,410	506	3,905
1,120	1,120			1,120	1,120		71,141	70,636	506	74	71,087	9,424	61,713
149	99	50	142	7	12	137	1,123	1,123			1,122	1	1,123
9	10			10	7	10	1,677	1,269	406	224	1,453	87	1,560
10	5	4		10	3	7	304	304			304	4	300
15	15			15	3	12	300	278	22	11	290	7	283
15	13	2		15	2	13	1	1			1	1	
184	91	93	148	36	58	126	78	78			78	73	70
11	6	5	10	1		11	1,252	1,040	212	88	1,166	1,078	179
3	37	34	65	6	10	61	4,587	4,155	432	289	4,348	564	4,023
464	299	165	59	405	450	14	4,587	4,155	432	289	4,348	564	4,023
416	303	113	34	332	813	103	4,587	4,155	432	289	4,348	564	4,023
27	18	14	12	15	22	5	1,959	1,684	175	101	1,788	96	1,760
29	18	11	8	28	28	2	131	107	24	8	128	11	120
275	186	89	28	197	223	1	131	107	24	8	128	11	120
4	2			4	2		978	696	309	96	888	833	145
2	3	1		2	3		726	537	189	72	654	562	164
7	2			7	7		126	90	66	21	105	99	27
29	18	11	8	28	28	2	1	1			1	1	
275	186	89	28	197	223	1	46	32	14	9	37	43	3
4	2			4	2		563	467	126	61	532	536	57
2	3	1		2	3		14	7	7	1	13	14	
158	137	21	4	154	158		158	137	21	4	154	158	
7	2			7	7		26	13	12	6	20	25	

TABLE XXIII.—Passengers departed from the United

Line of vessels.	Ports of departure and destination.	Aliens.						
		Number.	Sex.		Age.		Class.	
			Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
	From New York, N. Y., to—							
Miscellaneous.....	Argentina.....	68	43	25	12	56	68	
	Brazil.....	172	123	49	20	152	148	
	British West Indies.....	20	8	12	1	19	19	
	Chile.....	94	58	36	7	87	84	
	Havre.....	1	1			1	1	
	Liverpool.....	233	179	54	18	220	230	
	Panama.....	7	5	2		7	7	
	Peru.....	13	10	3		13	13	
	Uruguay.....	1	1			1	1	
	Miscellaneous.....	390	276	114	37	353	385	
Munson.....	Cuba.....	205	123	82	44	161	205	
National Steam Navigation.....	Piræus.....	3	3			3	3	
Navigazione Generale Italiana.....	British West Indies.....	1		1		1	1	
New York & Cuba Mail.....	Do.....	179	122	57	13	166	128	
	Cuba.....	3,358	2,765	593	188	3,170	2,152	
	Mexico.....	1,272	946	326	90	1,182	927	
	Trinidad.....	35	19	16	3	32	29	
Norwegian American.....	Bergen.....	1,309	1,037	272	23	1,286	190	
	Christiania.....	3,129	2,364	765	92	3,037	1,099	
	Christiansand.....	35	9	26		35	35	
	Copenhagen.....	6	5	1		6	4	
	Gothenberg.....	35	22	13		35	35	
	Stavanger.....	19	15	4		19	19	
	Stockholm.....	2	1	1		2	2	
Panama.....	Haiti.....	86	65	21	5	81	86	
	Panama.....	424	310	114	30	394	423	
Quebec.....	Bermuda.....	861	609	352	70	791	861	
	British Guiana.....	108	80	28	9	99	71	
	British West Indies.....	602	326	276	28	574	254	
	French West Indies.....	55	31	24	2	53	35	
Red Cross.....	British North America, Canada.....	291	193	98	15	276	291	
Red D.....	Bergen.....	1		1		1	1	
	Christiania.....	933	768	165	21	912	249	
	Dutch West Indies.....	277	243	34	18	259	257	
	Mexico.....	21	19	2	1	20	21	
	Porto Rico.....	4	2	2	1	3	4	
	Venezuela.....	321	213	108	28	293	321	
Royal Dutch West Indian Mail.....	Dutch Guiana.....	26	17	9	7	19	26	
	Dutch West Indies.....	22	14	8	2	20	22	
	Haiti.....	75	51	24	4	71	75	
	Mexico.....	1	1			1	1	
Royal Mail Steam Packet.....	British West Indies.....	35	11	24	2	33	35	
	Colombia.....	6	6			6	6	
	Panama.....	18	13	5	2	16	18	
Scandinavian American.....	Christiania.....	2,305	1,860	445	56	2,249	483	
	Christiansand.....	294	210	84	6	288	28	
	Copenhagen.....	817	513	304	40	777	429	
Spanish.....	British Guiana.....	162	157	5	1	161	27	
	Cuba.....	155	124	31	11	144	108	
	Mexico.....	156	97	59	22	134	129	
	Patras.....	1	1			1	1	
	Spain.....	3,546	3,344	202	57	3,486	812	
Trinidad.....	British Guiana.....	82	53	29	11	71	82	
	British West Indies.....	313	188	125	26	287	313	
United Fruit.....	British Honduras.....	7	4	3		7	7	
	British West Indies.....	663	346	317	58	605	663	
	Colombia.....	409	297	112	42	367	409	
	Costa Rica.....	127	80	47	6	121	127	
	Cuba.....	730	487	243	62	668	730	
	Guatemala.....	88	59	29	11	77	88	
	Honduras.....							
	Panama.....	787	571	216	64	723	787	
White Star.....	Azores.....	383	296	87	19	364	29	
	Canada.....	34	25	9	2	32	34	
	Genoa.....	288	251	37	10	278	67	
	Gibraltar.....	124	109	15	9	115	17	
	Lisbon.....	2	2			2	2	
	Liverpool.....	2,106	1,574	532	85	2,021	2,062	

States, fiscal year ended June 30, 1918—Continued.

Citizens.						Total.							
Number.	Sex.		Age.		Class.		Number.	Sex.		Age.		Class.	
	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.		Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
56	26	30	10	46	56	.....	124	69	55	22	102	124	.....
102	70	32	19	83	100	2	274	193	81	39	235	248	2
14	7	7	10	4	13	1	34	15	19	11	22	32	2
109	73	36	17	92	109	.....	208	131	72	24	179	203	.....
.....	.....	.....	.....	.....	.....	.....	1	1	.....	.....	1	.....	1
16,943	16,327	16	1	16,342	1,386	14,957	16,576	16,506	70	14	16,562	1,616	14,960
3	1	2	2	3	3	.....	10	6	4	1	9	10	.....
20	14	6	2	18	20	.....	33	24	9	2	31	33	.....
14	8	6	7	7	14	.....	15	9	6	7	8	15	.....
233	122	111	17	216	233	.....	623	398	225	54	569	618	5
290	187	103	42	248	290	.....	495	310	185	86	409	495	.....
4	4	.....	4	.....	4	.....	7	7	.....	7	.....	7	.....
.....	.....	.....	.....	.....	.....	.....	1	.....	1	.....	1	.....	1
134	71	63	24	110	125	9	313	193	120	37	276	253	60
1,453	973	480	122	1,331	1,394	59	4,811	3,738	1,073	310	4,501	3,546	1,265
218	162	56	26	192	212	6	1,490	1,108	382	116	1,374	1,139	351
.....	.....	.....	.....	.....	.....	.....	35	19	16	3	32	29	6
125	77	48	68	57	36	89	1,434	1,114	320	91	1,343	1,226	1,208
426	279	147	169	257	187	239	3,555	2,643	912	261	3,294	1,286	2,269
3	.....	3	2	1	.....	3	38	9	29	2	36	38	.....
.....	.....	.....	.....	.....	.....	.....	6	5	1	.....	6	.....	4
.....	.....	.....	.....	.....	.....	.....	35	22	13	.....	35	.....	35
.....	.....	.....	.....	.....	.....	.....	22	17	5	2	20	.....	22
.....	.....	.....	.....	.....	.....	.....	2	1	1	.....	2	.....	2
209	139	70	34	175	209	.....	295	204	91	39	256	295	.....
3,217	1,750	1,467	668	2,549	3,217	.....	3,641	2,060	1,581	698	2,943	3,640	1
635	359	276	62	573	635	.....	1,496	863	628	132	1,364	1,496	.....
65	49	16	14	51	49	16	173	129	44	23	150	120	53
266	147	119	121	145	153	113	868	473	395	149	719	407	461
19	12	7	1	18	19	.....	74	43	31	3	71	54	20
31	15	16	11	20	31	.....	31	15	16	11	20	31	.....
66	30	36	24	42	66	.....	357	223	134	39	313	357	.....
.....	.....	.....	.....	.....	.....	.....	1	.....	1	.....	1	.....	1
.....	.....	.....	.....	.....	.....	.....	933	768	165	21	912	249	684
.....	.....	.....	.....	.....	.....	.....	306	266	42	20	288	288	20
.....	.....	.....	.....	.....	.....	.....	21	19	2	1	20	21	.....
.....	.....	.....	.....	.....	.....	.....	4	2	2	1	3	4	.....
122	80	42	22	100	122	.....	443	293	150	50	393	443	.....
3	2	1	1	2	3	.....	29	19	10	8	21	29	.....
10	7	3	5	5	10	.....	32	21	11	7	25	32	.....
149	91	58	24	125	149	.....	224	142	82	28	196	224	.....
.....	.....	.....	.....	.....	.....	.....	1	1	.....	.....	1	.....	1
10	3	7	8	2	10	.....	45	14	31	10	35	45	.....
.....	.....	.....	.....	.....	.....	.....	6	.....	.....	.....	6	.....	.....
.....	.....	.....	.....	.....	.....	.....	21	15	6	2	19	21	.....
264	172	92	169	95	118	146	2,569	2,032	537	225	2,344	601	1,968
34	17	17	18	16	.....	34	328	227	101	24	304	28	300
80	49	31	25	55	33	47	897	552	335	65	832	462	435
.....	.....	.....	.....	.....	.....	.....	162	157	5	1	161	27	135
11	4	7	6	6	8	3	166	128	38	16	150	116	50
12	4	8	11	1	12	.....	168	101	67	33	135	141	27
.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	1	.....	1
222	147	75	81	141	171	51	3,768	3,491	277	138	3,630	983	2,785
65	49	16	3	62	65	.....	147	102	45	14	133	147	.....
131	88	43	23	106	131	.....	444	276	168	49	395	444	.....
7	4	3	7	7	7	.....	14	8	6	.....	14	.....	14
210	121	89	32	178	210	.....	873	467	406	90	783	873	.....
165	120	45	16	149	165	.....	574	417	157	58	518	574	.....
71	47	24	10	61	71	.....	198	127	71	16	182	198	.....
722	446	276	75	647	722	.....	1,452	933	519	137	1,315	1,452	.....
28	17	11	4	24	28	.....	116	76	40	15	101	116	.....
1	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	1	.....	1
879	574	305	99	780	879	.....	1,666	1,145	521	163	1,503	1,666	.....
48	23	25	40	8	10	38	431	319	112	59	372	39	392
.....	.....	.....	.....	.....	.....	.....	34	25	9	2	32	34	.....
27	18	9	14	13	22	5	315	269	46	24	291	89	226
269	260	9	17	252	261	8	393	369	24	26	367	278	119
.....	.....	.....	.....	.....	.....	.....	2	.....	.....	.....	2	.....	2
70,530	70,187	343	20	70,510	7,856	62,674	72,636	71,761	575	105	72,531	9,948	62,688

TABLE XXIII.—Passengers departed from the United

Line of vessels.	Ports of departure and destination.	Aliens.						
		Number.	Sex.		Age.		Class.	
			Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
	<b>From New York, N. Y., to—</b>							
White Star (contd.)	Madeira Islands.....	32	25	7	.....	32	2	30
	Messina.....	40	38	2	1	39	2	38
	Mexico.....	14	13	1	.....	14	2	12
	Naples.....	1,940	1,798	142	43	1,897	245	1,695
	Palermo.....	67	61	6	.....	64	13	54
Not stated.....	Not stated.....	3,546	3,546	.....	.....	3,546	.....	3,546
	<b>Total New York.....</b>	<b>62,554</b>	<b>52,124</b>	<b>10,430</b>	<b>2,204</b>	<b>60,350</b>	<b>26,206</b>	<b>37,348</b>
	<b>From Portland, Me., to—</b>							
Anchor Donaldson.....	Glascow.....	17	17	.....	2	15	14	3
Cunard.....	Avonmouth.....	3	1	2	.....	3	3	.....
	<b>Total Portland.....</b>	<b>20</b>	<b>18</b>	<b>2</b>	<b>2</b>	<b>18</b>	<b>17</b>	<b>3</b>
	<b>From Porto Rico, to—</b>							
Bull Insular.....	Santo Domingo.....	487	346	141	66	421	487	.....
Compagnie Générale.....	Cuba.....	11	7	4	5	6	1	10
Transatlantique.....	French West Indies.....	11	11	.....	.....	11	11	.....
	Haiti.....	43	27	16	5	33	32	11
	Santo Domingo.....	2	2	.....	.....	2	2	.....
	Canal Zone.....	4	3	1	.....	4	4	.....
Compagnie Générale.....	Cuba.....	6	6	.....	.....	6	6	.....
Transatlantic de Barcelona.....	Cuba.....	189	133	56	26	163	130	59
	Mexico.....	2	1	1	1	1	2	.....
	Spain.....	374	263	111	33	336	274	109
Empress Navería Antillas.....	Santo Domingo.....	351	283	68	24	327	349	2
Empress Naviera de Cuba.....	Cuba.....	218	147	71	37	181	200	18
	Santo Domingo.....	148	99	49	26	123	139	19
Lloyd Brazileiro.....	Brazil.....	36	19	17	.....	36	36	.....
Plyllos.....	Cuba.....	11	7	4	.....	11	11	.....
Red D.....	Dutch West Indies.....	86	71	15	4	82	85	1
	Venezuela.....	248	164	84	35	213	245	3
Sailing vessels.....	Santo Domingo.....	17	17	.....	.....	17	17	.....
	<b>Total Porto Rico.....</b>	<b>2,244</b>	<b>1,606</b>	<b>638</b>	<b>266</b>	<b>1,978</b>	<b>2,021</b>	<b>223</b>
	<b>From San Francisco, Cal., to—</b>							
China Mail.....	Hongkong.....	670	644	26	12	658	80	590
	Kobe.....	1	1	.....	.....	1	1	.....
	Nagasaki.....	3	3	.....	.....	3	2	1
	Shanghai.....	80	64	16	4	76	75	5
	Yokohama.....	203	167	36	6	197	77	126
Java Pacific.....	Batavia.....	1,341	868	473	204	1,137	1,233	108
	Hongkong.....	329	312	17	.....	329	71	258
	Kobe.....	3	2	1	.....	3	3	.....
	Nagasaki.....	7	7	.....	.....	7	5	2
	Shanghai.....	3	2	1	.....	3	3	.....
	Singapore.....	154	119	35	10	144	147	7
	Soerabaga.....	3	3	.....	.....	3	3	.....
	Yokohama.....	197	152	45	12	185	180	17
Nederland Royal Mail.....	Batavia.....	119	65	54	23	96	119	.....
	Hongkong.....	26	26	.....	.....	26	1	25
	Singapore.....	3	3	.....	.....	3	3	.....
Oceanic.....	Australia.....	648	434	214	44	604	579	69
	Pacific Islands.....	18	7	11	4	14	15	3
	Papago.....	.....	.....	.....	.....	.....	.....	.....
Pacific Mail.....	Calcutta.....	19	9	10	7	12	19	.....
	Chile.....	5	4	1	.....	5	4	1
	Colombo.....	.....	.....	.....	.....	.....	.....	.....
	Costa Rica.....	11	3	8	2	9	9	2
	Guatemala.....	54	34	20	8	46	44	10
	Honduras.....	10	5	5	1	9	9	1
	Hongkong.....	349	303	46	16	332	35	264
	Kobe.....	24	19	6	2	22	22	2
	Mexico.....	411	277	134	42	369	216	195
	Nicaragua.....	20	16	13	2	27	28	1

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States, fiscal year ended June 30, 1918—Continued.

Citizens.							Total.						
Number.	Sex.		Age.		Class.		Number.	Sex.		Age.		Class.	
	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.		Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
3	1	2	3	.....	2	1	35	26	9	3	32	4	31
4	3	1	4	.....	.....	4	44	41	3	5	39	2	42
54	39	15	44	10	14	40	1,904	1,837	157	87	1,907	259	1,735
2	2	.....	2	.....	.....	2	69	63	6	5	64	13	56
.....	.....	.....	.....	.....	.....	.....	3,546	3,546	.....	.....	3,546	.....	3,546
208,421	200,450	7,971	3,008	206,413	43,090	165,331	270,975	262,574	18,401	5,212	265,763	68,206	202,679
.....	.....	.....	.....	.....	.....	.....	17	17	.....	2	15	14	3
.....	.....	.....	.....	.....	.....	.....	3	1	2	.....	3	3	.....
.....	.....	.....	.....	.....	.....	.....	20	18	2	2	18	17	3
1,562	1,023	539	306	1,256	1,562	.....	2,049	1,369	680	372	1,677	2,049	.....
4	1	3	1	3	4	.....	15	8	7	6	9	5	10
.....	.....	.....	.....	.....	.....	.....	11	11	.....	.....	11	11	.....
18	9	9	13	5	9	9	61	36	25	18	43	41	20
29	21	8	6	23	29	.....	31	23	8	6	25	31	.....
21	16	5	4	17	16	5	25	19	6	4	21	20	5
85	22	63	38	47	24	61	91	28	63	38	51	30	61
248	110	138	74	174	183	65	437	243	194	100	337	313	124
.....	.....	.....	.....	.....	.....	.....	2	1	1	1	1	2	.....
66	33	33	21	45	61	15	440	296	144	59	381	325	115
507	362	145	85	422	506	1	858	645	213	109	749	855	3
810	590	220	122	688	446	364	1,028	737	291	159	880	646	382
426	226	200	94	332	312	114	574	325	249	119	455	441	133
24	13	11	8	21	23	1	60	32	28	3	57	59	1
4	3	1	1	3	4	.....	15	10	5	1	14	15	.....
25	13	7	3	22	25	.....	111	89	22	7	104	110	1
113	86	27	11	102	111	2	361	250	111	46	315	366	5
137	123	14	3	134	89	48	154	140	14	3	151	106	48
4,079	2,666	1,423	785	3,294	3,394	685	6,323	4,262	2,061	1,051	5,272	5,415	908
222	172	50	42	180	90	122	892	816	76	54	838	170	722
11	2	8	4	7	11	.....	12	4	8	4	8	12	.....
.....	.....	.....	.....	.....	.....	.....	3	3	.....	.....	3	2	1
51	24	27	12	39	51	.....	131	88	43	16	115	126	5
59	33	26	29	30	38	21	262	200	62	35	227	115	147
15	10	5	.....	15	15	.....	1,356	878	478	204	1,152	1,248	108
108	69	34	23	80	47	56	432	381	51	23	409	118	314
1	1	.....	1	1	1	.....	4	3	1	.....	4	4	.....
.....	.....	.....	.....	.....	.....	.....	7	7	.....	.....	7	5	2
1	1	1	1	1	1	.....	4	2	2	.....	4	4	.....
31	15	16	4	27	31	.....	185	124	61	14	171	178	7
.....	.....	.....	.....	.....	.....	.....	3	3	.....	.....	3	3	.....
32	22	10	14	18	29	3	229	174	55	26	203	209	20
.....	.....	.....	.....	.....	.....	.....	119	65	54	23	96	119	.....
.....	.....	.....	.....	.....	.....	.....	26	26	.....	.....	26	1	25
.....	.....	.....	.....	.....	.....	.....	3	3	.....	.....	3	3	.....
203	125	78	27	176	203	.....	851	569	292	71	780	782	69
129	104	25	7	122	128	1	147	111	36	11	136	143	4
5	5	.....	.....	5	5	.....	5	5	.....	.....	5	5	.....
38	24	14	10	28	38	.....	57	33	24	17	40	57	.....
16	9	7	1	15	16	.....	21	13	8	1	20	20	1
3	2	1	.....	3	3	.....	3	2	1	.....	3	3	.....
6	2	4	3	3	6	.....	17	5	12	5	12	15	2
26	19	7	4	22	26	.....	80	53	27	12	68	70	10
4	3	1	.....	4	3	1	14	8	6	1	13	12	2
126	76	50	13	113	91	35	475	379	96	29	446	176	299
32	13	19	8	24	32	.....	56	31	25	10	46	54	2
108	87	21	12	96	96	12	519	364	155	54	486	312	307
31	17	14	3	28	31	.....	60	33	27	5	55	69	1



TABLE XXIII.—Passengers departed from the United

Line of vessels.	Ports of departure and destination.	Allens.						
		Number.	Sex.		Age.		Class.	
			Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
	<b>From San Francisco, Cal., to—</b>							
Pacific Mail (contd.)....	Panama.....	78	52	26	7	71	56	22
	Peru.....	1	1			1		1
	Salvador.....	99	62	37	16	83	95	4
	Shanghai.....	64	39	25	5	59	52	12
	Singapore.....	30	19	11	3	27	30	
	Yokohama.....	47	37	10	2	45	36	11
Southern Pacific.....	Mexico.....	22	12	10	1	21	22	
Toyo Kisen Kaisha.....	Chile.....	15	10	5		15	11	4
	Hongkong.....	1,172	1,025	148	58	1,115	449	724
	Kobe.....	465	369	96	28	437	158	307
	Mexico.....	7	6	1		7	5	2
	Nagasaki.....	161	118	43	14	147	54	107
	Panama.....	4	3	1		4	3	1
	Peru.....	10	8	2		10	7	3
	Shanghai.....	111	78	32	8	103	103	8
	Yokohama.....	5,051	3,895	1,156	183	4,868	1,900	3,151
Union.....	Australia.....	149	99	50	19	130	71	78
	New Zealand.....	36	24	12	1	35	16	20
	Pacific Islands.....	178	137	41	22	156	58	120
	<b>Total San Francisco.....</b>	<b>12,421</b>	<b>9,542</b>	<b>2,879</b>	<b>766</b>	<b>11,655</b>	<b>6,159</b>	<b>6,262</b>
	<b>From Seattle, Wash., to—</b>							
Blue Funnel.....	Hongkong.....	63	63		1	62		63
Nippon Yusen Kaisha.....	Canada.....							
	Hongkong.....	172	138	34	4	168	86	86
	Kobe.....	982	807	175	20	962	309	673
	Moji.....	2	2			2	1	1
	Nagasaki.....	8	5	3		8		8
	Shanghai.....	35	27	8	1	34	29	6
	Victoria.....							
Asaka Shosen Kaisha.....	Yokohama.....	1,870	1,731	139	29	1,841	530	1,340
	Hongkong.....	2	2			2		2
	Kobe.....	685	574	111	10	675	33	652
	Nagasaki.....	1	1			1		1
	Moji.....	2	1	1		2	2	
	Yokohama.....	393	342	51	6	387	262	131
	<b>Total Seattle.....</b>	<b>4,215</b>	<b>3,692</b>	<b>523</b>	<b>71</b>	<b>4,144</b>	<b>1,263</b>	<b>2,962</b>
	<b>From Tampa, Fla., to—</b>							
National Oil.....	Tampico.....	1	1			1	1	
Peninsular and Occidental.....	Havana.....	2,298	2,169	139	100	2,198		2,298
Sailing vessels.....	British Honduras.....	2	1	1		2		2
	British West Indies.....	5	4	1		5	5	
	Grand Cayman.....	2	1	1		2		2
	Mexico.....	4	2	2	1	3	4	
	Roatam, Honduras.....							
	<b>Total Tampa.....</b>	<b>2,312</b>	<b>2,168</b>	<b>144</b>	<b>101</b>	<b>2,211</b>	<b>10</b>	<b>2,302</b>
Not stated.....	From Vanceboro, Me., to—							
	Not stated.....	25,300	25,300			25,300		25,300

States, fiscal year ended June 30, 1918—Continued.

Citizens.							Total.						
Number.	Sex.		Age.		Class.		Number.	Sex.		Age.		Class.	
	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.		Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
55	30	25	16	39	54	1	133	82	51	23	110	110	21
41	25	16	6	35	41	1	1	1	22	118	186	4	
137	64	73	25	112	122	15	140	87	53	22	171	174	27
15	5	10	15	15	15	45	201	103	98	30	42	45	11
88	53	35	9	79	88	135	45	24	21	3	124	124	11
4	3	1	4	4	4	22	12	10	1	21	22	4	
434	301	133	39	395	299	135	19	8	19	15	19	15	4
201	107	94	98	103	137	74	1,007	1,326	281	97	1,510	748	859
151	81	70	72	79	92	59	666	476	190	126	540	286	381
1	1	1	1	1	1	1	7	6	1	1	226	146	166
211	96	115	34	177	210	1	5	4	1	5	4	1	3
1,638	834	744	1,206	392	717	911	10	8	2	10	7	3	9
20	11	9	5	15	19	1	322	174	148	42	280	313	692
12	7	5	2	10	11	1	6,079	4,779	1,900	1,419	5,200	2,617	4,062
31	21	10	1	30	25	6	169	110	59	24	145	90	79
							48	31	17	3	45	27	21
							209	158	51	23	186	88	126
4,282	2,522	1,760	1,759	2,523	2,817	1,465	16,703	12,064	4,639	2,525	14,178	8,976	7,727
6	6	1	6	1	6	69	69	69	1	68	1	69	69
1	1	1	1	1	1	1	1	1	1	1	1	1	1
36	20	16	4	32	28	8	206	158	50	8	200	114	94
266	165	121	171	115	115	171	1,268	972	296	191	1,077	424	844
1	1	1	1	1	1	1	3	3	3	3	3	3	3
3	1	2	2	1	1	2	11	6	5	2	9	1	10
31	18	13	4	27	31	66	66	45	21	5	61	60	6
1	1	1	1	1	1	1	1	1	1	1	1	1	1
233	115	118	127	106	206	27	2,103	1,846	257	156	1,947	736	1,367
5	3	2	3	4	4	1	7	5	2	2	5	4	3
141	83	58	96	45	13	128	526	657	169	106	720	46	780
8	3	5	7	1	1	8	9	3	6	7	2	1	8
1	1	1	1	1	1	1	3	2	1	1	3	3	3
35	19	16	81	4	21	14	428	361	67	37	391	283	145
788	437	351	444	344	423	365	5,003	4,129	874	515	4,488	1,676	3,327
							1	1	1	1	1	1	1
							2,298	2,159	139	100	2,198	1	2,298
3	2	1	3			3	5	3	2	3	2	5	5
							5	4	1	1	5	5	2
							2	1	1	1	2	2	1
1	1	1	1	1	1	1	5	3	2	1	4	5	1
1	1	1	1	1	1	1	1	1	1	1	1	1	1
5	4	1	3	2	1	4	2,317	2,172	145	104	2,213	11	2,306
							25,300	25,300			25,300		25,300

TABLE XXIII.—*Passengers departed from the United*  
RECAPITULATION.

Ports of departure and means of transportation	Aliens.						
	Number.	Sex.		Age.		Class.	
		Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
Boston, Mass.....	6	3	3	1	5	6	.....
Canada (Atlantic seaports).....	763	757	6	1	762	36	727
Canada (border stations).....	34,478	26,255	8,223	2,503	31,975	34,478	.....
Canada (Pacific seaports).....	3,237	2,666	571	161	3,076	1,578	1,659
Galveston, Tex.....	19	18	1	.....	19	19	.....
Honolulu, Hawaii.....	4,455	2,917	2,538	151	4,304	664	3,791
Jacksonville, Fla.....	.....	.....	.....	.....	.....	.....	.....
Key West, Fla.....	8,362	5,501	2,771	1,183	7,179	5,710	2,652
Mexico (border).....	27,703	16,204	11,499	6,750	20,953	27,703	.....
Mexico (Pacific seaports).....	538	344	194	70	468	499	39
Miami, Fla.....	1,017	688	329	114	903	389	628
Mobile, Ala.....	3	2	1	.....	3	3	.....
New Bedford, Mass.....	148	142	6	1	147	.....	148
New Orleans, La.....	3,468	2,818	650	312	3,156	2,100	1,368
Newport News, Va.....	5	5	.....	.....	5	5	.....
New York, N. Y.....	62,554	52,124	10,430	2,204	60,350	25,206	37,348
Portland, Me.....	20	18	2	2	18	17	3
Porto Rico.....	2,244	1,606	638	296	1,978	2,021	223
San Francisco, Cal.....	12,421	9,542	2,879	766	11,655	6,159	6,262
Seattle, Wash.....	4,215	3,692	523	71	4,144	1,253	2,962
Tampa, Fla.....	2,312	2,168	144	101	2,211	10	2,302
Vaneboro, Me.....	25,300	25,300	.....	.....	25,300	.....	25,300
Total.....	193,268	152,860	40,408	14,657	178,611	107,856	85,412
Steamships.....	129,403	109,273	20,130	5,202	124,201	44,933	84,470
Sailing vessels.....	1,684	1,128	556	202	1,482	742	942
By land.....	62,181	42,459	19,722	9,253	52,928	62,181	.....
BY YEARS.							
1910.....	380,418	279,896	100,522	22,942	357,476	141,789	238,629
1911.....	518,215	400,294	117,921	27,175	491,040	172,485	345,730
1912.....	615,292	480,732	134,560	28,593	589,699	188,550	426,742
1913.....	611,924	477,769	134,155	30,368	581,556	230,496	381,428
1914.....	633,805	483,265	150,540	31,915	601,890	205,903	427,962
1915.....	384,174	301,785	82,389	21,263	362,911	117,641	209,533
1916.....	240,807	180,975	59,832	15,141	225,666	94,780	146,027
1917.....	146,379	100,768	45,611	11,386	134,993	87,655	58,724
1918.....	193,268	152,860	40,408	14,657	178,611	107,856	85,412

States, fiscal year ended June 30, 1918—Continued.

RECAPITULATION.

Citizens.							Total.						
Number.	Sex.		Age.		Class.		Number.	Sex.		Age.		Class.	
	Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.		Male.	Female.	Under 16 years.	16 years and over.	Cabin.	Steerage.
34	31	3		34	34		40	34	6	1	39	40	
8	8			8	3	5	771	765	6	1	770	39	732
34,650	24,463	10,187	7,994	26,656	34,650		69,128	50,718	18,410	10,497	58,631	69,128	
1,781	1,063	718	266	1,515	1,628	163	5,018	3,729	1,289	427	4,591	3,206	1,812
135	124	11	8	132	133	2	154	142	12	3	151	152	2
2,621	1,335	1,286	1,884	737	664	1,967	7,076	4,252	2,824	2,035	5,041	1,323	5,748
2	1	1		2	2		2	1	1		2	2	
6,197	4,333	1,864	642	5,555	5,498	699	14,569	9,924	4,635	1,825	12,734	11,208	3,351
8,568	4,354	4,214	6,620	1,948	8,568		36,271	20,558	15,713	13,370	22,901	36,271	
248	186	62	41	207	244	4	786	530	256	111	675	743	43
99	56	43	57	42	62	37	1,116	744	372	171	945	451	665
6	4	2		6	6		9	6	3		9	9	
3	2	1	3			3	151	144	7	4	147		151
3,650	2,590	1,060	413	3,237	3,618	32	7,118	5,408	1,710	726	6,398	5,718	1,400
260	258	2		260	260		265	263	2		265	265	
208,421	200,450	7,971	3,006	206,413	43,090	165,331	270,975	252,574	18,401	5,212	265,763	63,296	202,679
4,079	2,656	1,423	785	3,294	3,394	685	20	18	2	2	18	17	3
4,282	2,522	1,760	1,769	2,523	2,817	1,465	6,323	4,262	2,061	1,051	5,272	5,415	906
788	437	351	444	344	423	365	16,703	12,064	4,639	2,535	14,178	8,976	7,727
5		1	3	2	1	4	5,003	4,129	874	515	4,498	1,678	3,327
							2,317	2,173	145	104	2,213	11	2,306
							25,300	25,300			25,300		25,300
275,837	244,877	30,960	23,922	251,915	106,095	170,742	469,106	397,737	71,868	38,579	430,526	212,951	256,154
232,195	215,722	16,473	9,214	222,961	61,589	170,606	361,598	324,995	36,603	14,416	347,182	106,522	255,076
424	338	86	94	330	288	136	2,108	1,466	642	296	1,812	1,030	1,078
43,218	28,817	14,401	14,614	28,604	43,218		105,399	71,276	34,123	23,867	81,532	105,399	
342,600	201,960	140,650	57,847	284,753	254,261	88,349	723,018	481,846	241,172	80,789	642,229	396,040	326,978
349,471	211,644	137,827	69,717	279,745	263,586	85,896	867,686	611,938	255,748	96,892	770,794	436,070	431,616
353,890	208,666	145,224	74,117	279,773	275,149	78,741	969,182	689,398	279,784	102,710	866,472	463,969	506,483
347,702	204,568	143,134	71,646	276,066	278,782	68,920	959,626	682,337	277,289	102,014	857,612	509,278	450,348
368,797	210,353	158,444	82,420	296,377	276,579	92,218	1,002,602	663,618	308,984	114,336	888,267	482,482	520,120
172,371	100,377	71,994	37,296	135,078	133,076	39,286	555,545	402,162	154,383	58,559	497,996	250,717	306,826
110,733	69,553	41,180	19,507	91,226	94,242	16,491	351,540	250,526	101,012	34,648	316,862	189,022	162,518
126,011	85,441	40,570	18,722	107,289	112,122	12,899	272,390	186,209	86,181	29,997	242,393	200,777	71,613
275,837	244,877	30,960	23,922	251,915	106,095	170,742	469,106	397,737	71,868	38,579	430,526	212,951	256,154

TABLE XXIV.—*Alien arrivals in continental United States from insular United States 1908 to 1918, inclusive, by ports.*

Port.	Number.	Year of arrival.										
		1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918
New York.....	7,815	440	423	579	616	548	610	694	756	726	1,138	1,265
New Orleans.....	59		2	2	3	7	11	12	12	10		
Galveston.....	4						3					
San Francisco.....	17,673	912	896	1,591	1,076	1,402	2,268	2,595	1,610	1,673	1,824	1,826
Portland, Oreg.....	3											2
Seattle.....	669	6	7	17	28	99	460	14	10	21	4	3
Canada (Pacific seaports).....	490			9	63	24	59	36	40	62	63	134
Mexican border.....	9								9			
Charleston, S. C.....	15											15
Norfolk, Va.....	3											3
Total.....	26,740	1,358	1,328	2,198	1,786	2,080	3,411	3,351	2,437	2,492	3,031	3,268

Port.	From Hawaii.	From Porto Rico.	From Philippine Islands.	From Virgin Islands.
New York.....			7,673	
New Orleans.....			59	142
Galveston.....			4	
San Francisco.....	17,437			
Portland, Oreg.....	2		236	
Seattle.....	94			1
Canada (Pacific seaports).....	464			675
Mexican border.....	9			26
Charleston, S. C.....		15		
Norfolk, Va.....		2		1
Total.....	18,006	7,753	837	144

TABLE XXIV-A.—*Immigrant alien arrivals in continental United States from insular United States and in insular United States from other insulars and from mainland (continental United States), by ports, fiscal year ended June 30, 1918.*

	From Hawaii.	From Philippine Islands.	From Porto Rico.	From Virgin Islands.	From mainland.	Total.
New York, N. Y.....			112	15		127
Norfolk, Va.....			2			2
Newport News, Va.....				1		1
Charleston, S. C.....			7			7
San Francisco, Cal.....	345	25				370
Portland, Oreg.....	1			1		2
Honolulu, Hawaii.....					24	24
Porto Rico.....				96	55	151
Total.....	346	25	121	113	79	684

TABLE XXIV-B.—*Nonimmigrant alien arrivals in continental United States from insular United States and in insular United States from other insulars and from mainland (continental United States), by ports, fiscal year ended June 30, 1918.*

	From Hawaii.	From Philippine Islands.	From Porto Rico.	From Virgin Islands.	From mainland.	Total.
New York, N. Y.....			1,066	92		1,158
Charleston, S. C.....			8			8
San Francisco, Cal.....	1,406	50				1,456
Seattle, Wash.....	2	1				3
Canadian Pacific ports.....	117	17				134
Honolulu, Hawaii.....		5			532	537
Porto Rico.....				242	880	1,122
Total.....	1,525	73	1,074	334	1,412	4,418

TABLE XXV.—Race, sex, and age of immigrant alien arrivals in continental United States from insular United States, and in insular United States, from other insulars and from continental United States, fiscal year ended June 30, 1918.

Race or people.	Mainland from Hawaii.						Mainland from Philippine Islands.						Mainland from Porto Rico.						
	Sex.		Age.			Total.	Sex.		Age.			Total.	Sex.		Total.				
	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.		Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.		Male.	Female.		Under 16 years.	16 to 44 years.	45 years and over.	
African (black).....																			
Bohemian and Moravian (Czech).....		1			1														
Chinese.....	19	3		22															
Dalmatian, Bosnian, and Herzegovinian.....	1			1															
Dutch and Flemish.....	3			2	1														
English.....	47	43	12	59	19														
Finnish.....	4	1		4	1														
French.....	1	3		3	1														
German.....	3	3		2	1														
Greek.....	2			2															
Hebrew.....																			
Irish.....	5	1		6															
Italian (north).....	1	1		1	1														
Italian (south).....																			
Japanese.....	60	12	4	64	4														
Korean.....	5			5															
Magyar.....																			
Pacific Islander.....	1			1															
Portuguese.....	17	10	1	31	1														
Russian.....	10	2	1	11															
Scandinavian (Norwegian, Danish, and Swedes).....	16	2		18															
Scottish.....	9	8	17	32	2														
Spanish.....	12	10	28	49	4														
Spanish American.....																			
West Indian (except Cuban).....																			
Other peoples.....	8	13	21	41	1														
Totals.....	224	122	346	25	288	33	16	9	25	4	17	4	80	41	6	107	8		

TABLE XXV.—Race, sex, and age of immigrant alien arrivals in continental United States from insular United States and in insular United States from other insulars and from continental United States, fiscal year ended June 30, 1918—Continued.

Race or people.	Mainland from Virgin Islands.				Puerto Rico from mainland.					
	Sex.		Total.	Age.		Sex.		Total.	Age.	
	Male.	Female.		16 to 44 years.	45 years and over.	Male.	Female.		Under 16 years.	16 to 44 years.
African (black).....	4	9	13	12	1	2	2	2	1	1
Cuban.....						4	4	4	3	1
Dutch and Flemish.....						15	4	19	10	4
English.....	1		1	1		3	7	10	7	4
French.....						3		3	2	1
Irish.....						1		1	1	
Scandinavian.....			3	3		1		1	1	
Scottish.....		3	3			1		1		
Spanish.....						4		4	2	2
Spanish American.....						8	3	11	1	2
West Indian (except Cuban).....						1		1	6	4
Other peoples.....						1		1	1	1
Total.....	8	9	17	16	1	40	15	55	8	33
										14

Race or people.	Porto Rico from Virgin Islands.					Hawaii from mainland.						
	Sex.		Age.			Sex.		Age.				
	Male.	Female.	Total.	Under 16 years.	16 to 44 years.	45 years and over.	Male.	Female.	Total.	Under 16 years.	16 to 44 years.	45 years and over.
African (black).....	30	24	53	5	53	5	.....	.....	.....	.....	.....	.....
Bohemian and Moravian (Czech).....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Chinese.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Cuban.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Dalmatian, Boerian, and Herzegovinian.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Dutch and Flemish.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
English.....	1	1	2	1	1	1	.....	.....	.....	.....	.....	.....
Finnish.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
French.....	.....	1	1	.....	.....	.....	.....	.....	.....	.....	.....	.....
German.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Greek.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Hebrew.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Irish.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Italian (north).....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Italian (south).....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Japanese.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Korean.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Magyar.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Pacific Islander.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Portuguese.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Russian.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Scandinavian.....	6	3	9	4	5	.....	.....	.....	.....	.....	.....	.....
Scottish.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Spanish.....	1	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....
Spanish American.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
West Indian (except Cuban).....	11	9	20	6	11	3	.....	.....	.....	.....	.....	.....
Other peoples.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total.....	58	38	96	15	72	9	12	12	24	2	17	5
Grand total.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Male.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Female.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....



TABLE XXV-A.—Race, sex, and age of nonimmigrant alien arrivals in continental United States from insular United States and in insular United States from other insulars and from continental United States, fiscal year ended June 30, 1918.

Race or people.	Mainland from Hawaii.						Mainland from Philippine Islands.						Mainland from Porto Rico.					
	Sex.		Age.		Sex.		Age.		Sex.		Age.		Sex.		Age.			
	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.			
African (black).....																		
Bohemian and Moravian.....	1			1														
Bulgarian (Czech, Serbian, and Montenegrin).....	1	1	2															
Chinese.....	19	8	23		1													
Croatian and Slovenian.....	1		1															
Cuban.....																		
Dutch and Flemish.....	13	3	11	3														
English.....	88	67	14	95	46	2	7	6	3	7	3	2	3	14	14	3		
Finnish.....	1			1														
French.....	9	5	8	1	6	1	3	1	1	1	1	1	1	1	1	1		
German.....	27	11	33	1	1	1	1	1	1	1	1	1	1	1	1	1		
Greek.....	1		1															
Hebrew.....	1		1															
Irish.....	8	4	6	1	6	1	1	1	1	2	1	1	1	1	1	1		
Italian (north).....	1		1															
Italian (south).....						1	1	1	1	2	1	1	1	1	1	1		
Japanese.....	62	15	3	68	6	6	6	6	6	6	2	2	2	2	2	2		
Korean.....	6	5	4	1	6	1	1	1	1	1	1	1	1	1	1	1		
Magyar.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1		
Mexican.....	1		1	1	1	2	2	2	2	2	1	1	1	1	1	1		
Pacific Islander.....	1		1	1	1													
Polish.....																		
Portuguese.....	21	180	113	215	73	3	3	3	3	2	1	1	1	1	1	1		
Roumanian.....	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1		
Russian.....	20	15	3	24	8	1	1	1	1	1	1	1	1	1	1	1		
Ruthenian (Rusniak).....	1		1	1	1													
Scandinavian (Norwegian, Danish, and Swedish).....	14	6	17	3	3													
Scottish.....	10	6	14	2	2	2	2	2	2	2	2	2	2	2	2	2		
Spanish.....	348	301	250	337	62	22	14	14	9	16	11	11	11	11	11	11		
Spanish American.....	13		4	9	9													
Syrian.....	1		1	1	1													
Turkish.....																		

Race or people.	Mainland from Virgin Islands.					Porto Rico from mainland.					Porto Rico from Virgin Islands.					
	Sex.		Age.			Sex.		Age.			Sex.		Age.			
	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	Male.	Female.	Under 16 years.	16 to 44 years.	45 years and over.	
Welsh.....	1															
West Indian (except Cuban).....	11	15	19	7												
Other peoples.....																
Total.....	880	644	900	223	46	22	13	34	21	790	284	62	891	131		
African (black).....	5	17	20	2	26	7	5	26	2	24	30	4	43	7		
Bohemian and Moravian (Czech, Polish, Serbian, and Montenegrin).....						1		1								
Bulgarian.....					2	6	3	2		1			1			
Canadian.....	2	3	2		20	3	2	2		2			3			
Dutch and Flemish.....	3	3	5	1	13	5	5	64	23	16	6	4	17	1		
English.....					63	28		1								
French.....					31	14	2	32	11	9	2		11			
German.....	3		3		8	2		8	2	2						
Greek.....										2						
Hebrew.....					9	1		9		1			1			
Irish.....	1	4	4	1	10	6	1	14	1	1	2		2			
Italian (north).....					22	3		20	5	2	1		3			
Italian (south).....					4	2		6		3			3			
Japanese.....						1		1								
Mexican.....					4	2	1	5	1							
Polish.....	3		3		3	2		4	1							
Portuguese.....					1			1								
Romanian.....					1			1								
Russian.....		1		1	16	4		18	2							
Scandinavian (Norwegian, Dane, and Swedish).....	22	16	24	11	42	8	3	43	4	44	11	5	43	7		
Scottish.....			3		9	3		7	5		1		1			
Spanish.....					276	60	21	287	28	17	1		16	2		
Spanish American.....					43	25	5	56	7	9	5	6	8			
Syrian.....					28	1		26	3	2			2			
West Indian (except Cuban).....	3	10	6	2	42	13	4	46	5	29	20	8	33	8		
Other peoples.....					4	7	3	7	1							
Total.....	42	51	67	18	678	202	63	723	104	162	80	27	188	27		

TABLE XXV-A.—Race, sex, and age of nonimmigrant alien arrivals in continental United States from insular United States and in insular United States from other insular and from continental United States, fiscal year ended June 30, 1918—Continued.

Race or people.	Hawaii from mainland.				Hawaii from Philippine Islands.		Grand totals.		
	Sex.		Ages.		Sex (male).	Age, 16 to 44 years.	Male.	Female.	Total.
	Male.	Female.	Under 16 years.	16 to 44 years.					
African (black)							83	87	170
Armenian	1				1		1		1
Bohemian and Moravian (Czech)	1						3	2	5
Bulgarian, Serbian, and Montenegrin	7				6		26	8	34
Chinese								1	1
Croatian and Slovenian									
Cuban	9	2	3	7	1		45	13	58
Dutch and Flemish							55	12	67
East Indian							1		1
English	136	98	20	145	69		364	287	651
Finnish	4	2	2	3	1		9	2	11
French	6	6	8	8	4		88	40	128
German	8	16	8	14	2		63	36	99
Greek	5			4	1				10
Hebrew									
Irish	4	4		6	2		29	1	30
Italian (north)	2			2			31		32
Italian (south)							51	15	66
Japanese	57	12	3	64	13		27	4	31
Korean	4	2		6		4	11	7	18
Magyar									
Mexican	1			1	1		16	3	19
Pacific Islander									
Polish	2			2			13		15
Portuguese	15	12	3	13	11		241	192	433
Roumanian							3		3
Russian	16	5	1	19	1		61	29	90
Ruthenian (Rusniak)							1		1
Scandinavian (Norwegians, Danes, and Swedes)	19	9		28	5		194	69	263
Scotts	12	10	2	16	5		44	23	67
Spanish	6	1	4	3	1		970	430	1,400
Spanish American	1	3	2	2			117	61	178
Syrian	1			1			55	4	59
Turkish	2	2		3	1		5	3	8
Welsh	1								
West Indian (except Cuban)							162	121	283
Other peoples	12	15	3	16	8		27	37	64
Total	383	199	51	354	127	5	2,936	1,469	4,418

TABLE XXXVI.—Immigrant alien arrivals in continental United States from insular United States, and in insular United States from other insular and from continental United States, showing races and countries in which aliens resided before going to insular United States or continental United States, fiscal year ended June 30, 1918.

Race or people.	Belgium.	Denmark.	France, including Corsica.	German Empire.	Greece.	Italy, including Sicily and Sardinia.	Netherlands.	Norway.	Portugal, including Cape Verde and Azore Islands.	Roumania.	Russian Empire.	Spain, including Canary and Balearic Islands.	Sweeden.	United Kingdom.	Total Europe.
<b>AT MAINLAND FROM INSULARS.</b>															
Dutch and Flemish.....				1			1							13	1
English.....															12
Finnish.....				1							5				6
French.....			4												4
German.....				2											2
Greek.....					1										2
Irish.....														2	2
Italian (north).....						3									3
Portuguese.....									32		9				32
Russian.....															9
Scandinavian (Norwegians, Danes, and Swedes).....		2						18							20
Scottish.....														14	14
Spanish.....												43			43
Total.....	2	4	4	2	1	3	2	18	32	1	14	43		28	150
<b>IN PORTO RICO FROM MAINLAND.</b>															
Dutch and Flemish.....							3								3
English.....														2	2
French.....			7								2				9
Scandinavian (Norwegians, Danes, and Swedes).....														1	1
Scottish.....														1	1
Spanish.....			1									2			3
Total.....		1	8				3				2	2		3	19
<b>IN PORTO RICO FROM VIRGIN ISLANDS.</b>															
Scandinavian (Norwegians, Danes, and Swedes).....		1						1							3
Total.....		1						1						1	3

TABLE XXVI.—Immigrant alien arrivals in continental United States from insular United States, and in insular United States from other insular and from continental United States, showing races and countries in which aliens resided before going to insular United States or continental United States, fiscal year ended June 30, 1918—Continued.

Race or people.	Belgium.	Den- mark.	France, includ- ing Corsica.	German Empire.	Greece.	Italy in- cluding Sicily and Sardinia.	Nether- lands.	Nor- way.	Portugal, includ- ing Cape Verde and Azore Islands.	Rou- mania.	Russian Empire.	Spain, includ- ing Canary and Balearic Islands.	Swe- den.	United King- dom.	Total Europe.
<b>IN HAWAII FROM MAINLAND.</b>															
Dutch and Flemish.....	1													2	1
English.....															2
Portuguese.....						3									3
Russian.....											4				4
Total.....	1					3					4			2	10
Grand total.....	1	4	12	2	1	3	5	19	35	1	20	45	1	33	182
<b>Race or people.</b>	<b>China.</b>	<b>Japan.</b>	<b>Other Asia.</b>	<b>Total Asia.</b>	<b>Africa.</b>	<b>Australia, Tas- mania and New Zealand.</b>	<b>Pacific Islands (not spec- ified).</b>	<b>British North America.</b>	<b>Central America.</b>	<b>Mexico.</b>	<b>South America.</b>	<b>West Indies.</b>	<b>Grand total.</b>		
African (black).....									1		2		55		
Bohemian and Moravian (Czech).....						1							1		
Chinese.....	22			22									22		
Dalmatian, Bosnian, and Herzegovinian.....						1							1		
Dutch and Flemish.....	2	2	1	12	2	59	7	4					3		
English.....													98		
Finnish.....													6		
French.....													3		
German.....													9		
Greek.....													2		
Hawaiian.....													2		
Irish.....													4		
Italian (north).....						4							4		
Italian (south).....													1		
Japanese.....	72	72	5	72									1		
Korean.....				8											
Mexican.....															
Moravian.....															
Pacific Islander.....															

**AT MAINLAND FROM INSULARS.**

African (black).....															
Bohemian and Moravian (Czech).....															
Chinese.....															
Dalmatian, Bosnian, and Herzegovinian.....															
Dutch and Flemish.....															
English.....															
Finnish.....															
French.....															
German.....															
Greek.....															
Hawaiian.....															
Irish.....															
Italian (north).....															
Italian (south).....															
Japanese.....															
Korean.....															
Mexican.....															
Moravian.....															
Pacific Islander.....															



TABLE XXVI-A.—*Nonsmigrant alien arrivals in continental United States from insular United States, showing races and countries in which aliens resided before going to insular*

Race or people.	Denmark.	France, including Corsica.	Italy, including Sicily and Sardinia.	Netherlands.	Norway.	Russian Empire.	Spain, including Canary and Balearic Islands.	Sweden.	Switzerland.	United Kingdom.	Other Europe.	Total Europe.
<b>AT MAINLAND FROM INSULARS.</b>												
African (black).....												
Bohemian and Moravian (Czech).....												
Bulgarian, Serbian, and Montenegrin.....												
Chinese.....												
Croatian and Slovenian.....												
Cuban.....												
Dutch and Flemish.....			2	2								4
English.....										10		10
Finnish.....												
French.....		3										3
German.....												
Greek.....												
Hebrew.....												
Irish.....												
Italian (north).....												
Italian (south).....												
Japanese.....												
Korean.....												
Magyar.....												
Mexican.....												
Pacific Islander.....												
Polish.....												
Portuguese.....												
Roumanian.....												
Russian.....						4						4
Ruthenian (Russniak).....												
Scandinavian (Norwegians, Danes, and Swedes).....	4				3			3				10
Scotch.....										1		1
Spanish.....							12					12
Spanish-American.....		1										1
Syrian.....												
Turkish.....												
Welsh.....												
West Indian (other than Cuban).....												
Other peoples.....												
<b>Total.....</b>	<b>4</b>	<b>4</b>	<b>2</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>12</b>	<b>3</b>		<b>11</b>		<b>45</b>
<b>IN PORTO RICE FROM MAINLAND.</b>												
African (black).....												
Bohemian and Moravian (Czech).....												
Bulgarian, Serbian, and Montenegrin.....												
Cuban.....												
Dutch and Flemish.....				4								4
English.....										2		2
Finnish.....												
French.....		1	1						1			3
German.....												
Hebrew.....												
Irish.....												
Italian (north).....			1									1
Italian (south).....												
Japanese.....												
Mexican.....												
Polish.....												
Portuguese.....												
Roumanian.....												
Russian.....												
Scandinavian (Norwegians, Danes, and Swedes).....	4											4
Scotch.....												
Spanish.....												
Spanish-American.....												
Syrian.....												
West Indian (other than Cuban).....												
Other peoples.....												
<b>Total.....</b>	<b>4</b>	<b>1</b>	<b>2</b>	<b>4</b>					<b>1</b>	<b>2</b>		<b>14</b>

United States, and in insular United States from other insulars and from continental United States or continental United States, fiscal year ended June 30, 1918.

China.	Japan.	India.	Other Asia.	Total Asia.	Australia, Tasmania, and New Zealand.	Pacific Islands (not specified).	British North America.	Mexico.	South America.	West Indies.	United States.	Total.
										4	79	83
											3	3
			1	1							2	2
											26	27
										10	1	1
											21	31
1	2	1		3	17	1	17			5	30	35
			2	2	1		1		1	2	50	60
											65	65
											3	3
1				1			4		1		18	19
											30	35
									1	4	31	36
	2			2						1	21	22
											77	79
											11	11
											1	1
									1	2	9	12
											1	1
											9	9
											406	406
											2	2
										1	44	49
											1	1
										3	107	120
						1				2	28	32
						9		1	4	5	998	1,029
									31	2	58	92
										3	24	27
											4	4
											1	1
									4	25	160	179
							9				17	26
2	4	1	3	10	18	11	31	1	43	69	2,531	2,759
										6	27	33
											1	1
											2	2
										5	21	26
							9		1		13	18
										9	79	92
											1	1
											42	45
											10	10
											10	10
							2			2	12	16
									1	1	22	25
										2	4	6
											1	1
								1			5	6
											5	5
											1	1
											1	1
											20	20
											43	50
											12	12
								1	3	6	326	336
									25	1	42	68
										3	26	29
										27	28	55
										1	10	11
							11	2	30	66	767	880



TABLE XXVI-A.—*Nonimmigrant alien arrivals in continental United States from insular United States, showing races and countries in which aliens resided before going to insular*

Race or people.	Denmark.	France, including Corsica.	Italy, including Sicily and Sardinia.	Netherlands.	Norway.	Russian Empire.	Spain, including Canary and Balearic Islands.	Sweden.	Switzerland.	United Kingdom.	Other Europe.	Total Europe.
IN PORTO RICO FROM VIRGIN ISLANDS.												
African (black).....												
Cuban.....												
Dutch and Flemish.....												
English.....												
French.....		3								1		4
Greek.....												
Hebrew.....												
Irish.....												
Italian (north).....												
Italian (south).....					4							
Scandinavian (Norwegians, Danes, and Swedes).....	1							1				6
Scotch.....												
Spanish.....												
Spanish American.....												
Syrian.....												
West Indian (except Cuban).....												
<b>Total.....</b>	<b>1</b>	<b>3</b>			<b>4</b>			<b>1</b>		<b>1</b>		<b>10</b>
IN HAWAII FROM MAINLAND.												
Armenian.....												
Bohemian and Moravian (Czech).....												
Chinese.....											5	5
Dutch and Flemish.....												
East Indian.....												
English.....										13		13
Finnish.....						4						4
French.....												
German.....												
Greek.....												
Irish.....										1		1
Italian (north).....												
Japanese.....												
Korean.....												
Mexican.....												
Polish.....												
Portuguese.....												
Russian.....						1						1
Scandinavian (Norwegians, Danes, and Swedes).....										1		1
Scotch.....												
Spanish.....										1		1
Spanish American.....												
Syrian.....												
Turkish.....												
Welsh.....												
Other peoples.....												
<b>Total.....</b>						<b>5</b>				<b>16</b>	<b>5</b>	<b>26</b>
IN HAWAII FROM PHILIPPINE ISLANDS.												
Japanese.....												
Korean.....												
<b>Total.....</b>												
<b>Grand total.....</b>	<b>9</b>	<b>8</b>	<b>4</b>	<b>6</b>	<b>7</b>	<b>9</b>	<b>12</b>	<b>4</b>	<b>1</b>	<b>30</b>	<b>5</b>	<b>95</b>

United States, and in insular United States from other insular and from continental United States or continental United States, fiscal year ended June 30, 1918—Continued.

China.	Japan.	India.	Other Asia.	Total Asia.	Australia, Tasmania, and New Zealand.	Pacific Islands (not specified).	British North America.	Mexico.	South America.	West Indies.	United States.	Total.
										28	28	54
											1	1
											3	3
							2				18	22
										2	4	11
										3	2	2
											1	1
										1	2	3
											3	3
											3	3
										2	47	55
											1	1
											2	3
											3	3
											3	3
											2	1
											1	1
									1	2	15	18
									7	2	5	14
										1	1	2
										28	21	49
							2		8	67	155	242
			1	1							1	1
											1	1
											7	7
			2	2							4	11
6	1	1		8	43	1	8		2		159	234
					2		1				2	6
											9	12
											24	24
											5	5
											4	8
	1			1	1		1				2	2
		7		7							62	69
											6	6
											1	1
											2	2
											27	27
						1					19	21
											27	28
1				1	2		2				16	22
											7	7
											4	4
			1	1							4	1
											4	4
											1	1
							10				17	27
7	9	1	4	21	49	1	22		2		411	532
											4	4
											1	1
											5	5
9	13	2	7	31	67	12	66	3	83	202	3,859	4,418

TABLE XXVII.—Immigrant alien arrivals in continental United States and in insular United States from other insular and from continental United States, showing races and final destination within continental United States or insular United States, fiscal year ended June 30, 1918.

Race or people	Ala.	Ariz.	Cal.	Colo.	Ha-waii.	Ill.	Kans.	La.	Mass.	Mo.	Nebr.	N. J.	N. Y.	Ohio.	Oreg.	Pa.	Phil. Is.	P. R.	Tenn.	Utah.	Va.	Vir-gin Is.	Total.	
<b>AT MAINLAND FROM INSULARS.</b>																								
African (black).....						1			4				42			4						3		85
Bohemian and Moravian (Czech).....	1																							1
Chinese.....			1			2		2	2	2	5		1											22
Cuban.....																								1
Palmitan, Fosenian, and Herzegovinian.....			1																					1
Dutch and Flemish.....			3																					3
English.....		2	76			2	1	2					16											98
Finnish.....			5			1																		6
French.....			2										3											6
German.....			2			2									1	1								6
Creek.....			2																					2
Hebrew.....													2											2
Irish.....			4										2											2
Italian (north).....			1										2											2
Italian (south).....												4												4
Italian.....											1													1
Japanese.....			60				1	2	1	2	2	1	2	1						1				73
Korean.....			4										1											5
Maeyar.....													1											1
Pacific Islander.....																					1			1
Portuguese.....			33																					33
Russian.....			9										9											12
Scandinavian (Norwegians, Danes, and Swedes).....			21										5											28
Scottish.....			16			1																		17
Spanish.....			36										20											56
Spanish American.....								1					30			1								32
West Indian.....												2	15											17
Other peoples.....			16										5											21
<b>Total.....</b>	<b>1</b>	<b>2</b>	<b>300</b>	<b>3</b>		<b>9</b>	<b>1</b>	<b>4</b>	<b>9</b>	<b>4</b>	<b>7</b>	<b>3</b>	<b>151</b>	<b>1</b>	<b>2</b>	<b>6</b>	<b>1</b>		<b>1</b>	<b>1</b>	<b>3</b>		<b>509</b>	

<b>IN PORTO RICO FROM MAINLAND</b>																					
Cuban.....															2						
Dutch and Flemish.....															4						
English.....															19						
French.....															10						
Irish.....															1						
Scandinavian (Norwegians, Danes, and Swedes).....															1						
Scottish.....															4						
Spanish.....															11						
Spanish American.....															1						
West Indian.....															1						
Other peoples.....															1						
Total.....														54	1						
<b>IN PORTO RICO FROM VIRGIN ISLANDS</b>																					
African (black).....															63						
English.....															2						
French.....															1						
Scandinavian (Norwegians, Danes, and Swedes).....															9						
Spanish.....															1						
West Indian.....															20						
Total.....														34	2						
<b>IN HAWAII FROM MAINLAND</b>																					
Dutch and Flemish.....															1						
English.....															10						
Japanese.....															4						
Portuguese.....															3						
Russian.....															4						
Scandinavian (Norwegians, Danes, and Swedes).....															2						
Total.....														24	24						
<b>Grand total.....</b>																					
1	2	300	3	24	10	1	4	13	4	7	4	203	1	2	8	1	88	1	5	1	684

TABLE XXVII-A.—Nonimmigrant alien arrivals in continental United States from insular United States, and in insular United States from other insulars and from continental United States, showing races and final destination within continental United States or insular United States, fiscal year ended June 30, 1918.

Race or people.	Ala.	Alas-ka.	Cal.	Colo.	Conn.	D. C.	Fla.	Ha-wai.	Ill.	Iowa.	Kans.	La.	Me.	Md.	Mass.	Mich.	Minn.	Mo.	Mont.
<b>AT MAINLAND FROM INSULARS.</b>																			
African (black).....															2	2			
Bohemian and Moravian (Czech).....			1		3														
Bulgarian, Serbian, and Montenegrin.....			13				7	4											
Chinese.....			12	1			23	2				1		1	3				
Dutch and Flemish.....	1	3	75																
English.....			1																
Finnish.....			6			1		3	1					3	2	2			
French.....	1		29				1	3											
German.....																			
Greek.....								1											
Hebrew.....								1											
Irish.....			5					1						2	3				
Italian (north).....			2																
Japanese.....			41				7	5	1	3		1		4	4				1
Korean.....			7											3	3				1
Mexican.....			1						1										
Pacific Islander.....			1																
Portuguese.....			385					3							9	1			4
Roumanian.....								1											
Russian.....			31					1											
Ruthenian (Russniak).....			1																
Scandinavian (Norwegian, Dane, and Swede).....			21		1										2	2			
Scotch.....			9					2						2					
Spanish.....	1		650		1		1	3						1	8				2
Spanish American.....	1		13	1										1	1				
Wahian.....			1																
West Indian (except Cuban).....			1		1														
Other peoples.....			7					5							2	1			1
<b>Total.....</b>	<b>4</b>	<b>3</b>	<b>1,315</b>	<b>2</b>	<b>6</b>	<b>1</b>	<b>4</b>	<b>57</b>	<b>19</b>	<b>1</b>	<b>3</b>	<b>1</b>	<b>2</b>	<b>10</b>	<b>39</b>	<b>4</b>	<b>3</b>	<b>8</b>	<b>1</b>
<b>IN PORTO RICO FROM MAINLAND.</b>																			
English.....																			
Finnish.....							2												1
Spanish.....															1	1			
<b>Total.....</b>							<b>2</b>								<b>2</b>	<b>1</b>			<b>1</b>

IN PORTO RICO FROM VIRGIN ISLANDS.																			
English.....	2																		
Scandinavian (Norwegian, Danes, and Swedes).....	2																		
Spanish.....	4																		
Spanish American.....																			
<b>Total.....</b>	<b>8</b>																		
IN HAWAII FROM MAINLAND.																			
Bohemian and Moravian (Czech).....																			
Chinese.....					1														
Dutch and Flemish.....					6														
East Indian.....					4														
English.....	18																		
French.....	2				2														
German.....	2				5														
Greek.....	2				22														
Irish.....	1				3														
Italian (north).....					2														
Japanese.....	18				2														
Korean.....	1				42														
Mexican.....					6														
Polish.....					2														
Portuguese.....	5				2														
Russian.....	3				22														
Scandinavian (Norwegians, Danes, and Swedes).....	10				13														
Scottish.....	2				13														
Spanish.....	4				10														
Spanish American.....					7														
Turkish.....					4														
Welsh.....					4														
Other peoples.....	3				11														
<b>Total.....</b>	<b>71</b>				<b>269</b>														
IN HAWAII FROM PHILIPPINE ISLANDS.																			
Japanese.....																			
Korean.....					4														
<b>Total.....</b>					<b>5</b>														
<b>Grand total.....</b>	<b>4</b>	<b>31,394</b>	<b>2</b>	<b>6</b>	<b>1</b>	<b>6</b>	<b>331</b>	<b>21</b>	<b>1</b>	<b>3</b>	<b>1</b>	<b>4</b>	<b>2</b>	<b>13</b>	<b>43</b>	<b>5</b>	<b>3</b>	<b>9</b>	<b>1</b>

TABLE XXVII-A.—Nonimmigrant alien arrivals in continental United States from insular United States, and in insular United States from other insular and from continental United States, showing races and final destination within continental United States or insular United States, fiscal year ended June 30, 1918.—Continued.

Race or people.	Nebr.	N. J.	N. Y.	Ohio.	Okla.	Oreg.	Pa.	P. I.	P. R.	R. I.	Tenn.	Utah.	Va.	Vir- gin Is- lands.	Wash. Va.	W. Va.	Wis. U. S.	Out- side the U. S.	To- tal.	
<b>AT MAINLAND FROM INSULARS.</b>																				
African (black).....		5	59				1		4	1								6	83	
Bohemian and Moravian (Czech).....			2																3	3
Bulgarian, Serbian, and Montenegrin.....																			2	2
Chinese.....					2														1	27
Croatian and Slovenian.....				1															1	1
Cuban.....			11				2		5										13	31
Dutch and Flemish.....		3	8																10	35
English.....		4	35				2		14				1		6				81	263
Finnish.....			3																	4
French.....		1	15						12											4
German.....		3	10						3		1				4				20	60
Greek.....														2					4	66
Hebrew.....			13						3										3	3
Irish.....		2	6	1			4	1	3						1				1	19
Italian (north).....			24						5						1				6	35
Italian (south).....			14						4	1									5	36
Japanese.....	2		6												4				3	32
Korean.....																			5	11
Magyar.....				1															1	1
Mexican.....			4					1							1				3	12
Pacific Islander.....																				0
Polish.....			6																1	7
Portuguese.....									3						2				2	405
Romanian.....																			7	40
Russian.....		1	4	1					4						1				7	40
Ruthenian (Rusniak).....																				1
Scandinavian (Norwegians, Danes, and Swedes).....		1	31	2					9					1	7				43	120
Scottish.....			4						5										7	32
Spanish.....		5	146	1			1	152							9		1		45	1,029
Spanish American.....		2	31				1		4										38	92
Syrian.....		2	14						5										3	27
Turkish.....			1						3										3	4
Welsh.....																			1	1
West Indian (except Cuban).....		2	63				1		55					1					48	179
Other peoples.....			2			1													10	26
<b>Total.....</b>	<b>2</b>	<b>31</b>	<b>513</b>	<b>7</b>	<b>2</b>	<b>1</b>	<b>12</b>	<b>6</b>	<b>293</b>	<b>2</b>	<b>.....</b>	<b>1</b>	<b>5</b>	<b>10</b>	<b>29</b>	<b>1</b>	<b>1</b>	<b>359</b>	<b>2,759</b>	

IN PORTO RICO FROM MAINLAND.

African (black)	1	17						6	10	28
Bohemian and Moravian (Czech)		1								1
Bulgarian, Serbian, and Montenegrin		2								2
Cuban	1	14							11	25
Dutch and Flemish	3	4					1		8	15
English	18	44							26	92
French										1
German	1	34					2		9	45
Irish	2	9							1	10
Italian (north)	4	5							1	10
Italian (south)	2	6							1	10
Japanese	7	12							5	18
Mexican	1	2							3	28
Polish	1	3							3	6
Portuguese		5							1	6
Rumanian	1	7								1
Scandinavian (Norwegians, Danes, and Swedes)	11	7					1		2	21
Scottish	4	20						5	10	50
Spanish	26	11							34	336
Spanish American	1	275							36	688
Syrian	9	20							4	20
West Indian (except Cuban)	5	16					1		33	55
Other peoples	1	7							3	11
Total	9	538	1				1	15	207	890

IN PORTO RICO FROM VIRGIN ISLANDS.

African (black)		12						1	5	54
Cuban	8	1							1	1
Dutch and Flemish									2	3
English	1	6					8		6	22
French		2							9	11
Greek							2			2
Hebrew										1
Irish	1									1
Italian (north)	1	3						1	1	3
Italian (south)		2								3
Scandinavian (Norwegians, Danes, and Swedes)	3	3							26	55
Scottish	1	1							1	1
Spanish	7	7							7	18
Spanish American	1	1							11	14
Syrian	1	1							1	2
West Indian (except Cuban)	2	11						5	31	49
Total	1	49					3	40	123	242



TABLE XXVII-A.—Nonimmigrant alien arrivals in continental United States from insular United States, and in insular United States from other insular and from continental United States, showing races and final destination within continental United States or insular United States, fiscal year ended June 30, 1918—Continued.

Race or people.	Nebr.	N. J.	N. Y.	Ohio.	Okla.	Oreg.	Fa.	P. I.	P. R.	R. I.	Tenn.	Utah.	Va.	Vir- gin Islands.	Wash.	W. Va.	Wis.	Out- side the U. S.	To- tal.
IN HAWAII FROM MAINLAND.																			
Armenian.....																		1	1
Bohemian and Moravian (Czech).....																			1
Chinese.....		1																	1
Dutch and Flemish.....																		7	7
East Indian.....																			11
English.....		1				1												115	234
Finnish.....							2											4	6
French.....		1																4	12
German.....																		5	24
Greek.....																		4	8
Irish.....																1		4	8
Italian (north).....										1								6	2
Japanese.....		1																6	69
Korean.....																		1	1
Mexican.....																			2
Polish.....																			27
Portuguese.....																		4	21
Russian.....																		5	28
Scandinavian (Norwegians, Danes, and Swedes). Scotch.....																		9	22
Spanish.....																			4
Spanish American.....																		1	4
Syrian.....																			1
Turkish.....																			4
Welsh.....																			1
Other peoples.....																		13	27
Total.....			5			1		3			1							173	582
IN HAWAII FROM PHILIPPINE ISLANDS.																			
Japanese.....																			4
Korean.....																			1
Total.....																			5
Grand total.....	2	41	635	8	2	2	13	9	880	2	1	1	9	65	31	1	1	862	4,418

TABLE XXVIII.—Aliens granted hospital treatment under sections 19 and 37 of the immigration law, fiscal year ended June 30, 1918, by race.

	Armenian.	Chinese.	German.	Greek.	Hebrew.	Italian.	Japanese.	Korean.	Russian.	Races not specified.	Total.
Number.....	1	235	1	4	6	22	680	5	1	9	914
Diseases:											
Trachoma.....	1	16		3	4	19	45	3	1	6	98
Typhoid.....						1				1	1
Typhus.....		219				1	584	2		2	804
Tuberculosis.....			1	1	2	1	1			1	8
Other diseases.....											
Result of treatment and disposition:											
Cured and admitted.....	1	227		3	5	11	583	5	1	6	842
Died.....			1			1				1	2
Not cured (deported).....					1	1					2
Still under treatment.....		8		1	1	9	45			2	66
Length of treatment:											
Under 1 month.....		216			2	3	518	2	1	4	746
Under 2 months.....	1	7		4		6	50			1	65
Under 3 months.....		3					12	2		1	22
Under 4 months.....						2	1	1			4
Under 5 months.....		1				1	2				5
6 to 10 months.....			1		3	1					5
10 to 20 months.....											3
Over 20 months.....		10			1	8	45			2	66
By whom expenses were paid:											
Parent.....		86				9	144		1	1	241
Husband.....	1	14		3		14	258	3		2	282
Self.....		10					19	2		5	36
Relatives.....		70		4		7	16			1	100
Other.....		55	1			5	193				255
Sex:											
Male.....	1	210	1	2	2	3	287	2		6	513
Female.....		26		2	4	19	343	3	1	3	401
Age:											
Under 16 years.....		8		1		7	17			1	34
16 to 44 years.....	1	175		3	6	14	594	5	1	6	806
45 years and over.....		52	1			1	19			2	75

TABLE XXVIII-A.—Aliens granted hospital treatment under sections 19 and 37 of the immigration law, fiscal year ended June 30, 1918, by ports.

Port.	Diseases.				Result of treatment and disposition.						Length of treatment.						Total.			
	Tra- choma.	Tinea- ton- surans.	Favus.	Uncl- inari- asis.	Other.	Cured and ad- mitted.	Cured and de- ported.	Died.	Not cured (de- ported).	Still under treat- ment.	Under 1 month.	Under 2 months.	Under 3 months.	Under 4 months.	Under 5 months.	5 to 10 months.		10 to 20 months.	Over 20 months.	Still under treat- ment, length of time not stated.
New York.....	24	1	1		5	22	1		1	7	7	0	3	1	2	1	3	1	7	31
Boston.....	8				1	2				6		1	1		1				6	9
Philadelphia.....					1		1													
San Francisco.....	22			209		227		2	2	215	9	3	3	2					2	231
Seattle.....	6			597	1	593			51	300	33	16	15	1	2				51	604
Honolulu.....	38					38				4	4									38
Total.....	98	1	1	806	8	842	1	2	3	66	740	65	22	4	5	2	3	1	66	914



TABLE XXIX.—*Aliens certified by surgeons as physically or mentally defective, diseases*

Disease or defect.	Number.	Sex.		Age.					
		Male.	Female.	Under 16 years.	16 to 21 years.	22 to 29 years.	30 to 37 years.	38 to 44 years.	45 years and over.
Idiot.....	2	2		1			1		
Imbecile.....	7	4	3	4	1			1	1
Feeble-minded.....	86	20	16	7	6	4	6	7	6
Psychopathic inferiority (not specified).....	29	17	12	5	3	7	4	4	6
Insanity.....	72	53	19		6	16	22	8	20
Epilepsy.....	33	29	4	7	6	9	6	3	2
Tuberculosis.....	97	78	19		12	43	26	9	7
Trachoma.....	311	192	119	48	113	82	82	18	18
Favus.....	3	1	2		1			2	
Uncinariasis.....	769	455	314	89	261	202	101	53	63
Veneral disease.....	237	221	16	1	62	96	45	21	12
Parasitic disease (not specified).....	65	54	11	9	24	9	8	7	8
Contagious, transmissible, or communicable disease (not specified).....	62	35	27	51	6	2	1	1	1
Rheumatism, arthritis, gout, neuritis.....	146	113	33		4	22	21	19	80
Debility, anemia, marasmus, malnutrition.....	101	49	52	3	9	35	22	10	22
Sclerosis.....	56	36	20		1	1	1	2	51
Senility (physical degeneration incident to age).....	1,146	547	599	1			4	11	1,130
Organic disease (not specified); general, systemic, or constitutional disease (not specified).....	314	250	64	9	45	75	55	32	98
Malignant tumor.....	21	16	5	1	1	1	2	4	12
Nonmalignant tumor, hypertrophy, new growth, dilatation, localized collection of fluid not due to cardiac or kidney disease.....	180	108	72	11	22	37	41	24	45
Acute inflammatory or suppurative condition.....	64	44	20	19	12	11	4	5	13
Chronic inflammatory or suppurative condition.....	193	148	45	14	26	39	37	30	47
Acute injuries.....	51	45	6	4	8	22	8	5	4
Deformity, malformation, ankylosis, cicatrix, permanent injury (not specified).....	436	322	114	41	53	113	80	60	80
Loss of member.....	167	149	18	7	19	42	32	16	51
Paralysis (partial or complete), atrophy.....	108	77	31	15	15	13	16	12	37
Less than normal function, disordered function (not specified).....	524	346	178	41	63	104	86	65	165
Complete loss of function of organ (not specified).....	87	56	31	5	14	10	12	7	39
Undersized.....	14	7	7		5	6	3		
Hernia.....	260	257	3	4	15	43	49	53	96
Poor development, lack of development (not specified).....	72	52	20	9	22	12	11	6	12
Pregnancy.....	242		242		80	95	47	11	
Infancy.....	210	120	90	210					
Alcoholism.....	32	27	5			2	4	4	22
Not stated.....	6	6			1	1	1	1	2
Total.....	6,153	3,936	2,217	616	925	1,154	797	511	2,150

fiscal year ended June 30, 1918, showing sex, age, class of defect, and disposition, by or defects.

Class of defect.				Disposition.											
Class A (1).	Class A (2).	Class B.	Class C.	Admitted on primary inspection.	Admitted by e-board of special inquiry.	Deported without appeal on decision of board of special inquiry.	Admitted without bond on appeal to department.	Admitted on bond after appeal to department.	Deported pursuant to departmental decision on appeal.	Admitted after hospital treatment.	Deported after hospital treatment.	Application for admission of bond granted and alien admitted.	Application for admission on bond denied and alien deported.	Total admitted.	Total deported.
2						2									2
7						6		1						1	6
36						19		10						16	20
29					1	23		1	1					4	25
72						57		5	2					7	65
33						30		1	1					1	32
97					2	84		6	2					10	87
					2	201		5	1				1	108	203
	311					3								3	3
	3					9								760	9
	716	53			5	123		28	1	12	780			102	135
	33				28	11		4	2	3	40			51	14
	204										1				
	10	15	40	84	10	11									
		58									3			6	56
		3	1		2	55	1		1		3			105	41
		123	23	39	64	30	1	2	11					62	39
		77	24	15	45	23	1	1	16					50	6
		38	18	10	84	5	3	3	1						
		975	171	243	719	100	5	31	48					998	148
		295	19	64	132	43	17	15	53					218	96
		18	3	8	6	3			4					14	7
		68	112	53	89	25	2	3	8					147	33
		21	43	15	37	8			2	2				54	10
		119	74	44	86	39	3	3	17			1		137	56
		35	16	9	27	6		7	1	1				44	7
		261	175	153	185	56	9	4	25			4		355	81
		108	59	42	75	24	5	6	15					128	39
		94	14	26	47	20	2	6	6				1	81	27
		243	281	143	249	84	7	7	34					406	118
		74	13	26	26	15	5	5	10					62	25
		7	7	4	8	1	1	1						13	1
		240	20	58	111	38	21	4	28					194	66
		61	11	11	38	7	1	2	13					52	20
		27	215	152	48	27	2	7	6					209	33
		61	149	2	143	52	8		5					153	57
28			3			26	3		2					4	28
			5		3		1							6	
304	1,302	3,051	1,496	1,150	2,215	1,255	154	127	332	907	4	5	4	4,558	1,565

TABLE XXIX-A.—Aliens certified by surgeons as physically or mentally defective, fiscal year ended June 30, 1918, showing races or peoples, by diseases or defects.

Disease or defect.	Race or people.																		
	Armenian.	Bohemian and Moravian.	Bulgarian, Serbian, and Montenegrin.	Chinese.	Croatian and Slovenian.	Cuban.	Dutch and Flemish.	East Indian.	English.	Finnish.	French.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Japanese.	Korean.
Idiot.....	1								2	1	1								
Imbecile.....									4			5							
Feeble-minded.....	1								11	4						1			
Psychopathic inferiority (not specified).....									10	1	7	8	2	4	7	1	3		
Insanity.....	1			1		1	2		12	3	3	2	2	3	8	1	2		
Epilepsy.....									14	1	13	3	3	2	10				
Tuberculosis.....	2			3		1	2		2	1	3	5	10	17	1	26	11	1	3
Trachoma.....	1		4	46	1				2	1	3	6	3	11	4	4	5		2
Veneral disease.....	2		225	1			7	1	5	13	6	3	9	4	10	4	4	5	2
Parasitic disease (not specified).....	40		15	1			1		2	2	1		9	1				27	2
Contagious, transmissible, or communicable disease (not specified).....	5								5										
Rheumatism, arthritis, gout, neuritis.....		1	1				2		42	2	21	11	1	1	20	1			
Debility, anemia, marasmus, malnutrition.....		1	3	1					28	2	18	4	7	2	8	1	2		
Sclerosis.....	1								14		16	3	1	2	8				
Senility (physical degeneration incident to age).....	20	3	2	1	1	1	32	1	139	10	142	34	43	62	71	14	205	30	3
Organic disease (not specified); general, systemic, or constitutional disease (not specified).....	14			10	1	1	11	1	67	1	25	9	13	8	27	6	9	11	
Malignant tumor.....	1								2		4								
Nonmalignant tumor, hypertrophy, new growth, dilatation, localized collection of fluid not due to cardiac or kidney disease.....	2			1			4	1	41	2	17	5	6	2	17	2	20	9	
Acute inflammatory or suppurative condition.....	3			3				1	6	1	3	3	3	1	3	2	10	5	
Chronic inflammatory or suppurative condition.....	4	1		1	2		5	1	48	6	16	7	2	14	20	5	8	4	
Acute injuries.....	1								17						3	1	2		
Deformity, malformation, ankylosis, disarticulation.....	8	2		15			12	1	84	4	48	12	13	19	29	5	24	27	1
Permanent injury (not specified).....	1	1					2		33	4	23	5	2	2	21	11	2		
Paralysis (partial or complete), atrophy.....	2		3				2		33	1	11	3	1	2	7	2	1	3	





TABLE XXIX-A.—Aliens certified by surgeons as physically or mentally defective, fiscal year ended June 30, 1918, showing races or peoples, by diseases or defects—Continued.

Disease or defect.	Race or people.													Total.				
	Lithuanian.	Magyar.	Mexican.	Pacific Islander.	Polish.	Portuguese.	Roumanian.	Russian.	Ruthenian (Rus- sian).	Scandinavian.	Scotch.	Spanish American.	Syrian.		Turkish.	Welsh.	West Indian (ex- cept Cuban).	Other peoples.
Idiot.....			1															2
Inebriety.....			1															7
Imbecile.....			1															36
Insane.....			8															20
Psychopathic inferiority (not specified).....			2															72
Insanity.....			1		1											1		3
Epilepsy.....			2															33
Tuberculosis.....			8															97
Trachoma.....			24		1	4	1	1	3	2	1	18	23	1	2	1	2	311
Leprosy.....			2						1									3
Uncinariasis.....			2															799
Venereal disease.....	2		24	1	1	12		6		45	1	23	5		1	1	1	237
Parasitic disease (not specified).....																		65
Contagious, transmissible, or communicable disease (not specified).....																		62
Rheumatism, arthritis, gout, neuritis.....	1		52					1	2	2	14		2					146
Debility, anemia, marasmus, malnutrition.....			1					1	2	4	12	1						101
Sclerosis.....			1								7							56
Senility (physical degeneration incident to age).....			1		3	20	1	2		163	63	25	6		3	7		1,146
Organic disease (not specified); general systemic, or constitutional disease (not specified).....			1		4	4		1	2	42	18	23			2			314
Malignant tumor.....			5	1	2	4		1	1	5	1				1			21
Nonmalignant tumor, hypertrophy, new growth, dilata- tion, localized collection of fluid not due to cardiac or kidney disease.....					4	6		3		16	13	6	1		2			180
Acute inflammatory or suppurative condition.....					3	4		2		5	4		2					64
Chronic inflammatory or suppurative condition.....	1		1	1	3	3		2		11	18	2	3		5			189
Acute injuries.....			7		3			2		3	4		1		2			51
Deformity, malformation, ankylosis, cicatrix, perma- nent injury (not specified).....	1		21		5	1	1	10		38	36	12	3		3	1	2	486
Loss of member.....			10		1			2		12	18	3	1		1			167
Paralysis (partial or complete), atrophy.....			9		1			1		4	11	2	1		1			108
Less than normal function, disordered function (not specified).....			23		2	9		9	1	33	33	5	1		1			524
Complete loss of function of organ (not specified).....	2		18					4		3	7	1						87



TABLE XXI-N-B.—Aliens certified by surgeons as physically or mentally defective, fiscal year ended June 30, 1918, showing organ or portion of body affected, by diseases or defects.

Disease or defect.	Organ or portion of body affected.																			
	Blood.	Heart.	Arteries.	Veins.	Lymphatic glands, including tonsils, n. s.	Brain, mind.	Organs of sight.	Organs of hearing.	Olfactory organs.	Organs of speech.	Nervous system, n. s.	Thyroid.	Lungs, pleura, bronchial tubes.	Respiratory tract, n. s.	Liver.	Thorax, n. s.	Stomach.	Digestive tract, n. s.	Kidneys.	
Idiot.....						2														
Imbecile.....						7														
Feeble minded.....						36														
Psychopathic inferiority, not specified.....						29														
Insanity.....						72														
Epilepsy.....										23										
Tuberculosis.....					8					1			77	1						
Trachoma.....						311														
Uncinariasis.....										1										769
Veneral disease.....	97																			
Parasitic disease, not specified.....	11																			26
Contagions, transmissible, or communicable disease, not specified.....	1																			
Debility, anemia, marasmus, malnutrition.....	25										13			1						
Sclerosis.....			60																	
Organic disease, not specified, general, systemic, or constitutional disease, not specified.....		221				3	1				13		15	19	2					6
Malignant tumor.....	1				1					3										15
Nonmalignant tumor, hypertrophy, new growth, dilatation, localized collection of fluid not due to cardiac or kidney disease.....	1																			
Acute inflammatory or suppurative condition.....	2			40	13	9	5		3		1			1						3
Chronic inflammatory or suppurative condition.....	4			14	22	15	8	1	1	6	1	4	21	8	3		2			24
Acute injuries.....					1	1														1
Deformity, malformation, ankylosis, contracture, permanent injury, not specified.....						62	1	2	8				3							2
Loss of member.....					1	36														
Paralysis (partial or complete), atrophy.....										1	10									

Less than normal function, disordered function, not specified.....	26	1	11	286	80	13	49	1	2	1	10	38	7	887	23
Complete loss of function of organ, not specified.....				32	47	2	1								
Poor development, lack of development, not specified.....	1			1											
Not stated.....				4											
Total.....	136	252	39	157	844	83	128	63	124	86	7	38	887	23	

TABLE XXIX-B.—Aliens certified by surgeons as physically or mentally defective, fiscal year ended June 30, 1918, showing organ or portion of body affected, by diseases or defects—Continued.

Disease or defect.	Organ or portion of body affected.													Total.				
	Genito-urinary system, n. s.	Abdomen, abdominal wall, n. s.	Muscular system, including tendons, n. s.	Skin and appendages, including cellular tissue and mucous membrane, n. s.	Oseous system, including perosteum, cartilage and joints, n. s.	Head, face, neck, n. s.	Spinal column, n. s.	Shoulder.	Arm, forearm.	Hand, wrist.	Fingers, nails.	Hip, buttock.	Leg, thigh.		Foot, ankle.	More than one organ or portion of body.	General.	Not stated.
Idiot.																		2
Imbecile.																		7
Feeble minded.																		36
Psychopathic inferiority, not specified.																		29
Insanity.																		72
Epilepsy.																		33
Tuberculosis.					1		1	1				5	1			1		97
Trachoma.											2							311
Favus.																		3
Unguentariae.																		769
Veneral disease.	139																	237
Parasitic disease, not specified.						3												65
Contagious, transmissible, or communicable disease, not specified.						2												82
Rheumatism, arthritis, gout, neuritis.			24		66				1	1	4	1	20	1	3	28	1	146
Debility, anemia, marasmus, malnutrition.	1																	102
Sclerosis.																		108
Senility (physical degeneration incident to age).																		108
Organic disease, not specified; general, systemic, or constitutional disease, not specified.	4		1	6	2	7									2	4		1,146
Malignant tumor.	3													1				314
Non-malignant tumor, hypertrophy, new growth, dilatation.														1				21
Localized collection of fluid not due to cardiac or kidney disease.				3														180
Acute inflammatory or suppurative condition.	43	2	2	6		3	1					1	1	1				64
Chronic inflammatory or suppurative condition.	2	1				3			2	1								138
Acute injuries.	11	2		21	2	2	5	2	3	7		3	19	2				51
Deformity, malformation, ankylosis, cleatrix, permanent injury, not specified.	1		1			6	60	6	21	23	16	40	111	54	1			433



TABLE A.—*Japanese applied for admission, admitted, debarred, deported, and departed, fiscal years ended June 30, 1917 and 1918.*

	1917		1918	
	Continental United States.	Hawaii.	Continental United States.	Hawaii
Applications for admission.....	9,300	4,284	11,234	4,048
Admitted.....	9,159	4,129	11,143	3,935
Debarred from entry.....	141	155	91	110
Deported after entry.....	57	6	40	12
Departures.....	6,581	2,581	7,691	3,149

95 Koreans were admitted in Hawaii, and 78 departed and 7 were debarred therefrom.

77 Kofeans were admitted in continental United States, and 86 departed and 8 were debarred therefrom.

TABLE B.—*Increase or decrease of Japanese population by immigration and emigration, fiscal years ended June 30, 1917 and 1918, by months.*

Month.	Continental United States			Hawaii.		
	Admitted.	Departed.	Increase(+) or decrease (-)	Admitted.	Departed	Increase(+) or decrease (-).
<b>1916-17</b>						
July.....	580	345	+ 235	455	247	+ 208
August.....	547	297	+ 250	41	225	- 194
September.....	789	619	+ 170	457	92	+ 365
October.....	673	568	+ 105	364	289	+ 75
November.....	614	1,178	- 564	442	169	+ 273
December.....	708	1,132	- 424	300	214	+ 86
January.....	497	403	+ 94	513	134	+ 379
February.....	694	497	+ 197	323	198	+ 125
March.....	1,054	356	+ 698	272	126	+ 146
April.....	1,016	640	+ 376	476	264	+ 212
May.....	1,045	318	+ 727	238	420	- 182
June.....	952	228	+ 724	248	203	+ 45
Total.....	9,159	6,581	+2,578	4,129	2,581	+1,548
<b>1917-18</b>						
July.....	846	301	+ 545	398	249	+ 149
August.....	1,063	457	+ 606	385	151	+ 234
September.....	760	757	+ 3	341	300	+ 41
October.....	677	444	+ 233	344	359	- 15
November.....	586	1,190	- 574	433	206	+ 227
December.....	495	851	- 356	379	120	+ 259
January.....	1,048	1,209	- 161	508	412	+ 96
February.....	648	532	+ 116	325	188	+ 137
March.....	923	425	+ 498	211	170	+ 41
April.....	1,550	547	+1,003	228	432	- 204
May.....	1,580	512	+1,018	239	253	- 14
June.....	997	496	+ 501	145	309	- 164
Total.....	11,143	7,691	+3,452	3,936	3,149	+ 787

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TABLE C.—Occupations of Japanese admitted and departed, fiscal year ended June 30, 1918.

Occupation	Continental United States.		Hawaii.		Occupation	Continental United States.		Hawaii	
	Admitted.	Departed.	Admitted.	Departed.		Admitted.	Departed.	Admitted.	Departed.
<b>PROFESSIONAL.</b>					<b>SKILLED—continued.</b>				
Actors.....	25	11	2	1	Miners.....	7	9		
Architects.....	8	5		1	Painters and glaziers.....	1	4	2	
Clergy.....	22	18	16	14	Photographers.....	22	16	2	4
Editors.....	28	21	6	5	Plumbers.....	2	1	2	1
Electricians.....	15	5			Printers.....	4	8	3	
Engineers (professional).....	134	35			Seamstresses.....	7	1	18	
Lawyers.....	6	4	1		Shoemakers.....	13	4		
Literary and scientific persons.....	7	7		2	Stokers.....	11			
Musicians.....	2	3	1		Tailors.....	30	26	16	8
Officials (Government).....	242	153			Textile workers (not specified).....		1		
Physicians.....	51	50	15	7	Tinners.....	1		1	
Sculptors and artists.....	4	8			Weavers and spinners.....	1		3	
Teachers.....	99	73	22	10	Watch and clock makers.....		2	3	1
Other professional.....	51	31	82	25	Other skilled.....	65	69	9	7
<b>Total.....</b>	<b>694</b>	<b>424</b>	<b>145</b>	<b>65</b>	<b>Total.....</b>	<b>860</b>	<b>619</b>	<b>170</b>	<b>88</b>
<b>SKILLED.</b>					<b>MISCELLANEOUS.</b>				
Bakers.....	5	3	3	1	Agents.....	26	21	1	
Barbers and hairdressers.....	48	29	11	7	Bankers.....	69	32		2
Blacksmiths.....	2		7	2	Draymen, hackmen, and teamsters.....	2	8	15	6
Bookbinders.....	1				Farm laborers.....	1,012	32	2,278	9
Butchers.....	1				Farmers.....	1,164	1,950	18	335
Cabinetmakers.....	1				Fishermen.....	90	82	33	12
Carpenters and joiners.....	13	15	40	19	Hotel keepers.....	199	135	7	
Cigarette makers.....	1				Laborers.....	774	1,349	33	1,512
Clerks and accountants.....	206	105	25	22	Manufacturers.....	11	11	3	
Dressmakers.....	4	5	1	1	Merchants and dealers.....	863	924	117	148
Engineers (locomotive, marine, and stationary).....	46	121	6	4	Servants.....	109	105	152	47
Gardeners.....	65	50	1		Other miscellaneous.....	1,073	401	69	35
Hat and cap makers.....			5		<b>Total.....</b>	<b>5,392</b>	<b>5,050</b>	<b>2,719</b>	<b>2,113</b>
Jewelers.....	3	2			No occupation (including women and children).....	4,197	1,598	902	883
Machinists.....	3	6	2		<b>Grand total.....</b>	<b>11,143</b>	<b>7,691</b>	<b>3,936</b>	<b>3,149</b>
Mariners.....	282	128	1	10					
Masons.....	1	1	4	1					
Mechanics (not specified).....	10	11							
Metal workers.....		2							

TABLE D.—Statistics of immigration and emigration of Japanese, collected by the United States Government, compared with those reported by the Japanese Government, fiscal year ended June 30, 1918.

From Japan.	Reported by Japan.	Reported by United States.	To Japan	Reported by Japan.	Reported by United States
To Hawaii.....	3,995	4,049	From Hawaii.....	4,466	3,138
To continental United States..	10,751	10,548	From continental United States	10,140	7,203
<b>Total.....</b>	<b>14,746</b>	<b>14,597</b>	<b>Total.....</b>	<b>14,606</b>	<b>10,341</b>

<sup>1</sup> Embarked within the year.

<sup>2</sup> Debarked within the year.



TABLE E.—Japanese arrivals in continental United States, fiscal year ended

	Came from—					In possession of proper passports.					
	Japan.	Canada.	Mexico.	Europe.	Other countries.	Entitled to passports under Japanese agreement.					
						Former residents of the United States.			Parents, wives, and children of United States residents.		
						Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Total.
Total admitted and debarred..	10,698	62	120	257	97	3,126	1,784	4,910	4,068	511	4,579
Admitted:											
Male.....	6,626	41	96	249	88	2,318	1,723	4,041	1,207	255	1,462
Female.....	4,016	12	5	6	4	803	51	854	2,851	252	3,103
Total.....	10,642	53	101	255	92	3,121	1,774	4,895	4,058	507	4,565
Debarred:											
Male.....	50	9	19	2	5	5	10	15	6	2	8
Female.....	6								4	2	6
Total.....	56	9	19	2	5	5	10	15	10	4	14
Housewives without other occupation.	8,120	5	1	3	1	700		700	2,409		2,409
Children under 14 without occupation.	665	3	5	2		42		42	625		625
Came from:											
Japan.....	10,695					3,075	1,755	4,830	4,061	510	4,571
Canada.....		62				10	4	14	5	1	6
Mexico.....			120			15	3	18	1		1
Europe.....				257	10	10	10	10			
Other countries.....	3				87	26	12	38	1		1
Resided in continental United States:											
After January 1, 1907.....	4,828	13	12	30	39	3,111	1,781	4,892			
Prior to January 1, 1907.....	2	4	29		1	15	3				
Total former residents.....	4,830	17	41	30	40	3,126	1,784	4,910			
How related to resident:											
Parents.....	69	1							55	15	70
Wives.....	2,821	2			1				2,588	236	2,824
Children.....	1,683	2							1,425	259	1,685
Total parents, wives, and children of residents.....	4,573	5			1				4,068	511	4,579
Kind of passport:											
Limited to United States.....	10,233	15	33	53	22	3,077	1,777	4,854	4,059	511	4,570
Limited to United States and other countries.....	250	25	17	122	50	46	3	49	6		6
Limited to other countries.....	21	3	12	21	3	3	4	7	3		3
Unlimited.....	10			12	6						
Passports dated during:											
Month of arrival.....	3,511	2	2	22	17	998	566	1,564	1,464	94	1,558
First month preceding arrival.....	4,605	6	10	87	14	1,324	922	2,256	1,679	258	1,937
Second month preceding arrival.....	1,447	9		10	8	454	195	649	565	77	643
Third month preceding arrival.....	521	5	1	5	4	109	51	220	199	32	231
Fourth month preceding arrival.....	222	1		3	1	66	21	87	88	11	99
Fifth month preceding arrival.....	113	1	1	1	1	42	13	55	35	4	39
Sixth month preceding arrival.....	74		2	10	2	23	8	31	29	4	33
Prior to sixth month preceding arrival, but not before Mar. 14, 1907.....	21	15	27	70	83	33	6	39	9	1	10
Prior to Mar. 14, 1907.....		4	19		1	7	2	9			
Occupations mentioned in passports:											
Nonlaboring occupations.....	1,165	28	12	116	49	436	53	489	280	5	285
Laboring occupations.....	318	2	1	63	24	42	209	251	60	5	65
Occupations not mentioned in passports.....	9,031	13	49	29	8	2,648	1,522	4,170	3,728	501	4,229

<sup>1</sup> Improper passports for admission to continental United States are those held by laborers and limited to countries or places other than continental United States.

<sup>2</sup> Of the 326 without proper passports 24 held passports not entitling them to enter the United States, and 302 were without any kind of passport. The 24 holding improper passports were composed of 22 laborers with passports limited to Hawaii, Canada, or Mexico, 1 laborer with passport limited to Chili and Argentina, and 1 laborer was a Canadian naturalized citizen. The 302 without passports consisted of 21 non-laborers and 281 laborers, who claimed to have lost or left passports held at time of departure from Japan.

June 30, 1918, showing various details bearing on the Japanese agreement.

In possession of proper passports—Continued.						Without proper passport. <sup>1</sup>			With and without proper passport.				
Entitled to passports under Japanese agreement—Continued.				Not entitled to passport: Not former residents, wives or children of residents, nor settled agriculturists—nonlaborers.	Total with passports.			Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Grand total.
Nonlaborers.	Total.	Settled agriculturists.	Total entitled to passports.		Nonlaborers.	Laborers.	Total.						
3	3	1,326	10,818	90	8,523	2,385	10,908	34	292	326	8,557	2,677	11,234
3	3	1,267	6,773	68	4,795	2,046	6,841	26	233	259	4,821	2,279	7,100
		59	4,016	20	3,713	323	4,036	5	2	7	3,718	325	4,043
3	3	1,329	10,789	88	8,598	2,369	10,967	31	235	266	8,539	2,604	11,143
			23	2	11	14	25	3	57	60	14	71	85
			6		4	2	6				4	2	6
			29	2	15	16	31	3	57	60	18	78	91
		18	3,127		3,127		3,127	3		3	3,130		3,130
		8	675		675		675				675		675
3	3	1,087	10,491	22	8,226	2,287	10,513	1	181	182	8,227	2,468	10,695
		21	41	2	36	7	43	6	13	19	42	20	62
		37	56	7	53	10	63	25	32	57	78	42	120
		153	163	47	153	57	210	2	55	57	155	112	267
		28	67	12	55	24	79		11	11	55	35	90
			4,892		3,111	1,781	4,892	5	25	30	3,116	1,806	4,922
			18		15	3	18	4	14	18	19	17	36
		4,910			3,126	1,784	4,910	9	39	48	3,135	1,823	4,958
			70		55	15	70				55	15	70
			2,824		2,588	236	2,824				2,588	236	2,824
		1,685			1,425	260	1,685				1,425	260	1,685
		4,579			4,068	511	4,579				4,068	511	4,579
3	3	895	10,322	34	8,034	2,322	10,356						
		362	417	47	414	50	464						
		44	54	6	50	10	60						
		25	25	3	25	3	28						
		395	3,517	37	2,857	697	3,554						
		461	4,686	36	3,476	1,246	4,722						
		182	1,473	1	1,201	273	1,474						
		84	535	1	452	84	536						
		40	227		195	32	227						
		23	117		100	17	117						
		23	56	1	75	13	88						
		107	156	10	149	17	166						
		11	21	4	18	6	24						
		590	1,365	5	1,307	63	1,370						
		22	338	70	124	284	408						
2	2	714	9,115	15	7,092	2,038	9,130						

5 nonlaborers and 21 laborers, who claimed to have left Japan without passports, 3 nonlaborers and 5 laborers were citizens of Canada, 9 laborers were stowaways, 1 laborer was a subject of British Guiana, 1 laborer claimed to have had passport at Vancouver, British Columbia, 1 nonlaborer was a diplomat, 1 nonlaborer was with husband holding passport, 4 laborers were seamen in transit, 185 laborers were deserting seamen, and the circumstances regarding nonpossession of passports by 3 nonlaborers and 8 laborers are unknown.

TABLE F.—Japanese arrivals in Hawaii, fiscal year ended June

	Came from—		In possession of passports.								
	Japan.	Other countries.	Entitled to passports under Japanese agreement.								
			Former residents of Hawaii.			Parents, wives, and children of Hawaiian residents.			Total entitled to passports.		
			Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Total.
<b>Total admitted and debarred.....</b>	4,028	18	569	984	1,553	585	1,772	2,357	1,154	2,756	3,910
<b>Admitted:</b>											
Male.....	1,825	13	339	665	1,004	303	436	739	642	1,191	1,743
Female.....	2,096	2	226	297	523	297	1,265	1,559	493	1,569	2,673
<b>Total.....</b>	3,921	15	565	962	1,527	570	1,719	2,299	1,135	2,681	3,416
<b>Debarred:</b>											
Male.....	53	3	1	15	16	7	21	24	8	26	44
Female.....	32		3	7	10	8	32	40	11	39	50
<b>Total.....</b>	107	3	4	22	26	15	53	64	19	75	94
<b>Housewives without other occupation</b>	213	1	120		120	129		120	240		240
<b>Children under 14 without occupation</b>	547		207		207	328		328	515		515
<b>Resided in Hawaii:</b>											
After Jan. 1, 1907.....	649	2	272	371	643				272	371	643
Prior to Jan. 1, 1907.....	919	2	297	613	910				297	613	910
<b>Total former residents.....</b>	1,568	4	569	984	1,553				569	984	1,553
<b>How related to resident:</b>											
Parents.....	89					8	81	89	8	81	89
Wives.....	1,296					144	1,145	1,200	144	1,146	1,290
Children.....	978					433	545	978	433	545	978
<b>Total parents, wives and children of residents.....</b>	2,357					585	1,772	2,357	585	1,772	2,357
<b>Kind of passport:</b>											
Limited to Hawaii.....	3,070		567	982	1,549	579	1,768	2,347	1,146	2,750	3,906
Limited to United States.....	9	2									
Limited to other countries.....	26	2	2	2	4	6	4	10	8	8	14
<b>Passports dated during—</b>											
Month of arrival.....	572		74	149	223	80	258	338	151	497	561
First month preceding arrival.....	2,216	1	253	599	822	341	1,005	1,346	594	1,574	2,168
Second month preceding arrival.....	922		130	217	367	115	415	533	265	635	900
Third month preceding arrival.....	194		55	35	90	30	59	89	85	94	179
Fourth month preceding arrival.....	63		19	6	25	11	24	35	30	30	60
Fifth month preceding arrival.....	24	1	8	4	12	5	4	9	13	8	21
Sixth month preceding arrival.....	16		8	1	9	3	1	4	11	2	13
Prior to sixth month preceding arrival, but not before Mar. 14, 1907.....	8	2	2	3	5		3	3	2	6	8
<b>Occupations mentioned in passports:</b>											
Nonlaboring occupations.....	81		52		52	3		3	55		55
Laboring occupations.....	2	1		2	2					2	2
Occupations not mentioned in passports.....	3,922	3	517	982	1,499	582	1,772	2,354	1,099	2,754	3,853

<sup>1</sup> 37 applicants without passports consisted of 9 nonlaborers and 4 laborers, who were Hawaiian born; 9 nonlaborers and 4 laborers from countries other than Japan; 2 nonlaborers and 4 laborers were stowaways; 1 nonlaborer and 2 laborers were former residents; 1 nonlaborer was not in possession of any kind of pass

30, 1918, showing various details bearing on the Japanese agreement.

In possession of passports—Continued.			Total with passports.			Without passport.			With and without passport.		
Not entitled to passport: Not former residents, nor parents, wives, or children of residents.			Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Grand total.
Nonlaborers.	Laborers.	Total.									
74	25	99	1,228	2,781	4,009	23	14	37	1,251	2,795	4,046
60	9	69	702	1,180	1,812	17	9	26	719	1,119	1,873
13	7	20	506	1,587	2,803	4	1	5	510	1,598	2,803
73	16	89	1,206	2,697	3,905	21	10	31	1,229	2,707	3,936
1	7	8	9	43	59	2	4	6	11	47	58
	2	2	11	41	52				11	41	52
1	9	10	20	84	104	2	4	6	22	88	110
3		3	243		243	1		1	244		244
3		3	538		538	9		9	547		547
			272	371	643	8		8	280	371	651
			297	613	910	7	4	11	304	617	921
			569	984	1,553	15	4	19	584	988	1,572
			8	81	89				8	81	89
			144	1,146	1,290				144	1,146	1,290
			433	545	978				433	545	978
			585	1,772	2,357				585	1,772	2,357
54	20	74	1,200	2,770	3,970						
11		11	11		11						
9	5	14	17	11	28						
9	2	11	183	409	572						
36	13	49	630	1,587	2,217						
18	4	22	283	639	922						
3	2	5	88	96	184						
2	1	3	32	31	63						
3	1	4	16	9	25						
3		3	14	2	16						
	2	2	2	8	10						
25	1	26	80	1	81						
	1	1		3	3						
49	23	72	1,148	2,777	3,925						

port at time of leaving Japan, and the circumstances regarding nonpossession of passport by 1 nonlaborer are unknown.

TABLE 1.—Summary of Chinese seeking admission to the United States, fiscal years ended June 30, 1913 to 1918, by classes.

Class alleged.	1913			1914		1915			1916			1917		1918			
	Admitted.	Debarred.	Escaped.	Admitted.	Debarred.	Admitted.	Debarred.	Died.	Admitted.	Debarred.	Died.	Admitted.	Debarred.	Admitted.	Debarred.	Died.	Escaped.
United States citizens.	2,171	121	...	2,201	139	1,990	119	...	1,932	128	2	2,018	129	946	143	...	...
Wives of United States citizens.....	126	9	...	122	2	106	2	...	108	6	...	110	6	132	7	...	...
Returning laborers.....	1,036	5	...	1,000	7	838	4	1	690	11	...	618	6	491	6	1	...
Other merchants.....	989	13	1	881	20	960	6	...	858	11	1	691	18	520	7	...	...
Members of merchants' families.....	105	16	...	180	7	238	7	...	242	5	...	180	13	129	8	...	...
Students.....	738	92	...	807	130	746	96	1	741	145	...	694	121	390	91	...	...
Travelers.....	370	11	...	338	5	344	2	...	301	4	...	223	4	225	4	...	...
Teachers.....	19	...	...	29	3	61	2	...	86	1	...	52	...	41	3	...	...
Officials.....	33	1	...	17	...	15	...	...	28	...	...	19	...	17	2	...	...
Miscellaneous.....	88	...	...	110	...	224	...	...	105	3	...	72	7	128	1	...	...
Granted the privilege of transit in bond across land territory of the United States.	40	116	...	88	97	88	30	...	101	123	1	97	17	147	36	...	1
Total.....	5,662	384	1	5,773	410	5,661	268	2	5,193	437	4	4,774	321	34,977	308	1	1

1 Of these 28,838 were destined to France for war work.

TABLE 2.—Chinese seeking admission to the United States, fiscal year ended June 30, 1918, by classes and ports.

Class or port.	Applications.		Disposition.																									
	New applications.	Pending July 1, 1917.	Preliminary.						Final.						Pending June 30, 1918.		Total cases.											
			Rejected.			Admitted.			Admitted.			Debarred.			Escaped (mas).	Died.		Before Inspectors.	Before department.	Before courts.	Total.							
	By Inspectors.	Appeals dismissed by department.	Writs dismissed by courts.	By Inspectors.	By department.	By courts.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.			Total.											
	Total.																											
<b>By classes alleged:</b>																												
United States citizens.....	1,011	139	162	98	27	909	35	2	868	78	946	137	6	143													1,150	
Wives of United States citizens.....	136	25	161	13	5	124	8		487	132	332	7		7													1,161	
Returning laborers.....	486	20	506	12	1	483	9		487	4	491	6		6													506	
Section-6 merchants.....	148	12	160	17	5	121	2	6	128	1	129	8		8													160	
Returning merchants.....	546	7	553	7	5	519	1	1	520		520	7		7													553	
Merchants' wives.....	88	19	107	5	1	84	3	1	88		88																107	
Merchants' children.....	339	107	446	163	72	283	47	2	274	28	302	89		90													446	
Section-4 students.....	196	5	201	7	2	192	1		195	28	193	3		3													201	
Returning students.....	33	1	34	1		31	1		32		32	1		1													34	
Section-4 travelers.....	46		46	6	2	41	1		33	8	41	3		3													46	
Section-6 travelers.....	11	2	13	2		10	1		8	3	11	2		2													13	
Returning teachers.....	6		6			6			4	2	6																6	
Officials.....	129	5	134	6	2	123	5		99	29	128	1		1													134	
Miscellaneous.....	192	10	202	34	3	146	1		119	28	147	31	5	36													202	
<b>Total.....</b>	<b>3,367</b>	<b>352</b>	<b>3,719</b>	<b>435</b>	<b>191</b>	<b>3,041</b>	<b>114</b>	<b>11</b>	<b>2,737</b>	<b>429</b>	<b>3,166</b>	<b>283</b>	<b>20</b>	<b>308</b>	<b>1</b>	<b>1</b>	<b>140</b>	<b>68</b>	<b>35</b>	<b>243</b>	<b>211</b>	<b>19</b>	<b>705</b>	<b>8</b>	<b>23</b>	<b>26</b>	<b>553</b>	
<b>By ports:</b>																												
San Francisco, Cal.....	2,072	296	2,368	369	169	32	1,806	95	4	1,694	221	1,905	233	18	251	1												2,368
Seattle, Wash.....	685	20	705	13	16	657	9	6	593	79	672	14		14														705
Honolulu, Hawaii.....	390	33	423	18	4	400	8	1	324	85	409	9	1	10														423
Boston, Mass.....	38	1	39	2	2	33	1		20	4	24	6		6														39
New York, N. Y.....	97		97	2		93	1		57	37	94	3		3														97
Vancouver, British Columbia.....	1		1			6	1		4	3	7	23	1	1														1
Montreal, Canada.....	29	1	30	24		13			4		7	23	1	23														30
New Orleans, La.....	14		14						13		13																	14



TABLE 3.—Chinese claiming American citizenship by birth, or to be the wives or children of American citizens, admitted, fiscal year ended June 30, 1918, by ports.

Port.	Foreign-born wives of natives.	Foreign-born children of natives.	Native born.			Total.
			No record of departure (known as "raw natives").	Record of departure (known as "returning natives").		
				Status as native born determined by U. S. Government previous to present application for admission.	Status not previously determined.	
San Francisco, Cal.....	91	252	4	312	46	705
Seattle, Wash.....	21	58	4	115	7	200
Vancouver, British Columbia.....						
Montreal, Canada.....	1			1	1	3
Boston, Mass.....	1	10		2	1	14
<b>Total continental United States.....</b>	<b>114</b>	<b>315</b>	<b>8</b>	<b>430</b>	<b>55</b>	<b>922</b>
Honolulu, Hawaii.....	18	16	5	62	43	141
<b>Grand total.....</b>	<b>132</b>	<b>331</b>	<b>13</b>	<b>492</b>	<b>98</b>	<b>1,096</b>
<b>BY WHOM ADMITTED.</b>						
Inspection officers.....	124	304	12	488	94	1,022
Department.....	8	27	1	3	4	43
Courts.....				1		1

TABLE 4.—Appeals to department from excluding decisions under Chinese-exclusion laws, fiscal year ended June 30, 1918, by ports.

Action taken.	San Francisco, Cal.	Seattle, Wash.	Honolulu, Hawaii.	New York.	Boston, Mass.	Montreal, Canada.	Total.
Number of appeals.....	264	25	12	1	2	1	305
Disposition:							
Sustained (admitted).....	95	9	8	1	0	1	114
Dismissed (rejected).....	169	16	4	0	2		191

TABLE 5.—Disposition of cases of resident Chinese applying for return certificates, fiscal year ended June 30, 1918.

Class.	Applications submitted.	Primary disposition.		Disposition on appeal.		Total certificates granted.	Total certificates finally refused.
		Granted.	Denied.	Sustained.	Dismissed.		
Native born.....	761	720	41	4	5	724	37
Exempt classes.....	639	532	107	3	7	535	104
Laborers.....	400	377	23		2	377	23
<b>Total.....</b>	<b>1,800</b>	<b>1,629</b>	<b>171</b>	<b>7</b>	<b>14</b>	<b>1,636</b>	<b>164</b>



TABLE 6.—Action taken in the cases of Chinese persons arrested on the charge of being in the United States in violation of law, fiscal year ended June 30, 1918.

<b>CASES BEFORE UNITED STATES COMMISSIONERS.</b>		<b>CASES BEFORE UNITED STATES DISTRICT COURTS—continued.</b>	
Until order of deportation or discharge:		After order of deportation—Continued.	
Arrests.....	104	Disposition—	
Pending before hearing June 30, 1917.....	49	Deported.....	13
Total.....	153	Awaiting deportation or appeal June 30, 1918.....	5
Disposition—		Appealed to higher courts.....	2
Died.....	1		
Escaped.....	1	<b>CASES BEFORE HIGHER UNITED STATES COURTS.</b>	
Discharged.....	59	Until order of deportation or discharge:	
Pending before hearing June 30, 1918... 44		Appealed to higher United States courts.. 2	
Ordered deported.....	48	Pending before trial June 30, 1917..... 11	
		Total..... 13	
After order of deportation:		Disposition—	
Ordered deported.....	48	Discharged.....	2
Awaiting deportation or appeal June 30, 1917.....	10	Pending before trial June 30, 1918.....	7
Total.....	58	Ordered deported.....	4
Disposition—			
Deported.....	30	After order of deportation:	
Awaiting deportation or appeal June 30, 1918.....	9	Ordered deported..... 4	
Appealed to district courts.....	19	Awaiting deportation June 30, 1917..... 17	
		Total..... 21	
		Disposition—	
<b>CASES BEFORE UNITED STATES DISTRICT COURTS.</b>		Deported.....	8
Until order of deportation or discharge:		Awaiting deportation June 30, 1918.....	13
Appealed to district courts <sup>1</sup> .....	20	<b>RECAPITULATION OF ALL CASES.</b>	
Pending before trial June 30, 1917.....	54	Arrests..... 104	
Total.....	74	Pending, June 30, 1917, including those awaiting deportation or appeal..... 144	
Disposition—		Total..... 248	
Discharged.....	7	Disposition—	
Pending before trial June 30, 1918.....	50	Died, escaped, and forfeited bail.....	2
Ordered deported.....	17	Discharged.....	68
		Deported.....	51
After order of deportation:		Pending, June 30, 1918, including those awaiting deportation or appeal.....	127
Ordered deported.....	17		
Awaiting deportation or appeal to higher courts June 30, 1917.....	3		
Total.....	20		

**SUMMARY OF ACTION TAKEN IN THE CASES OF CHINESE ARRESTED, FISCAL YEAR ENDED JUNE 30, 1918.**

	July.	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May.	June.	Total.
Arrests made.....	10	18	2	22	3	17	3	3	6	9	7	4	104
Died, escaped, and forfeited bail.....	1									1			2
Discharged.....	2	15	3	15	4	8	2	2	4	5	7	1	68
Deported.....	8		3	2	12		10	1	1	3	8	3	51

<sup>1</sup>Includes one remanded from higher United States courts.

TABLE 7.—Chinese arrested and deported, fiscal years ended June 30, 1914 to 1918, by judicial districts.

Judicial district.	1914		1915		1916		1917		1918	
	Arrests.	Deportations.	Arrests.	Deportations.	Arrests.	Deportations.	Arrests.	Deportations.	Arrests.	Deportations.
Maine.....	3		2		5	1			4	
Massachusetts.....	5		29	2	4	2	1		1	2
Rhode Island.....					1	1	1		1	1
Connecticut.....	1	1	6		22			3	3	1
Northern New York.....	2	2	7		7	12	1	1		
Southern New York.....	30	8	58	14	53	26	18	3	44	13
Western New York.....			3	1			3	1		2
Eastern New York.....	9	1	6	2	9	1	7	8	9	1
Eastern Pennsylvania.....	9		18	6	4		1	4		
Western Pennsylvania.....	1		9	1	6		4	5	2	3
Middle Pennsylvania.....	6		3			4				
New Jersey.....	8	3	30	8	12	7	8		7	3
Maryland.....			4		8	1	1	2		
District of Columbia.....	6	1	7	1	4	1				
Eastern North Carolina.....	3									
Eastern Virginia.....			1							
Northern West Virginia.....			1							
Southern West Virginia.....					2					
Northern Georgia.....			1							
Southern Georgia.....			3							
Middle Alabama.....					1	1				
Southern Alabama.....					1					
Northern Florida.....			1	1						
Southern Florida.....			2				1	1	3	3
Southern Mississippi.....					2					
Eastern Louisiana.....			3		2	1	2			
Eastern Kentucky.....	2				2					
Northern Ohio.....	3		12	1	8	8		2	1	2
Southern Ohio.....	6		2	1						
Indiana.....							2	1	3	1
Northern Illinois.....	9	6	15	3	15	10	23	9	8	6
Southern Illinois.....					1					
Eastern Michigan.....	8		7	1					1	1
Western Michigan.....	1	1	1		1					
Eastern Wisconsin.....				1						
Northern Iowa.....			4	1			4	2		
Minnesota.....	1	1	3	1			2		1	
Eastern Missouri.....						1				
Western Missouri.....	2		1	2						
North Dakota.....					1	1	1			
Idaho.....	1	1								
Montana.....			1							
Wyoming.....	2	1					3	2		
Western Washington.....	2	4	1		2	2	4	2		
Eastern Washington.....										
Oregon.....	4	2	2		2	3	2	1	1	1
Utah.....	4				1		1	1		
Northern California.....	4	9	14	9	9	5	3	3	5	2
Southern California.....	62	50	31	20	18	13	16	13	8	6
Arizona.....	6	3	6	6	3	3	1	1		
New Mexico.....	7	5	1	2						
Northern Texas.....	6	3			2					
Western Texas.....	8	25	1	22		1	1	1		3
Western Oklahoma.....									1	
Hawaii.....					2	2	4	3	1	
Porto Rico.....	4	4			1	1				
Total.....	225	131	296	119	212	104	115	69	104	51

TABLE 8.—Miscellaneous Chinese transactions, fiscal year ended June 30, 1918, by ports.

Class.	San Francisco, Cal.	Seattle, Wash.	Honolulu, Hawaii.	Montreal, Canada.	Vancouver, B. C.	New York, N. Y.	Mexican border.	New Orleans, La.	Boston, Mass.	Norfolk, Va.	San Juan, P. R.	Savannah, Ga.	Key West, Fla.	Portland, Oreg.	Total.
United States citizens (Chinese) admitted.....	629	179	132	2					13						945
Alien Chinese admitted.....	1,285	493	277			94	38	12	11	1	1	1			2,229
Alien Chinese debarréd.....	251	14	10		1	2			5						268
Chinese granted the privilege of transit in bond across land territory of the United States.....	3,872	9		29,712		686	616	79							34,977
Chinese denied the privilege of transit in bond across land territory of the United States.....	49	1		23		4	1								78
Chinese granted the privilege of transit by water.....	887	1													888
Chinese denied the privilege of transit by water.....	1														1
Chinese laborers with return certificates departing.....	115	126	180	1					2						424
Chinese merchants with return certificates departing.....	315	117	38			4	3								473
Chinese merchants' wives with return certificates departing.....		2	1												3
Chinese merchants' minor children with return certificates departing.....		1	1												2
Chinese students with return certificates departing.....	26	22	6	4		15		1							79
Chinese teachers with return certificates departing.....	1	2	8	3											9
Native-born Chinese with return certificates departing.....	392	137	21	1		2		3							526

<sup>1</sup> Of these 23,933 were destined to France for war work.

## APPENDIX II.

### REPORT OF THE CHIEF OF THE DIVISION OF INFORMATION.

U. S. DEPARTMENT OF LABOR,  
BUREAU OF IMMIGRATION,  
DIVISION OF INFORMATION,  
*Washington, October 1, 1916.*

Herewith is submitted the tenth annual report of the Division of Information.

Owing to great changes brought about by the entrance of the United States to a world war testing whether right shall prevail over might, this report shall differ materially from those made by the division in former years. This difference is due to the fact that the Division of Information, in addition to duties imposed on it by statute was directed to enter and assist in the performance of service in a field of action previously untrod by any save those who made up the staff of the division and the Bureau of Immigration, of which the Division of Information is a part.

What is now so well and favorably known as the United States Employment Service took its initial step in well-doing in the Bureau of Immigration when, with the approval of the Secretary of Labor, the Commissioner General authorized the Division of Information to extend the field of its operations to all parts of the United States where the Bureau of Immigration has a foothold.

Before detailing the steps taken by the department in making use of the Division of Information as the nucleus around which the United States Employment Service grew to be the power for good that it is now admitted to be, a brief recital of how the initial steps were taken to bring the Department of Labor into being may serve a useful purpose.

In the organic act which gives the Department of Labor its commission to represent the wage earners of the United States as one of the great departments of the United States Government will be found a declaration of purpose which leads the writer of this report to believe that the hand which penned the lines was directed by Divine Providence. Read that declaration in these words:

The purpose of the Department of Labor shall be to foster, promote, and develop the welfare of the wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment.

In those 36 words will be found the fruition of hope and effort of the workers of the United States extending over a period of 48 years. The Department of Labor did not spring into being automatically or as the result of hasty planning. While the Department of Labor owes its existence to the persistent effort of organized labor, it represents and acts for all labor. In this connection it is proper to say that all labor is represented by those who speak and act for organized labor. No gain or concession has ever been won by organized labor

that it did not generously share with unorganized labor. The campaigns for fewer hours of toil, a larger wage, more satisfactory and sanitary conditions in mine, workshop, and home were all conducted by workers who were believers in and part of the organized-labor movement of the United States.

In 1859 Abraham Lincoln said:

Labor is the great source from which nearly all, if not all, human comforts and necessities are drawn.

In saying that he expressed the opinion of a private citizen, but on December 3, 1861, when as President of the United States he spoke to the first regular session of Congress after his inauguration, he delivered a message not to Congress or the people of the United States alone but to men and women everywhere who toiled for human welfare with hand or brain. In that message will be found one or two paragraphs in which no doubt as to labor's being the source of "all human comforts" will be found. Said he:

But there is one point \* \* \* to which I ask a brief attention. It is the effort to place capital on an equal footing with, if not above, labor. \* \* \* Labor is prior to and independent of capital. Capital is only the fruit of labor, and could never have existed if labor had not first existed. Labor is the superior of capital and deserves much the higher consideration.

When Lincoln uttered those words he stood at the parting of the ways between slave and free labor.

When the war between the States ended, the trade organizations of the United States that had languished during four years of strife began to take on new life, and in the call for renewed activity among trade-unionists, north and south, the foregoing message of Lincoln occupied a prominent place.

When in 1865 over 2,000,000 of men laid aside the weapons of war to pick up the tools of industry, they found few opportunities for profitable employment awaiting them in their old homes. Skilled artisans were obliged to compete with others in the field where common labor was done. There was no Department of Labor in existence then to direct its Division of Information to "gather from all available sources useful information regarding the resources, products, and physical characteristics of each State and Territory" and place it at the disposal of the war-worn men who experienced great difficulty in finding employment of any kind.

Everyone now knows that there were many opportunities for profitable employment in the United States at the close of the war between the States, but the workingmen of that day did not know where to find them and the Government had but little information on the subject. There were vast areas of untilled land awaiting the touch of labor, and men were directed to where they could locate on these lands, but aside from that nothing was done to find jobs for the jobless. The vast public domain was then large enough to afford an industrial safety valve for those who had sufficient means to engage in farming, but the cities and towns were crowded for a long time with men who were unfitted for farm life and could not find other employment. Fortunately, a number of trade-unions survived the war. A member of the Ship Carpenters' Union, Richard F. Trevellick, of Detroit, Mich., began an agitation on the subject of "National unity in trade and labor matters." As a result of his effort a conference of leading trade-unionists met in Louisville, Ky., on August 14,

1865. They remained in session two or three days and agreed on a plan to arouse an interest in their movement among workmen. They adopted a number of resolutions, among them the following:

Every department of the Federal Government is now and has been officered by professional men, business men, or manufacturers. They are or have been employers of labor or counselors of employers of labor—naturally their sympathies are not with labor. There should be at Washington a Department of Labor to be officered by men who are of and with labor. The duty of that department to be the guarding of labor interests in every way now known or which hereafter may become known.

Following that conference a correspondence was carried on between the chief officers of national and international unions. The following is a quotation from a letter written by Mr. Trevellick, November 28, 1865:

With so many men out of work; with the South ruined in many places; with industry choked with willing but idle hands; with the Federal Government struggling to restore order in the South and keep the wheels turning elsewhere, it strikes me that something should be done by the Government to set men to work to revive industry. What do you think?

That is a quotation from a letter written to William H. Sylvis, of Philadelphia, Pa., who was for many years president of the Molders' National (afterwards International) Union. He was at that time endeavoring to bring the trade-unions of the United States into closer relationship than then existed. In his reply to Trevellick he, among other things, said:

It comes to me with the force of conviction \* \* \* that it [the Federal Government] should do more than start the wheels turning; it should keep them turning. It will not move in the matter at your request, or my request, or the individual request of every trade-unionist in the land. I believe it can be made to move if we can cause labor to show a united front. \* \* \* Open up a correspondence with those you know or can get the address of among labor friends and let us make another try at getting them together in national convention where we may adopt plans to make labor's voice heeded and respected. \* \* \* Congress will not do it, the President can not do it, and his Cabinet can not do it. What is everybody's business is nobody's work. What we need is a department of the Government attending exclusively to labor matters with its head in the President's Cabinet to speak for us.

So far as can be ascertained, that and the Louisville resolution are the first direct declarations in favor of the establishment of a Department of Labor.

In 1863 the Machinists and Blacksmiths' International Union appointed a committee to act with similar committees from other unions for the purpose of forming a national federation of unions. In January, 1864, William H. Sylvis, at a convention of the Molders' International Union, held in Buffalo, N. Y., had a committee appointed to act with the machinists and blacksmiths' committee, but it does not appear that anything came of it until the Louisville conference of August, 1865, was held.

In February, 1866, William Harding, of Brooklyn, N. Y., president of the Coachmakers' International Union, had a conference with Mr. Sylvis and arranged for a preliminary meeting of representatives of trade-unions to be held in New York, March 26, 1866. At this meeting, which was not largely attended, John Reid, William Harding, and John H. Fay were authorized to call a national convention at Baltimore on August 20, 1866. When this convention assembled it was called to order by William Cathers, president of the trade assembly of Baltimore. John Hinchcliffe, of Illinois, was named as

temporary chairman and J. C. C. Whaley, of Washington, D. C., was elected permanent chairman. Before adjourning that body appointed a committee, with Hinchcliffe as chairman, to wait on President Johnson and tell him what was wanted. No records of that convention were printed but the principles enunciated at the Louisville conference were reaffirmed. A report made by Hinchcliffe discloses the fact that President Johnson was given a copy of the resolutions adopted by the Baltimore convention. Before adjourning, the convention formed a permanent organization and called it "The National Labor Union, to be composed of delegates from the trade and labor unions of the United States."

The 1867 convention of the National Labor Union was held in Chicago and the declared purposes of the Baltimore session were adopted. At this convention William H. Sylvis laid particular emphasis on the Louisville declaration in favor of a Department of Labor and presented a resolution having that object in view. That resolution appeared on the minutes of the session as follows:

*Resolved*, That as labor is the foundation and cause of national prosperity, it is both the duty and interest of the Government to foster and protect it. Its importance, therefore, demands the creation of an executive department of the Government at Washington, to be denominated the Department of Labor, which shall aid in protecting it above all other interests.

In August, 1868, the convention of the National Labor Union met in New York City. William H. Sylvis was elected national president of the organization and after adjournment he called on President Johnson to inform him of what organized labor desired at the hands of the Federal Government. The one thing on which he laid particular stress was the demand for a Department of Labor; dwelling on that subject he said:

We want a new department at Washington to be called the Department of Labor, the head of said department to be called the Secretary of Labor and to be chosen directly from the ranks of workmen. To this department should be referred all questions of wages and the hours of labor in the navy yards and all other Government workshops, the registry and regulation of trades-unions and cooperative associations, the disposition of public lands, and all other questions directly connected with and affecting labor.

During the year 1868 Sylvis became associate editor of the *Workman's Advocate*, published by August C. Cameron, of Chicago. Through the columns of that and other journals Sylvis urged the establishment, at Washington, of a Department of Labor.

William H. Sylvis died in 1869, and though the National Labor Union continued in existence for a few years thereafter, it lacked the inspiring touch of the master hand of Sylvis. Several ineffectual attempts to revive the organization were made but without success.

In December, 1871, Hon. George F. Hoar introduced a bill in Congress to create a Commission on Labor. The trade-unions of that day, while they supported Mr. Hoar in his effort, made it plain to him that it was a department and not a commission that organized labor desired. A local branch of the Machinists and Blacksmiths' International Union, located at Scranton, Pa., in writing to Mr. Hoar, said:

As a temporary expedient a commission on labor may be of service, but a mere commission will not satisfy the demand of the organized workmen of this city. The unions of printers, miners, and the machinists and blacksmiths, while they favor your measure will continue their effort in behalf of a Department of Labor; nothing less will satisfy us.

The bill introduced by Mr. Hoar did not become law.

The National Labor Union ceased its activities in 1871. In 1873 a call was issued for the assembling on July 15 of that year at Cleveland, Ohio, of representatives of trade-unions for the purpose of forming an industrial congress. The call was signed by Martin A. Foran, president of the Coopers' International Union; William Saffin, president of the Molders' International Union; John Fehrenbatch, president of the Machinists and Blacksmiths' International Union; and Harry Walls, secretary of the Molders' International Union. The convention when it assembled was not largely attended. A declaration of principles was adopted, and after discussing the resolutions adopted at Louisville in 1865 and those which were favored in the conventions of the National Labor Union, they agreed that it would stimulate interest in the movement throughout the various States if State labor bureaus were asked for. The demand for a Department of Labor was not abandoned, but it was deemed wise to ask for and obtain State departments or bureaus. Accordingly the following was adopted:

To arrive at the true condition of the producing masses in their educational, moral, and financial condition, we demand from the several States and the National Government the establishment of bureaus of labor statistics.

That convention was called "The Industrial Congress." Its purpose in the main was the same as that of the National Labor Union. It adjourned to meet in Rochester, N. Y., on the second Tuesday in April, 1874.

Between the adjournment of the Industrial Congress in 1873 and its reassembling in 1874 a new national labor organization was brought into being. One of the delegates to the Industrial Congress held in Cleveland was John Siney, of Pennsylvania, who, while at the convention, devoted much of his time to making inquiries concerning conditions in the coal fields of the various States. Mr. Siney was a coal miner. Another coal miner in attendance was John James, of Illinois. These two men opened up a correspondence with coal miners in the several States, enlisting in their campaign Andrew Roy, of Ohio, with whose assistance a convention of coal miners was brought together at Youngstown, Ohio, on October 9, 1873, where a National Union of Miners was organized. At that convention John Siney was elected national president and John James national secretary. A number of resolutions were adopted. John James introduced a resolution in favor of a "National Department of Labor," following closely the language of the Louisville declaration of 1865. A resolution presented by John Siney and unanimously adopted is of especial interest at this time:

That we urge upon all coal miners the necessity of becoming citizens of the United States of America, that we may secure by the use of the ballot the services of men friendly to labor both in our State and National councils.

Pursuant to call the Industrial Congress assembled at Rochester, N. Y., on April 14, 1874. Delegates were present representing the Coopers' International Union, the Molders' International Union, Grand Division Conductors' Brotherhood, Miners' National Union, Iron and Steel Roll Hands, Sovereigns of Industry, Industrial Brotherhood, Patrons of Husbandry, Machinists and Blacksmiths' International Union, and several local unions of various occupations. At this session the name of the organization was changed from Indus-



trial Congress to Industrial Brotherhood. A platform or declaration of principles, with 18 planks was adopted. There was a debate on the advisability of waging a campaign in favor of the establishment of a "National Department of Labor." John Siney, representing the Miners' National Union, supported by John Hinchcliffe, favored a resolution "to establish a Department of Labor," but withdrew it when assured that the surest, wisest course to pursue in order to achieve the desired purpose would be to first establish bureaus of labor in the several States and at Washington. The resolution adopted at Cleveland in 1873 favoring the establishment of bureaus of labor statistics was reaffirmed.

Several local assemblies of the Industrial Brotherhood were organized throughout the United States, but the national body finally went the way of the National Labor Union.

What was known as "Jay Cooke's panic," begun September 19, 1873, wrought havoc with American trade-unions. Men for the first time in history took to the road in large numbers as tramps. Organization for a time came to a standstill. With a return to normal times the hopes of those in the trade-union movement, who had given thought and effort to establishing an organization that would bring labor unions into closer relationship, found expression in an association then growing to place and power known as the Knights of Labor. The early Knights of Labor were trade-unionists who had suffered through indiscreet members talking too freely of what transpired in the meetings. They builded slowly and secretly until 1881. They brought the several branches of the order together in a national convention, called the general assembly, at Reading, Pa., on January 1, 1878. In that general assembly there were three delegates who were members of the Industrial Brotherhood. Each one brought with him the constitution of that organization, and acting as a unit succeeded in having the general assembly of the Knights of Labor adopt the preamble, or declaration of purposes, of the Industrial Brotherhood. In that preamble was the plank in favor of the establishment of labor bureaus. In a discussion of that plank it was decided not to demand that a Department of Labor be established until labor bureaus had been established in those States where shops, mines, and factories had attracted large numbers of skilled working men and women. The history of the organization of State labor bureaus may be found elsewhere.

From November 15 to 19, 1881, a new organization, the "Federation of Organized Trades and Labor Unions," now the American Federation of Labor, held a convention at Pittsburgh, Pa. Among the resolutions adopted at that convention was one favoring the establishment of a national labor bureau. It reads in this language:

That we recognize the wholesome effects of a bureau of labor statistics as created in several States and we urge upon our friends in Congress the passage of an act establishing a national bureau of labor statistics, and recommend for its management the appointment of a proper person identified with the laboring classes of the country.

That convention appointed a "legislative committee" consisting of Richard Powers, Samuel Gompers, C. F. Burgman, Alexander C. Rankin, and W. H. Foster to look after labor legislation.

Until the National Labor Bureau was established by Congress in 1884 the combined effort of organized labor was directed to that end.

In 1879 Representative Thomas W. Murch, known as "the Maine Stonecutter," a member of the Stonecutters' Union, introduced a bill to establish a Bureau of Labor. Congress did not act favorably on the measure, but in 1884, when the first Committee on Labor of the House found Hon. J. H. Hopkins of Pennsylvania as its chairman and Hon. Martin A. Foran of Ohio, heretofore referred to as president of the Coopers' International Union, as a member, a committee consisting of members of organized labor of the District of Columbia resurrected the Murch bill and placed it in the hands of Messrs. Hopkins and Foran for action. District Assembly No. 66 of the Knights of Labor and the Washington Federation of Labor (these two bodies being practically one organization) furnished the arguments in favor of the measure and massed the organized labor forces of the United States behind the Committee on Labor of the House of Representatives in its effort to secure favorable action on the bill.

A number of Representatives introduced bills favoring the establishment of a national labor bureau, but they were induced to lend their support to what became known as the Hopkins bill. The general master workman of the Knights of Labor had personal interviews with Representatives John J. O'Neill of Missouri, William McKinley of Ohio (afterwards President), and one or two others (who had introduced bills) in behalf of the Hopkins measure and received their assurances of support. The bill passed the House and went to the Senate, where, through the untiring efforts of Senator Henry W. Blair, it was acted on favorably, and it received the approval of President Arthur on June 27, 1884. The men to whom credit is due for their devotion to the interests of the wage earners of the United States in working for the passage of the law which gave labor its first national recognition, through the establishment of a Bureau of Labor, were Paul T. Bowen, Joseph Fanning, George A. Traylor, James A. Consadine, Edwin F. Blake, Edward W. Oyster, Millard F. Hobbs, William F. Stickwell, John Fallon, two brothers named Wild, and William S. Waudby. The bureau was made a part of the Interior Department and remained in that department until 1888, when its name was changed from "bureau" to "department."

At the general assembly of the Knights of Labor which met in Minneapolis in October, 1887, the general master workman, in his annual address, said:

I believe the day has come for united labor to ask, at the hands of Congress, the passage of a law creating a Department of Labor at the seat of the National Government. I would respectfully ask of the committee on legislation to prepare a bill and introduce it to Congress at the next session. We have to-day a Department of War; we do not need it at all in comparison to a Department of Labor. The Navy Department is not such an important one, for we do not require the use of a very extensive national navy. The prosperity of the whole country rests on the broad shoulders of labor, there is nothing now so prominently before the Nation and the world as the question of labor. Nearly every action taken now by the Executive or his Cabinet deals in one way or another with the question of labor; its ramifications extend everywhere, its power is felt everywhere, and its usefulness is now recognized everywhere.

All this being true, it is no more than just that the President should have as a member of his Cabinet a man who represents more than war, more than a few vessels, more than a sentiment, more than a class. Labor can not be called a class, for it is everywhere and at the base of everything. To have a man in his Cabinet with whom to consult on the question of labor, the President would be in a better position to deal with the question of capital.

Labor to-day is entitled to far more at the seat of Government than a mere bureau, but it will not receive any more unless it asks for it. I recommend that it ask for the establishment of a Department of Labor.

The legislative committee appointed at that session consisted of Ralph Beaumont, of New York; James Campbell, of Pennsylvania; and John J. McCartney, of Maryland. They drew up a bill for presentation to Congress, and it was introduced by Hon. John J. O'Neill, who, after canvassing the House and Senate, informed the legislative committee that there would be no use in attempting to make the head of the department a member of the President's Cabinet. Accordingly the title "Commissioner of Labor" was retained, the name of the bureau was changed to "department," it was given an independent status and so remained until March 18, 1904, when it was merged into the Department of Commerce and Labor as one of its bureaus. It remained in that department until March 4, 1913, when it was transferred to and became a bureau of the newly created Department of Labor.

The references to the War and Navy Departments contained in the recommendation of the general master workman of the Knights of Labor in 1887, 31 years ago, occasioned no comment in that day. No person on American soil could possibly foresee the imperative necessity for the strengthening of these arms of the Government occasioned by the insane greed for land and power of the Government of Germany in its attempt to set up the rule of might over right throughout the world. In such a contest the United States Government could not remain passive, it could not remain true to the teachings of the fathers of the American Republic without massing on the side of right, in the majesty of their full strength, its trinity of duty, efficiency, and power as represented in the War, Navy, and Labor Departments of the Government. Wars occur at intervals; they are not continuous; but labor never ceases. Without labor wars could not be waged; and so the men of organized labor—most of whom have fought their last battle for home and country—who 53 years ago began the agitation for the establishment of a Department of Labor, builded better and wiser than they knew when they declared their belief that there should be a Government agency "officered by men who are of and with labor." All through the years the moving guiding spirits in the labor movement of the United States, acting in harmony with the declared wishes of the masses, looked forward to a day when their dignity would be recognized by their Government's establishing a department in their name and devoted to their interests.

In 1912 the Committee on Labor of the House of Representatives found at its head one who was "of and with labor." A bill looking to the establishment of a Department of Labor was introduced and referred to that committee. The committee, after careful consideration, gave the bill added strength, reported it favorably, worked industriously for its passage, it became law, and on March 4, 1913, the President of the United States made real the ideal of the men of 1865 in appointing as Secretary of Labor such a man as they had indicated in that far away time.

The foregoing is a brief recital of the first known efforts of organized labor to secure the establishment of a department. No attempt has been made to enter into detail. The field of organized labor's activities was so large and the scenes shifted with such

rapidity that even the most interested actors in them could not see, much less note, all that transpired. A happening of moment at intervals, and the aim of those who were active in the labor movement is, at best, all that can be recorded.

The Bureau of Labor, the Bureau of Immigration, the Bureau of Naturalization (which was separated from the Bureau of Immigration in 1913), and the Children's Bureau took their initial steps toward life and activity in the organized labor movement of the United States. To-day the Department of Labor, as its name indicates, stands for labor, organized and unorganized. It stands for labor in the broadest acceptation of the term, it stands for the 40,000,000 of men and women who with hand or brain do that which is useful in the field of production in the United States. It stands, each day becoming more solidified, 40,000,000 strong, back of the President, who with fateful hand points the way to victory for the millions who face death that all mankind may live in freedom.

In previous reports of the Division of Information, beginning with that of 1908, tables were submitted showing the number of persons who applied for information and were distributed throughout the United States. Such tables will be omitted from this report; the reason therefor will appear later on.

The Division of Information was provided for in section 40 of the immigration act of February 20, 1907. The vital part of that section is embraced in the following words:

It shall be the duty of said division to promote a beneficial distribution of aliens admitted into the United States among the several States and Territories desiring immigration. Correspondence shall be had with the proper officials of the States and Territories and said division shall gather from all available sources useful information regarding the resources, products, and physical characteristics of each State and Territory, and shall publish such information in different languages and distribute the publications among all admitted aliens who may ask for such information at the immigrant stations of the United States and to such other persons as may desire the same.

The terms of that part of section 40 were faithfully complied with so far as the funds appropriated for that purpose would justify. No other branch of the Government service was authorized to follow up the work begun by the Division of Information and direct aliens or citizens to such places of employment as the division had knowledge of, and, in addition to the duties imposed on it by statute, the division began to direct workers to where their services were required. The information gathered and the bulletins published by the division were given not only to "admitted aliens" but "to such other persons as may (might) desire the same."

On March 4, 1913, the Division of Information, which up to that time was a part of the Department of Commerce and Labor, became a division in the Department of Labor, retaining its original status in the Bureau of Immigration, of which it was and is a part.

Article 5 of the Regulations of the Department of Labor, dealing with the Division of Information, says:

The statutory division of the Bureau of Immigration now operates in part under the authority of its own organic act and in part under the authority of the organic act of the department. The comprehensive purpose of the latter as prescribed by its own terms is to "foster, promote, and develop the welfare of the wage earners of the United States, to improve their working condition, and to advance their opportunities for profitable employment." The same act authorizes the Secretary to employ any or either of the bureaus provided for the department and to \* \* \* distribute or consolidate the same as may be deemed desirable in the public interests.

The first occasion that presented itself to the division, after its incorporation in the Department of Labor, to advance the opportunities of any considerable number of wage earners, came with the opening of the harvest season of 1914 in the wheat-growing States. An appeal for help to gather the crop came to the Secretary of Labor from Oklahoma on May 25; it was followed up by appeals for help from Kansas, Missouri, and South Dakota. Through a cooperative arrangement with the Post Office Department the Secretary authorized the placing in post offices of bulletins notifying the public of the wants of these States. The details are set forth in the report of the division for that year. Reports from the States named indicate that at least 75,000 men responded to the call for help, and for the first time in many years reports of grain rotting on the ground for want of harvest help were missing from the papers. The steps taken in 1914 to harvest the wheat crop have been followed each year since then with increasing success.

The manufacturing and tenement sections of Salem, Mass., were destroyed by fire on June 25, 1914. Thousands of boot and shoe workers and makers of textile fabrics were thrown out of employment and rendered homeless. Representative Augustus P. Gardner, of Massachusetts, brought the matter to the attention of the Secretary of Labor and invoked his aid in relieving the distress of the homeless and unemployed workers of Salem. The Secretary at once ordered that steps be taken to find places for the idle workmen of Salem, and directed the Chief of the Division of Information to proceed to Salem and arrange plans for relieving the situation. An account of work done will be found in the report of the division for 1914. Within two weeks places were found for 1,262 of the Salem textile and boot and shoe workers. Every manufacturer of textiles and boots and shoes in New England, New York, New Jersey, Pennsylvania, Maryland, and Delaware was communicated with by the Secretary by telegraph, and by the middle of July there were no unemployed workmen in Salem.

In January, 1914, the Commissioner General of Immigration began a campaign of publicity for the division by enlisting the aid of such newspapers as would give space to announcements of opportunities for employment. By the middle of the year the leading papers in 20 different cities were actively cooperating with the division in this work.

During 1914 the country was divided into 18 distribution zones. Where the Bureau of Immigration had a representative, he was directed by the Commissioner General to serve in the capacity of an employment agent. The breaking out of the war in Europe reduced the volume of immigration during the latter part of 1914, the employees of the Immigration Bureau took to the work of finding places for idle workmen, and out of their efforts grew the desire on the part of certain State officials to cooperate with the Division of Information in extending the zone system throughout the country.

The enlarged system for the distributing and employment of labor was established by an order of the Secretary of Labor issued January 8, 1915. Under this order 79 distribution offices were opened in the 18 zones referred to.

Without the active and sympathetic aid of the Commissioner General, acting with the knowledge and hearty approval of the

Secretary of Labor, this great work could not have been so successfully accomplished as to win the approval of the President of the United States, who in his Indianapolis speech in January, 1915, said:

The labor of this country needs to be guided from opportunity to opportunity. We proved it the other day. We were told that in two States of the Union 30,000 men were needed to gather the crops. We suggested in a Cabinet meeting that the Department of Labor should have printed information about this in such form that it could be posted up in the post offices all over the United States, and that the Department of Labor should get in touch with the labor departments of the States, so that notice could go out from them.

What was the result? Those 30,000 men were found and were sent to the places where they got profitable employment. I do not know any one thing that has happened in my administration that made me feel happier than that—that the job and the man had been brought together. It will not cost a great deal of money, and it will do a great deal of service, if the United States were to undertake to do such things systematically and all the year round; and I for my part hope that it will do that.

For details of the increased activities and successful accomplishments of the years 1915 and 1916 see reports of the division for these years. In the latter will be found, under date of January 22, the "Official announcement to industrial establishments, farmers, and other employers of labor," issued by the Secretary, and for the first time in its history the Division of Information received full authority to find opportunities for and to direct all classes of labor, skilled and unskilled, to them. A circular letter was mailed by the Secretary to employers of labor of all kinds in the heading of which appears this statement:

A system of distribution of wage earners, established by the Department of Labor of the United States, is now in operation and prepared to receive applications for help, skilled and unskilled.

Following that announcement the foundations were laid, broad and secure, for the employment service of the Department of Labor. The hope expressed by the President in his Indianapolis speech became the rule of conduct for the division to follow.

Through the efforts of the Commissioner General of Immigration contact was made with several State governments and cooperation with many States was effected.

On March 16, 1916, cooperation with the Department of Commerce to enforce the seaman's act was entered into and arrangements were made to use the machinery of the Division of Information in enforcing that act. The methods by which cooperation with the Department of Commerce were briefly referred to in the 1916 report and have since been followed to the satisfaction of all concerned, excepting of course those who were not in favor of having the law faithfully administered.

On May 16, 1916, with the approval of the Secretary, the Commissioner General established in the division a "Women and Girls' Division of the United States Employment Service." A plan of operations was perfected and trial service begun in many places. In making the announcement that such a service had been established the letter of announcement carried this statement:

The organization of a Women and Girls' Division to supply employment. \* \* \* The establishment of an interchanging and interstate system between zones and officers of the United States Employment Service; also with cooperating and other State and municipal employment offices.

A Young Men and Boys' Division was established along the lines of the Women and Girls' Division during the year 1916.

In the report of the division for 1916 attention was directed to the necessity for a division for aged people. The matter was again referred to in the annual report for 1917.

In January, 1917, members of the National Guard of the District of Columbia, returning from the Mexican border, to the number of 457 were directed to profitable employment by the Division of Information, cooperating with agencies in the District of Columbia, and 17,577 guardsmen were placed throughout the United States.

It has been estimated that through the instrumentality of the United States Employment Service operating through the division 54,000 farm workers were directed to the harvest fields of the West during the grain cutting season of 1917. The work was scientifically prepared for, successfully carried forward, and every detail promptly attended to by the officers designated by the Commissioner General, who sympathetically and efficiently cooperated with employment agencies of the grain-growing States in this great undertaking. The first trial of the division to assist in gathering the wheat crop was made in 1914. The few mistakes of that year were guarded against, and no complaints were registered with the division during the years 1915, 1916, and 1917. As this report is being written, the wheat crop of 1918 is being gathered and the enlarged Employment Service, now a separate bureau of the Department of Labor, is successfully carrying on the work.

War was declared against Germany on April 6, 1917, and on April 14 of that year a call came from the United States Shipping Board to the Department of Labor to locate and report on the number of ship carpenters available for immediate duty. On the same day the Commissioner General wired the field service to make a list of ship carpenters and wire number available inside of four days. Within 10 days there was recorded in the files of the division a list of 19,000 mechanics who were ready at a moment's notice to respond to the call of the Government.

Following that remarkable showing, the division corresponded with every national and international trade-union, requesting them to establish registers of members whose services could be depended on for war emergency work. The response was prompt, cordial, and in every way satisfactory. Since the beginning of the fiscal year 1918 the principal officers of the leading national and international trade-unions have called at the headquarters of the division to renew their pledges of cooperation with the Government in war emergency work.

#### CANTONMENT REGISTRATION.

After a number of conferences with officials of the War Department, the Commissioner General sent telegraphic instructions to the principal officials of the Immigration Service to prepare for the making of a registry of workmen who were or had been engaged in the construction of cantonments. On September 15 the Commissioner General sent the following letter to the officer in charge of cantonment construction:

That letter explains what was being done and intended:

Cof. I. W. LITTELL,

*Quartermaster Corps, in charge of cantonment construction,  
Adams Building, Washington, D. C.*

MY DEAR COL. LITTELL: Adverting to conversations over the telephone recently and to-day in relation to workers at the various cantonments, I beg to state that fol-

lowing the first conversation notice by wire was sent to all the headquarters in States where cantonments are respectively situated to inform the Government representative, as well as the contractor, that the United States Employment Service was ready to cooperate in every way in securing such additional help as might be needed. Instructions were also sent by wire to all of said headquarters to proceed to register the people who are already at work at such cantonments for the purpose of getting the record of those there at work for use in other work elsewhere as soon as they would be released. This would reassure the workers that employment awaited them and would tend to cause them to remain at the cantonment until the work there was entirely completed. This registration permits them to state their name and address, what they have been doing and what they desire to do; also to state any choice they have as to the places they desire to go. The purpose of the registration was also to enable the use of these workers by the various governmental authorities, to determine if they required any workers so registered, and where they required them. Then this service would assemble such as might be chosen for employment by the Government or by any contractors working upon governmental contracts. It appears that several of the contractors seem to object to this registration, one alleging that it makes the men restless. One so objecting was at Petersburg, and, being informed by our officer that 6,000 had left him, I can not conceive how the offer to register those at the cantonment would create any more unrest than would appear to exist there already. However, as indicated in my conversation this morning, if your representative at each cantonment should be informed by wire that the purpose of this registration is to afford an opportunity to obtain employment at other places in the country where needed, either by the Government directly or through contractors working on governmental contracts, these objections would doubtless be withdrawn. The purpose really is a mutual one, in that it affords the Government the services of these people in this emergency and minimizes the number of idle days between the time that they are relieved and that of reemployment.

In my view the objection to registration is untenable, as the object is to continue employment after being relieved. I judge from the tenor of the information the bureau gets from the various quarters that the trouble arises from representatives of private employment agencies who are on the ground or come in contact with these workers for the purpose of securing them for other employment. It appears to me that the regulations should be to offer facilities to the Government through the United States Employment Service in registering them for future work, thus giving the Government the first opportunity and preventing as far as possible representatives of private agencies from influencing them to go to private employment or other work without giving the Government the first choice.

If it meets with your approval, the bureau would appreciate telegraphic advices to all of your representatives at the various cantonments or other work of this character, thus enabling our officers to present themselves at such places under the formal approval of the department. From information at hand it appears that a large number are being relieved in some places, and that it would be advisable to send the telegraphic advices from your office as well as this office to-day if practicable. Of course the bureau does not desire to unnecessarily hurry you and will await your convenience in the matter.

A. CAMINETTI,  
*Commissioner General.*

Having arrived at a working agreement with the War Department, the Commissioner General sent a telegram to each immigration field officer to carry out the plan agreed upon. That telegram, dated September 7, 1917, was in this language:

By authority Secretary of War, contractors in cantonment work instructed to make use facilities United States Employment Service in preference to private agencies. Confer with Constructing Quartermaster or other Army officers in charge and also with contractor and tender facilities of service. Ascertain and report by wire number of men now engaged in cantonment work.

The sending of that telegram and the letter of September 15 resulted in the immediate registration of the workmen indicated, and on September 28 the letter hereunder was written to the Secretary of War:

The honorable the SECRETARY OF WAR, *Washington, D. C.*

MY DEAR MR. SECRETARY: Under the direction of the department, the field officers of the United States Employment Service have recently concluded a registration of the



workmen who have been and are engaged in the construction of cantonments for the National Army and National Guard. The information as to the number in the several occupations available for Government work elsewhere when the present camps are completed is on file at the headquarters of the Employment Service for each cantonment in the States in which they are respectively located. The approximate number of those enrolled in the various employment offices appears in the annexed list.

The matter is brought to your attention at this time in order that you may cause notice to be given to this department of any new construction work being undertaken by your department in its various divisions in the carrying out of which additional help will be required, or for any emergency contract or other work, under the auspices of your department, to which it may be desirable that some of these workers may be transferred. Upon receipt of any such advices, the necessary instructions will be issued to the appropriate field office of the United States Employment Service to confer and cooperate with such officers of your department, or representatives of firms and establishments having Government contracts, as may be indicated by the proper authority to arrange for the transfer of some of these workers as may be needed either by your department on emergency contract or other work.

Louis F. Post,  
Assistant Secretary.

A perusal of that correspondence and the table accompanying it will show that the groundwork was laid for effective work. As the workmen completed their tasks at one cantonment they were directed by the United States Employment Service to a cantonment in the making or to private employment. The result was that when the Division of Information was loaned to the enlarged Employment Service, all cantonment workmen knew just where to apply, without loss of much time or money, for new opportunities for profitable employment.

*List of workmen registered at certain United States employment offices.*

Location of United States Employment office.	Location of cantonment where men are employed.	Number workmen.
Boston, Mass.....	Ayer, Mass.....	6,200
New York.....	Yaphank, L. I.....	10,000
Baltimore, Md.....	Annapolis Junction, Md.....	8,000
Norfolk, Va.....	Petersburg, Va.....	5,000
Charleston, S. C.....	Columbia, S. C.....	10,142
Do.....	Spartanburg, S. C.....	3,350
Do.....	Greenville, S. C.....	2,424
Savannah, Ga.....	Atlanta, Ga.....	8,650
Do.....	Augusta, Ga.....	2,500
Do.....	Macon, Ga.....	2,500
Cleveland, Ohio.....	Chillicothe, Ohio.....	8,550
Do.....	Louisville, Ky.....	1,500
Detroit, Mich.....	Battle Creek, Mich.....	8,000
Chicago, Ill.....	Rockford, Ill.....	6,000
Little Rock, Ark.....	Little Rock, Ark.....	7,000
San Diego, Cal.....	Linda Vista, Cal.....	3,200
St. Louis, Mo.....	Des Moines, Iowa.....	6,000
Kansas City, Mo.....	Fort Riley, Kans.....	7,157
Seattle, Wash.....	American Lake, Wash.....	8,500
Mobile, Ala.....	Montgomery, Ala.....	2,800
Do.....	Anniston, Ala.....	3,000
Fort Worth, Tex.....	Fort Worth, Tex.....	5,000
Galveston, Tex.....	Waco, Tex.....	3,000
Do.....	Houston, Tex.....	2,000
Do.....	Fort Sam Houston, Tex.....	10,600
Gulfport, Miss.....	Hattiesburg, Miss.....	4,857
New Orleans, La.....	Alexandria, La.....	3,000
		148,930

#### NONAPPEARANCE OF TABLES.

As previously stated, no tables will be submitted with this report. When cooperation with State and municipal employment agencies was established it was found that none of these institutions kept

records of the nationalities or races of those they placed. In some instances they did not differentiate between skilled and unskilled workers; they were all bunched under the one heading. The practice of the municipal employment office was, in most instances, to record each placement, whether for a few hours, a day, a week, or a month. The Division of Information always kept a record of the nationality, or race, of the person it directed to employment and counted only those who through its efforts were permanently employed. As a consequence only a partial report could be made of races or nationalities and, depending on reports from municipal offices, all placements, whether temporary or permanent, would have to appear in the report. At best, records could be kept for less than four months of the fiscal year owing to a temporary change in the status of the Division of Information.

During the fiscal year 1917, 189,491 separate employers or representatives of employers invoked the aid of the division in supplying their help wants; the number they applied for was 418,810. In round numbers 300,000 were placed. The beginning of the fiscal year 1918 found the Employment Service well under way, and it has been estimated that for the months of July, August, and September of the year just ended over 200,000 persons were directed to places where they were profitably employed.

Up to October 15, 1917, the Division of Information conducted its activities in the Bureau of Immigration, under the direct supervision of the Commissioner General. The funds necessary to carry on this great work were taken from the immigrant fund, but so efficiently did the Commissioner General arrange for the prosecution of the undertaking that none of the field officers of the Immigration Service neglected his work as an immigration official while performing duty in the Employment Service. In justice to these faithful employees it should be recorded that overtime was the rule with them, many of them working from 10 to 16 hours a day.

The Congress in "An act making appropriations to supply urgent deficiencies in appropriations for the fiscal year ending June 30, 1918, and prior fiscal years, on account of war expenses, and for other purposes," approved by the President October 6, 1917, provided as follows:

#### DISTRIBUTION OF LABOR.

To enable the Secretary of Labor, during the present emergency, in addition to existing facilities, to furnish such information and to render such assistance in the employment of wage earners throughout the United States as may be deemed necessary in the prosecution of the war, including personal services in the District of Columbia and elsewhere, per diem in lieu of subsistence at not exceeding \$4, traveling expenses, and rental of quarters outside of the District of Columbia, \$250,000.

In the absence of the Secretary of Labor on a special mission by appointment of the President, the Assistant Secretary of Labor, as provided by statute, acting in his stead, issued the following departmental order:

DEPARTMENT OF LABOR,  
OFFICE OF THE SECRETARY,  
Washington, October 15, 1917.

*To all officers and employees of the U. S. Employment Service.*

The following departmental order is hereby promulgated to go into effect at the beginning of business on Monday, October 15, 1917:

Whereas, by section 2, subsection "Department of Labor," of the act of Congress entitled "An act making appropriations to supply urgent deficiencies in appropri-

ations for the fiscal year ending June thirtieth, nineteen hundred and eighteen, and prior fiscal years, on account of war expense, and for other purposes," and approved by the President October 6, 1917, it is provided as follows:

"DISTRIBUTION OF LABOR.

"To enable the Secretary of Labor, during the present emergency, in addition to existing facilities, to furnish such information and to render such assistance in the employment of wage earners throughout the United States as may be deemed necessary in the prosecution of the war, including personal services in the District of Columbia and elsewhere, per diem in lieu of subsistence at not exceeding \$4, traveling expenses, and rental of quarters outside of the District of Columbia, \$250,000."

And whereas the Secretary of Labor, to whose official uses in the Department of Labor the aforesaid appropriation has been assigned by Congress, is absent from the department indefinitely on a special mission by appointment of the President;

And whereas, pursuant to section 177 of the United States Revised Statutes (U. S. Compiled Statutes of 1916, Vol. I, sec. 259, p. 111), the duties of the Secretary of Labor have devolved during his absence upon the Assistant Secretary of Labor;

And whereas, the said appropriation, being required by its terms to be used during the present emergency for the purpose of rendering assistance deemed necessary in the prosecution of the war, must be promptly applied (in so far as such application may be necessary for effecting the purposes of Congress in making the appropriation) to the uses to which it is by law assigned: Therefore—

1. In accordance with the terms of the said appropriation act, which makes this appropriation for the purpose of enabling the Secretary of Labor to promote labor distribution during the present emergency by facilities additional to those now existing under his direction and supervision—the facilities of the United States Employment Service, which has been organized and is conducted under and pursuant to the purpose clause of the organic act of the Department of Labor and with the aid of the functions of the Division of Information—the work of said Division of Information with reference (a) to all employment matters not emergent in character, will continue as heretofore in the Bureau of Immigration, subject to the superintendence of the Assistant Secretary of Labor as required by the final clause of paragraph 2, section 2, Article II, Part I, at page 21 of the Regulations of the Department of Labor, and at the expense of bureau appropriations; and (b) all employment matters that are emergent in character will be managed through the said Division of Information directly from the Office of the Secretary, without the intervention of the Bureau of Immigration and at the expense of the aforesaid appropriation to the Secretary of Labor. Questions of whether any of such work is war emergency in character or not, will be determined by the department as they arise, either upon requests for special instructions or upon submissions of recommendations in regular course for approval.

2. The Division of Information in the Bureau of Immigration will report (pursuant to the aforesaid final clause of paragraph 2, section 2, Article II, Part I, at page 21 of the Regulations of the Department of Labor) to the Assistant Secretary on all employment matters, doing so (a) through the Commissioner General on matters not of war emergency, and (b) directly to the Assistant Secretary on war emergent matters.

3. All negotiations for cooperative arrangements with regularly established employment agencies of States or municipalities, hereafter undertaken by the bureau or the division, must be preceded by a memorandum approved by the Assistant Secretary or the Secretary, and in the latter case must be promptly reported to the Assistant Secretary for his information by the bureau or division. All existing cooperative arrangements with States or municipalities must be reported to the Assistant Secretary as soon as possible after receipt of this memorandum, and be accompanied with a statement of their present status respectively and a recommendation as to their continuance or discontinuance. Federal expenses of maintaining such cooperative arrangements shall be met out of bureau appropriations.

4. Existing field offices of the United States Employment Service at points not deemed necessary by the department for war emergency purposes, will be continued and new ones established by the Division of Information upon recommendation of the Commissioner General approved by the Assistant Secretary pursuant to his authority under the Regulations (Part I, Art. II, cited above), the expenses for maintaining such offices to be met out of bureau appropriations. These offices will be required to report to the Assistant Secretary through the Division of Information and the Bureau of Immigration.

5. At points deemed by the department as most useful for war emergency service, existing offices of the United States Employment Service will be placed directly

under the Secretary of Labor, with the Division of Information as his executive and without the intervention of the Bureau of Immigration. If no offices exist at such points, offices will be established by the Secretary of Labor under the same arrangement as to executive management. In all such offices nonemergency work will be done as an incident to the war emergency work. These offices will report through the Division of Information to the Assistant Secretary direct and will be maintained out of the aforesaid war emergency appropriation.

6. New blanks, forms, regulations, etc., for the use of both the regular and the war emergency offices, will be prepared and promulgated by the department as soon as possible at the expense of the department.

7. Arrangements will be made by specific authority of the Secretary of Labor with States, municipalities, the American Federation of Labor, other labor organizations, chambers of commerce, boards of trade, other business organizations, and otherwise, as may be deemed expedient by the department for war emergency purposes, the expense thereof to be met out of the emergency appropriation. Under all such arrangements reports will be made directly to the Assistant Secretary and transmitted by him directly to the Division of Information for information and filing.

8. The Women's Division of the United States Employment Service will continue under the direction of the Commissioner General through the Division of Information, reports thereof to be transmitted to the Assistant Secretary by the division through the Commissioner General, and the expenses to be met out of bureau appropriations. When, however, war emergency work necessitates the coordination of any part of the Women's Division of the United States Employment Service, with the war emergency work of the Department of Labor, and it is so ordered by the Secretary, the expense of this service will to that extent be met out of the aforesaid emergency appropriation.

9. Competent persons, including such volunteers or nominally remunerated assistants as may be available and sufficiently experienced, will be directed by the Secretary of Labor to points selected by him for the opening of war emergency offices under instructions to inspect locations and to mobilize local support. The expense of this work will be met out of the emergency appropriation.

10. The United States Boys' Working Reserve and the United States Public Service Reserve will be transferred to the Office of the Secretary, and in so far as they are or may be supported by Federal funds the expenses hereafter will be met out of the aforesaid emergency appropriation.

11. The intent of this memorandum is (1) to so adjust the relations of the United States Employment Service of the Department of Labor to the war emergency work provided for by the aforesaid emergency appropriation as to enable such Employment Service (a) to perform its established peace-time uses through and at the expense of the Bureau of Immigration and in accordance with existing departmental regulations, and (b) to perform the war emergency uses provided for by the aforesaid emergency appropriation without duplication of work and without friction in administration; (2) to do this during the Secretary's absence, in order to lose no time in effecting the emergent purposes of the appropriation; and (3) to avoid creating any new administrative machinery during the Secretary's absence.

12. For the purpose of enabling the Assistant Secretary to perform his functions in connection with the subject matter of this departmental memorandum, Charles T. Clayton is hereby detailed as special representative of the Assistant Secretary with authority to execute such instructions relative thereto as he may from time to time receive from the Assistant Secretary.

(Signed) LOUIS F. POST,  
*Acting Secretary.*

On the same date a supplementary order was issued in the following terms:

*To all officers and employees of the U. S. Employment Service:*

The following departmental order is hereby promulgated to go into effect at the beginning of business of Monday, October 15, 1917:

Whereas, by section 2, subsection "Department of Labor," of the act of Congress entitled "An act making appropriations to supply urgent deficiencies in appropriations for the fiscal year ending June thirtieth, nineteen hundred and eighteen, and prior fiscal years, on account of war expense, and for other purposes," and approved by the President October 6, 1917, it is provided as follows:

"DISTRIBUTION OF LABOR.

"To enable the Secretary of Labor, during the present emergency, in addition to existing facilities, to furnish such information and to render such assistance in the

employment of wage earners throughout the United States as may be deemed necessary in the prosecution of the war, including personal services in the District of Columbia and elsewhere, per diem in lieu of subsistence at not exceeding \$4, traveling expenses, and rental of quarters outside of the District of Columbia, \$250,000."

And whereas the Secretary of Labor, to whose official uses in the Department of Labor the aforesaid appropriation has been assigned by Congress, is absent from the department indefinitely on a special mission by appointment of the President;

And whereas, pursuant to section 177 of the United States Revised Statutes (U. S. Compiled Statutes of 1916, Vol. I, sec. 259, p. 111), the duties of the Secretary of Labor have devolved during his absence upon the Assistant Secretary of Labor;

And whereas the said appropriation, being required by its terms to be used during the present emergency for the purpose of rendering assistance deemed necessary in the prosecution of the war, must be promptly applied (in so far as such application may be necessary for effecting the purposes of Congress in making the appropriation) to the uses to which it is by law assigned: Therefore—

1. In accordance with the terms of the said appropriation act, which makes this appropriation for the purpose of enabling the Secretary of Labor to promote labor distribution during the present emergency by facilities additional to those now existing under his direction and supervision—the facilities of the United States Employment Service, which has been organized and is conducted under and pursuant to the purpose clause of the organic act of the Department of Labor and with the aid of the functions of the Division of Information—the work of said Division of Information with reference (a) to all employment matters not emergent in character, will continue as heretofore in the Bureau of Immigration, subject to the superintendence of the Assistant Secretary of Labor as required by the final clause of paragraph 2, section 2, Article II, Part I, at page 21 of the Regulations of the Department of Labor, and at the expense of bureau appropriations; and (b) all employment matters that are emergent in character will be managed through the said Division of Information directly from the Office of the Secretary, without the intervention of the Bureau of Immigration and at the expense of the aforesaid appropriation to the Secretary of Labor. Questions of whether any of such work is war emergency in character or not, will be determined by the department as they arise, either upon requests for special instructions or upon submissions or recommendations in regular course for approval.

2. The Division of Information in the Bureau of Immigration will report (pursuant to the aforesaid final clause of par. 2, sec. 2, Art. II, Part I, at p. 21 of the Regulations of the Department of Labor) to the Assistant Secretary on all employment matters, doing so (a) through the Commissioner General on matters not of war emergency, and (b) directly to the Assistant Secretary on war emergent matters.

3. All negotiations for cooperative arrangements with regularly established employment agencies of States or municipalities, hereafter undertaken by the bureau or the division, must be preceded by a memorandum approved by the Assistant Secretary or the Secretary, and in the latter case must be promptly reported to the Assistant Secretary for his information by the bureau or division. All existing cooperative arrangements with States or municipalities must be reported to the Assistant Secretary as soon as possible after receipt of this memorandum, and be accompanied with a statement of their present status respectively and a recommendation as to their continuance or discontinuance. Federal expenses of maintaining such cooperative arrangements shall be met out of bureau appropriations.

4. Existing field offices of the United States Employment Service at points not deemed necessary by the department for war emergency purposes, will be continued and new ones established by the Division of Information upon recommendation of the Commissioner General approved by the Assistant Secretary pursuant to his authority under the Regulations (Part I, Art. II, cited above), the expenses for maintaining such offices to be met out of bureau appropriations. These offices will be required to report to the Assistant Secretary through the Division of Information and the Bureau of Immigration.

5. At points deemed by the department as most useful for war emergency service, existing offices of the United States Employment Service will be placed directly under the Secretary of Labor, with the Division of Information as his executive and without the intervention of the Bureau of Immigration. If no offices exist at such points, offices will be established by the Secretary of Labor under the same arrangement as to executive management. In all such offices nonemergent work will be done as an incident to the war emergency work. These offices will report through the Division of Information to the Assistant Secretary direct and will be maintained out of the aforesaid war emergency appropriation.

6. New blanks, forms, regulations, etc., for the use of both the regular and the war emergency offices, will be prepared and promulgated by the department as soon as possible at the expense of the department.

7. Arrangements will be made by specific authority of the Secretary of Labor with States, municipalities, the American Federation of Labor, other labor organizations, chambers of commerce, boards of trade, other business organizations, and otherwise, as may be deemed expedient by the department for war emergency purposes, the expenses thereof to be met out of the emergency appropriation. Under all such arrangements reports will be made directly to the Assistant Secretary and transmitted by him directly to the Division of Information for information and filing.

8. The Women's Division of the United States Employment Service will continue under the direction of the Commissioner General through the Division of Information, reports thereof to be transmitted to the Assistant Secretary by the division through the Commissioner General, and the expenses to be met out of bureau appropriations. When, however, war emergency work necessitates the coordination of any part of the Women's Division of the United States Employment Service, with the war emergent work of the Department of Labor, and it is so ordered by the Secretary, the expense of this service will to that extent be met out of the aforesaid emergency appropriation.

9. Competent persons, including such volunteers or nominally remunerated assistants as may be available and sufficiently experienced, will be directed by the Secretary of Labor, to points selected by him for the opening of war emergency offices under instructions to inspect locations and to mobilize local support. The expense of this work will be met out of the emergency appropriation.

10. The United States Boys' Working Reserve and the United States Public Service Reserve will be transferred to the Office of the Secretary, and in so far as they are or may be supported by Federal funds the expenses hereafter will be met out of the aforesaid emergency appropriation.

11. The intent of this memorandum is (1) to so adjust the relations of the United States Employment Service of the Department of Labor to the war emergency work provided for by the aforesaid emergency appropriation as to enable such Employment Service (a) to perform its established peace-time uses through and at the expense of the Bureau of Immigration and in accordance with existing departmental regulations, and (b) to perform the war emergency uses provided for by the aforesaid emergency appropriation without duplication of work and without friction in administration; (a) to do this during the Secretary's absence, in order to lose no time in effecting the emergent purposes of the appropriation; and (3) to avoid creating any new administrative machinery during the Secretary's absence.

12. For the purpose of enabling the Assistant Secretary to perform his functions in connection with the subject matter of this departmental memorandum, Charles T. Clayton is hereby detailed as special representative of the Assistant Secretary with authority to execute such instructions relative thereto as he may from time to time receive from the Assistant Secretary.

(Signed) Louis F. Post,  
*Acting Secretary.*

The duties of the Assistant Secretary, prescribed by statute and referred to in the departmental orders of October 13, 1917, are indicated on page 21 of the Regulations of the Department of Labor, in Article II, section 2. Without quoting the entire section these duties are:

The only duties required by law of the Assistant Secretary, other than such as the Secretary prescribes, are to perform the duties of the Secretary (unless otherwise directed by the President) in case of the death, resignation, or absence of the Secretary and until a successor to the latter is appointed or such absence terminates.

In part 2 of that section among the duties of the Assistant Secretary, as "prescribed by the Secretary," he is authorized and required "to superintend the work of labor distribution."

These departmental orders and that of December 13, 1917, became the rule of action for the Division of Information to follow and at once a radical change in working methods was effected. Every energy of the division was directed to war-emergent work. Old forms and working rules were laid aside. To obtain the names, addresses, and occupations of wage earners who could perform service for the Government and to direct them to where they could work most advantageously became the one aim of the division. In this

work, as heretofore, the Bureau of Immigration gave its cordial and efficient aid.

In this connection it should be stated that from every quarter of the United States came letters giving advice, offering suggestions, and tendering aid to the Government. To read all of them required a force much larger than the division had at its disposal; to give personal attention and reply to each was impossible. The one gratifying feature of it all was the knowledge gained of the steadfast purpose of the people to back the Government in every effort to "win the war," and "win the war" was the subject matter of every letter.

On December 1, 1917, the Assistant Secretary, in response to an inquiry from the President, submitted to him a statement the principal feature of which is embraced in the following:

It is now manifestly necessary to provide for distribution of productive labor on a large scale. As millions of our industrial population go into the Army, millions more must abandon accustomed vocations for new ones in order to make the Army effective. These tremendous transformations of the labor power of the country must not be left to haphazard processes. They must be effected through a national system, thoughtfully planned and efficiently managed. Only by this means can workers be transferred with a maximum of benefit and a minimum of friction, inconvenience, and suffering from place to place and from nonessential and less essential to indispensable industries. The transfer of man power from nonessential to essential employments is in itself a gigantic task. But through an efficient national system of labor distribution, intensive and extensive as well as systematic in its processes, dislocations of industry can be prevented, competent workers can be distributed among employers in need of help, displaced workers can be furnished suitable employment, farms can be made more productive and harvesting more secure, and fair contractual arrangements can be made between employer and employee. The nucleus of such a system already exists in the Department of Labor, where the task of labor distribution properly belongs. All that is needed is a sufficient appropriation. For adequately financing that already efficient national instrument for this highly essential war service, a minimum appropriation to the Secretary of Labor of \$2,000,000 for the fiscal year 1918-19, and a deficiency appropriation of \$325,000 for the remainder of the present fiscal year, are urgently recommended.

The action taken by the President is set forth in these words:

An allotment to the Department of Labor of \$325,000 from the appropriation "National Security and Defense" to defray expenses in connection with the work of distribution of productive labor throughout the United States, as outlined above, is hereby authorized.

(Signed) WOODROW WILSON.

THE WHITE HOUSE, 5 December, 1917.

In order that additional machinery, provided for in the allotment made by the President, might be set in motion the Assistant Secretary issued the following departmental order under date of December 13, 1917:

*To the Commissioner General of Immigration, the Chief of the Division of Information, and all officers, clerks, and employees of the Bureau of Immigration and the Immigration Service:*

The following departmental order, supplementary to departmental order of October 13, 1917 (effective October 15, 1917), is hereby promulgated to take effect from and after the close of business on December 15, 1917.

Whereas the present emergency makes it imperatively necessary, in the interest of an effective prosecution of the war, that all the activities and facilities of the United States Employment Service be placed at once under the immediate direction of the Secretary of Labor, in the office of the Secretary; and

Whereas the Secretary of Labor is still absent from the department indefinitely on the special mission for the President referred to in the departmental order to which this is supplementary: Therefore—

Pursuant to the organic act of the Department of Labor, to sections 161 and 1707 of the United States Revised Statutes, to the immigration statutes now in force and to Article II, section 2, paragraph 2, of the Regulations of the Department of Labor promulgated October 15, 1915, it is hereby ordered:

1. That all the work of the Division of Information with reference to employment matters be hereafter managed directly from the Office of the Secretary.

2. That in respect of all such work and until further departmental instructions, the Division of Information hereafter report directly to and receive its instructions directly from the Assistant Secretary of Labor.

3. That all negotiations for cooperative arrangements with State, municipality, or other labor distribution agencies be hereafter undertaken and made directly from the Office of the Secretary and that all such arrangements heretofore or hereafter made be managed directly therefrom.

4. That all field offices of the United States Employment Service already or hereafter established are hereby declared to be necessary for war emergency purposes and, until further departmental instructions, are required to report directly to and receive instructions directly from the Assistant Secretary of Labor through the Division of Information.

5. That the files of the Division of Information as they now exist and as they may hereafter be utilized, extended, or readjusted, be subject to the direct management of the Secretary through the Division of Information.

6. Blanks, forms, requisitions, etc., will be prepared and promulgated by the department as required in furtherance of this supplementary order.

7. All recommendations contained in the memorandum (Division of Information file 762/262C) submitted by Miss Marie L. Obenauer under date of September 6, 1917, and approved September 18, 1917; also those contained in her memorandum (same file) of September 15, 1917, approved September 18, 1917; also those contained in her memorandum to the Commissioner General of Immigration (same file) under date of September 20, 1917; also those relative thereto contained in the two memorandums of the Commissioner General of Immigration (same file) approved September 18, 1917; also those contained in the memorandum of the Commissioner General under date of September 21, 1917 (same file), and approved September 21, 1917, are so far modified as to transfer all the functions thereby created to the Office of the Secretary and until further instructions to require Miss Obenauer to report directly to and to receive instructions directly from the Assistant Secretary.

8. All officers, clerks, and employees of the Bureau of Immigration and the Immigration Service found to be experienced in the work of the United States Employment Service, as their services may be required for the development of the war emergency work defined in this memorandum, or the memorandum to which it is supplementary, are hereby transferred without prejudice to the United States Employment Service for war emergency purposes; with the understanding that, should appropriations for this purpose be discontinued, such officers, clerks, and employees so transferred are to be retransferred to their former positions.

9. All the work hereinabove provided for shall hereafter be at the expense of the appropriation described in the departmental order to which this order is supplementary, and of such other war emergency appropriations, allowances, and allotments, as are or may be made to the Secretary of Labor for purposes of labor distribution in the present war emergency. Except that all expenses heretofore incurred under the memorandums referred to in No. 7 of this order; also the compensation for management under the details required by No. 11 of this order; also such expense as has been heretofore incurred in connection with the Porto Rico work of F. C. Roberts shall be paid out of the appropriations heretofore charged herewith.

10. It is the intent of this supplementary order (a) to so adjust the relations of the United States Employment Service of the Department of Labor to war emergency work in labor distribution as to enable the Department of Labor to fulfill all the requirements thereof within and directly from the Office of the Secretary; (b) as incidental thereto to perform nonemergent labor distribution work; (c) to do these things without awaiting the Secretary's return to the department, in order that no time may be lost in developing the necessary field organization and activities on an adequate scale; (d) and, while avoiding the creation of any new administrative organization during the Secretary's absence, to unify and utilize temporarily such appropriate administrative units as now exist under the jurisdiction of the Secretary of Labor.

11. For the purpose of enabling the Assistant Secretary (and in his absence the Acting Secretary) to perform his functions hereunder pending the return of the Secretary to the department and until further instructions, the private secretary to the Assistant Secretary (Charles T. Clayton) is hereby detailed, with Miss Hilda Mulhauser as his



assistant (she being hereby detailed for this purpose), to manage the United States Employment Service for war emergent purposes within and from the Office of the Secretary and in behalf of the Secretary of Labor, and with authority to execute the instructions relative thereto of the Assistant Secretary and in his absence of the Acting Secretary.

(Signed) LOUIS F. POST,  
*Assistant and Acting Secretary.*

DECEMBER 13, 1917.

With the promulgation of this order the Division of Information, being the nucleus of the United States Employment Service, and it being essential to the extension of that important branch of governmental activities that its entire time and effort should be given thereto, was temporarily separated from the Bureau of Immigration. In the leave-taking between the bureau and division the Commissioner General addressed the following letter to the Secretary of Labor:

UNITED STATES DEPARTMENT OF LABOR,  
BUREAU OF IMMIGRATION,  
*Washington, December 15, 1917.*

MY DEAR MR. SECRETARY: By direction of the Assistant Secretary as per two orders dated December 13, at close of this day's business, the Division of Information and all activities of this bureau affecting employment matters are transferred to the department.

Having, in addition to such responsibilities as the law placed in the bureau in such matters, received instructions and directions from you from time to time in relation to the extension and development of the United States Employment Service, I can not allow this occasion to pass by without expressing to you my sincere appreciation of the confidence you have placed in me in the past in connection therewith, or without stating that, whatever success has been achieved, has been possible only by reason of the advice and support you have always extended to the bureau.

In this connection permit me to express my best wishes for success of the effort so ably organized by you, to bring the "man and the job together."

Always at your service, and sincerely, yours,

(Signed) A. CAMINETTI,  
*Commissioner General.*

The SECRETARY OF LABOR.

After the return of the Secretary of Labor to the department he, in acknowledging the receipt of the foregoing, expressed his appreciation of the work done by the Commissioner General in these words:

DECEMBER 29, 1917.

HON. A. CAMINETTI,  
*Commissioner General of Immigration, Washington, D. C.*

DEAR MR. COMMISSIONER GENERAL: I appreciate the kind things you say about me in your letter of the 15th instant in connection with the United States Employment Service. I can assure you that it has been a pleasure to work with you in working out the problem of bringing the man and the job together. To arouse public interest in the subject matter and build up the machinery established through the Division of Information of your bureau, without any specific appropriation available for the tremendous task undertaken, will stand out as one of the monumental accomplishments of the Bureau of Immigration under your administration.

May I not take this opportunity of expressing my appreciation of the hearty cooperation you have always given to the department in its efforts to establish a system which would reduce unemployment to a minimum?

Cordially, yours,

(Signed) W. B. WILSON,  
*Secretary of Labor.*

Following the return to the department of the Secretary of Labor he, in a memorandum to the Assistant Secretary under date of January 3, 1918, directed that:

The Division of Information be transferred as at present constituted.

The transfer referred to being from the Bureau of Immigration to the newly enlarged Employment Service. Accordingly, the division took its place in that service and remained therein, being known, by direction of the Secretary of Labor, as "The Division of Information, Administration, and Clearance," until the end of the fiscal year on June 30, 1918.

Congress having recognized the Employment Service as a distinct unit of the Department of Labor, apart from the Division of Information or the Bureau of Immigration, and having appropriated funds for its maintenance, the Division of Information was restored to the Bureau of Immigration, said restoration to take effect as of July 1, 1918. Between October 15, 1917, and July 1, 1918, the period during which the division had been loaned to the Employment Service, it served as the nucleus around which the said service was built. It furnished the foundations on which were laid the sections, or divisions of correspondence, personnel, accounts, and files of the Employment Service. The work of the division so blended into the uprearing structure of the Employment Service that its history during the nine months preceding July 1, 1918, is the history of the Employment Service and may be found in the report of that organization.

Since the principal facts in relation to the severance of the Division of Information from the United States Employment Service and its restoration to the Bureau of Immigration are given in the United States Immigration Bulletin of August 1, 1918, the concluding paragraphs of the statement in said Bulletin are given herewith as a part of this report. They indicate the steps taken with regard to the return of the Division of Information to the Bureau of Immigration. They are as follows:

6. Upon the return of the Secretary of Labor to the department, and under date of January 3, 1918, the Secretary approved the aforesaid acts of the Assistant Secretary and created a new administrative organization for more permanently effecting the purposes thereof, doing so in an organic memorandum of that date whereby, subject to alterations from time to time, he also established the United States Employment Service in the Office of the Secretary, with the aforesaid Division of Information continued therein as the statutory nucleus for the same.

7. By supplementary memorandum dated February 23, 1918, the Secretary of Labor made a readjustment of the United States Employment Service organization, but without in any way affecting the integral relation thereto of the said Division of Information.

8. Such relation continued until the close of the fiscal year ending June 30, 1918, whereupon an appropriation made by Congress distinctly for the United States Employment Service as a division, section, service, or bureau of the Department of Labor went into effect.

9. The employment functions of the said Division of Information having ceased, in virtue of the terms of the aforesaid congressional measure lodging such functions in the United States Employment Service of the Department of Labor, and in virtue also of the purpose clause of the organic act of the Department of Labor, it is hereby—

*Ordered:*

I. That the said Division of Information be, and it hereby is, restored to the Bureau of Immigration with all the functions it has heretofore exercised, except those that are now authorized to be exercised by the United States Employment Service.

II. That the chief of said Division of Information be, and he is hereby, relieved of his detail to the United States Employment Service, nunc pro tunc as of July 1, 1918.

III. That (except as may be otherwise provided by the Secretary), all other officials and employees on the appropriation roll of said Division of Information and under detail to the United States Employment Service on June 30, 1918, be either (1) relieved of their respective details and continued on such roll nunc pro tunc as of July 1, 1918, or (2) transferred to and placed upon the appropriation roll of the United States Employment Service, such alternative adjustment to be made by the Director General of the United States Employment Service, the Commissioner General of Immigration,

and the chief, Division of Information, under departmental supervision by the Assistant Secretary and the Acting Secretary.

IV. In the adjustment of all contactual or overlapping functions of the United States Employment Service and the Bureau of Immigration, the Assistant Secretary and the Acting Secretary, or either in the absence of the other, will act for the department.

(Signed) W. B. WILSON,  
Secretary.

JULY 10, 1918.

One of the first duties assigned to the Division of Information on its restoration to the Bureau of Immigration was the enforcement of Rule 17-A, which relates to the temporary admission to the United States of aliens who were, or may be, excluded or ordered deported. Such aliens may be released, as provided in Rule 17-A, which follows:

UNITED STATES DEPARTMENT OF LABOR,  
BUREAU OF IMMIGRATION,  
Washington, June 29, 1918.

BUREAU CIRCULAR.

*To Commissioners of Immigration and Inspectors in Charge, Immigration Service, and others concerned:*

With a view to insuring that aliens rejected at our ports or arrested within the United States and ordered deported, but whose deportation can not immediately be accomplished because of war or other conditions, and in whose cases reasons exist why the aliens should not be held in confinement for unreasonable periods, will (if released) eventually be produced when deportation becomes possible, the following rule is hereby promulgated for the guidance of immigration officials and others concerned:

*Rule 17-A. Temporary release, under arrangements for self-supporting employment, of aliens excluded or ordered deported.*

Subdivision 1. *General conditions.*—(a) Aliens whose prompt deportation can not be accomplished because of war or other conditions may, upon permission secured from the department, be released and permitted to accept self-supporting employment under the conditions hereinafter stated.

(b) Such release shall be temporary only and any alien who violates the conditions exacted shall immediately be taken into custody and detained as an alien deportee under the outstanding excluding decision or departmental warrant, the facts in such cases to be promptly reported to the department.

(c) A photograph and complete personal description of the alien shall be taken for purposes of identification. The cost of the photograph will be borne by the immigration appropriation.

(d) No alien shall be released under the conditions herein prescribed unless he has assurances of self-supporting employment, secured through the United States Employment Service or otherwise as may be found most practicable in individual cases. Immigration officials will, in proper cases, facilitate the execution of application forms and otherwise assist in arranging matters incident to the employment of the alien.

Subdivision 2. *Conditions to be observed by employer.*—(a) A prospective employer shall be required, as a condition precedent to the temporary admission or employment hereunder of any alien, fully to disclose to the immigration official having the alien in custody his plans with reference to the employment of such alien, including the wages, how often paid (giving dates), housing conditions, and duration of employment.

(b) A prospective employer shall also be required to give his written stipulation to the following effect, viz:

1. That he will abide by and comply with the terms of this rule.
2. That he will pay the current rate of wages for similar labor in the community in which the released alien is to be employed.
3. That with respect to housing and sanitation the laws and rules of the State in which the alien is employed will be observed. If employed in a State that has no law on said subject, such conditions must be satisfactory to the Secretary of Labor.
4. That he will keep the immigration officer in charge of the case advised promptly of any change made in his plans as originally disclosed, with respect to the place, duration, or character of the employment of the alien by him, and wages and times of payment thereof.

5. That he will notify such officer immediately upon learning that the alien released to him has left his employ (without his previous knowledge of the alien's intent to do so), and will furnish all possible information to assist immigration officers in ascertaining whether or not the conditions of this rule are being observed.

6. That he will retain from the released alien's wages the sums named in subdivision 3 hereof and transmit same for deposit in the Postal Savings Bank in the manner therein specified.

Subdivision 3. *Withholding portion of wages and making reports.*—As additional means of insuring that an alien released under the provisions of this rule will be produced for deportation when called for, the following conditions shall be observed:

(a) Each such alien shall, prior to release for the purpose of accepting employment, apply for permission to open an account in the Postal Savings Bank at the place indicated by the immigration officer in charge of the case; deposits to such alien's credit will later be made in this account after the manner herein provided.

(b) The employer shall withhold from the alien's wages 25 per centum of the amount earned, avoiding odd amounts by withholding the nearest sum to 25 per centum in multiples of 25 cents. For example, if the wages are \$2.75 per day, the amount withheld will be 75 cents per day. If the alien changes his employer in accordance with the provisions of this rule, each subsequent employer shall continue withholding 25 per centum of the wages earned.

(c) On each pay day the employer shall transmit to the immigration officer in charge of the case the money withheld from the alien's wages in pursuance of the preceding paragraph. Postal money orders payable to such officer, purchased at the cost of the alien, shall be used in making these remittances. Such officer shall indorse said money order to the local postmaster and deposit the money with the local Postal Savings Bank to the credit of the alien from whose wages the sum represented has been withheld, retaining in his possession the receipt for such deposit. The funds so deposited will remain in the Postal Savings Bank until the alien leaves the United States, whereupon such officer shall arrange for delivery to the alien of the money so saved, plus the interest, if any, accrued thereon; but partial withdrawals may be permitted under the terms of the next succeeding paragraph.

(d) If an alien released under the terms of this rule becomes ill, out of employment, or otherwise needy through force of circumstances (such as illness of his accompanying family), he may apply to the immigration officer in charge of the case for permission to withdraw and use a part of the accumulated fund which may be on deposit in the Postal Savings Bank to his credit; and such application may, after due investigation, be granted by allowing withdrawal in installments up to not exceeding one-half of the sum on deposit, or more upon special permission of the department, the accumulation to be recommenced as before as soon as the alien resumes employment.

(e) If the work for which the alien is employed has been completed and no other employment is open to him, the officer in charge of the case shall be notified by the alien and the latter shall be returned to custody, the cost of his own travel in so doing to be paid from the funds on deposit to his credit under the terms of this rule. If other employment is open to him, the alien shall so notify the immigration officer, giving full particulars as to the prospective employment proposed.

Subdivision 4. *Change of employers.*—An alien released under the terms of this rule who changes employers shall be subject to be taken into custody on the outstanding decision or departmental warrant, in the event that he fails to report any change of employment or that any subsequent employer fails or neglects to comply with the requirements of this rule as to withholding and depositing 25 per centum of the wages earned by the alien. Any default shall be promptly reported to the department by the officer in charge of the case, details to be furnished for the completion of the records.

Subdivision 5. *Release contingent upon good behavior.*—Any release granted under the terms of this rule may be terminated if the alien so released has misbehaved or has failed to obey the laws of the United States and of the State or community in which such alien may be employed.

Subdivision 6. *Application of rule to existing cases.*—Upon permission of the department, the provisions hereof may be applied to cases of aliens who have heretofore been released upon personal recognizance or parole, and to other cases in the discretion of the department. Such permission may be granted where it is shown that the ends of good administration will be served or other desirable results obtained by making a change in the conditions of release; but the department may, in its discretion, impose other conditions in addition to those provided in this rule, should the circumstances of a particular case so require.

A. CAMINETTI, *Commissioner General.*

Approved July 5, 1918:  
W. B. WILSON, *Secretary.*

## SUGGESTIONS.

The Division of Information on resuming its work in the Bureau of Immigration, finds, in addition to its duties as defined by statute, a new field of endeavor opening before it. The old order, the one which prevailed when the division was established, has disappeared. Radical changes in industry, undreamed of when the war began in Europe, have so revolutionized the relations which heretofore existed between employer and employed, and of those which existed between these two forces and the Government, that no one who gives thought to the subject believes that these relations will ever be resumed. The switching of wage earners from one industry to another, from what has been called nonessential to essential labor and the substitution of women for men in shop and factory, in transportation and agriculture, as well as in every field of endeavor where the labor of women can be utilized, while they were among the possibilities, were not seriously included among the probabilities two years ago. So rapidly has the Nation traveled in industrial development that no one is wise enough to predict what will happen when the demands of war give way to the needs of peace. In time of war it is well to prepare for peace. If what are called nonessential industries languish in face of the demand for war material now, will they revive rapidly enough to take up any considerable number of wage earners when the war ends? When the victorious legions of the United States return from Europe they will ask what provision the Nation has made for their return to the army of peace. That question should be answered in a practical way by being prepared to direct them to where their labor may be profitably employed.

Immigration following the war may or may not be heavy. The division believes that for many years the tide of immigration will not rise to heights such as gave cause for concern before the breaking out of the war. The immigration laws of the United States are so well understood in Europe that in all probability those who may be classed among the prohibited will not attempt to enter the United States. Soldiers now serving in the armies of the allies, who had been residents of the United States prior to the war, may wish to return to this country and their plea for admission, will, in all probability, find supporters in the ranks of our soldiers who fought with them for world equality. Changes may be made in the laws regulating immigration. In any event the Government of the United States should be prepared to demand from each according to his ability as well as to offer to all according to their needs.

The former practice of allowing immigrants to go haphazard to already crowded cities to add to existing congestion should not be continued when immigration sets in following the ending of the war. Selection and direction of arriving aliens should receive the most careful consideration. Not where some exploiter of labor wishes to send the immigrant but where he may best serve himself and our country is where the Division of Information should direct the immigrant of the future. Citizens, as well as immigrants, "who may desire" the information gathered by the division should be accurately informed and carefully directed.

Regulation of immigration entering the United States and direction of it after its admission will be far more important after the war

than it ever was before. In this work the Bureau of Immigration through its Division of Information will be called on to play a most important part. The division should be prepared to accurately answer every question from immigrant or citizen concerning every place where wages may be earned by man or woman.

#### NATIONAL HIGHWAYS.

As the railway car took the place of the stage coach, the automobile is rapidly making those who travel short distances, in a sense, independent of the railway car, and as time goes on the long-distance automobile will become known to the traveling public. This will necessitate the building of great national roadways, running north, south, east, and west, in addition to those already constructed, or in contemplation, within State lines. The construction of such highways will provide "opportunities for profitable employment" for many of the returning soldiers and for numbers of others released from munition factories.

#### INTERSECTING CANALS.

Great waterways and canals now in existence will be connected by intersecting canals and new canals will no doubt be built. If these are not now in the planning there is every reason why they should be and be actually in course of construction immediately after peace has been declared.

#### OIL AND GAS PIPE LINES.

Economy and rapidity of transportation of oil and gas to the large cities and industrial centers of the Nation seem to demand the construction of pipe lines through which to convey these agents of modern industry. The waste in transportation of oil by rail is great and, at present, unavoidable. With the oil flowing through pipes from nature's storehouse to the abiding place of the consumer, time and cost of transportation may be reduced to the minimum, while the certainty of delivery will not be interfered with by accident or change of weather.

What is true of oil may be said of natural gas, and since the construction of extended pipe lines to convey these products will not be confined within the boundaries of any one State and will be interstate in operation, the work of construction will be national in character.

The construction of such pipe lines will lessen the strain on the railroads, the economical transportation of gas and oil will be of advantage to city dwellers who in the best of times could not procure sufficient quantities of coal for fuel and in many ways will enable the people to keep pace with the demands of advancing civilization.

#### IRRIGATION AND RECLAMATION.

With the release of wage earners from the Army and munition factories when the war ends the Interior Department will, no doubt, engage with renewed activity in reclamation and irrigation projects which were halted by so many men being called to the colors. These projects and new ones in contemplation will not only provide useful acres for willing hands but will give employment to large numbers

of men. The Division of Information has for years cooperated with the Reclamation Service and there is every reason why it should do so with increased activity in the future.

While the Division of Information can have nothing to do with the construction of national highways, intersecting canals, oil and gas pipe lines, or the reclamation of waste lands, it can have a great deal to do with supplying information concerning these undertakings to such aliens as, under our laws, may be deemed eligible to enter the United States, and by cooperating with the governmental agencies having these projects in hand it can go far toward keeping wage earners profitably employed by furnishing accurate detailed information to all "who may desire the same" when they apply at our immigrant stations or elsewhere.

#### CONCLUSION.

Although it is not possible, for the reasons heretofore stated, to present tables, as in former years, to indicate the progress made and work done by the Division of Information, it is gratifying to be able to point to the part taken during the past year by the division, in helping to establish that which was a necessity and actually in progress before our country entered the war—the United States Employment Service. This great work inaugurated by the Commissioner General with the cordial approval and invaluable guidance of the Secretary of Labor will, as the Secretary says, "Stand out as one of the monumental accomplishments of the Bureau of Immigration."

To have been a part of the moving force in this great work was and is a matter of pride to the Division of Information as a whole, and in presenting this report the Chief of the Division regards it as his duty as well as an honor to express his thanks for the sympathetic assistance given the division by the Secretary of Labor, the Assistant Secretary of Labor, and the Commissioner General under whose immediate supervision this great work was begun and carried forward until the United States Employment Service, as a separate entity, began its career as one of the most useful of governmental agencies.

The exacting duties so well performed could not have been recorded as successful accomplishments were it not that every one who made up the staff of the Division of Information rendered faithful and efficient service. Always willing, never complaining, they cheerfully responded to every call for time or effort. The Chief of the Division in expressing his appreciation of their good work extends at the same time his thanks for their cooperation and assistance.

T. V. POWDERLY,  
*Chief of Division of Information.*

Filed and transmitted to the Hon. W. B. Wilson, Secretary of Labor.

A. CAMINETTI,  
*Commissioner General.*

OCTOBER 2, 1918.

## APPENDIX III.

### REPORT ON SEAMEN'S WORK.

WASHINGTON, D. C., *June 30, 1918.*

SIR: In your letter of April 29, 1918, you designated the signer hereof, "at the request of the United States Shipping Board, to represent the Department of Labor at the conferences which the board is calling for the purpose of considering the questions involved in securing a supply of officers and seamen adequate to meet the fast increasing needs of our merchant marine." The conferences in question had been called by the Shipping Board for the week commencing April 29. The Shipping Board had asked the "shipowners and operators and the licensed officers and seamen of the Atlantic, Gulf, Pacific, and Great Lakes to consider the questions involved in securing a supply of officers and seamen adequate" to meet the needs mentioned, because said board deemed it "most important to have unity of understanding, purpose, and action between the Shipping Board and all other departments and branches of the Government whose activities are interrelated with those of the Shipping Board in respect to the situation," and the Secretary of Labor was invited to participate in person or by representative because "as one of the signers of the so-called Atlantic agreement of August 8, 1917," he was aware of the nature and importance of the problem and would be able to give valuable "advice and counsel."

It is assumed that the writer was chosen as the representative of the Department of Labor largely because it had been his privilege to serve with the Commissioner General of Immigration as a delegate of the Department of Labor in the conference, called jointly on June 29, 1917, by the Secretary of Commerce and the Secretary of Labor, between officials of their respective departments, officials of the United States Shipping Board, and representatives of the shipowners and seamen, respectively, of the Atlantic, Gulf, Pacific, and Great Lakes, with the object of establishing "harmonious relations between seamen and shipowners and the removal of all obstacles, real or imaginary, that stand in the way of retaining the present force of seamen and adding to the number as necessity may require"; and also because he was subsequently chosen by the Commissioner General of Immigration and the Secretary to serve as the Department of Labor's member on the committee, appointed as the result of said conference and with the purpose of carrying into effect so far as possible the things accomplishment of which the conference had shown to be desirable.

In view of the above it seems pertinent, indeed necessary, to preface this report relating to things accomplished by the conference called in April, 1918, by the Shipping Board with a copy of the report of the committee appointed as the result of the conference called in June, 1917, by the Secretary of Commerce and the Secretary of Labor.



That report, which by unanimous consent of the committee was submitted on its behalf to the two Secretaries by the chairman and the Department of Labor member, was dated August 9, 1917, and read as follows:

*The Secretary of Commerce and the Secretary of Labor:*

On June 29, 1917, the Secretary of Commerce and the Secretary of Labor issued a joint call for a conference between officials of said Departments, officials of the United States Shipping Board, and representatives of the shipowners and seamen, respectively, of the Atlantic, Pacific, Gulf, and Great Lakes. The communication calling this conference read as follows:

DEPARTMENT OF LABOR,  
OFFICE OF THE SECRETARY,  
Washington, June 29, 1917.

DEAR SIR: The existence of a state of war has created abnormal conditions at sea, seriously affecting the supply of seamen and the proper manning of vessels. The contemplated building of large numbers of additional vessels and the manning of the same when afloat will make the problem more acute. A sufficient supply of seamen for the merchant vessels of our allies, as well as for American merchant vessels, is essential to the proper conduct of the war. The establishment of harmonious relations between seamen and shipowners and the removal of all obstacles, real or imaginary, that stand in the way of retaining the present force of seamen, and adding to the number as necessity may require, would be of immense value to the country in the present emergency.

For these reasons you, or such persons as the organization you represent may select, are respectfully invited to attend a conference to be held in the office of the Secretary of Labor in Washington, D. C., on Wednesday, July 18, 1917, at 10 o'clock a. m., at which representatives of the Department of State, the Department of Commerce, the Department of Labor, the Shipping Board, the shipowners and the seamen of the Atlantic, Pacific, Gulf, and Great Lakes are invited to be present for the purpose of considering the whole subject of the training and supply of the necessary seamen for the merchant vessels of the United States and its allies trading in American ports, and all questions affecting the same.

Sincerely, yours,

WILLIAM C. REDFIELD,  
Secretary of Commerce.  
W. B. WILSON,  
Secretary of Labor.

The time for the holding of the conference was postponed, but such conference was finally held in the auditorium of the Department of the Interior on Wednesday and Thursday, August 1 and 2, 1917, when the subject of the call and numerous related subjects were discussed in extenso. The result of the conference was the appointment of a committee, six members of which would represent the employing shipowners, six members the interested organization of employees, one member of the Department of Commerce, one the Department of Labor, and one the Shipping Board. That committee now has the honor of submitting the following report of action taken and recommendations determined upon:

The committee met in the Interstate Building, Washington, D. C., at 3.45 p. m.; August 8. The membership, with the exception of Capt. Ulster Davis, was present, the committee being made up as follows:

*Representing the shipowner employers.*—P. A. S. Franklin, president International Mercantile Marine Co.; H. R. Raymond, president Clyde & Mallory Steamship Lines; Frank C. Munson, president Munson Steamship Line; Ernest M. Bull, vice president A. H. Bull & Co.; David T. Warden, manager marine department, Standard Oil Co.; L. H. Shearman, vice president W. R. Grace & Co.

*Representing the organized seafaring employees.*—Andrew Furuseth, president International Seamen's Union of America; William S. Brown, of the Marine Engineers Beneficial Association; Ulster Davis, of the American Association of Masters, Mates, and Pilots; William A. Wescott, of the Masters and Mates of the Pacific Coast; H. P. Griffin, of the Marine Cooks and Stewards' Association; Thomas Conway, of the Firemen's Division of the International Seamen's Union.

*Representing the Department of Commerce.*—George Uhler, supervising inspector general Steamship Inspection Service.

*Representing the Department of Labor.*—A. Warner Parker, law officer Bureau of Immigration.

*Representing the Shipping Board.*—R. B. Stevens, vice chairman of the board.

Mr. Uhler was chosen by general consent as chairman of the committee; and it was the sense of those present that the committee should proceed in an informal manner and that no secretary would be needed in its work.

The general understanding of the membership was that the committee could not consider itself as representing the shipowner employers on the Pacific coast, because those employers were not to any appreciable extent represented in the conference which resulted in the appointment of the committee, and that it could not represent the shipowner employers of the Great Lakes, because those employers were not represented at all in the conference; that, therefore, so far as the Pacific coast and the Great Lakes are concerned, the committee's legitimate function could be nothing

more than to make recommendations to the Government (the two departments and the Shipping Board); that, however, the committee was fully empowered to represent the shipowner employers on the Atlantic coast and the Gulf of Mexico.

Mr. Furuseth submitted that the one most essential thing to be done in order to accomplish the main purpose of the calling of the conference and the appointment of the committee would be for the committee to readopt and ratify the memorandum of understanding reached in the conference by the shipowners and the seamen's organizations held on May 8, 1917, with verbal modifications necessary to bring it up to date, and with the insertion of a clause covering pay for overtime cargo work and overtime ship work, respectively. This proposition, especially the insertion of a clause concerning overtime pay, was discussed at length by the various members of the committee, with the result that it was concluded unanimously to adopt Mr. Furuseth's suggestion.

Mr. Griffin then suggested that a clause should also be inserted in the memorandum of the understanding evidencing the committee's official recognition of the scale of wages and bonus for cooks and stewards, which had recently been adopted by the Atlantic and Gulf companies and the Association of Marine Cooks and Stewards. This proposition was also discussed at length and its adoption was finally decided upon, also without dissent.

Accordingly the memorandum of understanding of May 8 was readopted, with slight verbal changes not necessary to be described, and with the insertion of the two new clauses above mentioned; such memorandum, so modified, read as follows (new clauses in italics):

"MEMORANDUM.

"The conference between the Shipping Board, the Committee on Shipping of the Council of National Defense, and representatives of the International Seamen's Union was called to order at 9.30 a. m. on May 8, 1917. Chairman Denman of the Shipping Board was in the chair. Those present in addition were Vice Chairman Brent, Mr. White, and Mr. Stevens, of the Shipping Board; Mr. Raymond, of the Atlantic, Gulf & West Indies Steamship Lines; P. A. S. Franklin, of the International Mercantile Marine; Mr. Munson, of the Munson Line; Mr. Bull, of the Bull Line; Mr. Shearman, of the Grace Line; Mr. Warden, of the Standard Oil Co.; Commissioner Chamberlain, of the Bureau of Navigation. Representing the organized seamen, President Furuseth, of the International Seamen's Union; H. P. Griffin, G. H. Brown, Oscar Carlson, Dan Ingraham, and P. J. Pryor.

"A general synopsis of the conference was as follows:

"The representatives of the steamship lines and of the organized seamen agreed with the Shipping Board that some action ought to be taken looking to an increase in the number of seamen in order to furnish men for the vessels trading to England and France carrying supplies and yet to continue an uninterrupted coastwise trade.

"To attain this purpose the representatives of the shipping lines in cooperation with the Shipping Board and the organized seamen tentatively agreed to cooperate for the attainment of this end in the following manner:

"Substantially all the steamship lines will agree to pay the following wage: Sailors and firemen, \$60 per month; coal passers, \$50 per month; oilers and water-tenders, \$65 per month; boatswains, \$70 per month; carpenters, \$75 per month; *overtime pay for cargo work, 50 cents, for shipwork 40 cents per hour.* Bonus going to the war zone, 50 per cent of the wages, wages and bonus to continue until crew arrive back in the United States; \$100 compensation for loss of effects caused by war conditions. *The scale of wages and bonus for cooks and stewards at present in force be to maintained and continued during the continuance of this agreement.*

"That a certain number of boys, determined by the number of men carried, are to be employed in addition to the usual crew; that a number of ordinary seamen will be employed in proportion to the able seamen carried. Taken as an instance, a vessel now carrying 8 men on deck will carry 6 able seamen, 2 ordinary seamen, and 2 boys, such boys and ordinary seamen to have ample opportunity to learn the work usually demanded of able seamen.

"That the representatives of the organized seamen shall have access to and be permitted on docks and vessels during reasonable hours.

"The representatives of the seamen tentatively agree to join with the shipowners in an appeal to seamen now employed on shore to come back to the sea.

"That the bonus and other conditions arising from the war shall terminate with the war and that the wages set shall remain for one year, to the end that wages be stabilized and that the men now on shore may be induced to return to the sea.

"That the seamen will use earnest efforts in cooperation with the officers to teach seamanship to the boys and ordinary seamen."

The following two paragraphs were added to the memorandum of understanding as of the date of the meeting of the committee, August 8:

"That the representatives of the organized seamen reported that this agreement had been put to vote of their unions and ratified by their membership.

"That this agreement is hereby ratified and confirmed on this 8th day of August, 1917."

And thereupon the ratification of the memorandum, so amended and extended, was indicated by the attachment thereto of the signatures of the representatives of the shipowner employers and such representatives of the seamen's organizations as were authorized to sign, with the understanding that it would be immediately submitted to Messrs. Oscar Carlson, G. H. Brown, and P. J. Pryor, of those organizations, for their signature, and was countersigned by R. B. Stevens, vice chairman of the Shipping Board, with the understanding that it would eventually be countersigned by the Secretary of Commerce and the Secretary of Labor.

The committee unanimously decided to recommend to the two departments and the Shipping Board that representations be made by the Government to the shipowner employers on the Pacific coast and the Great Lakes, respectively, having in view that such employers shall, as a further and very important means of producing the desired results, enter into an understanding with the seamen's organizations concerned of substantially the same nature as that adopted by the committee affecting business upon the Atlantic and the Gulf of Mexico.

The so-called "welfare plan" which is being operated by the Lake Carriers' Association, the principal shipowner employers on the Great Lakes, was discussed at some length by the committee. It concluded, however, that it was not in possession of sufficient information with respect to the nature and operation of that plan to offer any suggestions along the line contended for by certain speakers in the conference having in view the abolishment or modification thereof; that the committee's recommendation in this regard should be that the Government should invite the Lake Carriers' Association and others interested in the matter to appear before the Secretaries of Commerce and Labor and the chairman of the Shipping Board (or their appropriate representatives) and furnish such full and explicit information with regard to the "welfare plan" as would make possible a conclusion concerning what, if any, action should be taken in the premises.

Messrs. Furuseth and Parker reported to the committee, as a matter of interest, the fact that they had called upon the Provost Marshal General of the United States and discussed with him, and with Maj. Warren of his office, the question whether the draft exemption regulations could not be modified in practice so as to operate as an impetus instead of an impediment to the entry of men into the service of the mercantile marine. (The manner in which this incidental question was presented to Gen. Crowder is shown by the attached copy of a letter written to that official by Mr. Furuseth after he and Mr. Parker had their interview with Gen. Crowder and Maj. Warren.) They stated to the committee that their representations had been received with interest, and that they were in hopes that a method of applying the regulations which would encourage men to enlist in the hazardous occupation of seaman would result. The committee generally expressed satisfaction with this report, and it was the sense of the committee that further representations should be made to the Provost Marshal General, as the committee deemed it extremely important that the courage and patriotism involved in enlisting in the mercantile-marine service at this particular time should receive complete recognition by the Government and that the manner of proving in an individual case that the person is a seaman and that his services are of value to the Government should be made one that could readily be availed of by the seamen and at the same time show clearly his status and the valuable nature of his services.

Mr. Furuseth then submitted to the committee a rough draft of a "call" to men to come back to the sea or to respond to its lure for the first time. This draft did not meet with the approval of the representatives of the shipowners, and at the suggestion of Mr. Raymond it was tabled and a subcommittee was appointed by the chairman to draft a "call" which could be subscribed to by all concerned, and which would be calculated to create a proper impression upon the minds of those to whom its appeal might be directed and thereby produce the result of getting men to man the vessels. The chairman appointed as members of the subcommittee Messrs. Munson, Furuseth, Stevens, and Parker, and in pursuance of the original suggestion acted as a member thereof, *ex officio*, himself. This subcommittee was appointed with the understanding that it need not report back to the committee, but that its draft of a proposed call should be inserted in the report of the committee and in that manner submitted to the Secretaries of Commerce and Labor and to the chairman of the Shipping Board for final approval, the steps then to be taken necessary to its extensive publication and the procurement of the utmost possible publicity concerning it.

With the understanding that the subcommittee would meet at 8.30 p. m. and proceed immediately with the work of drafting the "call," and with the further understanding that the preparation and submission of the report of the committee would be left to the chairman and Mr. Parker, the committee adjourned sine die at 6 o'clock p. m.

The subcommittee met promptly at 8.30 p. m. and proceeded immediately to the drafting of the "call." The draft finally decided upon reads as follows:

**"THE NATION'S APPEAL FOR MEN TO MAN ITS MERCHANT SHIPS.**

"The United States Government, the shipowners, and the seamen jointly issue this call to the sea.

"It is a call to men who have lived upon and loved the sea, but left it, to return. It is a call to young men who have felt the lure of the sea, but resisted it, to come now!

*"The message to those who have left the sea is this:* The conditions which caused you to leave no longer exist. Seamen are no longer bound by laws to the vessels on which they serve. The seamen's act has conferred this and many other blessings upon them. Economic and working conditions affecting the calling have been immeasurably improved. Attractive wages are being paid. The importance of the seaman as a factor in the life of the Nation is being recognized. The ancient and honorable profession of seamanship is again coming into its own.

*"The message to the young man, the novice, is this:* You can now give ear to the call of the sea and respond to its lure with confidence that upon the sea a career is again a possibility. The improvement in the conditions affecting the seamen's calling has necessarily increased its opportunities for the ambitious and industrious to secure advancement. Conditions on board vessels have been materially improved. When vessels are in port the seamen are as free as men ashore. The spirit of adventure of the young man should readily respond to this opportunity.

*"The message to all followers or would-be followers of the sea is this:* The United States of America, above all other countries, has proven itself the friend of the seamen. That Nation needs you now. Your 'bit' in its service can be a very large factor in the advancement of its interests and in the defense of those principles for which it has always stood—at this particular juncture, when history is being made, you can have a large and creditable share in the making of that history.

"Many of those in our country have answered the call to become soldiers or to join the Navy. This is the third call of the country to join in the work on ships which are carrying the soldiers, the ammunition, and the necessary commerce of the world to all ports. Sailors are as necessary as soldiers. Congress exempted seamen from the draft act, because seamen are giving important military service.

"Our country is building many steamers and it needs the men and the officers to man them as never before. The occupation of seaman affords excellent opportunities for seeing foreign lands and learning languages, as well as opportunities for aiding in the development of our commerce. Join the merchant marine now. Serve your country. There is a great future before you on the sea.

"An agreement has been reached between the shipowners and the seamen concerning conditions and wages, calculated to assure adequate recompense and reasonable comfort to those who return to the sea or for the first time respond to its lure, and such agreement has been countersigned by the Secretary of Labor, the Secretary of Commerce, and the chairman of the Shipping Board of the United States Government."

It was the sense of the committee that, although the ratified memorandum of understanding relates only to men, the "call" should be so worded as to constitute as strong an appeal as possible to officers as well, and it will be observed that the subcommittee in preparing the draft has attempted to couch it in terms calculated to reach both officers and men.

All of which is respectfully submitted, on behalf of the committee.

GEO. UHLER,

*Supervising Inspector Steamboat Inspection Service, Chairman.*

A. WARNER PARKER,

*Law Officer Bureau of Immigration,  
Member for the Department of Labor.*

The conference called by the Shipping Board held two sessions daily during the week, April 29 to May 4, 1918. The writer was present at all meetings, and by request of the chairman presided at one of the meetings, and at the next to the last meeting addressed the conference, endeavoring to summarize the discussions and to point out what remained to be done to give tangible effect toward the ac-

complishment of the things which by consensus of opinion, were regarded as desirable or necessary.

The following matters were discussed:

1. Wages of marine engineers on the Atlantic and Gulf coasts, as compared with wages on the Pacific coast; new rules, suggested by the Marine Engineers' Beneficial Association, the purpose of which was to bring conditions on the Atlantic and Gulf coasts into nearer conformity to those existing on the Pacific coast, being taken up seriatim.

2. Wages of masters, mates, and pilots; a wage scale suggested by the National Association of Masters, Mates, and Pilots being considered in detail.

3. The agreement of August 8, 1917, between the various seamen's unions and the shipowners of the Atlantic and Gulf coasts, regarding wages, overtime pay, bonuses, use of ordinary seamen and of boys on board vessels in such number and manner as to insure educating and training a supply of able seamen, etc. (which agreement is set forth in detail in the first part of this report), the necessity that such agreement shall be more fully observed by those already parties to it, and that it shall be applied to all vessels on the Great Lakes as well as to those on the Pacific, Atlantic, and Gulf.

4. The improvement of conditions generally in the seafaring pursuits, with the purpose of inducing men and boys to come or to return to the sea, or, at least, not to discourage them from doing so; and, in particular, the furnishing of better food to the crews, and of improving living conditions (the forecastles) on board many ships; the Shipping Board being requested, by a special resolution of the conference, to appoint in each important port a committee of three (one representative each from the Shipping Board, the shipowners, and the seamen's organizations), with which complaints about living quarters could be lodged, and whose duty it would be to inspect forecastles and recommend changes wherever such inspections or changes could be made without delaying the sailing of ships.

5. The desirability of bringing about uniformity and exact compliance with the law by exemption boards in the matter of granting deferred classification to "mariners;" it being pointed out that great divergence existed in the understanding of such boards of the intent of the law and the Provost Marshal General's regulations on this subject. This matter was referred to the Committee of Five (the work of which is hereinafter described in some detail) for consideration and the adoption of such course of action as might be deemed appropriate.

6. The registration of all seamen (including licensed officers and deep-sea fishermen) under the draft regulations, so that ample assurance may be had that the calling in no sense or manner becomes a cloak to shield "slackers."

7. The furnishing of a proper card of identification to seamen and the discontinuance of the numerous cards now required.

8. The furnishing of a permit to officers of the seamen's unions under which they could go freely aboard vessels in United States ports.

9. The more prompt payment of indemnities in case of loss of life or loss of effects in the danger zone.

10. The use of deck and engine-room crews to the fullest extent possible in the making of repairs on board vessels.

11. The use of towed barges in the coastwise trade—the necessity, if they must be used for economic reasons during the war, that they shall be sufficiently equipped with rigging, sails, machinery, etc., so that when it becomes necessary in a gale to cut them loose from the vessels towing them the men on board may have some chance to save their lives.

12. The securing of a supply of licensed officers and seamen for the new merchant vessels being launched for war purposes; in connection with which consideration and indorsement were given the work to the recruiting and training service of the United States Shipping Board; and whether any person not a citizen of the United States should be permitted to serve as a licensed officer.

13. The "crimping" system—all its evils and best methods of remedying them.

14. The necessity that the seamen's act shall be enforced, especially the provision thereof relating to "watch and watch" and the "language clause"—particularly on American vessels.

15. The necessity that all concerned shall sign the "Call to the Sea" (drafted as the result of the conference of August, 1917), and that such "Call to the Sea" shall be given the utmost publicity.

16. The Great Lakes situation in general—pay, overtime, fore-castles, the so-called "welfare plan," etc.; and, in particular, the failure of the Lake Carriers' Association to cooperate with the seamen's unions in the same manner as the shipowners on the Pacific, Atlantic, and Gulf coast have been cooperating, and their failure to respond to the request of the Departments of Commerce and Labor to join in the conference of August, 1917, and of the Shipping Board to join in the present conference.

Most of the propositions above briefly described were referred to a committee of five (authority for the appointment of which was conferred upon the chairman on the second day of the conference), either in their entirety or in such respects as they could not be satisfactorily or finally adjusted in the conference itself; and all questions regarding wages not actually adjusted during the sessions of the conference were left by mutual agreement to be determined by the Shipping Board.

The committee above mentioned as finally determined upon consisted of Hon. R. P. Bass, of the Shipping Board, chairman; Messrs. F. D. Mooney and A. S. Hebble, of the shipping interests, and Mr. Andrew Furuseth, president of the International Seamen's Union, and the writer of this report, the latter having been selected at the request of the seamen's organizations to fill one of the places allotted them on the committee. The writer hereof was made secretary of the committee.

The committee lost no time in taking up its duties—indeed, held its first meeting and started out to accomplish some of its objects on the afternoon of the day the conference adjourned (May 3). It has held a number of meetings since, and the work so far performed may be briefly described as follows:

(a) Arrangements were completed with the Provost Marshal General to insure a better understanding and more uniform enforcement by draft boards of the selective service regulations as applied to the

cases of men who are seamen, especially of the exception in favor of "mariners," the use of that word (not generally understood to include all seafaring men) in said exception apparently having been, to a considerable extent, the cause of the misunderstanding.

(b) Representations were made to the War Department concerning a number of seamen who, as the result of the above-mentioned misunderstanding, had actually been inducted into military service but who were still in cantonments in the United States, not yet having been sent across seas; with the result that such seamen were released from military service and placed where, by virtue of their experience and training, they could be of much more value, to wit, in the merchant marine service. This matter, moreover, was so worked out as to care for all similar cases that might arise in the future.

(c) The "Call to the Sea" was promptly put in the way of being signed by all concerned, with the result that it was finally gotten in shape for publication and wide publicity.

(d) The matter of registering seamen and supplying them with a single identity card good for all purposes and preparing a plan under which the registration could be kept current, so that no one excused from military service to perform service as a seaman could abuse the the exemption by remaining ashore for unduly long periods between voyages, engaged the attention of the committee on various occasions. The support given the Department of Labor by the committee assisted said department in its discussions of the passport regulations with other departments to bring about the adoption of an identity card that could be used by seamen for all purposes; and while up to the date of the preparation of this report a registration plan had not been worked out in all details, the foundation had been laid for the eventual adoption of such a plan.

(e) The important subject of "crimping"—the sailors' boarding-house keeper evil—was considered from every angle. A memorandum was prepared by the committee, and on June 12 was submitted to the chairman of the War Labor Policies Board by the committee's chairman, himself a member of said board. In that memorandum the laws creating shipping commissioners and defining their duties were quoted, and the suggestion was offered that such commissioners should be made, as the law originally intended, the sole agency through which seamen could be employed—should be given a practical "monopoly of the handling of the business of securing work for seamen and employees for vessels in need thereof." It was pointed out that in such manner the boarding-house keepers or "crimps" could be forced out of business; and the importance was emphasized that, at any rate, "some definite action should promptly be taken to insure either that some existing agency be charged with the duty to act as an employment agency for the seafaring business or a new agency created that can attend to this work, always important, but especially essential during the existence of the war." It was also suggested in said memorandum that the shipping commissioners, after being given the broadened authority described, should be transferred to the Department of Labor, the department having charge of labor matters in general and of the enforcement of many provisions of law affecting seamen.

(f) With regard to the improvement of conditions in forecables, the following things had been accomplished at the date of the preparation of this report, and plans had been laid for further progress: The

Shipping Board was requested to issue an order, affecting all vessels under its control, requiring the thorough cleaning up of all living quarters on the ships; Mr. Howard, in charge of the Shipping Board's training school, was asked (to which he readily assented) to require that the forecastles on all vessels to which he sends men trained in his school shall be placed in thoroughly sanitary condition; and a resolution was submitted to the Shipping Board by the committee, reading as follows:

Whereas one of the subjects referred by the conference to this committee is the improvement of forecastles on ships of the American merchant marine; and

Whereas it is the opinion of the committee that some plan should be devised and promptly put into operation calculated to bring about such conditions in the forecastles that the men being trained in the Shipping Board's training school will be willing to remain aboard boats when placed there, and that wherever the making of improvements involves alterations, as distinguished from simply amelioration of insanitary or uncleanly conditions, said matter ought to be handled in such a reasonable way as not unduly to delay vessels and at the same time satisfy all interested parties:

*Resolved, therefore,* That the Shipping Board be requested to designate some suitable person to take charge of this matter, conferring upon such person the utmost power possible to act finally, such person to have representatives, also appointed by the Shipping Board, in all important ports of the United States, the person in control and those under him to be charged with the duty of bringing about improvements in the forecastles both by directing that alterations be made therein and by taking necessary steps to insure cleanliness and sanitation; also that instructions be given the person so appointed to call into conference on these matters representatives of the shipping interests and of the seamen's unions and to endeavor in every instance to satisfy all concerned in any case in which a difference of opinion arises.

Of course the work of the committee is still in progress, and much remains to be done, but it is believed that already some things have been accomplished that will be of value not only during the continuance of the war but after peace is declared, when, let us hope, the way will be clear for the building up and maintenance of a merchant marine of which every American citizen may have just cause to be proud.

In submitting this report of progress at this time, however, the writer can not refrain from expressing regret that the Lake Carriers' Association has so far seen fit to stand aloof and to take no part in the concerted and harmonious efforts made by all the other great shipping interests of this country to further the procurement and training of men for seafaring pursuits. It is especially to be regretted that said association did not at least have representatives attend the conference and there explain its reasons for failing to enter into the plans so intelligently, heartily, and patriotically devised and carried out by all others concerned. That, it seems to the writer, was the place in which their explanation of their attitude should have been offered, and naturally their failure to respond to the invitation to sit down and counsel together, as well as their failure to cooperate, seemed to create a very bad impression upon everyone who attended the splendid meetings not otherwise marred.

The writer in his brief address to the conference attempted to express what he knew was the view of the Secretary of Labor, and also to emphasize his own opinion, formed after considerable study and observation, with regard to the importance to the full accomplishment of the purposes of those who had called and of those who had attended the conference of having all the shipping interests on the Great Lakes cooperate in efforts to create and keep at the maxi-



imum of quantity and quality a supply of the right kind of men to run our vessels. To inform the bureau and department completely on this point, the following is quoted from the closing paragraphs of the address:

Now, Mr. Chairman, I would like to comment upon some of my notes, which I have made at this conference, and which deal with the conference of last August. I do not want to refer to that conference or to the results of that conference, or to the lack of results from that conference, in any spirit of criticism whatsoever. I believe that everybody who took part in it, and everybody who was advised of its results, tried to do what was for the best; but in some points we fell down, or there was a falling down somewhere, and we did not get the results that we expected from it. That matter has been discussed to a considerable extent here, and I need not go over the ground again to make my position clear.

But there is one thing certain with respect to that conference, all of the sessions of which I attended; and with respect to the committee which summed up the work, and on which I had the honor to serve; there was there the same spirit of patriotic desire to serve the country that we have found in this conference, and the failure to get the results which we hoped for and expected has not been due to the lack of the proper spirit, but it has been due, I think, to what we are all subject to—the weakness of human nature, that we can not always do what we want to do, that we sometimes fail notwithstanding our best efforts.

It was my judgment at that time, Mr. Chairman, that the most important thing accomplished in that conference was the drafting of the "Call to the Sea." I am not a sentimentalist; I have boasted all my life that I am a practical man; but we can not lose sight, in dealing with human affairs, of the sentimental side. The sentimental side in many human affairs is the practical side, as far as the accomplishment of results is concerned. We hear a great deal about psychology in these days. We have come, most of us, even those who are not students, to believe in it in a general sort of way; and I will tell you that we were dealing then, as we are dealing now, when we come to handle this matter of getting the seamen back to sea, with a proposition which is largely psychological, which, at its root, at least, is psychological.

The American merchant marine! That expression has appealed to me since the day I was old enough to take any interest in public affairs. I think everyone in this country will concede that we have made a miserable mess of it for many, many years. We certainly have not built up, as we talked about doing, the American merchant marine; and I believe, Mr. Chairman and gentlemen, it is due to a very considerable extent, to the fact that we have not paid enough attention to the sentimental feature to the psychological phase of the question. I believe that that is going to be one of the greatest accomplishments of this conference, as it seemed calculated to be of the former conference, but in regard to which we fell down.

I think if I had been born on the seacoast I probably would have been a seaman myself; but I was born inland, and I had no chance to see what the sea was like. There are lots of men who feel that way, and there are men to whom the lure of the sea still calls; and I think if we can make it clear to the seamen, to the men who have been seamen, to the men who have desired to be seamen; if we can show them, as the result of this conference, as the result of the work of the committee and the conclusions of the Shipping Board finally upon this matter, that the sea is again a place to which a man can go and be decent and expect decent treatment, and expect to rise in his calling, I believe they are going back to the sea in sufficient numbers to meet the problem, the emergency which confronts us, and which, it seems to me, is the greatest problem that confronts the country to-day.

At the risk of seeming somewhat tiresome, because there has been so much said upon it by men who know more about it than I do, I am going to refer to the Great Lakes matter, principally for the purpose of expressing the hope that to-morrow we may find the Great Lakes representatives have come over, in the sense that they have concluded eventually to join in this conference.

In preparing the report of the work of the conference of last August and of the work of the committee, Gen. Uhler and I, we having been delegated by the committee to write the report and submit it to the two Secretaries, laid special emphasis—we emphasized it as much as we knew how—upon the importance of getting the Great Lakes' association into the arrangement which was then discussed and determined upon. We brought it not only in writing, but we brought it personally to the attention of our respective Secretaries, Secretary Redfield and Secretary Wilson, and I want to say this with regard to that report: After it had been written, and we took it personally, Gen. Uhler and I, to Secretary Redfield, the Secretary, at the time we

presented it, was about to leave to attend a meeting of the Council of National Defense. He said: I want to look it over, and I will look it over as I go down the street, Mr. Parker, if you will come along with me." I walked for several blocks down Pennsylvania Avenue with him, and he went over the report, hurriedly, of course, but as he came to paragraph after paragraph and he noted the unanimity and patriotism, the spirit with which the whole thing had been actuated, he expressed his approval, and he said to me, "Mr. Parker, you may say to Secretary Wilson that I am ready to go with him as far as it is necessary to go to bring about the things which this conference has indicated are desirable, and I want you to say to Secretary Wilson that I consider that the work that this conference has done is the best piece of work that has been done since the war started."

That was about the 10th or 12th of last August.

I presented the report to Secretary Wilson immediately following, and Secretary Wilson expressed himself in very much the same way.

I desire to add this: While I have not had a chance to talk with our very busy Secretary for a minute since he sent me word, on the first day that this meeting was called together, that he wanted me to come here, I want to say, nevertheless, I believe I can state it as emphatically as I know how, that Secretary Wilson believes now, as he believed last August, that the accomplishment of the purpose of this conference, just as of the last August conference, is bound up to a very great extent in bringing the Great Lakes situation in harmony with the situation on the Atlantic and Pacific. He believes that if that can be accomplished all the other details are comparatively easy of adjustment.

I want to express, in conclusion, the appreciation of the Department of Labor of the fact that it was called into this conference by the Shipping Board and enabled to get this touch upon this very important matter, and especially I wish to express the appreciation of that department for the fact that the chairman of our meeting, Gov. Bass, has seen fit to select the humble representative of that department as a member of the committee to do the final work that this conference has led up to.

In these remarks the "Call to the Sea" was discussed along with the matter of the failure of the Lake Carriers' Association to participate in the conference because, especially at this time when the country is at war, that appeal for men to enter or return to seafaring pursuits could not be fully effective unless both the letter and the spirit of the call should be indorsed by all the shipping interests—those on the Great Lakes, the natural training school for the American youth in seamanship, no less than those on the east, west, and south coasts of the country. And in closing this report, the writer feels that he should reiterate the conviction, which several years of study of and participation in matters directly or indirectly affecting our merchant marine has produced, that these items at least are essential if our country is once more to be in the forefront in marine matters: Our vessels must be manned largely, if possible altogether, by seamen who are American citizens; the conditions and wages must be such as to induce the kind of citizens who formerly went to sea to do so again; the sailors must be freemen in the full sense of the word, as intended by the seamen's act; every facility for inducing boys to enter seafaring pursuits and for training them and keeping them contented therein must be availed of; and for the accomplishment of these things, especially the last mentioned, our great inland waters, in the ports of which (or in their vicinity) are the homes of so many of our boys, must be used to full capacity as our principal primary training school in seamanship.

Respectfully submitted.

A. WARNER PARKER,  
*Law Officer Bureau of Immigration.*

To the SECRETARY OF LABOR  
(Through the Commissioner General of Immigration).



## APPENDIX IV.

### DIGEST OF REPORTS OF COMMISSIONERS AND INSPECTORS IN CHARGE OF DISTRICTS.

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#### COMMISSIONER OF IMMIGRATION AT NEW YORK, IN CHARGE OF DISTRICT NO. 3, COMPRISING NEW YORK AND NEW JERSEY AND THE IMMIGRATION STATION AT ELLIS ISLAND, NEW YORK HARBOR.

##### APPLICATIONS.

The total number of alien arrivals at Ellis Island during the year just ended was 55,191, 54,817 of whom were admitted and 487 debarred. Of those debarred, 88 were refused admission on the statutory ground "likely to become a public charge," and 98 because of physical defects.

##### DEPORTATIONS (EXPULSIONS).

There were 1,131 cases in which warrants of arrest had been issued pending from last year and warrants were requested, issued, and served during the year in 1,147 cases, making a total of 2,278 cases handled. Under these proceedings the deportation of 114 aliens was effected, 865 warrants of arrest were canceled, and 1,299 cases remain pending. During the year 687 investigations were conducted in connection with other matters.

##### SEAMEN.

The strict enforcement of the provisions of the law relating to alien seamen has been almost impossible by reason of the very extraordinary conditions prevailing, the absolute necessity of this Government and its allies obtaining sailors to man their transports and merchantmen, and the contractual obligation of the steamship companies to return to United States ports members of crews who have been signed on in such ports and whose vessels have been torpedoed. Some confusion and embarrassment have been occasioned by the necessity of other governmental departments supervising to some extent the entry and departure of alien seamen, but it is believed that recent conferences, the enactment of some additional statutes, and the elimination of dual examinations have removed (or will in the immediate future remove or reduce to a minimum) the complications in question. During the past year 4,084 vessels other than United States transports or steamers manned by enlisted men of allied countries have reached this port, and their seamen personnel has approximated 180,000 in number. Their examination and the issuance to each man of a seaman's identification card has been a considerable task, greater even than the usual examination of the same number of arriving passengers.

Four thousand and ninety-six members of crews were reported as having deserted while their vessels were in this port, presumably to reship on other vessels.

As usual when a new statute is put into effect, there have been some misunderstanding and confusion, but in so far as the regular trans-Atlantic lines are concerned the requirements of the law seem to be well understood, and this part of our additional work is now proceeding in as satisfactory a manner as is to be expected. It is my opinion that this new feature of the immigration act will be an additional protection to the country and ultimately a safeguard and benefit to the seamen involved. The amended regulation whereby the steamship company or the master of the vessel is required to supply hospital treatment to any members of the crew who are found to be diseased can not but be a great boon to the individuals concerned and to their associates aboard ship, protecting the latter from contagion or infection. At the present time it is difficult to give full effect to these requirements because of the demands of the Army and Navy for all surplus hospital accommodations in or about the port of New York.

Within the past year 2,006 alien seamen applied for admission to the United States, of whom 1,987 were admitted and 24 debarred.

Since August, 1917, we have been interrogating the members of the crews of neutral vessels which are to depart from this port with a view to identifying any alien enemies, slackers, or evaders of the selective draft act who were endeavoring to leave the country in this manner. During a part of this period the instructions were to examine only those who became members of the crew while the vessel was in this port, but inasmuch as this procedure seemed to leave some loophole if the entire crew was not inspected and identified, during the latter portion of the year every member of the crew was examined. In the course of the 11 months involved, 40,874 members of crews of 1,354 neutral vessels outward bound were examined, and 249 men were removed from such vessels.

#### STOWAWAYS.

It might be thought that owing to war conditions such close supervision would be kept of all vessels at ports of embarkation that there would have been few, if any, stowaways arriving at this port during the past year. Nevertheless, 302 of this class were apprehended, of whom 172 were admitted and 115 debarred. Some of those admitted were Belgians who had been driven into Holland and interned there, but made their escape from the internment camps.

#### ANARCHISTS.

Although one self-confessed anarchist was detained at the Ellis Island Station for a considerable portion of the fiscal year and a short time since removed to the Philadelphia Station for safekeeping until such time as deportation becomes possible, he arrived during the preceding fiscal year. It is not often that aliens of this class will give testimony that will enable the board of special inquiry to exclude them as anarchists, they being very familiar with our statutes upon this subject. Unfortunately it is only after they have given expression to their views or taken overt action after landing that we are enabled to take them into custody, but legislation recently enacted will aid us materially in handling this dangerous class. We have received warrants for the arrest of 14 aliens as to whom some evidence has been received indicating that they are anarchists and have succeeded in apprehending nine of them. Their cases are pending at the present time. One of the cities in this district, Paterson, N. J., is reputed to be the headquarters of this organization, and with the cooperation of patriotic citizens of that locality we have had an extensive investigation made and procured what is thought to be valuable information as to the activities of some of the leaders.

#### GENERAL MATTERS.

There appears to be rather a common impression that because of the war immigration has ceased, but it will be noted that arrivals at this port have averaged approximately 1,000 a week. While this is a very great decrease from 3,000 a day, the average prior to the outbreak of the war, the character of the immigration, the changes in the processes of inspection, due in part to the new immigration statute, and the cooperation which we have extended to other branches of the Government service, have to a great extent increased our responsibilities and duties. The periods of detention of those found ineligible to land have been increased by reason of the infrequent sailings.

Although the immigration act of February 5, 1917, took effect May 1, 1917 (except as to the literacy test, which became effective May 5, 1917), no very definite conclusions can be reached even now as to the probable effect thereof, particularly as to the new requirements concerning the inspection of seamen and the application of the literacy test, by reason of the abnormal conditions prevailing. It has been shown, however, that attempts will be made to evade exclusion under the literacy clause of the law by giving false testimony as to the relationship existing between the applicant and residents of the United States in the hope that the applicant will be considered in one of the classes exempt from that requirement of the law. Notwithstanding the comparatively few arrivals, in a number of instances unmarried illiterate females have sworn that they were going to their husbands and by prearrangement the men concerned have appeared and corroborated the false testimony. It is only by requiring documentary proof or making investigations to determine the correctness of the claim that the subterfuge has been discovered. The imposition of the statutory fine of \$200 and the requirement that the excluded alien shall be refunded the money paid for passage apparently has resulted in much more careful examination by the steamship companies abroad, and in consequence the number of illiterates applying for admission has considerably decreased.

## MEDICAL EXAMINATION.

Comment is unnecessary as to the great importance of the medical examination of those applying for admission. The officers of the Public Health Service assigned to Ellis Island to assist in this work have cooperated to the very fullest degree. The change in the place of inspection, due to war conditions, has added greatly to their work. In the course of the fiscal year 1,354 alien passengers and 772 alien seamen were certified by medical officers for mental or physical defects.

## FINANCIAL MATTERS.

It has cost approximately \$425,000 for the upkeep and maintenance of the Ellis Island Station during the past 12 months. Of this amount, approximately \$70,000 was expended for the upkeep of the ferry boat *Ellis Island* and the cutter *Immigrant*; about \$60,000 for the maintenance of aliens; \$110,000 for alterations and repairs to buildings, other than the completion of the repairs of damages occasioned by the Black Tom explosion; and \$170,000 for contingent and miscellaneous items, as coal, water, telephone service, and miscellaneous supplies.

## THE REQUISITIONING OF DUTCH VESSELS IN PORTS OF THE UNITED STATES.

When it was determined that the vessels of Dutch registry lying in United States ports were needed for our use in the conduct of the war, the Immigration Service was called upon to care for the personnel of such steamers. There were 46 vessels lying in this port. The Navy took possession of the steamers and the officers of this service registered the officers and crew men and secured for them appropriate hotel accommodations, it being understood that they were to be treated as guests of the Nation until such time as it should become possible to repatriate them, if this were their desire. Some of the vessels in question had been lying in port for months and in the meantime some of the crew members had deserted, others had been admitted, and still others had reshipped on other steamers. At the time the vessels were requisitioned, March 21, 1918, there were 1,590 officers and sailors still aboard. Of these, 41 expressed a desire to abandon their calling, and they were duly inspected and admitted; 142 expressed a desire to continue their calling of seamen and they were permitted to do so, reshipping on other vessels. The crews of vessels taken at other ports, or at least such of them as wished to be repatriated through the port of New York, were ultimately brought here, the aggregate being 2,573 persons. Transportation to China or the Dutch East Indies was arranged by this service for 151; to the Dutch West Indies, 91; and to Holland, 1,651. On April 9, 1918, the Shipping Board took over the matter of the maintenance of the officers and crew men, and during the latter part of May we were notified that it was then in a position to arrange for the repatriation of such officers and crew men as still remained in this country. The board has expressed its appreciation of the assistance rendered by this service.

## ALTERATIONS, REPAIRS, AND IMPROVEMENTS.

In previous reports reference has been made to the damage occasioned by the Black Tom explosion. It was so extensive that some of the repairs were not completed until the past fiscal year, one such item being the ceiling over the main registry floor. This ceiling is in the form of a Gustavino arch, and its installation has added so much to the general appearance of this large hall as to make this portion of the station one of the most attractive public institutions in the country. This has been augmented by the very recent completion of a red-tile floor laid to correspond with the pattern of the ceiling. It is indeed fortunate that Congress had appropriated a sum of money for the installation of the floor, as the one now in place is not only attractive but easily cleaned and sanitary and has enabled the War Department—to which this hall with other portions of the station has been loaned—to make use of this large floor for hospital purposes.

The concrete walk back of the first section of the granite-faced sea wall has been laid, which adds greatly to the appearance of the station and eliminates a hazard which prevailed by reason of the badly rotted condition of the old plank walk formerly occupying this space.

A concrete and metal-covered pipe tunnel has been installed between the power plant and the baggage and dormitory building; the second section of the concrete granite-faced sea wall has been installed on the southerly side of the ferry basin; the hot, cold, and salt water pipes in the baggage and dormitory building (which had been badly corroded or obstructed to such an extent as to be practically useless)

have been renewed, and similar action has been taken as to the hot-water pipes in the main building, kitchen, and laundry building, and the railroad ticket offices; and the installation of new boilers for the power plant has been completed.

The regret that this office has expressed from time to time that Congress has not seen fit to appropriate a sufficient sum to erect and equip suitable quarters for the accommodation of cabin passengers who are held here has been emphasized recently by our desire to assist the War and Navy Departments to the fullest extent. Had such quarters as we have asked for from time to time during the past 12 years been available, they would have been of very material advantage to either the Army or the Navy. It is hoped that such an appropriation will be made, as such rooms will be extremely useful to one or the other of the departments named while the war continues, have been greatly needed by the Immigration Service in the past, and I have not the slightest doubt will be needed to the same degree when immigration is resumed after the war.

Reference has been made in previous reports as to the desirability of establishing a filtration plant which would enable us to use water from New York Bay for the purposes of cleaning and flushing toilets, etc. To use fresh water for these purposes is exceedingly expensive, and such use as we have made of salt water has proved unsatisfactory by reason of the great quantity of silt, sewage, etc., held in solution and the consequent clogging of the supply pipes. I believe that the installation of a suitable filtration plant would accomplish sufficient saving within a very short time to pay therefor.

Another very important installation which should be made is one for the bathing of all arriving aliens, and for the disinfection or fumigation of their property. There has been much said in recent years as to the Americanization of the foreign-born population, and it is my opinion that the first step in this direction should be to make them acquainted with habits of bodily cleanliness and sanitation before permitting them to leave this station.

#### FEEDING CONCESSION.

In last year's report I set forth somewhat in detail the innovation which had been tried in operating the feeding concession at the Ellis Island Immigrant Station. The same plan was pursued during the year just closed, with the exception that the contractor's profit was reduced from 10 to 7 per cent. The arrangement has worked very satisfactorily, but owing to the decrease in immigration and the advance in values of articles of food the necessary charge per meal has been somewhat in excess of that previously prevailing, having reached a maximum during one month of 29.83 cents per meal. During the time required by the Navy Department to install its own equipment for feeding the men stationed here, advantage was taken of the contract between the concessionaire and the Department of Labor for their maintenance, and since that time for the furnishing of bread, supplied from the commissary contractor's bakery. I am informed that both of these arrangements have been very satisfactory to the Navy. I am still of the opinion that the prohibition against the Government's using any portion of the immigration appropriation for the conduct of the commissary department at any immigrant station should be eliminated. It may happen that no bids are received for the concession in question (in fact, there was but one received the last time proposals were solicited), or conditions may be such that it is inadvisable, for the protection of the country, to have any but Government employees at this or some other immigrant station which may be used, as is a considerable portion of Ellis Island at the present time, as a concentration place for enlisted men of the Navy and the treatment of sick and disabled soldiers.

#### ENEMY ALIENS AT ELLIS ISLAND.

Although the German and Austrian vessels lying in this port were seized by the United States Government during the preceding fiscal year and many of the officers and crew men thereon had been transferred from Ellis Island to Hot Springs, N. C., prior to July 1, 1917, there remained here 623 of these officers and crew men. Of these 593 were transferred to Hot Springs, N. C., 21 were admitted, 4 died, 2 were transferred to the Philadelphia Immigrant Station, 2 were placed in the Dr. Combes sanitarium by reason of insanity, and 1 placed in a sanitarium on account of tuberculosis. Also, 299 alien enemies were arrested upon warrants of the Department of Labor. Of these 227 were admitted after careful investigation, 65 were transferred to the Philadelphia Immigrant Station, 2 are in a sanitarium on account of insanity, 2 were transferred to Hot Springs, N. C., and 3 are still detained at this station.

By reason of lack of suitable accommodations elsewhere the Department of Justice was granted the privilege of detaining at Ellis Island alien enemies arrested by it.

It developed that some of these were also subject to arrest under the immigration law, principally by reason of the fact that they had entered without inspection. There were 22 such aliens subject to the jurisdiction of both departments, 12 of whom were transferred ultimately to Fort Oglethorpe, Ga., 9 were admitted after careful investigation, and 1 was placed in a sanitarium after it had been found that he was insane. Of 484 alien enemies committed to this station by the Department of Justice for temporary detention, 103 were in due time taken to Fort Oglethorpe, Ga., for internment; 40 were transferred to the Mercer County prison at Trenton, N. J.; 7 were transferred to the Tombs Prison in New York City; 162 were ordered discharged by the Department of Justice; 171 were returned to the custody of agents of that department; and 1 still remains at Ellis Island.

Seventeen persons were temporarily detained at the request of the Naval Intelligence Bureau. Of these 1 was transferred to the Mercer County prison, and, after due investigation by the Navy authorities, 16 were released.

Three hundred and thirty-seven persons who, under the terms of the President's proclamation, were suspected of being alien enemies were found among arriving passengers or crews and detained here. Of these it was ascertained that 22 were in fact United States citizens (who were of course, released), 106 were admitted by a board of special inquiry after due examination and the ascertainment that the grounds for their original detention were not founded upon fact, and 209 were excluded. Of those who were excluded, 8 have been deported, 65 were admitted under conditions imposed by the Departments of Justice and Labor, 124 were transferred to the Philadelphia Immigrant Station, 1 reshipped foreign, and 11 are still detained here.

All these alien enemies were, while detained here, in the custody of the immigration authorities and were in some instances very difficult to control. The task of seeing to it that they did not escape and conducted no correspondence or interviews except in accord with the limitations necessary by reason of their status added much to the duties and anxiety of the officers here. They were inspected twice daily by medical officers; it was necessary carefully to examine all packages received for them, and to obtain proper clothing and other necessaries for those who had been arrested and delivered to us with practically no personal effects. Facilities and assistance were furnished the representative of the Department of Justice who censored all mail received for or written by these alien enemies

#### PROTECTING ALIENS FROM FRAUD AND LOSS.

Notwithstanding the great decrease in immigration, the unscrupulous did not overlook any advantage there might be to prey upon the new arrivals or their relatives or friends already domiciled here. One form of fraud which was attempted was to assert that certain so-called bankers were in a position to transmit funds abroad for the relief of relatives in the war-ridden countries. Even before such actions as these became illegal and treasonable under the trading with the enemy act, it was almost if not wholly impossible to transmit funds to any one located in the central empires, and it was extremely difficult to transmit money on private account to some of the allied countries. Nevertheless these so-called bankers obtained hundreds of thousands of dollars, made various fictitious explanations to the depositors for failure to transmit or delay in delivery, and in the meantime used these vast sums of money for their personal advantage. Through the efforts of employees attached to this office the most notorious firm engaged in this business was indicted by the New York County authorities. The president of the concern fled from the United States, but was apprehended and brought back for trial. His trial is still pending. The activities of our officers resulted in the termination of the operations of some other so-called bankers along similar lines.

In last year's report mention was made of the activities of a band of Chaldean beggars who posed as priests or ministers of the gospel and solicited funds for the relief of the starving inhabitants of Persia, pocketing all receipts. The arrest by the immigration authorities of a large number of these swindlers stopped the practice for a time. Some of those taken into custody were deported, but shortly thereafter it became impossible to deport the others, and upon assurances given to the department they were paroled under certain conditions. As was feared at the time, the majority of those so paroled did not comply with the conditions referred to, and, after the lapse of what they considered a sufficient time to lull the authorities into the belief that they were conducting themselves properly, they again took up their begging practices. As they wander from place to place, it has been rather difficult to apprehend them, but some have been taken into custody and will be detained until it becomes possible to deport them.

It might be thought that in such times as these unscrupulous lawyers would desist from imposing upon the newly arrived, who not infrequently have suffered great



hardships in endeavoring to reach the United States, but there are a few whose cases have come to our notice who have taken advantage of prevailing conditions to extort still higher fees in such cases as have come to them. Of course it is fairly well known that seldom, if ever, is a lawyer able to secure a more favorable decision in behalf of an alien than the alien or his relatives can obtain in the usual course of official business, the majority of such cases being merely questions of fact rather than interpretations of law. In one instance this office secured the disbarment of an attorney who had diverted to his own use a deposit made with him as collateral for a bond, and in another, compelled the avaricious lawyer to disgorge and refund to his client his ill-gotten gains, with the exception of a reasonable fee.

#### EMPLOYEES.

Since the outbreak of the war there has been a steady decrease in the number of employees at this station due to transfers to other stations or departments of the Government, resignations, deaths, and enlistments in the Army or Navy. Twenty-six employees in the Immigration Service have enlisted and a great many more who were employed at Ellis Island, either in the medical division or with privilege holders, have also joined the colors. Of our own men, two hold the rank of major, another that of captain, still another is a captain in the navy, and several of the others were non-commissioned officers when last heard from.

As reported in the course of official correspondence, inspection of arriving aliens aboard ship or at the steamers' piers, due to the relinquishment to the Army and Navy of a large portion of Ellis Island, has increased the difficulties of our work, and by reason of the widely separated points at which the inspections must be made it is obvious that an increase in our force of inspectors is imperative. A like increase must be made in the number of medical officers, and it is hoped that this enlargement of the force will be made without delay.

#### USE OF ELLIS ISLAND FOR WAR PURPOSES.

I have heretofore referred to the detention here of alien enemies, both those arriving and those who were taken into custody by the Department of Justice. In March last we turned over to the Navy Department for concentration purposes the entire baggage and dormitory building, quarters previously used as a ticket office, and several rooms to be used as offices. All the hospital buildings, including their equipment, were placed at the disposal of the Army for the reception and care of returned sick and wounded soldiers, the Department of Labor, however, retaining the custody of the entire plant. There has been the heartiest cooperation between the commanding officers of the Army and Navy in charge of the respective quarters referred to and this office, and both of the other departments have expressed their appreciation of such cooperation and the great advantage to them of having the immediate use of the well-equipped buildings which we have lent them.

I do not wish to close this report without inviting the bureau's attention to the cheerful and efficient way in which the officers and employees here have performed their duties, under the unusual conditions which have prevailed, the remarkable manner in which they have responded to the call for the purchase of Liberty bonds and war savings stamps, their activity in Red Cross work, and all other efforts to assist the Government in winning the war. Such a spirit is to be expected of all loyal citizens and particularly Government officers, but they have gone even beyond what might be considered reasonable limitations, if there be such, in this respect.

#### CHINESE INSPECTOR IN CHARGE, DISTRICT NO. 3, COMPRISING NEW YORK AND NEW JERSEY.

##### APPLICATIONS.

Within the year 97 Chinese applied for admission at New York, 93 being admitted upon primary inspection and 1 by the department under bond, and 3 deported. With the exception of a few who were holders of return certificates entitling them to readmission, these applicants were officials returning to China and other members of the exempt class presenting properly authenticated section-6 certificates.

A total of 697 Chinese applied for the privilege of transit through the United States destined to other countries, which was granted in 693 cases, the other 4 being rejected and deported upon the ground that they were afflicted with a contagious disease. The departure of 646 Chinese to whom this privilege was granted at other ports was verified.

## DEPORTATIONS (EXPULSIONS).

Three cases were considered under departmental warrants charging entry without inspection, with the result that two of the Chinese arrested were actually deported and the other is awaiting deportation.

## SEAMEN.

During the year 293 vessels arrived at this port having aboard 7,998 Chinese seamen, of which number 283 deserted and 93 "signed off," stating that it was their intention to "reSHIP foreign."

The increase in the number of desertions over previous years indicates that Chinese laborers in the guise of seamen are using as a means of gaining illegal entry to this country the privilege of shore leave granted under the present regulations. Another way of gaining unlawful entry which is now being taken advantage of is through the privilege accorded Chinese seamen of "signing off with the intention of reshipping foreign." They can not enter the coastwise service, and in many instances, because of their unwillingness to go into the war zone, find it exceedingly difficult to reSHIP. As a result, even though they may have left their vessels in good faith, they are naturally sooner or later compelled to enter the labor market. After they are landed and have secured employment it is almost impossible to locate them or identify them as seamen, for the reason that they destroy their identification cards and if arrested claim American birth, succeeding in practically every instance in establishing by perjured testimony their status as American citizens. It is apparent that the privileges granted under the present regulations and here referred to are being abused, and that they open up an exceedingly broad field for the introduction into this country of Chinese laborers.

The issuance of seamen's identification cards and the recording of same have added materially to the work of the office.

## STOWAWAYS.

One Chinese stowaway arrived at this port. He was apprehended while attempting to land surreptitiously and deported.

## FINANCIAL AFFAIRS.

Of the \$2,650 allotted for the expenses of this district, \$2,589.77 was expended.

## CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

There were 65 Chinese arrested on the charge of being unlawfully within the United States, which, with the 9 cases pending and the 5 under orders of deportation but not in custody at the close of the previous year, made a total of 79 cases considered. Fifty-two were discharged, 18 deported, 7 are awaiting deportation, and 2 are pending. The results obtained show clearly the futility of attempting to secure the deportation of Chinese by judicial process. The complaints in these cases were distributed among nine commissioners and in no case was an order of deportation entered where any defense was offered.

In two of the cases the arrests were made as the outcome of an investigation conducted by this office in connection with an application for a native's return certificate. It was discovered that the applicant had previously applied for admission to the United States at Montreal as the minor son of a domiciled merchant, admitting birth in China, and had been rejected, and that the witness who appeared in his behalf in support of his claim of American nativity had recently secured admission through the port of San Francisco as a merchant in that city, while as a matter of fact this office established that he had been a laundryman in Englewood, N. J.

## CRIMINAL CASES.

Criminal prosecutions against Chinese for conspiracy under section 37 of the penal code and aiding and abetting the unlawful landing of a Chinese laborer were instituted in two cases, in both of which the defendants entered pleas of guilty and were sentenced to pay fines of \$150 each.

## WRITS OF HABEAS CORPUS.

Only one writ of habeas corpus was sued out during the year, that being a case wherein deportation had been ordered by the department. These Chinese were originally arrested under the prior immigration act and a writ secured in their behalf

was sustained by the Circuit Court of Appeals for the Second Circuit, the order directing that the relators be returned to Canada, the country whence they came, or released from custody. The latter action was taken, and the Chinese were immediately re-arrested under the new act. The district court in dismissing the writ held that under the act of February 5, 1917, they were properly deportable to China and entered the order accordingly.

#### SMUGGLING OPERATIONS.

Notwithstanding the fact that the same diligence has been exercised as in the past, no smuggling schemes have been discovered. It is believed, however, that the number of unlawfully resident Chinese laborers has increased during the past year, which is attributed mostly to the presence here of Chinese who arrived as members of the crews of vessels and subsequently deserted.

The unusual precautions which are now taken around the docks would seem to render it almost impossible for any Chinese to be smuggled into the country through this port.

#### PREINVESTIGATIONS.

Twenty-one applications for return certificates were filed by Chinese desiring to return through this port, all of which received favorable consideration, 19 of the applicants being exempts and 2 natives. One hundred preinvestigations were conducted by this office in the cases of Chinese departing through other ports, as follows: Exempts, 53; natives, 90; laborers, 37.

#### MISCELLANEOUS INVESTIGATIONS.

There were 235 miscellaneous cases referred to this office for investigation, and, as set forth in previous reports, it is impossible to approximate the number of other investigations made relative to the unlawful residence of Chinese, for the reason that unless the facts developed justify arrest no formal record is made.

#### PERSONNEL.

In closing, it is but just that the inspector in charge should attest to the loyalty and patriotism of the officers assigned to this district. In addition to the performance of their regular duties in an efficient and conscientious manner they have at all times been on the alert for violators of the several war measures. As a result, on numerous occasions information has been furnished and personal assistance rendered the various other departments of the Government having direct charge of war activities. All of the officers have subscribed liberally to the several Liberty loans and the purchase of war savings stamps, as well as to the welfare organizations engaged in war work. Furthermore, through our efforts and solicitation the local Chinese have responded generously to the various "drives" and have invested through this office in war savings stamps to the extent of \$3,500.

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### COMMISSIONER OF IMMIGRATION AT BOSTON, IN CHARGE OF DISTRICT NO. 2, COMPRISING THE NEW ENGLAND STATES.

#### APPLICATIONS.

The total alien arrivals this year for the district aggregate 6,209, as compared with the total for last year of 19,276; 5,926 aliens were admitted and 283 excluded. In addition, 1,269 returning horsemen were inspected at the port of Boston.

#### DEPORTATIONS (EXPULSIONS).

While deportations have practically ceased, owing to war conditions, it is notable that the record of warrants issued for this district during the year totaled 635, and surpassed all previous years by 30 per cent. Warrants of deportation were issued in 354 cases.

#### ANARCHISTS.

With the possible exception of alien spies in the employ of our enemies, the most dangerous aliens in this country to-day are those comprised within the class known as anarchists. Under the present law, of course, there is no provision for deporting alien anarchists after a residence in this country of five years, a fact which is quite

fully appreciated by this class of aliens, many of whom do not hesitate openly to profess their belief. In pursuance of the campaign inaugurated during the spring against alien anarchists (in cooperation with the Department of Justice) 36 arrests were made, most of which cases are still pending.

#### SEAMEN.

During the year, at the port of Boston, 21,312 seamen from foreign ports were inspected by our officers, and seamen's identification cards issued; while 4,000 identification cards have been issued at Boston to fishermen entering the United States from Canada and Newfoundland "for fishing purposes only." Many of these fishermen have been obliged to deposit head tax in the sum of \$8, to be refunded in the event of their return to Canada or Newfoundland within six months.

#### STOWAWAYS.

The number of stowaways has not been abnormally large, 19 having arrived during the year, of whom 13 were deported and 6 admitted.

#### ESCAPES.

Only 5 alien passengers escaped during the year. Three of these escaped at the steamship dock after their preliminary inspection, 1 escaped from the immigration station, and 1 stowaway escaped from an arriving freight vessel.

Attention is invited to the easy avenue of escape or of unlawful entry which, owing to existing conditions, may be open for diseased seamen under the provisions of amended rule 10 of the immigration regulations, under which it is now mandatory to remove from ship to hospital any alien seaman afflicted with a loathsome or dangerous contagious disease for treatment until cured or until his affliction can be pronounced no longer a menace to others. Where an immigration hospital is available, the problem is comparatively simple. At Boston, however, where dependence must be placed on a marine hospital or a contract hospital located at a distance from the immigration station, the situation is very different, as no practicable means can be taken to have the aliens properly guarded or restrained.

#### FINANCIAL AFFAIRS.

The amount allotted for the district was \$25,000, while disbursements totaled \$34,014.16. In connection with the internment of enemy aliens, expenses were incurred amounting to \$15,066.78. Fines in court cases were imposed to the amount of \$4,500, and administrative fines were assessed under section 9 and other sections of the immigration act aggregating \$8,980.

The unusually large number of fines imposed in illiterate cases, considering the small volume of immigration at the present time (\$7,800), can be accounted for only by the laxity of steamship officials at the foreign ports of embarkation to properly investigate the cases of prospective passengers. This office has taken considerable pains to point out the existing conditions to the steamship officials, and it is hoped that an improvement may eventually be looked for in this direction.

#### CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

Ten Chinese persons were arrested during the year and 6 cases were pending from the previous fiscal year. Six of the Chinese were discharged, 5 on the ground of nativity in the United States, 4 were deported, and 6 cases are pending or awaiting deportation at the end of the year.

#### CIVIL SUITS AND CRIMINAL CASES.

Only two cases of importance were disposed of, both being contract labor actions brought against the Salts Textile Co., of Bridgeport, Conn., and the Magee Furnace Co., of Taunton, Mass. The former was an action instituted in the amount of \$20,000, covering the importation of a considerable number of silk weavers to work in the company's plant at Bridgeport, and was compromised by the payment of \$4,000 and costs. The case against the Magee Furnace Co. arose by reason of the concern's inserting advertisements for help in Canadian papers, and was settled by a payment in compromise of \$500.

The case against the International Silver Co., of Meriden, Conn., is still pending, although it is expected that it will come up for argument on demurrer some time after August 1.

The case of the United States against the River Spinning Co. was decided by the circuit court during the past year adversely to the Government, the court holding that following the solicitation and promise of employment to an alien contract laborer there must be an actual migration into the United States, and that any attempt to migrate which is frustrated by the alien's being stopped at the border is not sufficient, the court thereby refusing to follow the reasoning in the cases of the New York Central & Hudson River Railroad Co. (239 Fed., 130), and United States v. Morrissey (245 Fed., 923). The district attorney at Providence has expressed a desire to appeal this case.

#### WHITE-SLAVE MATTERS.

Inability to effect deportations (except to Canada) has operated to discourage the active cooperation of local and State officials in this branch of our work. With an available force of inspectors, there is no doubt that we could take the initiative in a number of directions and secure substantial results in the enforcement of those provisions of the law relating to sexual immorality. As it is, we have endeavored, particularly through the activities of one of our matrons as special officer, to keep in touch with the local courts and probation officers, and have thereby effected the arrest and deportation to Canada and Newfoundland of a considerable number of women and girls of the immoral classes.

#### CONTRACT LABOR.

The steady decrease in immigration, together with the increasing demand for labor, has resulted, first, in the establishment of a balance between supply and demand in the labor market; and, second, in the phenomenal situation of employers seeking labor.

With the establishment of an understanding between the Dominion and American Governments affecting the migration of workers and the practical cessation of immigration from Europe, the usual contract-labor field has been greatly restricted, and no cases of importance developed during the year. A number of preinvestigations were undertaken at the request of corporations desirous of securing permission to import one or more skilled laborers on the ground that like labor unemployed could not be found in this country. An investigation in substantially every case justified the contention of the applicants, who were given the desired permission. Incidentally the experience of the year illustrated the wisdom of that clause of the new law providing for investigation and decision in advance of the arrival of alien workers whose cases under the old law could not be determined until arrival and inspection by the immigration officers.

The case of the Magee Furnace Co. illustrates the almost revolutionary changes due to the European war. In response to advertisements for help in some Canadian papers last year a number of men secured work with this firm at Taunton, Mass. Warrants of deportation were eventually issued for nine contract laborers in addition to the members of their respective families. At the last moment, however, the company was able to show the importance of its product as well as the impracticability of filling vacancies that would be created by the deportation of the men involved. The settlement finally made provided for the retention in the company's employ of all but two of the workers.

#### WORK OF THE MEDICAL OFFICERS.

The medical inspector in charge at the Boston Immigration Station reports that the work of his division, in spite of the greatly decreased immigration, has actually increased as compared with former years. This fact is due mainly to the requirements of the present immigration law touching the inspection of the crews of vessels arriving from foreign ports.

While immigration has greatly decreased the proportion of detained aliens has largely increased, so that this year, as in the past, the detention quarters have often been badly overcrowded and great care has been necessary to prevent the introduction and spread of contagious diseases among the persons detained therein.

Beginning in April special measures were adopted for the detection of venereal diseases among the crews of arriving vessels. The present regulations provide for the removal from ship and treatment in hospital of all cases of venereal disorders, thereby greatly diminishing the risk of spreading infection in certain parts of the city.

#### INVESTIGATIONS.

The high-water mark reached last year in the record of investigations has been surpassed this year in spite of the constantly decreasing immigration. The total number of investigations last year was 524, of which 374 related to applicants for

admission and 202 to other matters. These figures refer to requests for investigations received from other offices and do not include numerous cases of a strictly local nature of which no statistical record is kept. A total of 16,702 requests for verifications of landing have been handled, as compared with 9,415 last year.

#### STATION AND EQUIPMENT.

In past years we have assigned considerable space in our annual reports to an account of the unfavorable conditions under which we are compelled to do business at the Boston Immigration Station. These conditions, as have been pointed out, are inherent in the building itself and are therefore practically incurable. We are continuing to make the best of a bad situation.

#### PERSONNEL.

On the whole the officers and employees of this district have worked faithfully and well. They have cheerfully responded to such extra demands upon their time and energy as those implied in the recent campaign against the anarchistic classes. It is probably unnecessary to comment on the failure of salaries to keep pace with the soaring cost of living. Nevertheless, I am bound to testify to the persistence among the personnel of a spirit of willingness and achievement worthy of much more substantial recognition.

#### GOVERNMENTAL COOPERATION DURING THE WAR.

The department's suggestions relative to cooperation with other branches of the Government during the period of the war have been steadily borne in mind. A number of opportunities for such cooperation have appeared and have been uniformly embraced. Several of our inspectors with special and valuable qualifications have been transferred to the Bureau of Investigation, Department of Justice, and to the Navy Intelligence Service. A steady demand is made upon our resources for the services of translators, interpreters, and censors.

During the winter the New England division of the American Red Cross requested the use of our steam sterilizer in connection with the preparation of surgical dressings. For a period of nearly two weeks the sterilizer was utilized for this work, doing from 50,000 to 60,000 dressings a day.

Recently the local officials of the Department of Justice requested the use of our station for the temporary detention of so-called "slackers" rounded up in groups and held for examination. We were able and willing to accommodate several groups of 50 to 60 young men who were safely guarded until such time as their cases could be disposed of through regular channels.

#### ILLITERACY TEST.

The year under review is the first in which the illiteracy test has been applied, and while immigration by reason of war conditions has been in many respects abnormal, the experience of the year affords some opportunity to observe the actual operation of the illiteracy provision of the new immigration law under practical working conditions. This provision, as was anticipated, has served to restrict immigration in two ways: it has prevented the embarkation of numbers of illiterate aliens who, under the old law, would have gained admission to the country, and it has turned back at the port of arrival those of a more venturesome temperament who sought to gain entry in spite of their inability to read. It is extremely probable, however, that a number of such illiterates have gained admittance in violation of law. We are, at any rate, forced to this conclusion by reference to the record of the considerable number who were caught in the attempt to circumvent the efforts of the immigration officers. On one ship alone there were detected seven illiterate alien girls and young women who were attempting to secure fraudulent entry through false claims of relationship.

#### COMMISSIONER OF IMMIGRATION, PHILADELPHIA, IN CHARGE OF DISTRICT NO. 4, COMPRISING EASTERN PENNSYLVANIA AND DELAWARE.

##### APPLICATIONS.

The total number of aliens applying for entry within the past fiscal year was 530, of whom 442 were admitted and 33 deported. Owing to the international situation there are no regular transatlantic lines now bringing passengers to this port.

## DEPORTATIONS (EXPULSIONS).

A total of 365 cases of aliens suspected of being unlawfully in the country was considered, resulting in the issuance of 137 warrants of arrest. Seventy aliens were ordered deported, deportation being effected in 21 cases and suspended in the remainder because of war conditions. One Chinese warrant case is being held in abeyance from the previous fiscal year.

## SEAMEN.

Members of ships' crews to the number of 3,638 were examined for the purpose of being paid off and discharged from the vessels on which they arrived, they claiming intention to reship foreign. Three hundred and sixty-seven seamen applied for admission to the United States, of whom all but 30 were admitted, these last being allowed to reship in lieu of deportation. Thirty Chinese, 27 Japanese, and 668 seamen of other nationalities were reported as having deserted from vessels at this port.

## STOWAWAYS.

Alien stowaways to the number of 33 were found aboard arriving vessels, 8 of whom were admitted and the remainder deported.

## FINANCIAL AFFAIRS.

The allotment for the year was \$15,000, disbursements being \$35,702.74. Head tax to the amount of \$3,176 was collected, as was also a fine of \$50 for violation of section 35 of the immigration act, through the bringing of a diseased alien as a member of the crew of a vessel.

## CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

Only two new cases of this character arose during the year, but there were a number pending from the previous fiscal year. Four cases are now pending on appeal to higher courts, and two Chinese persons were discharged during the year on appeal to the district court.

## CIVIL SUITS AND CRIMINAL CASES.

There was one suit (under public charge and school attendance bond) pending from last year, which remains still undisposed of. No criminal prosecutions were handled in this district during the year, and no writs of habeas corpus were applied for.

## WHITE-SLAVE MATTERS.

The cases of nine prostitutes and women of the immoral classes and 19 procurers were investigated, resulting in the actual deportation of two women and one man; one warrant of deportation is still pending, the alien at present serving a sentence in jail.

## WORK OF MEDICAL OFFICERS.

In addition to the work of examining arriving aliens, seamen, etc., which is done principally on the Philadelphia side, the United States Public Health Surgeon on duty at this port takes care of the detained aliens at the station (Gloucester City, N. J.), including alien enemies, the number of whom has averaged over 200 at all times during the fiscal year. In his work at this station he is assisted by two nurses, one or the other of whom is on duty at all hours of the day and night. The medical officers also take care of the military guard on duty at this station.

## CONTRACT LABOR.

Twenty-one cases of suspected violations of the alien contract labor law were investigated during the year.

## SOCIETIES FOR THE BENEFIT OF ALIENS.

The work of the various societies interested in the welfare of immigrants has been comparatively light recently in this district, due to the opportunities for employment and the great demand for all kinds of help, also to the fact that immigration is at low ebb. The Prisoners of War Relief Committee, of New York, has extended considerable assistance to the alien enemies held at this station.

## CHINESE REINVESTIGATION MATTERS.

Twenty-nine applications for return certificates were considered, all but four being granted, the former consisting of 5 merchants, 4 minor sons, 5 natives, 2 students, and 9 laborers.

## INVESTIGATIONS.

A total of 729 investigations were conducted in this district in immigration matters, as follows: Cases of applicants for entry, 50; after admission on bond, 5; warrant cases, 196; naturalization matters, 126; other matters, 358. Fifty-eight investigations were also conducted in connection with Chinese business. The 126 investigations stated to have been made in naturalization matters consisted of nunc pro tunc inspections for naturalization purposes. These statistics of investigations do not include 1,947 requests from the Bureau of Naturalization for records of arrivals or 125 searches made for records of arrivals for the War Department in connection with military registration, etc.

In addition to my duties as commissioner of immigration for this district, I have been designated as a commissioner of conciliation under this department, and have spent considerable time on such work. This also holds true of the assistant commissioner, who has acted as special representative for the Director of Labor, United States Shipping Board, and is now acting as assistant to the Director General of the United States Employment Service.

## USE OF DETENTION QUARTERS, HOSPITAL FACILITIES, ETC.

During the past year this station has been used principally as an internment station for alien enemies, although there have been quite a number of other immigrants detained here, principally warrant cases, pending investigation and deportation. Most of the alien enemies have been transferred to other camps, and the station is now being used as a detention station for aliens whose deportation is contemplated as soon as conditions permit.

## PERSONNEL.

The work of enforcing the immigration and Chinese-exclusion laws at this port and in this district, the various investigations and other work incident to the war in which this country is now engaged carried out in cooperation with the various other Federal departments, and the work incident to the care of the many aliens detained here, with the handling of their cases, have taxed our force to the utmost, and we are urgently in need of clerical assistance. It has only been by the earnest and faithful cooperation of the various officers and employees that we have been able to accomplish the results attained.

## COMMISSIONER OF IMMIGRATION, BALTIMORE, MD., IN CHARGE OF DISTRICT NO. 5, COMPRISING MARYLAND AND THE DISTRICT OF COLUMBIA.

## APPLICATIONS.

Aliens, mostly seamen and stowaways, to the number of 317 applied for admission during the year, but this number includes a few who were admitted as the result of warrant proceedings on payment of head tax. Twenty-six were actually deported and the cases of a few are pending at the close of the year.

General immigration on passenger vessels from foreign countries has practically ceased; the cause for this complete stoppage has been outlined in reports for the two or three preceding years. A few alien immigrant passengers have arrived sporadically on vessels from South American and West Indian ports, but in the closing month of the year a ship arrived with some 80 or more passengers from Central America, the vessel having been destined to New York, but taking refuge in this port because of the operations of enemy submarines off the coast.

## DEPORTATIONS (EXPULSIONS).

Investigations were made in 47 cases as to amenability to warrant of arrest process, resulting in the issuance of 29 warrants, of which 2 were served by officers of other districts. Six warrants referred by other jurisdictions were served, and at the close of the year action is still pending in two cases. Cancellations were ordered in 24 cases, and actual deportation made of 9 aliens.



All those arrested during the year and not deported are either detained in institutions without expense to the service or at liberty under bonds or on their own recognizance. No Chinese were arrested on administrative warrants during the fiscal year.

#### SEAMEN.

The number of foreign vessels and vessels from foreign ports arriving, which were boarded, was 951. The number of vessels for the year exhibits a considerable decrease from the preceding one, and this decrease began to be apparent at the beginning of the present calendar year, since which time arriving shipping requiring immigration inspection has appreciably diminished.

A total of 33,333 alien seamen arrived on both American and foreign vessels, but this substantial number, of course, includes in some instances one or more arrivals of the same man. The total of departing alien seamen was 32,657 and the number of desertions reported, 1,031. Permission to reshipe foreign, under the provisions of rule 10, was granted to 2,784.

Eighty-one vessels carrying Chinese crews aggregating 1,848 seamen of that race arrived in the year, which is quite a decrease from the preceding period. Only 4 Chinese have been reported as deserters—an incredibly small number, but which must be accepted inasmuch as departures are not now verified. Two Chinese crews applied for the privilege of reshipping foreign.

A party of Japanese seamen, including officers, was granted transit privilege to Japan through a Pacific port, but only about one-half actually departed.

No horsemen's certificates were issued, but 519 persons holding such certificates issued at other ports arrived from abroad.

The beginning of the year saw the inauguration of the registering of alien seamen under the rule carrying into force the so-called seamen sections of the new immigration law. This had been necessarily delayed because of the impossibility of obtaining the identification cards. Many contingencies arose in the administration and enforcement of rule 10 which were not explicitly covered by it and assumedly not foreseen by its framers. These problems have been varied and interesting, but they have been met and handled in this district with a thorough appreciation of the beneficent purpose of the law, and of the importance of according exact justice to the seaman, while at the same time not unduly hampering the shipping interests in these critical moments, it being realized that the facility with which the vessels are dispatched is of the utmost importance in getting needed supplies abroad.

It has been a matter of comment and pride that the submarine menace has not to any great extent deterred seamen from reshipping for voyages through the danger zone, it being known that many seamen who have been several times torpedoed have eagerly expressed a desire for promptly reshipping, and this is a great tribute to the bravery and sense of duty of the seafaring class, whose work is so indispensable in these times. The vessels chartered through or by the Shipping Board seem to have the least difficulty in obtaining full complements, and this is probably due to the comparatively advantageous conditions of employment and terms of payment.

The bureau's expressed desire for statements and comments of experience in enforcement of the law and rules is the reason for the somewhat lengthy discussion here of the seaman question. It is unfortunate, but so far unavoidable, that the necessity of overseeing and controlling arrivals in and departures from the country, developed since our entry into the war, has resulted in an overlapping to some degree of the functions of several agencies of the Government with regard to the personnel of merchant vessels; and to obviate this, and in the interests of efficiency and expedition, it is hoped that the power granted by the Overman Act will be utilized in the near future to devolve upon some one service the administration of all laws and regulations regarding seamen. It is, perhaps, a natural and pardonable assumption that the Bureau of Immigration is the one particularly fitted for such exclusive control.

If such single control of the seaman feature is not brought about, then there should be at the larger ports some form of clearing house wherein the work of the various bureaus might be coordinated and friction and lost motion obviated. This matter will become increasingly important as the war progresses and so many vessels are added to our merchant marine by construction or charter.

Obviously, under the decision of the United States Supreme Court in *Scharrenberg v. Dollar Steamship Co.*, which brought about the deletion of subdivision 11 of former rule 10, this district abandoned its former practice of obtaining head tax from seamen who express the purpose of quitting the service of a foreign vessel and signing on vessels of American register. It seemed permissible and equitable to assess a tax on a person who intended joining a vessel of this country and being thereby placed to all intents and purposes, at least so long as he wished, on the same footing as an alien who had been

admitted upon payment of head tax and was working on shore. While the question submitted to and decided by the Supreme Court was specifically with regard to the application to alien seamen of the contract-labor features of the law, yet the language used in the decision was so definite and embracing that no doubt remains that the other features of the immigration law would likewise be inapplicable in the cases of bona fide seamen.

However, unless the bureau advises to the contrary, it is assumed that aliens found employed on American coastwise vessels, even though holding the identification card of this service, can be arrested on warrants if they have not been regularly admitted to the country, and assessed head tax if the warrant should be canceled by the department; or that those who declare a purpose of leaving a vessel engaged in foreign commerce to obtain employment on a coastwise ship can be regularly examined and taxed. It is realized, though, that some confusion will result, as ships apparently can be and are alternated frequently between foreign and coastwise commerce under the control exercised by the Shipping Board and the exigencies of the maritime carrier situations.

The assumption outlined in the foregoing paragraph is principally derived from reading the court decision referred to, which restricts itself to the consideration of the status of alien seamen employed on a ship of American registry engaged in foreign commerce, and the holding therefore is not nearly so broad as can be inferred from the explanatory note in the department's circular of April 18, 1918, which states broadly that no distinction can properly be made between vessels of American registry and those of foreign registry in the enforcement of the immigration law. It might be commented upon in passing that the present Congress, in amending the naturalization laws, seems to hold that employment upon a merchant or fishing vessel of the United States is equivalent to a residence on shore for naturalization purposes, or, in effect, that the deck of an American vessel is constructively American soil.

Seamen, as a class, have been treated with great liberality in the pertinent sections of the immigration law and rule 10, following the financial and economic freedom and betterment accorded them by the seamen's act of 1915. Under the new rule, when examined on the expressed intention of remaining in the United States, and even when his identification card is so marked as to indicate that he would be excludable or his admission doubtful, and although such exclusion might be mandatory under the general provisions of the law and allowing of no appeal, yet he is treated in such a liberal and special manner that even if found excludable by a board of special inquiry, he is granted the privilege of appeal denied to other aliens. Again, if within the draft age, the seaman is exempted as a follower of a necessary industrial occupation, which his calling assuredly is. With all these concessions it is thought as a reciprocal measure that his stay on shore in this country between voyages should be reasonably limited by regulation of some department, during the period of the war, when it is so vitally necessary that vessels be retained in port as brief a period as possible, and that every effort be made to this end. If all measures concerning the control of seamen were placed with this department, or some one other, a method of checking in and out might readily be devised which would reasonably accomplish this, such as periodical visits to and reports from sailors' boarding houses and shipping agents.

#### STOWAWAYS.

Thirty-three destitute stowaways arrived during the year, mostly citizens or inhabitants of South America and the West Indies. Of these, 24 were excluded and deported or allowed to reship foreign, while 10 were admitted. No alien workaways were found during the year.

#### ESCAPES.

One Chinese seaman ordered to be kept on board escaped from his vessel, for which a civil action was instituted against the master, which resulted successfully.

#### FINANCIAL AFFAIRS.

The amount allotted to this district for the expenses of carrying on its work was \$41500. Severe economy has been practiced, so that the district is able to report an unexpended balance at the close of the year approximating \$525. In libel proceedings \$200 in fines were assessed; an administrative fine of \$300 was imposed upon the master of a vessel for returning to this port on the succeeding voyage a stowaway who had been excluded and deported on the same vessel. This fine was subsequently remitted by the department.

## CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

None were arrested during the year, not because there is any reason to believe that all Chinese in the district have at some time or other been lawfully admitted or are of American birth, but for the continuing reason commented upon in reports of the preceding year, which is in effect that no good purpose would be served in increasing the number who would more than likely obtain a judicial decree of American citizenship by birth, as a claim of nativity is usually advanced.

The appellate court of one of the judicial districts comprised within this immigration district has recently handed down a decision which is most disappointing and restrictive in the enforcement of the arrest provisions of the exclusion laws. This case grew out of an appeal of an arrested laborer, an alleged native born, from the order of deportation of a lower court, which affirmed a commissioner's order. The appellate court in a majority opinion asserted, among other features, the doctrine that the burden of proof imposed upon the arrested person by the act of May 5, 1892, shifted to the Government at a stage in the proceedings where the defendants had submitted a prima facie case of American nativity by the testimony of witnesses (who, in the case in question, did not testify as to their knowledge of defendant in this country prior to the age of 5) and that the affirmative proof demanded by the statute meant merely the establishing of such a prima facie case as would call for rebuttal.

The court further held that notwithstanding the decision of the Supreme Court in the *Chin Bak Kan* case, 186 U. S., 193, construing the statute referred to above, a differentiation should be made between the case of a Chinese person who on arrest asserts American citizenship by birth and that of an "alien" who has come into the country and is attempting to avoid removal; that with regard to the first there is a lawful presumption of the right to remain, and as to the other a similar presumption in favor of deportation.

Because of these holdings and other features of the opinion and because of the strong and favorable opinion of the minority member, the Chief Justice of the court, who expressly dissented from both the conclusions of law and fact of the majority, and the obvious importance to the service in this part of the country of neglecting no measures to obtain a reversal or modification of this decision, request was made that this particular case be appealed to the Supreme Court. The Department of Justice, however, has recently declined to prosecute such appeal.

As in some other districts, there is every reason to believe that information is furnished of specific Chinese alleged to be unlawfully in the country as a result of being smuggled over one of the borders, for the express purpose of causing an arrest, which will be followed by a claim of American birth at trial, supported by the fortuitous testimony of elderly Chinese, which testimony the Government could not directly controvert in one out of a hundred cases.

At the close of the year three arrest cases remained untried before higher courts.

## CRIMINAL CASES.

A fine of \$200 was imposed upon the master of a vessel, upon his plea of *nolo contendere*, for not preventing the escape of a certain seaman. A matter which may lead to an important criminal proceeding is pending at the close of the year.

## WHITE-SLAVE MATTERS.

There were but three cases of this nature which had our attention during the year, one of them resulting in a deportation, the man involved being sentenced to a prison term for the offense of impersonating a Federal officer. An alien girl originally excluded as immoral, but granted landing under bond, has lapsed into her former mode of life, and efforts are being made to locate her in another district. Another case was settled by the marriage of the parties concerned.

## CONTRACT LABOR.

No cases of importance involving violations of these features of law have come to hand, although a few applicants for admission have been rejected as coming under promises of employment.

## WORK OF THE MEDICAL OFFICERS.

The public health surgeon in charge of the medical inspection of aliens reports the examination of 332 aliens and 22,765 alien seamen, the greater proportion of the latter having, of course, been examined on board ships on arrival. Certificates were furnished this office in 1,543 cases.

The provision in the new seamen's rule conferring authority to require the production of the seaman at the immigration office, or elsewhere, for completion of the medical examination, when necessary, is a commendable and desirable feature, the lack of which has frequently been embarrassing in the past. It is obvious that the surgeon is often unable to diagnose accurately on shipboard, where his time is necessarily limited and where he does not have at hand every needed facility or appliance.

#### SMUGGLING OPERATIONS.

There have been no direct reports of prospective or actual smuggling through this port during the year, but the usual searches of fruit steamers from the West Indies and Central America have been maintained with entirely satisfactory results. The cooperation of the customs authorities in this work is appreciated and most efficient. The number of fruit vessels searched was 80.

#### CHINESE PREINVESTIGATION MATTERS.

Applications for preinvestigation of status, for various reasons, to the number of 9 were received and investigated. Of these, 5 had favorable action, 3 were denied, and 1 is pending at the close of the year. The number of preinvestigations is the smallest in years, but the decrease in departures is thought to be general throughout the country.

#### INVESTIGATIONS.

In Chinese matters additional to the above, 7 investigations were made regarding applicants for admission as exempts at Pacific ports, and about the same number as to persons who had been admitted previously thereat. Investigations extraneous to Chinese, recorded in files, were: On requests from other jurisdictions, 22; on miscellaneous subjects, 32; nunc pro tunc investigations to provide a basis for naturalization petitions, 18. Of 2,034 requests for verifications of landings from various sources and for various reasons, but principally for naturalization purposes, 1,752 were complied with. Numerous inquiries were made in an informal manner, in the course of daily business, and not recorded, such as to determine primarily the legality of domiciles of seamen, Chinese, etc.

This office has extended and accorded full cooperation during the year to the Department of Justice and other investigative branches, in matters pertaining to alien enemies, to incoming and departing seamen, and in numerous other ways. A smooth-working agreement is in force with the United States marshal whereby aliens who apply to him for work permits or who are referred to him concerning registration and who can not satisfactorily account for a lawful original admission to the country are referred promptly to this office for investigation. These cases are usually found to be those of former seamen on German vessels who had entered without inspection, through desertion. The Department of Justice has found our arrest process a ready and efficient means of securing some control over enemy aliens in whose cases the evidence obtained by it had not so far warranted definite decision as to internment or prosecution.

In the checking out of new crews of departing neutral vessels, under departmental instructions of July, 1917, every effort has been made to prevent the departure of enemy sympathizers or draft evaders, and this work has been carried on in conjunction with the Customs Service, the Department of Justice, and the officers and employees of the Office of Naval Intelligence particularly. During the year 189 vessels were so examined, entailing work at all hours of the day and night.

It should be added that the various departments mentioned and others in the district afford just as prompt and efficient cooperation to this service.

#### REQUISITIONING OF DUTCH VESSELS.

An interesting feature of the year's duties was the taking over, in March, under the President's proclamation, of five vessels flying the Netherlands flag in this harbor. One of the five was a ship of large size. Aided by several inspectors from another port, temporarily detailed here for the work, the task of taking over, assuming charge of, and administering to the wants of the crews was carried out promptly, diplomatically, and efficiently. The work devolving on this service in this regard was ably supplemented by the duties performed by the customs and Naval Reserve forces. The officers and crews were literally treated as "guests of the Nation" and no legitimate expense spared nor task neglected which would add to their comfort or mollify the natural resentment of some of their number at being dispossessed of their vessels. Those of the officers who so desired were subsisted at the best local hotels, while others and the crews were fed on board.

On the sixth day after the seizure the personnel of the vessels, with the exception of a very few who desired either to stay in this country or to be sent elsewhere, were conveyed to Hoboken by special train for repatriation to Holland on a steamship of the Holland-America Line. The number moved was 110, all of whom, except certain officers who declined the privilege, had been paid a half month's wages in advance by the United States Shipping Board.

#### INTERNED ENEMY ALIENS.

One German enemy alien, posing as a native of a neutral country, was taken off an American vessel from South America and subsequently interned by the Department of Justice. Several citizens of Austria-Hungary have likewise been removed from vessels, and all of these whose cases are not now pending have been granted permits to enter.

#### STATION.

The group of buildings comprising the new immigration station at Fort McHenry was turned over to the War Department when near completion and became the nucleus for one of the largest base hospitals decided upon for the treatment of wounded and ill soldiers.

A small amount of public property of the service was destroyed in a fire which consumed the large pier of the Baltimore & Ohio Railroad Co. at Locust Point, formerly used as a landing station for immigrants.

#### PERSONNEL.

In January, 1918, the Employment Service was separated from the Bureau of Immigration, resulting in the separation of forces, the transfer of six or seven employees, and the securing of other quarters for the employment and distribution work. My present small force of officers has rendered cheerful and efficient service. During our first year of war no task has been too difficult or tedious, and they merit appreciation and thanks for duties well performed.

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### INSPECTOR IN CHARGE, DISTRICT NO. 6, COMPRISING VIRGINIA AND NORTH CAROLINA, WITH HEADQUARTERS AT NORFOLK.

#### APPLICATIONS.

The applications reported for Norfolk were 737; Newport News, 789; and Wilmington, N. C., 7; a total of 1,533, of which number 1,499 were admitted and 34 debarred. The total number of applications for 1917 was 1,460, showing an increase of 73 for 1918. Fifty aliens were held for board of special inquiry during the year.

#### DEPORTATIONS (EXPULSIONS).

Warrants of arrest were applied for in the cases of 75 aliens, one of which was sent to another district for serving. Of the warrants, 7 were canceled and 16 were executed, and 52 aliens included above were allowed to reshipe foreign.

#### SEAMEN.

A total of 371 alien seamen applied for admission at all ports for the year, of which number 16 were excluded. In addition, there were 1,018 escapes or deserters, now included in statistics. The handling of alien seamen is one of the principal duties of the service at Norfolk and Newport News. During the fiscal year, 76,873 seamen arrived at Norfolk and 69,859 at Newport News on vessels of foreign registry or in the foreign trade, a total of 146,732. At the above rate it will be seen that there is a large number of seamen in port at all times, necessitating an immense amount of work in connection with same, such as issuing form 685, seamen's cards, manifesting and inspecting seamen who abandon their calling, and handling various features which are constantly coming up in connection with seamen. Long experience in handling seamen shows that some new question is constantly arising. However, under the new law, and the requirement for hospital treatment of diseased crew men now in effect, the seaman question is at present covered in a much more satisfactory manner than ever before.

The number of deserting seamen for the year was 978, of which number 525 deserted at Norfolk, 452 at Newport News, and 1 at Wilmington, N. C., this being a decrease of 198 from the preceding fiscal year.

#### STOWAWAYS.

Thirty alien stowaways arrived at ports in the district during the fiscal year; 8 were admitted and 22 deported. Sixteen stowaways arrived at Norfolk, 11 at Newport News, and 3 at Wilmington, N. C.

#### ESCAPES.

Three aliens escaped from the Norfolk detention room, 1 of whom was an alien enemy, who returned the next day and gave himself up.

#### FINANCIAL AFFAIRS.

During the fiscal year \$1,328 in head tax was collected at Norfolk, \$1,884 at Newport News, and \$16 at Wilmington, a total of \$3,228. Administrative fines amounting to \$900 were certified during the year, all such fines being remitted by the department except one fine of \$10 under section 36 of the immigration act. The allotment for the fiscal year was \$6,400. Owing to unusually heavy detentions of aliens the deficit is in the neighborhood of \$1,500.

#### ARRIVING VESSELS.

During the fiscal year, 1,983 vessels of foreign registry or in the foreign trade arrived at Norfolk and 1,531 at Newport News, a total of 3,614, or an average of 10 vessels a day for every day in the year for both ports combined. It is understood that only New York exceeds Norfolk-Newport News in the number of vessels arriving.

#### INVESTIGATIONS.

During the year there were investigated 6 cases of laborers' applications for return certificates, also such an application from 1 student and 1 native-born Chinese, respectively. Probably owing to war conditions and prosperous business in this vicinity, the number of Chinese visiting China was unusually small for the fiscal year. In addition to the foregoing, there were 3 preinvestigations, 2 warrant cases, and 2 investigations to determine lawful residence.

During the year there were some 340 investigations of various kinds other than Chinese matters, 75 having been warrant cases, 126 naturalization cases, 18 alien enemy investigations, and other miscellaneous investigations.

#### CHINESE SEAMEN.

Chinese seamen to the number of 9,662 were on board vessels arriving at Norfolk and Newport News during the fiscal year. The number for the fiscal year 1917 was practically the same.

#### COOPERATION WITH OTHER DEPARTMENTS.

This office cooperates to the fullest extent possible with other branches of the Government in the detection of alien enemies, slackers, and suspects of all kinds, and this class of endeavor constitutes an important part of the work of the force here. It is with pleasure I can state that the relations between this office and the other Government offices of the district are most cordial.

#### ANARCHISTS.

The two States contained in this district are populated mostly by native-born Americans, and no instances have come to our notice or been reported in the press of alien anarchists or persons having such tendencies.

#### INTERNED ALIEN ENEMIES.

During the year 18 alien enemies were removed from American and neutral vessels or taken in from other sources and detained. Of this number, 7 were released and 11 transferred to other immigration stations or turned over to the Department of Justice,

applications for entry having been denied. A few of these alien enemies were later admitted at other stations, manifests and head tax having been received here. All of the officers and crew men from German and Austrian vessels tied up at Newport News and Wilmington were handled during the fiscal year 1917, and were interned or otherwise disposed of outside of the jurisdiction of this office.

#### REQUISITIONING OF DUTCH VESSELS.

A task of considerable magnitude and one which involved a large amount of work, much of which was performed by officers and employees of the district outside of regular working hours, was the carrying out of instructions contained in department telegram of March 17, 1918, relative to disposing of the officers and crew men of 11 Dutch steamers taken over by the Government. Nine of these vessels were anchored at Newport News and 2 at Norfolk, and the crews totaled 378 persons. All were finally disposed of, 265 in one party having been repatriated to Holland via New York; smaller parties consisted of Dutch West Indians, Javanese, and Chinese, who were repatriated to their homes. A few of the crew men were admitted to the United States as immigrants, and some few were discharged to reship, though the majority were repatriated, following their desire to be so disposed of. One Dutch East Indian died in hospital at Newport News, while 14 Chinese seamen had disappeared when wanted here to accompany a party to New York for repatriation. The latter left no trace behind them. The total expense incurred in this district on account of handling these crews was in the neighborhood of \$7,300, including cost of transportation to New York. These expenses were paid by the United States Shipping Board, on vouchers prepared in this office, so that the local allotment did not suffer. The local force was insufficient to handle the crews alone, so the competent officers from other districts detailed by the bureau were indispensable in handling the work with dispatch and in a generally satisfactory manner.

#### PERSONNEL.

There has been a steady increase in the quantity of work to be done in this district, caused by the immigration law of February 5, 1917, and also by the performance of extra duties arising on account of the state of war. It is believed that it would have been impossible to keep up with the work had it not been for the detail to this service of Naval Reserve men, three of whom are now designated as immigrant inspector (excepted). Under date of April 16, 1918, Immigrant Inspector James E. Williams, stationed at Newport News, Va., was appointed inspector in charge of the district, to succeed Inspector in Charge William R. Morton, transferred to Providence, R. I. Several of the officers and employees have received increases in pay during the fiscal year, and the recipients are duly appreciative. Norfolk and Newport News, owing to vast war activities thereat, are now practically the most expensive cities in the country in which to live, and the officers and employees in the service are having a hard time, even with the increases granted, to make both ends meet, while it is practically impossible to lay by any savings. It means a real sacrifice for them to invest in war savings and thrift stamps and Liberty bonds, because the money is needed for current living expenses; but despite this condition all are doing what they can to aid the cause in this regard.

#### INSPECTOR IN CHARGE DISTRICT NO. 7, COMPRISING SOUTH CAROLINA, GEORGIA, FLORIDA; AND ALABAMA, WITH HEADQUARTERS AT JACKSONVILLE, FLA.

##### APPLICATIONS.

During the fiscal year ended June 30, 1918, 11,701 aliens applied for admission at ports of this district, of which number 11,618 were admitted and 80 deported, 3 awaiting deportation at the close of the year. The number of applications was 3,499 less than in 1917.

##### DEPORTATIONS (EXPULSIONS).

There were 30 warrants of arrest applied for within the past year, as the result of 56 cases investigated. Deportation was effected in 14 cases, while 10 aliens were conveyed to other ports for deportation or are awaiting deportation at the present time, and 8 cases are now pending.

**SEAMEN.**

During the year 299 alien seamen applied for admission, 17 of whom were rejected. One Chinese seaman and 206 of other races were reported as deserting from vessels in this district.

**STOWAWAYS.**

Only 20 stowaways were found on board arriving vessels, of whom 12 were excluded and 8 admitted, one of the latter by the department on appeal.

**FINANCIAL AFFAIRS.**

Disbursements for the year totaled \$4,416.86, the allotment being \$3,500, a deficit of \$916. Head tax was collected to the amount of \$50,916, and administrative fines aggregating \$2,355 were assessed, \$1,400 of which was for the bringing of illiterate alien passengers.

**CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.**

Four new arrest cases arose during the year, besides which one was pending from the previous year. In 3 cases deportation was effected, 1 was dismissed and proceedings were instituted under the immigration act, and in the remaining cases the Chinese person was discharged.

No civil or criminal proceedings under the immigration statutes were had during the fiscal year and but one writ of habeas corpus was applied for, which is now pending.

**WHITE-SLAVE MATTERS.**

No transactions have occurred under this heading in this district during the past year. Local city officials in conjunction with officers from Camp Joseph E. Johnston have practically cleared the city of Jacksonville of professionally immoral women. The city is now in better condition than ever before in its history in this particular.

**CONTRACT LABORERS.**

A verdict in favor of Julio Rodriguez, plaintiff, v. Saturnino Pardo et al. was returned by the jury at Tampa, Fla., and attorneys for the defendants moved the court for arrest of judgment, the result of which was the settlement of the case by agreement, the defendants paying the plaintiff \$250 and all court costs. The United States attorney advised against bringing suit in this case on behalf of the Government, there being in his judgment insufficient evidence for a successful prosecution.

**WORK OF MEDICAL OFFICERS.**

All medical officers in this district have performed their duties in an efficient and prompt manner. Their work has been entirely satisfactory and it is believed that no diseased aliens have escaped their observation.

**SMUGGLING OPERATIONS.**

With the exception of two Chinese smuggled from Havana, Cuba, into Key West, Fla., in the early part of the fiscal year, no Chinese smuggling has been uncovered within this district. The two Chinese referred to were apprehended and deported, but sufficient evidence to warrant the institution of proceedings against the smugglers could not be secured. A close watch has been kept at all ports of entry for violations of the Chinese-exclusion law, but no evidence of smuggling has been obtained. An officer in this district detailed in connection with Chinese matters in Georgia recently obtained information from confidential sources which, if dependable, indicates the possibility of the presence of several contraband Chinese in that State and also in Florida. It is not believed that Chinese laborers could be smuggled into Florida from Cuba without the fact being discovered by officers of this service; isolated instances might not be detected, but any continued operation would certainly be discovered. It is, therefore, felt that it may safely be stated that Chinese smuggling from Cuba through this district is not at the present time a question to cause concern.

**CHINESE REINVESTIGATIONS.**

Two applications for return certificates have been received during the year, both of the merchant class, one having been granted by the bureau, while the other remains pending.



## INVESTIGATIONS.

Fifty general investigations were conducted in the course of the fiscal year, of which 25 were connected with naturalization matters.

## STATION AND EQUIPMENT.

The Charleston Immigration Station was turned over to the Navy Department under instructions dated August 22, 1917.

It will also be appropriate to state under this heading that the Peninsular & Occidental Steamship Co. has completed the building at Key West to be used as an immigration detention station. The company has furnished the building complete, and it will be used in the future for the detention of aliens arriving at that port who, for any reason, can not be promptly admitted. This building was erected and furnished by the steamship company without cost to the immigration appropriation.

## PERSONNEL.

Conditions brought about by the war have resulted in many changes in the personnel of this district during the past year. Vacancies caused by enlistments and transfers to other branches of the Government service have been filled by the transfer of officers from other districts and new appointees, and it is a pleasure to be able to state that harmonious conditions continue to exist and all officers and employees are working together for the good of the service. Their efforts have resulted in a satisfactory administration of the affairs of the district during the past year. A thorough working understanding has existed at all times with the officers of other departments, and there has been no friction or misunderstandings to impair the efficiency of the joint operations made so necessary and important by reason of the war.

## ALIEN ENEMIES.

The cases of 35 alien enemies have been handled in this district during the year, some of whom applied for admission voluntarily at ports of entry, some were removed from neutral vessels, and others were arrested under departmental warrants; 18 were interned, 11 were admitted, 4 deported, and 2 were excluded and subsequently paroled, written reports being required of them semimonthly. Investigations have been made in a number of cases of domiciled alien enemies on request of the United States marshals and other officers of the Department of Justice, in which no action could be taken by this service on account of the time limits fixed by the immigration act.

## REQUISITIONING OF DUTCH VESSELS.

Nine Dutch vessels were taken over by the United States Government in ports of this district, 4 at Key West, 2 at Boca Grande, 2 at Mobile, and 1 at Charleston, and of the 205 officers and crew men of said vessels, 170 were repatriated to Holland by way of New York, 2 reshipped foreign from ports of this district, 32 reshipped from Norfolk, Newport News, and Baltimore, and 1 was admitted to the United States. The officers of the several vessels were carefully and fully informed in accordance with departmental instructions, and no untoward incident occurred in connection with the transaction. Officers and crew men were promptly quartered in local hotels, where they remained until arrangements could be perfected to repatriate them. The naval authorities accorded every assistance to officers of this service in connection with this work.

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COMMISSIONER OF IMMIGRATION, NEW ORLEANS, IN CHARGE OF DISTRICT NO. 8, COMPRISING LOUISIANA, MISSISSIPPI, ARKANSAS, AND TENNESSEE.

## APPLICATIONS.

The total number applying for entry was 4,623, of whom there were admitted 4,548 and deported 75. During the year 4,429 United States citizens arrived. Thirty-one of the rejected aliens were interned as alien enemies, of whom 19 were subsequently granted admission by the department. Seven Chinese were admitted at New Orleans, 86 admitted in transit under bond, and 326 admitted at other ports in transit passed out at this port; 10 Japanese applied for admission, 9 being admitted

and 1 rejected and deported. The conditions brought about by the present war have caused a slight decrease in the number of aliens applying for admission as compared with the previous fiscal year, when 5,105 aliens were examined.

**SEAMEN.**

One hundred and forty-four seamen applied for admission, 27 of whom were excluded and 3 escaped. It is believed that the last named have reshipped foreign.

**STOWAWAYS.**

Stowaways to the number of 39 were apprehended, 27 of whom were admitted and 12 deported.

**ESCAPES (EXCLUSIVE OF SEAMEN).**

Six aliens escaped from the immigration station, 5 of them having been promptly recaptured, and the sixth is now in a hospital at Nashville, Tenn., and warrant of arrest has issued in his case. In addition 2 aliens escaped from ships in port, 1 of whom was apprehended.

**WORK OF THE MEDICAL OFFICERS.**

The medical force during this year has been entirely inadequate, as the volume of business has been entirely too great for one surgeon to attend properly. I do not believe anyone could have rendered better service under the circumstances than the medical officer who has been assigned to service here.

**SMUGGLING OPERATIONS.**

The usual precautions have been taken during the past year to prevent the smuggling of Chinese into this district from Mexico, Cuba, and West Indian ports. No cases requiring special mention have occurred during the time covered by this report.

**CHINESE PREINVESTIGATION MATTERS.**

There were handled by this office during the year the cases of 17 merchants, 4 natives, and 1 laborer, applying for return certificates, which were granted in all but one case.

**OTHER INVESTIGATIONS.**

Investigations were made in 6 warrant cases arising in this district and in 4 naturalization cases, and 148 certificates of arrival were issued. In Chinese matters other than applications for return certificates 3 cases were investigated.

**FINANCIAL AFFAIRS.**

Head tax amounting to \$21,700 was collected within the year and \$2,570 assessed in fines against transportation companies. The allotment for this district was \$4,000, actual expenses being \$5,127, of which \$295.15 was expended on station and equipment.

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**INSPECTOR IN CHARGE, DISTRICT NO. 9, COMPRISING SO MUCH OF TEXAS AS IS CONTIGUOUS TO GALVESTON.**

**APPLICATIONS.**

There were but 97 applications of aliens for admission during the entire year, of whom all but 4 were admitted. One case was pending at the beginning and 1 at the close of the year, respectively. Passenger service between Galveston and European ports has been almost entirely suspended, and the same is true with regard to Latin-American countries.

A considerable increase in immigration through this district may be expected during the coming fiscal year, due to the fact that the Ward Line proposes to establish about July 15, 1918, a regular freight and passenger service between Texas City and Havana, Vera Cruz, Progreso, and Tampico.

The reduction in the work of the Immigration Service which might have been expected in view of the very great reduction in immigration has not materialized. The

fact that both aliens and American citizens have usually arrived singly or in pairs on tramp steamers, private yachts, tugs, and even oil barges, has greatly augmented our work. Then, too, the decrease in immigration has been offset in a very large measure by the greater amount of effort required in handling seamen under the new law and rules, by the necessity until recently of granting all warrant hearings in cases of alien seamen before boards of special inquiry instead of by an individual inspector, by unusual complications in handling deportation cases in general, owing to war conditions, and by a very large amount of cooperative work with other branches of the Government service made necessary also by the war.

#### DEPORTATIONS (EXPULSIONS).

At the beginning of the year there were pending 28 warrants of arrest and 34 warrants of deportation. Warrants were issued in 55 new cases arising within the year. At the close of the year 30 warrants of arrest and 59 warrants of deportation are pending, of which latter 38 are for aliens now serving penal sentences in penitentiaries, 8 are for aliens whose present whereabouts is unknown, 6 aliens can not be deported because of war conditions, and the remainder of the warrants are awaiting execution. A number of aliens, especially those who can not be deported on account of war conditions, have been released upon their own recognizance.

A large number of the warrants secured during the past fiscal year were for Mexican aliens of the criminal class, inmates of the Texas State Penitentiary. In many instances these aliens entered the United States without inspection. In most cases they were likely to become public charges at the time of entry, and in a number of instances the aliens had been sentenced, subsequent to the passage of the act of February 5, 1917, to imprisonment for a term of one year or more because of conviction in this country of a crime involving moral turpitude. It is believed that the deportation of this class of aliens is highly desirable.

#### SEAMEN.

During the past fiscal year 561 foreign vessels arrived at ports in this district, and 593 American vessels arrived from foreign ports. The total number of seamen arriving on the above vessels was 34,297, of whom 1,194 were Chinese. There were 292 deserting seamen reported, and 65 seamen were admitted to the United States for permanent residence.

Of the 292 deserting alien seamen only one was a native of the Asiatic Zone described in section 3 of the immigration act, while 6 were citizens or subjects of Japan. Permits were issued to 646 seamen to be discharged to reshipe foreign. None of these were of the Japanese or Chinese race.

Departmental warrants of arrest were obtained for 17 deserting seamen, 7 of whom were deported.

#### REQUISITIONING OF DUTCH VESSELS.

On March 21, 1918, the Dutch steamship *Mijtrecht* was taken over at Port Arthur, Tex., by officials of the Navy Department for the United States Emergency Fleet Corporation. At the time there were aboard the *Mijtrecht* 19 members of crew, 13 of whom were subjects of Holland who had signed on the vessel at Amsterdam, while the remaining 6 were of various nationalities and had been signed on at Port Arthur. All were taken in charge by this service; and the former were given their choice of being discharged to reshipe foreign, of applying for admission to the United States, or of being repatriated to Holland at the expense of this Government, being considered guests of the Nation until their departure from New York. They were quartered at the best hotel in Port Arthur and arrangements were made for their table board at the best restaurant until they would be sent by way of Galveston to New York, from which place they were furnished passage to their own country. Every care was taken to accord these aliens the best of treatment; and, on their departure from Galveston en route to New York, all expressed their appreciation of the courtesy with which they had been treated. The six members of the crew signed on at Port Arthur were paid their wages in full and discharged to reshipe foreign. The expense of caring for these aliens and returning them to their homes was taken care of immediately by the Immigration Service, to be refunded later by the Emergency Fleet Corporation.

#### STOWAWAYS.

Twelve stowaways arrived on vessels during the fiscal year, 8 of whom were admitted and 4 deported, 1 of the latter being illiterate, and 3 being afflicted with loathsome or dangerous contagious diseases.

**FINANCIAL AFFAIRS.**

The total allotment for this district was \$10,500, while expenditures reached the sum of \$10,161.11. Fines amounting to \$60 were assessed under section 14 of the immigration law for improper manifesting.

**WRITS OF HABEAS CORPUS APPLIED FOR.**

But one case of this class arose in the year, involving a deserting seaman. This matter is pending at the close of the year.

**WHITE-SLAVE MATTERS.**

Soldiers are now stationed near almost every city or town of considerable size in this district with the result that all restricted districts are closed, and every effort is being made by city, State, and Federal officials to rid each community of both prostitutes and the parasites who live on their earnings. This service has assisted and cooperated with the above-mentioned officers in every way possible, but there have been no deportations as a result of this work.

**CONTRACT LABOR.**

Three cases of reported violations of the contract labor provisions of the law were investigated during the year by the section-24 inspector detailed to work in this district.

**WORK OF THE MEDICAL OFFICERS.**

The medical inspection of alien seamen now required under the provisions of rule 10 has added to the duties of the medical examiners. Without exception the work of these officers has been satisfactory. Their willing and careful discharge of duty has at all times been helpful to the immigration officers with whom they have worked.

**SMUGGLING OPERATIONS.**

While a careful watch was kept for any indications of smuggling, no such matters came to the attention of the service; and it is believed that no such operations have gone on in this district during the fiscal year.

**CHINESE PREINVESTIGATIONS.**

Two applications for return certificates were investigated, the certificate having been granted in one of these cases, while the other is now pending.

**INVESTIGATIONS.**

Investigations were conducted as follows: Cases of applicants for entry, 12; warrant cases, 147; naturalization matters, 87. In Chinese cases, 6 investigations were made to determine lawful residence and 1 relating to an application for admission.

**COOPERATION WITH OTHER DEPARTMENTS.**

At all times the officers of this service have assisted and cooperated with those of other Government services engaged in work incident to the war, devoting an immense amount of their time and effort to this class of work. In most of such cases no written record was made by our officers, and it is therefore impossible even to estimate their number.

**ANARCHISTS.**

This office failed to discover any activities of alien anarchists in this district during the past year. A number of members of the Industrial Workers of the World are being closely watched and warrants have been secured for several aliens belonging to this organization.

**PERSONNEL.**

It affords me pleasure to state that the various officers and employees in this district have performed their duties faithfully and efficiently and that our relations with all other branches of the Government service are most cordial and pleasant.

**COMMISSIONER OF IMMIGRATION, SAN JUAN, P. R., IN CHARGE OF DISTRICT NO. 21, COMPRISING PORTO RICO.**

There arrived during the year in this district from foreign countries 2,088 aliens, of whom 2,053 were admitted; in addition to which 276 aliens arrived from insular possessions (the Virgin Islands), of whom 271 were admitted. Fifty-two aliens were excluded by boards of special inquiry, of whom 13 were admitted by the department on appeal.

**DEPORTATIONS (EXPULSIONS).**

Two warrant cases were closed during the year by the deportation of the aliens involved and in 2 others the warrant of arrest was canceled and the aliens permitted to remain in the United States.

**SEAMEN.**

Twenty-five alien seamen applied for admission during the fiscal year, all of whom were admitted; 11 seamen were reported as deserters, 3 of whom shipped foreign, 2 signed on an American vessel bound for the mainland, while the 6 have not been apprehended. It is believed, however, that they sought the first opportunity to reshipe foreign. There were 15,778 alien seamen examined in ports of the district.

**STOWAWAYS.**

Four alien stowaways were found on arriving vessels, 3 of whom were excluded and deported.

**CONTRACT LABORERS.**

There are no section-24 inspectors attached to this district, and the present force has not the time to investigate cases of suspected contract laborers who are admitted upon arrival on account of lack of evidence to debar. It is believed that a large percentage of the immigrants from Spain arrive as contract laborers. They are, however, so well posted on the contract-labor features of the immigration law that it is somewhat difficult to secure sufficient evidence to exclude. The service has been more successful this year than in the past in this respect, as is shown from the fact that 9 aliens have been deported as contract laborers from this district. In one contract-labor case perjured testimony on the part of the witness resulted in his indictment by the Federal grand jury. The trial in this case has not yet been held.

**WORK OF THE MEDICAL EXAMINERS.**

Under the present regulations medical officers are required to examine not only all alien passengers applying for admission, but also all alien seamen arriving in ports of the United States aboard ships each time they so arrive. At this port no medical officer is detailed exclusively for the examination of aliens, but on account of the great amount of additional work connected with the medical examination of seamen, recommendation has been made for the assignment of a medical officer to be detailed exclusively for immigration work at this port.

**SHORE LEAVE.**

Shore leave has been denied to all aliens destined to other than Porto Rican ports arriving on vessels proceeding to the vessel's destination, except in unusual cases, and then only when the alien was able to establish thoroughly his identity and nationality and when the immigration authorities were thoroughly satisfied that the Government was assuming no risk whatever.

**REQUISITIONING OF DUTCH VESSELS.**

As a result of the taking over by the United States Government on March 21, 1918, of the four Dutch vessels then in the harbor of San Juan, this service, under instructions from the department, assumed charge of the officers and crew men thereon, totaling 178 persons—37 officers and 141 crew men. The immigration officers boarded the vessels simultaneously with the naval authorities, and after the latter had informed the respective masters that the United States had taken over the vessels under international law, the former informed the officers and crew men that the immigration authorities assumed charge of them; that they would, until each of their cases was finally disposed of, be treated as guests of the Nation; their wages paid and all their rights under the laws of the Netherlands affecting officers and crew men of merchant marine observed; that such of them as desired would be repatriated as soon as trans-

portation could be arranged; that if any desired to land for reshipment foreign or to make application for regular admission into the United States they were at liberty to do so; that those desiring repatriation would be quartered and subsisted at hotels at Government expense until arrangements could be perfected for their transportation home, and that arrangements had already been made ashore for the accommodation of those desiring repatriation. The officers and crew men were finally disposed of as follows: Six repatriated direct to Dutch West Indies; 145 repatriated to Holland by way of New York; and 27 returned to mainland under shipping articles. Before leaving this port, each and every one took occasion to express his appreciation of the good treatment accorded them by our Government.

#### VIRGIN ISLANDS.

Under section 1 of the present act, Porto Rico and the Virgin Islands are foreign to each other for immigration purposes. There appears to be no reason why this should be so. Both groups of islands belong to the United States, are near neighbors, and aliens entering either group are subject to the same restrictions. I therefore have the honor to suggest that this matter be taken up with Congress with a view of having section 1 amended in this respect. It is also recommended that the Immigration Service be established in the Virgin Islands.

#### FINANCIAL AFFAIRS.

Head tax to the amount of \$13,008 was collected during the year, and administrative fines aggregating \$34,800 were assessed and collected.

#### PERSONNEL.

While the alien arrivals were light this year compared to last, the volume of work done was much larger, owing to the necessity of closely examining the crews of all vessels and also to the inauguration of the identification-card system. The employees have without exception performed their respective duties diligently, loyally, efficiently, and enthusiastically. The 5 and 10 per cent increases in pay accorded employees during the fiscal year were very much appreciated. The increased cost of living over the previous year, however, more than offset this increase in pay. In order to do justice to the employees a further substantial increase in salary is necessary.

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#### COMMISSIONER OF IMMIGRATION, SAN FRANCISCO, IN CHARGE OF DISTRICT NO. 18, COMPRISING NORTHERN CALIFORNIA AND NEVADA AND THE ANGEL ISLAND IMMIGRATION STATION.

Despite the fact that there has been a marked decrease in Chinese immigration at this port during the past year, there has not been a corresponding decrease in the activities of the force at this station, by reason of the number of Japanese applying for admission in excess of the preceding year, and of the many problems growing out of the present war emergency.

The investigation which was instituted during the previous year, and to which reference was made in my last report, was completed during the present year, and I believe I can safely say that the efficient and thorough manner in which the investigation was conducted and the resulting changes in personnel and methods of procedure has reduced to a minimum the possibility of corruption and systematic fraud at this station. This investigation brought about the promulgation of new rules of procedure which, with few exceptions, have proved very beneficial, both in securing a more expeditious disposition of pending cases and in restricting the possibilities of fraud.

Specific reference will not be made to these rules except with regard to that requiring the completion of vital statistics (the so-called Mortuary Record) concerning Chinese in the State of California. The matter was taken up with the Secretary of the State Board of Health, through whose cooperation permission was obtained for an officer of this service to have access to the records in Sacramento, from which complete data will be secured. It is hoped and believed that the information thus secured will be of great assistance, both in helping to establish bona fide claims and in disproving those which are fraudulent.

#### APPLICATIONS.

There were pending at the close of the fiscal year 1917, 333 cases, including 303 Chinese and 7 Japanese. New applications to the number of 17,644 were considered, of which 5,316 were Chinese and 5,403 were Japanese. Total admissions for the year

were: Chinese, 5,157; Japanese, 5,382; other races, 6,852; total, 17,391. Three hundred and twenty-six aliens were deported, of whom 251 were Chinese, 24 Japanese, and 51 of other races, while 260 cases remain pending at the close of the year (211 Chinese, 4 Japanese, and 45 others). There were 236 Chinese persons excluded under the provisions of the exclusion laws.

The oriental immigration at this port, with the exception of Japanese, has fallen off during the past year; the East Indian and Malay, by reason of the specific provisions of the present immigration law; the Korean, largely because of his antipathy to Japanese rule and his consequent disinclination to accept the required passport from that Government; while the Chinese decline is probably the effect of the more efficient examinations resulting from the investigation above referred to. There has also been a considerable decrease in the numbers of Spanish and Portuguese aliens arriving at this port from the Hawaiian Islands, due either to an improvement in the economic conditions in those Islands or to depletion in the numbers previously reported by the Territorial government. One possible result of the present war on immigration at this port is the increasing number of immigrants of Russian and Armenian nationality, who have usually sought admission to the United States through Atlantic ports, it being noted that the majority of those now seeking entry here are members of families of aliens previously admitted at an eastern port.

#### DEPORTATIONS (EXPULSIONS).

Consideration was given 253 cases, as a result of which 205 warrants of arrest were issued by the department. Warrants of deportation were issued in 104 cases, 41 of which warrants have been executed, 6 of the aliens concerned being Chinese, 1 Japanese, and 34 of other races.

Notwithstanding the increased number of Japanese immigrants admitted, it is worthy of mention that fewer cases were reported to this office as subject to deportation than were considered last year; which fact strongly contrasts with the Chinese, concerning whom a greater number were investigated with a view to deportation, despite the decreased immigration from that source.

While the new immigration law makes deportation possible with a much larger class of undesirable aliens than did the old law, it appears defective in that it does not yet extend to the worst class of confirmed criminals. There are a number of aliens now confined in Folsom Penitentiary—to which only "second offenders" are sent—who, though incorrigible, are not amenable to section 19 of the act because of the fact that the conviction under which sentence is now being served was had prior to the passage of the present law; so that the country can not be rid of this lawless element unless and until another crime (and still a fourth—where conviction and sentence was beyond the five-year limitation) is committed, conviction secured, and the sentence served, thus burdening the community with these aliens for the unserved portion of their present sentences (in one case an indeterminate one from 1 to 50 years) and for the period of the next sentence. There can be little doubt that this is a defect for which remedial legislation should be enacted.

#### SEAMEN.

Nearly 15,000 (14,666) seamen's identification cards have been issued during the year, and the number will be greatly in excess of those figures next year, there having been a marked increase since abolishment of subdivision 11 of rule 10, excepting from the operation of the rule vessels of American register. While at first considerable opposition to the provisions of the rule was manifested by some of the steamship representatives, there is now a greater spirit of cooperation; and, except in some minor points, the rule is being enforced with little interference with the work of the vessels or serious inconvenience to the seamen.

During the year 875 alien seamen have been admitted; and there were 4 Chinese seamen and 360 alien seamen of other nationalities who deserted during that period.

#### STOWAWAYS.

Thirty-seven stowaways, 11 of whom were Japanese and 1 Chinese, were apprehended during the year, 23 of whom were admitted and 14 deported.

#### ESCAPES.

Exclusive of seamen, only 3 aliens escaped during the year, all of whom were alien enemies, 2 having been subsequently apprehended and interned at other points, and the third apprehended and deported.

## FINANCIAL AFFAIRS.

During the fiscal year just closed a total of \$97,184 was collected, which is greater than the amount collected during the previous year by \$62,228. This increase is largely due, of course, to increased head tax provided for under the new law. Administrative fines to the amount of \$7,795 were assessed during the year. The total allotment for the expense of this jurisdiction was \$55,500. Expenditures amounted to \$57,235.21, leaving a deficit of \$1,735.21. This deficit will be reduced, however, by appropriate credit on account of maintenance of crews of Dutch vessels seized by this Government.

## CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

Seven Chinese arrest cases were pending from the previous fiscal year, and 5 new cases were instituted; 2 Chinese persons were ordered deported by United States commissioners, and 9 cases are now pending, either before commissioners or courts.

Of the pending cases, 3 of the Chinese involved are serving sentences in San Quentin prison, and 1 is on trial as a draft evader.

## CIVIL SUIT.

One civil case, pending from last year, still remains undisposed of.

## CRIMINAL CASES (INVOLVING CHINESE).

Under this heading there were pending from last year 10 cases, and 32 new cases arose during the year, in which are included 20 cases involving the prosecution of officers formerly connected with this station, as a result of Mr. Densmore's investigation. Eight cases have been disposed of by dismissal and 34 are now pending.

William Fox, who was indicted in January, 1914, together with several other defendants for a violation of section 8 of the act of 1907, and who fled to Mexico, returned via San Diego in the early part of May, 1918, and surrendered himself to the immigration authorities. He was removed to this district, entered a plea of guilty, and was sentenced to 11 months in the Alameda County Jail. He was the last of the defendants in that famous case in which the launch *Calypso* was used to smuggle a large number of Chinese from Mexico to a point near Monterey, Cal.

In one case involving five defendants, who were indicted under section 37 of the United States penal code charged with conspiracy to bring into the United States Chinese not entitled to enter, one of the defendants was sentenced to 18 months at McNeils Island, 2 to 9 months in the San Francisco County Jail, and 2 to 30 days in the latter jail.

In another case involving 4 defendants indicted under section 37 of the penal code for conspiracy to bring in Chinese, 2 defendants were sentenced to 8 months in jail, one to 6 months in jail, and one paid a fine of \$10. In each of these cases the defendants entered the plea of not guilty, but later changed the same to guilty, and were sentenced as above.

## CRIMINAL CASES (INVOLVING ALIENS OTHER THAN CHINESE).

One new case arose during the year, one was pending from last year, one was disposed of, and one now remains pending.

The case finally disposed of this year involved 3 Japanese, who were indicted under section 37 of the penal code for conspiracy to violate the immigration act. Two of these defendants were fined \$250 each, and the third was sentenced to serve 6 months in the Alameda County Jail.

## WRITS OF HABEAS CORPUS.

Twenty-four cases of this character were pending at the beginning of the year, and 35 new cases arose. Thirty were disposed of favorably to the department and 8 unfavorably. The above figures relate to cases in which Chinese were involved, while in addition 5 cases arose within the year affecting aliens of other races, together with 7 pending from last year. In 5 of these the disposition of the case was favorable and in 5 unfavorable to the department.

Appeals have been taken from decisions of the district court favorable to the Government in several cases involving the right of the department under the act of February 5, 1918, to arrest and deport on administrative warrants alien Chinese found in the



United States in violation of the exclusion acts. These appeals are based upon the recent decision of the Supreme Court in the *Woo Jan* case, counsel for petitioner contending that the said act does not give the department authority to so arrest and deport and that deportation can only be made in strict accordance with the Chinese-exclusion acts. It has been intimated that one or more of these cases will be carried to the Supreme Court if necessary for a final decision as to the rights of the department as the act now stands.

The number of new cases arising on habeas corpus proceedings during the past year is only three less than that of the preceding year, although the number of arrivals shows a far larger proportionate decrease.

#### PREINVESTIGATIONS.

Despite the difficulties surrounding the departure of American citizens of Chinese race—through the requirement that those of draft age furnish permits from the military authorities and the more recent restrictions placed upon other Chinese seeking return certificates—the number of applications which received favorable consideration increased during the year. A total of 935 cases was considered, 850 of which received favorable consideration, while in 85 the return certificate was denied. Of the return certificates granted, 392 were for native-born Chinese, 343 for members of the exempt classes, and 115 for laborers.

#### INVESTIGATIONS.

Investigations in general matters were conducted as follows: Cases of applicants for entry at other ports, 197; cases of applicants for return certificates at other ports, 22; after temporary admission, 151; after admission on bond, 22; to determine lawful residence, 37; ad interim investigations (prior to arrival of applicants), 251; applicants for duplicate certificates of residence, 13; applicants for duplicate certificates of identity, 10; naturalization matters, 381; applicants for certificates of identity, 1,089.

The reduction in the number of Chinese applications for admission has made possible the institution of investigations concerning Chinese admitted on section 6 certificates, the results of which are very interesting. While the reports of these investigations are not yet complete in all cases, the result of inquiries in 48 cases shows 50 per cent to be following occupations consistent with the status under which admission was secured, 35 per cent to be unknown at the destinations given at the time of entry or to have disappeared under circumstances indicating that admission was not sought in good faith, the remaining 15 per cent being classed as doubtful.

It may also be of interest, especially to other Chinese ports of entry, to report the result of an inquiry concerning the value of the so-called Kung Yick Exchange Co.'s drafts drawn at Hong Kong on the Canton Bank of San Francisco, usually in the sum of \$1,000, and very frequently presented by section-6 applicants. Although considerable time had elapsed between the date of these drafts and the date of this inquiry (in one case one year) no funds were available at the bank to meet the order, and the intimation was then given that it was customary for funds to be deposited by local interests to cover this character of paper. There can be little doubt that these drafts are worthless, and are presented for the purpose of making a proper "showing."

#### COOPERATION OF FEDERAL AUTHORITIES.

In performing the work in this district this office has had the advantage of the heartiest cooperation from all local branches of the Federal service, both with regard to matters pertaining to the prosecution of the war and concerning violations of the immigration or Chinese-exclusion acts. Officers of the Department of Justice and of the Military and Naval Intelligence have furnished invaluable assistance, particularly the officers of the latter organization.

#### ANARCHISTS.

While there are doubtless large numbers of aliens with more or less anarchistic tendencies residing in this community, this office has so far been unable to secure information warranting the institution of steps looking toward their deportation.

#### INTERNED ALIEN ENEMIES.

During the fiscal year 740 alien enemies have been temporarily detained at this station, of whom 18 were taken from German vessels seized at Seattle, 17 from German vessels in San Francisco Harbor, the balance being brought to this port by United States transports from Manila. Of that number, 1 was released on his own recogni-

zance under departmental instructions, 2 departed for Hawaii under "permits to depart," 1 was transferred for internment at Ellis Island, 77 for internment at Gloucester City, and 590 for internment at Hot Springs, N. C., 69 being still under detention at this station.

#### CREWS FROM DUTCH VESSELS.

Upon receipt of instructions, this office immediately conferred with the officers of the Bureau of Naval Intelligence in San Francisco with respect to the disposition to be made of Dutch officers and crews from the four vessels taken over by the Government in this port. As a result of that conference, 171 Chinese and 71 Javanese crew men were removed from the steamers to the immigration station, such action having been unavoidable by reason of the fact that the Navy Department desired to place the vessel in dry dock immediately for repairs and alterations. The 127 officers and petty officers from these vessels were comfortably quartered in first-class hotels in San Francisco under price agreements for their board and meals. Such officers were subsequently conveyed to New York for repatriation to Holland, with the exception of 5 who proceeded direct to Java. The oriental crews mentioned were all repatriated through this port, the Javanese to Batavia and Soerabaia, Java, and the Chinese to Hongkong.

In addition to the above-mentioned, a stewardess and 107 Chinese crew men from Dutch vessels taken over in Atlantic ports were delivered into my custody, the latter having been placed in detention at the station, while the former was quartered in a local hotel and in a sanitarium until arrangements were made for their repatriation to Hongkong and Java, respectively. The total expenses incident to maintenance of officers and crews, and their repatriation, was \$45,360.98, in addition to which an expense of \$954.67 was incurred on account of the stewardess referred to (hotel, medical attendance, sanitarium fees, etc.) up to the close of the fiscal year.

#### SOCIETIES FOR THE BENEFIT OF ALIENS.

The Hebrew Immigrant Aid Society, the Japanese Association of America, and the Travelers' Aid Society have representatives who visit the station in the interest of detained aliens; in addition to which considerable interest is manifested in their welfare by representatives of Methodist, Presbyterian, and Baptist missions in San Francisco, the latter devoting their attention to the cases of the Chinese exclusively.

#### WORK OF MEDICAL OFFICERS.

The chief medical officer again presents this year the urgent need for proper isolation for aliens afflicted with contagious diseases. This matter has been consistently presented for the bureau's consideration in past years, but the urgency of the situation makes it my duty again to point to the seemingly just criticism which would be directed against the service if failure to make proper provision in this regard results in any extensive epidemic among aliens detained here.

#### PERSONNEL.

The greater part of the work done at this station is of such a nature and the conditions under which it is performed are such that the most exacting qualifications are necessary in the personnel, if any degree of success is to be attained in the administration of the law. An ideal Chinese inspector requires a judicial temperament (and preferably a legal training), good judgment, a resourceful mind, and uncompromising principles and conscience. The bureau is well aware of the tact, discretion, and ready knowledge of the law and regulations required in the case of immigration officers at a port of entry. The existing demand for efficient help places the Government at a distinct disadvantage in filling vacancies, by reason of the greater remuneration paid by private employers; and this office during the year has lost many of its most dependable employees through their resignation to accept more lucrative employment on the outside. These facts seem to make it imperative that a more suitable and equitable adjustment of the salary question be had at an early date.

Despite the low salary paid to inspectors and other employees in this district, the spirit of loyalty, cooperation, and cheerful response of most of the employees to all demands made upon them is attested by me with full appreciation.

COMMISSIONER OF IMMIGRATION, SEATTLE, WASH., IN CHARGE OF DISTRICT NO. 16, COMPRISING THE STATE OF WASHINGTON.

The total number applying for entry, including 106 pending from the previous fiscal year, was 6,919, of whom 6,756 were admitted, 72 deported, and 91 are pending; 500 Chinese were admitted, 13 were debarred under the exclusion laws, and 1 as a contract laborer, and 7 are pending; 5,166 Japanese were admitted, 32 debarred, and 47 Japanese cases are pending. All but 142 of those admitted were in possession of passports, 141 of which number were deserting seamen.

The total number of arrivals this year is about 5 per cent less than for the previous fiscal year, due entirely to the falling off of Russian immigration owing to war conditions. The number of Japanese arrivals, which constitutes the great bulk of the arrivals in this district, increased by more than 17 per cent. As heretofore, the Japanese arriving on the Pacific Coast are of the better class and are able with few exceptions to comply with all the provisions of the immigration law. There are but few violations of the agreement between the two countries regarding the issuance of passports to Japanese laborers.

The foregoing figures relate to arrivals at the port of Seattle.

APPLICATIONS, CANADIAN BORDER.

This district was enlarged on the 1st day of July, 1917, by the inclusion of that portion of the Canadian border west of the eastern line of Montana. During the year 310,270 passengers crossed this section of the border, all of whom had to be interrogated. Of this number it was found necessary to regularly examine 18,354 for permanent residence, with the following result: 11,262 were ascertained to be citizens of the United States; total aliens applying at the border, 5,031; total aliens applying at Canadian seaports for admission to the United States, 1,564; total aliens applying for admission from and through Canada, manifested and admitted, 6,595; total rejections, 497.

In addition to the foregoing, the border ports examined the following number of nonstatistical aliens, to wit: Alien visitors' certificates issued, 8,258; aliens in transit, 4,542; detained at boats and trains, 68; not properly presented (unable or refused to pay head tax), 306. A grand total of 31,528 passengers were handled by Canadian border and seaport stations in this district.

The increase in the size of the district has very materially increased the volume of work as well as the responsibilities. I am pleased to state that I found the Canadian border so well organized and in such excellent working order that it has been a pleasure to take up the additional work. The principal difficulty encountered has been in connection with the handling of the many head-tax problems which have presented themselves. Head tax along the eastern portion of the Canadian border is handled by the Commissioner of Immigration at Montreal, whereas, in the western portion it is handled through the office of the Collector of Customs. I believe, however, that within a short time a method will be evolved that will prevent unnecessary delays in making refunds, etc., which will prove satisfactory both to the aliens and to transportation companies.

DEPORTATIONS (EXPULSIONS).

Two thousand two hundred and twenty-eight warrant cases were considered in the year, of which 1,057 were investigated. Sixty-one aliens were deported on warrant proceedings. Sixty-two warrants of deportation and 28 warrants of arrest, issued during the past year, remain unexecuted, as also 4 warrants of arrest issued prior to July 1, 1917.

SEAMEN.

A total of 839 vessels arrived, carrying 6,962 Chinese seamen and 15,370 seamen of other races. Eighty seamen were admitted to reside in this country and 1 was debarred. One hundred and seventy deserting seamen were reported, of whom 1 was Chinese and 141 Japanese.

STOWAWAYS.

Stowaways to the number of 20 were apprehended, 17 of whom were deported, all of these latter being Japanese.

FINANCIAL AFFAIRS.

Head tax amounting to \$44,968 was collected at this port and \$23,224 at Canadian seaports and border ports. Administrative fines in the sum of \$1,085 were assessed. The allotment for the district was \$50,000, of which \$48,234.55 was expended.

## CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

Three new arrest cases arose during the year and 1 remained pending from the previous year. One case is now pending, and of the aliens involved in the remainder, 2 have been deported and 1 released.

## CHINESE PREINVESTIGATION MATTERS.

Applications for return certificates under rules 13 and 15 of the Chinese regulations were disposed of to the number of 311, of which 146 were for laborers, 165 for exempts; 290 certificates were granted and 16 refused; 1 application was withdrawn and 1 is now pending. Four such cases were appealed to the bureau, of which appeals 1 was sustained, 2 dismissed, and 1 withdrawn.

## HABEAS CORPUS CASES.

Eleven applications were made to courts for writs of habeas corpus, in addition to 2 that were pending from last year. Of this number, 7 were released and 6 were remanded for deportation.

## CONTRACT LABOR.

There were no prosecutions for violation of the alien contract labor law in this district during the present fiscal year. The following decision may be somewhat of interest:

Kikuji Inouye applied for admission under contract to teach school at Guadaloupe, Cal. The contract was entered into by the board of education of the Kumamoto Province of Japan upon the application of the Japanese Association of Guadaloupe. Kikuji was rejected on the ground that he was coming to the United States in violation of the alien contract labor law and that teaching is not a recognized learned profession so as to bring him within the exemption of the law as defined in subdivision 2 of rule 27. After his appeal was dismissed by the department a writ of habeas corpus was sued out, and Judge Neterer, of the local Federal court, upheld the decision of the department and remanded him for deportation.

Numerous applications have been made to import skilled labor from and to Canada since the agreement was entered into in January last between the two governments that skilled labor could not be imported into either country without the consent of both governments. No applications have been made to bring agricultural laborers from Canada into the United States through this district.

## WORK OF MEDICAL OFFICERS.

During the year 600 certificates were rendered by the medical officers at Seattle and Port Townsend, and 465 aliens were certified at Canadian seaports and border ports in this district for the following diseases: Uncinariasis (hookworm), 543; trachoma, 6; other diseases, 516. Of this number, 553 were treated, cured, and later admitted.

## SMUGGLING.

There has been comparatively little smuggling of aliens across the border from Canada during the past year. It is believed that many more aliens entered the country surreptitiously for the purpose of evading the military rather than the immigration law. A number of slackers and deserters have been arrested along the Canadian boundary and turned over to the military authorities.

But one Chinaman was arrested during the year for attempting to enter the United States unlawfully, and he was taken before the courts and released.

## HINDUS.

The enactment of the present law fixing a prohibitive zone from which certain classes of aliens are not permitted to come to the United States has virtually solved our Hindu problem. The laborers are not permitted to come, and this being the case but a limited number of the exempt classes will care to remain permanently in this country. The result of the recent trial at San Francisco will have a most salutary effect on reducing the operations of that class of aliens who attempt to carry on propaganda in this country which is inimical to our best interests. A large portion of the undesirable Hindus have already left the United States and the remaining portion of the better class will be able to carry on their occupations in this country in a peaceful manner.

A large number of Hindus arrived in the Philippine Islands from India in 1913 and a few months later came to this district and applied for admission to the mainland. Acting on instructions from the bureau they were arrested and later ordered deported. Habeas corpus proceedings were then instituted in the Federal court, and the decision of the court being in favor of the Government, an appeal was taken to the Supreme Court of the United States. These cases were disposed of this year, the Hindus being released and the bonds canceled. Although the Government lost the decision in these cases, the action taken had the desired effect and prevented thousands of Hindus from flocking to the mainland through a subterfuge of residing in the Philippines for a few months.

#### COOPERATION WITH OTHER DEPARTMENTS.

This service has cooperated with the Department of Justice, the Military and Naval Intelligence Services, and other investigative branches of the Government dealing with war activities to the full extent of our power; numerous investigations of suspected enemy spies and people suspected of hampering war activities have been conducted and valuable information has been gathered and turned over to one or another of the mentioned branches of the service for final action.

This district has been very active in connection with alien anarchists and kindred organizations. Sixty-three anarchists were arrested on department warrants, of whom 14 were released upon proof that the arrested parties were naturalized citizens, the balance of the cases being still pending. In addition to the above, 161 members of the Industrial Workers of the World were arrested on deportation proceedings on the ground that they were advocating or teaching the unlawful destruction of property subsequent to their entry to the United States; these cases, also, are still pending.

The service has in numerous instances received information relative to alien enemies, investigated same, and where evidence warranted, taken them into custody and delivered them to the Department of Justice representatives, and in practically every such case the aliens have been interned.

#### PERSONNEL.

The officers of the entire district have performed the arduous and difficult duties of the past year in a highly satisfactory and creditable manner. They appreciate very much the salary increases the bureau and department have been able to secure for them. I again repeat my recommendation of last year that a plan be adopted whereby officers could feel assured that promotions will follow a certain period of satisfactory service.

### INSPECTOR IN CHARGE, DISTRICT NO. 22, COMPRISING TERRITORY OF HAWAII, WITH HEADQUARTERS AT HONOLULU.

#### APPLICATIONS.

The total number applying for entry to the Hawaiian Islands this year was 4,887, of whom 4,718 were admitted and 125 deported. This shows a decrease in alien arrivals from 1917 of 1,057. While this is true, there is a notable increase in dangerous contagious disease cases, and I am of the opinion that this has been brought about in view of the number of deportations in the previous year and the careful work done by the examining surgeons.

The Hawaiian Sugar Planters' Association has brought in during the year 2,938 Filipinos, of whom 2,469 were males and 469 females. There were 1,116 departures for the Orient. The bulk of the immigration, as heretofore, has been largely Japanese, 4,023 having applied for entry this year, of whom 3,882 were found to be admissible, while 108 were deported.

There were 2,188 certificates issued to aliens to depart for the mainland, including 537 Portuguese, 929 Spaniards, and 137 Japanese.

One of the remarkable features of the labor situation is that while the Japanese population has increased in the past 10 years nearly 3,000, the number of Japanese on the plantations has decreased about 8,000, and their place has been taken by Filipinos. There is a noticeable shortage of common laborers in the islands. The Chinese laborers have either become old and returned to China or have accumulated enough money to go into some other pursuits, so that comparatively few of them are common laborers. The rice industry, in consequence, can not be extended in this Territory, although it would greatly help to solve the food problem if this were possible. It is only the Chinese who cultivate rice in these islands.

Of the Japanese admitted, 1,264 were children, 576 were laborers, and 1,702 were wives, 1,017 of these being "correspondence brides," of whom 9,043 have been admitted at this port in the last eight years. With few exceptions these women have been farm laborers.

#### DEPORTATIONS (EXPULSIONS).

Ten warrants of arrest were issued during the year, of which nine were served. Fourteen warrants have been executed and three canceled.

#### SEAMEN.

The number of vessels boarded during the year from domestic ports totaled 343 and from foreign ports 199, a total of 542. The total number of Chinese seamen checked out by boarding officers on the arrival and departure of vessels was 8,212, of Japanese seamen 12,109, of Javanese 1,739, and of others 15,352, a grand total of 37,412. Three hundred and forty-six seamen were discharged to reship foreign and 11 escaped, of whom 8 were Japanese.

#### STOWAWAYS.

A total of 14 stowaways were apprehended, of whom 10 were admitted and 3 deported. One case of this character remains pending.

#### FINANCIAL AFFAIRS.

Head tax amounting to \$33,228 was collected, and administrative fines totaling \$5,000 were assessed. The allotment for this district was \$10,000, and the total of disbursements was \$9,997.87.

#### CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

One new case arose during the year, and one was pending from last year. One of these cases was disposed of through dismissal. Conditions are such here that not many similar cases arise, owing, of course, to the difficulty of Chinese persons entering unlawfully.

#### WRITS OF HABEAS CORPUS.

Eighteen habeas corpus cases were pending from last year, and 19 new cases arose. Ten of the aliens were deported, 1 was released by the court, 2 were remanded to our custody for further proceedings, in 2 cases the warrant of deportation was canceled, 2 were released by order of the department, and 1 went to China voluntarily; 19 cases remain pending.

All cases on appeal to the United States Circuit Court were decided favorably to the Government. In the local United States court two cases were decided against us.

One feature of the habeas corpus proceedings practically amounts to a nullification of the immigration laws. Nearly always, when an alien in detention applies for a writ of habeas corpus and the writ is denied, or if issued, dismissed, he notes an appeal and is released on bond, pending appeal. In this manner almost any alien, however clear the case against him, if able to secure an attorney and give a bond, can secure admission temporarily, and this usually means several years.

#### WHITE-SLAVE MATTERS.

During the year there has been one deportation on account of "white slavery," the alien's deportation being effected after he had served a jail sentence of nine months.

#### CONTRACT LABOR.

A number of Japanese school-teachers have been brought in under contract, and are now at large under habeas corpus proceedings, as stated in the preceding paragraph. Four cases involving bank and steamship office clerks are now pending.

#### WORK OF THE MEDICAL OFFICERS.

The work of the medical officers of the United States Public Health Service at this station has been eminently satisfactory. The conscientious performance of their duty has greatly reduced the number of arrivals having contagious diseases.

## CHINESE PREINVESTIGATIONS.

A total of 328 applications for return certificates was acted on favorably during the year, 10 applications were denied, 61 were withdrawn, and 65 are pending at the close of the fiscal year.

## INVESTIGATIONS.

Investigations were conducted as follows: Applicants for entry, 19; warrant cases, 16; naturalization matters, 28; alien certificates for insular territory, 2,188; certificates of citizenship to go to mainland, 76; section 6 Chinese to go to mainland viséed, 2; identification cards, 1,170. Miscellaneous investigations in Chinese matters were made in 49 cases.

## PERSONNEL.

The men in the service here are worked to limit of their ability and largely overtime, and I feel compelled again to call the bureau's attention to the fact that the force is insufficient for the full and proper enforcement of the law. The showing made in regard to shipping and seamen is respectfully called to your attention to emphasize the need of an officer who can give his entire time to the work of boarding vessels.

## INSPECTOR IN CHARGE, DISTRICT NO. 17, COMPRISING THE STATE OF OREGON, WITH HEADQUARTERS AT PORTLAND.

## APPLICATIONS.

There were but 28 applications for admission during the year, all of whom were admitted, in addition to which 5 deserting seamen remained in the country and are included in the statistics of admissions. These figures relate to mariners who renounced their calling as deep-water seamen and sought admission as alien immigrants, either to work ashore or in the coastwise trade.

## DEPORTATIONS (EXPULSIONS).

Seventy-nine warrants were issued in the past year; 14 warrants were canceled, 13 aliens were deported, and 28 aliens have been ordered deported, but deportation has been suspended owing to war conditions. The cases of 249 aliens were considered, in 224 of which investigations were had.

The cases considered with a view to deportation exceed by practically 300 per cent those so considered in the last fiscal year, and the warrants applied for exceed those of 1917 by over 400 per cent. A thorough investigation has recently been made at the Morningside Hospital, Portland, Oreg., where are maintained at Government expense the insane from the Territory of Alaska; 14 aliens being found there amenable to deportation. The Canadians and Mexicans among them we expect to be able to deport now, and the Europeans after the war. The maintenance of these aliens is costing the Government \$5,600 per year.

## SEAMEN.

Seamen to the number of 28 applied for admission, and were admitted. Fourteen seamen deserted from vessels in this port.

During the year 29 vessels, other than those in the coastwise trade, arrived and were boarded in this district, and examination made of their crews, consisting of 423 aliens, of whom 166 were Japanese and 28 Chinese.

## FINANCIAL AFFAIRS.

The allotment for this district for the year was \$4,000, of which \$3,475 was expended. One vessel was fined by the court \$200 for failure to detain an alien stowaway, this proceeding being had under section 10 of the immigration act.

## CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

But one arrest was made this year under the Chinese-exclusion laws, and that was promptly pressed to a successful conclusion. This office had planned and was about to make several arrests of certain Chinese unlawfully here, only to discover that they had departed for Canada. It was then learned that several hundred contraband

Chinese from the coast States had done likewise. This is believed to be largely the result of the registration requirements of the selective service law. Many will recross after the war, and against this eventuality it is suggested that this service secure complete records from the proper authorities of all Chinese registered under the draft law and especially those posted as deserters.

#### CRIMINAL PROSECUTIONS.

Two cases were pending from last year, and one new case was instituted, two of such cases having a successful outcome, while in the other the defendant was acquitted by the jury.

#### WHITE-SLAVE MATTERS.

Investigations of the Mann Act proper come within the particular province of the special agents of the Department of Justice, though this office cooperates wherever it may, taking especial interest and part where aliens are involved. Vigorous prosecutions have made white slavery in this district to a degree unpopular and unprofitable.

Some parasites still venture to live off and traffic in women, the most common and secure method being to keep one or two as "chambermaids" in connection with the operation of cheap lodging houses. This office deported one of these offenders last spring and has brought about the arrest of eight others, three Greeks, two Japanese, one Italian, and one Chinese. Two of these Greeks have been notorious procurers and panderers in this city for years. We hope to prevail in all these cases, and if we do it will have a strong deterrent effect and go a long way toward making the community a more decent place to live in. With the unstinted support of all officials concerned, active and competent immigration officers can accomplish much good along these lines.

#### CHINESE PREINVESTIGATION MATTERS.

There has been a slight decrease in Chinese preinvestigations as compared with last year. A total of 58 cases were considered, 48 return certificates granted, 5 applications granted, and 5 cases are pending. Of the 48 cases favorably acted on, 10 were of the merchant class, 15 were citizens, 19 were laborers, 3 were students, and 1 was the son of a merchant.

#### OTHER INVESTIGATIONS.

There has been virtually a 500 per cent increase of general investigations in this district, due to vigorous enforcement of the law and to the many calls put upon us by other departments of the Government because of our experience with aliens and our records concerning them. This assistance has been heartily accorded all branches of the Government. During the year, 264 investigations were made in warrant cases, 44 in cases of applicants for entry, 109 in naturalization matters, and 345 in other cases arising in connection with the enforcement of the immigration law; in addition, a total of 57 investigations in Chinese matters were conducted, other than preinvestigations of status, referred to in the preceding paragraph.

#### PERSONNEL.

To the personnel of the district credit is due for the dispatch of a great deal more business than last year, at less expense, and with a reduced complement. Only by assiduous application to work by all and complete loyalty to the service and its interests has this been possible.

INSPECTOR IN CHARGE, DISTRICT NO. 19, COMPRISING WESTERN PENNSYLVANIA AND WEST VIRGINIA, WITH HEADQUARTERS AT PITTSBURGH.

#### DEPORTATIONS (EXPULSIONS).

Cases of aliens believed to be subject to deportation were investigated in 72 instances, resulting in the issuance by the department of 50 warrants of arrest. Seven warrants were canceled, 12 aliens were deported, and deportation of 11 was suspended on account of the war. Nine cases are pending at the close of the year, warrants are held in abeyance in four other cases, and one alien, against whom proceedings were instituted, has died. Six investigations were made in Chinese matters and one warrant executed.



## FINANCIAL AFFAIRS.

During the first 10 months of the fiscal year, this district formed a part of District No. 4, and the financial affairs of the entire district were handled by the Commissioner of Immigration at Philadelphia. Effective May 1, 1918, the State of West Virginia and 13 western counties of Pennsylvania were detached from District No. 4, and District No. 19 was created with headquarters at Pittsburgh. The amount allotted this district for May and June was \$800, and expenditures were made totaling \$662.56, leaving a balance of \$137.44.

## CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

Owing to the fact that the office force at this station was almost depleted by transfers to other services, very little was done in Chinese matters during the year. I am convinced that a number of cases should have been brought before a United States commissioner, and doubtless others should have been handled on departmental warrants, but with the available force it was impossible to do more than keep track of the four cases of this nature pending from last year, three of which were disposed of by orders of deportation against the Chinese. One is still pending. In one of the cases in which deportation was ordered, a spurious claim of nativity in the United States was successfully controverted.

A Chinese person in this district has recently resorted to a suit in equity to compel the department to recognize his claim to United States citizenship.

## WRITS OF HABEAS CORPUS.

Application for writ of habeas corpus was made in one case during the fiscal year, the case of Jew Fay ordered deported on a departmental warrant. The court had previously been reversed on a case involving the same points at issue, and refused to grant the writ.

## WHITE-SLAVE CASES.

Two so-called "white slave" cases were investigated during the year, but not sufficient evidence was procured to justify prosecution. In one of these cases warrant of arrest was issued and it is pending at the close of the year.

## ALIEN CONTRACT LABOR.

Five investigations were conducted during the year involving the alien contract labor law, but no suits were instituted.

## CHINESE PREINVESTIGATION MATTERS.

Thirty-three cases were considered under this heading, 23 return certificates being granted, 5 denied, and 5 applications are now pending.

## INVESTIGATIONS.

Investigations were conducted as follows: Applicants for entry, 60; after temporary admission, 10; after admission on bond, 8; warrant cases, 72; naturalization matters, 52; other matters, 32; Chinese matters, 51.

## COOPERATION WITH OTHER DEPARTMENTS.

This office has been, and is, working in the closest harmony and cooperation with the office of the Special Agent, Department of Justice, the Secret Service, and the Military and Naval Intelligence Services. These various services have rendered material assistance to us from time to time, and we have never hesitated to return the favor whenever there was an opportunity to do so.

## INSPECTOR IN CHARGE, DISTRICT NO. 10, COMPRISING OHIO AND KENTUCKY, WITH HEADQUARTERS AT CLEVELAND.

## DEPORTATIONS (EXPULSIONS).

Investigations were made in 164 cases out of 167 considered, with a view to the institution of deportation proceedings, resulting in application for 108 warrants, 102 of which were served. The following indicates the department's action in these cases: Warrants canceled, 18; warrants executed, 31; pending final decision, 37;

deportation suspended on account of war, 21; suspended for other reasons, 7. Two of the aliens involved in these proceedings have died. Seventeen warrants were issued for suspected anarchists.

Twelve warrants of arrest have issued in the cases of Chinese persons, 10 of which cases are pending at the close of the year. One of the aliens has died, and deportation in the remaining case has been suspended.

#### SEAMEN.

The enforcement of rule 10 of the immigration regulations, as applied to lake traffic, is being carried into effect with the assistance and cooperation of the customs officials. During the current navigation season identification cards have been issued to 125 alien seamen.

Twenty-five alien seamen are reported as having deserted from lake steamers.

#### FINANCIAL AFFAIRS.

The allotment for this district for the fiscal year was \$3,500, and disbursements amounted to \$3,050. One fine of \$1,000 was imposed in a contract labor case, through civil proceeding.

#### CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

No new cases under this heading arose during the year. At the close of the last fiscal year there were nine cases reported as pending. During this year one Chinese was apprehended who had been previously ordered deported but who had forfeited bail, in consequence of which the records showed the case dropped. His deportation was finally accomplished. One other Chinese was deported, whose case was pending from last year, after having been reviewed by the Supreme Court, which denied a writ of certiorari.

One Chinese arrest case has been pending in the district court since May, 1916, and has not yet been decided.

Our failure to take up new cases before courts in this district can hardly be criticized, in view of the most certain lengthy delay in the prosecution of every case, and the long drawn out legal battles in regard to this particular race, which are not privileged to any other race or class of people with whom the service must deal.

#### CIVIL SUITS.

Two civil suits were pending from last year, both of which are still pending. One case instituted against the Pringle Barge Co. for an alleged violation of the contract labor law was dismissed following the decision of the Supreme Court in *Scharrenberg v. Dollar Steamship Company* that the contract labor law does not apply in the case of a seaman brought to the United States on an American vessel.

#### WRITS OF HABEAS CORPUS APPLIED FOR.

Nine habeas corpus cases were pending from last year, all relating to Chinese persons arrested upon departmental warrants. One of these was discharged as a United States citizen, and the remaining eight were discharged following the decision of the Supreme Court in the case of *Woo Mon*, alias *Woo Jan*, to the effect that the act of February 20, 1907, did not confer upon the department the authority to hear and determine under administrative process cases of violations of the Chinese-exclusion laws. These Chinese have been rearrested on warrants issued under the new immigration act, and their cases are pending at the present time.

#### WHITE-SLAVE MATTERS.

There have been no prosecutions under this heading during the current fiscal year, although the numerous investigations have been made with regard to aliens of the immoral classes.

#### CONTRACT LABOR.

There has been no section 24 inspector assigned to this district during the year. Three cases of this class are reported under the heading of civil suits. Recently there have been several investigations made with respect to parties whom it was desired to import by permission of the department to fill positions of one particular class or another. Investigations have also been made regarding United States citizens whom Canadian firms desire to import from the United States to fill certain positions in their plants.

## WORK OF THE MEDICAL OFFICERS.

This district received the cooperation of all the public-health surgeons located therein in connection with immigration matters.

## CHINESE REINVESTIGATION MATTERS.

Twenty-four cases were considered under this heading, and 19 certificates were granted (15 natives, 3 laborers, and 1 merchant), 3 denied, and 2 cases are pending.

## INVESTIGATIONS.

The following investigations were conducted during the year: Applicants for entry, 118; after temporary admission or admission on bond, 31; warrant cases, 190; naturalization matters, 137; other matters, 148. Chinese cases to the number of 83 were investigated.

## PERSONNEL.

Owing to reductions in our force on account of sending two officers to the Department of Justice shortly before the beginning of the fiscal year, and further in view of the many duties pertaining to the Employment Service, which devolved upon the writer and several of the office force, culminating in the final transfer of all employees experienced in clerical and office details, the work on immigration matters has been very seriously handicapped, and the writer feels that in view of all these circumstances, coupled with certain enforced absences, no apology need be offered for figures in the statistical tables which may be found slightly less in some instances than in the preceding year.

The officers and employees attached to the district have been faithful and loyal in the discharge of their duties, and are to be commended for their spirit of sacrifice in continuing in their positions without complaint in spite of the lack of such material increase in pay as would be commensurate with the increased cost of living. This statement is not made, however, with any failure of appreciation of the bureau's and department's efforts in our behalf.

## GENERAL COMMENT.

There has been the heartiest cooperation between the immigration service in this district and the officials of the Department of Justice with respect to the handling of cases of mutual interest to both offices. Twenty-five warrant cases have resulted from reports furnished by officials of that Department, and there have been many other investigations which did not result in the issuance of warrants.

Brief comment may not be amiss upon one incident which arose during the year, namely, the testing in the local district court of the provisions of the law and rule respecting subpoenas. A firm of Cleveland attorneys had the only known copy of the testimony of a Chinese witness in a court case. This witness, who was a laborer, returned to China within a few months after he had so testified, and later attempted to secure readmission as a merchant of San Francisco. The fact that he testified in Cleveland, and the testimony so given by him, were matters touching upon his right to reenter the United States, as this information contradicted his claim of mercantile status. The attorneys were requested to furnish a transcript of the testimony, which they refused to do. Accordingly they were subpoenaed, and upon their further refusal a petition was filed in the district court praying for an order to compel the production of the testimony. After due hearing the request was granted and the testimony furnished. This, I believe, was the first court action under the subpoena provision of the act of February 5, 1917.

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INSPECTOR IN CHARGE, DISTRICT NO. 11, COMPRISING ILLINOIS, INDIANA, MICHIGAN, AND WISCONSIN, WITH HEADQUARTERS AT CHICAGO.

## DEPORTATIONS (EXPULSIONS).

The total number of warrant cases considered was 462, of which 384 required investigation. Orders of deportation were received in 143 cases, 56 warrants of arrest were canceled, 14 cases are pending before the department, and 45 before this office at the end of the year. Eight Chinese cases were investigated, in five of which warrants were issued. One Chinese alien was ordered deported, and the remaining cases are still pending.

## FINANCIAL AFFAIRS.

The allotment for the year was \$14,000, and total disbursements were \$14,281.20. No fines were assessed in civil or criminal proceedings during the year.

## CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

Twenty-nine cases of this class were pending from last year, and eight new cases instituted during the year, a total of 37 cases handled. The institution of new prosecutions has been limited by the congested condition of the court calendars, and the fact that it has been found impossible to secure action on other than war cases. No orders of discharge have been entered by United States commissioners or district courts during the year; one order of discharge was entered by the District Court of Appeals. In nine cases deportation has been ordered by commissioners, all of which were appealed. Four Chinese were ordered deported by district courts, three of whom have been deported. Thirty-one cases remain pending before commissioners and courts.

## CIVIL AND CRIMINAL CASES.

No new cases were instituted during the year, and no pending cases (five civil and one criminal) were disposed of.

## WRITS OF HABEAS CORPUS APPLIED FOR.

No habeas corpus cases containing interesting new points were decided during the year; except that Judge Carpenter ruled during the year that a Chinese admitted with a section 6 certificate does not become deportable simply because he subsequently engages in laboring work. One habeas corpus case was pending from last year, and two new cases arose. Two are still pending.

## CHINESE PREINVESTIGATION MATTERS.

Sixty-seven applications for return certificates were acted upon during the year, 55 of which (15 laborers, 21 natives, 8 merchants, and 11 students) were favorably reported on. Other investigations in Chinese matters were made as follows: For ports of entry, 93; application for duplicate certificate, 1; delivery of certificates, 16; miscellaneous matters, 43; cancellation of certificates, 4; examined for position of Chinese interpreter, 2.

## INVESTIGATIONS.

The following investigations were conducted: Cases of applicants for entry, 62; after temporary admission or admission on bond, 10; warrant cases, 38; inspections for naturalization purposes, 386; other matters, 112.

This office has given due consideration to that most excellent provision of the present immigration law which provides for the deportation of alien convicts. The limited number of inspectors attached to this station and the great territory to be covered made it difficult to get preliminary data without serious expenditure of time and money. A form has recently been devised which enables officers at the prisons to supply us with accurate data on which to base requests for verification of landing and warrants of arrest. By the use of this form the expense of determining the status of hundreds of alien convicts in this district has been reduced one-half.

On July 5, 1917, 105 residents of Rockford, Ill., pleaded guilty to failure to register under the selective-service law and were sentenced to one year in the Chicago House of Correction. Fifty-eight were found to be aliens and warrants for their arrest were served. Thirty-five have been ordered deported. Nine warrants have been canceled because the aliens proved residence of more than five years here, and 14 cases are still pending. Many, if not all, of these aliens are members of that body of malcontents who are most susceptible to anarchistic propaganda, and their deportation can not fail to be beneficial to this country.

## COOPERATION WITH OTHER BRANCHES OF THE GOVERNMENT.

This office has cooperated heartily with the Department of Justice and other investigative branches of the Government dealing with war activities. All information of value has been completely investigated by our own officers, according to the circumstances of each particular case. The experience of our officers as investigators and the ability of some of them to speak foreign languages have been useful to other services

on numerous occasions. And it is only fair to say that other branches have aided this service in many ways. Particularly is this true in dealing with alien anarchists, against whom a vigorous campaign has been waged during the past two months.

#### ALIEN SEAMEN.

The number of vessels arriving in this district from foreign (Canadian) ports is small. The total number last year was 101; up to the close of this fiscal year there had been 25 entries—6 by vessels of foreign register and 19 by American vessels.

There still remains some confusion in enforcing rule 10 in conjunction with the espionage laws. Vessel officers are required to have water-front passes, and they can not understand the necessity of securing another card from our service; or, if they have one of our cards, the necessity for a water-front pass from the Department of Justice.

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### INSPECTOR IN CHARGE, DISTRICT NO. 12, COMPRISING MINNESOTA AND NORTH AND SOUTH DAKOTA, WITH HEADQUARTERS AT MINNEAPOLIS.

#### DEPORTATIONS (EXPULSIONS).

The principal items under this heading are as follows: Warrants of arrest served, 67; deportations effected, 25; warrants of deportations in hand and not executed at close of year, 66 (some aliens on parole, and others detained under and by State authority). A total of 87 cases was investigated during the year, and 15 are now pending.

#### FINANCIAL AFFAIRS.

The sum of \$1,800 was allotted by the bureau for the operation of this district for the fiscal year, and expenditures totaled \$1,316.51, leaving a credit balance of \$483.49.

#### CONTRACT LABOR.

The Minneapolis, St. Paul and Sault Ste. Marie Railway Co. was charged with importing two aliens from Canada under promise of employment at Minot, N. Dak. Civil suit under the contract-labor clause was instituted, and verdict for the defendant company was rendered on erroneous instructions from the presiding judge, the Department of Justice refusing to sanction an appeal. The Sheffer & Rossum Co., of St. Paul, Minn., was charged with advertising in Canada for leather workers in violation of the immigration law. However, after investigation, the case was dismissed on recommendation of this office.

#### CHINESE PREINVESTIGATION MATTERS.

Seventeen Chinese filed applications for return certificates, of which 14 were granted and 3 denied.

Four other Chinese matters were investigated. One Chinese was arrested by the Duluth office under department warrant, which was later canceled. Alien was then arrested on commissioner's warrant under the exclusion law and discharged on hearing.

#### INVESTIGATIONS.

Claims of 10 alleged American citizens in Canada, whose return to the United States was sought by the Dominion authorities, were investigated by this office. Investigations were made in 118 cases prior to arrival or admission of aliens. Other miscellaneous investigations were made from time to time. One hundred and eighty-one aliens have been given nunc pro tunc examinations for naturalization purposes, and 119 of such cases are open at the end of the year.

#### PERSONNEL.

I respectfully urge the immediate assignment of an additional experienced inspector to this station. It is impossible to cover satisfactorily the vast territory embraced in this district with only two inspectors.

The bureau is to be congratulated upon its attempt to adjust and equalize salaries of officers doing the same kind and class of work approximating the higher salaries now paid in the naturalization and other services.

## INSPECTOR IN CHARGE, DISTRICT NO. 13, COMPRISING MISSOURI, IOWA, EASTERN NEBRASKA, EASTERN KANSAS, AND EASTERN OKLAHOMA, WITH HEADQUARTERS AT ST. LOUIS.

Among the factors which have greatly increased our work this year, in spite of the decreased immigration, are features of the new law, particularly those applying to convicts and anarchists, while the demand for nunc pro tunc inspections for naturalization and numerous investigations made necessary by the registration law have added immensely to the demands of our service. Reports from the Canadian authorities regarding deserters from the British and Canadian military forces have required careful attention, and the activities of the I. W. W. have called for inquiry and consideration.

We are watching very closely the development in the trial of the I. W. W. members at Chicago. Various sections of this district have been disturbed by the activities of this organization, this being particularly true in Oklahoma and Nebraska.

I beg to renew the suggestion made in my report of last year that the bureau should lose no time in availing itself of the immensely valuable information which is available throughout the country from the records of the registration and draft boards, disclosing the physical, moral, or mental unfitness of numerous aliens who are amenable to deportation. A broad and general investigation of these facts and conditions should be undertaken without delay, and proper steps taken to institute warrant proceedings in every case in which such evidence is obtainable from the draft records.

The enemy alien registration act recently passed by Congress has resulted in a tremendous rush for naturalization in this section of the country, and greatly increased the work of our offices in various lines incident to petitions for naturalization.

The application of the act of February 5 as to aliens convicted of crime committed in America has brought surprising results. In various parts of the district where I had rather expected to find the local prosecutors and superintendents of prisons luke-warm or unwilling to assist in bringing about the deportation of these classes, the reverse has proven true. At the present writing there are more than 50 warrants in our hands in the cases of aliens in the various penitentiaries and reformatories in this district, awaiting action when I have sufficient inspection force, while several hundred other cases have been reported, which have not as yet been made the subject of inquiry.

## DEPORTATIONS (EXPULSIONS).

It is estimated that 1,500 cases were given consideration, while formal investigations were had in 608 cases. One hundred and twenty-eight warrants were issued, in addition to 113 on hand and unserved at the beginning of the year. Eighty-seven warrants were served this year and 17 are waiting determination at the close of the fiscal year. Forty-two aliens have actually been deported and 128 warrants of deportation are on hand awaiting execution. Thirty-six cases of Chinese believed to be subject to deportation were considered, as a result of which one warrant was secured.

## FINANCIAL AFFAIRS.

The total allotment for the year for this district was \$10,000, disbursements amounting to \$11,551.96.

## CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

In the handling of Chinese matters before the judicial branch we have met with a reasonable degree of success. We have had the cooperation of the United States attorneys. This fact is true, however, that owing to the great congestion of the courts caused by slacker, espionage cases, etc., we are unable to get as prompt action in these (Chinese) cases as heretofore.

Two Chinese arrest cases were pending from last year and one new one was instituted. One alien has been deported and the other two were discharged.

## CIVIL SUITS.

Three suits were pending from the preceding year and one new proceeding was instituted, two remaining undisposed of at this time. The case disposed of was settled by compromise, the defendant paying \$200 and costs. This was an action involving the importation of farm labor.

## CRIMINAL CASES.

But one criminal case is recorded this year, which was pending at the beginning of the year. The defendant was discharged after the grand jury had failed to indict her for perjury, this being a case involving white slavery.

In addition to the above, a Chinese alien, Sheung Wah, is awaiting action of the grand jury on the charge of uttering a fraudulent certificate of residence.

## HABEAS CORPUS PROCEEDINGS.

Eleven habeas corpus cases were pending at the beginning of the year and four new cases arose. Three cases were disposed of by discharge of the aliens and the balance are still pending.

## WHITE-SLAVE MATTERS.

White-slave matters in this district during the past year do not appear to have shown any decided increase of activity. This evil surrounding the Army camps and cantonments has been and is being handled by the military authorities, who are receiving the cooperation of the local officials.

## INVESTIGATIONS.

Investigations were handled as follows: Applicants for entry, 76; after admission, 5; warrant cases, 136; naturalization matters, 131; other matters (estimated), 1,500.

Chinese matters were also made the subject of investigations as follows: Applicants for admission, 7; preinvestigations, 34; warrant cases, 1; miscellaneous matters, 20; to determine lawful residence, 28.

Investigations are limited only by the capacity of the working force. Not one-fourth of the legitimate work of the immigration service in this district can be handled owing to the depletion of our force under present conditions.

## INSPECTOR IN CHARGE, DISTRICT NO. 15, COMPRISING MONTANA AND IDAHO, WITH HEADQUARTERS AT HELENA.

## DEPORTATIONS (EXPULSIONS.)

Sixty warrants of arrest were applied for during the year, as a result of the consideration of 418 cases, in 132 of which investigations were made, 56 warrants were issued, and 28 were pending from last year. Twenty-one aliens were deported, 14 warrants were canceled, 8 aliens escaped, and 41 cases are still pending. In Chinese cases, one warrant was issued during the year, and one case is undisposed of.

## FINANCIAL AFFAIRS.

The allotment for the year was \$4,700, and disbursements were \$4,614.13.

## CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

One case held over from last year is still pending.

## WHITE-SLAVE MATTERS.

As stated in my report for last year, there are no openly conducted "restricted districts" either in Montana or Idaho, and therefore evidence upon which to deport aliens of this class is difficult to obtain, especially with the limited office force in this district.

## CHINESE PREINVESTIGATION MATTERS.

A total of 31 cases involving applications for return certificates was considered, 22 certificates have been granted and 2 denied.

## INVESTIGATIONS.

Twelve investigations were made in connection with applicants for entry, 5 in connection with warrant cases from other districts, 204 aliens were examined for naturalization purposes, miscellaneous investigations were made in 34 cases, and 83 cases

of aliens entering without inspection were disposed of. Chinese cases other than pre-investigations were handled to the number of 16.

A number of cases of alien enemies have been brought to the attention of the Department of Justice, with the result that several aliens have been interned under presidential warrants.

PERSONNEL.

Notwithstanding that about six months of the year the field work has been done principally by one inspector, more cases were investigated and more warrants issued than in the preceding year. This district has been seriously handicapped because of insufficient field force, and much more could be accomplished if the needed force were supplied.

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INSPECTOR IN CHARGE, DISTRICT NO. 14, COMPRISING COLORADO, WYOMING, UTAH, WESTERN NEBRASKA, WESTERN KANSAS, AND WESTERN OKLAHOMA, WITH HEADQUARTERS AT DENVER.

DEPORTATIONS (EXPULSIONS.)

There were 30 warrant cases pending from the previous fiscal year, and during the present year 112 warrants were received. Twenty-two aliens were deported on warrant, 9 warrants were canceled, and 111 cases are pending, 59 of the last number relating to Mexican aliens who were allowed to enter as agricultural laborers. Thirty-one aliens are under order of deportation, but have not been deported on account of existing conditions.

FINANCIAL AFFAIRS.

Allotment for this district was \$2,000 and disbursements were \$1,534.86.

CHINESE ARREST CASES.

Three Chinese were arrested on judicial warrants, of whom two were deported.

CHINESE PREINVESTIGATION MATTERS.

Thirteen laborers applied for return certificates, all being granted. Two students applied for return certificates, which were granted. Two "merchant's sons" were investigated for ports of entry, and were admitted. Five other investigations were made in Chinese matters, and three certificates of residence were forwarded the bureau for cancellation.

OTHER INVESTIGATIONS.

Thirty-four investigations were made where certificates of arrival for naturalization purposes were issued; 58 investigations in the cases of arriving aliens, and 75 miscellaneous investigations were also conducted. We have also assisted the Department of Justice and the Secret Service in numerous investigations.

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INSPECTOR IN CHARGE, DISTRICT NO. 20, COMPRISING ALASKA, WITH HEADQUARTERS AT KETCHIKAN.

APPLICATIONS.

The total number applying for entry to Alaska during the year just closed was 3,603, of whom 3,589 were admitted and 14 debarred. The admitted aliens are classified as follows: Immigrant aliens, 259; nonimmigrant aliens, 78; transients, 2,479; tourists, 773.

The figures show a decrease this year of 50 per cent in the number of statistical aliens applying for admission. This is due to the fact that the high wages prevailing practically throughout the United States have turned the tide, and instead of migrating to Alaska each spring, men are now leaving in large numbers to accept employment below. As a result the population of the Territory is much less than at any time since the gold rush of 1898. Immigration through this district is entirely through Canada, and the restrictions imposed by the Canadian military laws are reflected in our figures.

The percentage of aliens debarred increased about 50 per cent, due principally to the illiteracy feature of the present statute.



## CHINESE.

During the past year no Chinese business was transacted with the exception of the checking of members of the crews of vessels and the Chinese employed in the canneries located in this vicinity.

## JAPANESE.

Transit privilege was allowed 56 Japanese, destined either to Vancouver or Victoria, B. C., from upper British Columbia and Yukon Territory, and vice versa. Two Japanese of the immigrant class were admitted and one was debarred under the provisions of the executive order.

## DEPORTATIONS (EXPULSIONS).

There were under consideration during the past year 28 cases of this kind, resulting in the submission of 9 applications for warrants, all of which were served. Deportation warrants were issued in 6 cases and executed in 3. Three arrest warrants were canceled by the department. Two deportation warrants remain unexecuted, and one case is still pending.

## SEAMEN.

Fourteen seamen made application for admission, all of whom were admitted. Only 4 desertions were reported, none of these being Chinese or Japanese. One stowaway was found on a Yukon River steamer, and upon examination was admitted.

## FINANCIAL AFFAIRS.

Head tax to the amount of \$1,928 was collected and \$20 was assessed in administrative fines for failure to furnish crew lists.

The sum allotted from the immigration appropriation for the operation of this district was \$1,550. The total expended was \$1,576.55.

## INVESTIGATIONS.

Fourteen aliens were examined for naturalization and appropriate certificates of arrival issued.

## WHITE-SLAVE MATTERS.

But one case of this kind warranting prosecution arose during the year, that of Manuel Lopez, a Hawaiian-born Portuguese, charged with having brought an alien woman from Canada for an immoral purpose. The case of one prostitute was taken up and she is now under order of deportation to Canada.

Small red-light districts continue to exist in the various mining camps throughout the territory.

## COOPERATION WITH OTHER DEPARTMENTS.

The closest relations are maintained with United States marshals and attorneys throughout the territory, also with the various investigating officers who are from time to time detailed to this part of the United States by other departments. The white population of Alaska does not exceed probably 40,000 at the present time, and is to a considerable extent composed of unnaturalized foreign-born. Many of these have gotten into the clutches of the law as a result of their disloyal remarks, and sentences of from six months to a year, with heavy fines, have been imposed upon them by the courts. One alien now serving a sentence of a year for seditious utterances is under order of deportation to Norway, and the case of a Swede convicted of the same offense is now before the department. The moral effect of a few expulsions for such offenses, especially upon a community having in its midst a number of aliens possessed of proclivities of a similar nature, is very beneficial, and certainly meets with the approval of the public at large.

It is a pleasure to report that the relations existing between the officers of this district, as well as with officials of other branches of the Government service, have been most harmonious.

COMMISSIONER OF IMMIGRATION, MONTREAL, CANADA, IN CHARGE OF DISTRICT NO. 1, COMPRISING CANADIAN ATLANTIC SEAPORTS AND THE CANADIAN BORDER EAST OF THE EASTERLY LINE OF MONTANA, WITH HEADQUARTERS AT MONTREAL.

APPLICATIONS.

Although the number of aliens accounted for statistically is shown to be considerably less than was reported in previous years, the bureau's attention is drawn to the fact that the fewer aliens were manifested by no means represents any corresponding diminution in the volume of inspection work which officers in this district were called upon to perform.

It can be safely said that the present immigration law, because of each of its provisions, including payment of head tax, having been made applicable to all aliens, and because of the many new features which officers are required to apply, has become a most difficult measure to enforce along the land boundaries, and places upon the officers such work and responsibilities that substantial increase in help has been shown to be an urgent necessity ever since the law became operative.

Continuance of war conditions that serve to make transoceanic travel increasingly difficult have of course prevented the arrival at Canadian ocean ports, as well as at our own United States ports, of aliens of the immigrant class in any considerable numbers. The staff of officers continued at Canadian seaports is now only sufficient to keep our organization intact and to meet all the obligations resting upon our service as a party to the Canadian agreement, and the wisdom of continuing officers at Canadian ports during the prevalence of the war has been demonstrated in unnumbered instances when our officers have been the medium through which most valuable information of a confidential character has been supplied our Government, and the services rendered by these faithful employees by way of caring for submarine victims that have been landed at Canadian ports during the year have been invaluable.

During the year 35,514 applicants for entry to the United States were admitted and 5,599 debarred (of whom 2,306 were of the nonstatistical class), making a total of 41,113 examined and recorded in immigration statistics. Of this number, 40,840 were recorded at Canadian border ports and 273 at the Atlantic seaports of Canada. All those examined at the Atlantic seaports were admitted, while at the border 5,599, or 13.61 per cent, were debarred. There were in addition to those included in the following figures 3,927 refused examination on account of being either unable or unwilling to provide for payment of head tax; 1,257 returned from the border for board of special inquiry, who failed to appear for examination, and 370 referred to boards of special inquiry by inspectors on duty at railway stations and docks who also failed to appear for examination, making a grand total of 46,667 applicants. There were also 19,839 United States citizens returning to again take up their permanent residence in the United States after having had a residence in Canada, and 20,919 aliens of the non statistical class were admitted for transit purposes. Seven thousand two hundred and fifty-one of the aliens admitted to the United States in this district were males between the ages of 18 and 40.

*Chinese immigration.*—The total number of Chinese applying for entry was (including 29,712 in transit) 29,747, of whom 29,724 were admitted and 23 debarred, all of the latter on the ground of being afflicted with trachoma. These figures include 7 regular Chinese applicants who were admitted for temporary purposes, or were readmitted after a brief absence in Canada, not included in the statistical figures previously given.

*Japanese immigration.*—Japanese to the number of 12 applied for admission, of whom 8 were admitted and 4 debarred. All those admitted were non laborers, entitled to passports. The 4 debarred were classed as laborers, 3 being without passports of any kind, while 1 held proper passport but was debarred as a contract laborer. All were residents of Canada.

DEPORTATIONS (EXPULSIONS, NOT INCLUDING CHINESE).

Under this head the following is reported: Cases considered, 2,525; cases investigated, 1,061; warrants applied for, 1,354; warrants issued, 1,284; warrants served, 991; warrants canceled, 428; warrants executed, 565.

The cases of 447 United States citizens ordered deported from Canada to the United States were investigated. Two hundred and eighty-five such deportations from Canada actually occurred during the year, and 54 cases are pending, while 108 cases were dropped because of nonproof of American citizenship or for other reasons.

## EXPULSIONS (CHINESE).

Twelve warrants were applied for in cases of Chinese aliens on the grounds of entry without inspection and being found in the United States in violation of the exclusion laws, this occurring as a result of investigations conducted in 34 cases. Seven of these Chinese were deported, and 13 cases are pending at the close of the year.

Much time and labor would be spared were our service so organized as to provide at each of the important stations officers especially trained in the handling of department warrants, but with the never-ending changes in the personnel, service of warrants must be disposed of as best we may.

It will be observed that the Dominion authorities again effected the deportation from Canada of a large number of United States citizens who were found deportable under Canadian law, and as in previous years the matter of investigating the citizenship of these deportees before authorizing their return to the United States has entailed a vast amount of work.

I have many times called attention to the difficulties met with in providing for the return to the United States of citizens thereof under order of deportation from Canada who, by reason of long absence from the State where last domiciled, have lost the right to return thereto for public care. In justice to all concerned, the Government should arrive at some working understanding with the authorities of the various States which would provide for the prompt reception and care of dependent citizens ordered deported from Canada.

## FINANCIAL AFFAIRS.

The allotment for this district for the year was \$40,000, and expenditures totaled \$27,535.54. Head tax in the sum of \$216,248 was deposited in the New York sub-treasury, while \$1,272 is held on special deposit on account of head tax at the close of the year. The total amount of fines assessed in criminal cases was \$6,039.

## CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

Two Chinese persons were arrested on commissioners' warrants, one of whom was discharged and one deported, while two cases pending before higher courts at the close of the previous year are still undisposed of.

## HABEAS CORPUS CASES (CHINESE).

Six cases of this character were pending from the previous fiscal year, and writs were secured in eight new cases during the present year. On final disposition five of the aliens were discharged, one was deported, and eight cases are pending on appeal to circuit courts of appeals.

In the last three reports attention has been invited to the lack of prosecutions for violation of the contract-labor features of the law. In spite of the fact that there are a large number of aliens debarred every year as contract laborers, for the past three years there has not been a single action instituted, so far as the writer is informed, in cases of the nature under discussion.

There is also a decided variance in the different judicial districts as to the seriousness with which a violation of the immoral features of the immigration law are regarded. In one particular judicial district, although there were a number of cases in which women had been imported for an immoral purpose, we were able to bring only two cases to a successful conclusion, and in these cases the defendants were fined \$10 each. As opposed to the action taken by the court and Department of Justice officials in that district, particular attention is invited to the fact that in the eastern district of Michigan 14 cases involving a violation of the immoral features of the law were successfully prosecuted, the penalties ranging from \$50 fine and imprisonment to a sentence of two years' imprisonment and a fine of \$2,000 imposed.

## CHINESE SMUGGLING PROSECUTIONS.

Of cases of this character there were pending at the close of last year 23 cases, and 10 new prosecutions were instituted during the year. One conviction was had, proceedings were dismissed in 10 cases, and 1 bond was forfeited, and 21 are still pending.

## WHITE-SLAVE MATTERS.

During the year 157 prostitutes, or alien women entering the United States for an immoral purpose, were apprehended by our officers at the boundary, and of this number 95 prostitutes or immoral women were debarred by boards of special inquiry,

as were also 53 procurers. During the same period 35 prostitutes and 19 procurers or persons receiving proceeds of prostitution were deported under department warrants.

The following cases involving a violation of section 3 of the act of February 20, 1907, and section 4 of the act of February 5, 1917 (attempting to import alien women for an immoral purpose), were handled in this district: Cases reported to United States attorneys who advised against prosecution, 10; cases carried to a successful conclusion, 18; grand jury failed to indict, 1; cases pending, 3.

In connection with the deportation of women and girls on the grounds of immorality, I have to state that aside from the activities of such institutions as the Florence Crittenton Homes and the Salvation Army, there has been no particular activity on the part of reform societies looking to the welfare of these unfortunates. Our service, however, has been instrumental in rescuing many young girls and returning them to their parents who otherwise might have been led into a life of shame.

In this connection it should not be understood that the figures given of women and girls apprehended in the act of entering the United States for an immoral purpose represent the sum total of the number actually apprehended. In questioning aliens, officers must necessarily exercise considerable tact and diplomacy, and particularly is this true where immorality is concerned. Where only circumstantial evidence exists, no concrete evidence being obtainable, the aliens are generally excluded as persons likely to become public charges, although all the facts surrounding the case indicate that the aliens are entering the United States either for the purposes of prostitution or for joining their paramours. Numerous cases could be cited as an illustration of the foregoing.

In every instance where possible aliens who are debarred or turned back for board of special inquiry are returned to Canada without being detained over night, and it is seldom that a jail or other public institution is resorted to in these cases. In some warrant cases, however, where the aliens are so excessively immoral that various welfare societies do not feel capable of looking after them by reason of the fact that their facilities are inadequate for the detention of persons seeking to escape, it has been necessary to place them in county jails, but in every instance where this was done the character of the alien was such that temporary jail detention would not be at all likely to work any particular hardship.

In summing up the situation, I believe we are justified in stating that the handling of females of the immoral class has been carried out in the most judicious manner possible, and in every instance where the opportunity offered steps have been taken looking to the restoration of the unfortunate girl or woman to her parents or husband, as the case might be, and by so doing, many erring young girls have been led back to the paths of rectitude and many husbands and wives have become reconciled.

#### CONTRACT LABOR.

A total of 509 aliens were debarred by boards of special inquiry as contract laborers. Of this number, 254 appealed to the department, 48 of whom were admitted on appeal. Thirty cases were pending at the close of the year.

There is assigned to duty in this district at the present time but one officer employed under the authority of section 24 of the immigration act, said officer being stationed at Buffalo. He has investigated numerous contract labor cases, and also a large number of applications made by employers in the United States to import labor under the provisions of rule 27 of the immigration regulations.

#### WORK OF THE MEDICAL OFFICERS.

During the year for which report is now being submitted, via the ports of this district, approximately 9,600,000 passengers crossed the boundary from Canada to the United States, and of this immense traffic less than 50,000 were subjected to the scrutiny of our medical officers.

Of the less than 50,000 aliens who were subjected to medical inspection at the various stations in this district last year, 521 were found to be afflicted with physical or mental ailments that served to debar them outright, and 1,336 were found suffering from minor physical or mental defects which were deemed contributory causes for exclusion.

It will be noted that the percentage of aliens medically inspected who were found physically or mentally undesirable is high, and it seems only reasonable to contend that the extension of medical work along the Canadian border would in all probability result beneficially to the country. There are 61 ports of entry to the United States within the limits of district No. 1, and medical officers are provided at only the principal ports—24 in number.

In view of the experiences which we are already meeting in connection with the examination of returned soldiers and their dependents, I feel that I can not too

emphatically suggest that in my judgment the bureau may well afford to give earnest consideration to the strengthening of that branch of the service which pertains to the medical inspection of aliens, particularly in this Canadian border district.

#### INVESTIGATIONS.

During the year our records show that there were a total of 2,904 investigations conducted by officers in this district in regard to general immigration matters, and 202 investigations in connection with the administration of the Chinese-exclusion laws, a grand total of 3,106. These may be classified as follows: Applicants for entry, 417; after admission, 125; warrant cases, 918; naturalization matters, 431; other matters, 1,013. The Chinese investigations were: Cases of applicants for entry, 27; preinvestigations, 50; after temporary admission, 3; warrant cases, 42; to determine lawful residence, 62; Chinese smuggling, 18.

#### PERSONNEL.

Experience of the past year serves to convince me more strongly than ever that some immediate action should be taken by the bureau and department looking to strengthening the personnel of the force employed in this district, so that more efficient inspection may be had.

The first serious impairment of the personnel resulted from many of our best officers leaving for military training camps. A second instalment of our best officers resigned to accept employment in other departments of Government work at substantial increases in salary; other good officers were called to the colors under the selective service regulations; and lastly a badly depleted eligible register resulted in the appointment of many inspectors to fill the above vacancies whose lack of adaptability to our work was painfully apparent from the moment of their identification with the service.

It is cause for much regret that the best officers in our service are permitted to leave for employment in other branches of the Government service on account of more attractive salaries. Seriously considered, immigration work seems as vital to the welfare of the country as is the work to which our officers go in other departments. Revenues now resulting from the head tax will justify appointment to and retention in our service of the very best men obtainable. Under the present policy it has become practically impossible to find suitable help to fill positions of a supervisory character.

I respectfully submit that a higher standard of work can hardly be looked for so long as the upbuilding and strengthening of the service remains dependent upon the policy just outlined. If the maximum of good is to be had from the enforcement of the immigration law now operative, it seems most essential that our service must be made attractive to men possessed of qualifications to warrant the expectation that if taken into the employment of the bureau they will develop in a manner to fit them successfully to discharge any duty to which they may be assigned.

With the introduction of the present immigration law and the greater revenue that would be derived from the new head tax provision, inspectors in this district were congratulating themselves that long hours of duty for seven days a week, including all holidays, would soon be a thing of the past. Instead of relief, however, the situation has actually become more onerous, and the employees have really been compelled to contribute more overtime than ever before, and to continue to work seven days a week, as in the past. It is sincerely hoped that during the coming fiscal year the department may find it possible to supply a sufficient number of help to render practicable a readjustment of the work conditions now prevailing at some of the sub-stations in this district, so that each employee may be accorded one day's rest in seven, which arrangement is now universally considered to be both necessary and just.

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SUPERVISING INSPECTOR, DISTRICT NO. 23, COMPRISING TEXAS (EXCEPT DISTRICT NO. 9), NEW MEXICO, ARIZONA, AND SOUTHERN CALIFORNIA, WITH HEADQUARTERS AT EL PASO.

#### APPLICATIONS.

Applications for admission upon the part of aliens coming to remain temporarily, as well as those intending to reside permanently, were entertained and passed upon to the number of 89,677. Of these, 86,846 were admitted and 2,830, or 3.16 per cent, were debarred. One thousand seven hundred and seventy-one illiterate aliens withdrew applications for admission, and 5,745 were unwilling or unable to pay head tax.

## JAPANESE IMMIGRATION.

A total of 91 Japanese were admitted, and 16 were debarred, 15 of these latter on the ground of being without proper passports.

## CHINESE IMMIGRATION.

But six Chinese applied for admission during the year, all of whom were admitted.

## ALIEN AGRICULTURAL LABORERS.

There were 9,401 alien laborers admitted to the United States from Mexico under the department's exceptions to the contract labor, head tax and illiteracy provisions of the immigration act. The 9,401 laborers admitted during the fiscal year consisted of agricultural laborers exclusively. It was not until the closing days of the fiscal year covered by this report that the department extended the indulgences contemplated by its later orders to alien laborers coming to accept employment in certain specified pursuits other than agricultural, and information concerning these exceptions did not become known in time to permit the same being availed of by the industries designated in the very limited time intervening.

The heaviest importations of farm labor have been made in behalf of the sugar beet growers of California, Colorado, Utah, and Idaho, and the cotton growers of Arizona. There is every reason to believe, however, that through the organization of cooperative organizations among the farmers producing diversified crops, aided by the newly created United States Employment Service, a great impetus will be given to the demand for farm laborers generally in the coming year. The extension of the exceptions to embrace railroad maintenance of way laborers and those coming to accept employment in mining and the construction of buildings for or by the Government in Texas and adjacent to the border in the States of Arizona, New Mexico, and California will also, no doubt, give a stimulus to the flow to the border of this class of labor in the ensuing year.

## DEPORTATIONS (EXPULSIONS).

There were 168 warrant cases pending from last year, 657 new warrants were issued and served during this year, and 21 warrants have been issued but not served, a total of 1,046 cases under consideration. Of the aliens involved, 625 have been deported, 69 warrants were canceled, 23 escaped or disappeared prior to receipt of warrant of arrest, 4 died, 44 were transferred to other districts, and 279 are pending.

The foregoing figures show an increase of nearly 50 per cent in the number of deportation proceedings instituted as compared with the preceding year. This increase is due mainly to illegal entries resulting from efforts on the part of aliens to evade the increased head tax and illiteracy features of the new act without obligating themselves to the acceptance of employment in agricultural pursuits and return to Mexico at the termination thereof.

During the year 3,811 aliens were permitted voluntarily to return to Mexico without resort to formal warrant proceedings.

## SEAMEN.

It was necessary to inspect during the year 7,479 alien crew men, who arrived on 658 vessels. In this number are included 739 Japanese, who arrived as seamen on 18 vessels, and 47 Chinese who arrived on 7 vessels.

Forty-five seamen applied for admission, 7 of whom were finally excluded. One hundred and ninety-seven seamen were discharged to reship, and 8 desertions were reported, 4 of which were Japanese. Two hundred and eighty seamen's identification cards were issued.

## STOWAWAYS.

Six stowaways and one workaway arrived at ports in this district, three of the stowaways having been refused admission.

## FINANCIAL AFFAIRS.

The total of head tax collected during the fiscal year is \$127,376. Administrative fines were assessed to the amount of \$725. Fines amounting to \$2,010 were assessed by courts in criminal prosecutions under the immigration and Chinese-exclusion acts. The allotment for the district was \$66,000, and disbursements aggregated \$66,276.

## CHINESE ARREST CASES.

During the year there were eight Chinese arrested under the exclusion laws. There were 17 cases pending at the close of the preceding year. In addition, 132 Chinese cases were handled under departmental warrant proceedings, making a total of 157 Chinese handled under both judicial and departmental procedure, of which number 91 were deported, 36 discharged by courts or warrants canceled, and 2 transferred to other districts where the Chinese had proceeded, leaving 28 cases pending.

In the early part of the present fiscal year a number of Chinese of Mexicali and vicinity were induced to come to the United States by reason of widely circulated rumors that the operation of the exclusion acts would be suspended for the period of the war. Prompt and vigorous measures by officers of this service checked what threatened to develop into a serious situation. Fifty-two of the Chinese arrested following unlawful entry caused by such rumors expressed a willingness to return to Mexicali, and they were permitted to do so. Aside from this unusual movement at and near Calexico the year witnessed a steady diminution of Chinese arrests throughout the district, which gratifying situation is directly attributable to the steadily diminishing efforts to effect illegal entry on the part of such aliens. The factors contributing to the large decrease of these illegal activities may be epitomized as follows:

1. Discouragement resulting from vigilant patrol and train inspection.
2. Prevalence of revolutionary disorders in Mexico.
3. Demand for oriental labor in the cotton fields of Lower California, at wages substantially in excess of those theretofore obtaining.

There were 740 Chinese transients admitted during the year.

## CRIMINAL PROSECUTIONS (CHINESE).

Nine cases of conspiracy were pending from last year, of which three were dismissed and the balance are still pending. Seven criminal prosecutions were instituted during the fiscal year 1918, from which two convictions were had.

Of criminal cases other than Chinese, 110 were considered during the year, of which 13 were pending from 1917. In these cases 63 convictions were had, involving penalties aggregating 34 years, 8 months, and 22 days, and fines amounting to \$1,790.

Four civil suits are now pending, which involve violations of the contract labor law, with penalties aggregating \$10,000.

## WRITS OF HABEAS CORPUS.

Four writs of habeas corpus were applied for, of which all were denied; two of the aliens concerned have been actually deported.

## WHITE-SLAVE MATTERS.

No evidence has been unearthed indicating the existence in this district during the year of systematized or organized efforts to carry on the heinous traffic commonly known as "white slavery." Isolated acts of individual exploitation of women come to light from time to time, and are promptly dealt with by the appropriate authorities.

An influx of Mexican "clandestinas" (clandestine prostitutes) impelled by cupidity to risk a jail or penitentiary sentence, in returning to the United States after previous deportation or exclusion, has constituted a peculiar but withal not unnatural sequel to the campaign inaugurated during the past year to abate open prostitution in communities adjacent to the border. Many of these clandestinas were first tried in the police courts on vagrancy charges, and then surrendered to this service for prosecution and deportation. The majority of them are afflicted with gonorrhoea or syphilis, or both.

Of the 726 aliens deported this year, 284 were charged with being of the sexually immoral classes, 278 being of Mexican nationality.

During the year there were debarred a total of 173 aliens on the ground that they belonged to the sexually immoral classes.

Of the total number of convictions secured in this district during the past year for violations of the provisions of the immigration and Chinese-exclusion acts, 44 were of persons charged with violating the "white slave" provisions of the immigration law.

## CONTRACT LABOR.

During the year 73 cases involving alleged violations of the alien contract labor provisions of the act arose in this district. Of these, 70 investigations were conducted by immigration officers and 3 by a section 24 inspector. Only two suits were instituted, one against the Montana Mines Co., of Arizona, and the other against the Roper Milling Co., of New Mexico. These suits are now pending.

## WORK OF MEDICAL OFFICERS.

On the whole the spirit of cooperation manifested by public-health officers toward immigration officers has been satisfactory, although difficulty has been experienced at some ports in having medical officers so apportion their time as to best meet the needs of the immigration service. These are purely local problems, however, and more or less satisfactory adjustments have been made as the occasions required.

## SMUGGLING OPERATIONS IN GENERAL.

The suppression of attempted illegal entry of countless aliens of the Mexican race, excluded or excludable under what they deem to be the harsh provisions of the immigration act of 1917, has constituted one of the most difficult problems with which this district has had to contend in the past year. The last annual report contained a recital of numerous schemes resorted to by Mexican aliens to circumvent the head tax and illiteracy provisions of the act. Such schemes having, for the most part, proven abortive, recourse naturally has been had to surreptitious entry.

While there has doubtless been some betterment of industrial conditions in Mexico, there is yet much room for improvement. Hundreds of aliens who arrive at the border, hungry and penniless, were literally forced to cross the international line in search of food and work, it being their philosophy apparently that whatever happened their plight could be no worse and, luck with them, might be materially bettered. The drastic provisions of the present immigration act have led to the creation of a new and thriving industry, if by such a term it may be dignified, having for its object the illegal introduction into the United States of Mexican aliens on a wholesale scale by means of organized efforts. Steerers and smugglers of the several organizations reside on either side of the international line and include in their ranks Mexican line riders, fiscal guards, professional smugglers, formerly engaged in the Chinese and opium traffic, and amateur smugglers, attracted by the prospect of "easy money." The steerers have not limited their operation to excludable aliens, but have solicited the patronage of the admissible, holding forth the inducement of a price for their services substantially less than the head tax. These parasites do not hesitate to deliberately misrepresent the requirements of the immigration act in order to discourage ignorant Mexicans from regularly applying at ports of entry. The case of Francisco Alcaraz recently apprehended and arrested on departmental warrant, who was induced to pay certain smugglers a substantial fee to assist his clandestine entry into the United States because he was unable to write, is typical. It transpired after his arrest that while he was unable to write he could read sufficiently to pass the illiteracy test, and in any event, was exempt from the operation thereof because of a previous lawful residence in the United States.

The fee of the smugglers varies with the status of the particular alien involved. If it is merely a case of attempting to evade the payment of head tax, the charge is generally approximately half the amount thereof. An illiterate or alien otherwise excludable for cause is generally required to surrender all the money in his possession.

The prevalence in Mexico of dangerous diseases of many kinds—such as gonorrhoea, syphilis, typhus, etc.—is the natural aftermath of several years internal warfare, conducted with an almost total disregard of all laws of hygiene and sanitation. Large numbers of aliens coming to the United States from that country tainted with one or more of such diseases attempt surreptitious entry. This class constitutes a serious and ever-increasing menace to the health of our country as a whole and especially of communities contiguous to the border. It early became evident that the force in this district was far from adequate to cope with these dangers and steps were taken to increase the number of mounted watchmen assigned to guard the border. These mounted watchmen and all other units of the immigration force have worked indefatigably and unremittingly to check these entries, with what gratifying results is attested by the arrests and criminal prosecutions elsewhere recorded in this report. As stated elsewhere herein, in addition to the large number of deportation proceedings instituted, 3,811 aliens apprehended immediately following surreptitious entry were allowed the privilege of voluntarily returning to Mexico. It would be difficult to estimate how many more aliens were prevented from effecting illegal entry through the vigilance of the officers.

Notwithstanding the excellent results obtained from the repressive measures maintained, the menace persists and representations have been made to the bureau looking to the organization of a closely knit border patrol to work in conjunction with the existing immigration officers, with a view to effectually close up the gaps in the line of defense. A proper discharge of the innumerable responsibilities devolving on this service on the Mexican frontier, developed by the entrance of our country into the world war, not the least important of which is the control of alien enemy traffic and



enforcement of the passport regulations, renders further and more comprehensive measures of surveillance a vital necessity.

From the foregoing table it will be observed that 108 applications upon the part of alien enemies were received and investigated by immigration officers in this district, of which 68 were for permits to "enter," 15 to "enter and depart," 2 to "depart," 5 to "depart and enter," and 18 to "enter," in respect of whom deportation proceedings were instituted. Of the 68 new and 19 applications pending at the close of preceding year for permits to "enter," 42 were granted and aliens admitted; 12 were denied and applicants interned; 28 denied and applicants deported; 1 alien escaped; 2 applicants were paroled, leaving 2 pending at close of year. Of the 15 new applicants and 4 pending from the previous year for permits to "enter and depart," 12 were granted permits to enter and admitted; 2 were interned, 4 deported, leaving 1 pending at close of year. Both applicants for permits to "depart" were denied. Of the 5 new applicants and 6 pending from the previous year for permits to "depart and enter," 6 were granted permits and departed and 5 were denied.

The procedure observed in handling alien enemy applications for permits to enter and depart and the work of immigration officers in connection therewith was so fully set forth in the preceding annual report of this district as to render further discussion thereof unnecessary. It is interesting to note, however, that a total of 108 applications were investigated in the year just closed, as against 66 in the preceding year.

**SUPPRESSION OF ALIEN ENEMY ACTIVITIES—INVESTIGATIONS IN GENERAL—ARRESTS OF DRAFT EVADERS, DESERTERS, ETC.**

The past year has witnessed the most intense activity upon the part of immigration officers throughout this district in the investigation and apprehension of slackers, draft evaders, deserters, alien enemies, suspected enemy agents, intermediaries, propagandists, etc. A comprehensive interchange of information has been established between the officers of the Immigration Service and those of other departments charged with the enforcement of war measures, with a view to the eradication of every form of inimical activity. The consequences have been gratifying in the extreme, as partially attested by the annexed and wholly incomplete schedule of results accomplished.

Draft evaders and deserters arrested.....	704
Alien enemy agent suspects arrested.....	14
Investigations:	
Suspected deserters and evaders.....	1,120
Alien enemies.....	231
Miscellaneous.....	252

Owing to the tremendous pressure under which officers of this district have labored during the past year, coupled with an extreme shortage in the personnel, it has been physically impossible to maintain a systematic and detailed record of every investigation made of the character comprehended by the above caption. At several stations on the border absolutely no attempt has been made to maintain a written record in those cases where the aliens or persons involved were delivered to agents of other departments of the Government for final disposition. The foregoing figures are, therefore, wholly incomplete, and as an index to the volume of work accomplished, wholly inadequate.

The heartiest cooperation has marked the relations of officers of this service with representatives of the Department of Justice and Military and Naval Intelligence.

In conclusion, it is desired to say that gratifying as are the accomplishments herein recorded when viewed in the light of the tremendous handicaps imposed by shortage of men against which the organization has had to contend, they fall far short of realizing existing needs and demands created by war exigencies. If every immigration officer and employee in the district, male and female, were to patrol the border they would be stationed at an average of more than 10 miles apart. It is not believed that more need be said to convey an accurate presentation of the inadequacy of the present control.

As was pointed out in letter of this office of February 5, 1918, the Customs Service, Department of Justice, and State, county, and city officials are rendering no substantial assistance in patrolling the border, though their failure so to do is not to be ascribed to any lack of willingness, but rather to the fact that these agencies, numerically relatively small, are uncoordinated and lacking in centralized authority, each with its time and energies fully engaged in the exercise of those functions peculiarly its own. A limited number of State rangers, sporadically assigned to duty at points along the border, are ever shifting from place to place, and in the nature of things,

considering their other duties, can and do give but little attention to patrol work and then only when in possession of some definite advance information upon which they may rely to effect an arrest of a lawbreaker, fugitive, or whatnot. The military has established various outposts on the border. These are uncoordinated and, upon the whole, though animated by the very best of intentions, lack systemization and permanency. When all is said and done, the attention of the military, outside of that devoted to guarding railroad lines, bridges, and public utilities, is essentially confined to the more serious task of training soldiers for warfare. Military units are constantly shifting. Officers in command almost without exception express a willingness to extend their patrols but state the limited number of troops available renders such a course impossible. As has been previously stated on various occasions, a splendid spirit of cooperation is manifested on every hand, but, as likewise previously intimated, it is quite apparent that too much energy is being dissipated in uncoordinated effort and that if the various war measures relating to border affairs are to be made truly effective the responsibilities of the different organizations must be more specifically defined and their activities more thoroughly systematized.

#### ANARCHISTS.

Little occasion has arisen for activity upon the part of officers of this district in connection with suppression of anarchistic propaganda. Two aliens were located at Tucson suspected of being anarchists by reason of literature found in their possession. They were convicted, however, for violation of the espionage act and are to be deported when their sentences expire. One warrant for the arrest of an anarchist last reported to be in the vicinity of Los Angeles and whose present whereabouts is unknown remains unserved.

#### PASSPORT MATTERS.

Immigration officers in charge at ports of entry, following more or less exhaustive investigations, have prepared and issued 6,155 citizens' identification cards, permitting visits to points in Mexico adjacent to the border by persons having necessary and legitimate business and in respect of whom no doubts were entertained as to loyalty. Alien identification cards to the number of 516 were issued on the same basis to persons in respect of whom insistence upon a literal compliance with the passport regulations would have worked undue hardship or inconvenience. In a relatively few cases cards, both citizen and alien, have been taken up and canceled upon a showing indicating abuses of the privilege or misrepresentations made at the time of procurement. American passports or documents presented in lieu thereof to the number of 4,854 have been examined and registered. Alien passports to the number of 84,468 have likewise been examined and registered. Visé declarations have been received and visés granted by immigration officers to the number of 10,437. The total of aliens who made application during the year for admission, as shown elsewhere in this report, is 89,677, and but 84,468 alien passports were examined and registered. The disparity is accounted for by the fact that the passport regulations did not go into effect on the border until December 1, 1917; therefore figures in relation thereto cover but seven months of the fiscal year just closed; although the average monthly examination and registration of passports, however, greatly exceeded the average monthly number of alien applicants for admission. This is due to the fact that many applicants holding passports were not examined under the immigration act and recorded for the reason that they were without means to pay the head tax, or, being illiterate, withdrew their applications, or, having been on some previous occasion examined and passed and recorded in statistics, were not again so handled upon return from a temporary absence abroad.

While much time and energy have been expended in the enforcement of the passport regulations (joint order No. 535) designed to control the movement of persons both ways across the border, this control has, in the main, been exercised only at regular immigration ports of entry. The immigration force as at present constituted, with its manifold duties, is wholly inadequate in numbers to prevent the surreptitious entry or exit of evilly disposed persons at remote and unfrequented points, of which there are literally thousands. It is logical to assume that the most dangerous of the enemy's agents have sought, and will continue to seek, these points to avoid attracting attention. In the main, therefore, the passport regulations as now enforced discommode thousands of loyal, or in any event, not unfriendly persons whose legitimate business or innocent pleasures naturally take them through the regular channels, while the frontier elsewhere is inadequately guarded. This is wholly wrong, illegal, wasteful, and dangerous. For detailed discussion of this situation and recommendations looking to a remedy, the bureau is referred to letter of this office, dated February 5, 1918, bureau file No. 54261/276.

## PERSONNEL.

In last year's report reference was had to the losses sustained in the personnel of this district through transfers to other departments of the Government, induction of men into the military forces and resignations—the latter attributable to the low level of wages paid by the Government as compared with that maintained by the business world. The demoralizing effects of these conditions were presented as forcefully as possible and urgent representations were made as to the necessity of readjustment. Happily, the bureau was able, during the year, through partial advancement of salaries generally, to afford some measure of relief, which, coupled with the bonus provided by congressional action, has served to partially restore the lost equilibrium. Other factors, however, have continued to intervene to disturb this equilibrium and will, in a steadily increasing measure, continue so to do as long as the war lasts and doubtless for some time thereafter. Vacancies to the number of 59 occurred during the year by reason of involuntary separations, inductions (voluntary and involuntary) into the armed forces of the United States, resignations and transfers to other departments of the Government as follows: Inspectors 22, clerks 19, interpreters 2, watchmen 16. Fifteen employees joined the armed forces of the United States; 11 were transferred to other departments for duty in more or less direct connection with the prosecution of the war, and 21 resigned to better their condition, and the services of 12 were discontinued.

At the close of the last fiscal year the department, in recognition of the pressing necessity for more men with which to properly enforce the new immigration act along the Mexican border, authorized the appointment of 41 additional inspectors; since then some of these positions have been filled, but subsequent losses have resulted in leaving a net balance of 37 of the 41 officers still to be supplied. Four inspectors represent the net gain at the close of the fiscal year 1918, as compared with the close of 1917. It is imperatively necessary that these 37 positions be filled at the earliest possible moment if the new immigration act alone is to be properly enforced on the Mexican border. The new immigration act requires the recording of departing aliens and citizens. The force is insufficient to accomplish this. Long hours of duty are the rule rather than the exception; overtime is given by all and leave of absence is cheerfully foregone. Notwithstanding the force is 37 inspectors short of the number necessary to meet the normal requirements, two additional responsibilities have been added—the enforcement of the passport regulations and the work connected with the handling of common labor imported from Mexico or engaged at immigration stations to work in agricultural pursuits, railroad maintenance of way, all forms of mining and in the erection of buildings for or by the Government in the State of Texas and adjacent to the border in the States of New Mexico, Arizona, and Southern California. These additional tasks entail endless details, all of which have been added to the labors of the already short-handed force. It is certain that these tasks will increase in scope before they diminish. The new passport regulations which, it is understood, will go into effect August 26, 1918, will add many responsibilities and make demands which can only be met by the creation of a border patrol, as set forth in letter of this office of February 5, 1918.

Summarizing the detailed data furnished in the last-mentioned communication, the needs of the district now are as follows:

Thirty-seven inspectors to fill previously existing vacancies; 14 inspectors in lieu of an equal number assigned to exclusively handle agricultural labor work; 20 clerks.

These needs exist now and if supplies will merely place the Mexican border organization in a position to properly handle the insistent demands confronting it and take no account of the remaining and most vital necessity created by the war, to wit, an adequate border patrol, to which reference is elsewhere made in this report under "passport matters" and "alien enemy activities."

The writer would be remiss in the discharge of his duty were he to close this report without voicing the opinion that it will prove extremely difficult, if not impossible, to secure men of the right qualifications as immigrant inspectors in anything like sufficient numbers at the existing entrance salary. One need but review the difficulties encountered in the past year in this respect to realize the soundness of this position.

Once more at the close of a year crowded for all with endeavor, the writer is happy to avail himself of the opportunity afforded him to acknowledge, with grateful appreciation, the inspiration drawn from the bureau's ever-ready and sympathetic understanding of the problems peculiar to the border, its thorough confidence and unfaltering support, as well as the loyal, unselfish, and intelligent cooperation of the men and women whose official activities it has been his pleasure and privilege to direct, and to whom all praise is due for whatever measure of success is herein recorded.

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**REPORT**  
**OF THE**  
**CHIEF OF THE CHILDREN'S BUREAU**

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SIXTH ANNUAL REPORT  
OF THE  
CHIEF, CHILDREN'S BUREAU.

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UNITED STATES DEPARTMENT OF LABOR,  
CHILDREN'S BUREAU,  
*Washington, October 14, 1918.*

SIR: I have the honor to transmit herewith the sixth annual report of the Children's Bureau for the fiscal year July 1, 1917, to June 30, 1918.

The sixth year of the Children's Bureau, beginning July 1, 1917, lies wholly within the period of this Nation's participation in the war. Naturally the emphasis of the year's work has been upon the war-time care of children, which is more at hazard as industry and society are increasingly affected by the organization and maintenance of the military forces.

This report does not attempt to discuss all the work of the bureau for the year, the character and volume of which are indicated by the publications issued during the year and the studies in various stages of preparation, as listed under the general summary of the year's work (p. —). It refers especially only to a few matters which are of immediate importance now and which will be no less important in the period directly following the war. These are mentioned under the following heads:

1. Child labor and its Federal control.
2. Public protection of infancy and maternity.
3. Juvenile courts and juvenile delinquency.
4. Nutrition of the older child.
5. "Children's Year," a cooperative effort.

**CHILD LABOR AND ITS FEDERAL CONTROL.**

On September 1, 1917, the United States child-labor law went into effect, one year after its passage, the delay being provided so that employers of child labor in the included industries might have abundant time for readjustment. The provisions of the statute are well known. In effect it forbade the employment of children under 16 in mines and quarries, of children under 14 in manufacturing establishments, and of children between 14 and 16 for more than eight hours in any day, six days in any week, after 7 o'clock in the evening or before 6 in the morning. It invoked the authority of Congress to regulate commerce among the States to prevent the transportation of goods from an establishment where children have worked in violation of the above standards within 30 days prior to the removal of the goods. The Secretary of Labor was charged with the administration of the law.

A board consisting of the Secretary of Labor, the Secretary of Commerce, and the Attorney General was directed to prepare rules and

regulations for administering the law. These were published in a tentative form and a public hearing was held for their consideration. Another hearing was held to discuss the proposed rules and regulations to which State factory inspectors and other State and city officials responsible for issuing working certificates were invited. Thus great effort was made to launch the law with a clear understanding of its provisions.

It is generally agreed that a good child-labor law should establish an educational minimum, a physical minimum, and an age minimum which a child must reach before he is graduated from the training period of his life into the wage-earning period. The United States child-labor law fixed no educational or physical standards. The age and hour standards which it laid down were not so high as the standards which certain States require; they are practically identical with those of a large number of States and are higher than the standards in some States. The southern textile States belonged to this last group, but there were other States in which the children benefited by the law. For example, in Connecticut and Rhode Island the children between 14 and 16 had their workday reduced from 10 to 8 hours; in Maine and Pennsylvania, from 9 to 8 hours. The canneries, exempt from the child-labor laws of many States, were specifically included in the Federal act.

The Child-Labor Division of the Children's Bureau received from Congress an appropriation of \$150,000 to be used for the study of conditions, the preparation of a plan for enforcement and for the actual enforcement of the first year. The division was organized May 1, 1917, with Miss Grace Abbott as director.

It is clear that with the appropriation allowed the bureau could not employ a sufficient number of agents to visit all the establishments covered by the law in all the States and Territories and the District of Columbia, inspect and report infractions, and issue working certificates. Nor, indeed, did the framers of the law intend so burdensome a piece of machinery. It was especially provided that in any State approved by the board an employment certificate or other similar paper as to the age of the child issued in that State "shall have the same force and effect as a certificate herein provided for." Hence, with the approval of the Secretary of Labor, the policy of cooperation with State authorities wherever the State legal standards made this practicable was vigorously pursued, and wherever practicable State authorities were designated as Federal agents.

A few days before the law went into effect an injunction against its enforcement was secured in the western district of North Carolina. The father of two boys, one under 14 and one between 14 and 16, appealed for the right of the younger one to work and for the right of the elder to work without restriction as to hours. The injunction restraining the employer from discharging the boys was granted, and the Government appealed the case.

Under the law the dealer who shipped the products from the State of manufacture or production was protected against prosecution by a guaranty from the manufacturer or producer that the standards of the act had been observed. The demand for this guaranty soon became general and constituted a strong incentive for the observance of the law on the part of employers; indeed it resulted in

so general a demand from dealers that at the request of employers in the western district of North Carolina the Children's Bureau allowed its agents to issue certificates therein.

By June of the present year a well-organized system of administration had been developed which was constantly growing in efficiency. States with standards as high or higher than those of the Federal statute and with competent administering officials were working in excellent cooperation with the Government inspectors to the strengthening of both. In some States laws had been modified to make possible compliance with the certificating provisions of the new statute. In others the direct issuance of certificates by the officers of the Children's Bureau was securing an orderly procedure, returning many children to school, increasing the popular demand for schools, and incidentally showing the parents and the public the need of physical tests of fitness for work. Cases of willful violation had been successfully prosecuted, though this was the least important effect of the law.

On June 3, after the law had been in operation 273 days, the Supreme Court handed down a decision declaring it unconstitutional because the interstate-commerce clause could not be invoked to prevent child labor within the respective States. At first shock, that might seem conclusive, but an analysis of the majority and minority opinions of the court justifies the conviction that Federal legislation to protect children from labor had received not a defeat but only a stimulating setback. The court is unanimous that child labor is an evil.

The majority opinion states: "That there should be limitations upon the right to employ children in mines and factories in the interest of their own and the public welfare all will admit." And the minority opinion contains these words: "But if there is any matter upon which civilized countries have agreed \* \* \* it is the evil of premature and excessive child labor."

No aristocracy can be recognized in formulating a measure to protect children from premature and excessive labor. The only just measure is one which affords this immunity to every child. The separate varying statutes of 48 States create favored classes of children, and in the present war emergency this tendency is more baleful than ever before. Therefore, in view of the decision of the Supreme Court, it remains only to find a method of national limitation not repugnant to the Constitution.

Pending a new Federal law certain protection is afforded by the action of the President and by departmental agencies as follows:

Soon after the law went into effect a State labor inspector complained to the Children's Bureau that children were employed contrary to State law in laundries, restaurants, and similar establishments on military and naval reservations, and therefore not within his control. This matter was brought to the attention of the Secretaries of War and Navy, and both departments issued orders that on all reservations within their respective control the standards of the Federal law should be observed.

About a month after the law was declared unconstitutional a resolution of the War Labor Policies Board, which includes representa-



tives of all the production and purchasing departments of the Government, directed that the standards of the Federal child-labor law should be written into all Government contracts as follows:

Laws and restrictions relative to labor: All work required in carrying out this contract shall be performed in full compliance with the laws of the State, Territory, or District of Columbia where such labor is performed, provided that the contractor shall not directly or indirectly employ in the performance of this contract any minor under the age of fourteen years, or permit any minor between the ages of 14 and 16 years to work more than eight hours in any one day, more than six days in any one week, or before 6 a. m. or after 7 p. m. \* \* \*

This provision shall be of the essence of the contract.  
\* \* \* that the existing machinery of the Division of Child Labor, Children's Bureau, Department of Labor, should be utilized by all departments of the Government in administering the clause pertaining to the employment of children adopted by this Board on July 12 and inserted in all departmental contracts.

This accords with the long-established custom of the Government of letting its contracts on certain conditions. The conditions adopted were made on the theory that sustained efficiency in production is not promoted by the employment of children.

The President has assigned funds enabling the Child Labor Division of the Children's Bureau to proceed with the inspections necessary to the enforcement of the contract clause.

Since the Government is now directly and indirectly the greatest employer in the United States, a war-emergency protection is afforded by this action. Although frankly an emergency measure, it has for every thinking person great and heartening significance. It means that this country has been able to learn by European experience instead of waiting to learn by our own that the safeguarding of children is an essential part of winning the war. Children must do their war work in the schoolroom if they are to be equipped for their part in that exacting era which will follow the war. The whole world knows as never before the injury which war unavoidably inflicts upon childhood, and no efforts are more truly patriotic than the unheralded sacrifices by which the civilian populations of all Europe are struggling to keep their children alive, to protect them from toil, and to keep the schools open.

The report of the work accomplished while the child-labor law was in force is now in course of preparation and will be published as soon as practicable.

The act creating the Children's Bureau and directing it to investigate and report upon all matters pertaining to the welfare of children mentions especially the employment of children. It has therefore been possible for the bureau to continue with the force available under its general appropriations some brief studies of children at work and of the effect of the operation of the law upon the organization of the establishments where children were employed before the law went into effect.

The studies referred to have been made in child-employing centers in three States. In two of these a number of children had been completely eliminated from industry on account of the Federal law and in the third the hours of children in factories had been cut from the 10 to 8 per day. The results of the studies in these places show

that the Federal law caused but little disturbance to industry and but little if any hardship to the children affected or to their families.

The need of fuller information as to the amount of child labor, the tendency to increase or decrease in certain industries or at certain seasons, is particularly great now under the conditions created by the war. A plan is now in preparation which promises to secure material never before available. In cooperation with a committee of State officials appointed at a conference called by the War Labor Policies Board the bureau is preparing a plan of uniform reporting of work certificates issued to children in States having certificate requirements; the bureau will furnish the blanks and publish the returns. The value of such information does not need to be pointed out.

Attention has been called in earlier reports of the Children's Bureau to the fact that child-labor laws do not protect children in agriculture, and that, while no one would be disposed to dispute the wholesomeness of suitable farm life for children because of the varied occupations and interests it permits, on the other hand the rural areas where child labor was greatest according to the last census were also those showing the greatest illiteracy. The discovery of the number of young soldiers born in this country who are illiterate is humiliating and must lead to active measures to protect the boys and girls now growing up from work which interferes with proper schooling.

In this connection the law by which England has just determined a method of cutting the knot of rural child labor is of timely interest. The measure provides that all children shall attend school without exemptions or exceptions until the age of 14 years. Illiteracy will be destroyed at root by the operation of such a statute. The law also provides continuation school for at least 320 hours a year up to the age of 18, although this provision does not operate until the expiration of 7 years from the date of passage of the law. This law was passed by Parliament at the close of the fourth year of the war, when England had added a vast acreage to her tilled areas as a war necessity, when the young, able-bodied men had been swept out of the country and women were working the land in large numbers.

The Boys' Working Reserve of the Department of Labor has organized 250,000 boys and has made a record for useful service in agricultural work during the present season. The lower age limit has been kept steadily at 16 and the director has been emphatic in urging that younger boys are needed most in school. The principles are important in themselves and in their bearing upon the possible development of schools in which suitable farm work could be made a genuine part of the educational scheme.

During the coming year the Boys' Working Reserve will provide junior counselors in the local branches of the United States Employment Service whose first duty will be to make an effort to return to school those boys applying for positions. If argument fails and the boy insists on going to work, the counselor will urge that he take only a position that is best suited for his future development. The counselor will also arrange, if possible, for the boy to take up a continuation course of study best suited to the applicant's capabilities.

A further indication of the governmental attitude toward the prohibition of child labor is shown by the following order of the United States Employment Service:

The policy of the United States Employment Service is to discourage all children under 16 years of age from leaving school to enter industry.

In the placement of any child this service will conform to the Federal regulations with regard to the employment of children. In States where the age and hour standards prescribed by State laws are higher than Federal standards the policy will be to conform to the requirements of the State law.

In placing children in industry every effort must be made to place them in suitable positions and to investigate the conditions under which they will work.

N. A. SMYTH,  
*Assistant Director General,  
United States Employment Service.*

There can be no doubt that the time has come here when the whole subject of child labor should be considered anew with reference to education as the most effective and profitable means of control.

The back-to-school drive of Children's Year which will be undertaken by the Children's Bureau with the cooperation of the Child Conservation Section of the Council of National Defense and the many thousand committees represented by the section is intended to bring home to all parents of school children the economic gain of keeping children in school rather than allowing them to work even at war-time wages. It is intended also to show the successful instances of scholarship provision for promising school children who can keep on in school with such assistance. The scholarships are thus far raised by private effort, but are given, like scholarships in colleges and universities, because of superior standing and are awarded as a part of the educational plan in such a way as to stimulate self-respect. While this plan is now in operation in but a few cities it is of great interest, at least as a temporary expedient. A special circular has been prepared describing the organization of the plan, and will be sent out as a part of the work of the back-to-school drive.

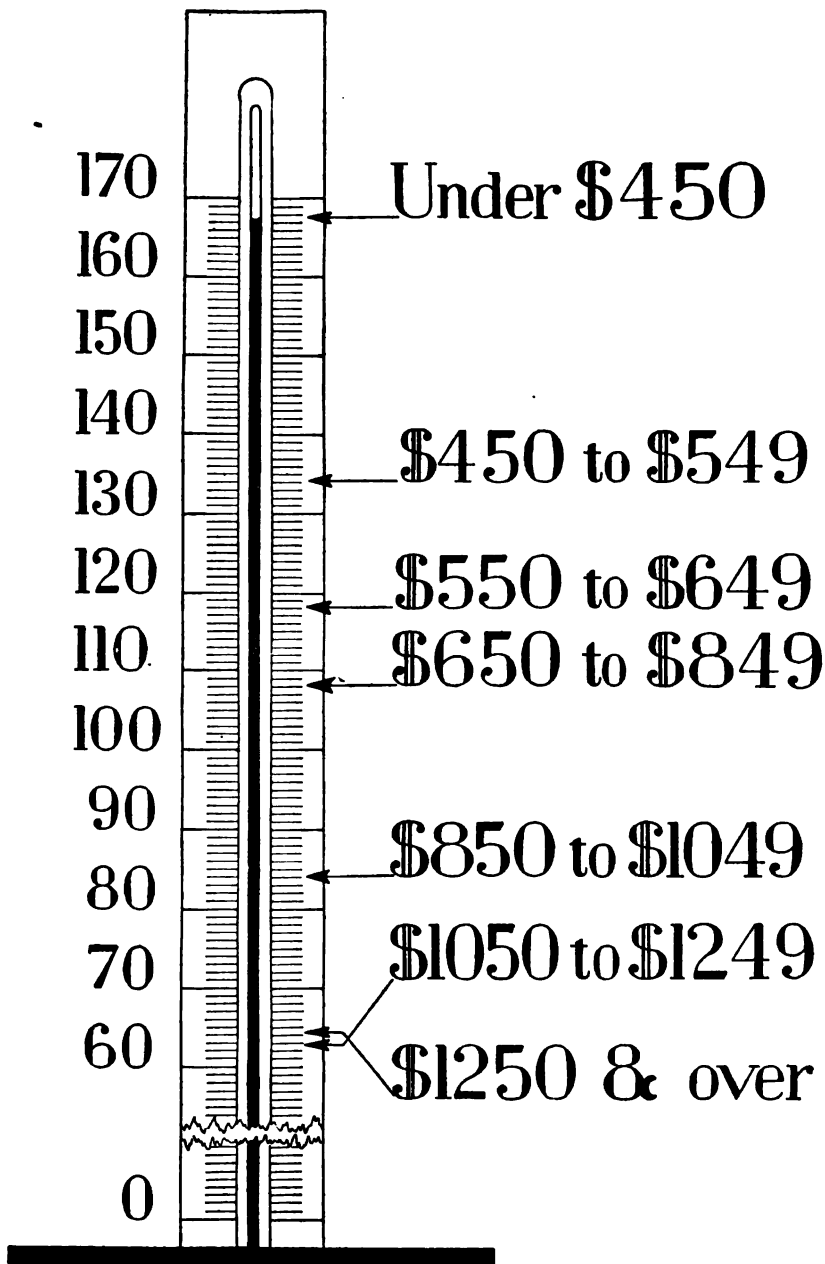
The law creating the Children's Bureau directs that it shall investigate dangerous occupations and accidents affecting children. The need of such studies was pointed out in the third annual report of the bureau, but thus far it has not been practicable to undertake them. It is hoped that some progress may be made during the coming year in this important field. The increased national sense of the importance of physical and mental vigor in themselves and as the basis of the best citizenship will require that public care for the welfare of children and youth shall not cease when working papers are secured.

It is not irrelevant to add in conclusion that while child labor is a poverty problem in part, it is also a school problem and in large measure can be solved only by the provision of full time, well-equipped, adequately staffed schools which can prove to parents and children alike their economic value. In short, the school must help to solve the poverty problem. The immediate and universal development of the public schools is of national rather than local importance.

#### **PUBLIC PROTECTION OF INFANCY AND MATERNITY.**

This print is a reduction of an exhibit chart drawn in the form of a thermometer to illustrate the general relation between infant mortality and fathers' earnings as shown by eight combined studies of

*Infant mortality rates according to fathers' earnings. Combined figures for eight cities.*



As wages decrease the baby death rate rises.

infant mortality made in the following cities: Johnstown, Pa.; Manchester, N. H.; New Bedford and Brockton, Mass.; Saginaw, Mich.; Akron, Ohio; Waterbury, Conn.; Baltimore, Md. The chart sums up the result of six years' study in so far as infant welfare and income are jointly involved. It represents intensive field investigation based upon interviews with mothers of nearly 23,000 live-born babies. The death rate for the babies whose fathers earned less than \$450 was 167.8 per 1,000 births, or more than 1 in every 6. When the fathers earned \$1,250 or more, the death rate for their babies was 64.3, or 1 in 16. The two income groups, where fathers earned less than \$550, together include 26.7 per cent of the babies. The next two groups (\$550 to \$849) include 36.9 per cent. In the group earning from \$850 to \$1,049 were 15.2 per cent of the babies. Only 18.2 per cent had fathers earning \$1,050 and over, 6.2 per cent earning \$1,050 to \$1,249, and 12 per cent earning \$1,250 or more.

At the present writing earnings are probably increased for all these income groups. The figures recently published by the Bureau of Labor Statistics of this department, however, showing general increases in cost of living, afford no indication that the advantage to infant life can be at this time in proportion to the presumable increase in fathers' cash earnings.

But there are aspects of infant welfare which require separate consideration, however much they may be affected by income. The bureau's studies of infant mortality in the cities mentioned and in rural communities of various types, and the analysis of the most recent census figures of infant and maternal deaths, show in ways not generally realized the dependence of the child upon the health and well-being of the mother before as well as after birth.

Year by year some 15,000 mothers in the United States have been dying in childbirth from causes which are largely preventable. The new figures now published by the Census Bureau for the year 1916 (16.3 per 100,000 population) indicate that since 1900 no decrease in maternal deaths had yet taken place. And physicians remind us that the women who die in childbirth are few beside those who suffer preventable illness or a lifelong impairment of health.

The loss involved is immeasurable. It does not stop with the loss of vigor and efficiency to the mother. It extends, in general, to the well-being of her home and her children; and, in particular, to the motherless infant who faces a peculiarly hazardous existence. For example, in two of the cities included by the Children's Bureau in its study of infant mortality, the mortality rate among babies whose mothers died during the year following birth is compared with the rate for all the babies in the city. In Waterbury the rate among the motherless babies is three times the average for the city; in Baltimore, five times the average for the city.

The prevention of maternal deaths involves the problem of making universally available and universally desired adequate care at childbirth and before. When this can be accomplished, a new step will have been taken in the prevention also of infant deaths among the large number of babies whose mothers escape the dangers involved in the lack of proper care. One-fifth (20.8 per cent) of the infant deaths reported for the death-registration area of the United

States in 1916 occurred less than 48 hours after birth, when the previous condition of the mother and the care she has received during pregnancy and confinement are the paramount factors in the vigor and resistance of her child. More than two-fifths of the infant deaths in 1916 occurred during the first month of life; for this period also, diseases immediately related to the care and condition of the mother during childbirth and before—premature birth, congenital debility, injuries at birth, malformations, and syphilis—predominate as the stated cause of death, and the previous care and condition of the mother still determine in large measure the resistance of the infant to other diseases and disorders.

For the birth registration area, which included in 1915 about one-third of the population of the United States, the Census Bureau has this year furnished the Children's Bureau with a detailed analysis by age at death and cause of death of the published infant mortality rate of 100 per 1,000 live births during 1915. It appears that the diseases directly traceable to the care and condition of the mother during pregnancy and confinement showed in 1915 an infant mortality rate during the first year of life of 42.1 per 1,000 live births. In other words, at least 1 baby in every 25 born died from these causes. This high rate holds for city and country alike. Moreover, the infant mortality rate from all stated causes during the first month of life is shown to be higher (46 per 1,000) in the rural part of the birth registration area than in the cities (43.4 per 1,000).

The actual loss of infant life in the first month shows, as yet, no decrease from year to year. The total number of infant deaths is gradually falling, but the decrease is chiefly found in deaths from gastric and intestinal diseases during the later months of life. In view of the increase in the yearly number of births the general tendency is in the right direction, though slow and uncertain. The development of infant welfare work hitherto has evidently begun to save the lives of babies who have survived the special hazards of early infancy. It had not, during 1916, the latest year for which general data are available, begun to control the more difficult problem of deaths from prematurity and diseases directly related to the care and condition of the mother.

From the figures given for 1916 for the death registration area, which includes 70.2 per cent of the population, it may be fairly estimated that more than 230,000 babies under 1 year of age died in the United States during that year. Of these, approximately 55,000 deaths were assigned to gastric and intestinal diseases, but a far larger number—between 95,000 and 100,000—were assigned to the five stated causes directly related to the care and condition of the mother; in addition, some 19,000 deaths, assigned to other causes, occurred during the first month of life.

How many of these babies who died in early infancy might possibly have been saved is an open question. Since such deaths are held by medical authorities to be directly related to the lack of adequate prenatal and confinement care we can not rest content with a discussion of the ultimate minimum of nonpreventable deaths until we are assured that skilled care is available to every mother. To-day we know that few mothers can secure it.

But already we have some practical indications that many of these deaths are unnecessary from the lower death rates known to be

actually prevailing in certain areas. For example, in the eight cities studied by the Children's Bureau we find infant mortality rates from malformations and diseases of early infancy (excluding syphilis) varying from 32.8 per 1,000 live births in Akron to 48.6 per 1,000 in Manchester, N. H.<sup>1</sup> In New Zealand, again, the reduction of the total infant mortality rates from 88.8 in 1907 to 48.2 in 1917 has included a reduction in the deaths from these diseases.

The Children's Bureau has prepared during the year three additional reports on maternal and infant welfare in selected rural areas. They offer further evidence from three widely separated States of the great numbers of mothers who come to childbirth without any advice or trained care during pregnancy and, too often, without trained care at confinement.

In a Western State where pioneer conditions prevail the facts were gathered about 463 births in a selected area within a single county. Over one-fifth of the mothers left the area for their confinement. Of the 359 who remained, 230 met the experience of childbirth without competent medical care—8 were alone, 46 were delivered by their husbands, and over half were attended by untrained women.

Smaller still was the proportion of mothers delivered by a physician in two rural areas of a Southern State. Even in a notably prosperous district in the Middle West, where facts were secured about 614 mothers, almost one-third were not attended by a physician at confinement. Scarcely a mother in any of the rural areas studied had prenatal care measuring up to an accepted standard of adequacy, and more than three-fourths had no medical supervision or advice. Some mothers who were ill during pregnancy received no advice on account of the inaccessibility and expense of medical care.

In cities, too, the problem of adequate prenatal and confinement care is far from solved. Most communities have made no systematic attempt to meet it. A few places are doing pioneer work through prenatal clinics and public-health nurses assigned to prenatal cases, but even in such cities many mothers have no skilled care either at childbirth or before.

Though burdened by war conditions, the lowest infant mortality rate yet recorded for England and Wales was achieved in 1916, and further systematic development of health visiting and infant consultation centers has followed year by year. In August, 1918, a new act was passed by Parliament widening the powers of local authorities, in order that, subject to the supervision of the local government board, and with the assistance of grants from the funds of that board, they may undertake comprehensive schemes "for attending to the health of expectant mothers and nursing mothers, and of children who have not attained the age of 5 years and are not being educated in schools recognized by the board of education." The new activities for which the local government board has announced its purpose of making available grants in aid to local authorities are enumerated as "chiefly hospital treatment for children up to 5 years of age, lying-in homes, home helps, the provision of food for expectant and nursing mothers and for children under 5 years of age, creches and

<sup>1</sup> The death rate for these causes, excluding syphilis, is 40.7 in the birth-registration area as a whole in 1915.

day nurseries, convalescent homes, homes for the children of widowed and deserted mothers and for illegitimate children, and experimental work for the health of expectant and nursing mothers and for children under 5 years of age." The extension of consultation centers and an increased staff of well-paid and properly qualified health visitors are strongly urged.

In the Fifth Annual Report of the Children's Bureau reference was made to the effort of Australia to provide for maternity care by a "maternity bonus" of £5 payable to the mother upon the birth of a child, and to the reports to the Parliament of the Commonwealth of Australia made in the summer of 1917 by the committee concerning causes of death and invalidity upon infant mortality and upon maternal mortality in childbirth. Payment of the maternity bonus began in 1913, and though a continuous reduction in maternal death rates is shown from 1907 to 1915 it is stated that the reduction is at a less rate after 1913 than before. The report indicates that there is no reason to anticipate any marked favorable effect from such a cash allowance unless there are made available at the same time opportunities to secure skilled advice and care. The committee points out that the wastage of life and damage to health now occurring in connection with childbearing are "due to the ignorance of the mother and lack of skilled care" and urges the governmental provision of (a) skilled advice before confinement, and (b) trained attention at confinement.

The question becomes one of public policy, and it is with this view that New Zealand has answered by governmental measures and has driven the infant mortality rate down to one-half that of the United States. The English Government, as mentioned above, has within recent months passed legislation enabling local authorities to aid mothers in many ways heretofore not enumerated in statute books.

Congress has already established by successive statutes a method of Government contribution to State activities for better farming, for good roads, and for vocational education. While the inaccessibility of rural areas appears to make the need greater in the country, it is common to city and country. If the United States is to conserve its human resources which are now wasted by indifference and not by the necessity of war upon our soil, we can not consider too promptly the development of facilities for the protection of maternity and infancy upon a plan as evidently based upon common convenience and sound public policy as are the statutes to aid agriculture and roads.

As the war continues and the number of men withdrawn from industry for military service increases, an increased production is required of all the materials upon which the success of the Army depends. Labor to take the place of the men must be found in the nonessential industries and in the ranks of those not already employed. In either case women must afford the larger part of the compensating supply. It is impossible to view the probable increase in the employment of women without realizing the gravity of the new situation:

1. Mothers can not leave their young nursing babies without risking an infant death rate double that of babies whose mothers are able to stay at home with them.



2. Older children need the daily care of a mother and suffer in health and morals when they are obliged to shift for themselves.

3. Women are unable to do factory work and at the same time conduct properly the affairs of a household, and the attempt to do both on the whole is ruinous to their health and to family life.

4. Unless occupations are selected with due regard to the physical powers of women, they may incur permanent injury, and in the case of young girls injury which may greatly reduce their usefulness and happiness in later life.

Recognizing that an emergency exists but that it must be met in a manner to do as little harm as possible to the mothers and children of the country, the War Labor Policies Board and the Women in Industry Division of the Department of Labor have set forth certain minimum standards for women's work, all of which are in the highest degree important from the point of view of this bureau.

Information has come to the bureau of a few plants in which mothers are being employed on half-time shifts of four hours a day. This example might well be followed wherever practicable, since the mother who works full time, even on a reasonable schedule, can not also herself do what is needed for the well-being of her children.

There is a special need to safeguard mothers of nursing babies, as the bureau's studies of infant mortality have made plain. At the request of a public-spirited committee in one of the largest cities in the country the Employment Service of the Department of Labor has directed that the following questions shall be inserted in the application blanks for married women: How many children? How old? Boys? Girls?

It is hoped that local child-welfare committees of the Council of National Defense will undertake as a patriotic duty to provide cash allowances for mothers of nursing babies who would otherwise be compelled to wean them or leave them poorly cared for.

Whenever it proves unavoidable to make use of day nurseries they should be publicly licensed and supervised. This is of the highest importance. The numbers to be received, the number and training of the caretakers, the equipment and precautions against sickness, the quality of milk and other food should be specified. Nurseries should be located as conveniently as possible to the dwelling of the mother. The transportation of babies and older children across a city at the rush hours is dangerous and exhausting to mothers and children alike.

It must be borne in mind in endeavoring to protect mothers and young children or to protect mothers from injurious work before the birth of their children that no prohibitory laws are of avail unless it is clear that an adequate income is assured from some other source; moreover with a decent living assured there is no appreciable tendency on the part of women to work away from home during pregnancy nor when children must be neglected. The bureau's studies of infant mortality show the rapid decrease of working mothers as income from fathers' earnings increases. Thus far in the war emergency there is reason to hope that the employment of women with young children may be avoided if the need of so doing can be made clear.

## JUVENILE COURTS AND JUVENILE DELINQUENCY.

In pursuance of the plan for a general study of juvenile courts mentioned in the Fifth Annual Report, the bureau has sent out a questionnaire to all juvenile court judges and probation officers in the United States dealing with the more important aspects of administration. The response has been most gratifying and the replies which are now being prepared for publication, should be of practical value to those engaged in juvenile court work or interested in the trend of its development. Following the preparation of the results of the questionnaire, it is purposed to make a series of studies of juvenile courts operating under State laws of various types and embracing the social conditions of both urban and rural areas. These studies will continue necessarily over a considerable period. The administrative difficulties of the best equipped city court are great, while in most rural districts there is no attempt to solve them. Indeed it may be doubted whether isolated rural courts can be expected to develop adequately; certainly the report of this bureau on Juvenile Delinquency in Rural New York, by Kate Holladay Claghorn, indicates grave problems of society and of court administration, which are to be cured only by the interaction of many forces outside of courts.

The bureau has in preparation a digest of juvenile court laws, which together with the results of the questionnaire study, will be used as a basis for further work.

In continuance of its studies of child welfare in the warring countries which were begun when the United States entered the war, the bureau has this year issued a brief report on Juvenile Delinquency in Certain Countries at War, based upon material available in the United States. This report gives evidence of a tendency toward increased delinquency on the part of children and young persons as a result of the abnormal social and economic conditions and the disruption of family life that war has brought about, and indicates clearly that the civilian populations in the European countries at war are aware of the importance of vigorous action to minimize that tendency. In both France and England an earnest effort has been made, in spite of the shortage of teachers, to keep children in school. The British literature on the subject shows a realization of the importance of wholesome supervised recreation as an antidote to the influences of the street, and in January, 1917, the English Board of Education provided for grants in aid for evening play centers, which have since been established in large numbers by local education authorities.

Some months ago it was necessary for an emergency purpose to secure the opinion of a few authorities whose statements would embody personal knowledge both of facts and of tendencies as to juvenile delinquency, and an inquiry was sent to the judges of juvenile courts in certain of the principal cities to ascertain whether or not their court records show an increase in juvenile delinquency since the declaration of war by the United States, and to obtain their opinions as to the tendency of the time. Answers were received from 10 typical cities. This immediate reflection of the opinions and of the recent experience of judges and probation officers of representative

courts is of practical interest to those who must deal during the war period with education and child labor as well as child delinquency. It is to be remembered that the definitions of offenses and the methods of bringing children into court are not uniform in the different States, and that figures of different courts are not comparable save after painstaking analysis, which is not attempted here. The statements from each court undoubtedly suggest the tendency in the city where it is located.

It is difficult to estimate to what extent war conditions are responsible for the increase in juvenile delinquency indicated by these reports. Some of the most common offenses seem, however, to be directly attributable to war conditions. The increase in larceny is apparently almost entirely the result of the unsettled social and economic conditions of the times. Especially notable are the thefts on railroad property. According to the judge of the children's court of Buffalo, the increase in the number of children brought to court in that city is almost entirely due to the unprotected condition of railroad yards. Cars loaded with merchandise lie unguarded in the midst of a congested district, a constant temptation to children of poor parents with little money to spend. "In ordinary times," the judge says, "about 40 per cent of the children arraigned in this court is for offenses against railroad property, but in the extraordinary times in which we find ourselves the percentage will be much larger." He adds that during the coal shortage last winter scores of children were brought into court for stealing coal. "The wealthiest resident of Buffalo, with plenty of money in his pockets, could not purchase coal, and what were these poor people to do? Freeze to death when the coal cars loaded stood almost in their back yards?" In the opinion of the judge, if the railroad situation could be "cleaned up, criminality among children and adults in the city of Buffalo would immediately decrease 50 per cent."

The chief probation officer of the juvenile court of St. Louis also refers to an increase in depredations upon railroad property. The children begin, he says, by picking up coal which their families can not afford to buy, and gradually are led into stealing food, clothing, and other articles from box cars. He attributes the general increase in juvenile delinquency largely to economic conditions: "Parents are having a hard struggle to maintain their livelihood and consequently are not able to give the proper care and attention to the children in the home."

Judge Franklin P. Hoyt, of the children's court of New York City, points out that the figures on juvenile delinquency for that city, while greater in 1917 than in 1916, are less than those for 1913, 1914, and 1915. He feels that the increase can not be regarded as especially significant, but adds that certain war conditions have made themselves felt: the scarcity of food and fuel, which has made it difficult for some parents to provide properly for their children; the reduction of family income through the calling of older sons to the Colors; the withdrawal of the restraining influences of those same older sons from the younger members of the family; and, finally, the social unrest that is everywhere manifest. As evidence of the effect of that unrest upon children, the justice cites the fact that during 1917 several hundred of the children brought into court for

the first time were arrested in connection with the school "strikes" that took place during the autumn.

Judge Victor P. Arnold, of Chicago, on the other hand, seems very definitely to feel that war influences are largely responsible for the increase in juvenile delinquency in that city. The number of cases of larceny among children in Chicago has greatly increased, and here again railroad property seems to have furnished a most tempting field. During the first six months of 1918 there were 533 cases of larceny among boys, of which 186, or 35 per cent, were for breaking into freight cars. In some cases the parents knew of these depredations and received and used the stolen goods in their homes. Shoplifting has grown more common among Chicago girls since the war. The increase in stealing in general is attributed largely to the high wages paid child workers and the resulting tendency to extravagance. "Increase in pay has made children more extravagant in their amusements. For girls it has brought about a demand for finery and pretty clothes." In many cases the parents demand the entire wage of the child, who feels that he should have a share in his increased earning, and if it is not allowed to him makes it up by stealing.

The craving for adventure excited by the times also is held to be a factor in juvenile delinquency. Many thefts, such as the stealing of automobiles and breaking into freight cars, can be explained on this ground. War influences may also be responsible for the greater number of arrests for carrying concealed weapons.

A marked increase in immorality on the part of young girls is shown by the Chicago figures—an increase which Judge Arnold attributes largely to "the adoration in which young girls hold soldiers and sailors." He believes that juvenile delinquency in general may be largely accounted for by the relaxation of home discipline that has resulted in part from the withdrawal of older brothers for war service and in part from the entry of mothers into industry or the diversion of their interest to war work. He believes that the removal of the restraining influence of the older brothers has been felt especially in foreign families, where the oldest son serves the parents, still aliens in speech and custom, as a link between the Old World and the New. The entry of mothers into industry as a result of high wages and the demand for workers seems to be contrary to the experience of New York, where, according to Justice Hoyt, it has not yet been necessary "to face the situation which in England and other countries has resulted in such a tremendous increase in juvenile delinquency—namely, the absence of parents from the home."

Some of the tendencies noted in New York and Chicago have been observed elsewhere. The secretary of the State probation commission of New York voices the belief that the absence of older brothers is reacting unfavorably on the younger children, and adds that the entrance of mothers into industry may already be resulting in some increase of juvenile delinquency. The chief probation officer of the juvenile court of Duval County, Fla., of which Jacksonville is the county seat, feels that at least one-fourth of the increase in the number of young offenders brought before that court is the result of the psychological effect of the war upon children. The cases traceable to war influences involve chiefly the carrying of concealed weapons, larceny, and the improper use of firearms.

Part of the remaining cases, he believes, are due to increased use of the court. This statement is interesting taken in connection with other evidence which seems to show that the apparent increase in the number of juvenile offenders since the war may be due in part to the increased vigilance of social agencies. The chief probation officer of St. Louis mentions this as a factor. The secretary of the State probation commission of New York says: "The population of our institutions for juvenile delinquents is below normal in almost all cases. This, however, has been the case for about two years, and is due, we believe, first to good industrial conditions which have lessened neglect and poverty, and, second, to the increasing effects of probation work and other preventive measures." Judge Hoyt concludes that the comparatively slight increase in juvenile delinquency in New York City "seems to prove that the work of prevention which is engaging the attention of so many social agencies has been bearing good fruit."

The need for increasing preventive work is emphasized by one judge, who says: "The whole problem of increasing delinquency becomes one of control on the part of those who should exercise it and heightened instability on the part of the children in the abnormal conditions of the time. To counteract this heightened instability, the degree of control exercised in normal times would probably not be sufficient. \* \* \* The community must rely chiefly on the home for this control, but it is here the greatest relaxation occurs. Under such conditions it is not surprising that there should be an increase in delinquency. It is surprising, rather, that the increase is not greater than it is.

"This \* \* \* failing of the hand of authority in the home must, so far as possible, be made up by agencies in the community. The opportunity of the social settlements is great to offer the children a healthful counterattraction under club leaders and supervision. The settlements here, however, have been greatly embarrassed in their work for boys since the war began, as it has become almost impossible for them to secure men leaders for boys' clubs. The congested districts in which the settlements usually are located especially need this opportunity for recreation for children."

Judge Arnold states that Chicago is "due to have an unhappy reaction in a further increase in delinquency of children" because of the withdrawal of half the police force formerly assigned to the juvenile court.

After reporting the decrease in the number of juvenile delinquents in Minneapolis, Judge Edward F. Waite of that city remarks: "Nevertheless, I am conscious of tendencies incident to the disturbed social and economic conditions which, it seems to me, will in the long run almost inevitably tend to increase juvenile delinquency and will so result unless active and intelligent measures to offset them are pursued."

The foregoing is believed to be a fair summary of the replies received by the bureau. While the reports do not, as a whole, seem to warrant the conclusion that juvenile delinquency in the United States has increased to any serious degree since the war, they make it evident that forces are at work which, if not controlled, may easily result in such an increase. An important point is one emphasized by Judge George E. Judge, of Buffalo—the great temptation created by unprotected railroad property.

The modernness of the replies is noteworthy. Their common characteristic is the expression of a deep sense of the social responsibility for the delinquency in which children become involved. Only when a fair standard of family living has been fully attained within a community equipped to safeguard and educate children and youth, can juvenile delinquency be reduced to its lowest terms, namely, those exceptional individuals who must be cared for or restrained as social safety requires.

The juvenile court performs two great services: (1) It continually emphasizes the warning that the permanent protection of the child resides not in the court but in the home and in the community. (2) It increasingly commands the services of able judges and probation officers and, in communities where there is a strong sense of social responsibility, results in proper places of temporary detention, medical care, and other equipment necessary to determine the child's needs and responsibility and to help him to a fresh start. Such courts are invaluable constructive agencies.

These facts make the duty of studying juvenile courts, which is imposed upon the bureau by statute, one of far-reaching importance.

#### NUTRITION OF THE OLDER CHILD.

Some of the fundamental rights of childhood and the methods by which these rights may be assured have been indicated by the reports of this bureau. It is clear that the primary right is a sound and vigorous body. Attention has been focused on the needs of the baby, and the hygiene and nutrition of infancy is now pretty well understood.

The child of preschool age has been hitherto taken for granted, but recently effort has been made to emphasize the essentials of right care at this age so that the development of the child may not be injured in this transition period. The bureau has tried through its recent investigation in Gary, Ind., the report of which will be issued later, and in its bulletin on Child Care to draw attention to the needs of the child from two to six years of age.

The dietary needs of the older child have been almost totally ignored. The importance of maintaining physical vigor during the growing period and the prevention of remediable defects is at last receiving the attention it has long demanded. Volunteer and Government agencies are at work on various aspects of this subject. The Children's Bureau is studying the nutritive condition of the older child. This is of especial importance in view of the increased cost of living and the necessity for the use of substitute articles of diet. The mother must have some ready way of determining the nutritive value of the food available for her family and realize that the health of her child depends largely on her intelligent use of foods.

#### "CHILDREN'S YEAR," A COOPERATIVE EFFORT.

It was decided to call the second year of this country's participation in the war Children's Year, and to set forth a simple national program of child welfare because the European experience plainly warns us that civilians must promptly understand that they have new responsibilities for a nation's children when its young men have gone to war.

The Woman's Committee of the Council of National Defense offered its cooperation in carrying out the program briefly outlined in the Fifth Annual Report of the Children's Bureau:

I. Public protection of maternity and infancy. (Last year 15,000 mothers and 800,000 children under 5 years of age died. Most of the deaths were preventable.)

Essentials: (a) Public-health nurses and suitable medical attention; (b) the care of babies by their own mothers under decent home conditions.

II. Mothers' care for older children.

Essentials: (a) Adequate living incomes; (b) family allowances for soldiers' families; mothers' pensions for civilians; (c) special provision for extraordinary needs, so far as required to enable mothers of older children to afford the home comfort and protection which are the best safeguard against delinquency.

III. Enforcement of all child-labor laws and full schooling for all children of school age. Standards should be maintained in spite of war pressure.

IV. Recreation for children and youth, abundant, decent, protected from any form of exploitation.

The Woman's Committee organized a special Child-Welfare Department, whose chairman is the president of the General Federation of Women's Clubs, thus continuing and enlarging the cooperation with women's organizations which began with the Baby Week Campaigns of 1916 and 1917. The executive chairman is Dr. Jessica B. Peixotto, of the University of California. The Woman's Committee represents the greater share of women's organizations—civic, philanthropic, industrial, mutual benefit, and cultural. It has created an active nation-wide organization with about 17,000 local units, organized in most States under the State Councils of Defense. A total membership estimated at 11,000,000 is represented. It is impossible to speak with too much appreciation of the power of this great body of volunteers. It has carried out the work of organization for Children's Year infant-welfare work so as to make the most effective use of the physicians and nurses who have given generous services under the difficulties experienced when so large a proportion of both doctors and nurses are required for military duty.

A campaign for infant welfare opened the year. It was proposed to save the lives of one-third of the 800,000 babies and young children who would die in 1918 according to the experience of recent years, and quotas were assigned to each State. It is needless to say that no precise knowledge is available as to how nearly the goal will be reached in this first year. The effort is justified already by the popular educational result and by the far-reaching follow-up work already under way as a result of the weighing and measuring test of children of preschool age. In response to requests from local committees on child welfare the bureau has furnished to the Woman's Committee of the Council of National Defense about 6,500,000 record cards, each one with blanks for the height and weight of the child and a scale of approximately normal heights and weights for children from earliest infancy to 16 years. The children measured have, in fact, belonged with few exceptions to the group 5 years of age or under.

The cooperation of physicians in many States, counties, and towns has made it possible to hold complete physical examinations of the children entered in the weighing and measuring tests. Such examinations were recommended by the bureau in its suggestions to local committees for conducting the tests, but were not made part of the brief test because the bureau realized how difficult it would be to secure physicians generally for this purpose now. But the Cali-

ifornia State chairman, herself a physician, reports that "physicians have given hours of time and have received in return big lessons in physical fitness under 6. In many smaller towns the doctor has set aside special hours or days in his own office for this examination and for conferences about children."

Physicians have been especially public-spirited in the work of following up the needs indicated by the examinations. Clippings, correspondence, and interviews show the result of the emphasis placed by the test on the importance of care for the slight defects which are often neglected in childhood to the detriment of health in later years. An increase in inquiries about these conditions is reported by doctors in their own practice and in their work at infant-welfare stations. One New York town reports that a city physician who made his summer headquarters there became so interested in the "follow-up" cases he had undertaken as his contribution to Children's Year that he continued to give his help as a children's specialist by correspondence even after he returned to his winter home. In thousands of cases parents have learned through the fuller physical examinations often given that the baby had remediable defects of which they were unaware. Many instances are reported to the bureau of babies who have been saved much future suffering by the knowledge which their parents gained in the test and the care which was provided as a result.

Indeed, cooperation may be called the keynote of the Children's Year work. One southern town reports that the weighing and measuring campaign was the means of unlocking school doors for extra-curriculum activities for the very first time. Many home demonstration agents of the Department of Agriculture, local health officers, teachers, preachers, and other public-spirited citizens have taken active part in the campaign. County fairs have gladly given space to child welfare activities, and at many such gatherings children's examinations have been given and literature on the best modern methods of child care distributed. Libraries have provided up-to-date books on child welfare.

In several States the governors issued proclamations urging the work for Children's Year, and a number of mayors have lent their sanction to Children's Year in a similar way.

Children's Year is showing the great need for more public-health nurses now. Many towns have reported that they have funds to pay such a nurse but can not secure one. The supply of nurses trained for public-health work was never large, and since they as well as private nurses have gone in large numbers to serve with the military forces the supply is more than ever inadequate now. Consequently the Child Welfare Department of the Woman's Committee sent to its State chairman a plan urging that State supervising nurses be employed in a larger number of States and outlining ways by which such a nurse could help communities discover nurses fit for public-health work and provide the necessary additional training and supervision. Two States at least have adopted this plan—Colorado and Oklahoma.

An encouraging sign of Children's Year is the number of places where public funds have been appropriated for public-health nurses, child-health centers, prenatal clinics, and generally for child-welfare work. No complete statement can be made at present of actual num-



bers; but many of the active efforts reported for securing funds, both public and private, to use in these ways have already been successful.

Dramatic ways have been devised to take Children's Year into rural communities. In the country it is hard to procure good medical and nursing care, and the bureau's detailed statistical studies have shown the great need for better care of rural mother and child. The motor clinics used by Cleveland in the territory surrounding it and by the Connecticut committee in towns and small communities have afforded an effective way of carrying information about child care to isolated mothers. Michigan secured an interurban exhibit car from which model examinations are made in many communities of the State to help in getting weighing and measuring under way. The Children's House on Boston Common is a fine model of a type which could be modified, built, and equipped by school boys and girls in any town or country neighborhood.

Recreation is enumerated in the brief war-time program of the bureau adopted by the Woman's Committee. Realizing that every child needs decent recreation, and believing that more wholesome outdoor play was necessary to the well-being of the children, especially during the strain of war time, the child-welfare committees of the Council of National Defense, in cooperation with the Children's Bureau, organized a patriotic play week, which was celebrated in hundreds of communities. The recreation plans had the cooperation of a score of national organizations for the promotion of wholesome leisure-time activities. This fact is doubtless in large measure responsible for the permanent recreational work that has resulted. Playgrounds have been kept open which otherwise might have been closed as "nonessential." In several places a program of recreation will be carried out through the entire winter season in cooperation with the schools.

Still further cooperation with the schools is promised in the "back-to-school drive." Rumors of increased numbers of children leaving school for industry because of labor shortage, high wages, and high cost of living have been persistent. To learn the facts in the case the bureau's agents have made a series of investigations in typical commercial and industrial towns. The information thus secured will be placed at the disposal of the local child-welfare committees, who are urged in their own communities to study the reasons why children have left school. When the reason is found to be lack of family income adequate to meet present prices, the committee is urged to provide scholarships similar to those now offered in colleges, universities, and the schools of a few cities. All this can not, of course, be accomplished save with the cooperation of the school teachers of the country.

When President Wilson was informed of the purpose of Children's Year, he wrote the following letter:

THE WHITE HOUSE,  
Washington, March 29, 1918.

MY DEAR MR. SECRETARY: Next to the duty of doing everything possible for the soldiers at the front, there could be, it seems to me, no more patriotic duty than that of protecting the children, who constitute one-third of our population.

The success of the efforts made in England in behalf of the children is evidenced by the fact that the infant death rate in England for the second year of the war was the lowest in her history. Attention is now being given to

education and labor conditions for children by the legislatures of both France and England, showing that the conviction among the Allies is that the protection of childhood is essential to winning the war.

I am very glad that the same processes are being set afoot in this country, and I heartily approve the plan of the Children's Bureau and the Woman's Committee of the Council of National Defense for making the second year of the war one of united activity on behalf of children, and in that sense a children's year.

I trust that the year will not only see the goal reached of saving 100,000 lives of infants and young children but that the work may so successfully develop as to set up certain irreducible minimum standards for the health, education, and work of the American child.

Cordially and sincerely yours,

WOODROW WILSON.

HON. WILLIAM B. WILSON,  
*Secretary of Labor.*

It is in the spirit of this letter that the bureau and the child-welfare committees are carrying forward the efforts of the year.

#### GENERAL SUMMARY OF THE YEAR'S WORK.

During the year, 1917-18, the statutory staff of the bureau has consisted of 73 persons. For this staff and for travel and other usual expenses the appropriation has been \$164,640. The Child Labor Division of the Children's Bureau was given \$150,000 by Congress for work preliminary to the operation of the law which went into effect September, 1917, and for enforcement to the end of the fiscal year, June 30, 1918. An additional appropriation of \$109,120 was available to be expended outside the District of Columbia. The total for the year was therefore \$423,760. In the administration of the act making the appropriation it became necessary to open a branch office. Chicago was selected because its position made it a convenient and economical center for work under way or anticipated, and especially convenient for the Gary, Ind., study of infant mortality and children of preschool age, which has employed a larger force than any other single field investigation of the year.

About 100 persons are assigned to the office and field force of Chicago and Gary. All permanent and temporary appointees are obtained through the Civil Service Commission.

The greatly increased cost of living, especially in Washington, has led to a scale of salaries in the new war services much beyond those allowed by law for similar work in older bureaus, and the necessity of securing for the emergency war work competent personnel familiar with Government procedure has compelled certain transfers from the older to the new services. From the Children's Bureau certain transfers to services in this and other departments at higher salaries have been requested and permitted. Others have been made because appointees had taken civil service examinations for more responsible positions carrying higher salaries and were entitled to accept the advance when offered. In addition, several members of the staff have obtained positions in private employment at better pay than the bureau can offer.

It is true that the consent of the head of a bureau must be obtained before transfers are made, yet in practice it is impossible to refuse any applicant a legitimate opportunity to improve his condition or to refuse to recognize the emergency needs of a new service.

On the other hand, it is also true that every unnecessary transfer means a double cost to the Government, since two places must be filled instead of one and two persons instead of one adjusted to a new position.

Thus the bureau has suffered from the loss of a considerable number of valuable experienced appointees. While readjustments have been made and excellent candidates are constantly offering themselves there is naturally a spirit of restlessness and dissatisfaction which will continue to result in changes and waste of effort and resignations from the bureau until the permanent statutory salaries are made commensurate with those now obtainable in private employment or in the new Government services. The increased living cost bears heavily upon salaried people. Many of the members of the bureau staff have heavy family burdens, greatly increased by war conditions. Their duties, necessary to national welfare at all times, are now in the highest degree patriotic war service, as the President's letter in regard to Children's Year fully recognizes. It would be unfair to fail to state that overtime work is given unstintedly and in the most patriotic spirit by the members of the bureau.

The following publications have been issued during the fiscal year, 1917-18:

**Fifth Annual Report.**

**Maternity and Infant Care in a Rural County in Kansas**, by Elizabeth Moore.  
**Child Labor in Warring Countries: A brief review of foreign reports**, by Anna Rochester.

**Governmental Provisions in the United States and Foreign Countries for Members of the Military Forces and their Dependents**, prepared under the direction of Capt. S. Herbert Wolfe, Q. M., U. S. R., detailed by the Secretary of War.

**Infant Mortality: Results of a field study in Waterbury, Conn., based on births in one year**, by Estelle B. Hunter.

**Child Care, Part 1, The Preschool Age**, by Mrs. Max West.

**Norwegian Laws Concerning Illegitimate Children: Introduction and translation** by Leifur Magnusson.

**Milk, The Indispensable Food for Children**, by Dorothy Reed Mendenhall, M. D.  
**Juvenile Delinquency in Certain Countries at War: A brief review of available foreign sources.**

**Juvenile Delinquency in Rural New York**, by Kate Holladay Claghorn.

In addition six Children's Year leaflets have been issued as publications of the bureau:

**Children's Year, April 6, 1918, to April 6, 1919**, prepared in collaboration with the Department of Child Welfare of the Woman's Committee, Council of National Defense.

**Weighting and Measuring Test, Parts 1, 2, and 3.**

**Children's Year Working Program.**

**Patriotic Play Week.**

**Children's Health Centers.**

**The Public Health Nurse: How she helps to keep the babies well.**

The following publications are in press:

**Rural Children in Selected Counties of North Carolina**, by Frances Sage Bradley, M. D., and Margaretta A. Williamson.

**Maternity Care and the Welfare of Young Children in a Rural County in Montana**, by Viola I. Paradise.

**Infant Mortality: Results of a Field Study in Brockton, Mass.**, by Mary V. Dempsey.

**Administration of Child-Labor Laws, Part 3, Employment-Certificate System, Maryland**, by Francis Henry Bird and Ella Arvika Merritt.

**Illegitimacy Laws of the United States**, by Prof. Ernst Freund.

Children Before the Courts in Connecticut, by Prof. Wm. B. Bailey.  
 Maternity and Infant Care in Two Rural Counties in Wisconsin, by Florence Brown Sherbon, M. D., and Elizabeth Moore.  
 Mental Defect in a Rural County (a study made through the collaboration of the U. S. Public Health Service and the Children's Bureau), by Walter L. Treadway, M. D., and Emma O. Lundberg.

The following circulars and leaflets have been issued:

Rules and Regulations for Carrying out the Provisions of the United States Child-Labor Act.  
 Decision of the United States Supreme Court as to the Constitutionality of the Federal Child-Labor Law of September 1, 1916.  
 From School to Work, Waltham, Mass.  
 Studies of Use of Milk by Families Having Little Children—I, Baltimore; II, Washington.

The following reports will shortly go to press:

Maternity Benefits in Europe, by Dr. Henry J. Harris.  
 Infant Mortality: Results of a field study in Saginaw, Mich., by Nila F. Allen.  
 Infant Mortality: Results of a field study in New Bedford, Mass., by Jessamine S. Whitney.  
 Illegitimacy as a Problem of Child Welfare: A study of original records of agencies and institutions in Boston and in the State of Massachusetts, by Emma O. Lundberg and Katharine F. Lenroot.  
 Studies of Use of Milk by Families Having Little Children, III, New Orleans.

Brief circulars for Children's Year were prepared and issued as follows:

Public Health Nurses Can Cut Down Peak.  
 Good Books and Pamphlets on Child Care.  
 Care of Mother.  
 Is Your Child's Birth Recorded? If not, why not?  
 Breast Feeding.  
 Milk.  
 Bottle Feeding.  
 How to Prepare Artificial Food.  
 Feeding the Child.  
 Table of Heights and Weights of Children.

Others in preparation are:

Care of the Infant.  
 Clothing the Infant.  
 Prevention of Remedial Defects and Diseases.  
 Care of the Older Child.

Seventy-three thousand eight hundred and thirty-seven letters were received during the year and given due answer, an increase of more than 20,000 over the preceding year; 612,109 publications were distributed during the year, an increase of 181,620 over the preceding year; and 6,588,400 weighing and measuring cards have been distributed for Children's Year.

JULIA C. LATHROP, *Chief.*

Hon. W. B. WILSON,  
*Secretary of Labor.*



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**REPORT**  
**OF THE**  
**COMMISSIONER OF NATURALIZATION**

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REPORT  
OF THE  
COMMISSIONER OF NATURALIZATION.

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UNITED STATES DEPARTMENT OF LABOR,  
BUREAU OF NATURALIZATION,  
*Washington, July 1, 1918.*

DEAR SIR: It is necessary, in order to form intelligent conclusions from the facts presented in the succeeding report, to view them in the light of present war conditions. While these conditions affect all public as well as private business, it is not extrayagant to say that the granting of American citizenship, with its incidental activities, presents more points of contact with the great enterprise in which we are now engaged than perhaps any Government business other than those directly occupied in the actual conduct of war, with their vast undertakings of manufacture, transportation, supplies, and maintenance of troops and vessels. For example, no man engaged in the actual military or naval operations of our country can attain to the rank of a commissioned officer unless he be an American either by birth in the United States or by naturalization therein, irrespective of his training or qualifications. As this restriction, made for peace times, was no less a detriment to the country in limiting its range of selection for commissions to citizens than to those who demonstrated their efficiency, legislative action was taken, as will appear further on in this report, to remove this restriction. Then, again, the bureau's activities are frequently invoked in the matter of establishing, or otherwise, the basis on which requests for passports are made; of the rights of claimants of title to preempted public lands; of the right to exemption from Executive order excluding aliens, subjects of enemy countries, from certain "zones" or areas, and in other ways.

The assistance of the bureau is also constantly invoked by the various draft boards throughout the country for official report on the claims to exemption from military service by aliens who profess to have made no declaration of intention to become citizens.

There are other ways in which the bureau finds itself brought into immediate and urgent association with other Government agencies upon questions arising out of war conditions, all of which add greatly to its responsibilities and duties. How these added burdens affect the Naturalization Service—in view of its experience, common to all public and private business, of a loss of many of its most efficient workers either to the military service or to some activity directly connected with it, and the scarcity even of untrained workers to take their places—is too obvious to require more than the simple statement of the fact. This situation became so acute after the act providing for the naturalization of aliens at the various training and



assembling camps was passed, May 9, 1918, that the bureau was compelled to appeal through public men to lawyers as a patriotic duty to accept appointments as examiners for temporary service.

These particular features of the bureau's operations during the year will be treated of in detail in subsequent pages of this report.

The most serious result upon the bureau's work, arising out of the increased demand upon its official personnel in the particulars above recited has been the unavoidable slowing down of its exertions to stimulate, through State educational authorities, a systematic and general policy of opening and operating the public schools for the training of aliens in the meaning and duties of American citizenship. Fortunately, however, this condition is merely temporary and does not endanger the growth and permanency of the work thus far so encouragingly accomplished. The public mind and conscience have been too thoroughly aroused to the risks and the losses involved in such a course ever again to drop back into the old method of taking the chance, upon mere ex parte and formal assertion and an absence of negative evidence, that any alien who once secures a certificate of naturalization will become a good and loyal citizen.

This mental attitude of the public has found expression in many forms, some visionary and impracticable, others of a seemingly practical nature, but containing objectionable features. The plan of gratuitous training by private concerns, which has been established to some extent, meets with objection because of the suggestion of charity bestowed upon the alien, which in no sense attaches to the plan of free education in this country. Here free training is given as a measure of public welfare, and the recipient as a worker, taxpayer, and resident is under obligation to no one on account of its bestowal.

No objection has been raised to the plan of training in citizenship in the public schools, except a doubt as to the bureau's legislative authority to embark upon such an undertaking.

Fortunately for the success of this important work, its duties have been clearly defined and all doubts set at rest by the recent act of May 9, 1918, recognizing the authority for what already has been done and adding to the bureau's means for continuing it.

The same act, as already stated, made provision, in addition to the method of naturalization already in operation, for the admission under stated conditions of aliens in the military service of the United States during the present war. As this new proceeding constitutes an additional and wide variation from the regular established methods, this report treats first of the work, as usual, under the act of June 29, 1906, and separately thereafter of that under the act of May 9, 1918.

For convenience of reference and comparison with former reports the consecutive order of treatment and the numbering of tables heretofore adopted will be observed herein.

#### WORK OF THE COURTS.

In considering the figures reported in the annexed Table 1 it must be explained that the total number of aliens admitted, 151,449, includes those admitted under the act of May 9, 1918, as does the total denials, 12,182.

TABLE 1.—*Number of persons granted or denied citizenship during the fiscal years 1903 to 1918, inclusive.*

	1906	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918
Granted.....	25,963	38,372	39,206	56,257	69,965	82,017	105,439	96,390	93,911	94,897	151,151
Denied.....	3,350	6,341	7,781	9,017	9,635	10,891	13,133	13,691	11,927	9,544	12,142
Total.....	29,293	44,713	46,987	65,274	79,600	92,908	118,572	110,081	105,838	104,441	163,293

As will appear at a subsequent page hereof (Table 21), the approximate number of alien soldiers admitted to citizenship under the last-mentioned act was 63,993. This number deducted from the total given in the above table shows that, as compared with the 94,897 reported a year ago, there were admitted under the general law 87,456, a decrease of 7,441.

This decrease doubtless is due largely to the provision of the Revised Statutes under which the subjects of countries with which this country is at war were not admissible during the existence of such war, but it was occasioned also by the delay in some cases arising from the occupation of courts, clerks of courts, and bureau officers in the emergency work of extending American citizenship to aliens in our camps about to embark for the seat of war.

TABLE 2.—Certificates of naturalization issued and denied in the various States and Territories, with reasons for denials, fiscal year ended June 30, 1918.

State or Territory.	Certificates denied, and reasons therefor.													Total petitions dis- posed of.	Per- cent- age of denials.		
	Already a citi- zen.	Im- moral char- acter.	Incom- petent wit- nesses.	Insuffi- cient res- tence.	Igno- rance.	No cer- tificate of arri- val.	Decla- ration in- valid.	No ju- risdic- tion.	Pet- itioner's in- motion.	Prem- ature pe- tition.	Want of pro- sec- ution.	Un- able to pro- duce wit- nesses or de- pos- itions.	De- ceased.			Sec- tion 2109.	Miscel- lane- ous.
Alabama		2	2				2		2		4					1,714	0.7
Alaska			6				6									205	9
Arizona	2		3	1			9	1			11					864	9
Arkansas	7		7				5				8					2,215	2
California	4	12	68	10	3	2	262	15	6	3	208	1				7,048	9
Colorado	2	6	31	8	1		14	3	9		38	10	4	10		685	18
Connecticut	4	22	38	13	71	12	4	3	3	3	76	6	1			1,952	12
Delaware	1		2								6					1,293	4
District of Columbia	4		2				1		2		10	2				1,321	2
Florida							1		1		19	1				1,543	2
Georgia	2		4	1			1		3		12	1				3,207	4
Hawaii	2		4				1		1		1					589	2
Idaho	3		11	3			15		2		20	2				125	13
Illinois	90	220	22	22	37	2	44	7	2		288	32	1			9,946	20
Indiana	6	3	72	4	2	1	283	5	6		28	32	14			1,313	7
Iowa	8	2	75	15	6	2	38	7	2	5	9	6	3	1		1,621	25
Kansas	1	10	56	5	5		146	1	19		51	9	3	4		2,083	13
Kentucky	2		2	1					1		13					271	12
Louisiana							2		2		1					459	4
Maine	1	2					2	2	2		12	1	2			470	4
Maryland	1		5	3			2	2	7		11	3				577	6
Massachusetts	1	2	6	3				1	7		11	3				307	0
Michigan	13	17	39	3	9	26	11	1	10	4	98	11	6			2,047	2
Minnesota	2	11	151	16	14	1	112	12	6	1	182	18	6			12,937	9
Mississippi	6	11	11	43		1	65	8	6		112	0				558	9
Missouri																5,699	9
Montana	11	11	40	8	40		14		6	1	64	4				427	2
Nebraska	3	25	90	5	5	2	78	41	18	1	86	17	5			1,188	19
Nevada	3	7	74	6	3	1	270	9	3		25	6				1,417	2
New Hampshire	1		2				2	1	1		3					1,318	8
New Jersey	1		3				2	1	1		24	2				1,182	10
New Mexico	8		268	12	53	4	76	5	5	1	144	7				50	25
New York	6	8	8				2	2	6	1	15	3	9			625	8
North Carolina	16	122	690	56	918	27	121	28	25	3	1,376	21				9,914	6
				1							3					29,697	11
																607	1.7

North Dakota.....	1	18	1	1	1	22	3	1	24	4	3	4	95	634	729	13	
Ohio.....	4	44	1	1	1	15	5	1	138	.....	7	.....	277	4,985	4,063	6	
Oklahoma.....	1	37	1	1	1	22	5	1	24	.....	1	.....	96	1,063	1,160	8	
Oregon.....	3	52	3	3	4	204	7	4	47	.....	1	.....	249	1,239	1,588	22	
Pennsylvania.....	1	5	1	1	1	55	4	4	319	.....	11	.....	648	10,708	11,281	5	
Porto Rico.....	.....	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	8	554	557	5	
Rhode Island.....	1	1	1	1	1	9	.....	.....	4	.....	.....	.....	26	2,649	2,675	1	
South Carolina.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	6	4,474	4,328	1	
South Dakota.....	5	8	1	1	1	36	1	2	4	.....	.....	.....	6	4,322	4,328	16	
Tennessee.....	.....	4	1	1	1	1	1	1	12	.....	.....	.....	7	89	122	27	
Texas.....	4	3	11	3	10	10	3	8	36	.....	1	.....	33	89	122	3	
Utah.....	1	1	1	1	5	5	4	2	28	.....	3	.....	134	5,140	5,274	13	
Vermont.....	1	4	1	1	1	1	.....	.....	34	.....	2	.....	64	411	475	5	
Virginia.....	2	6	1	1	.....	.....	.....	.....	6	.....	2	.....	49	844	883	5	
Washington.....	8	22	3	5	1	1	.....	.....	34	.....	.....	.....	18	4,314	4,332	4	
West Virginia.....	.....	.....	2	2	205	18	.....	.....	106	.....	2	.....	441	4,312	4,753	9	
Wisconsin.....	9	16	54	4	3	89	4	1	27	.....	.....	.....	43	250	293	15	
Wyoming.....	2	6	7	1	6	6	1	6	33	.....	15	.....	284	2,883	3,167	9	
.....	.....	.....	.....	.....	.....	.....	.....	.....	2	.....	1	.....	38	201	299	10	
Total.....	126	486	2,319	349	1,224	2,303	207	226	3,800	163	157	26	600	12,182	151,449	163,631	9

Attention is called to the fact that of the total denials, 12,182, the 486 rejected on account of bad character, the 1,234 for ignorance of American institutions, and the 26 of inadmissible cases, the grounds for denial were chiefly for failure to comply with some formal requirement of the law. Besides these, 126 were found to be already citizens, and 157 died prior to hearings on their petitions. The number denied because of invalid declaration of intentions, 2,303, was so large as compared with the 766 refused in the fiscal year 1917 for the same reason as to require some explanation. Prior to the act of June 29, 1906, the law placed no limitation on the vitality of a declaration, and the courts generally held that such paper filed prior to that date was not affected by the seven-year limitation placed by the act mentioned upon declarations filed under its provisions.

A few of the courts, however, held that the seven-year limitation began to run against "old-law" declarations from the date of operation of the new law, June 29, 1906, and then that all of such declarations became void seven years after that date, or on September 27, 1913. This view was sustained by the United States Supreme Court during the year, and this decision occasioned the large addition to usual denials on this ground shown in the figure reported in the above table.

As this decision invalidated many certificates already granted to worthy aliens, Congress in the act of May 9, 1918, provided in section 3 thereof—

That all certificates of naturalization granted by courts of competent jurisdiction prior to December 31, 1918, upon petitions filed prior to January 31, 1918, upon declarations of intention filed prior to September 27, 1906, are hereby declared to be valid in so far as the declaration of intention is concerned, but shall not by this act be further validated or legalized.

January, 1918, was the month in which the Supreme Court rendered the decision referred to, which was notice to all concerned that such declarations could not thereafter be used as bases for petitions for naturalization.

It is a singular fact that the largest number of dismissals of petitions, 3,800, was on the ground of an apparent lack of desire to become citizens, since the petitioners, after repeated notices of dates set for hearings, failed to appear or to offer any reason for nonappearance. This number exceeded the corresponding figures given in the last report by nearly 1,000.

Besides those petitioners actually denied citizenship, many cases were deferred in the evident hope that at a future hearing the causes of judicial hesitancy might be removed. Such cases are reported in the next succeeding table.

TABLE 3.—Continuances, by naturalization districts.

	Ignorance of gov- ernment.	Illiter- acy.	Other causes.	Total.
Boston.....	1,401	130	4,628	6,166
New York.....	1,508	130	10,016	11,654
Philadelphia.....	443	28	4,630	5,107
Washington, D. C.....	276	75	1,146	1,497
Pittsburgh.....	2,349	.....	303	2,652
Chicago.....	906	69	1,410	2,385
St. Louis.....	1,473	151	3,475	5,099
St. Paul.....	822	.....	4,488	5,310
Denver.....	156	.....	478	634
San Francisco.....	706	.....	3,424	4,140
Seattle.....	621	.....	1,263	1,884
Total.....	10,661	592	35,266	46,519

Note should be taken of the fact that the number of continuances reported, 46,519, as compared with the 31,210 continuances of the next preceding year, shows an increase of 50 per cent, or, in exact figures, 15,309, from which the gratifying inference may be drawn that the judges are becoming more critical as to the rather perfunctory and formal evidence offered to show the personal fitness of petitioners to assume responsibly the duties of American citizenship.

It is perhaps a natural consequence arising from the lax and informal procedure under the old system, but it is a fact that some of the judges have appeared to think the bureau entirely too technically exacting in its persistent view that the law must be complied with in its every detail and that the entire burden and responsibility of establishing beyond reasonable doubt his personal fitness for citizenship rests upon the petitioner. Whether the courts, consciously or not, hold this view, their rulings in too many cases indicate their position to be that the allegations in his petition constitute all that is required of a petitioner, and that, having made them in the manner required, the petition is to be treated as a rule against the Government to show cause why he should not be admitted, thus casting upon the Government the burden of refuting the allegations made. To illustrate, a petitioner claims good behavior and love of American institutions and their basic principles; witnesses testify to good behavior and consequent belief of the attachment professec. Thus the case is made up. If the Government can not produce evidence of misconduct or disloyalty, under this view the petitioner is entitled to be naturalized. In other words, his fitness to become a citizen and his loyalty after being admitted is assumed beforehand, just as under our system of criminal jurisprudence every man is assumed to be innocent of any crime until the contrary is proved, and the burden of proving unfitness and disloyalty rests upon the Government, as in a proceeding for conviction of crime or misdemeanor. Fortunately such instances of judicial misconception are few, but they are sufficiently persistent to justify, or rather to require, that attention be drawn to them.

In the next table is given a report of proceedings to cancel certificates of naturalization fraudulently or illegally procured, and the status of these cases at the close of the fiscal year.

TABLE 4.—Cancellation cases.

District.	Pending July 1, 1917.	Referred to United States attorneys.	Handled without reference to United States attorneys.	Certificates canceled.	Dismissed.	Discontinued.	Violations which under circular No. 107 were not prosecuted.	Pending.
Boston.....	3		1	1				3
New York.....	9	19		5	1	1		21
Philadelphia.....	2	3	1	1		1		4
Washington, D. C.....	22	12	30	23		13	1	27
Pittsburgh.....	7		7	6	1			7
Chicago.....	10	14	13	25		2		15
St. Louis.....	5	31	14	47	1			2
St. Paul.....	3	1	4	4				4
Denver.....	10	3	6	7	3	3		6
San Francisco.....	5	10		1	1			13
Seattle.....	7	11	14	16	1		1	14
Total.....	83	104	95	186	8	20	2	116

It is not possible in considering the figures in the above table to resist a feeling of wonder that in the approximately 100,000 cases annually admitted to citizenship by the 2,300 courts throughout the country, so few cases of imposition upon the judges, or of judicial error, should have occurred as those shown above.

It would be a mistake to assume from these figures that there are not many more cases, which do not come to the attention of the bureau, that furnish appropriate grounds for cancellation. It is too much to expect that not many of those who have become citizens have done so for reason of individual advantage and without regard to a love of constitutional liberty. Some may even be opposed to those principles when the latter threaten to overcome the system of government to which they formerly owed allegiance. Such persons have never been real citizens of this country, as the test of armed conflict discloses, and judicial authority should not hesitate to deprive them of a status to which they were, in fact, never entitled.

The bureau believes that nothing in our naturalization laws is so important and effective as a means of protecting our country from the hazard of a disloyal element as the provision for cancellation of erroneously or improperly granted citizenship. Heretofore it has been dependent for the necessary steps to this end upon the United States attorneys acting under the instructions of the Department of Justice. The Congress has wisely come to the relief of the bureau in this respect and provided that the duty heretofore imposed by law upon the United States attorneys in respect of instituting cancellation suits may hereafter be discharged by the bureau through its own examiners, thus unifying under the control of one department the administration of the naturalization laws. (See act approved May 9, 1918.)

TABLE 5.—Results of prosecutions for violations of the naturalization laws.

District.	Prosecutions.		Not-processed.	Acquittals.	Number of fines.	Jail sentences.	Both fines and jail sentences.	Sentences suspended.	Amount of fines including costs.	Pending.
	Pending from last year.	During fiscal year.								
Boston.....										
New York.....	16	6	1		1	4	1		\$35.00	15
Philadelphia.....	5			1						4
Washington, D. C.....	2	5		1		4	1		150.00	1
Pittsburgh.....		1								1
Chicago.....	2									2
St. Louis.....	1	4			3		1		\$47.45	1
St. Paul.....										
Denver.....										
San Francisco.....	2		2							
Seattle.....	2	2		1	1	1			\$100.00	1
Total.....	30	18	3	3	5	9	3		722.45	25

<sup>1</sup> United States District Court, Southern District of New York, 1 fine of \$25; 1 fine of \$10.

<sup>2</sup> United States District Court, Baltimore, Md., \$150 fine and 1 day in jail.

<sup>3</sup> United States District Court, Western District of Missouri, \$10 fine and 1 day in jail. United States District Court, Eastern District of Illinois, 1 fine of \$200 and \$17.45 costs; 1 fine of \$200; 1 fine of \$10 and costs (amount not reported).

<sup>4</sup> In acquittal noted above, United States District Court, Portland, Oreg., the jury recommended that the defendant be either deported or drafted into the Army.

<sup>5</sup> United States District Court for Oregon, 1 sentence of 6 months in jail.

<sup>6</sup> United States District Court for Oregon, 1 fine of \$100.

One can not examine the foregoing table without experiencing a feeling of surprise that so few cases of prosecution for violations of the naturalization law should occur, or perhaps it is better to say should be discovered. The other duties imposed upon examiners are so onerous in proportion to the number of such officers at the disposal of the bureau that they can not undertake to make the necessary investigations and secure the evidence required to obtain conviction. It is apparent, too, from the insignificance of the penalties imposed, that not much inducement exists to secure a result which can hardly be a very serious deterrent to offenders, even where they are actually apprehended, tried, and convicted.

TABLE 6.—*Courts exercising naturalization jurisdiction.*

Court.	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918
State.....	2,016	2,177	2,247	2,276	2,277	2,288	2,177	2,175	2,138	2,100	2,066
Federal.....	228	217	227	229	250	261	203	202	260	222	219
Total.....	2,244	2,394	2,474	2,499	2,527	2,489	2,380	2,377	2,345	2,322	2,285

From the above it appears that during the year 54 State courts have relinquished the exercise of naturalization jurisdiction and that apparently no petitions were received in 3 Federal courts, showing a net reduction of 57 in the number of courts open to consider petitions for admission to citizenship. It is assumed that this decrease resulted from the lack of sufficient business to indicate a public necessity for these courts to remain open for the purpose.

#### WORK IN THE OFFICES OF CLERKS OF COURTS.

The figures given below in Table 7 are subject to revision, because of the delay experienced by the bureau in securing reports or duplicates of naturalization papers from the clerks of courts. It is immaterial, however, as the number not included is relatively small, and therefore insufficient to affect substantially conclusions drawn from the tables as given.



TABLE 7.—Declarations of intention and petitions for naturalization filed and certificates of naturalization issued, fiscal year ended June 30, 1918, by States and Territories.

A.—DECLARATIONS OF INTENTION FILED.

State or Territory.	Number of courts.		First quarter.			Second quarter.			Third quarter.			Fourth quarter.			Total.		
	Fed-eral.	Total.	In Fed-eral courts.	In State courts.	Total.	In Fed-eral courts.	In State courts.	Total.	In Fed-eral courts.	In State courts.	Total.	In Fed-eral courts.	In State courts.	Total.	In Fed-eral courts.	Total.	
Alabama.....	5	13	58	10	68	79	3	82	235	6	241	121	121	403	19	512	
Alaska.....	11	11	84	47	131	47	33	80	93	0	93	124	124	380	0	480	
Arizona.....	2	15	17	173	190	97	122	159	39	39	126	31	89	126	481	609	
Arkansas.....	7	27	45	18	63	27	38	65	49	67	116	30	49	117	50	207	
California.....	3	60	1,123	1,001	2,124	1,268	1,011	2,279	2,452	1,323	3,775	1,629	1,927	3,556	6,472	11,734	
Colorado.....	2	62	765	1,583	2,348	1,732	1,535	3,267	1,900	3,255	5,155	1,418	2,112	3,530	6,201	11,482	
Connecticut.....	1	10	64	4	68	843	1,758	2,593	565	1,692	2,257	440	1,250	1,690	6,173	8,788	
Delaware.....	1	3	161	161	322	49	189	238	68	165	233	52	5	57	232	248	
District of Columbia.....	7	22	127	26	153	228	189	417	407	45	452	242	26	268	1,004	1,480	
Florida.....	9	15	48	2	50	62	2	64	224	5	229	54	11	65	115	1,119	
Georgia.....	8	24	34	34	68	33	2	35	53	43	96	43	43	163	20	408	
Hawaii.....	4	43	28	205	233	30	155	185	43	188	231	19	133	152	120	163	
Idaho.....	4	111	956	7,502	8,458	787	6,627	7,414	716	7,434	8,150	935	14,244	15,179	3,394	35,807	
Illinois.....	3	94	66	1,356	1,422	493	2,204	2,703	96	1,547	1,643	126	1,785	1,911	7,87	9,792	
Indiana.....	6	101	167	44	639	1,683	3,230	4,913	827	1,836	2,663	18	1,546	1,564	107	2,829	
Iowa.....	3	103	166	9	216	225	36	284	33	772	803	31	507	538	109	1,588	
Kansas.....	10	17	71	14	85	69	10	79	117	117	133	125	19	144	59	441	
Kentucky.....	4	23	27	164	191	146	22	169	408	10	418	249	15	264	967	96	
Louisiana.....	1	14	15	3,345	3,360	440	1,276	1,716	131	287	418	108	915	1,023	1,875	6,668	
Maine.....	1	20	21	285	306	194	978	1,479	1,457	271	947	459	142	601	2,398	3,484	
Maryland.....	1	16	17	3,907	5,063	9,960	3,362	6,338	3,100	2,549	5,649	4,023	1,954	5,977	14,482	28,124	
Massachusetts.....	4	86	90	759	5,071	1,205	4,151	5,356	2,589	4,705	7,295	1,006	3,542	4,548	5,559	23,029	
Michigan.....	0	84	102	1,500	1,602	127	1,531	1,658	811	9,290	10,361	321	3,891	4,212	1,361	17,563	
Minnesota.....	6	14	20	18	38	40	4	44	142	143	143	1	48	49	201	267	
Mississippi.....	8	104	501	52	553	520	433	953	580	147	727	133	533	666	1,664	2,849	
Missouri.....	2	43	64	611	675	1	624	625	4	628	657	1	654	654	8	2,550	
Montana.....	2	93	94	540	634	765	665	1,430	1	2,190	2,191	1	622	623	2	2,542	
Nebraska.....	1	17	17	72	89	3	92	101	4	97	101	1	70	71	6	4,117	
Nevada.....	1	11	12	1,310	1,448	44	1,938	1,982	28	707	735	91	329	420	301	3,264	
New Hampshire.....	2	21	23	419	4,799	189	4,313	4,502	1	3,347	3,543	854	3,153	4,007	1,668	4,585	
New Jersey.....	1	26	27	47	38	38	38	76	1	26	26	1	19	19	6	117	
New Mexico.....	1	76	76	2,907	17,519	20,326	2,973	11,458	14,431	2,786	10,160	12,946	3,384	9,207	11,900	60,804	
New York.....	4	15	24	21	10	31	9	40	2,786	10,160	12,946	3,384	9,207	11,900	48,344	106,106	
North Carolina.....	1	56	56	1	488	489	1	415	1	629	629	12	10	22	65	2	2,261
North Dakota.....	3	58	58	1	488	489	1	415	1	629	629	12	10	22	65	2	2,261
Ohio.....	5	84	124	2,786	4,010	1,106	1,948	3,048	1,283	2,738	4,021	2,104	5,400	7,504	6,716	18,583	

Oklahoma.....	2	219	2,046	2,265	22,973	64,703	87,676	20,989	53,035	73,954	23,488	64,106	87,594	22,551	63,294	85,845	89,911	245,158	353,089
Oregon.....	1																		
Pennsylvania.....	3																		
Puerto Rico.....	2																		
Rhode Island.....	1																		
South Carolina.....	5																		
South Dakota.....	4																		
Tennessee.....	22																		
Texas.....	1																		
Utah.....	22																		
Vermont.....	10																		
Virginia.....	6																		
Washington.....	8																		
West Virginia.....	6																		
Wisconsin.....	2																		
Wyoming.....	1																		
Total.....	219		2,046	2,265	22,973	64,703	87,676	20,989	53,035	73,954	23,488	64,106	87,594	22,551	63,294	85,845	89,911	245,158	353,089

B.—PETITIONS FOR NATURALIZATION FILED.

Alabama.....	5	11	13	27	2	29	22	4	26	49	51	585	55	585	683	555	683	8	691
Alaska.....	11	32	15	32	35	41	31	49	53	42	42	201	201	201	306	201	306	166	306
Arizona.....	2	6	15	6	4	17	8	4	12	15	43	12	66	66	37	66	37	35	44
Arkansas.....	3	44	13	13	4	17	8	4	12	7	7	7	1	1	1,533	1,209	1,533	2,878	4,411
California.....	3	60	60	326	714	1,046	1,046	673	1,311	388	1,116	446	1,185	1,185	2,444	1,209	2,444	4,099	653
Colorado.....	2	10	12	47	97	144	59	72	131	72	183	66	119	119	892	618	892	1,597	2,479
Connecticut.....	2	10	12	251	339	590	217	428	645	206	626	206	410	410	1	76	142	6	148
Delaware.....	1	3	4	19	1	20	18	4	23	30	30	75	1	1	1	1	1	1	1
District of Columbia.....	1	1	1	68	68	68	68	99	99	110	110	110	56	56	333	56	333	333	333
Florida.....	7	15	22	44	18	18	16	6	59	58	59	67	71	71	222	71	222	29	251
Georgia.....	9	16	24	18	18	18	16	16	16	27	28	316	28	316	317	317	317	2	379
Hawaii.....	8	46	8	46	5	46	15	15	15	12	23	23	23	23	96	23	96	24	98
Idaho.....	4	39	43	58	1	58	5	52	57	4	50	54	54	54	24	114	24	259	283
Illinois.....	4	111	115	180	1,688	1,838	277	1,770	2,047	250	1,930	1,688	2,180	1,688	4,635	6,724	1,766	10,023	11,789
Indiana.....	3	94	97	20	288	308	11	210	221	187	20	207	207	16	340	356	1,025	1,025	1,092
Iowa.....	6	103	107	20	180	206	16	296	312	18	246	284	284	11	284	284	61	1,022	1,083
Kansas.....	3	103	106	2	81	83	7	65	62	9	112	121	121	11	106	117	29	354	383
Kentucky.....	10	17	27	23	8	29	5	5	34	33	30	24	24	24	34	34	108	31	189
Louisiana.....	4	23	27	69	5	74	68	7	75	8	67	67	67	10	10	217	403	30	433
Maine.....	1	14	15	62	80	142	51	84	135	68	88	88	156	156	212	212	292	261	464
Maryland.....	1	20	21	79	40	119	100	67	227	63	115	133	166	166	435	166	435	192	627
Massachusetts.....	1	16	16	1,334	891	2,063	1,209	810	2,019	564	1,094	1,094	2,658	1,115	2,440	2,440	5,232	3,910	5,003
Michigan.....	4	90	90	145	924	1,069	117	1,035	1,152	269	1,063	1,063	1,322	1,322	1,194	1,462	799	4,206	5,143
Minnesota.....	6	98	94	39	461	50	50	506	596	187	1,337	1,337	1,624	1,624	1,212	1,377	441	3,516	3,957
Mississippi.....	6	14	20	13	3	16	12	3	15	15	3	6	6	6	13	13	40	16	62
Missouri.....	8	96	43	20	201	201	141	21	162	170	170	54	62	62	62	62	546	76	1,231
Montana.....	2	43	45	453	453	453	453	464	465	302	302	302	302	3	302	302	685	685	1,281
Nebraska.....	1	93	94	169	169	169	169	188	188	307	307	307	307	1	307	307	991	991	1,968
Nevada.....	1	10	17	1	1	1	1	31	31	31	31	31	31	1	31	31	144	144	803

TABLE 7.—Declarations of intention and petitions for naturalization filed and certificates of naturalization issued, fiscal year ended June 30, 1918, by States and Territories—Continued.

B.—PETITIONS FOR NATURALIZATION FILED—Continued.

State or Territory.	Number of courts.		First quarter.		Second quarter.		Third quarter.		Fourth quarter.		Total.					
	Fed-eral.	State.	In Fed-eral courts.	Total.	In Fed-eral courts.	Total.	In Fed-eral courts.	Total.	In Fed-eral courts.	Total.	In Fed-eral courts.	Total.				
													In State courts.	Total.	In State courts.	Total.
New Hampshire.....	1	11	14	109	123	6	98	104	11	235	24	184	228	55	626	681
New Jersey.....	2	21	118	1,314	1,432	108	1,394	1,502	71	1,335	221	1,409	1,630	518	5,452	5,970
New Mexico.....	4	26	27	19	46	16	18	10	9	3	3	18	18	3	62	65
New York.....	4	71	962	4,128	5,090	1,201	5,243	6,444	1,417	5,317	1,494	4,488	5,982	5,044	19,376	24,020
North Carolina.....	9	15	24	6	12	4	4	4	17	7	7	11	11	37	14	51
North Dakota.....	3	53	56	218	218	159	196	196	196	196	196	277	277	1,336	850	850
Ohio.....	5	84	69	482	778	344	478	822	323	527	373	699	999	2,113	3,449	3,449
Oklahoma.....	2	68	70	1	24	4	18	22	10	28	6	23	29	21	92	111
Oregon.....	1	36	37	30	191	221	331	39	278	222	245	222	245	131	963	1,114
Pennsylvania.....	3	64	67	2,019	1,360	1,734	1,300	2,940	1,662	1,227	2,899	1,813	3,068	7,228	5,078	12,306
Porto Rico.....	2	4	5	587	587	3	3	3	277	69	346	560	641	1,530	283	1,813
Rhode Island.....	1	4	12	68	594	267	55	322	11	11	12	12	11	14	2	46
South Carolina.....	5	7	12	10	10	11	11	11	11	11	12	12	14	12	44	576
South Dakota.....	1	64	65	151	156	12	121	123	13	147	150	150	143	10	364	465
Tennessee.....	6	13	21	100	280	167	106	273	180	134	314	1,082	100	1,029	440	2,069
Texas.....	22	93	117	180	64	88	88	88	102	123	175	557	4	574	341	862
Vermont.....	1	28	19	80	6	5	19	5	10	5	112	57	1	29	45	62
Virginia.....	1	10	10	64	67	53	53	53	53	53	53	53	53	229	270	270
Washington.....	10	16	28	37	323	203	418	263	263	263	517	287	288	522	400	874
West Virginia.....	8	31	43	145	176	95	95	95	95	95	95	95	95	108	141	179
Wisconsin.....	2	71	73	32	970	21	817	842	23	930	57	705	782	136	3,432	3,568
Wyoming.....	1	20	21	8	63	7	65	72	7	69	66	41	45	28	220	246
Total.....	219	2,046	2,265	16,195	23,992	7,254	17,351	24,605	8,170	19,416	27,568	12,121	22,112	35,342	75,074	110,416

C.—CERTIFICATES OF NATURALIZATION ISSUED.

Alabama.....	5	8	13	43	30	47	1	40	36	36	1,992	12	1,992	1,710	4	1,714
Alaska.....	11	2	15	30	30	47	47	47	2	112	114	114	114	203	2	203
Arizona.....	2	13	15	54	64	64	64	64	3	60	68	68	772	892	892	894
Arkansas.....	3	37	44	0	12	15	15	15	1	1	4	4	1,048	1,048	1,052	1,215
California.....	7	57	60	600	1,080	450	639	1,089	279	482	761	1,137	2,411	2,468	4,582	7,648
Colorado.....	2	60	62	57	141	94	135	229	21	57	78	59	61	231	394	625
Connecticut.....	2	10	12	83	396	340	269	698	187	280	90	327	417	700	1,252	1,952



It is evident that the large increase shown in the number of certificates of naturalization issued is because of the inclusion of those issued to the 63,993 soldiers naturalized at the various concentration camps, a subject to be considered at a later page of this report. On the other hand, the reduced number of declarations of intention filed shows that those papers are dispensed with in soldier naturalization. The actual mechanical and clerical work of assembling, binding, indexing, etc., of the petitions made up at the encampments naturally will require considerable time, and thus the number reported of such papers probably vary considerably from the actual number to be ascertained upon receipt of the duplicates.

TABLE 8.—Number of declarations of intention and petitions for naturalization filed and certificates of naturalization issued, fiscal years 1907 to 1918, with percentages of increase or decrease.

Year.	Declarations.				Petitions.				Certificates.			
	Papers filed.	Increase over previous year.		Papers filed.	Increase over previous year.		Papers issued.	Increase over previous year.				
		Number.	Per cent.		Number.	Per cent.		Number.	Per cent.			
1907 <sup>1</sup> .....	73,723			21,094			7,953					
1908 <sup>2</sup> .....	137,229			44,029			25,963					
1909.....	145,794	8,565	6	43,161	2,088	2.0	38,372	12,409	48			
1910.....	107,226	21,432	15	55,038	11,877	28.0	39,206	834	2			
1911.....	186,157	18,931	11	73,644	18,606	34.0	56,257	17,051	43			
1912.....	169,142	17,015	9	95,627	21,983	30.0	69,965	13,708	24			
1913.....	181,632	12,490	7	95,186	4,441	.5	82,017	12,052	17			
1914.....	214,016	32,384	18	123,855	28,669	30.0	105,439	23,422	29			
1915.....	245,815	31,799	16	106,317	17,538	14.0	96,390	9,049	9			
1916.....	207,935	37,880	16	108,009	1,692	2.0	93,911	2,479	3			
1917.....	438,748	230,813	111	132,320	24,311	22.0	94,897	996	1			
1918.....	335,069	103,679	24	110,416	21,904	17.0	151,449	56,552	60			
Total.....	2,502,486			1,008,696			861,819					
Increase, 1918 over 1908.....		197,840	144		66,387	151.0		125,486	483			

<sup>1</sup> Nine months only.

<sup>2</sup> First full year of 12 months.

<sup>3</sup> Decrease.

For the purpose of comparison of the results for each fiscal year since the establishment of the Naturalization Service there is presented the foregoing table. Here again notice is called to the fact that the 151,449 certificates issued include those issued to the soldiers under the recent act of May 9, 1918, and in making a comparison with the totals of such papers heretofore issued the latter must be deducted from said total.

It is much to be regretted that the bureau has again to report such a considerable number of clerks of courts who are habitually delinquent in making reports to it, as required by law, of business transacted in their offices.

TABLE 9.—Number of courts, by States and Territories, exercising naturalization jurisdiction and the number which are habitually delinquent in accounting for naturalization business transacted.

State or Territory.	Exercising jurisdiction.	Habitually delinquent.	State or Territory.	Exercising jurisdiction.	Habitually delinquent.
Alabama.....	13	8	Nebraska.....	94	13
Alaska.....	11		Nevada.....	17	4
Arizona.....	15		New Hampshire.....	12	
Arkansas.....	44	20	New Jersey.....	23	1
California.....	60	1	New Mexico.....	27	4
Colorado.....	62	16	New York.....	75	2
Connecticut.....	12		North Carolina.....	24	6
Delaware.....	4	1	North Dakota.....	56	
District of Columbia.....	1		Ohio.....	89	8
Florida.....	22	11	Oklahoma.....	70	31
Georgia.....	24	16	Oregon.....	37	
Hawaii.....	8	1	Pennsylvania.....	67	3
Idaho.....	43	5	Porto Rico.....	2	
Illinois.....	115	22	Rhode Island.....	5	
Indiana.....	97	18	South Carolina.....	12	3
Iowa.....	107	9	South Dakota.....	65	1
Kansas.....	106	8	Tennessee.....	21	8
Kentucky.....	27	13	Texas.....	117	35
Louisiana.....	27	14	Utah.....	29	6
Maine.....	15		Vermont.....	11	2
Maryland.....	21	10	Virginia.....	28	16
Massachusetts.....	17	2	Washington.....	43	2
Michigan.....	90	12	West Virginia.....	43	9
Minnesota.....	94	4	Wisconsin.....	73	
Mississippi.....	20	11	Wyoming.....	21	3
Missouri.....	104	28			
Montana.....	45	1	Total.....	2,265	388

This subject, which has been discussed at length in former reports, to which reference is made, presents difficulties which the bureau has been unable thus far to overcome. It can report, therefore, only the delinquencies and the difficulty resulting therefrom, and present accurate figures at the close of each fiscal year, or, in fact, within three months thereafter.

Number of clerks of courts compensated from one-half permitted to be retained from the fees collected.....	2,258
Number of clerks paid for from appropriations made as stated.....	56
<b>Total.....</b>	<b>2,314</b>

From the above it appears that three additional assistants to clerks of courts above the number allowed during the next preceding year were authorized by the department.

As stated in the last report, the request for additional assistant clerks is not infrequently occasioned by the incapacity of those already selected by the clerks of courts. The only limitation upon the last-mentioned officers in employing additional clerks is that imposed by section 13 of the act of June 29, 1906, which declares that in no case shall the allowance made to any clerk of court for this purpose exceed one-half of the gross amount of fees collected by said clerk of court during the current year. That inefficient persons are employed occasionally is shown by the wide discrepancy between the number of papers prepared per individual by the assistant clerks in the different clerks' offices as well as by the varying quality of their work.

The obvious remedy for this condition, in the absence of controlling legislation, is the exercise of care by the clerks to make such selections solely in accordance with the merit system.

TABLE 10.—*Appropriations for the field service, amounts allowed therefrom for salaries of assistants to clerks of courts, and number of such assistants, 1910 to 1918.*

Fiscal year.	Appropriation.	Amount allowed for salaries of assistant clerks.	Number of assistant clerks.
1910.....	\$150,000	\$8,598.92	19
1911.....	152,881	19,348.29	25
1912.....	175,000	30,344.30	32
1913.....	200,000	39,264.36	44
1914.....	225,000	52,129.65	47
1915.....	250,000	64,241.23	67
1916.....	275,000	60,016.94	64
1917.....	275,000	60,618.67	53
1918.....	305,000	61,618.46	56

From the foregoing table it will be seen that out of the \$305,000 allowed by the Congress for the field service and the compensation of additional assistants to clerks of courts, \$61,618.46 was disbursed for the last-named purpose. This leaves apparently a balance for maintaining the force of examiners of \$243,381.54.

#### WORK OF THE EXAMINERS.

In the next three tables is given a summary of the work of the examiners. All that the bureau reported a year ago in commendation of these highly efficient public servants it has found occasion, during the year in which additional burdens have been imposed upon them, to reaffirm, as it does here.

TABLE 11.—*Recapitulation of naturalization field work, exclusive of Hawaii and Alaska, during the fiscal year ended June 30, 1918.*

Naturalization district.	Examinations.		Investigations.					
	Petitions.	Declarations.	Petitioners.			Witnesses.		
			In person.	By correspondence.	Total.	In person.	By correspondence.	Total.
Boston.....	15,930	59,128	14,579	3,039	17,618	15,351	.....	15,351
New York.....	29,051	21,946	31,787	.....	31,787	63,537	.....	63,537
Philadelphia.....	675	1,989	15,619	.....	15,619	29,838	.....	29,838
Washington, D. C.....	26,613	12,000	24,164	1,400	25,564	48,378	2,750	51,128
Pittsburgh.....	15,071	15,000	14,585	15	14,600	29,170	30	29,200
Chicago.....	24,500	24,500	20,580	4,681	25,261	40,842	9,101	49,943
St. Louis.....	11,380	27,197	8,136	1,963	10,129	15,909	4,349	20,258
St. Paul.....	7,886	15,738	6,331	4,729	11,060	17,044	9,563	26,607
Denver.....	1,610	2,175	1,325	950	2,275	3,510	1,653	5,163
San Francisco.....	8,794	3,237	8,038	1,769	9,807	15,902	3,594	19,496
Seattle.....	8,783	6,779	4,236	4,353	8,639	8,635	8,635	17,190
Total.....	149,723	196,389	150,190	22,929	173,119	268,036	39,945	327,981

TABLE 11.—Recapitulation of naturalization field work, exclusive of Hawaii and Alaska, during the fiscal year ended June 30, 1918—Continued.

Naturalization district.	Court hearings.					Admissions.			Visits to offices of clerks of courts.
	Attended.			Unat-tended.	Total number of hear-ings.	Without objec-tion.	Over objec-tion.	Total.	
	In person.	By cor-respond-ence.	Total.						
Boston.....	254	67	321		321	19,531		19,531	506
New York.....	652	6	658		658	30,589	5	30,594	3,491
Philadelphia.....	277	4	281	6	287	11,564	17	11,581	566
Washington, D. C.....	331	287	618		618	24,764	75	24,839	521
Pittsburgh.....	504	47	641		641	13,266	5	13,271	1,763
Chicago.....	583	294	877	3	880	18,778	27	18,805	1,383
St. Louis.....	353	610	963	7	970	8,667	14	8,681	1,061
St. Paul.....	407	213	620	1	621	6,135	6	6,141	800
Denver.....	130	239	369		369	2,424	23	2,447	165
San Francisco.....	300	70	370	3	373	8,066	8	8,074	422
Seattle.....	275	316	591		591	7,132	27	7,159	553
Total.....	4,156	2,153	6,309	20	6,329	150,916	207	151,123	11,231

It is necessary only to compare the totals in the above columns with those given in the last report to show the increase in the labor performed. These figures, moreover, are exclusive of the activities of the field officers in connection with stimulating the operations of the State officers of public education in establishing night schools for the training of candidates for naturalization.

TABLE 12.—Recapitulation showing incoming and outgoing mail handled by field officers during fiscal year 1918, arranged by districts.

District.	Incoming.			Outgoing.			
	Un-regis-tered.	Regis-tered.	Total.	Original letters.	Form letters.	Card notices.	Total.
Boston.....	7,121		7,121	4,375	5,975	8,275	18,625
New York.....	52,573	375	52,948	27,721		22,453	50,174
Philadelphia.....	7,108	163	7,271	4,046	3,201	8,795	16,042
Washington, D. C.....	7,808	475	8,283	3,445	4,255	2,251	9,951
Pittsburgh.....	9,573	150	9,723	8,706	965	3,146	12,817
Chicago.....	( <sup>1</sup> )	( <sup>1</sup> )	34,527	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	37,023
St. Louis.....	28,466	54	28,520	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	48,514
St. Paul.....	20,698	150	20,848	10,468	14,590	2,252	27,310
Denver.....	10,799	68	10,837	6,464	12,163		18,627
San Francisco.....	11,587	27	11,614	5,497	7,997		13,494
Seattle.....	18,427	51	18,478	6,104	14,574	47	20,725
Total.....	174,130	1,513	210,170	76,826	63,720	47,219	273,302

<sup>1</sup> Not reported in detail.

The above table varies slightly in form from that given last year, as it fails to show the grand total of incoming and outgoing mail, which for the year under consideration amounted to 483,472 pieces, or an excess over the report made last year of 20,567 pieces.



TABLE 13.—*Economy resulting from the use of mileage books and traveler's scrip.*

Naturalization district.	Miles traveled on mileage.	Cost of mileage.	Value of scrip used.	Cost of scrip.	Actual cost of travel.	Tariff rate.	Amount saved.
Boston.....	31,010	\$697.72	.....	.....	\$697.72	\$826.82	\$129.10
New York.....	2,995	67.39	.....	.....	67.39	82.23	14.84
Philadelphia.....	29,791	670.30	.....	.....	670.30	720.02	49.72
Washington, D. C.....	40,904	819.58	\$1,016.61	\$847.10	1,666.98	2,041.46	374.48
Pittsburgh.....	35,263	793.42	.....	.....	793.42	868.91	75.49
Chicago.....	3,767	84.76	.....	.....	84.76	91.53	6.77
St. Louis.....	291	6.55	1,002.48	940.92	947.47	1,009.54	62.07
St. Paul.....	52,673	1,185.14	.....	.....	1,185.14	1,352.62	167.48
Denver.....	12,863	289.42	192.15	185.98	475.40	576.86	101.46
San Francisco.....	.....	.....	1,090.25	963.45	963.45	1,090.25	126.80
Seattle.....	52,968	1,324.70	.....	.....	1,324.70	1,610.85	286.15
Total.....	262,635	5,939.28	3,301.49	2,937.45	8,876.73	10,271.09	1,394.36

## WORK IN THE BUREAU.

So far as a conclusion can be reached as regards the mere amount of work performed in the bureau by the volume of mail handled, some idea may be conceived from a consideration of the figures given in the next table.

TABLE 14.—*Volume of mail handled by the Bureau of Naturalization, fiscal years 1916, 1917, and 1918.*

	1916	1917	1918				Total.
			First quarter.	Second quarter.	Third quarter.	Fourth quarter.	
<b>Incoming mail:</b>							
Unregistered pieces.....	167,616	175,741	38,094	35,415	39,698	41,103	154,310
Registered pieces.....	17,837	20,519	4,522	5,131	5,041	4,969	19,693
Total.....	185,453	196,260	42,616	40,546	44,739	46,102	174,003
Average per working day.....	624	692	598	543	597	622	590
<b>Outgoing mail:</b>							
Letters.....	35,374	36,805	8,892	10,508	7,552	7,916	34,898
Form letters.....	484,061	461,046	55,883	92,304	85,453	90,844	324,484
Petition notices.....	16,855	18,285	3,806	3,020	2,119	2,304	11,251
Total.....	536,310	516,136	68,583	105,832	95,124	101,064	370,603
<b>Average per working day:</b>							
Letters.....	119	125	125	141	101	107	118
Form letters.....	1,627	1,563	784	1,235	1,139	1,225	1,099
Petition notices.....	57	62	53	40	28	31	38
Total.....	1,803	1,750	962	1,416	1,268	1,363	1,255

The inference drawn, however, is subject to the qualification that the actual labor expended is dependent upon the character of the mail. Many of the letters are form letters, and of the average 118 letters written on each working day there is a wide variation from brief communications of, or requests for, information to rather elaborate arguments upon questions of legal construction. It is not possible, therefore, to gain more than a mere approximation to the work disposed of from consideration of the foregoing table, as well as those hereafter presented under this caption.

The next table is one of peculiar interest in view of the existing state of war. It shows that requests to the number of 3,805 were

made for the issuance of certificates of naturalization to replace originals alleged to have been irretrievably lost or destroyed. The number of applications of like character in the next preceding fiscal year was 1,933. This sudden heavy increase at once suggested the necessity for the exercise of greater caution, since there is neither much risk nor much difficulty in the use of such papers to establish a false claim to citizenship, and the temptation to resort to this means of escaping the operation of executive exclusion of alien enemies from certain areas is very great, to say nothing of a more sinister use of such a counterfeit status by actual enemy plotters. Accordingly, more care was exercised in scanning evidence of the loss or destruction of certificates, and in the case of those who had formerly been subjects of the countries against which the United States is now at war, the applicant was required to show the specific necessity which impelled his application for it now, leaving the department to determine whether the evidence justified at the time a compliance.

That the bureau was not overzealous in this respect, it may be stated that a report from one of its examiners was to the effect that one small court had issued something like six substitute certificates of naturalization, from its record made prior to the enactment of the present law, in one year.

Naturally this policy aroused resentment, in one case the judge of a State court insisting that the laws of his State expressly provided for the issuance of properly authenticated copies of the record of its courts, and that the action challenged was not only unauthorized, but a violation of the State law. The bureau was unable to enlighten the judge, but it has continued, without relaxing, to guard the public interest and safety in the respect indicated.

TABLE 15.—Statement showing number of requests for dates of arrival and number of requests for certified copies of naturalization papers under Rule 17 of the Naturalization Regulations, listed by months for the fiscal year 1918.

Month.	Requests for date of arrival.			Requests for certified copies of lost or destroyed papers.		
	Certificates of arrival.	Verifications of arrival.	Total.	Certificates of naturalization.	Declarations of intention.	Total.
July.....	4,064	49	4,143	173	806	981
August.....	3,475	25	3,500	141	516	657
September.....	2,969	41	3,040	146	451	597
October.....	3,474	30	3,504	167	377	544
November.....	3,756	11	3,767	139	449	588
December.....	4,278	2	4,280	361	611	972
January.....	4,206	1	4,207	454	781	1,185
February.....	4,491	3	4,494	557	986	1,543
March.....	6,049	2	6,051	635	776	1,411
April.....	5,688	2	5,690	538	762	1,300
May.....	5,580	10	5,590	309	714	1,023
June.....	4,812	15	4,827	185	609	894
Total.....	52,902	191	53,093	3,806	7,880	11,685
1917.....	61,878	697	62,575	1,933	7,324	9,257
1918.....	52,902	191	53,093	3,806	7,880	11,685
Decrease, 1918.....	8,976	506	9,482	.....	.....	.....
Increase, 1918.....	.....	.....	.....	1,872	556	2,428

<sup>1</sup> Out of the total of 3,805 requests for copies of lost or destroyed certificates of naturalization, 1,367 were for copies of certificates issued since Jan. 1, 1914.

It is most gratifying to be able to report, in one branch of the bureau's work, the opposite of a state of growing arrearage. This is shown in the next table, reporting the settlement of the fee accounts of clerks of courts, from which it will be observed that very few accounts for former years were handled during the period under consideration.

TABLE 16.—*Number of fee accounts handled during the fiscal year 1918, classified by fiscal years to which they relate.*

	1911	1915	1916	1917	1918	Total.
Transactions.....	1	11	23	2,183	4,979	7,207
No transactions.....				969	1,231	2,200
Total.....	1	11	23	3,157	6,210	9,407

Besides the settlement of fee accounts, there were disposed of during the year 2,756 expense accounts of this character and payable from the appropriations respectively indicated in the next following table.

TABLE 17.—*Number of accounts handled during the fiscal year 1918 for which the expenditures were chargeable against the appropriations named.*

Item.	Appropriation to which chargeable.	Number of accounts.
Office salary pay rolls.....	Salaries, Bureau of Naturalization.....	107
Do.....	Miscellaneous expenses, Bureau of Naturalization, 1918-19.....	13
Field salary pay rolls.....	Miscellaneous expenses, Bureau of Naturalization.....	403
Do.....	Miscellaneous expenses, Bureau of Naturalization, 1918-19.....	27
Suspensions.....		126
Telephone.....	Miscellaneous expenses, Bureau of Naturalization.....	154
Rent.....	do.....	13
Additional assistants to clerks of courts.....	do.....	223
Telegraph.....	do.....	34
Railroad company vouchers.....	do.....	565
Registry receipt vouchers.....	Contingent expenses, Department of Labor.....	87
Contingent items.....	Miscellaneous expenses, Bureau of Naturalization, 1918-19.....	54
Miscellaneous.....	Miscellaneous expenses, Bureau of Naturalization.....	11
Field travel vouchers.....	do.....	847
Do.....	Miscellaneous expenses, Bureau of Naturalization, 1918-19.....	79
Total.....		2,756

It should be explained that the four items chargeable to "Miscellaneous expenses, Bureau of Naturalization, 1918-19," represent expenditures made not under authorization of any regular annual appropriation bill but from the appropriation given in the act of May 9, 1918, to carry into effect its provisions.

The next table shows the annual accretion to the steadily mounting items of work in arrears, which, though reported annually, does not yet seem to have been expressive enough to secure the only remedy for such a condition. It would seem, perhaps, a peculiarly ill-chosen time, now when the Government is providing for so many demands

of a more immediate and exigent nature, to hope for more clerical assistance, since the need was not recognized and supplied in times of peace. The bureau can only report the fact and continue to make the best it can of the means heretofore provided by the Congress.

TABLE 18.—*Arrearages in office work.*

July 1—	Naturalization papers to be examined.			July 1—	Naturalization papers to be examined.		
	Declara- tions.	Petitions.	Certifi- cates.		Declara- tions.	Petitions.	Certifi- cates.
1911.....	86,000	8,000	118,000	1915.....	397,899	1,092	421,563
1912.....	256,690	9,700	187,965	1916.....	21,148	15,166	466,130
1913.....	268,090	7,292	261,226	1917.....	247,373	24,482	480,553
1914.....	350,267	3,849	361,389	1918.....	628,713	15,390	578,944

An important and exacting feature of the bureau's work is the examination and approval, either amended or as submitted, of requisitions for stationery and miscellaneous supplies. Considering the vast number of naturalization blanks to be used in the offices of the several thousand clerks of courts and the stationery required by the bureau and by each of its 11 chief examiners, it may easily appear that the duty of passing upon requisitions is in a high degree one of a wise economy in public expenditures.

*Statement showing requisitions handled in bureau during fiscal year 1918.*

Requisitions for stationery supplies and envelopes, purchased from contingent allotment of bureau:	
Bureau.....	68
Field.....	132
Requisitions for stationery supplies, purchased from appropriation "Miscellaneous expenses, Bureau of Naturalization, 1918-19":	
Bureau.....	16
Field.....	15
Requisitions chargeable to printing and binding allotment.	
Bureau.....	72
Field.....	28
Clerks of courts.....	5,437

Common experience along the same lines renders it hardly necessary to say more than that the efficiency of the bureau has been seriously decreased by its loss for military service or employment in administrative offices which have grown out of war conditions of many of its most capable and highly trained men. The same difficulties and expenditure of work to fill the vacancies thus made as others have gone through has diverted much time and energy of the bureau officers from their regular duties to this labor of finding clerks—not too competent—and persuading them to accept service.

Some slight relief has come to the bureau through the act of May 9, 1918, by means of which it has secured for present emergencies the services of the clerks and examiners, shown in the following table, additional to those contained in the "statutory roll" as reported a year ago.

TABLE 19.—*Official force of the Bureau of Naturalization.*

In Washington:			
Commissioner.....		1	
Deputy commissioner.....		1	
Chief clerk.....		1	
Chief examiner.....		1	
Assistant chief examiner.....		1	
Examiners.....		2	
Chiefs of divisions.....		2	
Chiefs of sections.....		2	
Clerks.....		70	
Messengers.....		5	
Skilled laborer.....		1	
		87	
In the field:			
Chief examiners.....		11	
Examiners.....		62	
Examiners (temporary).....		81	
Clerks.....		17	
Clerks (temporary).....		30	
		201	
Clerks of courts.....		2,265	
Additional assistants to clerks of courts.....		58	
		2,321	
Total.....			2,609

Since the last annual report 74 examiners and 34 clerks have been added to the number reported then, and the list now stands as follows:

Chief examiners.....	11
Examiners.....	62
Examiners (temporary).....	81
Clerks.....	17
Clerks (temporary).....	30
Total.....	201

The total expenditures on account of this field force of 201 examiners and clerks, including salaries, traveling, rent of quarters, telephones, subsistence when absent from official stations, stationery and printing, and other minor miscellaneous items, aggregate \$235,966.83. The appointment of the additional temporary examiners and clerks was made late in the fiscal year to provide for naturalization of soldiers at the concentration camps under the provisions of the act of May 9, 1918.

#### AMERICANIZATION ACTIVITIES.

Since June 30, 1917, the greatest imaginable reaction has begun throughout the United States upon many subjects. This reaction has been caused by the increased feelings of loyalty which the events of the war have brought uppermost in the minds of the citizenry of the country. Patriotism has been quickened all along the line. The sense of individual responsibility has been brought to the fore. Communities have banded together in every conceivable manner to lend their support and do their bit in a large way in the maintenance of the war for democracy.

Front and foremost above all these activities that are of an enduring character is Americanism. Americanism has evidenced itself in the unity of the Nation upon the main issue. It has stamped itself upon all the activities for the maintenance of the war. It has stirred up the very roots of the national entity, and again demonstrated that in a democracy, and in a democracy alone, can the highest ideals of self-government be manifested.

As one great family the people of America have suddenly become cemented. Peoples of all nationalities and of all races have voluntarily welded themselves into a single gigantic potential force for the maintenance of those principles upon which this Nation has been built.

Out of all of this has come the thought of looking to the foundation of this political structure. Is the citizenry of this country, as it is being added to, receiving the material necessary to go into this foundation? The question has not been confined to those who come into the new structure by the process of naturalization. It contemplates with equal clearness of vision those who come into citizenship responsibilities by the right of birth. The test is being applied to both: Are they Americans in spirit as well as in form? Do those who claim the right of citizenship as a heritage receive the training adequate to the assumption of the responsibilities of that highest of all professions, the profession of self-government? The environment of the children of the land has been closely scrutinized. American eyes with the American conscience and American patriotism have been viewing the situation over, inspired by a sense of not only loyalty to the Nation but of protection of the rights of those who in the law are still infants. What has been found? Section after section of the country has been disclosed as being under the domination not of American institutions of government but of the most inimical forms of foreign autocracy. In many cities children by the thousands have been found who have not been allowed the inherent right to speak in the schools of their training in the English tongue. They have been taught in a foreign tongue. They have been disciplined for failure to use the foreign tongue. They have been trained to sing the patriotic airs of countries other than the country of their birth. They have been taught so that they would grow up to a firm conviction that righteous government alone could be achieved by some other form than that which is here created and carried on by all of us.

Judicial and legislative notice has been taken of this situation. Legislative bodies of all degrees of influence and authority have arisen and denounced it. The natural, and in this instance the proper, characterization has been given to this state of affairs. A repudiation has resulted throughout the length and breadth of the land. The voice of protest has been raised, demanding a complete extermination from the ranks of the secondary schools of the teaching of any other than our native language. To institutions of higher learning must remain the instruction in the German language to enable it to be read. The necessity for the study of other languages for research purposes in the sciences may be held necessary; but for four years practically no scientific literature has come to this country from the central European powers at least, and during the last 18

months, notwithstanding this lack of supply from that source, which is extolled by certain minds as the only source from which scientific guidance may come to this country, America has equaled if not out, stripped the Central Powers in scientific achievement. The extraction of nitrates from the atmosphere for munitions and other purposes and the scientific combination of gases to combat the poison-lachrymal, and other gases destructive of human life and gases to render these agents of human destruction innocuous have been most successful.

Since this Nation has been at war with the German Government, without the aid of that country and with no access to its recent literature—for there is none that is open to the public—our scientific research and development in industrial enterprise have made such strides that this country is ready to engage extensively in these varied arts as soon as the plants now engaged in the manufacture of munitions can be relieved to turn to the pursuits of peace. If the powers that have been set in motion and have accomplished these results retain their vigor after the war, America will retain the position in the scientific world as well as in the moral world, in which latter it is to-day the political leader among the family of nations.

Regarding those who are coming into the political foundation of the Nation by the process of naturalization, no less thoughtful and patriotic consideration has been given. The influence started by the President by his address at the memorable reception to the 20,000 newly made and older citizens at Philadelphia on May 10, 1915, has grown in strength and been developed by the progress of events since that time. As stated in the annual reports heretofore, this speech is the keynote for all the Americanization work since that time. For the purpose of focusing the attention of the American public upon this great necessity of a greater Americanization the waves of influence put into motion by the President in that and other addresses never have ceased to be felt. The Americanization committees organized as the immediate result of that reception predicated their organization upon the expressions of the President. Americanization gatherings of some character have been held in nearly every community in the United States. From large mass meetings to small committee meetings has been sent broadcast propaganda containing Utopian ideas impractical of accomplishment, along with sane and practical plans, of which many have been inaugurated with success. In less than three months after the Philadelphia utterances referred to the public schools responded to the appeals of this bureau for the organization of classes to teach the foreigners who are candidates for citizenship. Each year has witnessed an increase in the number of classes formed for this purpose. These classes have been stimulated by the ever-increasing interest of the public. The daily and periodical press has devoted many columns to the stimulation of Americanization and Americanism. Committees have been organized in practically every community of the United States, including State and county organizations, all of which are both directly and indirectly aiding the Bureau of Naturalization and the public schools in the accomplishment of this great purpose. Each year there has been an increased resounding of the note Americanism. Educators have been intently striving to meet the responsibilities which this movement of

the Bureau of Naturalization has thrown upon them. Chambers of commerce have organized Americanization committees extensively, so that there is scarcely a commercial or business organization of the Nation that is not represented. These organizations no longer retain a formal character. In increasing numbers they are now assuming a potential, active forcefulness which is both indicative of the realization of the vital nature of Americanization and of the original purposes of the organization. Accomplishment of the purposes of the organizations for Americanization work appears now to be gripping the members of these organizations, whereas heretofore the ideal has been the influence bringing them together. Churches also have gone beyond the ideal. They are organizing definite programs for personal Americanization work by both the ministry and the laity regardless of denominational lines. All of these forces are and have been in direct touch with the Bureau of Naturalization from time to time since, in 1915, on the occasion referred to, the wave of Americanism began to extend over the country from the City of Brotherly Love, the seat of American Independence. At this reception the presiding officer, Mayor Rudolph Blankenburg, a native of Germany, a naturalized American citizen, presided. Mayor Blankenburg stated, when the reception was proposed to him by an official of the Bureau of Naturalization, that he was proud to be an American; that he felt he was a better American than some who by the accident of birth were born on American soil, because he chose to be an American. Rudolph Blankenburg was naturalized exactly five years after the day he arrived in the United States. On the occasion of that reception there were four citizens of the United States who addressed the gathering; two of these were native-born Americans and two first saw the light of day in other countries. Such a union of forces addressed to such ideals as are to be found in the word Americanization could but result in the nation-wide fruition of to-day. America is dedicated to its own Americanization, and is manifesting that dedication through every avenue of speech and activity.

The public schools of the United States have had a complete recognition of their work in many ways. The Americanization features of the National Education Association convention in Portland, Oreg., in 1917, were pronounced most fruitful both in effective demonstration and later results. Its convention at Pittsburgh in 1918 subordinated all other subjects to that of Americanization. In fact, the Pittsburgh convention of the National Education Association was characterized as an Americanization convention of school people.

Judicial recognition was referred to in the last annual report in the continuance of 31,210 petitioners for naturalization, largely on the ground of ignorance and unfitness to assume the responsibilities of American citizenship. A further recognition of this national undertaking of the public schools with the Bureau of Naturalization in upbuilding the citizenry of the country is found in the continuance during the year under review of 46,519 petitioners by the courts for the same cause.

This indicated clearly the crying need for the equipment of the public schools and the perfection of the social organization of each community, so that these thousands of seekers after American citizenship might become fitted for that privilege. Heretofore 75 per cent



of the applicants for naturalization have been ascertained to be below the standard, which will mean an addition of a virile force to the body politic. Since 1906 there have been 861,819 who have been admitted to citizenship upon direct application, and an equal number of wives and children have derived citizenship from the act of the petitioner. Following this average through, and the average has been higher down to and including the last fiscal year, it will be seen that about 1,250,000 have had the title of citizenship conferred upon them without justifying the Nation in any belief that its ability for self-government has been increased thereby. Surveys have been made from time to time to ascertain the participation in the various rights of American citizenship by native and foreign born citizens. In one large city a survey showed that of the first 7 prominent business men approached none had registered. Of the 80 preachers who were requested to state whether they had voted or registered, 12 had registered and 6 of them had voted. Among the foreign-born citizens and newly naturalized 97 per cent had registered and voted. Such surveys as this show the vital necessity of supporting the public schools in their endeavors to perfect their cooperative efforts with this bureau. There were 151,449 petitioners admitted during the last year; 63,993 of these were soldiers, leaving 87,456 who received citizenship under the general provisions of the law, with 46,519 whose petitions were deferred because of insufficient knowledge to enable them to be other than citizens in name only. The excess of petitions above the 151,449 represents those filed prior to July 1, 1917, and which were deferred upon hearing after that date.

The cause of the increased number of refusals by the court to admit the candidate for citizenship upon the first hearing of his petition is due to the fact that a larger number of the judges of courts who exercise naturalization jurisdiction give recognition to the courses which the public schools are adopting and standardizing under the joint relationship between them and the Bureau of Naturalization authorized by Congress. Prior to May 9, 1918, this relationship was the natural outgrowth of the authority of the Bureau of Naturalization over all matters concerning the naturalization of aliens. There is no other governmental agency that has or can have the contact with the alien population of the entire Nation which the Bureau of Naturalization has in its relations with the candidates for citizenship. This general authority, in the estimation of the bureau, was wholly adequate to the purpose, but in the view of many cooperating with it was felt not to be a satisfactory recognition of so momentous a subject as citizenship. This spirit was expressed by school men and school women, by the judges of the courts of naturalization, by numberless organizations of all kinds, and by legislators, both State and National. The natural result of this united expression of thought among truly American institutions has been met by a law specifically recognizing this national undertaking and patriotic endeavor of the public schools to cooperate with this bureau, authorizing the bureau to continue its work and to promote the training and education of the candidates for citizenship by the public schools.

For years the public schools have appealed to this bureau for a standard course in citizenship instruction. These appeals came con-

currently with the pledge of the superintendents of schools to organize classes for teaching the millions who are coming into American citizenship. Acting under this general authority, and to meet the need so urgently and insistently presented, the public schools were requested to furnish the material for such a book of instruction. Before this book was ready for publication Congress authorized, by the act of May 9, 1918, its distribution and the payment for its publication out of the naturalization fees paid into the Treasury of the United States by the aliens seeking citizenship. At the same time that Congress gave this authority to the Bureau of Naturalization it also authorized it to promote—by carrying on in the public schools the Americanization work which it had undertaken under the general authority of Congress—the training and instruction in citizenship responsibilities of applicants for naturalization.

There is abroad now throughout the land, as shown by many of the leading articles in the press, both daily and periodical, a definite conclusion that there should be a central bureau of the Federal Government whose function and province should be the assimilation, through duly authorized State and municipal agencies, of the entire foreign population, in so far as the permanent foreign-born resident is concerned. It is believed that this demand will result in favorable legislative action. A bill (S. 4792) for the creation in the Department of Labor of a Bureau of Citizenship and Americanization has been introduced by Senator William H. King, of Utah. The bill has for its objective not only the assimilation of foreigners who have established a permanent residence within the Nation but also to arouse within the minds of all citizens and permanent residents a higher regard for the privileges and responsibilities of American citizenship. Such an enlargement of the Bureau of Naturalization can be effected at a minimum expense, and in so doing avoid that bane of all governmental organization, the overlapping of functions, the duplication of work, and the consequent perpetuation in a new organization of features of the governmental organizations heretofore created—a situation every administrative officer strives to his utmost to avoid. This bill has been approved by the Secretary, as shown by the accompanying copy of letter:

DEPARTMENT OF LABOR,  
OFFICE OF THE SECRETARY,  
Washington, September 12, 1918

MY DEAR SENATOR: Your letter of the 5th instant has been received, with which you forwarded a copy of the bill (Senate No. 4792) introduced by you "to establish in the Department of Labor a Bureau of Citizenship and Americanization, for the Americanization of naturalized citizens, and for other purposes."

You state that you have felt for some time that the scope of the Bureau of Naturalization should be enlarged, and that it has become quite apparent, and made more manifest since the war began, that we have failed somewhat in our duty towards those who have come from other lands and sought homes in this Republic, and that some measures should be adopted to instill the spirit of our institutions of government into the minds of those who permanently reside in this country. You also express the belief that the Department of Labor is better equipped than any other agency of the Government to carry on the work so necessary to the Americanization of those who seek citizenship in our land, and express a desire to have the views of this department upon the measure which you have submitted.

The Bureau of Naturalization is now carrying on a portion of the work contemplated by this bill, through the cooperation of the public schools, in nearly 2,000 cities and towns throughout the United States. Your conclusion appears, therefore, to be

correct, since the Bureau of Naturalization of this department is already equipped for this work by specific legislative provisions in the naturalization law. As no other governmental organization has been authorized by law or could be created to exert the same nation-wide activity along these lines without the appropriation of a large sum of money, it would seem to be in the interest of governmental economy to enlarge the scope of this bureau rather than to create elsewhere what must necessarily in some sense be a duplicate organization.

The measure has been carefully considered and the attainment of its objects and purposes, the betterment of the citizenry, will undoubtedly result, both among the native and foreign born. Not only will this be true of the body politic, but it should serve the purpose of the assimilation into that body of a more enlightened membership from among the foreign-born seekers after American citizenship by naturalization. It should also serve to stimulate local interest in the betterment of the conditions throughout the country of the permanent residents of foreign birth and enable the latter at an early date to achieve their natural goal, which, it is believed, is the establishment of an American home for themselves and their children and uniting with their neighbors in the responsibilities of American citizenship.

In approving, therefore, the main objects of the proposed legislation, it should be understood that the question of reorganization of the Bureau of Naturalization of this department along the lines proposed is one of policy to be determined by the legislative branch of the Government. The extension of naturalization jurisdiction to the United States District Court of the Panama Canal Zone is also one which should be given careful legislative consideration in order that its desirability may be fully determined before the final inclusion of this provision in the bill.

Certain minor amendments have been indicated with the return of the measure, which are shown in the new draft.

Very truly, yours,

W. B. WILSON,  
*Secretary.*

HON. WILLIAM H. KING,  
*United States Senate, Washington, D. C.*

Another authority which Congress conferred upon the bureau in aid of the national undertaking in Europe was a new code of procedure by which recognition should be given to certain foreign residents of the country. This recognition consisted in a code of procedure that eliminated the delays so necessary in the general provisions of the naturalization law. The requirement for posting petitions for naturalization for at least 90 days before the court could acquire jurisdiction of them for the purposes of admitting the applicant to citizenship was so changed as to admit of the hearing of the petition for naturalization filed by members of certain enumerated exempted classes without any delay, the time for hearing being dependent only upon the convenience of the court.

The act of May 9, 1918, authorized petition for naturalization and immediate hearing for any alien who serves in the military or naval branches of the Government, upon any United States vessel, any vessel of the American merchant marine, or anyone honorably discharged from the National Guard of any State, Territory, or the District of Columbia, within six months after honorable discharge therefrom. It repealed the provisions of the law that previously extended the right of an alien to petition for naturalization after an honorable discharge from the military or naval branches of the Government at any time after such honorable discharge, and with few exceptions reduced the period of time to six months after such service and honorable discharge. The provisions of the law heretofore existing were saved to those holding honorable discharges from the military service where the service was performed prior to January 1, 1900. This provision was included in the law for the distinct purpose of preserving

to the veterans of the Civil and Spanish-American wars the rights which previously had been given to them. The number of aliens now holding discharges from military service prior to the date stated who have not applied for and received American citizenship is small and constantly being reduced.

To accomplish the provisions of this code of procedure it was necessary to create a corps of examiners to aid in the administration of a new statute under conditions wholly strange and different from those ordinarily prevailing. The law requires, very properly, that each candidate for naturalization whose immediate hearing is contemplated shall appear before a representative of this bureau before filing his petition for naturalization. This particular provision has made it possible for the machinery of the law to operate with the minimum of friction. Indeed, there has been no friction at any point in this new code. The War Department presented the largest number of candidates for naturalization under the new law. Their location and distribution was general throughout the United States, extending from points in Maine throughout the country to the Pacific coast, in the various cantonments, Army camps, posts, and military stations. So insistent was the demand for immediate action to naturalize the soldiers of foreign birth in our ranks in order to enable units to move solidly and prevent dismemberment that the bureau detailed immediately such of its experienced officers as it could spare to take immediate charge of instructing the newly appointed examiners, even though their removal from their regular stations resulted in embarrassments to courts, court officials, and thousands of candidates for naturalization under the general provisions of the law. From various sources throughout the United States men qualified in law and typewriting were nominated by citizens interested in accomplishing this great need for our military forces. In less than two weeks the process of naturalization had begun in many of the cantonments, and by the end of June 63,993 soldiers had become entitled to all of the rewards of the American soldier by having citizenship conferred upon them. The necessity for this legislation was clearly shown by the report of the Provost Marshal General, from which it appears that there were 123,277 soldiers not naturalized. This total comprised 76,545 foreigners who had not declared their intention and 46,732 declarants. These foreign-born residents of the United States, nondeclarants and declarants, had not claimed exemption from military service because of their alienage; but unless he could claim full American citizenship none of them, however valiantly he might fight, could receive a commission as an officer, which is the laudable ambition of every soldier.

TABLE 20.—Soldiers naturalized, by States, under the seventh subdivision, act May 9, 1918, fiscal year ended June 30, 1918.

	Number in Federal courts.	Number in State courts.	Total.
Alabama.....	1,581		1,581
Arizona.....	467	289	756
Arkansas.....	134	1,056	1,190
California.....	940	2,711	3,651
Colorado.....	18		18
Delaware.....	161		161
District of Columbia.....	954		954
Florida.....	326	93	419
Georgia.....	3,117		3,117
Illinois.....	365	2,119	2,484
Indiana.....	450		450
Iowa.....	90	1,133	1,223
Kansas.....		1,877	1,877
Kentucky.....	338		338
Louisiana.....	143	159	302
Maryland.....	1,298	173	1,471
Massachusetts.....	15,085		15,085
Michigan.....	29	3,321	3,350
Minnesota.....	584		584
Mississippi.....		362	362
Missouri.....	190		190
Nebraska.....	752		752
New Jersey.....	2,688	2,896	5,584
New Mexico.....		1,067	1,067
New York.....	499	4,511	5,010
North Carolina.....		553	553
Ohio.....	2,106	1	2,107
Oklahoma.....		1,027	1,027
Oregon.....	229	84	313
Pennsylvania.....	246	271	517
Rhode Island.....		684	684
South Carolina.....	819	3,471	4,290
Tennessee.....	25		25
Texas.....	4,449		4,449
Utah.....	88		88
Vermont.....	457		457
Virginia.....	2,344	1,771	4,115
Washington.....	2,920	260	3,180
West Virginia.....	52		52
Wisconsin.....		169	169
Wyoming.....		1	1
Total.....	33,944	30,049	63,993

:Approximate.

In conducting this naturalization work in the Army camps too much praise can not be given to the cooperation which the officers of the Army gave to the Naturalization Service. In every camp, Army post, and station the commanding officer invariably detailed a sufficient number of soldiers, qualified in a clerical capacity, to perform the duties of filling in the necessary forms, preparing the affidavits, and transcribing the subject matter into the petitions for naturalization and certificates of naturalization. If it had not been for the aid which the Army rendered in this work it would have been impossible to have accomplished the naturalization of these soldiers of foreign birth. The number of soldiers detailed is shown in the accompanying table. It is estimated that it would have cost in the neighborhood of \$41,096 to secure the services of clerks in civil life to perform this work. The amount estimated as necessary to the employment of these clerks and shown in the reports of the Senate and House Committees on Immigration and Naturalization was \$152,300 for salaries and \$39,500 for traveling expenses. The soldier naturalization work completely disrupted the other naturalization work that arose in the courts under the general provisions of the naturalization law, almost

the entire force of naturalization examiners being necessary for the task. The soldiers naturalized were those between the age limits of 21 and 31. If, as seems likely, Congress changes the age limits both down and up, it will cause at once an additional burden for the Naturalization Service and undoubtedly will necessitate increased appropriation for a larger number of naturalization examiners. The report of the Provost Marshal General gives a possibility of 487,713 aliens under the first age limitations, and it is believed that this will be more than doubled when the Army has been recruited to its maximum.

TABLE 21.—Statement showing work incident to naturalization of alien soldiers in Army posts and camps, number of men detailed from the camps to aid in the work, and the amount in salaries saved to the Government by using the soldiers in place of appointing special clerks.

Naturalization district.	Army posts and camps.	Hearings in Army camps.	Cases referred by exemption boards to determine citizenship status.	Number of cases refusing or repudiating citizenship (approximate).	Average number of soldiers detailed for Army naturalization work in camps, daily, for the period during the last half of May and month of June, 1918, and amount saved in clerical salary thereby.	
					Number of men.	Amount saved in salary.
Boston.....	25	8	1,059	( <sup>1</sup> )	55	\$8,200
New York.....	12	51	40,000	300	19	2,850
Philadelphia.....	13	24	1,637	9	32	5,075
Washington, D. C.....	199	103	556	( <sup>1</sup> )	44	7,333
Pittsburgh.....	11	16	2,498	( <sup>1</sup> )	9	1,317
Chicago.....	10	43	3,751	750	29	4,527
St. Louis.....	16	65	( <sup>1</sup> )	( <sup>1</sup> )	27	4,080
St. Paul.....	19	9	600	181	8	1,200
Denver.....	6	14	25	8	5	800
San Francisco.....	21	21	970	36	20	3,017
Seattle.....	11	15	2,250	( <sup>1</sup> )	16	2,669
Total.....	343	369	53,346	1,284	264	41,098

<sup>1</sup> No record.

<sup>2</sup> Twenty-one of these hearings actually held in court room.

<sup>3</sup> The hearings were held in court rooms.

<sup>4</sup> Estimated.

<sup>5</sup> Nineteen refused to be naturalized, no reason given; 105 refused because they did not wish to fight; 67 refused because of wish to return soon to native country; also 23 were not recommended by officers.

An important provision of the act of May 9, 1918, had for its purpose the relief for those subjects of the Central Powers who are able to establish their loyalty to the United States. Ever since the States of Indiana, Missouri, South Dakota, Nebraska, Kansas, Arkansas, and Texas have been admitted to statehood, aliens have been allowed to vote under the constitutions of these States upon the making of their declarations of intention to become citizens of the United States. In several other States this condition prevailed, but in recent years there have been such changes in the constitutions of all of the States, except the seven named, that the franchise is limited to American citizens. With the operation of the provisions of the law requiring alien enemies to register there were disclosures of hundreds of thousands of loyal residents of the United States who believed themselves to be citizens but were found never to have completed their naturalization. Cases have been reported of unnaturalized foreign-born

residents of the United States who have lived here over 70 years; persons who were brought here as infants by their parents and who settled in those States where foreigners have always enjoyed the right of franchise. Instances were shown of those who had fought in the Civil War; where they had held offices of trust and responsibility, both of an elective and appointive nature, such as members of the State legislatures, mayors, judges, postmasters, and in other capacities. The registration required of persons born in the Central Powers who had not completed their American citizenship disclosed the most shocking state of affairs. Men and women who have their children and grandchildren in the military forces of the United States were disclosed as being not only aliens but enemy aliens, with no means for removing the stigma. Section 2171 of the Revised Statutes of the United States precluded the naturalization of any citizen, subject, or denizen of any sovereignty with which the United States might be at war, during the time of the war. The appeals that came from these deserving Americans, citizens in all respects save the title, caused Congress to provide the means for their relief. In doing this, however, it placed the maximum safeguards around the citizenry of the Nation by giving to the Bureau of Naturalization the right to prevent the naturalization of any person who under the law is an alien enemy by an objection in open court to the conferring of American citizenship upon him. No cause need be assigned, but the objection of the Government through its lawful representatives is declared by this act to be sufficient cause for the continuance of the petition from time to time so long as the Government may desire.

There should be early action taken by the legislatures of the States named to restrict the right of franchise to American citizens only, and it is understood that the sentiment in all of these States is ripe for this action. The bureau has addressed letters to the governors of these States requesting that at the earliest practicable moment there be submitted to the voters of the States suitable amendments to the constitutions to accomplish this purpose. One provision which the act did not carry into law, but which should be enacted at an early date, is that to give legal evidence of citizenship to those who secure that status through the act of the husband and father. There is an average of more than one person who secures citizenship in this way for each petitioner for naturalization. Unnecessary hardship and embarrassment follow the challenge to establish American citizenship gained by the son through the naturalization of the father. There is pending in the House of Representatives a bill having for its purpose the authorization of these certificates of United States citizenship; it should become law as soon as it can be enacted. This bill (H. R. 12558) was introduced by Representative Albert Johnson, of Washington.

Each year the bureau has reported many interesting instances of appreciation on the part of countless numbers of foreigners of the opportunity which the public schools are now affording them to receive aid to the realization of their hopes and desires to become citizens of the United States. For years the conclusion has been prevalent among the thinking public that foreigners of the age of 35, or at most 40 years and upwards, have not the capacity for acquiring a knowledge of our tongue. The reports from school superintendents from all parts of the country show foreigners, both men and

women, illiterates in their own tongue, of 50, 60, and 70 years of age, who have enrolled themselves upon the school rosters and who have acquired a working mastery of our language. The oldest student of record is in one of the Texas public schools. In this school a Russian 83 years old, illiterate, and upon enrollment without a knowledge of English, acquired during one term of school a fair knowledge of the English language and a knowledge of reading, writing, and arithmetic.

Despite the fact of the tremendous burden thrown upon every citizen of the United States by reason of the war necessities, both in the demand upon the man power for military service and woman power for hospital and allied work, there has been no diminution in the interest manifested nationally in the public school work and the responsibility of the public schools in the particular department of training adults for citizenship responsibility. Indeed the interest has been greater than even before. Through all the vicissitudes of a hard winter, with coal shortages everywhere, every effort was made to continue the classes for citizenship training. Classes adjourned from school buildings to private residences, to club rooms, and in industrial plants rooms were set aside for the use of the public school authorities to carry on this most essential work. This work of the Bureau of Naturalization in cooperation with the public schools means the production of the highest efficiency by the individual at a time when everyone is needed to his maximum. It means the production of more munitions, more shells, more powder, more nitrate, more steel, more ores of all kinds. It means a lessening of the interference of the operation of the machines to have the unskilled labor possess some skill at least in the use and understanding of our tongue. It means a reduction of the number of unnecessary employees in various capacities as interpreters, and releasing them from this unnecessary occupation to vocations of greater actual productivity. It means a reduction in the expense due to a lack of understanding of our written words of warning and to the spoken words both of warning and instruction. It means an elevation of the laboring man from the position of a mere automaton, doing what he is compelled to do and with no understanding, no point of contact, no opportunity of mingling his thoughts and words and ideas with those with whom he is surrounded. In short, it means taking the normal human being out of the class of the deaf mute or despised mental cripple—the mere automaton, the mere machine, in doing or not doing this or that—and placing him upon a plane of human understanding, thought, and individual action. It means the confirmation of a right inherent in all, if the fundamental principles of this country are to be applicable to the individual and he is to be considered equal in the eyes of the law to those in more secure and better positions in life. It means the opening of a door to a field of opportunity, which to keep closed is a reproach to all things American and to Americanization itself. It means for these people the right to realize that they are contributing their part in the worldwide struggle for human equality. It means that they are getting in America, even before the Nation's international struggle is finished, what they should get in America first and before it is possible to obtain it in any other country. It means that they will get the help to live as Americans live. To live as Americans live is to have the



means within each individual to comprehend and enjoy the fruits of the individual liberty which is to be found only in a democracy. It means that these foreigners here in our midst are being accorded that which is the inherent right of every person, man, woman, or child, living in this country, whether he be of foreign or native birth.

It is no answer to say that the foreign-born residents of this country should not be given the opportunity to equip themselves to discharge fully the responsibilities of citizenship simply because America has been remiss, and to-day still is remiss, in giving to the native-born citizens the opportunity which the founders of our Government made it mandatory upon this generation to give freely and fully. It is upon this generation to see to it that illiteracy is completely exterminated from the territory of the United States, whether that territory be on the mainland, in the organized territories, or elsewhere under its jurisdiction. The mainland has had an example given to it of the possibilities of united and concerted action upon this great national curse. In the Philippine Islands illiteracy was the established order prior to American occupation. Under the administration by the Federal Government of the affairs of the Philippine Islands the foundation for the banishment of illiteracy was completely laid. Rapid strides were at once made toward the end that within a decade after the completion of the system no illiterates would come from the rising generation. What can be done among barbarians and savages—even of the cannibalistic type—under the jurisdiction of the United States, surely can be done among those who are in daily contact with and vitally connected with the affairs of those who have a full knowledge and make daily use of our tongue. This contact prevails in every State of the Union, and in nearly every county in every State, and it includes the Territories of Alaska, Hawaii, Porto Rico, and the Panama Canal Zone.

Legislation is pending in Congress which contemplates the extension of the naturalization laws to the Panama Canal Zone. If this be enacted into law, it should be with the full vision of the possibilities of the upward influences which this country has set into motion, and which can be brought directly to fruition by establishment in that intermediate point between the governments to the south of the United States.

Should the naturalization laws be extended to the Canal Zone, the beneficent results that would follow the establishment there of citizenship classes and the results that could be accomplished in five years would mean the obliteration of the use of foreign tongues on the zone, equipping each and every utility on the zone with our tongue, and would place before the Central and South American Republics an example which would have a greater stimulating effect toward removing the root of the disturbances south of the Rio Grande than any other single act.

The progress toward the adjustment of the internal affairs of any country are in proportion to the intelligence and understanding of its citizenry. There are other nations of the world with a higher percentage of literacy, but there is no nation with the vast citizenry of this Nation with the number of illiterates so small or the weight of intelligence so great. The potentiality that will be set into motion by the extension to the Panama Canal Zone of naturalization jurisdiction and the establishment there by the public schools of a

joint activity with the Bureau of Naturalization for the good of the peoples of the Western Hemisphere can not be computed. There should be no independent establishment of the naturalization laws there without the concurrent establishment of school relationships with the Bureau of Naturalization.

There is no other machinery possible of construction that would appeal to the American mind, that will leave the rights of the States over their schools free and untrammelled, than the relationship which this bureau has built up with the public schools. The foundation of this relationship is the contact which the Federal Government has through the Bureau of Naturalization with the sixteen or seventeen millions of foreigners who reside permanently in the United States. All of these permanent residents may be approached legitimately upon the subject of assuming American citizenship. In this statement the bureau desires to have its position clearly understood, to have its position in the past viewed in the light of present events and its action to be consistent with its policies as heretofore announced. The bureau, with the approval of the Secretary, has adopted and, with no intention of departing therefrom, is still holding to the policy of no Federal propaganda for American citizens; of no step toward American citizenship by any foreign-born resident of this country except upon his own independent individual volition. It still adheres to that policy, and believes that to be the only policy which the Federal Government can adopt. It believes that it is the duty as well as the right of the municipalities, towns, and communities in which the foreign-born permanent resident lives to do all within their power to quicken and arouse in his mind thoughts upon the subject of American citizenship for himself. It is not to be denied by any that the permanent foreign-born resident of the United States has within him the call of American citizenship. Twenty-five per cent of the foreign-born population have sought and obtained citizenship. The other 75 per cent—and this proportion is subject to investigation to determine the exactness of the figures—are prospective applicants for citizenship.

It is the right of each community to present in the most attractive form the actual value of citizenry in the country of his permanent residence to the foreign-born permanent resident. This is true fundamentally, whether it be citizenship in the United States or in any other nation of the world. Accepting this premise, the community may place in vivid contrast the paternal nature of this Government, the individual helpfulness, protection, and advantage which the institutions of our Government hold and extend to its citizens. It may, and should, go to the limit in this policy, in order that the permanent resident may choose to be an American citizen and take the step to that estate, or may signify unequivocally that he desires to continue his allegiance to the autocracy or sovereignty abroad. If he should make the latter choice, it means that the local patriotism has failed to exemplify the advantages of American institutions of government over other forms of government. This conclusion must be inevitable, for no form of government has been as yet evolved by man that contains the elements of self-development that is enjoyed under the Constitution as framed by the founders of this Republic. It will be a distinct reproach upon any community that considers its plans for Americanization completed that any remaining within its corporate limits who intends to remain a

permanent resident in the country which gives him this priceless opportunity should not have taken the steps toward dedicating his life to our institutions of government.

Believing this, the bureau plans, under the specific authority given to it under the act of May 9, 1918, to promote the training and instruction for candidates for citizenship through the public schools, to offer the textbook to every foreigner in the United States. The law permits it to give the textbook to every candidate for citizenship who is in attendance upon the public schools—to them and to them only. The bureau will do all within its power, however, consistent with its Federal position, to arouse the local mind of each community to the point of a full, red-blooded American campaign for bringing together the public schools and the adult foreigners, to the end that, under the best presentation possible, they may make the choice between their present allegiance and allegiance to the United States Government. The community should have its best citizens, both of foreign and native birth, unite in committees to go forward aggressively amongst those living in the foreign colonized groups, and carry to them the gospel of American citizenship unceasingly, until foreign colonization groups are only of historical interest—until they are a thing of the past. These committees should be composed of women as well as men. This has been found a necessity in all forward movements upon all subjects. At the present time this necessity has been emphasized in a greater way than at any time heretofore. There is no grouping, be it a Little Italy, a Little Greece, a Little Syria, a Little Hungary, or any or all other national groupings, where the foreign-born mothers of American soldiers will not be found in large numbers. American mothers whose boys are in the ranks, fighting probably shoulder to shoulder with the sons of foreign-born mothers, will offer the means of most sympathetic contact. Foreign-born fathers of American soldier boys will welcome the American-born fathers of the brothers in arms of their soldier sons, and will have a yearning for a broader identification as American citizens than they ever have felt before. Never before, and probably never again, will American citizenship be in such an exalted place in the minds of the permanent foreign-born residents of the United States. The moment should not be lost; the duty is clear; the call is to a peaceful, pleasant, and profitable undertaking; one which will take the active participants from their firesides many evenings, but they will not be required to sleep in trenches or exercise the vigilance to protect their lives that their own children must do hourly on the other side. Must each community await the assault of the enemy in order to be stimulated to do its duty? Is it too much to expect of all American communities that they will transform themselves into a unit of democracy, in order that the whole Nation may be democratized, while their man power and the flower of their womanhood are in foreign lands working the democratization of the entire world?

United action will accomplish this, and America at home will be able to do its duty. That duty is clearly defined. Its duty is to extend to each American soldier a welcome to an American speaking home, not to a Russian home, an Italian home, an Austrian home, a Hungarian home, a French home, or a British home, but to an American home, where the American English language is spoken

by the foreign-born father and mother in the homecoming welcome to the fully Americanized son.

If in the past the spirit of America had been as intense and expressive as it should have been, and as it is now, its influence would have extended far across the southern border and lessened, if not completely avoided, the awful chaos in our sister Republic across the Rio Grande. During the past year El Paso, with 60,000 Mexicans permanently residing within its corporate limits, has organized for the first time citizenship classes containing over 1,300 Mexican-born men and women. This is the result of the joint efforts of the Bureau of Naturalization and the superintendent of schools with the municipal authorities. Previously the attempt had been made to conduct the night classes, but without success. It appears that the only element lacking in the situation was the Federal Government and its aid. Heretofore the support has been but a moral support. With the coming year, under the specific authority given to this bureau by Congress, it will aid the schools of El Paso and carry on an aggressive campaign along the entire Mexican border for the establishment of schools in every community for the specific purpose of teaching the English language and American citizenship to those of Mexican birth who reside within their limits. This concentration of effort will be made from the Gulf of Mexico to the Pacific Ocean. The immediate result of this will be the betterment of labor conditions along the Mexican border and back into the American territory tributary to the international boundary. In El Paso, and in other points where the population is composed largely of Mexicans, the chief handicap and cause of this congestion is the inability of the Mexican to speak English. He is, therefore, naturally unable to leave his environment, and loath to do so because of this handicap. By providing him with this qualification he may be prevailed upon to go to other parts of the United States, where mining, agriculture, public construction, and other labor is needed. The social and moral environment will be improved by the reduction of congestion. The economic conditions will be improved both at these congested points and at points where labor shortage exists. Crops which now can not be moved, but for which Mexican labor is eminently satisfactory, will be garnered. The influence which will extend across the border into Mexico from these residents of the United States of Mexican birth and origin can be none other than to stimulate a friendly interest in the minds of the masses in that country and counteract the German and other influences known to be prevalent there.

In furtherance of this intensive plan throughout the United States, which the bureau believes is a responsibility belonging to each community and each State, it has allied itself directly with the State councils of defense in every State in the Nation, with the county councils of defense, with the Americanization committees of every community where they have been organized, whether they be committees of chambers of commerce, churches, industrial enterprises, or others. It has presented to them the necessity for carrying out this program. It is presenting a textbook to each foreigner when he files his declaration of intention, if he is in need of instruction and goes to the public schools. With the public schools the bureau will effect a closer union

by presenting a certificate of graduation, through the public-school authorities in each community, such certificate to be issued by the Federal Government through this bureau. This certificate of graduation will be available only for those foreigners at the time they are petitioners for naturalization and after they have passed the administrative examination required by law to be made by the representatives of the Government in the administration by this bureau of the naturalization laws. Such a certificate has been urged upon the bureau for years by the public schools, where the citizenship classes have been conducted in conjunction with this bureau. The bureau has not yielded to this urging heretofore, but in view of the specific authority given by Congress to it to promote the training of coming citizens by the public schools, it has done so, and will issue the certificate of graduation as indicated. Plans for the presentation of a certificate of graduation concurrently with the certificate of naturalization have been discussed and in many communities perfected. This plan consists in the impressive ceremonies of graduation from the public schools and into American citizenship, in the presence of State, municipal, and Federal officials, in order that the occasion of conferring the priceless heritage of American citizenship upon the foreigners who divest themselves of their native allegiance may be one fitting such a momentous act. Numbers of communities have signified their desire to inaugurate these ceremonies.

The authority of Congress to promote training and instruction in citizenship by the public schools includes authorization to secure the aid and cooperation of all State organizations interested in this great Americanization problem. It also authorizes the Bureau of Naturalization to cooperate with those concerned with vocational education throughout the United States. Under this authority the plans of the bureau are to work with the National Board of Vocational Education and the public schools cooperating with that board to the end that the adult foreigners who are candidates for citizenship shall be given every facility for entering the vocational education classes, that the opportunities for securing training in the profession of self-government shall be opened to those who are securing training in the various vocations and trades necessary to their daily life.

It is also authorized by specific provision to publish a monthly naturalization bulletin. This bulletin will be published under the name of "Citizenship" and contain two departments—the law department and the school department. The law department will be devoted to the legal branch of the work of the Bureau of Naturalization and the school department to the advancement of the interests of training and educating the foreigners who are candidates for citizenship. This bulletin has been a necessity for years, but, as the bureau understands it, there is a law that prohibits the printing of periodical publications without specific authorization from Congress for their publication. The bureau has heretofore had no such specific authority. It has awaited the receipt of that authority from Congress. The Bureau of Naturalization is the only bureau in the United States Government clothed with final administrative authority by Federal statutes without including the Department of Justice in that administration. Originally, in the act of 1906, Congress placed the authority for the administration of the naturalization laws with the then Bureau of Immigration and Naturaliza-

tion of the Department of Commerce and Labor. At the same time it authorized the creation of the position of Special Assistant to the Attorney General and district attorneys to represent the Government in naturalization proceedings, and placed those officers in the Department of Justice. In less than three years thereafter Congress, as shown by the debates on the floor of the House, recognized the unsatisfactory results from this dual authority and decided to place the full authority with the Bureau of Immigration and Naturalization of the Department of Commerce and Labor.

In doing this it made no further provision for the positions of law officers to represent naturalization proceedings in the Department of Justice, but created the law officers called "examiners" in the Bureau of Immigration and Naturalization to carry on the work of the bureau in the administration of the naturalization laws. With the creation of the Bureau of Naturalization in the organic act creating the Department of Labor and the Department of Commerce, Congress provided that "the Commissioner of Naturalization or, in his absence, the Deputy Commissioner of Naturalization, shall be the administrative officer in charge of the Bureau of Naturalization and of the administration of the naturalization laws under the immediate direction of the Secretary of Labor." This specific authority was additional to that heretofore given to the Naturalization Bureau of charge of the matters concerning the naturalization of aliens. By the provisions of the act of May 9, 1918, these law officers, the naturalization examiners appointed by the Secretary of Labor, are referred to as the representatives of the Government in naturalization proceedings before the courts. This is but a legislative declaration or recognition of the status which the naturalization examiner has heretofore enjoyed. They represent the Government in the naturalization proceedings in court, not only under the provisions of section 11 of the act of June 29, 1906, but under the provisions of section 4 of that act, as amended by the act of May 9, 1918. By section 11 Congress for the first time conferred on the Bureau of Naturalization the right to appear in any court or courts exercising jurisdiction in naturalization proceedings for the purpose of cross-examining the petitioner and the witnesses produced in support of his petition concerning any matter touching or in any way affecting his right to admission to citizenship, and the further right to call witnesses, produce evidence, and be heard in opposition to the granting of any petition for naturalization. By the creation of positions of special assistants to United States attorneys to represent the Government of the United States in naturalization and other proceedings, and subsequently abolishing those positions, both the creation and abolishment having been in appropriation acts, and by creating the positions of naturalization examiners, Congress recognized the naturalization examiners as the duly authorized legal representatives of the Government in naturalization proceedings. This course provided the only means for giving force and effect to the provisions of section 11. This is evident by the text of the two acts, the one creating the officers in the Department of Justice and the later one creating the officers in the Department of Commerce and Labor and the Department of Labor, and annually providing for them thereafter. The act of May 9, 1918, further amending the act of June 29, 1906, authorizes the naturalization examiners to present evidence at the preliminary

hearings and upon appellate hearings as the representative of the Government, and to offer objection by the representative of the Government in certain naturalization proceedings referred to in the statute. The Supreme Court of the United States in the case of *United States v. Ness*, 242 U. S., 634, has held that it is immaterial whether the United States attorney or the duly authorized naturalization examiner represents the Government on the original hearings of the petition for naturalization for the doctrine of estoppel to apply. Some doubt has existed heretofore as to the status of the naturalization examiner in court, but the expressions of the Supreme Court in the case referred to, and of Congress in its recent legislation, forever puts at rest this question. They are there under authority of Congress to represent the Government, and are not in court, whether the court be Federal or State, by sufferance of the court.

The plan heretofore pursued by the bureau of notifying school authorities of each community has been pursued during the year under review, as will be seen by a reference to the table containing the names of the cities and towns whose public schools are cooperating with it. The following table shows by months the number of places cooperating during the past year and the number of places added during the course of the year:

TABLE 22.—Statement showing net increases, by months, in the number of cities, towns, and rural communities cooperating, directly or indirectly, with the bureau in its educational work.

Date.	Places cooperating.			Net increase.
	Directly.	Indirectly.	Total.	
July 31, 1917.....	854	900	1,754	.....
Aug. 31, 1917.....	854	900	1,754	.....
Sept. 30, 1917.....	854	900	1,754	.....
Oct. 31, 1917.....	859	899	1,758	4
Nov. 30, 1917.....	862	899	1,761	3
Dec. 31, 1917.....	861	902	1,763	2
Jan. 31, 1918.....	874	899	1,773	10
Feb. 28, 1918.....	890	902	1,792	19
Mar. 31, 1918.....	897	903	1,800	8
Apr. 30, 1918.....	899	903	1,802	2
May 31, 1918.....	899	903	1,802	.....
June 30, 1918.....	899	903	1,802	.....
Total increase.....				48

Mass meetings were held in various parts of the country. These were all new places. Heretofore mass meetings have been reported as being held, but the communities have in so many places gotten beyond the mass meeting stage and have developed to the point of concerted action looking to the increase in the enrollment of the night classes that they have taken hold of the more serious steady work necessary in securing the maximum of attendance.

The bureau heretofore has advocated the organization of classes in industrial plants where these classes are conducted under the supervision of the local school authorities. At a conference in Chicago during the year, called at the instance of the Bureau of Naturalization, the director of the foreign classes stated that the school authorities of Chicago would furnish 1,000 teachers for the

organization of these classes. Since that time the bureau and the commercial and industrial forces in Chicago have been perfecting plans for the maximum enrollment of employees in industrial plants in classes, where the space is provided by the employer either in his plant or adjacent thereto. Night classes as a name is a misnomer, for the development of this work has gone so far that it is now conceded classes should be formed at any place, at any hour of the day, and red tape cut to accomplish this grand objective. To attain the desired result, the bureau has issued instructions to its field officers to cooperate in every way with the employers of large numbers of foreign-born laborers. Specifically it has instructed them to arrange for naturalization papers to be filled out at the place of employment, to instruct those who may be selected by the employer to carry on this work, so that all the employees may be given an opportunity to do most of the work in connection with the filing of naturalization papers at the place of employment. There will then be left but the signature and execution to the papers in the office of the clerk of the court, as required by the naturalization laws. This throws the door of opportunity open to hundreds of thousands of foreigners who are timid, diffident, backward, and yet otherwise qualified to take the initial step to declare their intention. Undoubtedly it will result in every foreigner applying for American citizenship, wherever those connected with the work efficiently and thoroughly perform their duties. This arrangement brings into the classes a large number of foreigners who are candidates for citizenship. It enables the bureau more effectively to cooperate with the public schools by distributing a larger number of textbooks. It also creates in the classroom the spirit of Americanism as the dominant spirit. Heretofore but 20 per cent of the foreigners in the night classes were candidates for citizenship. The other 80 per cent were noncandidates. These foreigners newly declaring their intention under this arrangement serve as feeders to these classes and are overcoming the noncandidate influence and thereby decreasing the number of noncandidates. The officers of the bureau and the Chicago Association of Commerce, through its Americanization committees, representing over 6,000 business men, manufacturers, and employers of labor, are working out this plan in the most satisfactory manner, in conjunction with the clerks of the naturalization courts in Chicago.

The bureau is omitting this year the detailed references to any of the peculiarly interesting situations in various parts of the country, such as heretofore it has presented. The reports received have been many and most interesting. Of far greater interest, however, are the reports that have been received showing the reaction upon the receipt of the Student's Textbook and Teacher's Manual. These books have been prepared and are known to be pedagogically and mechanically not just what trained school men and school women will ultimately desire. One of the leading authorities in the work of teaching the immigrant has pronounced the books as "a thousand times better" than any heretofore available. The books have been distributed with an invitation for their criticism. The bureau believes the criticism will be full, free, and submitted with the genuine interest desired for the betterment of the instruction until



this official standard course for citizenship teaching meets all the desires of the public schools and the Bureau of Naturalization and at the same time the needs of the millions of foreigners who are potential candidates for American citizenship.

In addition to the textbook and certificate of graduation, the bureau is perfecting plans to distribute without charge, or at the most a nominal cost to cover expenses, motion pictures for projection in the classes composed of the foreigners who are candidates and the foreigners who are not candidates for citizenship. These motion pictures will consist of films depicting the activities of the Federal Government that are being carried on in behalf and in the interest of the individual. They will relate to the development of interests of the foreigner who labors underground in developing the raw materials of the Nation, to the farmer who produces the necessities of life, to those who would go upon the farms of the country, millions of acres of which are available but of the means to reach which the foreigner is in ignorance. They will consist also of pictures to inspire a patriotic regard for the loyalty and the devotion to this Government. They will be exhibited in conjunction with the lessons which the standard course in citizenship affords, and illustrative of the activities of the bureaus and departments in Washington, the national legislative bodies, and other functions and activities.

The whole purpose of the Bureau of Naturalization in its joint action with the public schools is to arouse the national sense in the mind of the foreigner while the State governments shall enlighten the foreigner upon the forms of State and municipal government. To accomplish this, the bureau urges the preparation by each State of a textbook treating of the State, county, and municipal forms of government that will be a companion piece to the standard course in citizenship instruction Congress has authorized to be prepared and distributed through this bureau.

The bureau is looking forward to the coming year as a year of great accomplishment. It is a year in the perspective of great promise. Americanism is in the fore as never at any time in the history of the Government. In this war America has its mission to perform. It has been all along for America at the proper time to enter the war to save the world from destruction, to preserve to the individual all that he holds sacred and makes life worth the living. It has been given to America to overthrow autocracy, and its advent upon the theater of action has taken place at the time when it was made clear that without America and American ideals autocracy with all of the horrors of autocratic power would dominate. The task will not be complete, and will not be completed to the satisfaction of any thinking, patriotic, loyal American when it is completed by the resort to arms in the sanguinary struggle now being carried on. It can not be complete without the transformation of every permanent resident of the United States into an American citizen in spirit, in thought, and in life, whether he be born under the Stars and Stripes or under the fold of some other flag. The task is an American task, to be performed at home, and it should be accomplished with the return of the soldiers to our shores and to their vocations. They should be welcomed home to a Nation of but one allegiance among its citizens and residents.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1918, and names furnished, by States and cities or towns.

[Figures not available where blanks occur.]

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.		Names furnished.	
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarations.	Candidates' wives.
<b>Alabama.</b>								
Birmingham <sup>a</sup> .....	132,685	5,700	2,944	1,179	177	632	262	154
Hesmer.....	10,864	341	196	94				
Warrior.....	660							
<b>Arizona.</b>								
Bisbee.....	9,019	3,474	2,023	558	151	62	60	15
Blue Bell Mine.....							1	
Douglas.....	6,437	2,250	919	186				
Pirtleville.....	2,688							
Globe.....	7,083	1,949	1,238	372	160	37	34	2
Morenc.....					33	25		
Tucson.....	13,193	3,086	1,254	384	40	17		
<b>California.</b>								
Alameda.....	23,283	5,555	2,842	1,720			30	20
Bakersfield.....	12,727	1,734	1,036	308	149	59	17	10
Berkeley.....	40,434	7,553	3,627	2,096			48	31
Albany.....	808							
Emeryville.....	2,613	636	374	224				
Colma.....							2	
Corona.....	3,540	604	348	79				
Eureka <sup>b</sup> .....	11,845	3,600	2,228	1,076	105	44	32	9
Fresno.....	24,892	5,445	2,487	1,006	321	116	92	36
Gilroy.....	2,437						16	3
Hollister.....	2,308				18	13	7	
Long Beach.....	17,809	1,942	901	470			38	17
Los Angeles.....	319,198	60,684	29,576	14,097	2,290	1,061	1,159	606
Alhambra.....	5,021	983	585	174				
Huntington Park.....	1,299							
Mountain View.....	1,161						2	2
Oakland.....	150,174	36,822	19,334	10,237	863	362	256	139
San Leandro.....	3,471	1,108	559	279				
Ontario.....	4,274	681	283	155			12	8
Chino.....	1,444							
Cucamonga.....	2,340							
Upland.....	2,384							
Oxnard.....	2,555	618	334	108	38	12	7	2
Pasadena.....	30,291	4,297	1,772	1,101			87	40
Playa del Rey.....								
Pomona.....	10,207	882	438	219			10	4
Claremont.....	1,141							
Lordsburg.....	954							
Redlands.....	10,449	1,346	649	372			7	4
Redondo Beach.....	2,985	463	262	116			2	1
Hermosa Beach.....	679							
Redwood City.....	2,442				133	49	21	6
Riverside.....	15,212	2,166	1,065	454	496	25	14	7
Sacramento.....	44,696	8,885	5,331	2,424	770	98	45	23
San Bernardino.....	12,779	2,243	1,068	377	64	48	6	
San Diego.....	39,578	7,366	3,845	2,067	293	177	117	40
Coronado.....	1,477							
National City.....	1,733							
San Francisco.....	416,912	180,674	75,768	36,375	4,346	1,610	1,369	545
San Jose.....	28,946	5,817	2,963	1,637	197	71	689	31
Millpitas.....	1,684							
Santa Clara.....	4,348	1,135	597	287				
San Mateo.....	4,384	1,031	538	338			13	6
San Pedro.....								
San Rafael.....	5,934	1,747	932	466	64	24	6	3
Santa Ana.....	8,429	884	408	246	66	23	12	
Santa Barbara.....	11,659	1,793	877	417	132	56	50	28

<sup>a</sup> Includes activities at East Lake, Ensley, Fairfield, Gate City, Pratt City.  
<sup>b</sup> Includes activities at Elk River, Fairhaven, Freshwater, Ryans Slough, and Samoa.  
<sup>c</sup> Includes activities at Alamitos, Seal Beach, and Wilmington.  
<sup>d</sup> Includes activities at Hollywood.  
<sup>e</sup> Includes activities at Alta Loma, Etiwanda, and Guastil.  
<sup>f</sup> Includes activities at La Manda

<sup>g</sup> Includes activities at Manhattan and Wiseburn.  
<sup>h</sup> Includes activities at San Dimas and Walnut.  
<sup>i</sup> Includes activities at Manhattan Beach and Perry.  
<sup>j</sup> Includes activities at Chula Vista and East San Diego.  
<sup>k</sup> Includes activities at Daly City.  
<sup>l</sup> Includes activities at Berryessa, Edenvale, Hester, and Sunol.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1918, and names furnished, by States and cities or towns—Continued.

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.		Names furnished.	
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarants.	Candidates' wives.
<b>California—Continued.</b>								
Santa Monica <sup>a</sup> .....	7,847	1,248	576	263			17	12
Sawtelle.....	2,143							
Santa Rosa.....	7,817	1,318	667	376	102	37	13	6
South Pasadena.....	4,649	553	284	149			13	8
South San Francisco.....	1,989						8	6
Stockton.....	23,253	4,478	2,679	1,074	183	53	63	25
Venice.....							19	9
Westwood.....					23		1	1
<b>Colorado.</b>								
Berthoud.....								
Bowie.....							3	2
Broomfield.....	142				49	18		
Brush.....					28	12	3	1
Central City <sup>b</sup> .....	1,782				2	1	3	2
Black Hawk.....	668							
Russell Gulch.....	654							
Colorado Springs.....	29,078	2,981	1,434	748	66	29	9	6
Cripple Creek.....	6,206	849	473	367	30	28		
Delta.....	2,388				12	3	2	1
Denver.....	213,381	38,941	19,204	10,959	455	187	109	47
Fort Collins.....	8,210	893	373	156	144	45	36	29
Frederick.....	266						2	1
Gorham <sup>c</sup> .....								
Marshall.....	813							
Grand Junction.....	7,754	724	405	196	19	9	3	1
Greely <sup>d</sup> .....	8,179	691	357	172	98	42	9	3
Evans.....	600							
Kercy.....	304							
Hastings.....	693						1	1
Leadville <sup>e</sup> .....	7,508	2,232	1,253	880	25	19	4	1
Louisville <sup>f</sup> .....	1,706						2	2
Loveland.....	3,651	215	88	55				
Mount Harris.....							5	1
Oak Creek.....	222							
Pueblo.....	44,395	8,331	4,777	1,773	146	57	162	63
Rocky Ford.....	3,230	145	68	44	16	12		
Rockvale.....					29	11	2	
Salida.....	4,425	490	256	159	8	4	1	1
Somerset.....	527				2	1		
Sterling <sup>g</sup> .....	3,044	418	185	45	22	10	4	
Atwood.....	532							
Crook.....	353							
Ileff.....	799							
Merino.....	500							
Superior.....	349							
Telluride <sup>h</sup> .....	1,756				9	11	3	1
Trinidad.....	10,204	1,293	654	368	76	33	8	2
Walsenburg.....					60	24	18	10
<b>Connecticut.</b>								
Ansonia.....	15,152	5,711	2,926	1,131			63	36
Avon.....	1,337						21	18
Bridgeport <sup>i</sup> .....	102,054	36,180	17,114	6,563	3,048	823	1,086	635
Fairfield.....	6,134	1,653	768	261				
Stratford.....	5,712	1,199	545	287				
Trumbull.....	1,642							
Bristol <sup>j</sup> .....	12,502	3,982	1,985	695			127	87
Chester.....	1,419						7	4
Danbury.....	23,502	5,526	2,687	1,243			43	31
Bethel.....	3,792	502	248	161				

<sup>a</sup> Includes activities at The Palms and Soldiers' Home.

<sup>b</sup> Includes activities at Nevada and Tolland.

<sup>c</sup> Includes activities at Monarch.

<sup>d</sup> Includes activities at La Salle and Lucerna.

<sup>e</sup> Includes activities at Ilex Mine.

<sup>f</sup> Includes activities at Monarch No. 2 and Sunnyside Mine.

<sup>g</sup> Includes activities at Graylin, Padroni, and Willard.

<sup>h</sup> Includes activities at Liberty Bell Mine, Smuggler, Smuggler Mill, Smuggler Mine, and Tomboy Mine.

<sup>i</sup> Includes activities at Long Hill, Nichols, and Stratsfield.

<sup>j</sup> Includes activities at East Bristol, Forestville, and Terryville.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1918, and names furnished, by States and cities or towns—Continued.

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.			Names furnished.	
	Total	Foreign-born white.	Total.	Naturalized.	Declara-tions.	Peti-tions.	Declar-ants.	Candi-dates' wives.	
<b>Connecticut—Continued.</b>									
Elimwood.....									
West Hartford.....	4,808	1,319	680	254					
Enfield.....	9,719	3,787	1,609	479					
Greenwich.....	16,463	5,060	2,801	784			45	25	
Hartford.....	98,915	31,243	13,975	6,294	1,683	601	631	416	
East Hartford.....	8,138	1,487	684	348					
Wethersfield.....	3,148	655	431	145					
Huntington.....	6,645	1,758	788	340					
Manchester.....	13,641	5,006	2,128	1,073			9	9	
Meriden.....	32,066	9,390	4,346	2,308			100	59	
Middletown.....	20,749	6,398	2,804	1,025	104	39	26	12	
South Farms.....									
New Britain.....	43,916	18,015	8,843	3,054			33	24	
Berlin.....	3,725	1,166	676	187					
Plainville.....	2,882	528	264	119					
Newington.....	1,689								
New Haven.....	133,605	42,784	19,194	8,623	616	135	538	293	
New London c.....	19,659	4,561	1,993	701			71	44	
Groton.....	6,465	908	416	151					
Montville.....	2,804	731	306	84					
Waterford.....	3,097	571	390	88					
Norwalk.....	24,211	5,636	2,472	978			28	21	
Norwich b.....	28,219	8,405	3,558	1,456	420	138	77	44	
Puquock c.....									
Putnam.....	7,280	1,780	801	284	393	86	24	16	
Rockville d.....	7,977	2,764	1,238	686	78	18	10	7	
Tolland.....	1,126								
Stafford Springs.....	3,059	1,111	491	161					
Vernon.....	1,110	291	124	68					
Ellington.....	1,999								
Southington.....	6,516	1,724	855	239			16	11	
Cheshire.....	1,988								
South Manchester.....							39	27	
South Norwalk e.....	8,968						24	19	
Westport.....	4,259	1,057	482	180					
Wilton.....	1,706								
Stamford.....	28,836	8,872	3,979	1,486			122	74	
Darien.....	3,946	947	506	213					
Suffield.....	3,841	874	467	107			4	3	
Thomaston.....	3,533	1,044	557	268					
Thompson.....	4,804	1,871	789	140			21	14	
Thompsonville.....							40	19	
Torrington f.....	16,840	6,064	3,003	1,198	162	54	30	14	
Wallingford.....	11,155	3,302	1,570	563			27	14	
Waterbury.....	78,141	25,498	12,463	4,662			274	141	
Middlebury.....	836								
Prospect.....	539								
Watertown.....	3,850	974	328	109					
Wolcott.....	563								
Westport.....	4,259	1,057	482	180			3	1	
Windsor g.....	4,178	786	379	125			10	7	
<b>District of Columbia.</b>									
Washington h.....	331,069	24,351	11,738	6,474	690	333	742	333	
Mount Ranier.....	1,242								
Alexandria, Va.....	15,329	320	179	86					
Hyattsville, Md.....	1,917								
Rockville, Md.....	1,181								
<b>Florida.</b>									
Jacksonville.....	57,600	2,488	1,308	587	198	18	36	19	
Tampa i.....	37,782	9,896	4,407	919	176	57	124	78	
West Tampa.....	8,258	4,357	1,816	279					

c Includes activities at Mystic.

d Includes activities at Norwichton, Taftville, and Yantic.

e Includes activities at Rainbow.

f Includes activities at Talcottville and Vernon Center.

g Includes activities at East Norwalk and Rowayton.

h Includes activities at Burrville, Torrington, and West Torrington.

i Includes activities at Wilson.

j Includes activities at Rosslyn, Va.

k Includes activities at Ybor City.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1918, and names furnished, by States and cities or towns—Continued.

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.		Names furnished.	
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarations.	Candidates' wives.
Georgia.								
Atlanta.....	154,839	4,410	2,287	1,011	253	39	54	21
Illinois.								
Alton.....	17,528	1,504	764	484	139	59	6	
Arlington Heights.....	1,843						1	
Aurora.....	29,807	6,702	3,566	1,795	148	42	132	71
Montgomery.....	371							
North Aurora.....	352							
Belleville.....	21,122	2,500	1,227	770	170	27	14	8
Benton.....	2,675	229	122	17	189	60	9	5
Berwyn.....	5,841	1,570	751	536			6	6
Bloomington.....	25,768	3,407	1,612	1,152	71	24	10	2
Blue Island.....	8,043	1,903	1,015	625			7	4
Harvey.....	7,227	1,784	974	385				
Morgan Park.....	3,694	662	310	230				
Buckner.....							20	13
Chicago.....	2,185,283	781,217	379,850	190,693	29,526	6,129	7,358	2,164
Evanston.....	24,978	5,700	2,501	1,349				
Chicago Heights.....	14,525	6,077	3,539	1,135	404	88	345	175
Christopher.....	1,825						15	11
Cicero.....	14,557	6,072	3,196	1,354			19	7
Decatur.....	31,140	2,422	1,127	694	23	10	9	3
De Kalb.....	8,102	2,584	1,478	637	29	16	13	4
Cortland.....	207							
Creston.....	322							
Elburn.....	613							
Maple Park.....	308							
Malta.....	450							
Rochelle.....	2,732	420	195	126				
Sycamore.....	8,926	656	349	234				
East St. Louis.....	58,547	9,400	5,729	1,613			195	77
Galesburg.....	22,089	3,590	1,844	1,192	24	19	9	4
East Galesburg.....	753							
Glencoe.....	1,899						3	1
Granite City.....	9,903	2,784	1,863	344			17	13
Harrisburg.....	5,309	295	180	49	51	25	24	14
Carriers Mills.....	1,558							
Ledford.....	599							
Herron.....	6,861	1,080	565	205			10	6
Highland Park.....	4,209	864	341	120				
Highwood.....	1,219							
Johnston City.....	3,248	696	379	131				
Joliet.....	34,670	10,441	5,877	2,493	288	64	66	40
Rockdale.....	1,101							
Lake Forest.....	3,349	1,106	478	251			15	6
La Salle.....	11,537	3,442	1,722	888			25	10
Utica.....	1,342							
Madison.....	5,046	2,512	1,845	60			5	3
Marion.....	7,093	294	140	31	53	12	5	4
Maywood.....	8,033	2,053	947	515			23	12
Melrose Park.....	4,806	2,294	1,284	413				
Mendota.....	3,806	1,426	271	234				
Moline.....	24,199	7,211	4,089	2,229			217	105
East Moline.....	2,665	1,232	851	134				
Silvis.....	1,163							
North Chicago.....	3,306	1,325	736	246			20	15
Oak Park.....	19,444	3,325	1,380	934			12	2
Oglesby.....							12	6
Ottawa.....	9,535	1,502	745	532	223	80	34	14
Pana.....	6,055	1,096	516	287	53	18	15	5
Peoria.....	66,950	8,810	4,661	2,593	256	77	54	38
Peru.....	7,984	2,135	1,043	703			11	9
Quincy.....	36,587	3,641	1,807	1,342	16	4	3	1

o Includes activities at West City.

n Includes activities at Clyde, Morton Park, and North Berwyn.

e Includes activities at Burr Oak.

d Includes activities at Austin, Hawthorn, Jefferson, and Kensington.

e Includes activities at Hodgetown and Urbain.

f Includes activities at Rolla.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1918, and names furnished, by States and cities or towns—Continued.

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	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarants.	Candidates' wives.
<b>Illinois—Continued.</b>								
Rockford...	45,401	13,828	7,102	4,094	414	2,086	115	47
Rock Island...	24,335	4,922	2,537	1,491	357	331	60	28
Royalton a...	357						12	11
Bush.....	565							
St. Charles.....	4,046	1,572	877	381			36	16
Sesser.....	1,292						19	12
Springfield.....	51,678	6,900	3,356	1,940	191	163	71	37
Spring Valley.....	7,035	2,992	1,536	1,112	43	29	74	45
Cherry.....	1,048							
Dalzell.....	949							
Depue.....	1,339							
Ladd.....	1,910							
Marquette.....	494							
Seatonville.....	1,370							
Streator.....	14,253	3,432	1,705	1,063			18	10
Waukegan.....	16,069	5,624	3,176	1,087	327	161	41	23
Westville.....	2,607	1,253	720	399	130	29	12	7
Georgetown.....	2,307							
Bridge Farm.....	967							
Woodstock.....	4,331	668	354	217	72	28	14	7
Zeigler.....							8	5
<b>Indiana.</b>								
Anderson.....	22,476	977	548	255	63	16	14	1
Alexandria.....	5,096	451	248	151				
Elwood.....	11,028	812	409	241				
Frankfort.....	8,634	102	58	31				
Lapel.....	1,045							
Middletown.....	1,174							
Pendleton.....	1,293							
Clinton.....	6,229	1,805	987	171	8	5	6	2
East Chicago b...	19,068	10,295	6,638	951			37	24
Elkhart.....	19,282	1,636	893	437	76	9	2	
Evansville.....	69,647	4,462	2,289	1,693		12		
Fort Wayne c...	63,933	7,204	3,785	2,459	411	44	17	8
New Haven.....	1,038							
Gary.....	16,802	8,242	5,063	1,008	777	96	335	239
Hammond.....	20,925	5,553	3,131	1,022	1,734	118	99	62
Cambridge City.....	2,237							
Centerville.....	1,019							
Indianapolis.....	233,650	19,767	10,407	6,068	201	42	407	267
Kokomo.....	17,010	719	369	236	37	14	12	2
Center Township.....	2,590							
I. a. Porte.....	10,525	1,954	1,063	522	250	39	8	3
Logansport.....	19,050	1,405	777	414	19	9	4	1
Mishawaka.....	11,886	1,803	977	346			103	66
New Albany.....	20,629	868	408	370	85	10		
Peru.....	10,910	687	363	211	10			
Richmond.....	22,324	1,173	599	330	62	20	1	
South Bend.....	53,684	13,420	6,787	2,226	870	116	133	84
Sullivan.....	4,115	88	51	17	16	8	1	
Terre Haute.....	58,157	3,796	2,057	1,080	274	47	12	5
Vincennes.....	14,895	816	438	321	56	34	1	1
Whiting.....	6,587	2,888	1,715	463			15	10
<b>Iowa.</b>								
Burlington.....	24,324	3,638	2,037	1,283	20	7	6	3
West Burlington.....	1,206							
Carney d.....								
Delaware.....	1,254							
Bloomfield.....	2,028							
Saylor.....	1,100							
Cedar Falls.....	5,012	753	356	261				
Cedar Rapids e...	32,811	5,321	2,619	1,531				
Janesville.....	269							
New Hartford.....	482							
Parkersburg.....	938							
Charles City.....	5,892	821	455	289	18	2	4	2

a Includes activities at Hearst.  
 b Includes activities at Indiana Harbor.  
 c Includes activities at Arcola and Huntertown.

d Includes activities at Enterprise, Oralabor, and Swanwood.  
 e Includes activities at Benson and Cedar Heights.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1918, and names furnished, by States and cities or towns—Continued.

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.		Names furnished.	
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarants.	Candidates' wives.
<b>Iowa—Continued.</b>								
Cherokee.....	4,884	754	425	183	39	13	2	1
Clayworks.....								
Clinton.....	25,577	4,880	2,615	1,697	34	30	5	4
Council Bluffs.....	29,292	4,268	2,309	1,302	60	20	2	
Davenport.....	43,023	8,101	4,132	2,597	139	49		
Bettendorf.....	909							
Rockingham.....	833							
Des Moines.....	86,368	10,395	5,231	2,807	164	36	40	15
Valley Junction.....	2,573	175	93	54				
Dubuque.....	38,494	6,089	3,220	2,281	70	14	5	2
Fort Dodge.....	15,543	2,188	1,199	609	15	6	13	6
High Bridge.....					14	15		
Lyons.....								
Masco City.....	11,230	1,508	823	322	97	25	11	6
Muscatine.....	16,178	2,145	1,099	713	23	10	5	4
Blue Grass.....	223							
Mystic.....	2,663	322	293	99	42	12	7	4
Oelwein.....	6,028	929	565	202	22	5	6	4
Scandia.....							4	3
Sioux City <sup>b</sup> .....	47,528	10,452	5,781	2,408	176	49	25	15
Riverside.....	652							
Waterloo <sup>c</sup> .....	26,693	2,706	1,494	650	88	43	22	12
Yoder.....								
<b>Kansas.</b>								
Atchison.....	16,429	1,084	526	299	66	4	8	4
Barber.....								
Caney.....	3,597	210	113	67	11	2	1	1
Capaldo.....					5	7		
Carona <sup>d</sup> .....					43	12	3	3
Hamilton.....	325							
Cherryvale.....	4,304	176	108	29				
Pearing.....	250							
Edson.....					1	1		
Fort Scott.....	10,463	396	209	106	4	1		
Franklin.....								
Frontenac.....	3,396	1,572	798	253			3	1
Gross.....								
Horton.....	3,600	235	137	66	10	3		
Kansas City.....	82,331	10,344	5,710	2,427	187	36	75	43
Parsons.....	12,463	463	259	133	2	1		
Pittsburg.....	14,755	1,137	588	322	126	40	16	3
Radley.....							3	3
Ringo.....								
Roseland.....	396						3	1
Sallina.....	9,688	740	376	222	7	2		
Skidmore.....								
South Radley.....								
Topeka.....	43,644	4,153	2,123	1,115	53	14	24	13
Wichita.....	52,450	2,855	1,591	653	68	20	25	12
<b>Kentucky.</b>								
Danville.....	5,420	69	40	12			7	2
Lexington.....	35,099	936	509	330			30	35
Louisville.....	223,923	17,436	8,334	5,704	217	62	8	4
Newport.....	30,309	3,405	1,534	1,009	49	23		
<b>Louisiana.</b>								
Amite <sup>e</sup> .....	1,677				11	2	5	5
Independence.....	1,004							
Roseland.....	586							
Hammond.....	2,942	154	72	18				
Kentwood.....	3,609	150	72	8				
Natalbany.....								
New Orleans <sup>f</sup> .....	339,075	27,686	13,496	6,138	898	376		
Shreveport.....	28,015	1,004	525	248	36	16	12	7

<sup>a</sup> Includes activities at Fairport.

<sup>b</sup> Includes activities at Leeds and South Sioux City.

<sup>c</sup> Includes activities at Waterloo East Side and Waterloo West Side.

<sup>d</sup> Includes activities at Cokedale, East Mineral, and Mackie.

<sup>e</sup> Includes activities at Oulette and Shiloh.

<sup>f</sup> Includes activities at Algiers, Amesville, Chef Menteur, Gentilly, Gretna, Lakeview, Lee, Little Woods, McDonoghville, Milneburg, and Poutchar-train Grove.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1918, and names furnished, by States and cities or towns—Continued.

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.		Names furnished.	
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarations.	Candidates' wives.
<b>Maine.</b>								
Auburn.....	15,064	2,574	1,090	454	1,200	90	161	108
Augusta.....	13,211	2,639	1,022	271	415	72	152	69
Hallowell.....	2,864	309	181	74				
Bangor.....	24,803	4,280	1,883	610	868	77	138	72
Bath.....	9,396	1,315	526	210	97	21	28	19
Biddeford.....	17,079	6,761	2,537	823			681	459
Brunswick.....	6,621	1,539	602	270			159	125
Topsham.....	2,016							
Foxcroft.....	1,867						3	3
Lewiston.....	26,247	9,413	3,502	1,406			726	375
Lisbon.....	4,116	988	437	165			161	108
Old Town.....	6,317	1,383	664	118			207	149
Orono.....	3,555	858	449	63			29	21
Portland.....	58,571	12,078	5,023	2,222	1,875	261	502	307
South Portland.....	7,471	1,003	415	147				
West Brook.....	8,281	1,744	748	347				
Prosque Isle.....	5,179	1,147	524	166	1,156	55	78	52
Rumford.....	6,777	2,634	1,230	192	316	35	283	187
Mexico.....	2,065							
Saco.....	6,533	1,188	463	158			51	39
Skowhogan.....	5,341	783	346	144	220	25	22	18
Waterville.....	11,458	2,688	1,138	454			98	39
<b>Maryland.</b>								
Baltimore.....	558,485	77,043	33,638	16,643	2,398	435	1,598	1,216
<b>Massachusetts.</b>								
Abington.....	5,455	885	399	153			5	3
Adams.....	13,026	5,097	2,042	766				
Amherst.....	5,112	661	259	83			3	1
Andover.....	7,301	2,227	826	340				
Arlington.....	11,187	2,758	1,157	602			13	7
Athol.....	8,536	1,638	779	176			16	10
Attleboro.....	16,215	4,453	1,919	808			135	88
Belmont.....	5,542	1,572	639	275			4	3
Beverly.....	18,650	4,661	2,174	808			120	73
Danvers.....	9,407	1,908	790	385				
Hamilton.....	1,749							
Wenham.....	1,010							
Boston.....	670,585	240,722	103,160	47,791	11,593	5,232	677	346
Hyde Park.....	15,507	4,442	2,077	905				
Bridgewater.....	7,688	2,317	1,623	482			13	7
Brookton.....	56,878	15,425	7,033	3,167			81	42
Brookline.....	27,792	8,345	2,307	1,274			17	10
Cambridge.....	104,839	34,608	14,636	7,162	820	249	139	91
Canton.....	4,797	1,156	499	252			6	6
Chelsea.....	32,452	13,748	5,883	2,133			38	21
Chilcopee.....	25,401	10,036	4,330	1,280			211	154
Clinton.....	13,075	4,798	1,916	1,029			38	23
Boylston.....	714							
Lancaster.....	2,464							
Sterling.....	1,359							
Cohasset.....	2,585	520	217	85				
Concord.....	6,421	1,649	738	292			4	2
Bedford.....	1,231							
Carlisle.....	551							
Lincoln.....	1,175							
Bedham.....	9,284	2,718	1,206	520	234	67	22	14
Douglass.....	2,152							
Dudley.....	4,267	1,579	704	172			8	5
East Bridgewater.....	3,363	547	253	113			2	
East Falmouth.....					183	21	9	5
Easthampton.....	8,524	3,077	1,227	404			21	12
Southampton.....	870							

\* Includes activities at Smithville and Virginia.

† Includes activities at Winslow.

‡ Includes activities at Arlington, Brooklyn, Cantonville, Curtis Bay, Dundalk, Franklinville, Gardenville, Govans, Hamilton, Hillsdale, Mount Wiggins, Orangeville, Roland Park, Sparrows Point, Towson, West Arlington.

§ Includes activities at Allston, Brighton, Charlestown, Dorchester, East Boston, Mattapan, Mount Hope, Rosindale, Roxbury, South Boston, West Roxbury.

¶ Includes activities at Elmwood and Westdale.



TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1918, and names furnished, by States and cities or towns—Continued.

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.		Names furnished.	
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarations.	Candidates' wives.
<b>Massachusetts—Contd.</b>								
Easton	5,139	1,371	698	280			46	32
Mansfield	5,183	1,020	470	141				
East Weymouth							2	1
Everett	83,484	9,607	4,086	2,228			10	7
Fall River	119,285	50,874	20,181	8,368			1,629	1,142
Somerset	2,798	706	295	102				
Swansea	1,978							
Tiverton	2,928	591	261	68				
Tiverton, R. I.	4,032	1,069	497	176				
Falmouth	3,444	544	245	79			17	6
Fitchburg	87,826	13,611	5,933	1,960			337	244
Frammingham	12,948	3,156	1,341	557			18	11
Ashland	1,682							
Hopkinton	2,452							
Sherborn	1,428							
Franklin	5,641	1,504	722	248			17	11
Medway	2,696	537	216	112				
Wrentham	1,743							
Gardner	14,699	5,312	2,708	762			36	21
Gloucester	24,393	7,484	3,980	1,743			82	45
Essex	1,621							
Manchester	2,673	847	437	165				
Greenfield	10,427	1,918	916	366	125	40	37	18
Deerfield	2,209							
Hanover	2,326						1	1
Norwell	1,410							
Pembroke	1,336							
Haverhill	44,115	11,133	4,936	1,915			294	197
Amesbury	9,894	2,636	1,140	468				
Merrimac	2,202							
Newton, N. H.	962							
Plaistow, N. H.	1,173							
Hingham	4,965	943	388	153			5	4
Holyoke	57,730	23,238	9,457	3,765			408	259
South Hadley	4,864	1,317	538	239				
Hudon	6,743	1,790	863	293			18	11
Berlin	904							
Bolton	764							
Ipswich	5,777	2,251	872	175			17	8
Hamilton	1,740							
Rowley	1,368							
Topsfield	1,174							
Lawrence	55,892	41,319	17,414	6,588			302	209
North Andover	5,529	1,328	804	379				
Leominster	17,580	4,876	2,058	645			187	127
Lunenburg	1,393							
Lexington	4,918	1,143	517	242				
Bedford	1,231							
Burlington	591							
Lowell	109,294	43,457	18,191	7,028			294	213
Billerica	2,789	662	283	180				
Dracut	3,461	1,035	482	231				
Tewksbury	3,750	2,670	872	89				
Andover	4,948	2,308	769	158			74	55
Lynn	59,336	27,344	12,038	4,901			221	151
Nahant	1,184							
Saugus	8,047	1,750	751	416				
Swampscott	6,204	1,369	580	250				
Malden	44,404	13,430	5,404	2,941			8	6
Melrose	15,715	3,091	1,182	718				
Marlboro	14,579	3,344	1,508	810			17	
Northboro	1,713							
Maynard	6,390	3,002	1,403	340			2	2
Medford	23,150	5,126	2,134	1,105			68	40
Methuen	11,448	4,501	1,776	922			104	78
Milford	13,055	4,331	2,039	674			19	14
Monson	4,758	904	399	156			6	8

\* Includes activities at South Hadley Falls and Williamansett.

• Includes activities at Stow.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1918, and names furnished, by States and cities or towns—Continued.

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.		Names furnished.	
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarations.	Candidates' wives.
<b>Massachusetts—Contd.</b>								
Montague.....	6,866	1,936	923	375			7	2
Natick.....	9,866	1,997	926	499			4	3
Needham.....	5,026	1,584	644	268			14	9
New Bedford.....	96,652	42,625	17,151	5,441			1,040	690
Acushnet.....	1,692							
Dartmouth.....	4,378	1,072	488	116				
Fairhaven.....	5,122	1,232	538	173				
Freetown.....	1,471							
Newburyport.....	14,949	3,007	1,215	569			69	48
Newton.....	39,806	11,191	4,061	1,829			31	22
North Adams.....	22,019	6,046	2,561	1,266			80	66
Northampton.....	19,431	4,880	2,130	983	215	74	9	3
North Attleboro <sup>a</sup> .....	9,562	2,490	1,133	508			69	40
Northbridge.....	8,807	3,560	1,619	503			66	50
North Easton.....							3	2
Norwood.....	8,014	2,555	1,289	521			21	14
Palmer <sup>b</sup> .....	8,610	3,074	1,354	282			19	16
Peabody.....	15,721	5,341	2,931	783			51	31
Pittsfield.....	32,121	6,744	3,176	1,549	416	111	94	46
Dalton.....	3,568	462	199	138				
Hinsdale.....	1,116							
Lanesboro.....	947							
Lenox.....	3,060	754	350	178				
Plymouth.....	12,141	3,722	1,621	463	140	80		
Quincy.....	32,642	10,875	4,996	2,367			29	20
Revere.....	18,219	5,331	2,400	1,407			23	12
Rockland.....	6,928	1,110	502	276			7	6
Weymouth.....	12,895	2,812	1,099	509				
Rockport <sup>c</sup> .....	4,211	1,029	478	200			9	7
Salem.....	43,697	13,539	5,696	2,443	3,785	1,047	323	213
Shrewsbury.....	1,946						12	5
Somerville.....	77,236	20,751	8,814	4,263			134	96
Southboro.....	1,745							
Southbridge.....	12,592	4,315	1,943	657			67	38
Charlton.....	2,032							
Sturbridge.....	1,957							
Springfield <sup>d</sup> .....	88,926	22,999	9,942	4,182	2,324	669	490	323
Agawam.....	3,501	826	378	155				
Stoneham.....	7,090	1,362	615	316			8	7
Stoughton.....	6,316	1,439	666	266			4	2
Taunton.....	34,259	9,779	4,206	1,506	2,630	656	143	85
Uxbridge.....	4,671	1,243	601	144			28	18
Wakefield <sup>e</sup> .....	11,404	3,128	1,280	662			12	6
Reading.....	5,818	1,012	421	191				
Walpole.....	4,892	1,306	635	230			13	9
Foxboro.....	3,863	698	377	125				
Norfolk.....	960							
Waltham.....	27,834	7,683	3,068	1,525			32	17
Watertown.....	12,875	4,057	1,773	804			31	19
Webster.....	11,509	4,096	1,839	650			51	37
Wellesley.....	5,413	1,559	560	234			1	1
Westfield.....	10,044	4,401	2,173	583			18	8
West Springfield.....	9,224	2,100	943	372			53	31
Whitman.....	7,292	1,108	481	218			12	9
Winchester.....	9,309	2,486	1,027	366			7	5
Wintthrop.....	10,132	2,093	819	551				
Woburn.....	15,308	4,039	2,006	1,063			11	10
Wilmington.....	1,858							
Worcester.....	145,986	48,492	22,816	9,126	2,980	763	566	354
<b>Michigan.</b>								
Albion.....	5,833	775	421	245			2	1
Ann Arbor.....	14,817	2,256	955	561	189	127	17	7
Alpha <sup>f</sup> .....							1	
Baltic <sup>g</sup> .....							26	9
South Range.....	1,097							

<sup>a</sup> Includes activities at Plainville.  
<sup>b</sup> Includes activities at Bondsville, Thorndike, and Three Rivers.  
<sup>c</sup> Includes activities at Pigeon Cove.  
<sup>d</sup> Includes activities at Long Meadow.

Includes activities at Lynnfield.  
<sup>f</sup> Includes activities at Dunn Mine Location  
<sup>g</sup> Includes activities at Atlantic Mine and Tri-mount.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1918, and names furnished, by States and cities or towns—Continued.

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.		Names furnished.	
	Total.	Foreign-born white.	Total.	Naturalized.	Declara-tions.	Peti-tions.	Declara-ants.	Candi-dates' wives.
<b>Michigan—Continued.</b>								
Battle Creek.....	25,267	2,616	1,259	570	132	57	34	17
Bav City.....	45,166	11,027	5,213	4,009	374	211	126	99
Belding.....	4,119	351	130	66			1	1
Benton Harbor <sup>a</sup> .....	9,185	1,187	538	340	215	56	36	29
Coloma.....	701							
Bessemer.....	4,583	2,144	1,260	427	319	109	69	28
Calumet <sup>b</sup> .....	20,097						113	63
Lanrum.....	8,537	2,617	1,263	825				
Oscoda.....	7,775							
Rod Jacket.....	4,211	1,953	1,151	357				
Wolverine.....	794							
Chassell.....							9	3
Crystal Falls.....	3,775	1,501	818	358	95	63	8	
Detroit.....	465,766	156,565	75,323	32,891	8,477	1,262	2,566	1,009
Dorita.....							3	
Dodgeville.....							4	1
Dowagiac.....	5,088	471	263	88	5	4	1	1
Escanaba <sup>c</sup> .....	13,194	4,096	2,236	1,265	279	51	60	22
Flint.....	38,550	6,662	3,628	1,579	637	174	419	250
Gladstone.....	4,211	1,423	753	352			21	9
Grand Haven <sup>d</sup> .....	5,856	1,364	665	393	102	51	25	9
Spring Lake.....	802							
Grand Rapids.....	112,571	28,335	13,689	7,758	754	162	1,249	798
Gwinn <sup>e</sup> .....							5	2
Hancock <sup>f</sup> .....	8,981	3,162	1,611	786			41	20
Hemlock.....								
Highland Park <sup>g</sup> .....	4,120	915	404	247			179	67
Hamtramck.....	3,559	1,261	568	262				
Holland.....	10,490	2,465	1,162	764			13	8
Houghton.....	5,113	1,184	566	390	472	221	5	3
Ionia.....	5,030	744	366	268	77	13	36	19
Iron Mountain.....	9,216	3,741	1,878	1,208	69	67	10	6
Iron River.....	2,450						10	
Ironwood.....	12,821	6,234	3,651	1,259			199	125
Ishpeming.....	12,448	4,732	2,478	1,550			19	13
Jackson.....	31,433	4,307	2,182	1,180	252	59	75	37
Kalamazoo <sup>h</sup> .....	39,437	6,857	3,149	1,505	98	47	44	18
Galesburg.....	656							
Plainwell.....	1,493							
Schoolcraft.....	816							
Vicksburg.....	1,624							
Lansing <sup>i</sup> .....	31,229	3,973	2,006	1,029	428	60	61	33
Dimondale.....	341							
St. Johns.....	3,154	192	97	55				
Loretto <sup>j</sup> .....							2	1
Ludington.....	9,132	2,247	1,129	782	173	29	25	10
Manistee <sup>k</sup> .....	12,361	3,610	1,828	1,480	117	21	15	9
Marquette.....	11,503	3,574	1,930	1,117	192	124	17	9
Mohawk <sup>l</sup> .....					20	24	11	9
Ahmeek.....	766							
Monroe <sup>m</sup> .....	6,893	828	458	188	104	27	41	10
Muskegon.....	24,062	6,252	3,092	2,070	128	36	119	63
Fruitport.....	330							
Muskegon Heights.....	1,690							
Negaunee.....	8,460	3,862	2,207	869			25	15
Norway.....	4,974	2,185	1,119	719			2	1
Owosso.....	9,639	1,352	674	398	57	22	14	11
Corunna.....	1,384							
Morrice.....	470							
Perry.....	720							

<sup>a</sup> Includes activities at Millburg.

<sup>b</sup> Includes activities at Centennial, Centennial Heights, Kearsarge, Tamarack.

<sup>c</sup> Includes activities at North Escanaba and Wells.

<sup>d</sup> Includes activities at Ferrysburg.

<sup>e</sup> Includes activities at Austin and Princeton.

<sup>f</sup> Includes activities at Franklin Mine and Quincy Mine.

<sup>g</sup> Includes activities at Greenfield.

<sup>h</sup> Includes activities at Comstock.

<sup>i</sup> Includes activities at Bath, DeWitt, Halsett, Holt, Masons.

<sup>j</sup> Includes activities at Waucaedah.

<sup>k</sup> Includes activities at East Lake, Fife City, Oak Hill.

<sup>l</sup> Includes activities at Allouez.

<sup>m</sup> Includes activities at Erie and LaSalle.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1918, and names furnished, by States and cities or towns—Continued.

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.		Names furnished.	
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarants.	Candidates' wives.
<b>Michigan—Continued.</b>								
Palmersdale.....							9	7
Pontiac.....	14,532	2,683	1,200	619	253	95	68	44
Port Huron.....	18,633	5,979	2,511	1,917	291	65	127	77
River Rouge.....	4,163	1,227	581	254			19	14
Ford City.....	1,689							
Saginaw.....	50,510	11,701	5,584	3,799	335	87	142	99
Chequamegon.....	1,363							
Merrill.....	1,505							
Oakley.....	237							
Saginaw, West Side.....								
Sault Ste. Marie.....	12,615	5,180	2,418	1,330	256	64	107	51
St. Charles.....	1,451							
Scottville.....	891						15	11
Custer.....	277							
Stambaugh.....	1,322						9	
Traverse City.....	12,115	2,009	1,042	634	26	24	10	5
Ypsilanti.....	6,330	614	251	155			15	6
Saline.....	816							
Wayne.....	1,263							
Wakarusa.....							15	8
<b>Minnesota.</b>								
Albert Lea.....	6,192	1,192	501	337	138	39	22	3
Alden.....	544							
Glenville.....	368							
Manchester.....	775							
Aurora.....	1,919						5	2
Mossaba.....	84							
Austin.....	6,960	1,128	615	342	78	14	18	5
Brownsdale.....	264							
Lyle.....	552							
Waltham.....	170							
Bemidji.....	5,099	1,056	670	401	176	61	4	1
Biwabik.....	1,690						3	2
Bramerd.....	8,526	2,164	1,122	796	120	28	16	8
Buhl.....	1,005						6	1
Chisholm.....	7,684	4,469	2,936	551			46	37
Clementson.....	7,031	2,959	1,794	753	219	67	28	18
Cloquet.....	1,613						13	5
Coleraine.....	1,377							
Bovey.....	245							
Calumet.....	887							
Marble.....	549							
Taconite.....								
Crosby.....	586							
Dearwood.....	78,466	30,652	17,663	8,359	758	262	269	105
Duluth.....								
Dunbar.....								
East Grand Forks.....	2,533	773	422	220	211	61	9	7
Grand Forks, N. Dak.....	12,478	3,607	1,756	929				
Ely.....	3,572	1,713	995	377			30	22
Eveloth.....	7,036	3,761	2,328	679				
Fairmont.....	2,958	392	198	169	60	11	3	1
Fairbault.....	9,001	1,443	695	445	79	18	5	1
Fergus Falls.....	6,887	2,418	1,288	494	275	43	12	8
Battle Lake.....	567							
Pelican Rapids.....	1,019							
Rothsay.....	343							

• Includes activities at North Port Huron, Salt Block, Upton Works  
 ◦ Includes activities at Ecorse, Navarre.  
 ◦ Includes activities at Birch Run, Bridgeport, Burr, Carrollton, Fosters, Freeland, Swann Creek, Zillwaukee.  
 ◦ Includes activities at Amber.  
 ◦ Includes activities at New Caspian, Palatka.  
 / Includes activities at Armstrong, Clark's Grove, Hayward.

• Includes activities at Adriatic, Stevens.  
 ▲ Includes activities at Lansing, Oakland.  
 ◦ Includes activities at Pineville.  
 ◦ Includes activities at Barrows.  
 ▲ Includes activities at Hartley, Monroe Location, Myers, Shenango.  
 † Includes activities at Ironton.  
 † Includes activities at Winton.  
 \* Includes activities at Underwood.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1918, and names furnished, by States and cities or towns—Continued.

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.		Names furnished.	
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarations.	Candidates' wives.
<b>Minnesota—Continued.</b>								
Gilbert <sup>a</sup> .....	1,700						6	4
Elba.....	151							
McKinley.....	411							
Graceton.....								
Grand Rapids.....	2,230				182	57	10	7
Hibbing <sup>b</sup> .....	8,822	4,342	2,879	730			29	16
Lamberton.....	652							
Morton.....	761							
Homestead.....								
International Falls.....	1,487				145	26	18	7
Keswatin <sup>c</sup> .....	665						9	6
Kettle River.....							2	
Kinney <sup>d</sup> .....								
Lindford.....								
Little Falls.....	6,078	1,300	638	522	88	12	1	
Little Marais.....							1	
Little Swan.....								
Mankato.....	10,365	2,070	1,018	814	155	28		
Eagle Lake.....	231							
Kasota.....	700							
Lake Crystal.....	1,055							
North Mankato.....	1,279							
St. Peter.....	4,176	1,260	635	254				
Minneapolis.....	301,408	85,938	45,159	23,462	4,534	1,128	735	264
Robbinsdale.....	765							
St. Louis Park.....	1,743							
Montvedeo.....	3,056	571	304	177	73	19	8	1
Moorehead.....	4,840	1,384	751	458	84	19	6	5
Mountain Iron <sup>e</sup> .....	1,343						2	1
Costin.....	231							
Nashwauk.....	2,080						1	
North St. Paul.....	1,404							
Owatonna <sup>f</sup> .....	5,658	1,104	520	400	55	8	6	2
Rochester.....	7,844	1,655	747	375	115	21	6	3
Rosey.....								
St. Cloud <sup>g</sup> .....	10,600	2,024	1,103	675	198	35	3	
Bauk Rapids.....	1,745							
St. Paul.....	214,744	50,524	29,048	17,071	3,015	637	543	269
Section Thirty.....								
South St. Paul.....	4,510	1,723	934	423	79	24	21	12
Stillwater <sup>h</sup> .....	10,198	2,774	1,578	1,151	165	17	3	1
South Stillwater.....	1,343							
Tofte.....					21	6		
Trout Lake.....								
Two Harbors.....	4,990	2,114	1,285	466	92	201	17	5
Virginia <sup>i</sup> .....	10,473	5,340	3,397	958			28	11
Franklin.....	439							
Winger.....	728							
Winona.....	18,583	3,653	1,929	1,586	154	17	5	1
Williams.....							3	1
Wilmar.....	4,135	1,281	631	434	127	10	13	5
Wright.....								
<b>Mississippi.</b>								
Greenville.....	9,610	296	185	86	8	8		
Gulport.....	6,286	269	164	64	212	24		
<b>Missouri.</b>								
Cape Girardeau.....	8,475	375	208	162	4	1		
Ilasco.....							77	44

<sup>a</sup> Includes activities at Sparta and Senoa Mine Location.

<sup>b</sup> Includes activities at Alice, Brooklyn, Carson Lake, Dupond, Glenn, Klittsville, Latonia, Mace, Mahoning, Mapel Hill, Mitchell, Penobscot, Pool, and Stevenson.

<sup>c</sup> Includes activities at Bennet Mine, Bray Location, St. Paul Location.

<sup>d</sup> Includes activities at Lucknow, Sharon and Spina.

<sup>e</sup> Includes activities at Ellis, Hopper, Kinross, Leonidas Mine, Parkville.

<sup>f</sup> Includes activities at Bixby, Havana, Hope, Medford, Meriden, Merton, Pratt.

<sup>g</sup> Includes activities at White Park.

<sup>h</sup> Includes activities at Oak Park.

<sup>i</sup> Includes activities at Northside.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1918, and names furnished, by States and cities or towns—Continued.

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.		Names furnished.	
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarations.	Candidates' wives.
<b>Missouri—Continued.</b>								
Kansas City <sup>a</sup> .....	248,881	25,327	13,052	6,953	427	127		
Independence.....	9,859	412	203	116				
Rosedale, Kan.....	5,960	470	228	173				
St. Joseph.....	77,403	8,113	4,291	2,256	93	25	14	6
St. Louis.....	687,029	125,706	63,440	33,081	1,549	965	358	179
Maplewood.....	4,976	505	267	191				
Sedalia.....	17,822	801	413	325	17	3		
<b>Montana.</b>								
Great Falls.....	13,948	3,662	1,943	1,018	338	74	65	32
Lewistown <sup>b</sup> .....	2,992	411	219	123	93	87	19	4
Moore.....	575							
Miles City.....	4,697	852	555	166	88	51	24	4
Missoula.....	12,809	2,997	2,020	785	118	35	10	4
Red Lodge.....	4,860	2,099	1,314	420	53	47		
<b>Nebraska.</b>								
Elyria.....					20	5	5	
Fremont.....	8,718	1,369	666	457	109	12	10	6
Grand Island.....	10,326	1,561	869	541	90	13	5	2
Hebron.....	1,778				12	4		
Lincoln.....	43,973	7,200	3,101	1,372	420	93	36	23
Norfolk.....	6,025	799	422	162	135	15	4	2
Omaha.....	124,096	27,068	13,788	7,070	796	191	222	63
Benson.....	3,170	484	237	155				
Florence.....	1,526							
South Omaha.....	26,259	7,834	4,377	1,956				
Schuyler.....	2,152				114	9	12	6
Wilber.....	1,219				11		3	2
<b>Nevada.</b>								
Reno.....	10,867	2,059	1,239	591	147	21	13	3
Sparks.....	2,500	522	338	113				
<b>New Hampshire.</b>								
Berlin.....	11,780	5,082	2,378	768	830	113	211	143
Gorham.....	2,155							
Milan.....	924							
Claremont.....	7,529	1,819	731	298	90	21	10	7
Concord <sup>c</sup> .....	21,497	4,309	1,994	962			56	41
Pembroke.....	3,062	878	358	230				
Dover <sup>d</sup> .....	13,247	3,296	1,475	747	328	16	12	10
Durham.....	823							
Madbury.....	331							
Newmarket.....	3,348	1,340	497	106				
Rollinsford.....	1,836							
East Jaffrey.....					121	23	16	14
Franklin.....	6,132	1,613	696	262	450	93	110	74
Northfield.....	1,474							
Sanbornton.....	860							
Jaffrey.....	1,895						4	4
Manchester <sup>e</sup> .....	70,063	29,692	11,486	4,566	1,739	227	593	352
Auburn.....	637							
Bedford.....	1,110							
Bow.....	676							
Candia.....	993							
Chester.....	818							
Goffstown.....	2,579							
Hookset.....	1,528							
Wears.....	1,325							
Nashua.....	26,005	8,957	3,748	1,190	574	91		
Portsmouth.....	11,269	2,138	975	514	214	60	4	2
Salem <sup>f</sup> .....	2,117							
Tilton.....	1,866				114	17	6	4
<b>New Jersey.</b>								
Atlantic City.....	46,150	6,400	2,996	1,170	235	78	43	21
Ventnor City.....	491							
Pleasantville.....	4,390	304	170	56				
Bayonne.....	55,545	20,522	10,109	3,364			447	282

<sup>a</sup> Includes activities at North Kansas City.  
<sup>b</sup> Includes activities at Olengarry, Hilger, and South Lewiston.  
<sup>c</sup> Includes activities at Penacook.

<sup>d</sup> Includes activities at Elliot.  
<sup>e</sup> Includes activities at Grasmere.  
<sup>f</sup> Includes activities at Hampshire.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1918, and names furnished, by States and cities or towns—Continued.

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.		Names furnished.	
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarants.	Candidates' wives.
<b>New Jersey—Continued.</b>								
Bernardsville.....					184	56	14	9
Bloomfield.....	15,070	3,359	1,544	808			172	67
East Orange.....	34,371	5,677	2,079	1,187				
Boonton.....	4,930	1,090	505	207			10	7
Bordentown c.....	4,250	349	162	63	80	31	8	7
Bound Brook.....	3,970	1,242	606	212	184	56	11	5
Bridgeton.....	14,209	691	830	131	75	13		
Carneys Point.....					79	23		
Cranford.....	3,641						4	3
Dover b.....	7,468	1,313	667	385				
Rockaway.....	1,902							
Wharton.....	2,983	1,133	732	169				
East Newark.....	3,163	1,215	546	255			13	9
East Rutherford c.....	4,275	1,197	561	297			45	29
Carlstadt.....	3,807	1,272	591	331				
Wallington.....	3,448	1,365	618	199				
Elizabeth.....	73,409	23,894	11,713	5,036	1,372	279	126	83
Englewood.....	9,924	2,500	950	422			1	1
Florence.....	4,731				80	31		
Hackensack d.....	14,050	3,255	1,473	564	852	318	45	24
Bogota.....	1,125							
Maywood.....	889							
Teaneck.....	2,082							
Woodridge.....	1,043							
Harrison.....	14,498	5,257	2,503	1,046			62	37
Hoboken.....	70,324	27,668	13,562	5,796			493	306
Irvington.....	11,877	2,480	1,192	737			17	13
Jersey City.....	267,779	77,697	37,707	16,556	7,688	1,838	1,256	814
Kearney e.....	18,659	6,024	2,888	1,430				
North Arlington.....	437							
Leonia.....	1,496						9	7
Edgewater.....	2,655	921	492	138				
Fort Lee.....	4,472	1,264	636	325				
Falsade Park.....	1,411							
Ridgefield.....	966							
Montclair f.....	21,550	5,141	2,023	771			312	60
Caldwell.....	2,236							
Essex Falls.....	442							
Verona.....	1,675							
West Orange.....	10,980	2,850	1,336	623				
Morristown.....	12,507	2,657	1,115	562	159	62	43	25
Newark.....	347,469	110,655	49,674	21,427	3,698	1,762	2,683	999
New Brunswick.....	23,398	6,048	2,278	846	2,549	339	20	8
Orange.....	29,630	8,069	3,660	1,822			204	73
Park Ridge.....	1,401						1	
Passaic.....	54,773	28,467	10,820	2,967			292	172
Paterson g.....	125,600	45,398	20,182	9,817	1,185	420	119	80
Haledon.....	2,560	1,041	476	283				
Hawthorne.....	3,400	953	442	218				
Prospect Park.....	2,719	1,214	512	228				
Totowa.....	1,130							
Perth Amboy h.....	32,121	14,288	7,201	2,231			166	99
Woodbridge.....	8,948							
Plainfield.....	20,550	4,144	1,670	830			27	19
Rahway.....	9,337	1,659	840	407				
Red Bank i.....	7,398	993	437	175	220	104		
Fatontown.....	2,076							
Shrewsbury.....	3,238							
Ridgewood.....	5,416	763	316	162				
Summit j.....	7,500	2,024	769	349			22	16
Chatbam.....	1,874							
Millburn.....	3,720							
New Providence.....	873							
Springfield.....	1,246							

a Includes activities at Roebing and White House.  
 b Includes activities at Bowlbyville, Denville, Kenvil, Mill Brook, Mine Hill, and Susanna.  
 c Includes activities at Lyndhurst.  
 d Includes activities at North Hackensack and Oradell.  
 e Includes activities at Arlington P. O.  
 f Includes activities at Cedar Grove.  
 g Includes activities at North Paterson.  
 h Includes activities at Fords, Keasbey, Sewaren.  
 i Includes activities at Fairhaven and Little Silver.  
 j Includes activities at Short Hills.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1918, and names furnished, by States and cities or towns—Continued.

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.		Names furnished.	
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<b>New Jersey—Continued.</b>								
Tenally	2,756	803	362	146			2	2
Town of Union	21,023	6,665	3,133	1,723			106	71
Weehawken	11,228							
Trenton	96,815	26,310	12,938	5,253	622	230	100	65
Westfield	6,420	1,057	471	232			10	5
West Hoboken	35,463	13,713	6,177	2,905			339	231
North Bergen	15,662							
West New York	13,560	3,556	1,712	920			138	95
Guttenberg	5,647	2,187	1,104	452				
Woodbine	2,399				30	13	3	2
<b>New Mexico.</b>								
Albuquerque	11,020	1,269	624	430	17	3	2	
Old Albuquerque	2,143							
Clayton					2		6	
Santa Fe	5,072	196	108	70	11	5		
Silver City	3,217	559	266	242	13	15	3	1
<b>New York.</b>								
Albany	100,253	18,165	8,192	4,827	545	229	100	43
Albion	5,016	995	454	327	130	55	6	2
Amsterdam	31,267	10,624	4,691	1,806	182	59	85	52
Hagaman	875							
Auburn	34,668	7,620	3,788	1,743	241	91	111	58
Owasco	1,393							
Port Byron	1,085							
Sennett	1,423							
Skaneateles	1,615							
Throop	960							
Ballston Spa	4,138	604	300	152	92	42	3	2
Batavia	11,613	2,133	1,026	474	117	26	28	17
Binghamton	48,443	7,389	3,310	1,260	334	106	188	109
Endicott	2,406							
Union	1,544							
Buffalo	423,715	118,444	56,337	29,409	3,291	1,113	423	133
Sloan	1,259							
Carthage	3,583	483	266	83			2	2
Cohoes	24,709	7,373	2,990	1,606			35	15
Corning	13,730	1,795	896	486	28	22	11	6
Depew	3,921	1,913	1,192	223			16	6
Lancaster	4,364	727	385	175				
Dunkirk	17,221	5,146	2,548	1,067	110	11	49	61
Fredonia	5,285	1,187	536	263				
Ellenville	3,114	316	157	112	175	44		
Elmira	37,176	5,259	2,494	1,648	82	27	32	20
Horseheads	1,778							
Wellsburg	1,432							
Elmira Heights	2,732	325	155	78			1	1
Freeport	4,836	570	266	175	525	231	5	1
Fulton	10,480	1,783	840	206	78	62	8	5
Geneva	12,446	2,215	1,050	635	65	65		
Geneseo					89	37		
Gloversville	20,642	4,008	1,777	820	74	43	14	12
Hornell	13,617	1,272	627	450	35	29	3	2
Hudson	11,417	2,209	1,142	336	80	33	7	3
Huntington	12,004				1,215	56	6	6
Ithaca	14,802	1,589	723	374	43	19	10	3
Jamestown	31,297	10,612	5,035	2,741				
Celoron	2,141							
Falcner	2,141							
Lakewood	564							
Lansingburg								

a Includes activities at Union Hill.  
 b Includes activities at Barajas, Martine Town.  
 c Includes activities at West Albany.  
 d Includes activities at Fancher and Hulberton.  
 e Includes activities at Cranesville and Fort John-son.

f Includes activities at Aurelius, Fleming, and Melrose Park.  
 g Includes activities at Johnson City.  
 h Includes activities at Cheektowaga.  
 i Includes activities at Greenfield, Napanoch.  
 j Includes activities at Stottsville.  
 k Includes activities at Frewsburg.



TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1918, and names furnished, by States and cities or towns—Continued.

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	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarations.	Candidates' wives.
<b>New York—Continued.</b>								
Little Falls.....	12, 273	3, 915	1, 832	581	252	11	18	13
Lockport.....	17, 970	3, 225	1, 558	887	490		23	12
Lyons.....	4, 460	808	387	266	79	1	7	2
Malone.....	6, 467	819	346	205	238		6	80
Mamaroneck.....	5, 699	1, 641	781	344			23	237
Mechanicville.....	6, 634	1, 343	699	268			12	55
Stillwater.....	1, 004							6
Medina.....	5, 683	1, 158	553	300			70	
Middleport.....	1, 530							14
Middletown.....	15, 313	1, 578	770	400			4	8
Mount Vernon.....	30, 919	8, 029	3, 612	1, 950				
Bronxville.....	1, 863							33
Pelham.....	681							
Tuckahoe.....	2, 722	1, 140	543	202				1
Nowark.....	6, 227	759	825	176	79	55	5	
Newburgh.....	27, 805	4, 823	2, 241	1, 125	278	150	5	
New Rochelle.....	28, 867	8, 677	4, 000	1, 979			46	
New York.....	4, 766, 883	1, 927, 703	828, 793	318, 091	29, 667	12, 430	3, 511	
Niagara Falls.....	30, 445	12, 064	6, 755	2, 082			161	5
La Salle.....	1, 299							5
North Tonawanda.....	11, 955	3, 628	1, 837	765			27	30
Tonawanda.....	8, 290	1, 584	948	573				1, 751
Olean.....	14, 743	2, 424	1, 184	641	56	32	6	80
Oneida.....	8, 317	876	422	234			16	
Oneonta.....	9, 491	741	428	200	51	23		4
Poughkeepsie.....	27, 936	4, 534	2, 122	994	2, 583	132	84	11
Rochester <sup>b</sup> .....	218, 149	59, 963	27, 007	13, 003	1, 810	2, 566	229	
Brighton.....	3, 938							49
Chili.....	2, 071							46
Clarkson.....	1, 549							
Gates.....	4, 862							
Greece.....	7, 777							
Hamlin.....	2, 184							
Henrietta.....	1, 972							
Arondequoit.....	3, 526							
Mendon.....	2, 754							
Ogden.....	3, 143							
Parma.....	2, 954							
Pentfield.....	2, 977							
Perinton.....	6, 566							
Pittsford.....	3, 634							
Riga.....	1, 533							
Rush.....	2, 150							
Webster.....	3, 755							
Wheatland.....	2, 453							
Rockville Center <sup>c</sup> .....	3, 667	420	209	133			8	5
East Rockaway.....	1, 200							
Rome.....	20, 497	4, 114	2, 254	869			79	44
Saratoga Springs.....	12, 683	1, 771	803	468			4	
Schenectady <sup>d</sup> .....	72, 826	18, 631	9, 582	3, 856	486	243	215	94
Glenville.....	5, 201							
Niskayuna.....	1, 907							
Scotia.....	2, 957	374	186	105				
Shalton.....								
Solvay.....	5, 139	1, 663	946	342			4	3
Syracuse <sup>e</sup> .....	137, 249	30, 781	14, 944	7, 036	713	392	199	102
Eastwood.....	810							
Liverpool.....	1, 388							
Troy.....	78, 813	15, 432	6, 554	4, 358	119	38	48	21
Green Island.....	4, 737	867	393	202				
Watervliet.....	15, 074	2, 750	1, 226	667				

<sup>a</sup> Includes activities at Knowlesville.

<sup>b</sup> Includes activities at Sweden.

<sup>c</sup> Includes activities at Lynbrook, Malverne, Oceanside.

<sup>d</sup> Includes activities at Alplaus, South Schenectady.

<sup>e</sup> Includes activities at East Sycamore and Onondaga Valley.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1918, and names furnished, by States and cities or towns—Continued.

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.		Names furnished.	
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarations.	Candidates' wives.
<b>New York—Continued.</b>								
Utica <sup>a</sup> .....	74,419	21,308	9,341	4,326	794	290	283	178
Deerfield.....	1,660							
New Hartford.....	5,947							
Whitesboro.....	2,375							
Watertown.....	26,730	6,268	2,798	1,060	256	126	49	27
Brownsville.....	884							
Westbury.....							12	5
White Plains <sup>b</sup> .....	15,949	3,896	1,914	777	1,358	627	35	12
Scarsdale.....	1,300							
Yonkers.....	79,803	26,590	12,295	5,629			117	63
<b>North Carolina.</b>								
Concord <sup>c</sup> .....	8,715	21	14	7		1		
<b>North Dakota.</b>								
Bismarck.....	5,443	965	514	301	36	10	12	3
Devils Lake.....	5,157	1,236	652	255	170	22	15	2
Dickinson.....	3,678	1,015	530	239	50	21	5	1
Edgeley <sup>d</sup> .....	749						1	1
Berlin.....	137							
Judd.....	99							
Fargo.....	14,331	3,200	1,669	1,011	206	43	24	5
Garrison.....					43	31	1	1
Harvey.....	1,443				52	9	7	1
Jamestown.....	4,358	878	426	203			4	1
Kulm.....	645						1	
La Moure.....	929				38	15	1	
Mandan.....	3,873	1,293	739	276	39	27	1	
Medina.....	343				73	27		
Minot.....	6,188	1,150	587	325	152	40	32	7
New Salem.....	621							
South Heart.....					50	21		
Valley City.....	4,606	1,072	540	317	67	17	3	
Williston.....	3,124	653	364	171	72	28		
<b>Ohio.</b>								
Akron.....	69,067	13,241	7,051	2,459	977	190	227	92
Barberton.....	9,410	2,829	1,723	322				
Cuyahoga Falls.....	4,020	470	246	129				
Kenmore.....	1,561							
Alliance.....	15,083	2,659	1,606	350			21	6
Ashtabula.....	18,266	4,710	2,382	1,108	96	35	10	5
Bucyrus.....	8,122	872	489	255	25	4		
Byesville.....	3,156	332	161	85	1,079	60		
Canal Dover.....	6,621	1,008	557	237	444	35	7	5
Canton <sup>e</sup> .....	50,217	8,648	5,010	2,005	498	55		
New Berlin.....	865							
Osna burg.....	2,127							
Chillicothe.....	14,508	618	290	181	8	3		
Cincinnati <sup>f</sup> .....	363,591	56,792	26,723	17,253	844	283	127	45
Cleveland.....	560,663	195,703	94,431	40,482	9,030	1,568	362	223
Cleveland Heights.....	2,955	692	257	132				
East Cleveland.....	9,179	1,418	557	397				
Euclid.....	1,963							
Lakewood.....	15,181	3,916	1,938	791				
Newburg.....	5,813	2,010	911	539				
Royalton.....	1,339							
West Park.....	3,179							
Columbus.....	181,511	16,285	8,487	4,453	257	71	71	30
Conneaut <sup>g</sup> .....	8,319	1,533	793	326			3	1
Dayton.....	116,577	13,847	7,303	3,451	344	79	37	11
Dover.....							9	1
East Youngstown <sup>h</sup> .....	4,972	3,866	2,814	107			28	6
Lowellville.....	1,692							1
Elyria.....	14,825	3,061	1,709	556	200	58	18	11

<sup>a</sup>Includes activities at Capron and New York Mills.

<sup>b</sup>Includes activities at Elmsford, Hartsdale, Kensico, Purchase, and Valhalla.

<sup>c</sup>Includes activities at Kanapolis.

<sup>d</sup>Includes activities at Medbury.

<sup>e</sup>Includes activities at North Industry.

<sup>f</sup>Includes activities at Shaker Heights.

<sup>g</sup>Includes activities at Amboy, East Conneaut, and North Conneaut.

<sup>h</sup>Includes activities at Hazelton.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1913, and names furnished, by States and cities or towns—Continued.

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.		Names furnished.	
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarations.	Candidates' wives.
<b>Ohio—Continued.</b>								
Forsythe								
Fremont	9,939	1,037	616	385	26	14	8	3
Hamilton	35,279	3,309	1,703	1,042	74	31	5	3
Fairfield Township	3,551							
St. Clair Township	1,300							
Leotonia	2,665	647	375	103			1	1
Lisbon	3,084	261	133	61	204	17	4	
Lorain	28,883	10,929	6,216	1,496			17	1
Martins Ferry	9,133	1,540	787	348	119	64	7	1
Miamisburg	4,271	1,196	103	85				
Niles	8,361	2,502	1,437	399			8	4
Painesville	5,501	595	294	133	41	16	1	
Piqua	13,388	752	379	195	10	2	1	
Bradford	1,844							
Covington	1,848							
Fletcher	373							
Pleasant Hill	571							
Troy	6,122	179	88	59				
West Milton	1,207							
Robins							1	1
Salem <sup>b</sup>	8,943	1,239	703	234			11	3
Beloit	510							
Washingtonville	957							
Springfield <sup>c</sup>	46,921	3,156	1,662	916	34	8	12	4
Steubenville	22,391	5,214	3,103	589	892	123	80	23
Struthers	3,370	1,055	606	109			8	2
Tiffin	11,894	944	456	313	23	12	5	2
Toledo	168,497	32,037	15,826	8,752	813	185	34	13
Warren	11,081	1,352	667	275	106	42	15	6
Youngstown	79,066	24,860	14,027	4,263	565	243	170	40
<b>Oklahoma.</b>								
Bartlesville	6,181	199	128	79	18	2	2	
Dewey	1,344							
Coalgate	3,255	566	305	143	19	6		
Hartshorne	2,963	411	225	55	16	2		
Henryetta	1,671				5		1	1
Hugo	4,582	52	35	22	2			
Lehigh <sup>e</sup>	1,880						4	
Phillips	680							
Moore	225						6	2
Oklahoma City	64,205	3,214	2,122	848	61	21		
Tulsa	18,182	412	245	105			3	1
Wilburton	2,277				13		3	1
<b>Oregon.</b>								
Astoria/	9,599	4,088	2,562	1,172	336	46	7	
Warrenton	339							
Portland	207,214	43,780	25,230	11,261	1,400	615	115	49
<b>Pennsylvania.</b>								
Allentown	51,913	6,234	2,705	904	186	66	23	25
Altoona	52,127	5,212	2,767	1,063	212	99	103	63
Holidaysburg	3,734	138	76	35				
Juniata	5,285	206	117	44				
Logan Township	9,730							
Barnesboro <sup>g</sup>	3,535	1,149	612	277	512	277	12	9
Spangler	2,700	647	337	116				
Beaver Falls	12,191	2,851	1,657	396	310	74	30	26
Berwick	5,357	365	218	43	55	14	4	2
West Berwick	5,512	2,031	1,258	80				
Bethlehem <sup>h</sup>	12,827	797	373	233			6	5
Freemansburg	867							
Bradock	19,357	7,299	4,103	929			12	6
Bradford <sup>i</sup>	14,844	2,130	1,046	600	42	22	8	7

<sup>a</sup> Includes activities at Coke Otto, and Symmes.

<sup>b</sup> Includes activities at Green.

<sup>c</sup> Includes activities at Cold Springs.

<sup>d</sup> Includes activities at Smeltortown.

<sup>e</sup> Includes activities at Midway.

<sup>f</sup> Includes activities at Hammond.

<sup>g</sup> Includes activities at Cymbria Mines, Elmora, Emigh, Garman, Marsteller, and Saxman.

<sup>h</sup> Includes activities at North Bethlehem.

<sup>i</sup> Includes activities at Custer City, Dagolia, Derrick City, Gilmer, and Lewis Run.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1918, and names furnished, by States and cities or towns—Continued.

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.		Names furnished.	
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarations.	Candidates' wives.
<b>Pennsylvania—Continued.</b>								
Butler	20,728	3,510	2,050	386	126	56	27	12
Carrick Station, Pittsburgh	6,117	924	454	329				
Chambersburg	11,800	172	87	60		1		
Charleroi	9,615	3,356	1,679	445	281	72	19	7
Chester	38,537	6,673	3,476	1,137	687	141	62	26
Connellsville	12,845	1,587	793	343			6	4
Corry	5,991	669	283	114				
Dubois	12,623	2,122	1,128	540	221	127	4	2
Sandy Township	5,665							
Duquesne	15,727	6,381	3,604	760			22	14
Duryea	7,437	3,006	1,583	560			3	3
East Lebanon								
Easton	28,823	3,122	1,452	646	373	153		
Glendon	823							
West Easton	1,083							
Williams Township	1,648							
East Pittsburgh	5,615						13	9
Eddystone	1,167						6	3
Elisworth	2,084						7	4
Ellwood City	3,902	1,067	686	125			4	2
Hazel Dell	1,168							
Erie	66,825	14,943	7,562	3,345	315	124	547	320
Etna	5,830	1,668	958	359				
Farrell					200	65		
Ford City	4,850	2,314	1,361	256			11	8
Manorville	545							
Girardville	4,396	968	568	243	337	211	20	11
Glenlyon							20	11
Greenville	5,909	373	203	88				
Harrisburg	64,186	4,134	1,979	917	205	66		
Hazleton	25,452	5,994	2,972	1,457			35	27
Hazle Township	11,014							
Indiana	5,749	214	113	33	261	198	35	16
Jennette	8,077	1,774	914	312	508	303	51	22
Jenkins Township	4,196						51	34
Johnstown	55,482	15,316	9,225	1,621			51	
Conemaugh	1,549							
Dale	2,285							
Ferndale	1,614							
Franklin	2,102							
Kane	6,626	1,120	561	346			9	5
Kittanning	4,311	353	195	77	147	79		
Lancaster	47,227	3,203	1,472	1,028	40	12	11	7
Lansford	8,321	3,154	1,833	325	68	35	6	2
Larksville	9,288	3,099	1,646	645				
Lebanon	19,240	1,254	750	205	24	7	5	2
North Cornwall Township	1,787							
South Lebanon	3,538							
West Lebanon	1,098							
Leighton	5,316	244	209	67			1	
McKeesport	62,694	12,631	6,551	2,548			84	51
Dravosburg	1,595							
Elizabeth Township	7,410							
Port Vue	1,978							
Versailles	1,563							
Maltby							2	2
Midlands	1,244						3	5
Monessen	11,775	5,475	3,210	462			50	34
Rostraver Township	7,974							

a Includes activities at South Connellsville.  
 b Includes activities at Big Run and Falls Creek.  
 c Includes activities at Redington.  
 d Includes activities at Wurtemberg.  
 e Includes activities at Lawrence Park and Wesleyville.  
 f Includes activities at Cadogan.  
 g Includes activities at Grapeville and Peon Manor.  
 h Includes activities at Inkerman.  
 i Includes activities at Lebanon Independent Borough.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1918, and names furnished, by States and cities or towns—Continued.

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.		Names furnished.	
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarations.	Candidates' wives.
<b>Pennsylvania—Continued.</b>								
Monongahela City <sup>a</sup> .....	7,598	1,487	795	272			18	12
Finleyville.....	644							
Mount Carmel <sup>b</sup> .....	17,532	4,927	2,727	1,286	113	94	5	
Mount Oliver Station.....	4,241	672	328	270				
Mount Pleasant <sup>c</sup> .....	5,812	1,107	563	219			8	3
Bridgeport.....	3,860	853	376	117				
Mount Union.....	3,338	500	363	21	42	12		1
Nanticoke.....	18,877	7,187	3,923	1,935			56	36
New Brighton.....	8,329	865	482	148			12	6
New Castle.....	36,280	8,620	4,707	1,326	209	80	47	26
New Kensington.....	7,707	2,376	1,389	227			10	6
Norristown.....	27,875	4,015	1,691	477	325	49	21	11
Oakdale.....	1,353							
Old Forge.....	11,324	5,168	2,741	897				2
Parsons.....	4,339	1,216	656	325			6	2
Philadelphia <sup>d</sup> .....	1,549,008	382,578	167,072	69,415	9,526	4,152	1,243	621
Pittsburgh.....	533,905	140,436	70,148	28,797	4,716	2,672		
Aspinwall.....	2,592	225	101	82				
Bellevue.....	6,223	656	261	136				
Crafton.....	4,583	461	184	118				
Homestead.....	18,713	7,068	3,942	835				
Plymouth.....	16,996	5,498	2,918	1,412			12	10
Portage.....	2,954	805	396	146			12	9
Preston <sup>e</sup> .....							3c	18
McKees Rocks.....	14,702	6,068	3,617	632				
Stow Township.....	8,145							
Ramey.....	1,045							
Reading.....	96,071	8,812	4,528	1,430	964	57	65	49
St. Clair.....	6,455	1,827	1,103	243			4	1
St. Marys.....	6,346	780	431	208	84	53	2	1
Scranton.....	129,867	35,112	17,461	7,930	942	932	47	31
Shamokin.....	19,588	2,788	1,517	867			4	
Sharon.....	15,270	3,819	2,249	519				
Sharpsville.....	3,634	892	543	72				
South Bethlehem.....	19,973	8,362	4,423	655			60	44
Tamaqua.....	9,462	753	392	203			12	9
Tarantum <sup>f</sup> .....	7,414	1,677	892	337			40	22
Breckenridge Borough.....	3,134	455	249	1				
East Deer Township.....	3,702							
Taylor.....	9,060	3,369	1,796	652				
Throop.....	5,133	2,361	1,213	545				
Titusville.....	8,533	1,554	805	452	32	16	1	1
Trafford City.....	1,959						4	2
Uniontown.....	13,344	1,447	717	243	350	315	10	3
Warren.....	11,080	2,035	951	583	40	18	12	8
West Hazleton.....	4,715	1,556	802	282				
Wheatland.....	955							
Wilkes-Barre.....	67,105	16,078	7,899	3,754	884	648	122	77
Williamsport <sup>g</sup> .....	31,860	2,332	1,153	723	55	21	13	7
Woodlawn.....	1,396						18	11
<b>Rhode Island.</b>								
Bristol.....	8,585	2,951	1,203	419			27	11
Burrillville <sup>h</sup> .....	7,878	2,454	1,090	523			16	13
Central Falls.....	22,754	10,664	4,391	1,870			142	95
Coventry.....	5,848	1,346	543	217	766	70	57	44
Cranston.....	21,107	5,674	2,646	1,310			43	33
Cumberland <sup>i</sup> .....	10,107	3,678	1,569	787			24	33
Lincoln.....	9,825	4,181	1,687	780			7	4
Newport.....	27,149	6,256	2,925	1,672	800	391	61	32
Jamestown.....	1,175							
Middletown.....	1,708							
Portsmouth.....	2,681	770	384	74				

<sup>a</sup> Includes activities at Courtney, Hazelkirk, Milesville, Manown Mines, and Sunny Side.  
<sup>b</sup> Includes activities at Atlas, Diamondtown, Keiser, and Kukpmont.  
<sup>c</sup> Includes activities at Moorewood and Standard.  
<sup>d</sup> Includes activities at Germantown.  
<sup>e</sup> Includes activities at Pittock.

<sup>f</sup> Includes activities at Creighton, Glassmere, and Hite.  
<sup>g</sup> Includes activities at Newberry.  
<sup>h</sup> Includes activities at Harrisville, Mapleville, Masonville.  
<sup>i</sup> Includes activities at Ashton, Lonsdale, Manville, and Valley Falls.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1918, and names furnished, by States and cities or towns—Continued.

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.		Names furnished.	
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarants.	Candidates' wives.
<b>Pennsylvania—Continued.</b>								
Pascoag.....								
Providence.....	224,326	76,303	32,863	12,988	5,424	1,530	1,015	675
Fast Providence.....	15,808	3,380	1,585	681				
Johnston.....	5,935	2,313	981	379				
Warren.....	6,585	2,393	1,011	383			21	14
Westerly <sup>a</sup> .....	8,696	2,347	985	410	91	22	3	3
Woonsocket.....	38,125	16,539	6,540	2,300			840	550
<b>South Carolina.</b>								
Charleston.....	58,333	2,404	1,282	678	85	31	34	10
Columbia.....	26,319	446	227	103	12	3	2	
<b>South Dakota.</b>								
Aberdeen.....	10,763	1,865	897	509	232	85	7	
Huron.....	5,791	822	498	216	68	7	1	
Irene.....	263							
Lead <sup>b</sup> .....	8,392	2,336	1,447	547	83	50	13	10
Central.....	296							
Terraville.....	591							
Terry.....	1,177							
Sioux Falls.....	14,094	2,215	1,119	658	165	33	18	11
Vermillion.....	2,187				52	15		
Yankton.....	3,787	791	355	248	68	17	2	
<b>Tennessee.</b>								
Memphis.....	131,105	6,467	3,403	1,664	83	21	15	9
Nashville.....	110,364	2,992	1,435	951	67	16	13	7
<b>Texas.</b>								
Dallas.....	92,104	5,219	2,811	1,504	150	49	32	19
El Paso.....	39,279	14,243	4,640	988	126	59	13	5
Fort Worth.....	73,312	4,209	2,541	963	73	7	22	11
Galveston.....	36,981	6,164	3,503	1,962	388	281	25	5
Houston.....	78,800	6,318	3,466	1,754	293	945	42	21
San Antonio.....	96,614	17,407	7,354	3,114	303	161	18	3
Victoria.....	3,673	329	156	98	45	12		
<b>Utah.</b>								
Logan.....	7,522	1,518	656	399	40	20	2	1
Park City.....	3,439	725	394	307	23	13	6	3
Salt Lake City.....	92,777	19,035	8,675	4,335	443	209	89	57
Midvale.....	1,760							
Murray.....	4,057	1,303	703	236				
<b>Vermont.</b>								
Bellows Falls.....	4,583	996	503	219	6		2	1
Bennington.....	8,696	1,103	470	365	16		4	1
Bethel.....	1,943				8		1	
Burlington.....	20,468	3,938	1,605	930			1	
Rutland.....	13,546	1,767	807	498	855	807	10	6
<b>Virginia.</b>								
Harrisonburg.....	4,879	60	39	27	2	3	4	1
Lynchburg.....	29,494	450	250	130	14	4	36	10
Norfolk.....	67,452	3,564	1,820	931	907	200	23	16
Richmond.....	127,628	4,065	2,040	943				
Roanoke <sup>c</sup> .....	34,874	770	414	212	18	4	3	2
Salem.....	3,849	19	12	6				
Vinton.....	1,928							
<b>Washington.</b>								
Bellingham.....	24,298	5,152	2,818	1,439	220	66	9	4
Black Diamond <sup>d</sup> .....	2,051							
Blaine.....	2,289						1	1
Burnett.....	396						1	1
Cle Elum.....	2,749	1,145	705	307	55	24	3	2
Clipper.....							3	
Everett <sup>e</sup> .....	24,814	5,472	3,294	1,673	184	47	8	5
Lynden <sup>f</sup> .....	1,148						1	1
Tenmile.....	748							
Olympia.....	6,996	829	467	289	73	17	2	

<sup>a</sup> Includes activities at Ashaway, Bradford, and Stonington.  
<sup>b</sup> Includes activities at Trojan.  
<sup>c</sup> Includes activities at Virginia Heights.

<sup>d</sup> Includes activities at Franklin.  
<sup>e</sup> Includes activities at East Everett, Lowell, Pinehurst.  
<sup>f</sup> Includes activities at Everson and Glendale.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1913, and names furnished, by States and cities or towns—Continued.

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.		Names furnished.	
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarants.	Candidates' wives.
<b>Washington—Continued.</b>								
Renton c.....	2,740	1,003	588	293			2	1
Roslyn b.....	3,126	1,556	934	301			5	2
Seattle.....	237,194	60,535	36,097	16,438	3,831	812	292	105
Spokane.....	104,402	21,220	12,389	5,495	552	197	98	45
Tacoma.....	83,743	21,463	12,191	5,808	614	168	50	23
Yakima.....					124	38		
Walla Walla c.....	19,364	2,361	1,239	682	68	16	21	17
Wilkeson.....	899						2	1
<b>West Virginia.</b>								
Charleston.....	22,996	1,014	543	242	103	32	30	9
Clarksburg d.....	9,201	481	256	112	151	31	46	23
Adamston.....	1,200							
Fairmont.....	9,711	630	370	127	61	22	4	2
Huntington.....	31,161	514	304	175	24	10	9	7
Jenkinjones.....					60	25	1	1
Keyser.....	3,705	130	66	20	17	6	1	
Logan.....	1,640				27	6	1	
Morgantown e.....	9,150	1,113	567	196	27	13	11	7
Parkersburg f.....	17,842	500	278	180	14	2	1	
Piedmont g.....	2,064						1	
Thomas h.....	2,354				36	7		
Wellsburg i.....	4,189	262	122	55	90	13	6	1
Follansbee.....	2,031							
Wheeling j.....	41,641	5,418	2,679	1,413	187	22	35	9
Benwood.....	4,976	1,646	1,124	159				
East Bridgeport.....	577							
Elm Grove.....	1,899							
McMechen.....	2,921	213	105	35				
Williamson.....	3,561	227	147	16	7	2		
<b>Wisconsin.</b>								
Appleton k.....	16,773	3,257	1,573	1,287	284	134	33	27
Ashland.....	11,594	3,475	1,864	1,299	96	62	13	27
Barron.....	1,499				144	36		
Beloit l.....	15,125	2,396	1,307	654			41	23
Rockton, Ill.....	841							
Cary.....					5		2	1
Chippewa Falls m.....	8,893	2,155	1,118	836	122	30	6	3
Cold Spring.....					270			
Cudahy n.....	3,691	1,694	901	203			44	22
Eau Claire.....	18,310	4,245	2,173	1,411				
Fond du Lac.....	18,797	3,062	1,585	1,035	109	55	24	8
Grand Rapids o.....	6,521	1,152	590	368	183	59	11	6
Green Bay p.....	25,236	4,056	2,078	1,524	181	59	28	25
De Pere.....	4,477	942	472	263				
Hurley.....					61	30	11	4
Janesville.....	13,894	1,997	979	646	191	55	11	4
Kenosha q.....	21,371	7,642	4,141	1,401	751	167	357	155
LaCrosse.....	30,417	6,043	2,965	1,759	227	47	10	5
La Crescent, Minn.....	372							
West Salem.....	840							
Madison.....	25,531	4,174	2,106	1,174	1			
Burke.....	1,236							

a Includes activities at Earlington.

b Includes activities at Beckman, Mine 5, and Ronald.

c Includes activities at College Place.

d Includes activities at Glen Falls, Hepzibah, Meadowbrook, North View, Reynoldsville, Tin Plate, Wilsonburg.

e Includes activities at Sabraton and Westover.

f Includes activities at Belpre and South Side.

g Includes activities at Beryl.

h Includes activities at Ben Bush, Coketon, Pearco.

i Includes activities at Beech Bottom.

j Includes activities at Warwood.

k Includes activities at Kaukauna, Kimberly, Little Chute.

l Includes activities at South Beloit, Ill.

m Includes activities at Cornell, Irvine.

n Includes activities at Fernwood, St. Francis, Stormy Hill.

o Includes activities at Bison Village, Port Edwards Village, Rudolph, Saratoga, Seneca, and Siegel.

p Includes activities at Duck Creek.

q Includes activities at Pleasant Ferry, Somers.

r Includes activities at Onalaska.

s Includes activities at McFarland and Sam Prairie.

TABLE 23.—Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1913, and names furnished by States and cities or towns—Continued.

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1917, to June 30, 1918.		Names furnished.	
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarations.	Candidates' wives.
<b>Wisconsin—Continued.</b>								
Manitowoc.....	13,027	2,534	1,258	789	130	34	4	1
Marinette.....	14,610	4,027	2,059	1,544	148	58	2	2
Marshfield.....	5,783	1,085	525	298			1	1
Menasha.....	5,081	1,420	661	257			3	1
Menominee.....	5,036	1,258	640	421	184	37	1	
Milford.....								
Milwaukee.....	373,857	111,456	56,101	26,155	2,076	553	648	304
East Milwaukee.....	707							
Town of Greenfield.....	3,797							
Town of Laka.....	8,737							
Wauwatosa.....	3,346	681	211					
Montreal.....							6	3
Neenah.....	5,734	1,313	637	438			6	2
Oakland.....								
Oshkosh.....	33,062	7,406	3,598	2,106	173	91	46	30
Port Washington.....	3,792	889	534	251	37	28	1	
Racine.....	28,002	12,509	6,590	2,834	623	360	236	149
Rhinelander.....	5,637	1,366	753	336	43	22	7	1
Rice Lake <sup>b</sup> .....	3,968	708	381	258			9	4
Cameron.....	562							
Rome.....								
Shaboygan <sup>c</sup> .....	26,398	8,667	4,359	2,061	390	99	39	26
Mosel.....	884							
Shell Lake.....	902				27	4		
Stevens Point.....	8,692	1,712	856	516	57	14	2	2
South Milwaukee.....	6,092	2,008	1,124	377			2	
Superior.....	40,344	13,772	8,901	3,735	302	83	63	32
Two Rivers.....	4,850	836	461	117			3	1
Washburn.....	3,830	1,158	631	438	66	43	4	3
Watertown.....	8,829	1,949	914	608			3	3
Waukesha.....	8,740	1,548	291	218	132	48	7	5
Wausau.....	16,560	3,918	1,920	1,310	427	79	8	6
Schofield.....	889							
West Allis.....	6,645	2,420	1,491	386			33	19
West Milwaukee.....	1,458							
<b>Wyoming.</b>								
Cheyenne.....	11,320	1,751	968	470	36	26		
Crosby.....					19	6	7	1
Hanna <sup>e</sup> .....	1,892						1	
Hudson.....	319				22	17	5	
Kemmerer <sup>f</sup> .....	843				29	26	3	1
Diamondville.....	696							
Laramie.....	8,237	1,153	713	378	15	10		
New Castle.....	975				13	9	3	
Rawlins.....	4,256	794	547	256	12	4		
Sheridan.....	8,403	809	540	272	48	24		
Sunrise.....					2	7		
Superior <sup>g</sup> .....					85	17		
<b>Total.....</b>	<b>36,446,671</b>	<b>8,331,758</b>	<b>4,018,930</b>	<b>1,733,273</b>	<b>255,187</b>	<b>86,544</b>	<b>68,985</b>	<b>35,797</b>

RECAPITULATION.

United States proper.....	91,972,266	13,345,545	6,646,817	3,034,117	335,069	110,416		
Cities listed.....	36,446,671	8,331,758	4,018,930	1,733,273	255,186	86,544	68,985	35,797
Balance.....	55,525,595	5,013,787	2,627,887	1,295,839	79,883	23,872		

<sup>a</sup> Includes activities at Lakeside.  
<sup>b</sup> Includes activities at Canton and Haugen.  
<sup>c</sup> Includes activities at Howards Grove and Kohler.  
<sup>d</sup> Includes activities at Rothschild.  
<sup>e</sup> Includes activities at Elmo and Evansville.  
<sup>f</sup> Includes activities at Conroy, Elkol, Frontier, Glencoe, Oakley, Quealey, and Sublet.  
<sup>g</sup> Includes activities at South Superior



## FINANCIAL.

If the Naturalization Service had been established as a purely commercial or business enterprise, the figures given in the next four succeeding tables would furnish conclusive evidence of the sound judgment which established it. The design was one of a far higher nature, in which the returns counted upon were entirely of a non-financial character. It must be a source of gratification, however, that in accomplishing these higher purposes there has been no burden imposed upon the taxpayer, but that a large unexpended balance has accrued from the fees collected over and above all administrative charges.

TABLE 24.—Receipts from naturalization fees and disbursements from various appropriations for the enforcement of the naturalization law and for rents, supplies, and miscellaneous expenses, fiscal years 1907 to 1918.

Year.	Naturalization fees received.	Cost of administration.	Cost of administration in excess of fees received.	Excess of fees received over cost of administration.
1907.....	\$65,129.00	\$29,243.18		\$35,885.82
1908.....	166,873.90	123,728.05	\$43,854.15	
1909.....	172,202.13	194,428.45	22,226.32	
1910.....	221,766.38	176,415.98		45,350.40
1911.....	290,551.52	222,831.15		67,720.37
1912.....	338,315.33	257,678.99		80,636.34
1913.....	350,716.60	290,026.20		60,690.40
1914.....	450,228.55	331,517.26		118,711.29
1915.....	441,764.49	363,593.11		78,171.38
1916.....	410,272.55	399,075.90		21,196.65
1917.....	635,927.52	393,240.15		242,687.37
1918.....	507,932.50	416,486.84		91,445.66
Total.....			88,080.47	\$42,495.68
Less deficits.....				88,080.47
Excess of fees received over cost of administration.....				764,415.21

<sup>1</sup> Included in these expenditures are appropriations to the Department of Justice for maintenance of field force prior to the transfer to the Department of Commerce and Labor, to wit, fiscal year 1908, \$193,000; fiscal year 1909, \$150,000.

Referring to the close approximation in the amounts of the fees collected and the cost of administration, it must be remembered that under the act of May 9, 1918, no fees are chargeable against those in the military or naval service for naturalization papers, and that during a part of May and all of the month of June administrative expenses were incurred in connection with the admission of some 63,993 such aliens, from whom under ordinary conditions the Government would have received in fees some \$127,000.

TABLE 25.—Receipts of naturalization fees,<sup>1</sup> arranged by quarters, fiscal years ended June 30, 1907 to 1918.

Fiscal year.	First quarter.	Second quarter.	Third quarter.	Fourth quarter.	Total.
1907 <sup>2</sup> .....					\$65,129.00
1908.....	\$26,307.00	\$32,751.50	\$49,554.00	\$58,269.40	166,873.90
1909.....	42,285.03	45,945.85	40,091.00	43,880.25	172,202.13
1910.....	38,098.91	42,710.94	60,852.90	80,103.63	221,766.38
1911.....	55,497.20	69,645.12	81,481.95	83,927.25	290,551.52
1912.....	57,188.95	67,590.85	100,806.00	112,738.93	338,315.33
1913.....	65,585.10	76,879.50	103,053.00	106,199.00	366,717.60
1914.....	123,577.00	104,783.35	112,130.55	109,757.65	460,238.55
1915.....	81,297.15	121,850.50	125,841.40	113,135.44	441,734.49
1916.....	71,996.05	94,886.50	117,404.60	125,965.40	410,272.55
1917.....	74,672.77	69,802.30	197,578.40	273,674.06	635,927.53
1918.....	134,312.00	111,887.70	126,306.35	135,426.45	507,932.50
Total.....					4,061,680.47

<sup>1</sup> It should be remembered that the total of these fees does not balance with the number of papers filed because from an office in which the fees reach a total of \$6,000 in any fiscal year the entire subsequent collections of such office in said year are remitted to the bureau, instead of the one-half.

<sup>2</sup> For 9 months only.

It appears from the foregoing table that the material decrease in the collections of fees during the year occurred in the last quarter, during more than one month of which the ordinary fee-paying business of the courts was greatly restricted by the demands of emergency naturalization in the military concentration camps. Notwithstanding this fact, it is noticeable that the total collections for the last quarter exceeded those for any corresponding quarter, except in the fiscal year 1917, since the service was inaugurated.

In Table 26, subjoined, is given a survey, in figures, covering the time the Naturalization Service has been in existence, of the annual appropriations for the field force and additional clerks of courts, and of the amounts expended, respectively, during each fiscal year for each of said branches of the work outside of the central office of the bureau in Washington.

TABLE 26.—Appropriations for the field force and amounts paid out of these appropriations for employment of additional assistants to clerks of courts, 1908 to 1918.

Year.	Total appropriation.	Number of additional assistants allowed to clerks of courts.	Amount expended for additional assistants to clerks of courts.	Amount expended for field force.	Total amount expended and pledged.
1908.....	\$193,000				
1909.....	150,000				
1910.....	150,000	19	\$8,598.92	\$108,806.76	\$117,205.68
1911.....	152,861	25	19,348.29	182,019.86	151,868.15
1912.....	175,000	32	30,344.30	142,490.12	172,834.42
1913.....	200,000	44	39,264.36	160,495.00	199,759.36
1914.....	225,000	47	52,129.65	172,008.13	224,137.78
1915.....	250,000	67	64,241.23	185,758.77	250,000.00
1916.....	275,000	64	60,016.94	214,277.53	274,294.47
1917.....	275,000	53	60,741.67	214,258.33	275,000.00
1918.....	306,000	56	61,618.46	215,198.00	276,806.46

<sup>1</sup>The field force was under the Department of Justice during 1908 and 1909.

Of the total appropriation of \$305,000 there was expended, or pledged, \$276,806.46, leaving a balance of \$28,193.54. The addition of \$30,000 to the appropriation of \$275,000 made for the next preceding year was coupled with the condition that it should be available, besides the allotment made from the lump sum granted for field service, for the employment of assistant naturalization clerks to the clerks of courts only. Inasmuch as the general law limited the amount which the department might expend for this purpose to one-half of the amount collected in fees, inclusive of the \$3,000 clerks of courts are allowed to retain, and still further by a satisfactory showing that additional clerks were needed to dispose of the naturalization work of the clerk applying for such assistance, the increase of expenditure on this account was small, and the balance referred to was turned into the Treasury. Thus it will be observed that the actual increase to the available appropriation was but \$1,806.46, as compared with the \$275,000 granted last year, instead of \$30,000, as it appears in the above table.

In the itemized statement which follows there is shown the total outlay for the Naturalization Service, including additional compensation on the percentage basis provided by law to clerks receiving \$1,800 and under, from the statutory salaries authorized in the annual legislative, executive, and judicial appropriation act.

TABLE 27.—*Itemized statement of receipts and expenditures during the fiscal year 1918.*

<b>Receipts:</b>		
First quarter.....		\$134, 312. 00
Second quarter.....		111, 887. 70
Third quarter.....		126, 306. 35
Fourth quarter.....		135, 426. 45
		\$507, 932. 50
<b>Expenditures:</b>		
Salaries, Bureau of Naturalization.....		86, 985. 46
Increase of compensation (bureau).....		4, 669. 54
Salaries, travel, and miscellaneous field expenses, field force.....		215, 188. 00
Salaries of special assistants to clerks of courts.....		61, 618. 46
Increase of compensation (field).....		3, 564. 53
Expended from contingent appropriation of department—		
Stationery supplies.....	\$8, 419. 47	
Paper and envelopes.....	1, 226. 39	
		9, 645. 86
Expenditures from printing allotment of department—		
For bureau.....	\$2, 585. 01	
For field force.....	1, 414. 74	
For clerks of courts.....	20, 946. 49	
		24, 946. 24
Expenditures for engraving certificates by the Treasury Department.....		5, 868. 75
Rent of offices of bureau at Washington, D. C. (estimated).....		4, 000. 00
		416, 486. 84
Excess of receipts over expenditures during 1918.....		91, 445. 66

In addition to the above the following expenditures were made during the fiscal year 1918 from the \$400,000 as appropriated in the act approved May 9, 1918. These amounts were largely used in the naturalization of aliens serving in the military forces of the United States, from whom no fees were received.

Salaries, bureau.....	\$1,491.18
Salaries, field.....	10,315.97
Travel.....	5,483.59
Contingent items, furniture, and supplies.....	4,817.21
	22,107.95

The total expense of administration reported for the year, \$416,486.84, does not include an additional expenditure of \$22,107.96 from the \$400,000 provided by the act of May 9, 1918, the statement of which is also reported above in itemized form. This sum, of course, does not represent the total outlay for work imposed by the act referred to, for the entire personnel and machinery of the bureau, already organized and paid for from other appropriations, was used for the same purpose, and the reported expenditures from the \$400,000, available for the year just ended and for the coming fiscal year as well, only represents the amount used out of the last-mentioned appropriation.

Referring to Table 24, the amount of the special appropriation of \$400,000, if charged against the accumulated surplus of \$754,415.21 over entire expenditures for the Naturalization Service, would still leave an unexpended balance of \$354,400 in round numbers. This fact is stated to show that the Naturalization Service is self-supporting, even in what may be called its gratuitous feature under the recent act, but should not obscure what has heretofore been reported, to wit, that the sole source of available funds for the use of the bureau is legislative appropriation, the fees collected being deposited in the general miscellaneous fund of the Treasury Department.

There are various details with respect to which, under normal conditions, the bureau would feel constrained with a view to a complete enlightenment of the public, to enlarge, but these are now omitted, as it is believed that conciseness and brevity, so far as may be, should control in the preparation of reports when there are so many official publications issued upon important subjects. This is in consideration both of the matter of public economy and of the limitations upon the capacity of the human mind to absorb intelligently what is published.

Respectfully,

RICHD. K. CAMPBELL,  
*Commissioner of Naturalization.*

Hon. W. B. WILSON,  
*Secretary of Labor.*



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**REPORT**  
**OF THE**  
**CHIEF OF THE DIVISION OF PUBLICATIONS**  
**AND SUPPLIES**

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# ANNUAL REPORT

## OF THE

# CHIEF, DIVISION OF PUBLICATIONS AND SUPPLIES.

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DEPARTMENT OF LABOR,  
DIVISION OF PUBLICATIONS AND SUPPLIES,  
*Washington, October 7, 1918.*

SIR: The annual report of the Division of Publications and Supplies for the fiscal year ended June 30, 1918, is submitted herewith.

### INCREASED ACTIVITIES.

The activities of the division increased so greatly and so rapidly during the year that it was only by the utmost effort that it was possible to keep pace with the exactions. The suddenly increased demands made by all the departments of the Government on schedule contractors for supplies and the requirements for printing from the Government Printing Office by the various war activities have made it extremely difficult to meet at all times the needs of the various bureaus and services. This difficulty has been accentuated by the fact that the division has lost many of its trained employees through the operations of the selective draft or by transfer to other bureaus or to other departments. These matters will be treated more in detail further on in the report.

### PRINTING AND BINDING.

The sundry civil act for 1918 allotted to the Department of Labor \$155,000 for printing and binding for the fiscal year.

Because of the unanticipated demands for printing and the increased cost of its production it was found necessary to request a deficiency appropriation, and in the urgent deficiency act approved June 4, 1918, an appropriation of \$25,000 was made, bringing the total for the department for the year to \$180,000.

This amount was apportioned by the Secretary as follows:

Office of the Secretary.....	\$37,000
Bureau of Labor Statistics.....	73,450
Bureau of Immigration.....	5,500
Division of Information.....	2,050
Immigration Service.....	18,000
Children's Bureau.....	25,000
Bureau of Naturalization.....	2,000
Naturalization Service and Examiners.....	17,000
	180,000

Requisitions for the full amount were made on the Public Printer, who presented bills for work done up to and including June 30, 1918, in the amount of \$163,793.28, leaving an unexpended balance of \$16,206.72.



On July 1, 1918, there remained at the Government Printing Office uncompleted and unbilled work to the estimated amount of \$29,538.42. A portion of the work so suspended was completed and paid for from the deficiency appropriation, the balance being charged against the annual appropriation for 1919.

#### THE MONTHLY REVIEW.

The growing importance of the Monthly Review published by the Bureau of Labor Statistics is shown by the increased demand and by the constantly increasing size of the publication. Some disappointment has been experienced in failure to maintain the schedule for the printing of the publication agreed to between the bureau and the Government Printing Office, due principally to the press of war work at that institution, but to some extent owing to a material increase in the number of pages and in a few instances to failure of the bureau to submit its copy on the agreed date or to return proofs as promptly as desired.

#### EMPLOYMENT SERVICE BULLETIN.

The Employment Service Bulletin, established in February as a 4-page publication, now has a weekly circulation of 50,000 copies of 8 or 16 pages, and sometimes running to 22 pages. The Bulletin carries all official orders of the Employment Service, its instructions to State and local directors, serves as a press notice for the publicity bureau of the Service, and keeps its employees as well as other interested departments and the public in close touch with the Employment Service and its work. Copy for the Bulletin is scanned and proof read in the editorial section of this division, but owing to the lack of sufficient force this vitally important work oftentimes can not be given the attention it deserves.

#### PRENATAL CARE—INFANT CARE—CHILD CARE.

The demand of the public for these publications of the Children's Bureau is unabated. Reprint after reprint in hundred-thousand lots has been ordered and distributed, each copy seemingly proving an advertisement resulting in additional requests.

#### COST OF PRINTING AND BINDING, BY BUREAUS.

During the year 1,966 requisitions for printing and binding were made, as against 1,328 for 1917—an increase of 638, or 48 per cent, compared to an increase of only 4 per cent for the preceding year.

The accompanying table shows comparatively by bureaus and offices, for the fiscal years 1917 and 1918, the cost of this work, the increase and decrease, and the estimated cost of uncompleted work on requisition at the Government Printing Office at the close of business on June 30, 1918:

REPORT OF CHIEF, DIVISION OF PUBLICATIONS AND SUPPLIES. 657

*Relative cost of printing and binding for 1917 and 1918, by bureaus and offices.*

	Cost of work delivered.		Increase (+) or decrease (-).		Estimated cost of work not completed June 30, 1918.
	1917	1918	Cost.	Per cent.	
Office of the Secretary .....	\$8,886.80	\$12,525.54	+\$3,635.74	+ 40.9	\$2,835.33
Disbursing office.....	165.59	640.19	+ 474.60	+286.7	9.46
Bureau of Labor Statistics.....	72,263.01	72,963.16	+ 700.15	+ .97	20,067.71
Bureau of Immigration.....	5,981.98	4,782.30	- 1,199.30	- 20.05	107.47
Division of Information.....	2,555.03	2,046.91	- 508.12	- 19.88	.....
Immigration Service.....	12,364.72	18,560.24	+ 6,195.52	+ 50.01	2,524.45
Children's Bureau.....	19,338.25	27,328.70	+ 7,990.45	+ 41.32	3,074.38
Bureau of Naturalization.....	2,556.76	2,585.01	+ 25.25	+ .99	275.00
Naturalization Service and examiners....	17,018.80	22,361.23	+ 5,312.43	+ 31.16	644.62
Total.....	\$141,166.94	\$163,793.28	+\$22,626.34	+ 16.03	29,538.42

Of this amount \$129.23 is chargeable to the appropriation "Compiling material on first-aid methods, 1917," and the department's allotment for printing and binding was reimbursed to that extent.

**PRINTING AND BINDING, BY CLASSES.**

The quantities and cost of printing and binding performed by the Public Printer for the department during the year are shown in the following table. Corresponding figures for the preceding fiscal year are repeated for purposes of comparison:

*Relative cost of printing and binding for 1917 and 1918, by classes.*

	1917		1918	
	Number.	Cost.	Number.	Cost.
Reports, pamphlets, etc.....	815,262	\$97,473.20	430,250	\$100,621.36
Blank forms.....	10,383,717	21,955.58	10,446,076	31,621.41
Blank books.....	17,507	13,576.17	39,214	21,255.36
Miscellaneous books (binding).....	791	1,347.13	692	1,786.13
Circulars, decisions, etc.....	1,500	23.56	4,000	172.03
Letterheads.....	2,309,500	33,683.88	2,476,000	4,503.72
Envelopes.....	22,000	97.35	300,500	221.78
Index cards.....	486,000	379.17	937,000	966.58
Guide cards.....	108,100	681.08	132,500	671.39
Vertical folders.....	189,000	840.19	231,800	940.66
Memorandum sheets.....	1,650,600	1,088.83	3,975,400	990.43
Miscellaneous.....		20.80		13.33
Total.....		141,166.94		163,793.28

There also were printed during the year for the United States Employment Service, Bureau of Industrial Housing and Transportation, and the National War Labor Board 808,000 reports, pamphlets, etc.; 33,224,450 blank forms; 721 blank books; 650 volumes of binding; 1,000 circulars; 4,782,000 letterheads; 1,299,000 envelopes; 150,000 index cards; 48,000 guide cards; 105,000 vertical folders; and 140,000 memorandum sheets, for which bills in the amount of \$47,006.33 were received up to June 30, 1918, which sum was paid from appropriations other than the printing and binding appropriation of the department.

**ENVELOPES.**

During the year there were placed with the contractors 436 orders calling for 7,400,100 envelopes for the use of the various offices, bureaus, and services of the department, as compared with 346 orders calling for 3,258,475 envelopes for the year 1917—an increase of

4,141,525 envelopes, or 127 per cent. The cost of the envelopes received during the year amounted to \$9,360.06, as compared with \$4,181.44 in 1917—an increase of \$5,178.62, or about 124 per cent.

When the activities of all Government departments were suddenly expanded to meet war conditions and all the new organizations for war purposes were created, the demands on envelope manufacturers became so heavy that it was impossible to secure deliveries from Government contractors in time to meet the requirements of the Department. The vast increase in the business of the Department, quickly exhausted the supply of envelopes on hand, and the urgent demand rendered it imperative that an additional supply be secured without delay. As it was impossible to require delivery from the contractors under 90 days the Division of Publications found it necessary in a number of instances to purchase envelopes in the open market at a price much above that of the contractors. As it was necessary in some instances to purchase stock in the hands of dealers an additional expense for printing was entailed.

#### PRINTED STATIONERY.

During the fiscal year 652 requisitions for printed stationery were filled. Of these, 309 were from offices and bureaus of the department in Washington and 343 from the outside services. The quantity of each class of stationery supplied to the different bureaus, offices, and services is shown in the following table:

*Relative quantity of stationery furnished during 1917 and 1918, by classes.*

Class.	Quantity.	
	1917	1918
Envelopes.....	a 3,258,475	b 7,400,100
Letterheads.....	2,290,500	7,238,000
Memorandum sheets.....	1,963,709	2,097,000
Embossed letterheads.....	19,000	23,090
Embossed envelopes.....	10,500	16,000
Stenographer's notebooks.....	5,922	8,342
Blank books.....	2,792	4,434
Blank forms.....	73,235	108,637
Index cards.....	428,980	586,700
Guide cards.....	55,640	93,250
Vertical folders.....	42,350	79,875

a 2,479,475 white; 779,000 manila.    b 4,944,100 white; 2,456,000 manila.    c Inside service only.

The enormous increase in the demands made by all departments on the Government Printing Office has made it difficult at times to secure delivery of completed work as expeditiously as desired by the bureaus and services, but notwithstanding the tremendous volume of the work required of that institution deliveries have been on the whole satisfactory and in certain urgent cases astonishingly prompt. A single instance is illustrative: A requisition for 100,000 circular letters with accompanying copy was delivered at the Government Printing Office at 2 o'clock p. m.; proof was submitted at 7 o'clock, eight sets of plates were made, and 40,000 copies of the completed work delivered by the Government Printing Office trucks at 10.30 the following morning and the remaining 60,000 during the early afternoon.

I desire to reiterate the opinion expressed by my predecessor in his annual report last year—that satisfactory service in printing and binding can best be obtained only at the Government Printing Office.

**BOOKS AND BLANKS.**

Ten thousand and forty-six requisitions for books and blanks were filled during the year—an increase of 8,690 over 1917. These requisitions were submitted by the inside service (1,147); Naturalization Service, clerks (5,437); Naturalization Service, examiners (88); general, including Employment Service (1,347); postmasters (195); Public Service Reserve and Boys' Working Reserve (1,832).

Shipments of books and blanks to the number of 257,996, weighing 544,460 pounds, and of supplies to the number of 6,089, weighing 280,057 pounds, were made by express, freight, and mail—a total of 264,085 shipments, weighing 824,517 pounds.

The 10,046 requisitions for books and blanks required 15,379 blank books and 17,804,710 blank forms, as against 8,111 blank books and 6,532,256 blank forms in 1917. Of the 1918 number, 4,689 blank books were certificates of naturalization.

The shipping room received 52,989 packages, weighing 1,048,057 pounds, and sent 264,085 packages, weighing 824,517 pounds, making a total of 317,074 packages handled, of a weight of 1,872,574 pounds.

*Report of blank books, forms, and supplies shipped and received by the Division of Publications and Supplies, fiscal year ended June 30, 1918.*

**NUMBER AND WEIGHT OF SHIPMENTS MADE.**

	Number.	Weight.
<b>BLANKS.</b>		
Immigration trunks.....	42	<i>Pounds.</i> 2,788
Boxes, mail.....	77	13,607
Boxes, freight.....	81	29,458
Packages, registered mail.....	4,597	34,406
Packages, regular mail.....	38,806	190,967
Packages (O. D.).....	172,320	64,354
Immigration bulletins, etc.....	20,672	10,569
Bags.....	2,453	196,510
Letters and invoices, etc.....	8,942	1,790
<b>Total.....</b>	<b>257,996</b>	<b>544,460</b>
<b>SUPPLIES.</b>		
Freight.....	5,755	278,304
Mail.....	334	1,753
<b>Total.....</b>	<b>6,089</b>	<b>280,057</b>
<b>Total shipments.....</b>	<b>264,085</b>	<b>824,517</b>

**NUMBER OF BOOKS AND BLANKS SENT.**

	Books.	Blanks.
Customs.....	570	3,245
Immigration Service, general.....	7,432	2,902,728
Immigration Service, New York.....	15	195,500
Information Service.....		1,068,209
Employment Service.....		5,328,000
Public Service Reserve.....		4,066,355
Boys' Working Reserve.....		1,915,000
Naturalization Service, clerks.....	1,845	1,530,950
Naturalization Service, examiners.....	796	206,900
Publications and Supplies.....	10	272,725
Special and miscellaneous.....	22	348,200
Certificates of naturalization, books.....	4,689	
30 books of 5.....	150	
102 books of 10.....	1,020	
174 books of 25.....	4,350	
3,388 books of 50.....	169,480	
995 books of 50.....	49,750	
<b>4,689</b>	<b>224,670</b>	
<b>Total.....</b>	<b>15,379</b>	<b>17,804,710</b>

## PACKAGES RECEIVED.

	Number.	Weight.
Blanks.....	46,079	<i>Pounds.</i> 658,477
Supplies.....	6,910	387,580
Total packages received.....	52,989	1,046,067
Total packages shipped.....	264,085	824,517
Total packages handled.....	317,074	1,870,574

## EDITORIAL WORK.

The extraordinary increase in printing due to war activities renders imperative an increase in the editorial force of the division. It was pointed out in the annual report of the chief of this division a year ago that—

“It is not possible to give the publications of the department the close attention they should receive with the small force available for this class of work and also endeavor to do all the things required by law and the departmental regulations governing printing and binding. In order that publications be not unduly delayed, the copy is often sent to the Public Printer without more than a cursory glance by the editorial force. This lack of supervision may sometime cause embarrassment through allowing publications to pass that a closer scrutiny would revise or possibly entirely reject.”

Since that statement was made this work has vastly increased. The volume of work now being handled is so great that it is impossible that proper care can be given any of it; lack of proper editorial work is certain, soon or late, to result in embarrassment to the department by the publication of some absurd or ridiculous statement which proper examination would have avoided. Nineteen hundred and sixty-six requisitions were sent to the Government Printing Office, as against 1,328 in 1917—an increase of 48 per cent. While the number of folios of copy handled decreased from 20,872 to 20,335 (2 per cent), the galley proofs from 3,547 to 3,373 (5 per cent), and the page proofs from 13,188 to 12,139 (8 per cent), the increase in number of requisitions shows more correctly the work actually performed.

The policy adopted by my predecessor in carefully scrutinizing all requisitions as to quantities ordered and the maintenance of a departmental style has been adhered to. It has been necessary at times, due to the critical condition of the paper market, to accept an inferior quality of paper. The division has been informed by the Government Printing Office that it is becoming increasingly difficult to secure colored paper, and the Public Printer urgently requests that white paper be used on all departmental blanks. Blanks can be made distinctive in appearance by the use of colored ink, which can be furnished.

The act of January 12, 1895, requiring that a digest of the Congressional Record be made, has been strictly observed. Congressional publications—bills, reports, and documents—have been examined carefully and proper distribution made.

PUBLICATIONS.

The following statement shows the number of publications emanating from the department, including only those publications delivered during the fiscal year and not those which were ordered but not delivered in that year. It also includes congressional documents originating in the department the printing of which was paid for from the department allotment for printing and binding in accordance with the provisions of public resolution 13, approved March 13, 1906:

*Publications of the Department of Labor, by bureaus, and distribution thereof, year ended June 30, 1918.*

Title and description.	Received.	Distrib- uted.	Cost.
<b>OFFICE OF THE SECRETARY.</b>			
Annual report of the Secretary of Labor, 1917. 8vo. 159 pp.....	5,000	1,257	\$958.84
Same [leaves; press proofs].....	2,750	2,750	43.78
Annual report of the Chief Division of Publications and Supplies, 1917. 8vo. 20 pp.....	200	136	76.35
Reports of department, 1917. Report of Secretary and reports of bureaus (consolidated). 8vo. 591 pp.....	350	134	834.18
List of publications of the department available for distribution Apr. 15, 1918. 8vo. 12 pp.....	1,000	475	33.76
Report of the President's Mediation Commission to the President of the United States. 8vo. 21 pp.....	5,000	5,000	108.41
Same [reprint].....	5,000	714	41.51
Labor's relation to the war. (Address by W. B. Wilson, Secretary of Labor.) 8vo. 28 pp.....	500	500	59.93
Report on the Bisbee deportations made by the President's Mediation Commission to the President of the United States. 8vo. 7 pp.....	10,000	226	43.45
Letter transmitting detailed statement of the expenditures from the appropria- tions "Contingent expenses, Department of Labor, 1917." 33 pp. [Printed as H. Doc. 480, 65th Cong., 2d sess.].....	(e)	(e)	92.51
Letter transmitting itemized report of expenditures during the fiscal year 1917 from appropriations "Miscellaneous expenses, Bureau of Naturaliza- tion, 1916 and 1917." 27 pp. [Printed as H. Doc. 441, 65th Cong., 2d sess.].....	(e)	(e)	
Letter transmitting a statement of travel performed during the fiscal year ended June 30, 1917, by officers and employees of the Department of Labor. 14 pp. [Printed as H. Doc. 479, 65th Cong., 2d sess.].....	(e)	(e)	341.41
Letter transmitting statement in relation to increased rates of compensa- tion of employees of the Department of Labor, required by section 7, act approved Mar. 3, 1917, and section 2 of the act approved June 12, 1917. 2 pp. [Printed as H. Doc. 481, 65th Cong., 2d sess.].....	(e)	(e)	
Letter transmitting a statement of typewriters, adding machines, and other labor-saving devices exchanged in part payment for new machines by the Department of Labor during the fiscal year ended June 30, 1917. 2 pp. [Printed as H. Doc. 524, 65th Cong., 2d sess.].....	(e)	(e)	
Letter transmitting copy of communications from the Assistant Secre- tary of Labor submitting supplemental estimate of appropriations required by the Department of Labor for the United States Employ- ment Service for the fiscal year 1918. 4 pp. [Printed as H. Doc. 719, 65th Cong., 2d sess.].....	(e)	(e)	
Letter transmitting a copy of a communication from the Assistant Secre- tary of Labor submitting a supplemental estimate of appropriation for salaries and expenses of the United States Employment Service for the fiscal year 1918. 3 pp. [Printed as H. Doc. 737, 65th Cong., 2d sess.]...	(e)	(e)	54.10
Letter transmitting a detailed statement of the number of documents received and the number distributed by the Department of Labor during the fiscal year 1916. 4 pp. [Printed as H. Doc. 778, 65th Cong., 2d sess.].....	(e)	(e)	
Letter transmitting a list of useless papers in the Department of Labor. 2 pp. [Printed as H. Doc. 977, 65th Cong., 2d sess.].....	(e)	(e)	5.04
Letter transmitting copy of a communication from the Secretary of Labor submitting supplemental estimates of appropriations required for the Department of Labor for the fiscal year 1918. 4 pp. [Printed as H. Doc. 923, 65th Cong., 2d sess.].....	(e)	(e)	
Letter transmitting copy of a communication from the Secretary of Labor, submitting supplemental estimates of appropriations required by the Department of Labor for the fiscal year 1918. 11 pp. [Printed as H. Doc. 950, 65th Cong., 2d sess.].....	(e)	(e)	140.64
Letter transmitting copy of a communication from the Secretary of Labor submitting supplemental estimate of appropriation required by the Department of Labor for the fiscal year 1916. 11 pp. [Printed as H. Doc. 951, 65th Cong., 2d sess.].....	(e)	(e)	

e None ordered for department.

Title and description.	Received.	Distrib- uted.	Cost.
Letter transmitting copy of a communication from the Acting Secretary of Labor submitting a proposed paragraph of legislation extending for the fiscal year 1919 the appropriation made in the act of March 28, 1918, for advancing transportation to wage earners. 2 pp. [Printed as H. Doc. 1081, 65th Cong., 2d sess.]	(e)	(e)	\$7.40
Letter transmitting copy of a communication from the Secretary of Labor submitting a deficiency estimate of appropriation required to provide housing, local transportation, and other community utilities for war needs. 2 pp. [Printed as H. Doc. 1116, 65th Cong., 2d sess.]	(e)	(e)	
BUREAU OF LABOR STATISTICS.			
List of publications of the bureau available for distribution, Nov. 15, 1918. 8vo. 18 pp.	500	450	20.98
Monthly Review of the United States Bureau of Labor Statistics [all 8vo.]:			
February, 1916 [reprint]. 121 pp.	500	81	37.19
August, 1916 [reprint]. 116 pp.	1,000	248	51.55
September, 1916 [reprint]. 131 pp.	1,000	24	57.94
November, 1916 [reprint]. 155 pp.	500	102	50.75
May, 1917 [reprint]. 156 pp.	500	171	50.85
July, 1917. 199 pp.	15,000	13,178	1,678.71
August, 1917. 201 pp.	15,000	13,278	1,650.46
September, 1917. 227 pp.	15,000	13,364	1,864.30
October, 1917. 186 pp.	15,000	13,328	1,865.29
November, 1917. 236 pp.	16,000	14,698	1,984.44
December, 1917. 256 pp.	15,000	13,712	2,263.57
January, 1918. 251 pp.	15,000	15,798	1,924.70
February, 1918. 230 pp.	15,000	14,115	1,908.39
March, 1918. 240 pp.	15,000	14,089	2,125.08
April, 1918. 319 pp.	15,000	14,550	2,680.60
May, 1918. 314 pp.	15,000	14,530	2,595.24
June, 1918. 243 pp.	15,000	15,000	2,677.50
Disease as a compensable injury. (Extract from Monthly Review for July, 1917.) 8vo. 16 pp.	1,000	1,000	53.30
Errors in death registration in the industrial population of Fall River, Mass. (Extract from Monthly Review for July, 1917.) 8vo. 8 pp.	1,000	1,000	6.02
Will profit sharing solve labor difficulties. (Extract from Monthly Review for August, 1917.) 8vo. 8 pp.	1,000	1,000	4.74
Prices and the cost of living. (Extract from the Monthly Review for November, 1917.) 8vo. 9 pp.	2,000	2,000	31.18
Vocational education and employment of the handicapped, with special reference to crippled soldiers. (Extract from the Monthly Review for September, 1917.) 8vo. 29 pp.	500	500	25.57
Uniform statistics of accidents and compensation insurance cost. (Extract from the Monthly Review for October, 1917.) 8vo. 21 pp.	500	500	35.40
Trend of accident frequency rates in the iron and steel industry. (Extract from the Monthly Review for November, 1917.) 8vo. 12 pp.	2,500	2,500	22.21
Housing by employers in the United States. (Extract from Monthly Review for November, 1917.) 8vo. 21 pp.	500	500	28.71
Trade agreements in the women's clothing industry in New York City. (Extract from the Monthly Review for December, 1917.) 8vo. 21 pp.	1,000	1,000	28.02
Prices and cost of living. (Extract from Monthly Review for December, 1917.) 8vo. 12 pp.	2,000	2,000	26.80
The study of occupational diseases in hospitals. (Extract from Monthly Review for December, 1917.) 8vo. 25 pp.	1,000	1,000	24.65
Trend of accident frequency rates in the iron and steel industry. (Extract from Monthly Review for December, 1917.) 8vo. 5 pp.	2,500	2,500	12.89
Rates of wages of employees placed by Federal, State, and municipal employment offices in the United States. (Extract from Monthly Review for January, 1918.) 8vo. 18 pp.	1,500	1,500	27.98
Prices and cost of living. (Extract from Monthly Review for January, 1918.) 8vo. 18 pp.	2,000	2,000	14.63
Prices and cost of living. (Extract from Monthly Review for February, 1918.) 8vo. 21 pp.	6,000	6,000	48.44
Rates of wages of employees placed by Federal, State, and municipal employment offices in the United States. (Extract from Monthly Review for February, 1918.) 8vo. 13 pp.	1,000	1,000	9.00
Prices and cost of living. (Extract from Monthly Review for March, 1918.) 8vo. 16 pp.	6,000	6,000	33.34
The soldier, the worker, and the land's resources. (Extract from Monthly Review for January, 1918.) 8vo. 9 pp.	1,000	1,000	10.61
Prices and cost of living. (Extract from Monthly Review for February, 1918.) 8vo. 16 pp.	6,000	6,000	26.54
A modern industrial suburb. (Extract from Monthly Review for April, 1918.) 8vo. 25 pp.	3,000	3,000	57.63
Prices and cost of living. (Extract from Monthly Review for May, 1918.) 8vo. 15 pp.	6,000	6,000	34.33
Prices and cost of living. (Extract from Monthly Review for May, 1918.) 8vo. 28 pp.	6,000	6,000	72.57
Agricultural camp housing. (Extract from Monthly Review for May, 1918.) 8vo. 11 pp.	1,000	1,000	12.74

\* None ordered for department.

Title and description.	Received.	Distrib-uted.	Cost.
<b>Bulletins [all 8vo.]:</b>			
175. Summary of the report on conditions of women and child labor in the United States. [Reprint.] 445 pp.	1,000	303	\$227.66
203. Workmen's compensation laws of the United States and foreign countries. (Workmen's insurance and compensation series No. 7.) 961 pp. [Reprint.]	1,000	1,000	581.26
Same [reprint].	1,000	322	530.41
204. Street railway employment in the United States. (Wages and hours of labor series No. 23.) 1131 pp. [Printed also as H. Doc. 1163, 64th Cong., 2d sess.]	10,000	6,696	13,240.62
206. The British system of labor exchanges. (Employment and un-employment series No. 3.) 67 pp.	9,000	6,764	510.51
207. Causes of deaths by occupations. (Industrial accidents and hygiene series No. 11.) 89 pp. [Reprint.]	2,500	1,235	110.20
208. Profit sharing in the United States. (Miscellaneous series No. 13.) 171 pp. [Reprint.]	5,000	500	355.35
209. Hygiene in the printing trades. (Industrial accidents and hygiene series No. 12.) 118 pp. [Printed also as H. Doc. 1369, 64th Cong., 2d sess.]	9,000	9,000	932.30
Same [reprint, with changes].	1,500	1,230	124.86
210. Proceedings of the third annual meeting of the International Association of Industrial Accidents Boards and Commissions. (Workmen's insurance and compensation series No. 9.) 254 pp. [Printed also as H. Doc. 1374, 64th Cong., 2d sess.]	9,000	9,000	1,623.55
Same [reprint].	1,000	932	114.25
212. Proceedings of the conference on social insurance called by the International Association of Industrial Accident Boards and Commissions, Dec. 3-9, 1916, Washington, D. C. (Workmen's insurance and compensation series No. 10.) 935 pp. [Printed also as H. Doc. 2126, 64th Cong., 2d sess.]	10,000	7,331	6,318.55
213. Labor legislation of 1916. (Labor laws of the United States, series No. 10.) 198 pp. [Printed also as H. Doc. 2127, 64th Cong., 2d sess.]	10,000	10,000	1,534.60
Same [reprint].	1,000	500	111.53
214. Union scale of wages and hours of labor. (Wages and hours of labor series No. 24.) 291 pp. [Printed also as H. Doc. 2123, 64th Cong., 2d sess.]	12,500	10,432	3,456.84
215. Industrial experience of trade school girls in Massachusetts. Women in industry series No. 10.) 275 pp. [Printed also as H. Doc. 2129, 64th Cong., 2d sess.]	9,500	7,020	2,322.30
216. Accidents and accident prevention in machine building. (Industrial accidents and hygiene series No. 13.) 117 pp. [Printed also as H. Doc. 57, 63th Cong., 1st sess.]	9,000	8,507	1,313.62
217. Effects of workmen's compensation laws in diminishing the necessity of industrial employment of women and children. (Workmen's insurance and compensation series No. 11.) 170 pp. [Printed also as H. Doc. 58, 65th Cong., 1st sess.]	9,000	8,423	1,590.83
218. Wages and hours of labor in the iron and steel industry, 1907 to 1915. (Wages and hours of labor series No. 25.) 526 pp. [Printed also as H. Doc. 59, 65th Cong., 1st sess.]	12,500	8,467	3,400.81
220. Proceedings of the fourth annual meeting of the Association of Public Employment Offices. (Employment and unemploy-ment series No. 6.) 92 pp. [Printed also as H. Doc. 61, 65th Cong., 1st sess.]	8,500	6,966	490.43
224. Decisions of courts affecting labor, 1916. (Labor laws of the United States series No. 11.) 353 pp. [Printed also as H. Doc. 268, 65th Cong., 1st sess.]	10,000	9,019	2,293.62
225. Wages and hours of labor in the lumber, millwork, and furniture industries, 1915. (Wages and hours of labor series No. 26.) 314 pp. [Printed also as H. Doc. 269, 65th Cong., 1st sess.]	12,500	8,416	3,565.38
226. Wholesale prices, 1900 to 1916. (Wholesale prices series No. 6.) 285 pp. [Printed also as H. Doc. 270, 65th Cong., 1st sess.]	7,500	6,075	2,792.51
227. Proceedings of the National Employment Managers Conference, Philadelphia, Pa., Apr. 2-3, 1917. (Employment and unemploy-ment series No. 7.) 210 pp. [Printed also as H. Doc. 271, 65th Cong., 1st sess.]	9,500	8,158	1,494.15
228. Retail prices, 1907, to December, 1916. (Retail prices and cost of living series No. 18.) 427 pp. [Printed also as H. Doc. 272, 65th Cong., 1st sess.]	11,000	8,057	5,095.91
229. Wage-payment legislation in the United States. (Labor laws of the United States, series No. 12.) 188 pp. [Printed also as H. Doc. 273, 65th Cong., 1st sess.]	10,000	7,902	1,280.65
230. Industrial efficiency and fatigue in British munition factories, etc. (Industrial accidents and hygiene series No. 16.) 196 pp. [Printed also as H. Doc. 274, 65th Cong., 1st sess.]	14,000	8,281	1,782.41
235. The welfare plan of the Lake Carriers' Association. (Employment and unemploy-ment series No. 8.) 53 pp. [Printed also as H. Doc. 592, 65th Cong., 2d sess.]	7,500	6,228	436.60
237. Industrial unrest in Great Britain. 240 pp. [Printed also as H. Doc. 594, 65th Cong., 2d sess.]	12,500	6,365	1,745.71
242. Food situation in Central Europe, 1917. (Miscellaneous series.) 128 pp. [Printed also as H. Doc. 1028, 65th Cong., 2d sess.]	10,000	6,329	846.64



Title and description.	Received.	Distrib- uted.	Cost.
<b>BUREAU OF IMMIGRATION.</b>			
Annual report of the Commissioner General, 1917. 8vo. 231 pp.....	5,000	3,104	\$2,327.62
Same (press proofs of report proper). 26 pp. (leaves).....	50	50	8.16
Annual report of the chief, Division of Information. (Part of report of Commissioner General.) 8vo. 30 pp.....	1,000	589	19.61
Treaty, laws, and rules governing the admission of Chinese. 62 pp. (2d edition). [Reprint with changes].....	7,500	814	158.30
Immigration laws. Act of Feb. 3, 1917 (2d edition). [Reprint with changes.] 8vo. 97 pp.....	7,500	1,023	297.25
Statistics of immigration. (Part of Commissioner General's report.) 8vo. 140 pp.....	400	240	40.34
Immigration bulletin (issued monthly, June, 1917, to June, 1918, 12 num- bers, 4 pp. each) 4to.....	22,100	22,100	931.11
Circular memorandum; In re laws and regulations affecting seamen, especially in their relations to the immigration laws and rules. 8vo. 16 pp.....	2,000	2,000	111.25
<b>CHILDREN'S BUREAU.</b>			
Annual report of the chief. 8vo. 50 pp.....	2,500	2,500	197.50
A social study of the mental defectives in New Castle County, Del. (De- pendent, defective, and delinquent classes series No. 3.) 8vo. 38 pp.....	20,000	10,325	460.62
From school to work in Waltham, Mass. 8vo. 59 pp.....	500	500	299.81
Same [reprint].....	500	347	10.53
Summary of child-welfare laws passed in 1916. (Miscellaneous series No. 7.) 8vo. 74 pp.....	7,500	5,420	449.30
Infant care. (Care of children series No. 2.) 87 pp. [Reprint.].....	100,000	100,000	2,843.04
Same [reprint].....	200,000	187,000	7,065.80
Results of a field study in Manchester, N. H. (Infant mortality series No. 6.) 8vo. 134 pp.....	10,000	7,786	1,493.17
Notice of hearings on tentative rules and regulations for carrying out the provisions of the child-labor act of Sept. 1, 1916. 8vo. 11 pp.....	15,000	14,000	112.41
Federal child-labor legislation in the United States. [Reprint.] 8vo. 4 pp.....	20,000	17,225	26.28
Maternity and infant care in a rural county in Kansas. (Rural child wel- fare series No. 1.) 8vo. 60 pp.....	10,000	7,247	403.41
Child labor in warring countries. (Industrial series No. 4.) 8vo. 75 pp.....	10,000	7,383	479.42
Rules and regulations for carrying out the provisions of the Federal child- labor law. 8vo. 10 pp.....	20,000	20,000	152.14
Same [reprint].....	20,000	14,130	124.04
Government provision in the United States and foreign countries for members of the military forces and their dependents. (Miscellaneous series No. 11.) 8vo. 236 pp.....	20,000	7,539	3,270.75
Leaflet on saving mothers. 8vo. 2 pp.....	20,000	15,000	68.00
Norwegian laws on the care and maintenance of children. (Legal series No. 1.) 8vo. 37 pp.....	10,000	6,576	292.80
Milk, the indispensable food for children. (Care of children series No. 4.) 8vo. 32 pp.....	20,000	20,000	312.62
Same [reprint].....	50,000	50,070	454.19
Same [reprint].....	100,000	15,568	1,023.18
Birth registration test. [2d edition. Reprint.] 8vo. 8 pp.....	10,000	10,000	31.29
How to conduct a children's health conference. [Reprint.] 8vo. 24 pp.....	15,070	11,539	115.79
Baby week campaigns. [Reprint.] 8vo. 64 pp.....	10,000	931	608.31
Weighing and measuring test; suggestions to local committee. (Children's year leaflet, Part 1.) 8vo. 4 pp.....	50,000	50,000	198.30
Same [reprint].....	16,000	13,206	49.46
Same. (Children's year leaflet, Part 2.) 8vo. 8 pp.....	50,000	42,800	139.29
Children's year. (Leaflet No. 1.) 8vo. 8 pp.....	25,000	21,326	105.78
Child care. (Care of children series No. 3.) 8vo. 88 pp.....	50,000	50,000	1,800.30
Children's Year working program. (Leaflet series No. 3.) 8vo. 4 pp.....	50,000	27,750	298.05
Juvenile delinquency in certain countries at war. (Dependent, defective, and delinquent classes series No. 5.) 8vo. 28 pp.....	15,000	5,999	221.96
<b>BUREAU OF NATURALIZATION.</b>			
Annual report of the commissioner, 1917. 8vo. 79 pp.....	2,500	754	420.04
Outline course in citizenship. [Reprint.] 8vo. 28 pp.....	2,500	754	27.80
Work of the public schools with the Bureau of Naturalization. [Reprint.] 8vo. 50 pp.....	500	175	16.83
Second year of the work of the public schools, etc. 8vo. 47 pp.....	5,000	300	73.47
Naturalization laws and regulations, Aug. 22, 1917. [Reprint.] 8vo. 36 pp.....	5,000	5,000	67.29
<b>UNITED STATES EMPLOYMENT SERVICE.</b>			
United States Employment Service Bulletins Nos. 1 to 23, Jan. 21 to June 26, 1918. [Issued weekly.].....	211,000	211,000	2,406.32
Standards recommended for permanent housing development. 8vo. 15 pp.....	5,000	5,000	91.88
National War Labor program. 4to. 4 pp.....	40,000	40,000	376.07
"Farm to Win" hints. 3½ x 7 inches.....	300,000	300,000	548.80
Talks on employment questions. 3½ x 7 inches.....	5,000	5,000	49.07

As shown by the above table, there were issued 140 separate books or pamphlets, containing 15,236 printed pages, and there were issued a grand total of 2,064,970 copies. Three of these books were printed in two or more editions, while 20 were reprinted without changes and 3 were reprinted with changes.

**DISTRIBUTION OF PUBLICATIONS.**

Publications to the number of 1,128,681 were distributed on mail lists and individual franks. Compared with the 887,738 distributed in 1917 this represents an increase of 240,943, or 27 per cent. The number of individual franks handled decreased from 128,930 in 1917 to 109,104, or 15 per cent. This decrease in the number of franks used in handling the increased distribution is explained by the fact that great numbers of publications of the Children's Bureau, particularly Prenatal Care and Infant Care, were sent in bulk to field agents for direct distribution and to the increase in the mail lists of the department from 78,928 names in 1917 to 104,395 in 1918.

I renew the recommendation of my predecessor that the Congress be urged so to modify the law relating to the distribution of public documents that the department will have authority to send its publications direct on individual requests rather than through the Superintendent of Documents. Under existing law much unnecessary delay in supplying persons requesting publications is unavoidable, this delay frequently resulting in futile correspondence or a duplication of the material furnished. The distribution of publications on mail lists by the Superintendent of Documents is an ideal arrangement, resulting in a service entirely efficient and much more prompt than the department could supply, but the roundabout method now required by the statute of sending franks through that office is both clumsy and dilatory.

The mail lists of the department are undergoing constant revision, much improvement having been made during the year. The number of publications failing to reach their destination grows less and less as the lists approach perfection, prompt corrections made in changes of address being the principal factor. Eight new mailing lists were added, making 57 lists in all.

For the purpose of comparing the number of publications issued in 1918 with those of the previous year, the following table is given:

Description.	1917	1918	Per cent of increase (+) or decrease (-).
Total publications issued.....	887,738	1,128,681	+ 27
On mailing lists.....	324,443	866,907	+ 13
On franks.....	563,295	761,874	+ 35
Franks handled.....	128,930	109,104	- 15

*Publications issued during the fiscal year, by months.*

	Publications issued.			Franks handled.
	On franks.	On mail lists.	Total.	
1917				
July.....	26,293	14,553	50,846	8,497
August.....	47,985	55,291	103,276	13,174
September.....	67,888	23,739	91,627	9,582
October.....	35,067	26,392	62,099	8,300
November.....	35,189	24,600	59,789	7,808
December.....	45,564	20,551	66,115	7,921
1918				
January.....	39,124	28,067	67,191	8,097
February.....	49,244	46,006	95,340	9,225
March.....	57,765	13,051	70,816	9,427
April.....	114,436	26,283	140,719	9,608
May.....	107,151	57,298	164,444	8,949
June.....	125,538	30,871	156,409	8,536
Total.....	761,874	366,807	1,128,681	109,194

**DUPLICATING WORK.**

The activities of the duplicating section of the division are shown statistically in the following table:

Description.	1917	1918	Per cent of increase.
Requisitions.....	1,024	1,462	43
Impressions.....	1,407,705	1,908,315	35
Sheets folded.....	533,840	630,315	8
Envelopes sealed.....	350,677	427,741	23
Envelopes addressed.....	181,006	236,223	33

In February, 1918, the duplicating machinery of this division was augmented by the installation of a new photostat machine, and 2,771 photostatic copies were furnished to the various bureaus and offices of the department during the months February to July, 1918, inclusive.

The printing, folding, addressing, and sealing of the tremendous increase in the duplicating work has taxed to the utmost the resources of the division, added equipment being necessary and a considerable increase in the personnel. The division now has four electric-driven mimeograph machines, a complete multigraphing equipment, a photostat machine, two envelope sealers, and an addressograph stencil cutter and addressing machine. Much of the work of the section—most of the increase—is occasioned by the activities of the war services and the increased personnel is provided by detail from those services.

**SUPPLIES.**

The legislative, executive, and judicial appropriation act for the fiscal year 1918 appropriated the sum of \$40,000 for contingent expenses of the department, and also contained an item providing that a sum not to exceed \$13,500, to be taken from the appropriation

"Expenses of regulating immigration, 1918," be added to the contingent appropriation for the purpose, through the central departmental purchasing office, of providing certain supplies for the Immigration field service, thereby making a total of \$53,500 as a contingent fund for the department. By the appropriation act made to supply deficiencies in appropriations for this and prior years, approved October 6, 1917, the sum of \$7,566 was added to the contingent fund, and by a subsequent act approved June 4, 1918, the sum of \$10,000 was added, making a total contingent fund of \$71,066.

Owing to the greatly increased cost of all manner of supplies purchased and to the fact that in order that justice might be done, the general supply committee was obliged to relieve certain contractors from their obligations, it became necessary to purchase a large amount in the open market, thus making it difficult for the department to supply the needs of all its bureaus from the funds available. During the fiscal year there were filled 2,428 requisitions for supplies, which necessitated the placing of 3,753 orders, covering 6,188 items, the total expenditures for which was \$70,448.58. At the present time there is still available to meet outstanding liabilities \$617.42—a sum which in all probabilities will be sufficient for the purpose.

#### CONTINGENT, 1919.

In the act making appropriation for the legislative, executive, and judicial expenses of the Government for the fiscal year 1919 the sum of \$45,000 was appropriated for the contingent expenses of the department. This, with an allotment of \$13,500 from the appropriation "Expenses of regulating immigration, 1919," makes a total contingent fund of \$58,500 available. By reason of the vast increase in the cost of all classes of supplies, it is felt that this appropriation, though larger than that originally made for the previous fiscal year, will not be sufficient to meet the needs of the department, even though the past practice of rigid economy be followed in every respect.

#### SHIPPING.

The motor truck authorized by the legislative, executive, and judicial appropriation act for the fiscal year 1916, approved March 4, 1915, has been kept in constant use, though by reason of this constant use frequent repairs have been made necessary. The department has been put at times to great inconvenience to secure and dispatch its mail and forward its shipments of supplies. In order to relieve this situation, in part at least, the Secretary directed the director of internment to forward for the use of this division the Jeffreys 1½-ton motor truck which formerly had been at the internment camp at Hot Springs and which, by reason of the discontinuance of that camp was made available for other uses. The receipt of this truck was found to greatly facilitate work, but so great had been the growth that, even with two motor trucks, it was found difficult promptly to dispatch the shipping and handling of mail for the department.

## ALLOTMENT FOR PRINTING AND BINDING.

The allotment for printing and binding and its apportionment are shown on page 1, under "Printing and binding." The bureaus and offices of the department have requested the following sums for this purpose for the fiscal year 1920:

*Bureau estimates for printing and binding allotment, 1920.*

## COMPARATIVE STATEMENT.

Bureau or office.	Allotment 1917.	Allotment 1918.	Allotment 1919.	Allotment asked for in estimate.
Office of the Secretary.....	\$15,978	\$37,000	\$12,000	\$15,000
Bureau of Labor Statistics.....	65,000	73,450	31,500	110,700
Bureau of Immigration.....	5,500	5,500	4,500	8,500
Division of Information.....	4,500	2,060	.....	4,500
Immigration Service.....	18,000	18,000	15,000	18,000
Children's Bureau.....	25,000	25,000	18,000	25,000
Bureau of Naturalization.....	2,000	2,000	2,000	8,000
Naturalization service and examiners.....	17,000	17,000	17,000	50,000
Total.....	165,000	180,000	100,000	239,700

With its estimates for printing and binding each bureau is requested to give an estimate as to size and edition of publications it desires to print, number of volumes to be bound for library and office use, and the percentage of increase or decrease in miscellaneous job work anticipated as compared with the preceding year.

From the data submitted by the various bureaus and offices in response to the above request, the following is gathered:

*Bureau of Labor Statistics.*—The allotment requested is intended to cover approximately 30 bulletins in the bureau's regular series, averaging 250 pages, estimated at \$76,500, together with 12 issues of the Monthly Labor Review, averaging 300 pages, and certain miscellaneous job printing.

*Children's Bureau.*—The increase requested, which in reality is only an amount equal to that allotted for the fiscal years 1917 and 1918, will enable the bureau to issue the following bulletins: Infant Mortality—Summary Report, Infant Mortality in Baltimore, Infant Mortality in Gary, Maternal and Infant Care in Baltimore, Children of Pre-School Age, Maternal and Infant Welfare in Rural Communities, Effect of Child Labor Laws, Child Labor in War Time, Illegitimacy: A Problem in Dependency, State Method of Care for Dependent Children, Mothers' Pensions, Juvenile Delinquency, Administration of Child Labor Laws in the States—Summary Report.

The bureau also contemplates reprinting its more popular pamphlets for which a constantly increasing demand is noted. The estimate contemplates also the printing of its annual report and the necessary miscellaneous printing and binding of the bureau.

*Bureau of Naturalization.*—The increase requested is to cover the cost of additional printing necessary to the carrying into effect of the requirements of the act of May 9, 1918, which includes the printing of soldier petitions, officers' affidavits, and other miscellaneous forms, together with the binding into volumes of the loose original and duplicate soldier petitions.

**ESTIMATED CONTINGENT ALLOTMENT FOR DIVISION, 1920.**

Seven thousand dollars is estimated for contingent expenses for the division for next year, \$4,000 of which is intended for the purchase of distinctive safety paper for printing certificates of naturalization. Although the cost of supplies of all kinds has increased inordinately, it is hoped by the exercise of rigid economy to keep the expenditures of the division within the amount apportioned to it for the past three years.

**RÉSUMÉ.**

The work of the division due to war activities has increased beyond any point that could have been anticipated a year ago. The establishment of the United States Employment Service and the Bureau of Industrial Housing placed upon the division the requirement of supplying them with equipment and printing. To meet this requirement a considerable increase in the number of clerks was imperative, which increase has been met partially by details of clerks from the Employment Service and partially by overtime work.

The fact that these services were entirely without equipment or printing of any kind demanded that their needs be met with the least possible delay, and the further fact that the war activities in other departments already had precipitated a mad scramble for supplies of every description that had exhausted the stocks on hand of practically all contractors located in Washington, forced the division to purchase much of its equipment in the open market, a proceeding difficult as well as expensive.

The demand for supplies was equaled or exceeded by the demands for printing, and the orders which flooded the Government Printing Office practically submerged it. The division has been able to meet satisfactorily nearly all reasonable demands for printing. Some few instances have occurred where bureaus or services have been disappointed, but for the most part there has been no cause for complaint. As compared with other departments, the Department of Labor has fared well.

**RECOMMENDATIONS.**

Though the work of the division was tremendously increased during the latter part of the fiscal year 1918, the establishment of half a dozen new activities since July 1 has increased still further the already heavy burden of labor and responsibility. While it has been possible to provide in a way, by detail and by overtime, the additional clerical work, no such means has been found to meet the increased administrative duties. The work of the chief of the division has more than doubled from January 1 to October 1, 1918, and while the position of assistant chief of the division, created by the legislative act of last year, has enabled the department to meet the demands at the time that increase was requested, the rapidly expanding business of the department transacted through the division now urgently demands a further increase in the administrative force. The work of the chief of the division is not adequately compensated by his present salary, and the high tension of the past year can not be maintained. I therefore recommend that the salary of the chief of the division be increased to \$3,500 per annum, that of the assistant chief to \$2,250,

and that there be established in the division a new position—assistant chief of division for supplies—at a salary of \$2,000.

As stated above, the editorial force is insufficient to perform properly the work required of it. The publications of the department can not be kept at that high standard which will reflect credit upon it without adequate supervision in this section. At least one additional clerk of the \$1,600 grade is the minimum increase with which this service can be rendered.

The increase in the volume of supplies furnished obviously necessitates additional help in the stock room. A stock clerk at \$1,000 is requested. Two additional clerks at \$1,200 and one at \$1,000 are requested to fill the positions now held by clerks on detail from the Bureau of Naturalization and the Children's Bureau.

#### PROPOSED PERSONNEL.

The following is submitted as the proposed personnel of the division for the fiscal year 1920:

1 chief of division (increase of \$1,000).....	\$3, 500
1 assistant chief of division (increase of \$250).....	2, 250
1 assistant chief of division for supplies (submitted).....	2, 000
2 clerks of class 4.....	3, 600
3 clerks of class 3 (1 submitted).....	4, 800
5 clerks of class 2.....	7, 000
5 clerks of class I (2 submitted).....	6, 000
2 clerks at \$1,000 (1 submitted).....	2, 000
3 clerks at \$900.....	2, 700
3 assistant messengers at \$840.....	2, 520
3 assistant messengers at \$720.....	2, 160
1 laborer at \$600.....	600
2 messenger boys at \$430.....	960

32

40, 150

#### OVERTIME.

By reason of the fact that the activities of this division have increased something over 300 per cent, notwithstanding the fact that some additional clerical assistance has been secured it has been necessary to call upon employees of this division for a very considerable amount of overtime work, which in every instance has been given cheerfully and willingly by those so called upon. The records of the office disclose the fact that a total of 1,663½ hours of overtime work has been performed by the employees of this division during the fiscal year, practically the time of an additional clerk for a year.

#### ROLL OF HONOR.

Though small numerically, the Division of Publications and Supplies is large patriotically, as is evidenced by its generous support of the various Liberty loans and by the number of its members who have enrolled in the military and naval service of the Nation.

Eight men from this division have joined the colors, forming a roll of honor which is referred to with just pride. The names follow:

H. L. Andersen.  
Samuel M. Gregg.  
B. R. Landes.  
M. C. Everett.

O. L. Wheeler.  
W. R. Gould.  
C. C. Johnson.  
Edward Ayers.

**CONCLUSION.**

This report will show in every item the great increase in the work of this division, all of which has been handled with the greatest expedition possible, and any success which has been attained has been possible only through the hearty cooperation of each and every employee of the division. To them I extend my thanks, realizing full well that no administrator, however capable, could carry out the manifold duties of his office without support such as I have received.

Respectfully submitted.

H. A. WORKS,  
*Chief of Division.*

Hon. W. B. WILSON,  
*Secretary of Labor.*





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**REPORT**  
**OF THE**  
**DIRECTOR GENERAL OF THE UNITED STATES**  
**EMPLOYMENT SERVICE**

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**REPORT**  
OF THE  
**DIRECTOR GENERAL U. S. EMPLOYMENT**  
**SERVICE.**

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U. S. DEPARTMENT OF LABOR,  
U. S. EMPLOYMENT SERVICE,  
*Washington, August 1, 1918.*

SIR: In presenting the annual report of the United States Employment Service, the first to be prepared since the service was established as a distinct branch of the Department of Labor, it may be stated that it deals largely with the last six months of the fiscal year. Previous to October, 1917, the authority for operating an employment service in the Department was contained in the acts creating and maintaining the Division of Information in the Bureau of Immigration and the provisions of the organic act creating the Department of Labor.

In the urgent deficiency bill approved October 6, 1917, the following item, relating to employment activities in the Department of Labor, appears:

**DISTRIBUTION OF LABOR.**

To enable the Secretary of Labor during the present emergency, in addition to existing facilities, to furnish such information and to render such assistance in the employment of wage earners throughout the United States as may be deemed necessary in the prosecution of the war, including personal services in the District of Columbia and elsewhere, per diem in lieu of subsistence at not exceeding \$4, travelling expenses, and rental of quarters outside of the District of Columbia, \$250,000.

In the language just quoted, Congress gave recognition to the fact that furnishing information and assistance in the employment of wage earners is an activity of the Department sufficiently important to warrant its being operated as a separate entity thereof.

The departmental orders of October 13 and December 15, 1917, contained instructions with reference to administering the fund of \$250,000 for employment purposes directly from the Office of the Secretary; but it was not until January 3, 1918, that the Secretary of Labor issued complete instructions for the creation of a distinct employment service. The organization decided upon by the Secretary in said memorandum, subject to such modification as might from time to time be found advisable, was as follows:

Department.  
Advisory Commission.  
Director of Employment.  
Assistant Director for Field Work and Quasi-official Bodies.  
Assistant Director for Administrative Work.  
Division of Information.  
Women's Division.  
Public Service Reserve.  
Boys' Working Reserve.  
Farm Service Division.  
Division of Investigation.  
Division of Service offices.  
Statistical Division.

The Assistant Secretary will act for the Department.

Solicitor John B. Densmore to be Director.

C. T. Clayton to be Assistant Director for Field Work and Quasi-official Bodies.

Robert Watson to be Assistant Director for Administrative Work.

The Division of Information to be transferred as at present constituted.

Miss Hilda Muhlhauser (now Mrs. Charles R. Richards) to be Chief of the Women's Division.

William E. Hall to be National Director of the Public Service Reserve and the Boys' Working Reserve.

A. L. Barkman to be Chief of the Division of Farm Service, with George A. Billings as assistant to Mr. Barkman.

A. D. Chiquoine, jr., to be Chief of the Division of Investigation.

The Division of Service offices to be under the direction of the Assistant Director for Field Work.

The Statistical Division to be under the supervision of the Bureau of Labor Statistics.

The appropriation of \$250,000 above referred to was supplemented on December 5, 1917, by an allotment of \$825,000 from the President's appropriation for national security and defense.

The duties devolving upon the Employment Service have been extremely difficult, for it has been necessary to create an organization for carrying on employment work simultaneously with the other duty of engaging in actual employment activities. In other words, this service was called upon to perform the very remarkable feat of building a machine and operating it at the same time.

### ORGANIZATION.

One of the first things undertaken after the organization of the Employment Service under the terms of the departmental order of January 3 was to establish offices in the several States. Fifteen or twenty men possessing Government experience and some acquaintance with employment business were selected and detailed to the various States for the purpose of expanding the existing offices and organizing additional ones wherever necessary. This work was accomplished with such dispatch that at the end of the fiscal year there were in existence more than 400 employment offices throughout the entire United States.

Hand in hand with this undertaking was the organization of the United States into 13 employment districts and the selection and appointment of superintendents of those districts, as well as the appointment of a Federal director in each State.

On February 23, 1918, the Department approved a plan for dividing the United States into districts. These districts were based on the Federal Reserve Bank system, with the exception that while in the case of the Federal Reserve districts portions of one State lie within two districts, the employment districts follow State lines in all instances.

The following table gives the district number, the States embraced therein, and the name and the headquarters of the district superintendents:

District No.	State.	Name.	Headquarters.
1	Maine..... New Hampshire..... Vermont..... Massachusetts..... Rhode Island.....	H. A. Stevens.....	807 Little Building, Boston, Mass.
2	New York..... Connecticut..... New Jersey.....	John R. O'Leary.....	22 East Twenty-second Street, New York, N. Y.

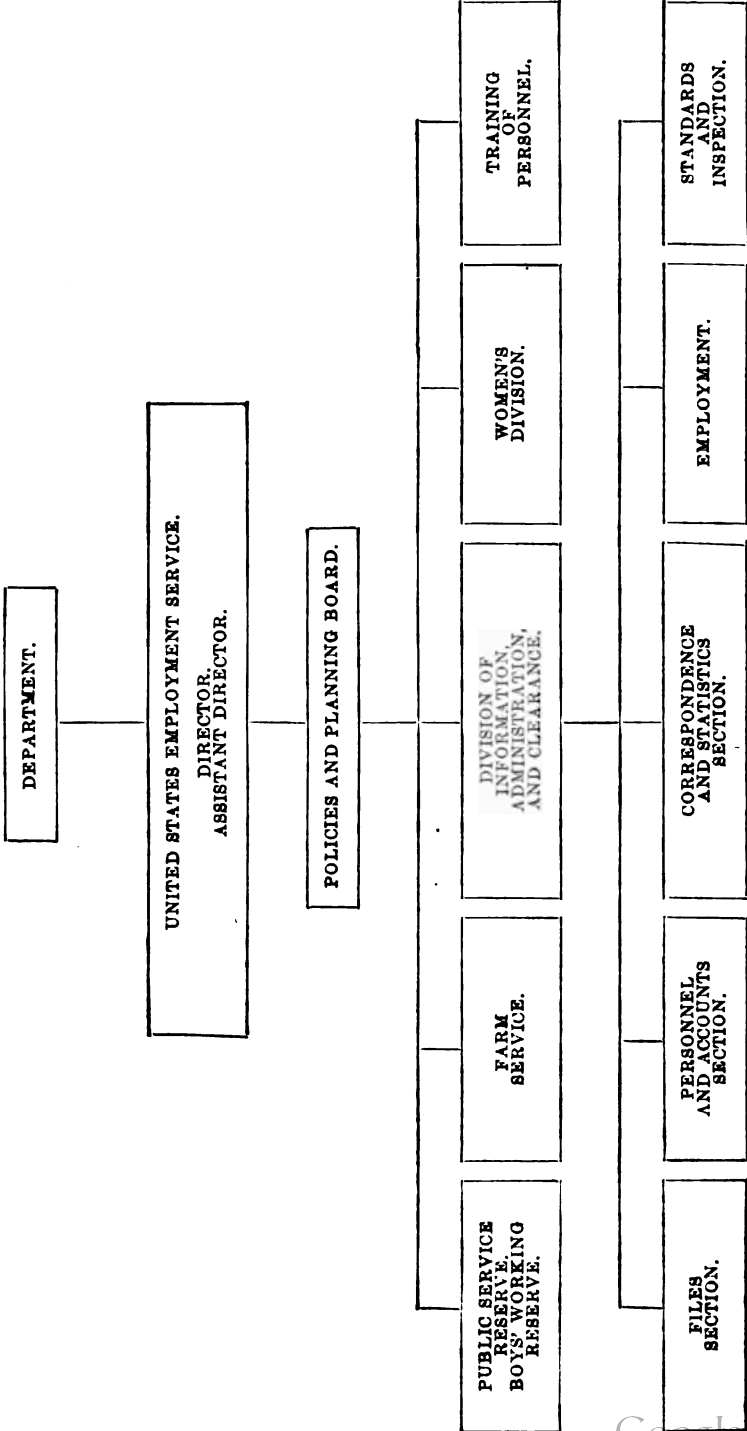
District No.	State.	Name.	Headquarters.
3	Pennsylvania.....	John C. Saylor.....	Old Federal Building, Wilmington, Del.
4	Ohio.....	John W. Reynolds.....	Cleveland, Ohio.
5	West Virginia.....	Ralph Izard.....	910 East Main Street, Richmond, Va.
6	Maryland.....		
	Virginia.....		
	North Carolina.....		
	South Carolina.....		
	Georgia.....	Cliff Williams.....	Meridian, Miss.
	Florida.....		
	Alabama.....		
	Mississippi.....		
	Louisiana.....		
7	Michigan.....	P. L. Prentis.....	116 North Dearborn Street, Chicago, Ill.
	Wisconsin.....		
	Illinois.....		
	Indiana.....		
	Iowa.....		
8	Missouri.....	C. C. Kavanaugh.....	Little Rock, Ark.
	Kentucky.....		
	Tennessee.....		
	Arkansas.....		
9	Minnesota.....	James O'Riley.....	406 Metropolitan Life Building, Minneapolis, Minn.
	North Dakota.....		
	South Dakota.....		
10	Montana.....	A. L. Barkman.....	804 Grand Avenue, Kansas City, Mo.
	Nebraska.....		
	Wyoming.....		
	Colorado.....		
	Kansas.....		
	Oklahoma.....		
11	Texas.....	H. W. Lewis.....	220 Bedell Building, San Antonio, Tex.
	New Mexico.....		
12	California.....	Wm. T. Boyce.....	Claus Spreckles Building, San Francisco, Cal.
	Nevada.....		
	Utah.....		
	Arizona.....		
13	Washington.....	Edgar C. Snyder.....	First Avenue and Union Street, Seattle, Wash.
	Oregon.....		
	Idaho.....		

A modification of the departmental order of January 3, effective March 1, 1918, was determined upon by the Secretary of Labor after discussion with the Advisory Council. The memorandum of the Secretary on this subject was dated February 22, 1918, and contained the following provisions:

1. The Employment Service shall be administered by the Department.
2. There shall be a Director, who shall have general supervision of all the activities of the Employment Service.
3. There shall be an Assistant Director, who shall perform such duties as may be assigned to him by the Director and shall act as Director in the absence of his chief.
4. There shall be a Policies and Planning Board, composed of the chiefs of the different divisions, with a permanent secretary assigned to it.
5. The Division of Information shall be known as the Division of Information, Administration, and Clearance, which shall have charge of the ordinary administrative questions arising within the service, including files, correspondence, accounts, statistics, and other matters normally cared for by administrative divisions, and shall continue to conduct clearing-house operations connected with employment exchange work. It shall also have under its supervision field work, quasi-official bodies, and service offices.
6. There shall be organized a Division of Training of Personnel, the duty of which shall be to give the necessary training to the rapidly increasing personnel of the service. It is not intended that this division be permanent. The other divisions will remain as at present, except the Division of Investigation, which shall be abandoned.

The attached chart on page 8 sets forth the form of organization as thus described.

**ORGANIZATION CHART.**



Accompanying the plan for organization was a memorandum from the Secretary, of which the following is an extract:

It is my desire that the Assistant Secretary continue the administration on behalf of the Department, and that the Secretary or Acting Secretary serve in that capacity in the absence of the Assistant Secretary; that Mr. Densmore shall continue as Director; and that Mr. Clayton shall be the Assistant Director. As the administrative duties are placed under the direction of the Division of Information, Mr. Watson's services as part of the employment organization will be discontinued, and the Division of Investigation will be discontinued.

NOTE.—The titles of Director and Assistant Director were subsequently changed to Director General and Assistant Director General, respectively.

Under the terms of the foregoing memorandum, Mr. Clayton served as the Assistant Director General until the close of the fiscal year, at which time he was appointed Director of the Training and Dilution Service of the Department of Labor.

### POLICIES AND PLANNING BOARD.

The Policies and Planning Board, created by the Secretary, has met from time to time to discuss the policies and progress of the service. At the first meeting of the board there was selected as permanent secretary thereof Nathan A. Smyth, an Associate Director of the United States Public Service Reserve.

### PUBLIC SERVICE RESERVE.

The United States Public Service Reserve is a recruiting arm of the United States Employment Service.

In peace times the great network of the United States Employment Service offices thrown out across the country probably would be sufficient to supply the Nation's industries with their required labor. In war times, in few places are there surpluses of labor, and the task becomes principally that of seeking out the workers of the proper skill and training for the waiting jobs.

The Public Service Reserve supplements the employment offices with 15,000 enrollment agents, who reach down into the smallest villages and hamlets to tap potential supplies of wage earners. These agents, acting under direction of a Federal Director for each State, seek out workers in less essential occupations and through the employment offices distribute them at the points where they are most vitally needed to bring about maximum production.

The Public Service Reserve is in immediate charge of a National Director, who, in turn, is under the Director General of the United States Employment Service. In each State is a Federal Director of the Public Service Reserve, who, in the majority of cases, is the same official who holds the position of Federal Director of the United States Employment Service.

The enrollment agents of the Public Service Reserve aid in the recruiting of labor for the employment districts in which they operate. They act also as agents of the community labor boards in stimulating and supervising the moving of workers from less essential to more essential occupations; in moving male workers into war work from occupations that can be readily filled by women, and in making industrial and man-power surveys. The enrollment agents are also



used by the Employment Service to register in advance men in specified trades for which it is known from experience there will be demand in the war emergency.

Organized June 14, 1917, by the Secretary of Labor, the United States Public Service Reserve at first confined its activities to the indexing and classifying of applicants at Washington for governmental service. From its lists it has furnished the Army, Navy, and governmental departments thousands of men, mostly of the higher skilled types, such as engineers, technical experts, and skilled mechanics. The Emergency Fleet Corporation has secured from its registration lists many thousands of skilled men for shipbuilding. Hundreds of officers of particular technical qualifications have been furnished the Army without necessitating a long search on the part of the War Department for the type desired.

Many of the civilian administrative heads of the war emergency activities were secured from the lists of the reserve.

A few of the special services performed were as follows:

Over 1,500 aviation motor mechanics were enlisted through the reserve in the short space of five weeks in January and February, 1918, for Gen. Pershing. The names of over 4,500 railway men have been submitted to the Division of Military Railways for induction and enlistment into various locomotive and engineering regiments; 470 to the Tank Corps; 472 in a special drive for tower men for the Navy. The reserve also cooperated most helpfully in the special drive made throughout the country by the civilian personnel of the Ordnance Department for all kinds of civilian help. At present it has registered and indexed more than 300,000 men of various skilled and unskilled trades. Undoubtedly production has been appreciably increased and efficiency improved by the ability of the reserve to furnish on short notice men of almost any qualification.

### BOYS' WORKING RESERVE.

The United States Boys' Working Reserve is that branch of the United States Employment Service concerned with the mobilization, training, and placement of boys between the ages of 16 and 21 in work essential to the winning of the war.

Organized under the Department of Labor in April, 1917, it has expanded rapidly from a small beginning into a substantial factor in the Nation's war machinery. The progress of events in 1918, involving the withdrawal of over 2,000,000 men from production into the military organizations, laid upon the Employment Service a heavy task, of which the Boys' Working Reserve accepted and performed its honorable share. Concerned primarily with the problem of helping maintain food production, it attained results in its second year astonishing as a contribution from a formerly untapped source of labor at the same time exercising due care for the improvement and safeguarding of the boys.

During 1918 it enrolled approximately 250,000 boys of high-school age, principally in its Agricultural Division. The direct result of this movement in terms of crop increase, and in many districts crop salvage, has been very considerable. A further effect of the reserve organization in giving Federal recognition to the farm boy has been the conserving of the labor of the farm boy to the farm.

Some of the notable mobilization records are as follows: In Illinois 21,000 boys worked on the farms; in Connecticut 10,000 boys helped care for the largest acreage of food crops in the history of the State; in New York State 12,000 members rendered invaluable service on the farms; in Indiana 15,000 boys were sent to the farms.

In cooperation with the United States Boys' Working Reserve central farm training camps were operated in Indiana, Delaware, Connecticut, Pennsylvania, Vermont, Maine, Nevada, and Colorado.

Especially noteworthy was the farm training camp established at Pennsylvania State College, where 1,200 boys were trained in the rudiments of farm practice in an intensive course of two weeks. In this way 1,200 boys were hardened and taught farm craft in squads of 300. They were uniformed and tented in equipment loaned by the adjutant general of the State of Pennsylvania and enjoyed the benefit of military discipline and drill. From the central farm training camps the boys were distributed to smaller camps called "Liberty Camps" where they lived under a director, and whence they were taken each morning by the farmers who utilized their services. To the Pennsylvania Committee of Public Safety and to the faculty of State College is due the credit of inaugurating this highly successful undertaking.

Enlistment on the part of the boys was purely voluntary, based upon an intelligent appeal to support the fighting forces abroad by devoting the summer vacation period to productive labor. Each volunteer first received a general physical examination to determine his fitness for the strain of farm work. The method and period of preparation varied in the several States, largely according to the facilities locally available, the degree of appreciation of the possibilities of such a movement on the part of State authorities, and the threatened shortage of farm labor in the given section. In some of the States the boys received preliminary instruction on farms equipped for demonstration and training of successive small groups. In Michigan the training farm was privately financed and run in connection with a Detroit high school. Over 100 city boys were trained in farm practice and made excellent farm hands. This plan of training is being organized in many States for the coming year.

In other States boys were distributed directly to the farms where their services were most needed, without practical instruction in advance; in Connecticut, Indiana, Delaware, Nevada, Pennsylvania, and Colorado central training camps were established in connection with the State agricultural colleges, whose faculties and advanced students acted as instructors throughout the summer, in successive courses of two weeks' intensive training in common farm practices, fitting 6,000 boys for trained farm service.

Both the central training camps and the training farms were organized and supervised with a high degree of efficiency looking to the physical and mental welfare of the boys. Sickness, accidents, or serious misadventures of any kind were negligible. In view of the fact that at least most of the boys enrolled could have obtained unusually high wages during the summer from employment in industry, their patriotism in turning at their country's call to the harder labor of the farm at much lower compensation deserves unstinted approbation.

The operating expenses of the central training camps were met by allotment of funds by the several State Councils of Defense, and those of other training centers were raised privately, the boys' transportation to and from the camps being paid in most instances by their local communities; but the boy workers received only standard farm wages, averaging from \$1 to \$2 per day, and report records from the farmer employers themselves show that over 95 per cent of boys placed on farms made good. The Y. M. C. A. and other constructive agencies offered valuable assistance in supervision, both during the period of training and in looking after working and living conditions on the farms, a service which it is intended to extend and further standardize in the coming year.

With the realization of the profound effect upon the boys' morale associated with the wearing of a military uniform and desiring to utilize this psychological element for the benefit of the boy as well as the improvement of the service, the National Director, with the sanction of the United States Army, approved a regulation khaki uniform of semimilitary design for the exclusive use of reserve boys, and the coming months will see this official uniform on thousands of youths of high-school age throughout the Nation. It consists of service hat, khaki coat, military shirt and breeches, web belt, and canvas leggings, with appropriate insignia distinguishing the Agricultural and the Industrial Divisions. The complete uniform costs slightly less than \$10 and constitutes practical clothing which boys of all classes take pride in acquiring the right to wear. Satisfactory service in farming or industry—for a minimum period of 6 weeks on the farm or 10 weeks in industry—is rewarded by a bronze national badge, and notable service by a bronze service bar, the inducing force of which reward has proved immeasurable.

Although unnecessary for the purpose of this report to set forth in detail figures of crop production for the entire country attributable to the activities of the Boys' Working Reserve, in many instances where special crops were jeopardized by the failure of adequate labor to harvest them they were saved and the food supply of the crop year by so much increased through the prompt assistance of boys recruited by the reserve. Such was the case in Michigan with regard to the sugar-beet crop, where a large part of the planting would have had to be plowed under had it not been for the timely assistance of reserve boys in answer to the farmers' appeals. In Georgia reserve boys in large numbers answered a similar appeal and helped materially in saving the threatened cotton; in Maryland reserve boys responded to an emergency call and saved, by their sole efforts, a valuable apple crop; across the continent in Oregon, at about the same time, boys of the Working Reserve helped save the berry crop, which requires a large number of workers in a short period for rapid picking. In California a similar invaluable assistance was rendered by the organization in harvesting the immense acreage of varied fruit crops, from cherries and apricots to plums and grapes. Totally apart from such outstanding assistance, the steady, normal record of farm assistance in general by the Agricultural Division of the Boys' Working Reserve has been highly creditable. In the majority of cases the boys worked through the entire summer.

An important factor in the training for farm service has been the introduction into the high-school curriculums of some States of a comprehensive series of printed Farm Craft Lessons, specially prepared for the purpose and affording a convenient medium of textbook instruction in simple farm processes. The success of this experiment has led to the forming of plans to encourage the introduction of the series in expanded form into high schools generally during the coming winter. Another form of winter training adopted with success in several of the larger cities, notably Chicago, consisted of enlisting the interest of livery-stable owners and proprietors of farm-implement stores to the extent of lending the use of the horses, harness, and farm tools for demonstration to classes in the practical handling and use of horses, harness, and farm machinery, in some instances even including tractors. In Providence, R. I., squads of boys were trained during the winter in plowing and in the handling of horses and farm implements on the dirt floor of the armory. In this way in the high schools and training camps 30,000 boys were trained during the past year in farm craft.

While the acute shortage of farm labor, coupled with the availability of boy recruits during the school vacation period, naturally emphasized the agricultural activities of the reserve during the summer of 1918, the problem of the boy in industry was not ignored. This problem became more and more pressing as boys in increasing numbers, impelled by economic necessity or the lure of extravagant wages, left the school and even the home to enter industry. Positions filled by these untrained boys were too often "blind-alley jobs" in no way fitting the boy for future advancement, experience proving that after once entering upon such employment a very small proportion of the boy workers ever returned to take up their school education. As a further deteriorating factor, the working and living conditions in and about many of the hastily constructed war-industry centers were found to be unfavorable to the general welfare of boy employees. At the opening of the school year the reduced attendance at male high schools, watchfully tabulated by the reserve, was found to be of alarming magnitude, implying on the grounds above outlined permanent and serious impairment to the education of the growing generation.

Plans carefully prepared with the benefit of expert assistants enlisted in the personnel of the reserve have been rapidly put into effect through the Industrial Division of the Boys' Working Reserve, which has extended its scope to deal constructively with this situation. In close cooperation with the United States Employment Service, it has been arranged to place in each of the larger employment offices a special enrolling officer known as Junior Counselor, to whom all boy applicants for employment are referred. This official, chosen for his capabilities through education or experience in handling boy problems, centers his efforts first upon persuading the boy applicant to return to or remain at school; if the boy's reasons for seeking industrial employment prove legitimate, the officer finds a place for him, if possible suiting any natural bent, with an eye to his future career, and at the same time enrolls him in the Industrial Division of the reserve, with insistence upon compliance with its educational requirements of part-time or extension-school study. An attractive

premium is put upon membership by the coveted privilege of the uniform and insignia.

As a means of keeping in close touch with its field forces and securing interested publicity, the organization published during the year a monthly bulletin appropriately called "Boy Power," efficiently edited and containing much textual and pictorial matter of assistance to the movement.

Advantages of the public libraries as propaganda and enrolling agencies were secured through a well-organized Division of Library Cooperation within the reserve, and much valuable assistance has been received.

Reserve officials feel that the record of the year's activities can not be accurately expressed alone in terms of food production, school extension, or industrial control. The effect of the public policies of the organization upon the spirit, ideals, and social attitudes of the boys as citizens of a great Republic at war is known to be profound, but can not yet be set forth in concrete terms. The movement has been and will be guided by the principles that in dealing with the equation of adolescence, the latent boy power of the Nation can not and shall not be manipulated merely as a factor of productive mechanism. Its problems are as special as they are important, as delicate as they are far-reaching in their effect upon future citizenship. What may be termed the "by-products" of the boy-labor problem, in all its social ramifications, have been regarded with a deep sense of their importance to our national aims and culture, to the end that while straining every resource and effort to win the war abroad, we shall, so far as the status of the growing boy pertains, avoid the insidious risk of losing it here at home.

### FARM SERVICE DIVISION.

When A. L. Barkman, the Chief of the Farm Service Division, was appointed District Superintendent of District No. 10, the Assistant Chief of the Farm Service Division, M. A. Coykendall, was promoted to fill the vacancy. The following is a statement of the activities of the Farm Service Division since the date of its organization:

The Farm Service Division was created to study conditions, prepare plans, diagnose needs, and to cooperate with the other divisions of the service in matters touching farm labor problems. It uses as the chief means of contact with the country the official machinery of the United States Employment Service, United States Public Service Reserve, and the United States Boys' Working Reserve, and acts as a coordinating link in the work of official and unofficial State organizations.

Recently there has been authorized the appointment in each State of a Senior Farm Labor Examiner, with headquarters in the office of the State Director, who will devote his entire time to the study of farm problems in his State. The effect will be to bring the Farm Service Division into closer touch with the farm labor situation in each State of the Union.

REPORT OF LABOR DIRECTED, BY DISTRICTS.

Following are the reports of farm labor distribution, by districts:

Summary of farm labor conditions as reported by States from Jan. 1 up to and including July 13, 1918.

DISTRICT NO. 1.

State.	January.		February.		March.		April.		May.		June.		July.		Total.	
	Called for.	Directed.	Called for.	Directed.	Called for.	Directed.	Called for.	Directed.	Called for.	Directed.	Called for.	Directed.	Called for.	Directed.	Called for.	Directed.
Maine.....																
New Hampshire.....			38	30							153	15	37	23	228	68
Vermont.....							3,781	1,657					53	53	3,834	1,710
Massachusetts.....					41	29	130	56	344	71	521	308	212	187	1,248	651
Rhode Island.....			8	6	146	47	151	67	88	24	48	19	13	5	1,454	168
Total.....			46	36	187	76	4,062	1,780	432	95	722	342	315	268	5,764	2,597

DISTRICT NO. 2.

Connecticut.....			19	13			96	59	99	26	370	186	406	143	990	418
New York.....			20	8	131	92	440	265	528	267	645	359	200	183	2,905	1,165
New Jersey.....					268	199	471	141	1,169	211	782	409	215	215	1,970	1,174
Total.....			39	21	399	281	1,007	456	1,796	504	1,797	954	827	541	5,865	2,757

DISTRICT NO. 3.

Pennsylvania.....			61	49	192	175	596	200	166	89	199	102	312	277	1,526	802
Delaware.....			7	3	8	6	64	21	99	27	167	60	23	20	368	137
Total.....			68	52	200	181	660	221	265	116	366	162	335	297	1,894	1,029

DISTRICT NO. 4.

Ohio.....			19	9	170	81	241	31	297	101	584	380	92	90	1,403	692
West Virginia.....											15	1	6	3	21	4
Total.....			19	9	170	81	241	31	297	101	599	381	98	93	1,424	696

DISTRICT NO. 5.

Maryland.....			8	4	143	137	136	89	287	245	1,658	793	83	72	2,315	1,340
Dist. of Columbia.....					58	15	99	85	88	61	131	103	55	55	431	319
Virginia.....					31	11			18	10	236	73	59	13	344	107
North Carolina.....									5						5	
South Carolina.....									45	3	75	23	2	2	122	28
Total.....			8	4	232	163	235	174	443	319	2,100	992	199	142	3,217	1,794

DISTRICT NO. 6.

Georgia.....			41	21	79	31	917	50	1,168	20	250	55	78	33	3,350	137
Florida.....			114	32	986	15	1,240	30	832	16	149	15	29	29	2,533	210
Alabama.....			1	1	91	12	611	24	728	45	692	80	22	11	2,145	173
Mississippi.....					36	12	72	2			328	34	5	2	441	58
Louisiana.....			19	4	157	124	33	2	1,206	87	2,099	223	172	34	3,685	474
Total.....			175	58	1,349	194	2,873	108	3,833	168	3,518	407	306	106	12,154	1,044

Summary of farm labor conditions as reported by States—Continued.

DISTRICT NO. 7.

State.	January.		February.		March.		April.		May.		June.		July.		Total.	
	Called for.	Directed.	Called for.	Directed.	Called for.	Directed.	Called for.	Directed.	Called for.	Directed.	Called for.	Directed.	Called for.	Directed.	Called for.	Directed.
Indiana.....			9	4	26	16	21	8	36	13	159	116	25	18	276	175
Michigan.....					226	90	226	90	79	41	234	183	102	73	641	389
Illinois.....			261	201	909	795	2,017	1,369	3,094	2,065	11,227	9,137	4,320	4,266	21,828	17,433
Wisconsin.....					259	208	101	99	11	8	140	104	20	12	531	431
Iowa.....			58	45	493	400	705	460	750	419	2,963	1,965	1,957	1,292	6,927	4,481
Total.....			328	250	1,687	1,419	3,071	2,026	3,970	2,546	14,723	11,407	6,424	5,661	30,203	23,309

DISTRICT NO. 8.

Kentucky.....					16		3	2			59	35	8	8	86	45
Tennessee.....					25	4	118	28	1,756	40	713	105	58	46	2,670	223
Arkansas.....			6	1	713	299	745	19			997	369	389	107	3,850	795
Missouri.....	98	63	188	149	447	375	269	213	339	234	4,528	2,292	705	327	6,574	3,653
Total.....	98	63	219	154	1,294	702	2,773	274	339	234	6,297	2,801	1,160	438	12,180	4,716

DISTRICT NO. 9.

Minnesota.....			74	7	150	53	327	43	333	177	390	291			1,294	571
North Dakota.....							589	332	291	226	551	403	561	340	1,972	1,301
South Dakota.....					166	63	197	105	172	67	216	115	309	212	1,060	562
Montana.....					52		92	20	606	157	1,033	545	1,039	824	2,822	1,546
Total.....			74	7	368	116	1,185	500	1,402	627	2,180	1,354	1,909	1,376	7,118	3,980

DISTRICT NO. 10.

Oklahoma.....					173	167			300	176	3,391	2,210	567	556	4,431	3,139
Kansas.....					25	20	116	69	271	156	11,847	8,006	961	919	13,220	9,170
Nebraska.....					115	75	186	94	228	104	1,540	1,220	620	470	2,689	1,964
Colorado.....			21	20	71	67	51	51	64	50	623	398	794	269	1,624	855
Wyoming.....									171	56	572	109	90	74	823	239
Total.....			21	20	381	330	353	214	1,034	542	17,973	11,973	3,022	2,288	22,787	15,367

DISTRICT NO. 11.

Texas.....			107	59	213	196	154	93	4,233	1,290	3,542	1,606	5,835	4,445	14,094	7,669
New Mexico.....									2		39	7	44	42	85	49
Total.....			107	59	213	196	154	93	4,235	1,290	3,581	1,613	5,879	4,487	14,169	7,718

DISTRICT NO. 12.

Arizona.....					246	193	310	266	609	496	707	533	193	167	2,065	1,603
Utah.....							37	20	94	61	40	32	49	23	220	136
Nevada.....			2	2	10	3	10	4	21	10	406	142	271	182	720	343
California.....			29	19	474	412	1,437	854	3,230	1,754	10,032	3,310	2,954	2,370	18,206	13,749
Total.....			31	21	733	613	1,844	1,174	3,954	2,204	11,185	9,022	3,467	2,742	21,115	15,833

DISTRICT NO. 13.

Idaho.....											1,724	977	548	539	2,272	1,510
Oregon.....											577	165	308	248	885	413
Washington.....			161	76	1,571	1,106			981	437	2,235	1,375	1,292	1,001	6,240	3,995
Total.....			161	76	1,571	1,106			981	437	4,536	2,517	2,148	1,799	9,397	5,924

Summary of farm labor conditions as reported by States—Continued.

RECAPITULATION.

District.	January.		February.		March.		April.		May.		June.		July.		Total.	
	Called for.	Directed.	Called for.	Directed.	Called for.	Directed.	Called for.	Directed.	Called for.	Directed.	Called for.	Directed.	Called for.	Directed.	Called for.	Directed.
No. 1.....			46	36	187	76	4,082	1,780	432	95	722	342	815	268	5,764	2,597
No. 2.....			39	21	399	231	1,007	456	1,796	504	1,797	964	827	541	5,965	2,757
No. 3.....			68	52	200	181	600	221	263	116	366	163	325	297	1,594	1,029
No. 4.....			19	9	170	81	241	31	297	101	599	331	98	93	1,424	696
No. 5.....			8	4	232	163	335	174	443	319	2,106	992	199	142	3,217	1,794
No. 6.....			175	59	1,349	194	2,873	1,088	3,859	198	5,518	407	306	109	12,154	1,044
No. 7.....			323	250	1,687	1,419	3,071	2,026	3,970	2,546	14,723	11,407	6,424	5,061	30,203	23,309
No. 8.....	98	63	219	154	1,294	702	2,773	274	339	234	6,997	2,801	1,160	458	12,190	4,716
No. 9.....			74	7	368	116	1,185	500	1,402	627	2,183	1,354	1,909	1,376	7,113	3,930
No. 10.....			21	20	354	330	353	214	1,084	542	17,973	11,973	3,022	2,288	22,787	15,367
No. 11.....			107	59	213	186	154	93	4,236	1,290	3,581	1,613	5,879	4,457	14,169	7,715
No. 12.....			31	21	730	613	1,844	1,174	3,954	2,264	11,186	9,022	3,467	2,742	21,211	15,336
No. 13.....			161		76	1,571	1,106		961	437	4,536	2,517	2,148	1,788	9,397	5,924
Total..	98	63	1,296	767	8,794	5,448	18,458	7,051	23,061	9,233	69,577	43,925	26,089	20,280	147,383	86,767

Attention is called to the fact that the organization became effective in most of the 13 districts into which the country is divided in March of the present year, and that the figures represented in the totals constitute a record of practically but five months.

The totals for the 13 districts show that 147,383 laborers were called for and 86,767 were directed. These figures do not include the special drive made for the harvesting of the wheat crop of the Middle West, laborers in this drive being considered in a transient class and treated separately under a special section in this report.

Examination of the recapitulation by districts indicates the general effectiveness of the new organization. A study of this total reveals the explanation of the apparent discrepancy between the total of 147,383 laborers called for and 86,767 furnished. In districts in which there are located great industrial plants or cantonments, the discrepancy between the number called for and the number directed is very wide, arising from the fact that while farm labor was needed in these, as in other zones, the wages offered were not sufficiently high, as compared with wages offered common labor in the industrial centers, to induce laborers to go to the farms.

In districts comprising the cotton areas of the United States there appears from the figures a comparatively small demand for labor. Very active local organizations and community cooperation have successfully met the labor situation so far, and it is hoped that these local helps, with the cooperation of the service, may be able to meet the demands during the cotton-picking season.

HARVESTING THE WHEAT.

The harvest of the second largest crop of wheat ever produced in this country is now assured.

Handling the wheat harvest in the western central States might well be likened to the mobilization and direction of a large army. General headquarters for this work were established in Kansas City,



Mo., under the direction of A. L. Barkman, who was appointed Assistant to the Director General for this purpose, thus giving him jurisdiction over all of the districts through which the harvest workers would pass.

Beginning in April that official began establishing employment offices throughout the States of Oklahoma, Kansas, Nebraska, the Dakotas, Minnesota, Iowa, and Missouri, which comprise the territory under his control. A little later in the season many temporary offices were opened in these States to assist in the work during the harvest season. He also arranged for a representative in each county in those States, usually selecting some prominent business man thoroughly in touch with conditions in his county.

As the harvest season approached, the Assistant to the Director General at Kansas City was in receipt of daily reports from his various representatives in the field who kept him thoroughly advised regarding the ripening of the grain, the probable time that the harvest laborers would be required, and the number needed in each community. A general registration was carried on throughout the entire territory of all persons engaged in other occupations who were willing to devote a portion of their time to assist in the harvest work in the event the regular supply of farm labor should not be sufficient.

Between June 5 and June 10 the regular harvest workers commenced assembling in various towns and cities throughout southern Oklahoma, as they have done in past years. In each of these cities and towns was a representative of the United States Employment Service who was in immediate touch with the workers gathered there. When the first call for help was received by the officer at Kansas City he immediately communicated with his representatives in touch with the labor supply, directing them to send out certain numbers of men to certain communities in response to the calls received.

Carrying out the comparison, these men might be likened to the first offensive line thrown across the State of Oklahoma from east to west. A few days later another line was advanced through the first line, forming a second line of offense across the State; and day by day reserves were brought up and passed through the lines already engaged in the harvest, forming new lines of attack.

And thus, day by day and week by week, this large army of harvesters was directed north through the big wheat belt, cutting grain and thrashing it as they went, until at the time of the writing of this report they are working in South Dakota and southern Minnesota. Their labors in the United States will end the latter part of August, when they will have reached the Canadian border, but their work will not then be finished, for the Canadian officials are awaiting them at the border, prepared to take them over and direct them in the same manner through the big wheat fields of western Canada.

It is impossible to ascertain just how many men are employed in the wheat fields in this manner, as they are not known as individuals, and are employed over and over again; but the total placements of harvest hands for the States of Oklahoma and Kansas, as reported by the officer in charge, were 18,511.

As an instance of the efficient manner in which this work has been carried on, letters have been received from chambers of commerce and individuals in the territory concerned, stating that not a bushel of

wheat has been lost this season through lack of sufficient help, a record never before equaled in the history of this country. This condition is all the more worthy of note because of the very great shortage of labor of all kinds in the country and particularly of labor available for farm work.

#### **NEWSPAPER FARM LABOR AGENCIES.**

On April 19, 1918, letters were addressed to daily newspapers in cities of 20,000 or over, asking their aid by establishing newspaper farm labor agencies, each paper accepting the proposition to devote not less than 4 inches of space in each issue to the local needs of farmers for help. Each newspaper was asked to designate a member of its staff as its farm labor agent, who would be appointed by the Government at a salary of \$1 per year. The response to this request was most encouraging, and subsequently letters were addressed to papers in towns from 10,000 to 20,000 inhabitants.

At the present time 200 daily newspapers are serving with the Farm Service Division under this plan, with the result that in a great many instances local labor shortages have been materially relieved and this service has been brought into favorable contact with farmers in every section of the country.

#### **MOTION-PICTURE MANUFACTURERS' COOPERATION.**

Early in June the Farm Service Division, in conjunction with the Emergency Farm Labor Section of the Public Service Reserve, worked out a plan by which the motion-picture industry could be used to cooperate with the Farm Service Division in the matter of securing farm labor. The motion-picture manufacturers were asked to run weekly trailers (consisting of about 30 feet of film) on their news-service films and special-feature patriotic films.

Thirteen of the leading motion-picture manufacturers of the country are rendering this very valuable service to the Government, and through this medium the service is enabled to reach many millions of people each week. This service represents a monthly expense to manufacturers of films of several thousand dollars, and the spirit that they have shown in cheerfully making this financial sacrifice that the Government may be served through them during this period of war emergency is very commendable. This plan, which is enabling the service to reach millions of Americans, affords an opportunity for publicity through a medium that as a general proposition could not be purchased at any price.

#### **COOPERATION OF NATIONAL ORGANIZATIONS OF FARM AND DAIRY INTERESTS.**

Negotiations were entered into looking to the working out of a practical plan by which the Farm Service Division could have the undivided support of national organizations of farmers and cattlemen. Conferences were held with the master of the National Grange, president of the National Farmers' Union, and the secretary of the National Dairy Union, these organizations directly representing the interests of many million American farmers. As a result of these con-

ferences the heads of the National Grange, National Farmers' Union, and National Dairy Union agreed jointly on a man of wide practical farming, stock-raising, and dairy experience to represent the interests of these organizations in the working out of plans by the Farm Service Division. The representative of these national organizations has accepted a position as special representative in the Farm Service Division, and from this time on the service will have the benefit of his counsel and advice in all matters directly affecting the farm-labor situation.

This arrangement puts into effect a close practical contact of the Farm Service Division with the organized farmers of the country, and will result in securing their whole-hearted support.

#### COOPERATION OF THE NATIONAL GRANGE.

In March an agreement was reached with the master of the National Grange whereby the cooperation of the grange in the important work of enrolling and placing farm help was assured. State Grange secretaries were requested to have each subordinate grange appoint one of its members to act as farm labor agent, his duties, primarily, being to canvass the members of such grange and secure all applications for work and for help. Where no other farm labor placing machinery was at hand these agents were requested to include the surrounding territory in their canvass.

One hundred and twenty grange farm labor agents have been appointed and nominations for more are being received daily. These appointments are being continued and plans are being made for utilizing to a greater extent this means of assisting the farmers through the special representatives of the national farm and dairy organizations.

#### COMMERCIAL ORGANIZATIONS ASSISTING.

Letters have been sent to the commercial organizations of the country asking that a member be appointed to serve as farm labor agent in the territory embraced by each organization, his duties being to enroll and distribute all available farm help and to give the farm labor placing work of the United States Employment Service wide publicity by every possible method, so that the farmers may become better acquainted with this branch of the service and make greater use of it in filling their labor needs.

Many of the commercial organizations of the country already are operating free employment bureaus and cheerfully add the task of farm labor placing to the other work handled by them.

#### FARMER TELEPHONE LINES ORGANIZATION.

One of the most valuable means yet devised by the Farm Service Division for coming into direct contact with farmers is the plan of cooperation with the 8,000 rural telephone lines, many of which lines are owned and directed by the farmers themselves.

Under this plan the management of each of these telephone lines has been asked to instruct the operators along his line, during quiet periods of the day or early evening, to call up each farmer at least

once a week and make inquiry as to his labor needs. Requests for farm labor received by the telephone operator are referred immediately to the examiner in charge of the United States Employment Service office in the town, or, in the event no such office has been established, to the chamber of commerce or newspaper labor representative. Where there does not exist in the immediate vicinity a medium through which these requests may receive prompt attention, the operators are instructed to file the application with the postmaster, who will forward it to the nearest United States employment agency. If immediate need of help by the farmer is imperative, the telephone operator is authorized to transmit the message to the nearest Employment Service office, charging that office for the call.

Two thousand one hundred and eighty favorable replies pledging enthusiastic support have been received, and it is estimated that, when all replies have been received, in the neighborhood of two million farmers will have been put in close touch, over the telephone lines, with their nearest United States Employment Service offices. Replies from telephone companies have been indexed as received and the originals have been forwarded to the various district superintendents to be passed by them to the State directors and on to the United States employment office nearest the telephone line. This procedure puts the service in close personal touch with both the representatives of the telephone companies and the farmers. The index in the Farm Service Division is being carefully tabulated so that cooperating telephone companies may be reached from time to time to render specific emergency service or to gather information that may be desired.

#### COOPERATION WITH CANNING INDUSTRY.

Upon receipt of a report, on May 16, from the special agent in Maryland, Delaware, and New Jersey, stating that a demand by the canning interests was being made for 100,000 laborers in Maryland to handle the season's crop, the Farm Service Division began a careful survey of conditions in that State and in Delaware and New Jersey. From the questionnaire sent out it appeared that in addition to the available local supply, about 10,000 laborers would be needed. On June 25 the special agent reported that Maryland would require in the neighborhood of 3,000. As the labor used in the canning industry consists largely of Poles, Bohemians, Lithuanians, and Italians, every effort is being made to induce the leaders of these races to cooperate with the Department in encouraging their people to take work in the adjoining country districts. Close cooperation with the Boys' Working Reserve has been had in handling the labor situation in the canning industry.

Efforts have been successful in securing from the Department of Justice a ruling which permits transportation under certain restrictions of "friendly enemy aliens" from one section to another. This will assist very greatly the handling of the tomato crop.

The special agent, under date of July 15, reports in this important food production section enough labor on hand to handle all the crops and to harvest and thrash the wheat. Every possible step is being taken to meet the peak load, which will come in August and September in the harvesting of tomatoes, the cutting of corn, and the preparation of land for wheat.

**UNITED STATES PUBLIC SERVICE RESERVE COOPERATION.**

The Farm Service Division has been working in close cooperation with the Emergency Farm Section of the United States Public Service Reserve in the effort to make use of the vacations of Government employees in the District of Columbia. Through this joint effort, 304 volunteers from the various Government departments in Washington were secured and are being distributed in the near-by sections where farm labor is most needed.

Close cooperation has existed between the Farm Service Division and the Boys' Working Reserve, and, as the reserve training schools have completed the emergency training of boys for farm labor, they have been quickly placed in service through the activities of our agencies. A very marked influence was exerted during the present year on the farm labor situation in this country by this new source of farm labor.

**UNITED STATES POST OFFICE AID.**

The order of the Postmaster General placing at the disposal of the United States Employment Service all postmasters of the third and fourth classes and rural carriers to act as labor agents has contributed very materially to the efforts of the Farm Service Division in the distribution of farm labor. The support received from the 98,000 postmasters and rural carriers working in cooperation with agents of the United States Employment Service during the present year has been an important factor in the Farm Service machinery.

**OTHER COOPERATING ORGANIZATIONS.**

Too much praise can not be given to the practical effectiveness of the work accomplished in every section of this country by local organizations of business men, Councils of National Defense, Loyalty Leagues, and other associations organized for the purpose of handling the labor problems in every community. Reports from labor agents and State directors from practically every State in the Union indicate that these local organizations have accomplished very practical results, in many cases by working out a better distribution of local labor, thus succeeding in harvesting all crops in their localities without calling for the importation of any labor.

**MEXICAN LABOR IMPORTATION.**

In April, 1918, a serious shortage of labor in the sugar-beet sections resulted in the evolving of a plan for securing Mexican labor, which is admirably adapted to this work. A little later it developed that the same kind of labor was urgently needed in the cotton and fruit industries in Texas, Arizona, and California, followed by urgent calls from the railroads for help in maintenance of way.

Chief of the obstacles in the way of importing this labor was the immigration law. All these matters were laid before the Secretary, and on June 12 he issued amendments to the immigration rules, suspending the literacy test, payment of the head tax, and the contract-labor provisions applying to any alien desiring to enter this country from Mexico for agricultural pursuits, maintenance of way on railroads, or lignite coal mining. This privilege has been extended

to include all forms of mining and all Government construction work in the States included within the southern department of the United States Army.

The suspensions under the immigration law, applying in the original order to border ports of entry only, has been extended to all of the ports on the Gulf and the Atlantic coast as far north as Charleston.

Because of the great demand for this labor by many industries, an unfortunate situation arose whereby many of their representatives were competing against one another along the border, thus increasing the difficulties in securing Mexican labor. At the suggestion of this division an arrangement has been provided whereby the Immigration Service, the Employment Service, the Railroad Administration, and the sugar-beet interests each have designated one person to represent its individual interests. Other industries will be encouraged to coordinate their needs and select one person to represent them. These representatives will have their headquarters in El Paso and will agree upon methods to be used at all ports of entry along the Mexican border district.

#### **IMPORTATION OF BAHAMA LABOR.**

In March the Farm Service Division was enabled to secure a permit by which 1,500 Bahamans were brought into this country and assigned to the trucking and gardening interests of the east coast of Florida. The permit from the Immigration Bureau was secured for three months, but subsequently an extension was secured for six months following October. This labor seems peculiarly fitted for work in Florida, and it is expected that the Bahama source of common labor can be drawn on to some extent in the future.

#### **PLANNING AND PERFECTING ORGANIZATION.**

The Farm Service Division has under way many plans looking to the solution of the farm labor problem, which, on account of the time the service has been instituted, have not demonstrated their practical value sufficiently to find place in this report. The organization is gradually being perfected in each State and there is every indication that this division will develop a very practical service for the benefit of America's farming interests.

#### **DIVISION OF INFORMATION, ADMINISTRATION, AND CLEARANCE.**

This division, since its creation, has been under the charge of T. V. Powderly. Its functions, as indicated by the chart hereinbefore mentioned, comprise supervision of the following sections: Files, Personnel and Accounts, Correspondence and Statistics, Employment, and Standards and Inspection. In view of the administrative character of this division, its chief was designated Acting Director General.

The necessarily rapid and extensive organization of the Employment Service unavoidably carried with it an immense amount of work to be performed by this division and the various sections under its jurisdiction. The greatly increased burden suddenly thrown

upon the Files Section, the Personnel and Accounts Section, and the Correspondence and Statistics Section, has been met, and could be met only by the constant application to duty and untiring efforts of the personnel of those sections.

### PERSONNEL SECTION.

From October, 1917, to January, 1918, the personnel work was handled under the immediate direction of the Assistant Secretary in conjunction with the Chief of the Division of Information. On January 1, 1918, appointments were issued to about 200 field officers and employees, transferring them from the Immigration to the Employment Service, thus enabling them to devote their entire time to employment work. When the Employment Service was established early in January, the personnel and accounting work was carried on in the same section, but the service increased so rapidly within a few months' time as to render it advisable to separate these two branches, whereupon two distinct sections were created, namely the Personnel Section and the Accounts Section. At the close of the fiscal year there were 15 employees in the Personnel Section. The work was considerably handicapped by reason of the fact that several of the most experienced male employees were called into active military service, which resulted in the necessity of training new appointees. The work of this section has been unusually heavy, requiring the performance of much overtime service, which was cheerfully rendered by the employees attached thereto. Over 2,000 new appointments have been issued during the six-month period from January 1 to June 30, from which it will be seen that the correspondence in connection therewith necessarily would be voluminous.

This section also supervises the issuance of official identification cards and the supplying to field officers of telegraph identification cards and service badges, as well as the furnishing to the field service of official transportation requests. There are maintained in this division card index files showing a record of each appointee, indicating the title, salary, and official position.

### ACCOUNTS SECTION.

The Accounts Section has a personnel of 17, including auditors, bookkeepers, clerks, and stenographers. A larger force is really needed, and difficulty has been met in procuring employees possessed of the necessary technical knowledge and experience. It devolves upon this section to audit and prepare for approval and payment all payrolls, expense vouchers, and miscellaneous vouchers of the Employment Service, including the Public Service Reserve and Boys' Working Reserve. All authorizations for contracts, purchase, travel, and expenditures of all kinds are prepared in this division for the signature of the Director General and approval of the Secretary of the Department.

A record of expenditures is kept showing the nature of each item of expense and the condition of the appropriations. Allotments are made as required by law and monthly statements are rendered showing the condition of each allotment. Under the first appropriation,

"War Emergency Employment Service, 1918," allotments were made by items or nature of expenditures. Under the second appropriation, "National Security and Defense (Productive Labor)," the allotments were made by districts. It is now proposed to extend the allotment system and set aside a definite sum to be expended in each State. Monthly reports will be required from each State, and these will be checked and compared with the accounts kept in this division, with a view of showing the exact cost of operating the service in relation to the results accomplished.

On account of the rapid growth of the Employment Service and the inexperience of many officers and employees in the field, a large amount of correspondence is necessary in order to instruct field officers in the proper and legal methods of making expenditures and the preparation of vouchers and reports. Rapid progress is being made in this work, and although some delays have occurred in the payment of accounts, a hearty cooperation and an eagerness to learn are evident on the part of all concerned.

The change from one system of allotments to another has occasioned some confusion and delayed the making of comprehensive reports by this division, but technicalities and unnecessary details are not permitted to impede the greater aims of the service.

#### CORRESPONDENCE SECTION.

This section, as its name indicates, is engaged in work of correspondence. There is intrusted to it the preparation of letters to field officers of the service concerning all official matters, with the exception of those relating to special subjects.

Letters are likewise prepared in this section in response to communications from the executive and legislative branches of the Government and concerning employment matters in general. The work of compiling lists of war contracts and transmitting them to the appropriate field officers of the service is lodged in the Correspondence Section.

#### STATISTICAL SECTION.

The statistical work carried on under this section has included the following:

1. A weekly survey and monthly summary of reports from the employment offices.
2. The tabulation of the monthly labor status reports.
3. The tabulation of orders for unskilled labor.

Reports are received each week from the local offices which have been reviewed and summarized. These form a basis for the preparation of maps and charts to indicate shortages or surpluses in the six large occupational groups. Copies of these charts are transmitted to the departments interested.

A monthly summary of activities is prepared and mimeographed copies thereof are distributed to the administrative offices, both in Washington and in the field.

Monthly labor status reports were initiated by the United States Public Service Reserve as a means of collecting data not otherwise available in regard to shortage and other special conditions in the skilled trades on which war industries particularly depend. A



monthly statistical summary by trades and geographical districts is prepared, and on the basis of such summaries it is planned in the near future to prepare charts for specific trades as a guide to the service in dealing with the problems of skilled labor. Incidentally, considerable information on wages has been furnished to the Clearance Division and to a representative of the Industrial Service Section of the Ordnance Department.

The tabulation in connection with unskilled labor is a part of the campaign undertaken toward the close of the fiscal year under the jurisdiction of the Unskilled Labor Section. Reports have been received and tabulated from about 5,000 firms throughout the country, showing their present and estimated needs for unskilled labor.

**WOMEN'S DIVISION.**

During the period covered by this report the Chief of the Women's Division was Mrs. Hilda Muhlhauser Richards, but toward the end of the fiscal year she resigned that position and the vacancy was filled by the appointment of Mrs. Margaretta Neale. At the time of her appointment Mrs. Neale was in charge of the Women's Division of the United States Employment Service in New York City and previously had been in charge of a similar division in Newark, N. J.

The Women's Division has been engaged since its creation, on January 3, 1918, in meeting the woman labor situation as it exists, and in attempting to maintain normal conditions with respect to women's work, so far as that can be done under the stress of war. An effort to recruit women workers has been made only when calls have been received for them.

Local women's divisions have increased in number from 9 on January 1, 1918, to 55 on July 1, 1918. Placement of women has been carried on also in branch offices of the service whenever openings or applications have been listed. Actual placements of women reported by local offices for the last six months of the fiscal year are as follows:

January-----	9,667	May-----	22,344
February-----	7,074	June-----	19,127
March-----	7,758		
April-----	17,442	Total-----	83,412

Placements in the majority of the offices have consisted largely of women for industrial or domestic work, but several of the offices have arranged to direct to employment many women in high-grade clerical and secretarial positions.

On April 1, 1918, the Women's Collegiate Section of the Employment Service was created and incorporated into the Women's Division. Since at time calls for trained women, particularly for Government war work, have been handled by that section, located at the headquarters of the local office in Washington. In offices which received calls or applications requiring it, cooperation has been established with such agencies as the Civil Service Commission, noncommercial employment agencies, organizations equipped to furnish trained women for duty in connection with agriculture, nursing, and other specialized occupations.

## U. S. EMPLOYMENT SERVICE BULLETIN.

The success of the United States Employment Service in its task of mobilizing and distributing labor for war production depends largely upon the degree of cooperation given by the employers and employees of the country and their organizations and upon the interested and efficient service rendered by its entire personnel. There can not be cooperation and interested service unless there is thorough sympathy and understanding, and these come only through a clear explanation of the Employment Service and its program, particularly the day-to-day developments.

On this principle, the United States Employment Service began the publication, on January 28, 1918, of a weekly organ known as the U. S. Employment Service Bulletin. Its purpose was twofold. It was to create and foster an intelligent interest and loyalty on the part of every officer and employee of the Employment Service and the officers and agents of the Public Service Reserve. It also was to explain to the employers and employees of the Nation the purpose of the Employment Service and show how they might give a practical cooperation.

In both these respects the Bulletin has been eminently successful. It has grown from 4 pages and a circulation of 1,000 to 16 pages and a 40,000 circulation. Copies are free, but the circulation list is carefully kept down to only those readers definitely interested in or affected by the service and its program. It now reaches every branch office and the chief enrolling agents of the reserve, every chamber of commerce and other commercial body, employers' and employees' organizations, employment managers, and the leading war manufacturing establishments. Since the Bulletin contains all official orders, rewritten and explained so as to be completely understood by the layman, and informative matter regarding the Employment Service, it is used weekly by hundreds of newspapers and other publications as a source of material for news and editorial columns. This greatly increases the scope of the circulation. During the last month of the fiscal year the Bulletin has been of especial value in explaining the centralized war labor recruiting program to the personnel of the Employment Service and to employers and employees.

While the Bulletin is primarily devoted to the Employment Service, it endeavors to give a comprehensive view of the activities of the War Labor Administration and the other arms of the Department of Labor. This interdepartmental phase of the Bulletin's work has met with widespread approval on the part of war manufacturers and workers and resulted in a better understanding of the whole war labor program.

In addition to publishing the Bulletin, the office of the Bulletin is concerned with the preparation of reports and other news material concerning the Employment Service and the centralized labor recruiting program desired by newspapers and periodicals. It serves as the clearing house for all matters intended for publication arising within the various divisions and sections of the Employment Service.

**MANUFACTURERS' INQUIRY SECTION.**

Soon after the United States Employment Service was organized as a distinct entity of the Department of Labor the need was found for rendering greater service to manufacturers. The United States Employment Service was remembered only for its old work of serving the immigrants and others seeking employment. For efficient service, it was absolutely necessary that this idea be wiped out of the minds of both the employers and wageworkers. It was thereupon determined that a new section should be organized especially to present the work to manufacturers and other employers. Roger W. Babson, of Wellesley Hills, Mass., was selected as chief of this section.

The Manufacturers' Inquiry Section at once established points of contact with leading manufacturers in the 250 largest industrial centers of the United States. Through these key men the purposes of the United States Employment Service were explained to the manufacturers of the United States. The chief of that section also established connection with newspapers, chambers of commerce, and public speakers. Through these men the manufacturers of the country have been informed of the plans and purposes of the service and their cooperation has been secured.

On July 1, 1918, Mr. Babson was appointed chief of the Information and Education Service, a new service operating directly under the Office of the Secretary of Labor and which, to a large extent, has taken over the work of the Manufacturers' Inquiry Section of the United States Employment Service.

**NEGRO DIVISION.**

This division was created by an amendment to the organization of the United States Employment Service, as evidenced by a memorandum from the Secretary of Labor bearing date of February 22, 1918, carrying with it the appointment of Giles B. Jackson as chief of said division. He assumed charge on May 1, 1918.

The chief of the division then proceeded to prepare plans for its operation, and he has been actively at work in further preparation of a program for the most complete and efficient utilization of Negro labor.

Official trips have been made to many States for the purpose of attending conferences and discussing plans for the mobilization, employment, and housing of Negro labor. In this way the interest of the Negro race has been aroused and their cooperation secured.

**SKILLED AND UNSKILLED LABOR.**

In May, 1918, the situation with respect to supplying the necessary skilled and unskilled labor to Government plants and private concerns engaged in war work became so acute that special sections were established in the Director General's office to give this important matter the best possible attention.

**SKILLED LABOR SECTION.**

Attempt was first made to secure as nearly as possible an idea of the needs and resources of the country with respect to skilled labor.

The means were not at hand for securing this with accuracy, but through the Public Service Reserve and the Employment Service, as well as through shipyard reports, labor status reports, and the industrial relations officers of the Army it became evident at an early date that there would be a general shortage of men in certain trades most used in the production of war material. From the very beginning the shipyards and the production division of the Army came to the Employment Service for help in securing skilled labor. Until the last month or two of the fiscal year most of these wants could be cared for by local offices or through the State organizations. With the depletion of the trades caused by the selective service act, the demands upon the employment offices became greater and greater, until it was evident that in two or three skilled trades there would be an actual dearth of men to complete war contracts.

#### COOPERATION WITH LABOR ORGANIZATIONS.

The service then appealed to certain labor organizations through their international officers, and a national registration in these trades was started. About the first of June the Government contractors began to find serious difficulty in securing skilled help, which State organizations were unable to supply. Indeed, the needs of the shipyards and of certain contractors were so great that it was necessary to call on the entire country for assistance, and in order to augment the supply of qualified men to meet critical needs that were developing a flying squadron of men experienced in some of the trades was organized through international labor organizations. Only particularly qualified men were employed, and these men, having acquaintance and influence, were for a time able to move a very large number of men from nonessential work to places where they were needed.

In the meantime it had become apparent that the operations of the draft were removing from industry men that it would be difficult or impossible to replace. This matter was studied by a representative of the War Department, and arrangements were soon made for furloughing men of certain trades from the Army into war industry. As this report is being written it is apparent that unless a very considerable number of men now in the Army can be furloughed back to industry the completion of Government contracts will be seriously delayed. This is becoming apparent to the production division of the Army, and this section has arranged for a competent force to handle with discrimination the matter of furloughs.

As soon as the survey with respect to unskilled labor is completed, it will be necessary to make a scientific canvass through the developed machinery of the Employment Service for men in certain lines of trade, in order to secure every qualified man who can be spared from nonessential or less essential industries. In the meantime some requirements, even if for only a few men, must be passed on to Washington and a system of clearance is being established for the purpose of taking care of this increasing and important feature of the work. It must be remembered that these calls are largely for key men, who must be secured with as little delay as possible. The exigencies of war work and the avalanche of requests for help that have been made upon this section have made it impossible to give statistics. The placements have been made through the various offices of the Employment Service.

Aside from the recruiting and placing of skilled labor, many problems have been taken up, which include pirating of labor, advertising, the prevention of trouble where this could be accomplished in a quiet way, giving of a great deal of miscellaneous information requiring contact with practically all of the Government departments, etc. These problems also include the study of placements of returned disabled soldiers, and at least the contemplation of the utilization of the placement machinery of this service when the soldiers return to America after the war.

#### UNSKILLED LABOR SECTION.

Early in June the War Labor Policies Board (composed of representatives with power of the War, Navy, Labor, and Agriculture Departments, the Shipping and War Industries Boards, the Emergency Fleet Corporation, and the Food, Fuel, and Railroad Administrations) by resolution decided that "all recruiting of industrial labor for private or public work connected with the war shall be conducted through or in accordance with methods authorized by the United States Employment Service."

In accordance with this policy of centralization, August 1, 1918, was the date set for the inauguration of unskilled labor recruiting through the Employment Service exclusively. Exception was made for unskilled labor recruiting for railroads, farms, and nonwar work, and by employers in war work employing less than 100 men. Upon acceptance of this decision of the War Labor Policies Board by the Secretary of Labor, the President gave his approval in a statement issued June 17, 1918.

The Unskilled Labor Section, upon the issuance of the President's statement, began a rough approximation of the potential labor supplies in each State and the securing from the war industries of the country of estimates of their immediate unskilled labor requirements and their needs up to October 1. The total of the needs reported up to the latter part of July of the next fiscal year (1919) will be the total of quotas which will be allotted to the States for recruitment.

During the latter part of June, 1918, there was begun the formulation of a system of State Advisory Boards, Community Labor Boards, and State Organization Committees, with joint representation of employers, employees, and the United States Employment Service, to assist in the recruiting of unskilled labor for war work and in the further extension of the machinery of the Employment Service throughout the country.

The texts of the recommendation of the War Labor Policies Board, of the letter of the Secretary of Labor transmitting it to the President of the United States, of the President's proclamation, and of the regulations of the service issued in connection therewith are as follows:

#### RECOMMENDATION OF THE WAR LABOR POLICIES BOARD.

Whereas the efficient prosecution of the war requires that all war industries be supplied promptly and adequately with competent workers; and

Whereas, in order to meet the present demands for labor, both skilled and unskilled, in war work, to insure that future requirements be filled without delay, to eliminate competitive inroads by one war industry upon the labor of another, to reduce turnover, and to equalize so far as possible the drain of

labor from employers engaged in tasks less essential in time of war, it has come to be recognized by the industries of the country, that it is necessary to centralize all labor recruiting activities in one responsible department of the Federal Government.

*It is hereby resolved:*

I. All recruiting of industrial labor for public or private work connected with the war shall be conducted through or in accordance with methods authorized by the United States Employment Service. The present working agreement between the Departments of Labor and Agriculture relating to recruiting of farm labor shall not be affected hereby.

II. The full power of the Government shall be exercised through such agency to supply all the labor requirements of war industry and by means of volunteer recruitment to transfer men to such extent as may be necessary from nonwar to war work.

III. This program shall be put into effect gradually, by first applying it to unskilled labor, and thereafter as rapidly as possible to skilled labor. At the outset general authorization may be given (a) for hiring unskilled labor without solicitation, (b) for recruiting labor for railroads, farms, and nonwar work, and generally by employers whose full working force will not, with the addition of the labor recruited, exceed 100, and (c) for recruiting skilled labor. Such authorizations, by the United States Employment Service shall be given under regulations to be approved by the War Labor Policies Board, calculated to prevent the taking of men needed in other war industries or on the farms.

IV. All Government departments and private employers engaged in war work should furnish to the United States Employment Service a complete statement of their needs for unskilled labor and make such supplementary reports as may be requested of them. All the Government departments represented on the War Labor Policies Board should assist in every way in securing such information.

V. An immediate campaign to secure the unskilled labor needed in war work shall be made by the United States Employment Service. Recruiting for such purposes in each State shall be limited to quotas of the total demand, calculated on the basis of principles to be recommended by the United States Employment Service and approved by the War Labor Policies Board. All recruiting shall be conducted so that withdrawals from nonwar industries shall be distributed as equitably as is practicable.

VI. Distribution of the workers recruited shall aim at transfers for the shortest possible distances, and at the utilization of local supply as far as possible to meet local war needs.

VII. For the purpose of equalizing the strain of transfers and adjustments of labor within local industrial communities, the United States Employment Service shall encourage the formation, under its guidance, of community boards, upon which there shall be an equal representation of labor and of management, and shall cooperate fully with such boards in securing local quotas.

VIII. The War Labor Policies Board shall appoint a committee on labor priorities to direct the United States Employment Service as to the questions which may arise when the available supplies of any kind of labor are inadequate to meet the immediate demands; such committee shall in general follow the priorities determined by the War Industries Board.

IX. The primary effort to enforce the foregoing program shall be through public presentation of the need of compliance with it as a war necessity. The full authority of the departments of the Government represented on the War Labor Policies Board, including the power to cut off supplies, should be exercised as far as necessary. The United States Employment Service shall provide all the requisite machinery for the continuous enforcement of the foregoing program, and the prompt report of any interferences therewith. A committee of the War Labor Policies Board shall be appointed with authority to investigate reports of failure to comply with such program, and to recommend appropriate action by the proper department of the Government.

WAR LABOR POLICIES BOARD.

Felix Frankfurter, Department of Labor, Chairman.  
 G. I. Christie, Department of Agriculture.  
 Howard Coonley, Emergency Fleet Corporation.  
 James P. White, Fuel Administration.

Franklin D. Roosevelt, Navy Department.  
 Robert P. Bass, Shipping Board.  
 Stanley King, War Department.  
 Hugh Frayne, War Industries Board.  
 M. B. Hammond, Food Administration.  
 W. I. Tyler, Railroad Administration.  
 William L. Chenery, Committee on Public Information.  
 L. C. Marshall, Advisory.  
 Howard F. Perkins, Advisory.  
 Max Lowenthal, Secretary.

## LETTER FROM THE SECRETARY OF LABOR TO THE PRESIDENT.

JUNE 15, 1918.

MY DEAR MR. PRESIDENT: Our increasing military energies are putting strains upon industry which call for the most careful husbanding of our man power. We can no longer leave our labor supply to the unregulated forces of competition, nor even to the patriotic efforts of diverse agencies of the Government unrelated to a comprehensive policy and unified direction. There is an increasing shortage of unskilled labor for war projects, and likewise a shortage in certain classes of skilled workers. The needed labor must be secured for war industries by drawing upon nonessential or less essential industries. At present this is done largely at haphazard. A dispensable industry competes for the labor of an essential plant; instances are frequent where one Government project secures men at the expense of another. As a result, the labor turnover is alarmingly great, with a loss in war efficiency which we can not afford. Not the least of the consequences of the existing situation is its effect upon the morale of workers in the restlessness which it produces and even encourages.

These are largely the natural consequences of subjecting to a new terrific strain existing agencies and old attitudes of mind. We can no longer submit to these. The first problem therefore, to which the War Labor Policies Board addressed itself was the formulation of a plan to centralize the recruiting of so-called unskilled labor and thus to insure the fullest use of such labor to the needs of the war. I am glad to report to you that the board has arrived at a plan which embodies the opinion of every production department of the Government and is supported by the thought of representatives of industry and labor who have been in our counsel in working out this problem.

The essence of the plan is the recognition that one centralized national agency is demanded for recruiting the workers for the Nation's war needs; that the United States Employment Service of this department is the agency appropriate for this task; that adequate resources must be given to this service and corresponding effectiveness must be secured to enable it to discharge the responsibility. Accordingly every department of the Government, through the strength at its disposal, whether it be by the mechanism of contract or by shutting off raw material from a recalcitrant industry, is pledged to the enforcement of this plan. It will mean, of course, that thereafter all private enterprise in securing labor on a substantial scale will be prohibited by the full authority at the disposal of the Government. Time must be given to make the needed adjustment, and therefore it has been deemed wise to postpone the installation of the new plan until August 1, 1918.

I write you thus at length because the proper mobilization and distribution of labor are themselves part of a fruitful and just national labor policy, and without these we can not hope for progress in the solution of other labor questions that call for settlement. The success of the plan is therefore indispensable. While it may encounter obstruction because of minor selfish interests which it must offend, we need not anticipate serious difficulties if the public mind is fully apprised and the Nation's understanding of our purposes is enlisted. The Policies Board therefore deemed the public announcement of this program of sufficient national importance to deserve, and indeed to call for, its proclamation by you. I share this conviction and join in this recommendation of the Policies Board. I strongly hope that the need of this action will commend itself to your wisdom.

Faithfully, yours,

W. B. WILSON, *Secretary.*

THE PRESIDENT,  
 The White House.

## PROCLAMATION BY THE PRESIDENT OF THE UNITED STATES OF AMERICA.

For more than a year it has been our pride that not our Armies and Navies only but our whole people is engaged in a righteous war. We have said repeatedly that industry plays an essential and honorable a rôle in this great struggle as do our military armaments. We all recognize the truth of this, but we must also see its necessary implications—namely, that industry, doing a vital task for the Nation, must receive the support and assistance of the Nation. We must recognize that it is a natural demand—almost a right of anyone serving his country, whether employer or employee—to know that his service is being used in the most effective manner possible. In the case of labor this wholesome desire has been not a little thwarted owing to the changed conditions which war has created in the labor market.

There has been much confusion as to essential products. There has been ignorance of conditions—men have gone hundreds of miles in search of a job and wages which they might have found at their doors. Employers holding Government contracts of the highest importance have competed for workers with holders of similar contracts, and even with the Government itself, and have conducted expensive campaigns for recruiting labor in sections where the supply of labor was already exhausted. California draws its unskilled labor from as far east as Buffalo, and New York from as far west as the Mississippi. Thus labor has been induced to move fruitlessly from one place to another, congesting the railways and losing both time and money.

Such a condition is unfair alike to employer and employee, but most of all to the Nation itself, whose existence is threatened by any decrease in its productive power. It is obvious that this situation can be clarified and equalized by a central agency—the United States Employment Service of the Department of Labor, with the counsel of the War Labor Policies Board as the voice of all the industrial agencies of the Government. Such a central agency must have sole direction of all recruiting of civilian workers in war work; and, in taking over this great responsibility, must at the same time have power to assure to essential industry an adequate supply of labor, even to the extent of withdrawing workers from nonessential production. It must also protect labor from insincere and thoughtless appeals made to it under the plea of patriotism, and assure it that when it is asked to volunteer in some priority industry the need is real.

Therefore I, Woodrow Wilson, President of the United States of America, solemnly urge all employers engaged in war work to refrain after August 1, 1918, from recruiting unskilled labor in any manner except through this central agency. I urge labor to respond as loyally as heretofore to any calls issued by this agency for voluntary enlistment in essential industry. And I ask them both alike to remember that no sacrifice will have been in vain if we are able to prove beyond all question that the highest and best form of efficiency is the spontaneous cooperation of a free people.

WOODROW WILSON.

THE WHITE HOUSE.  
17 June, 1918.

## TEXT OF REGULATIONS COVERING GENERAL RECRUITING PROGRAM.

I. *By employers in war work.*

To minimize the danger of interruption to war work in effecting the change from present competitive methods of labor recruiting, the Government central labor recruiting program, as heretofore announced, provides that at the outset employers may continue to hire unskilled laborers who apply for work without solicitation, and that private field forces may be utilized under control of the United States Employment Service.

In order that the United States Employment Service may be as effective as possible it is highly important that all employers engaged in war work keep the local office of the United States Employment Service informed from day to day of their exact needs for unskilled labor.

The regulations which govern private recruiting are as follows:

*Recruiting regulations.*

1. Employers may continue to hire workers who apply at the plant without solicitation, direct or indirect.



2. The Federal director of employment in each State is authorized to grant permission to employers to use their own field agents for recruiting unskilled workers under his direction and control for war industries located within the State.

3. Permission to recruit unskilled laborers in States other than the one in which the work is located may be secured from the Director General of the United States Employment Service upon the recommendation of the Federal director of employment for the State in which the men are needed. Such permission will be communicated by the Director General to the Federal directors for the States in which the labor is needed and from which it is to be recruited.

*Transportation of workers.*

4. No unskilled labor may be transported from one State to another without authorization from the Director General, to be secured by application through the Federal director of employment for the State in which the labor is recruited. No laborers may be moved from one employment district to another within a State without authorization from the Federal director of employment for the State.

5. Employers who receive permission to transport workers from one State to another or from one district to another within any State must file a statement with the nearest Employment Service office of the number of men transferred, the wages offered, and other terms and conditions of employment promised to the men.

*No fee agencies or advertising.*

6. Employers who are permitted to use their own field agents for recruiting labor must in no case use any fee-charging agency or use any agents or labor scouts who are paid for their work on a commission basis.

7. All advertising for unskilled labor, whether by card, poster, newspaper, handbill, or any other medium, is prohibited after August 1, 1918. This applies to all employers engaged wholly or partly in war work whose maximum force, including skilled and unskilled laborers, exceeds 100.

*Recruiting skilled labor.*

No restrictions are for the time being placed upon employers engaged in war work in recruiting their own skilled labor, other than that they should so conduct their efforts as to avoid taking or causing restlessness among men who are already engaged in other war work, including railroads, mines, and farms, as well as work covered by direct and subcontracts for departments of the United States Government.

Federal directors of the United States Employment Service for the several States are instructed to give every possible assistance to employers engaged in war work who desire to recruit skilled labor.

Employers in war work are at present under no restrictions as to advertising for skilled labor, other than that all advertising should be designed and conducted so as to avoid creating restlessness among men in war work (as above described).

*II. Employers in nonwar work.*

Nonwar industries should not offer superior inducements or in any other way undertake to compete for labor with the Government or with employers engaged in war work (as above described). Observance of the letter and spirit of this provision is necessary for the efficient prosecution of the war. Methods of recruiting and of advertising which do not offend against it are permitted.

U. S. EMPLOYMENT SERVICE.

J. B. DENSMORE,

*Director General.*

AUGUST 1, 1918.

It will be seen from the foregoing that the recruitment and distribution of skilled and unskilled labor is destined to become of extreme importance, as well as to involve a mass of detail. As this matter developed, the wisdom of the policy adopted by the United States Employment Service at the outset—for the functioning of its machinery and the carrying out of the war labor supplying program by centralized administration at Washington and decentralized operation with the State as the unit—became more and more

apparent. With a view to securing the best possible organization for carrying out this program, a committee of employment experts accepted the invitation of the Director General to come to Washington and give him the benefit of their experience and assistance in formulating plans and machinery for effectively dealing with the tremendous undertaking. The chairman of the committee was Fred C. Croxton, Federal Director, U. S. Employment Service for Ohio. The other members of the committee were M. M. Jones, director of personnel, Thomas A. Edison (Inc.); D. R. Kennedy, director of industrial relations, Hog Island Shipyard; C. H. Mayhugh, Associate Federal Director, U. S. Employment Service for Ohio; W. F. Maxwell, Assistant Federal Director, U. S. Employment Service for Ohio; T. J. Duffy, chairman of Industrial Commission of Ohio; W. H. Winans, employment manager, National Carbon Co., (Inc.); W. M. Leiserson, professor of political economy, Toledo University, Toledo, Ohio; and Ralph G. Wells, employment manager, E. I. du Pont de Nemours Co.

In order that the aforesaid policy of centralized administration and decentralized operation might be still more closely followed, the Director General authorized a readjustment, including several changes in the organization of the Employment Service. The changes involved were ordered by the Director General, with the approval of the department, after weeks of study of the internal organization of the Employment Service by the aforesaid committee of employment experts.

In substance these changes consist of the abolition of the system of 13 employment districts and the gradual elimination of the district superintendencies; the centering of responsibility for the field organization on the Federal Directors of employment for the States; the institution of uniform methods of office operation; and the realignment of the administrative work of the Director General's office at Washington into five divisions, each in charge of a director. All correspondence and other dealings with Washington by the Federal Directors and others, however, will be exclusively with the Director General.

The purpose and policy of the United States Employment Service are defined by the Director General as follows:

1. The purpose of the United States Employment Service under the war emergency program is to create an organization which will bring the worker and the position together in the manner best serving the national interests.

2. The administrative unit of the United States Employment Service will be the State. The work in each State will be under the jurisdiction of a Federal Director. Federal directors for States will report to the Director General of the United States Employment Service and will be held responsible by him for results in their respective States.

3. The United States Employment Service is a national service and therefore the national interests will at all times prevail. The employment service in each State should be conducted on a cooperative basis between the State and Nation; and each State should ultimately be expected to share the expense with the Federal Government.

4. Employment offices will be established through the Federal Director for the State in such places as conditions may warrant. Superintendents will be in charge of such employment offices and will report to the Federal Director for the State in which located.

5. Every employee of the Employment Service will be expected to render efficient service and conform to good employment practices. Merit will be the basis for promotion and every effort will be made to fill the better positions in the service from within the organization.

**ADMINISTRATIVE OFFICES.**

Under this readjustment the Director General's office at Washington is now known as the Administrative Offices and in place of the hitherto existing divisions and sections there have been established five divisions which more comprehensively cover the functions of the Administrative Offices. The specialized work performed by the former divisions and sections will be carried on under one or more of these new divisions. These divisions and their temporarily appointed directors are:

1. Control Division, Luther C. Steward, Director.
2. Field Organization Division, William E. Hall, Director.
3. Clearance Division, Sanford H. E. Freund, Director.
4. Personnel Division, W. H. Winans, Director.
5. Information Division, A. D. Chiquoine, jr., Director.

**FUNCTIONS OF DIVISIONS.**

*Control Division.*—Preparation of all general and special orders; supervision of the field organization attached directly to the administrative offices; mails and files; general correspondence; reports from the Federal directors for the States and research and statistical work; property and supplies for the administrative offices and the field organization; auditing and supervision of expenditures and accounts.

*Field Organization Division.*—Creation and perfection of an efficient system of employment offices in each State; organization of the State advisory boards and community labor boards; supervision of the work of the Public Service Reserve and Boys' Working Reserve (whenever possible merging these with the employment service organization in each State); obtaining proper facilities for women's and farm-labor departments in local offices (these to be under the direction of the local superintendents and the organization work to be carried out through the Federal directors); creation of special facilities or departments for such other classes of workers as may need specialized handling.

*Clearance Division.*—Distribution of requests for labor among the States according to their proper share of workers to be furnished; reports concerning the supply of and the demand for workers (this information to be redistributed to the Federal directors); reference of orders for help from employers to the Federal directors for the States in which they originate and reference of orders from Federal directors to other localities as necessary (together with full information regarding all important matters relating to the transfer of workers); arrangement of transportation details prior to giving information to the Federal directors.

*Personnel Division.*—Appointments and personnel records (involving handling of employment for the administrative offices, investigating requests for help from divisions of the administrative offices, investigating applicants for employment with the United States Employment Service, maintaining individual records of all employees of the Employment Service, and assisting the Federal directors for States in getting help); developing plans for and supervising the training of employees of the United States Employment

Service; developing a classification of occupations and promoting the use of uniform terminology in the Employment Service offices; developing standard tests and supervising their use in the placement work of the Employment Service.

*Information Division.*—Publication of the United States Employment Service Bulletin and other organs of the Employment Service, and supervision and control of all news matter originating within the administrative offices of the Employment Service.

**NATIONAL WAR LABOR CONFERENCE.**

As the problems connected with the service were assuming great importance and as most of the field officers were new appointees, all District Superintendents and State Directors of the United States Employment Service and United States Public Service Reserve were called to Washington for a three-day conference, beginning June 13, 1918. More than 100 officers were in attendance.

Every phase of the employment problem was discussed. The Secretary of Labor, the Assistant Secretary, and the chairman of the War Labor Policies Board addressed the conferees, emphasizing the responsibility that rested upon them for the execution of the plans that had been adopted for the mobilization and distribution of labor. The Director General and his administrative staff explained the various features of the program for the recruiting of common labor by the Employment Service exclusively.

**EMPLOYMENT ACTIVITIES.**

The following tables summarize the employment activities for the year, so far as the figures are available. Table 1 gives the activities of the Employment Service during the fiscal year ended June 30, 1918, by the 13 employment districts; Table 2 contains the same information, except that it is shown by States:

TABLE 1.—Activities of the United States Employment Service during the fiscal year ended June 30, 1918, by districts.

District.	Opportunities.		Applications for employment.		
	Applications for help.	Number applied for.	Number registered.	Number referred.	Number actually placed.
Total.....	750,472	2,963,798	2,381,392	2,112,139	1,800,593
No. 1.....	42,118	106,859	107,503	104,354	53,229
No. 2.....	59,390	209,827	240,559	153,185	160,271
No. 3.....	22,702	212,357	168,780	154,626	139,787
No. 4.....	1,139	390,896	515,567	322,719	210,232
No. 5.....	9,747	117,576	90,509	67,453	65,337
No. 6.....	3,135	70,606	24,825	45,783	27,977
No. 7.....	234,609	678,483	618,716	592,386	493,129
No. 8.....	26,639	237,837	119,373	114,937	99,909
No. 9.....	10,427	44,470	36,463	33,138	45,181
No. 10.....	74,068	152,830	101,550	71,772	77,713
No. 11.....	5,197	81,313	32,003	23,513	18,132
No. 12.....	121,149	272,364	145,209	220,486	149,066
No. 13.....	139,519	358,073	180,807	207,778	267,390

TABLE 2.—Activities of the U. S. Employment Service during the fiscal year ended June 30, 1918, by States.

State.	Opportunities.		Applications for employment.		
	Applications for help.	Number applied for.	Number registered.	Number referred.	Number actually placed.
Total.....	750,472	2,963,798	2,381,392	2,112,139	1,890,593
Alabama.....	1,211	24,120	5,268	4,312	3,479
Arizona.....	1,245	5,478	2,351	2,596	2,486
Arkansas.....	1,621	35,818	15,190	12,841	11,066
California.....	118,628	261,181	138,653	192,123	188,943
Colorado.....	29,468	44,811	32,666	33,598	22,607
Connecticut.....	1,829	31,285	36,633	28,361	26,926
Delaware.....	845	15,231	7,742	7,346	6,937
District of Columbia.....	2,982	22,119	18,761	20,959	19,070
Florida.....	186	8,483	8,500	6,712	5,018
Georgia.....	561	16,197	5,697	3,705	2,527
Idaho.....	1,194	4,460	1,750	1,492	1,323
Illinois.....	118,733	421,214	380,255	319,093	294,639
Indiana.....	23,364	39,045	39,061	41,398	35,279
Iowa.....	6,951	22,306	14,666	12,942	8,800
Kansas.....	12,532	21,794	17,130	13,707	11,763
Kentucky.....	(a)	(a)	(a)	(a)	(a)
Louisiana.....	1,403	16,688	3,079	16,161	14,545
Maine.....	37	968	285	158	180
Maryland.....	2,759	34,488	44,390	34,094	26,002
Massachusetts.....	39,709	85,571	90,421	59,929	49,639
Michigan.....	44,126	134,063	125,077	181,817	106,798
Minnesota.....	8,744	31,918	26,438	41,223	40,322
Mississippi.....	77	5,120	2,281	3,711	2,361
Missouri.....	23,931	108,955	79,161	47,850	68,277
Montana.....	311	6,437	6,597	5,681	5,005
Nebraska.....	13,177	45,358	20,076	37,764	19,002
Nevada.....	650	3,118	2,410	1,987	1,779
New Hampshire.....	(b)	(b)	(b)	(b)	(b)
New Jersey.....	23,243	80,617	56,040	54,154	52,799
New Mexico.....	77	36,275	323	140	96
New York.....	34,318	187,925	145,885	89,358	80,546
North Carolina.....	173	1,621	824	1,541	990
North Dakota.....	1,065	2,111	1,939	1,584	1,431
Ohio.....	1,139	360,896	515,667	292,344	246,232
Oklahoma.....	18,768	36,485	31,103	26,932	23,823
Oregon.....	27,222	83,681	39,223	78,591	68,653
Pennsylvania.....	22,357	197,126	161,038	112,555	122,406
Rhode Island.....	2,372	20,300	16,857	18,533	8,437
South Carolina.....	275	9,737	4,106	3,278	2,950
South Dakota.....	307	4,004	1,489	1,456	1,430
Tennessee.....	1,087	93,064	25,022	21,405	18,066
Texas.....	5,120	45,038	31,680	22,014	18,132
Utah.....	626	2,587	1,795	1,678	1,490
Vermont.....	(b)	(b)	(b)	(b)	(b)
Virginia.....	3,558	49,911	21,428	19,624	16,323
Washington.....	111,433	269,837	139,894	177,123	197,413
West Virginia.....	(c)	(c)	(c)	(c)	(c)
Wisconsin.....	41,435	61,865	79,637	57,349	47,643
Wyoming.....	133	4,382	894	920	523

a The figures for Kentucky are included in those for old employment district No. 8, comprising the States of Arkansas, Kentucky, Missouri, and Tennessee.

b The figures for New Hampshire and Vermont are included in those for old employment district No. 1, comprising the New England States.

c The figures for West Virginia are included in those for old employment district No. 4, comprising the States of Ohio and West Virginia.

It will be noted by Table 1 that the greatest number of placements occurred in the seventh district, of which Chicago is the headquarters. Out of the total of approximately 2,000,000 placements, the seventh district made nearly 500,000, or about one-quarter of the entire number. The second largest number of placements occurred in district No. 13, of which Seattle is the headquarters; and the third in point of placements was district No. 4, of which Cleveland is the headquarters.

From Table 2 it will be seen that Illinois leads all other States with 294,639 placements, followed by Ohio, with 246,232; the State of Washington, with 197,413; and California, with 183,943.

From the point of view of a public employment service, the mere showing of a great number of placements does not necessarily mean an efficient organization. Many times it is fully as important to keep a man at his regular job as it is to place him in a new job. But when it is considered that during the year nearly two million wage earners were actually placed in positions for which they were qualified and in which their services were greatly needed, the benefit thus accruing to productive and constructive enterprises, as well as to the wage earners themselves, can not well be expressed in either words or figures.

The authority for the operation of the United States Employment Service for the fiscal year 1919, and for the funds for financing the work, is contained in the sundry civil bill approved July 1, 1918, and is as follows:

To enable the Secretary of Labor, during the present emergency, to furnish such information and to render such assistance in the employment of wage earners throughout the United States as may be deemed necessary in the prosecution of the war and to aid in the standardization of all wages paid by the Government of the United States and its agencies, including personal services in the District of Columbia and elsewhere, heat and light, telegraph and telephone service, supplies and equipment, and printing and binding, \$5,500,000: *Provided*, That no money now or hereafter appropriated for the payment of wages not fixed by statute shall be available to pay wages in excess of the standard determined upon by the War Labor Policies Board.

The appropriation of \$250,000 "to enable the Secretary of Labor to advance to wage earners transportation to such places as may be deemed necessary for the purpose of securing employment in connection with the prosecution of the war," contained in the deficiency appropriation act approved March twenty-eighth, nineteen hundred and eighteen, is continued and made available for the same purposes and under the same conditions for the fiscal year nineteen hundred and nineteen.

As an appendix to this report will be found brief extracts from the reports of the several district superintendents with respect to the principal activities in their districts.

Included also in the addendum is a directory, corrected up to the date of going to print, of the Administrative Offices in Washington; the Federal Directors for States of the Employment Service and Public Service Reserve; and the local employment offices in the several States.

#### AFTER THE WAR.

The question is sometimes asked: "What will be the functions of the United States Employment Service after the war?"

In this connection it may be pointed out that millions of returning soldiers must be replaced in industry, and many of the present industrial activities will cease or be converted into manufacturing establishments for peace materials. It will be the great task of the Government to see that this readjustment process is carried out with a minimum of demoralization; and it will be the United States Employment Service and its Public Service Reserve which will take care of this replacement. The machinery of the service is being built with this end in view. Consideration is now being given to the sub-

ject of the placement in industry of rehabilitated wounded soldiers, and an inquiry is being conducted into the important question of providing means whereby those who are now serving the Nation on the field of battle may, if they so desire, be given an opportunity to engage in the work of peace by establishing homes on the agricultural lands of this country.

#### CONCLUSION.

In concluding this first annual report of the United States Employment Service, I desire to put in the record the appreciation the service feels for the constant support and encouragement it has received from the Secretary of Labor, the Assistant Secretary, and the chairman of the War Labor Policies Board. Without such support and encouragement, no such results as have been accomplished could have been achieved. With this departmental reinforcement, and with the continued loyal and efficient service of the force in the Administrative Offices in Washington, as well as in the field, I am confidently looking forward to being able to report still greater achievements in the year to come.

Respectfully submitted.

J. B. DENSMORE,  
*Director General.*

Hon. W. B. WILSON,  
*Secretary of Labor.*

## ADDENDUM.

### RÉSUMÉ OF ANNUAL REPORTS OF DISTRICT SUPERINTENDENTS, UNITED STATES EMPLOYMENT SERVICE.

#### DISTRICT NO. 1.

(Maine, New Hampshire, Vermont, Massachusetts, Rhode Island.)

On the date of the report from this district there were 5 branch offices in the State of Maine, 5 in New Hampshire, 4 in Vermont, 14 in Massachusetts, and 4 in Rhode Island, 3 of the offices in Massachusetts being maintained and operated by the State of Massachusetts in cooperation with the United States Employment Service. The personnel of these offices numbers approximately 94.

On July 1, 1917, there was but one active branch office of the service in district No. 1.

#### DISTRICT NO. 2.

(Connecticut, New York, New Jersey.)

In this district at the time the report was made there were 32 offices, with a personnel of 290, and distributed as follows: Nineteen in New York, 5 in Connecticut, and 8 in New Jersey.

In addition to the above there were offices located at Buffalo, Rochester, Syracuse, and Albany, N. Y., which were maintained as a part of the Federal system but were under State control.

#### STEVEDORES AND MARINE WORKERS.

The organization of this branch of the United States Employment Service was due to an acute situation which had developed in the port of New York, where the great coastal and trans-sea traffic centers. This port has a water front 750 miles in length. In this marine area there are approximately 50,000 workers engaged in the loading and unloading of ships and barges, and during normal times it was a serious problem to properly distribute the labor to meet the requirements. Normally men worked on certain docks and in certain localities, and it was a common sight to see groups of hundreds of unemployed longshoremen waiting for employment at their favored dock or locality when at the same time there was a real need for men at other points.

While this was apparent, it required the exigencies of war to develop the "shock of necessity," and one of the first thoughts of those organizing the New York situation was the cooperation of the different factors comprising the situation and the formation of an elastic labor pool. Early in May, 1918, conferences were held in New York between the United States Employment Service and repre-



representatives of the longshoremen. The latter readily agreed with the idea advanced—that the emergent requirements of war made it necessary to change the old order of things and that henceforth men would shift not only from one dock to another near by but would go from one side of Manhattan to the other, from Hoboken to South Brooklyn should it be found necessary, and, as one of the representatives of the longshoremen said, from one port to another, making the Atlantic coast one dock.

In the working out of the details several conferences were held at New York and Washington, participated in by representatives of the Army, Navy, Shipping Board, Railroad Administration, ship-owners, longshoremen, and United States Employment Service. It was agreed that the United States Employment Service should organize and direct its activities. Capt. T. V. O'Connor was selected as Director of the Stevedores and Marine Workers' Division of the United States Employment Service, and since its organization seven branches have been established in New York, with the clearing house for the pool located in the Bowling Green Building, New York City. Other branches are being established at Philadelphia; Baltimore; Norfolk; Newport News; Charleston, S. C.; Mobile; New Orleans; Galveston; Boston; Portland, Me.; Buffalo; Seattle; and Duluth, with arrangements for a further extension of the service as rapidly as its needs can be worked out.

That the service is a success can be measured by the statements frequently made that the port of New York has increased its efficiency at least 30 per cent, this result being achieved by the elastic labor pool for longshoremen and marine workers which was developed by this service.

Since the organization of this special service more than 175,000 placements were made in one month.

### DISTRICT NO. 3.

(Pennsylvania, Delaware.)

This district reported 79 offices, 71 of which were in Pennsylvania and 7 in Delaware. The personnel of these offices amounted to 390.

The report from Delaware states that since the reorganization of the United States Employment Service the service has been receiving more applicants in a single day than were formerly received in an entire month. There is thorough cooperation between the service and the larger manufacturers, who are, apparently, satisfied with the manner in which the Employment Service is conducted.

In the State of Pennsylvania, coordination of the United States Employment Service and the United States Public Service Reserve has not been so closely effected as to produce the satisfactory results shown in Delaware, but it is confidently expected that such cooperation will be brought about in the very near future.

It has been a very hard matter, indeed, to secure the high type of personnel so much desired for the work of the United States Employment Service, but the district superintendent states that with but very few exceptions the men and women who are so effectively working for all the interests of the service are patriotic people who are really making sacrifices to work for the salaries they receive.

## DISTRICT NO. 4.

(Ohio, West Virginia.)

The report of this district shows 56 officers, 51 of which are located in Ohio and 5 in West Virginia, with a personnel of 69.

Ohio has been a pioneer in employment work and has had free employment offices since 1892. The State-city offices, under the jurisdiction of the industrial commission of Ohio since 1914, have been among the most efficient employment offices in the United States.

The United States employment offices in Ohio have received much favorable comment for the efficient way they furnished labor for the Chillicothe cantonment without disturbing industry in the least. They furnished the 20,000 men necessary to handle that job, and the large industrial centers were not disturbed. They have continued the work in similar lines and have furnished large numbers of men for all the important Government activities—not only in the State, but outside as well, and while Ohio has furnished nearly all the large powder plants, nitrate plants, and Army and Navy reservations with men, it has received very little help from outside sources.

The Farm Labor Division of the Employment Service has the cooperation of the farm-labor agents of the agricultural department of Ohio State University, and by their system can get in touch with some 2,500 subagencies in the various counties in the State.

Special attention is being given to opportunities for handicapped men and, as this will be one of the problems of the service after the war, care has been taken to be prepared for this work.

The cooperation of the telephone companies in furnishing a quick means of communication between the farmer and farm labor has brought excellent results and has been, incidentally, very helpful in other work.

The Clearance Section will be able to help those in seasonal occupations to utilize all their time to the end that the full production of their labor may be secured.

The "work or fight" order has had a wholesome effect on those who were in nonproductive positions, and this has relieved the labor market to a considerable degree. The placement of men in useful occupations will make better timber for the training camp when the Army or Navy needs those so affected.

The first branch office of the United States Employment Service opened in West Virginia was at Wheeling, May 15, 1918. Wheeling is a manufacturing city and is mainly engaged in essential war work. In the surrounding territory, however, there are many good productive farms and a short distance south of the city is a large oil field. The service there appears to be filling a long-felt want, and labor and employers are cooperating with it.

The Charleston office has been very active, due, in part, to its being in the vicinity of the Government explosives plant at Nitro and the United States Navy projectile plant at South Charleston, as well as other smaller factories working on essential war work.

The offices at Huntington, Bluefield, and Clarksburg have done good work in supplying labor for manufacturing plants, coal mines, railroad shops, and steel plants in their respective localities.

Arrangements are being made to put an officer in charge of the farm-labor distribution in West Virginia, which will prove of great benefit to the farm owners in that section.

#### DISTRICT NO. 5.

(Maryland, Virginia, North Carolina, South Carolina.)

At the time the report of this district was made, there were 9 offices in Virginia, 6 in Maryland, 7 in North Carolina, and 6 in South Carolina. This made a total of 28 offices, which employed a personnel of 161.

At the beginning of March, 1918, the fifth district had not been organized beyond one office at Baltimore, Md., and one at Norfolk, Va.

The unexpected demand for traveling examiners from this district, to assist in recruiting and conducting laborers from western States which are furnishing labor for important Government work in Virginia, increased the personnel in this district to a size which had not been contemplated as being necessary, and, in view of the fact that the other States from which the fifth district is recruiting are requiring a large number of recruiting officers, it is even probable that a considerable number of additional men will have to be given temporary appointments to meet these requirements.

The report states that the offices in this district are well organized and rapidly learning the requirements of the Employment Service; and, considering that practically the whole force is of new material, they are conducting the employment business with more than usual energy and good judgment.

#### DISTRICT NO. 6.

(Georgia, Florida, Alabama, Mississippi, Louisiana.)

The 49 offices shown on the report from this district are distributed in the various States as follows: Twelve in Georgia, 6 in Florida, 14 in Alabama, 11 in Mississippi, and 6 in Louisiana. The personnel of these offices numbers 145.

There has been formed in every part of district No. 6 a network of Self-Preservation Loyalty Leagues, the purpose of which is to secure patriotic cooperation on the part of the public in the matter of bringing idleness to a minimum and in bringing about a condition wherein every man who is able to do a man's work will be on the job six days a week. These organizations have been woven into what are known as Local Community Boards, the functions of which have been outlined by the United States Employment Service under the direction of the Director General. It is thought that this double organization, one in support of the other, will be the means of producing a far greater degree of effectiveness in the objects striven for, than would have been possible to be reached if the Self-Preservation Loyalty Leagues had not been organized. Already very favorable reports are being received from all parts of the district, showing the wisdom of effecting the organization.

## DISTRICT NO. 7.

(Indiana, Michigan, Illinois, Wisconsin, Iowa.)

There are in this district, as shown by the report, 92 offices, having a personnel of 392 and distributed in the various States as follows: Fourteen in Indiana, 20 in Michigan, 30 in Illinois, 18 in Wisconsin, and 10 in Iowa.

To meet the demands of the war emergency situation, the reorganization of the United States Employment Service in the seventh district was accomplished with record speed. Cooperative agreements with the different States operating employment departments were quickly arranged. The organization work of the service necessarily had to proceed simultaneously with the efforts to meet the tremendous demand upon the service for the recruiting and distribution of workers. In some instances employment offices were projected, equipped, and in actual operation within a week's time. One of the most encouraging features in connection with the promotion of the work has been the splendid spirit of cooperation between capital and labor. Representatives of both employers and workers have sat together, assisting in perfecting arrangements for the opening of offices.

Practical results have been achieved by the Clearance Division of the Employment Service, located at Chicago, Ill. Unfilled opportunities and unplaced applicants have been matched according to occupation and location, with the result that workers have been distributed to the relief and satisfaction of applicants, and with economic benefit to the country. The material value of a comprehensive Clearance Division has been conclusively demonstrated in this district.

In the Farm-Labor Division the most satisfactory results of any season in the history of the service in this territory have been achieved. Credit in a large measure is due to the hearty cooperation given by the Farm-Labor Administration of the Councils of Defense in the various States of the district, together with the United States Department of Agriculture. In the State of Illinois cooperative arrangements were made early in the year with the State Council of Defense. The results thereby reached have been most remarkable.

In Wisconsin there is a plan under way for the training of men and boys to meet the increasing demands for farm labor, and this plan will probably utilize some of the established agricultural training schools of the State for training purposes, and will be in operation when farm work begins early in the year.

Another gratifying feature of cooperative efforts is that secured through the relations of the service with the Boys' Working Reserve. The branch in the State of Illinois has been very successful. In Wisconsin, 9,000 boys have been placed upon the farms of that State. In Milwaukee, Wis., a system of vocational training, in cooperation with vocational schools, has been established, for the purpose of providing suitable training and placement for boys and girls just entering industrial work.

The Railroad Division, only recently organized, has made rapid strides. The field is broad and with proper management this division should develop into a most effective organization. In the first month of operation, the Railroad Division placed 13,017 men on the different roads through the Middle West. These placements

were made in many instances under very adverse circumstances, the schedule of wages being exceedingly low compared with wages paid unskilled labor by other industries. There is now under contemplation the addition of a skilled-labor section to the Railroad Division through which the higher classes of railroad help will be furnished, including machinists, carpenters, stenographers, clerks, station agents, etc.

The Division of Engineering and Education is the outgrowth of what was formerly known as the Teachers and Professional Service Division of the United States Employment Service at Chicago. The section of education of this division has shown very gratifying results. The college placing bureaus are seeking cooperation with the section of education. The section of engineering has only recently been established in this division and the growth of this phase of the work has been phenomenal, due, in great measure, to the need for engineering help in the war industries. The engineering profession is coming loyally to its support, and there has been secured the cooperation of the War Committee Technical Societies of Chicago, which includes 19 local engineering societies and branches of all national engineering societies, all of the engineers' clubs and societies at Indianapolis, Milwaukee, Detroit, and other principal cities in this district. In addition, all of the western Federal employment offices, State councils of defense, local chambers of commerce, and engineering societies have been cooperating either voluntarily or upon request.

Careful attention has been given to the development of the Women's Division throughout the district. In each State efficient organizations have been established for the carrying on of this important division of the service. With the increasing demand for women workers, incidental to the demand for labor in war activities, the usefulness of the Women's Division is realized.

The practicability of creating an organization for the handling of handicapped workers, including both the industrial and military handicapped, has been recognized. Special provision in the different States for the development of this work has been made. In the State of Wisconsin, industrial training school work is being organized for handicapped persons, training them for placement in industry and occupations. This system of training and placement will be established in time to take care of the maimed and injured soldiers returning from the war, who must necessarily learn new occupations.

In conclusion, it should be stated that the group of States comprising the seventh district has responded nobly to the call of the Federal Government in the creation of adequate machinery for the recruiting and distributing of workers to meet the war emergency situation. Without exception, citizens, both in organized groups and as single individuals, have willingly joined in assisting in carrying out the program of the Employment Service.

The loyalty of the personnel of the Service throughout the district should be mentioned. Those who are connected with the various activities, including administration and placement work, have quickly caught the high ideals of the Service. Energetic application to duty has characterized the entire employment staff. It has been recognized that one of the elements of success in employment work is that of being able to intelligently meet the needs of both employers and workers. It may be an easy task to direct an applicant to a job.

Such reference, however, without proper study of both applicant and job, may prove exceedingly annoying to the employer and utterly disappointing to the applicant. The efficient representative of an employment office has the priceless privilege of contributing much to the comfort and happiness of individuals. It may well be considered little less than criminal to ruin the life of a young man by careless and indifferent effort to direct him to an avenue of service to which he is not adaptable. The aim of the employment offices in the seventh district has been not numbers but efficiency.

**DISTRICT NO. 8.**

(Kentucky, Tennessee, Arkansas, Missouri.)

At the time of the receipt of the report from this district there were 34 offices, with a personnel of 189.

The Employment Service in the State of Missouri has been very active in supplying labor for Government industries, the report from that State showing that out of a total of 57,655 placements, 19,555 persons were sent to shipyards on the Pacific coast, the Government smokeless powder plant at Nashville, Tenn., the Ordnance Department at Edgewood, Md., to Porter Bros., and other Government contractors in Virginia, and to the Rock Island Arsenal, Rock Island, Ill.

In the State of Tennessee the United States Employment Service has been very successful, an average of 3,500 men and women having been placed in employment monthly by the offices in that State. There are in the course of construction in Tennessee several large Government plants, this work requiring large numbers of laborers, and every effort was made by the Service to insure an adequate labor supply. The chambers of commerce, manufacturers' associations, and other civic bodies in the State are working in entire harmony and cooperation with the Employment Service. Trained men have been detailed to make exhaustive investigations of the working conditions at various industrial plants in order that the offices of the service might have first-hand knowledge of concerns to whom applicants are directed for employment. Women's Divisions, Farm Divisions, and Railroad Divisions are conducted in connection with practically all of the offices in Tennessee.

**DISTRICT NO. 9.**

(Minnesota, North Dakota, South Dakota, Montana.)

The report from this district shows that on the date thereof there were 39 offices in the district, 11 being in Minnesota, 9 in North Dakota, 5 in South Dakota, and 14 in Montana. In these offices, 111 persons are employed.

**DISTRICT NO. 10.**

(Oklahoma, Kansas, Nebraska, Colorado, Wyoming.)

The report from this district shows that on the date thereof there were 24 offices in the district, employing 107 persons. At the time of the formation of this district, early in April of this year, there

were but two offices, one at Denver, Colo., and the other at Omaha, Nebr.

To a great extent, the States comprising district No. 10 are agricultural and very little labor is brought in from outside sources, excepting for railroad work and through the harvest season. There are very few concerns engaged in war industries.

A cooperative working agreement was entered into with the States of Oklahoma, Colorado, and Wyoming. Boards of trade have been very cordial and in many instances enthusiastic in their support, and newspapers have been generous in space allotted to the service.

At Omaha, Nebr., a branch has been opened for the special purpose of handling railroad labor, and the results so far obtained are very gratifying. Cooperative arrangements have been entered into with the University of Nebraska by which the teachers' department and bureau of professional service are placing at the disposal of school boards, educational institutions, and all persons or corporations employing professional services a ready medium of exchange.

District No. 10 has been very active in supplying farm hands. Special attention was given to supplying harvest labor, and early in May steps were taken to ascertain the approximate number of hands that would be needed in Oklahoma and Kansas. At the same time, preparations were made to open a number of temporary offices in these States, as well as in Nebraska, through which to handle harvest labor during the actual cutting season. That these temporary offices were justified is evidenced by the fact that the office at Wellington, Kans., placed approximately 500 during the three weeks it was open and in addition a considerable number of men obtained information regarding the need for help in other districts.

Reports indicated that Oklahoma and Kansas would need approximately 35,000 to 40,000 hands from outside sources, and it appears that at least one-half of this number, or, to be exact, 18,511, passed through United States Employment Service offices and were either directed to definite employment or given information as to conditions in the various fields.

Kansas, this year, cut about 6,000,000 acres and thrashed out approximately 100,000,000 bushels of wheat.

The first indications were that the north central fields of Oklahoma would commence to cut about June 5, but, due to rains, work was delayed until the 11th and at this time an extremely hot wave set in, which continued during the rest of the month, and, whereas the southern Kansas fields should not have started work for some eight days following the beginning of harvest in Oklahoma, cutting did start along the Oklahoma line about the 15th, and immediately following the first cutting in southern Kansas the central counties commenced to call for men, and within two or three days cutting was general all over the State.

Ordinarily, many men would have been through in Oklahoma by the time work was well under way in southern Kansas and would have been available for the central Kansas fields, but this year the fields in Oklahoma, all of Kansas except the extreme northwestern section, and part of Nebraska, were cutting wheat and calling for men at the same time. This condition, with the shortage of labor and the increase in railroad rates which became effective at the time men were in greatest demand, put the service to a severe test. However, except

during two or three days, there was no alarming shortage of labor in any of the fields, and up to the time the report from this district was sent in, no information has been received of any loss of grain through lack of help. Had it not been for the hot wave which ripened the grain all at once, it is felt that the harvest labor needs of Oklahoma and Kansas would have been easily met.

The Enid (Okla.) office became the main distributing point for the Oklahoma fields, the same being true with respect to Wichita, in the southern and central Kansas fields. All of the offices were in constant touch and reported daily by wire and letter to headquarters which were established in the office of the superintendent in Kansas City. These offices worked in close cooperation with county agricultural agents and community organizations.

Much valuable assistance was rendered by the young men's division of the Chamber of Commerce of Kansas City, which conducted a campaign lasting through one week, during which time 10,458 men and women were registered for emergency harvest work. In addition to the registration, the publicity which was given to the needs of the harvest belt undoubtedly induced a great many men to engage in the work who would not otherwise have done so.

At the beginning of the season, the situation looked so favorable that it was not believed that any of the emergency help would be called upon, but the cry for help from all parts of Kansas finally became so heavy that it was necessary to call out the reserves. A considerable number of Kansas City men went out to help save the wheat and many who could not themselves go as harvest hands contributed to a fund from which to pay the fares of other men. This fund, amounting to \$308.11, was turned over to the district superintendent's office and \$806.11 was used in assisting 41 men to reach the fields, who could not otherwise have gone; \$120.31 has been returned to this office by the men to whom advanced and has been handed to the treasurer of the campaign committee and will probably be used as a revolving fund.

A number of letters have been received, complimenting the service on the work done this season in the distribution of harvest labor, among them being communications from the Wichita and Wellington Chambers of Commerce, President Jardine, of the Kansas State Agricultural College, and Mr. H. M. Bainer, of the industrial and agricultural department of the Santa Fe Railway.

The harvest labor situation in Nebraska, Iowa, and the Dakotas was not touched upon to any great extent in the report from district No. 10, for the reason that the work had hardly reached these States to any extent up to the close of the fiscal year. It might be stated, however, that by August 1 all small grain in the States of Nebraska and Iowa had been cut and much of it thrashed. Nebraska and Iowa had all the help they could use. South Dakota had no surplus, but it was not believed that the slight shortage need give any concern. Many men who were intending to go into the South Dakota fields and were waiting around Sioux City, Iowa, became discouraged because of continued cold and rainy weather, which delayed the work.

The location of all permanent and temporary offices in the Central West, from Oklahoma to North Dakota, was well advertised through posters hung in post offices throughout the entire region and through



circulars issued and distributed to callers in the regular offices and to men who applied through the mails for harvest information. No nation-wide campaign to bring harvest labor into this section was conducted during the year just ended, for the reason that it was realized that a general shortage of labor existed in all parts and the majority of harvest hands came from near-by States, such as Texas, Arkansas, Missouri, and Iowa.

Harvest wages in Oklahoma averaged about \$4 per day with board. Early in the season Kansas farmers established a uniform wage of 45 cents per hour with board. However, this was not adhered to, as the southern-tier counties paid only 40 cents per hour. The 45 cent wage prevailed generally throughout the central and northern counties, except in two or three, which raised the scale to 50 cents per hour. The high wage was, of course, the inducement which drew thousands of men to the harvest fields, but it is felt that the harvest wage of the last season will not be high enough to draw a sufficient number of men into the fields next season, as there was a general complaint by harvest hands that the high railroad rates and the necessity of proceeding from place to place took virtually all they made, and that, unless low rates can be obtained next year, they will not take up harvest work.

A great deal of credit for the success the service met with in distributing harvest labor during the year just ended is due to the officers attached to the permanent and temporary offices in the wheat belt, who worked early and late and Sundays in order that all available labor might be directed to points where it was needed without loss of time. The experience gained this season will be of great benefit in handling the situation next year, which will, no doubt, be more acute because of an increased scarcity of labor and the high wages offered in other pursuits.

#### DISTRICT NO. 11.

(Texas, New Mexico.)

At the time of the report from this district, there were 30 offices in the State of Texas and 5 in New Mexico, totaling 35 offices in the district, which employ 148 persons.

The United States Employment Service has been assisted by the governor of Texas, the Texas State department of labor, the Texas State council of defense, and various chambers of commerce and civic bodies.

Rental expense in several cities is paid by chambers of commerce or other civic bodies and the service within both States is receiving the full cooperation of the State, county, and city officials and the public in general.

The service has been of untold assistance to the farmers of the drought-stricken section of west Texas during the past two months. Many penniless farmers have been transported from this district who would have starved had they not been given assistance by the Employment Service. The majority of these families have been transported to other sections of the State where rains were plentiful and where labor was scarce, due to the war, thereby saving abundant crops which otherwise would have been ruined for the lack of available labor to gather them.

The United States Employment Service has been instrumental in recruiting several thousand skilled and unskilled laborers for war work in the States of Virginia, Tennessee, and Alabama and in shipyard work in the State of Washington; has recruited and kept the shipyards and war industries within the State of Texas supplied with full working crews; has secured, through the importation of alien Mexican labor, assistance for farmers in various communities where farm labor had been depleted, due to the selective service draft and the fact that many men who theretofore made farming their vocation had migrated to other centers where wages were higher because of the war. The scarcity of common labor made the question of supplying farm labor a matter of vital importance. The service has made every effort to give aid to the farmers in supplying their labor needs. The extensive publicity given by the press throughout this district greatly assisted in the inauguration of the service and to it is due, in a measure, the success attained.

In the State of Texas a Woman's Division and a Teachers' Division were inaugurated. In the Woman's Division wonderful progress has been made with respect to obtaining employment for applicants who otherwise would not have secured employment. The Teachers' Division has been placed in charge of a man of educational experience, and this division will no doubt be of valuable assistance to the educational institutions of Texas in locating experienced teachers and placing them where there is dire need of their services.

The Public Service Reserve of the State of Texas has organized 166 Community Labor Boards, together with a chairman of enrollment for the 255 counties in the State. Each county has an auxiliary organization of enrollment officers to assist the Community Labor Boards, averaging approximately 10 to each county, giving Texas a working organization of about 2,000. In addition to this organization there is an application department which handles all correspondence pertaining to civil-service examinations and noncompetitive examinations, and which has placed in touch with positions many hundreds who wish to serve the Government. The service has assisted in recruiting through this medium railway men for overseas duties, and, through the Community Labor Boards and their auxiliary organizations, has sent several thousand men to the munition plants and shipyards in the East.

There has been started an organization for a Women's Working Reserve Corps which it is hoped will be in working order when the new draft becomes effective, sending men from the ages of 18 to 45 into the industrial army, so that women may be recruited to take their places in the semi-nessential lines, and for the further purpose of recruiting women to accept positions in war work which are adaptable to their physical and educational qualifications.

#### DISTRICT NO. 12.

(Arizona, Utah, Nevada, California.)

Seventy-six offices were shown to have been established at the time the report was received from this district, distributed as follows: Eight in Arizona, 3 in Utah, 3 in Nevada, and 62 in California. The personnel of the above offices amounted to 152.

When organization was begun in California, several State and municipal employment offices were merged with the United States Employment Service, on a cooperative basis.

There were also put in operation in California and Nevada 54 seasonal offices, for the handling of farm labor problems. These have served the purpose for which they were created so effectively that as yet not a single complaint of loss in harvesting crops, due to shortage of labor, has been received. The regulation permitting the importation of Mexicans also has relieved the labor situation to a great extent in the border States.

Shortly after the organization work in California was started, the employers in the shipbuilding and iron industries in the vicinity of San Francisco were requested to turn over all their employment matters to the district superintendent's office at San Francisco and list all their mechanical and common labor requirements with that office. After receipt of general approval of the plans submitted, large offices were opened in both San Francisco and Oakland, principally for the purpose of handling the class of help employed in these industries. These offices have been operating with such success that it will be necessary to appoint additional employees to expedite the handling of the large volume of business being developed.

The Women and Girls' Division at San Francisco has developed very satisfactorily and has acquired a clientele well worth the efforts put forth by the officers in charge thereof.

#### DISTRICT NO. 13.

(Idaho, Oregon, Washington.)

The report from this district shows that on the date it was made there were 23 offices in the district, 10 of which were located in Washington, 7 in Oregon, and 6 in Idaho, with a personnel of 78.

# DIRECTORY OF THE U. S. EMPLOYMENT SERVICE.

Corrected to October 10, 1918.

## ADMINISTRATIVE OFFICERS.

(916 Sixteenth Street NW., Washington, D. C.)

*Director General*, John B. Denmore.  
*Assistant Director General*, N. A. Smyth.  
*Assistant to Director General for Women's Work*, Mrs. Margaretta Neala.  
*Special Assistant to Director General*, J. L. McGrew.

### Directors—

Luther C. Steward, *Control Division*.  
W. E. Hall, *Field Organization Division*.  
Sanford H. E. Freund, *Clerance Division*.  
W. H. Winans, *Personnel Division*.  
A. D. Chiquoine, Jr., *Information Division*.  
*National Director Public Service Reserve and Boys' Working Reserve*, W. E. Hall.  
*Director of Stevedores' and Marine Workers' Division*, T. V. O'Connor.  
*Chief of Mining Section*, James A. Lord.  
[Address all correspondence with Administrative Offices to the Director General.]

## FEDERAL DIRECTORS FOR STATES.

(Where the Federal director of employment for a State is not also the director of the Public Service Reserve for that State the latter is given in italics.)

Alabama.—George B. Tarrant, 516 Empire Building, Birmingham. *Ray Bushon, 1015 Bell Building, Montgomery.*  
Arizona.—Thomas J. Cronan, 34 South Central Avenue, Phoenix.  
Arkansas.—R. B. Keating, 803 A. O. U. W. Building, Little Rock. *B. D. Brickhouse, Little Rock.*  
California.—William T. Boyce, 806 Claus Spreckles Building, San Francisco.  
Colorado.—Roady Kenchan, Barclay Block, Eighteenth and Larimer Streets. *William N. W. Blayney, 207 Barclay Block, Denver.*  
Connecticut.—Leo A. Korper, State Capitol, Hartford.  
Delaware.—A. G. Benkhart, Old Federal Building, Wilmington. *Charles Warner, Old Federal Building, Wilmington.*  
District of Columbia.—E. M. Kline, 1410 Pennsylvania Avenue, Washington.  
Florida.—Walter A. Dopson, 130 Hogan Street, Jacksonville. *Robert Gamble, Chamber of Commerce, Jacksonville.*  
Georgia.—H. M. Stanley, 318 State Capitol, Atlanta.  
Idaho.—M. J. Kerr, St. Anthony. *O. G. F. Markus, 705 Bannock Street, Boise.*  
Illinois.—Mark L. Crawford, 116 North Dearborn Street, Chicago. *O. A. Munroe, 72 West Adams Street, Chicago.*  
Indiana.—Louis C. Huesman, Statehouse, Indianapolis. *N. E. Squibb, Statehouse, Indianapolis.*  
Iowa.—A. L. Urick, 835 East Grand Avenue, Des Moines. *H. J. Metcalf, State Council of Defense, Des Moines.*  
Kansas.—J. Will Kelly, 515 Mulvane Building, Topeka.

Kentucky.—W. Pratt Dale, Lincoln Bank Building, Louisville. *Frank L. McVey, University of Kentucky, Lexington.*  
Louisiana.—Hans A. M. Jacobsen, 341 Carondelet Street, New Orleans.  
Maine.—Charles S. Hichborn, Blaine Mansion, Augusta.  
Maryland.—John K. Shaw, 26 Commerce Street, Baltimore.  
Massachusetts.—Everett W. Lord, 18 Tremont Street, Boston.  
Michigan.—James V. Cunningham, 101 Fort Street West, Detroit. *John A. Russell (same address).*  
Minnesota.—Hugo Koch, 1620 Pioneer Building, St. Paul.  
Mississippi.—H. H. Weir, Masza Woods Building, Meridian.  
Missouri.—W. W. Brown, 1021 Grand Avenue, Kansas City.  
Montana.—Scott Leavitt, 801 First Avenue, North, Great Falls.  
Nebraska.—George J. Klawner, Douglas County Courthouse, Omaha. *George E. Norman, State Department of Labor, Lincoln.*  
Nevada.—J. E. Hern, 182 Fourth Street, Reno. *G. S. Knight, State Council of Defense, Reno.*  
New Hampshire.—E. K. Sawyer, 442 Central Street, Franklin.  
New Jersey.—Lewis T. Bryant, State Capitol, Trenton.  
New Mexico.—D. A. MacPherson, 312 West Gold Avenue, Albuquerque. *J. H. Wagner, 225 Hillside Avenue, Santa Fe.*  
New York.—Henry Bruere, 469 Fifth Avenue, New York City.  
North Carolina.—George J. Ramsey, 319 Fayetteville Street, Raleigh. *T. L. Bland, Hicks Hotel, Rocky Mount.*  
North Dakota.—Lindley H. Patten, 3 Broadway, Fargo.  
Ohio.—Fred C. Croxton, 74 East Gay Street, Columbus.  
Oklahoma.—C. E. Connally, State Capitol, Oklahoma City.  
Oregon.—Wilfred F. Smith, 247 Davis Street, Portland. *F. T. Griffith, Electric Building, Portland.*  
Pennsylvania.—E. C. Felton, Finance Building, Philadelphia. *John O. Frazee (same address).*  
Rhode Island.—Edwin A. Burlingame, Statehouse, Providence.  
South Carolina.—H. L. Tilghman, 502 Loan & Exchange Bank Building, Columbia.  
South Dakota.—Charles McCaffree, State Capitol, Pierre.  
Tennessee.—Joseph T. Ware, 732 Stahlman Building, Nashville.  
Texas.—H. W. Lewis, 220 Bedell Building, San Antonio.  
Utah.—P. J. Moran, 307 South Main Street, Salt Lake City.  
Vermont.—Robert W. Simonds, State Capitol, Montpelier.  
Virginia.—James B. Botts, Va. Passenger & Power Co. Building, Seventh and Franklin Streets, Richmond.  
Washington.—Lawrence Wood, 110 Cherry Street, Seattle. *Robert Moran, 4037 Arcade Building, Seattle.*

West Virginia.—Lemuel B. Spann, 81½ Kanawha Street, Charleston. *Samuel B. Montgomery, Bureau of Labor, Charleston.*  
 Wisconsin.—George F. Hambricht, State Industrial Commission, Madison.  
 Wyoming.—Ed. P. Taylor, Annex Block, Seventeenth Street and Capital Avenue, Cheyenne.  
 Alaska.—F. E. Robertson, 200 Seward Building, Juneau.

#### LOCAL EMPLOYMENT OFFICES.

(Including State and municipal offices operating under the United States Employment Service. In writing to any branch office, address "Examiner in charge.")

#### ALABAMA.

Andalusia, Courthouse.  
 Anniston, Courthouse.  
 Bessemer, 203 Bessemer National Bank Building.  
 Birmingham, 2012 First Avenue north.  
 Decatur, 122 Lafayette Street.  
 Dothan, 211 East Main Street.  
 Gadsden, 118 South Fourth Street.  
 Jasper, 227 Phillips & Stanley Building.  
 Mobile, 60 North Royal Street.  
 Montgomery, 106 North Perry Street.  
 Opelika, 117 South Eighth Street.  
 Selma, 1006½ Water Street.  
 Troy, 104 East Elm Street.  
 Tuscaloosa, Courthouse.

#### ARIZONA.

Bisbee.  
 Flagstaff, Courthouse.  
 Globe, Trust Building.  
 Jerome.  
 Phoenix, 14 Wall Street.  
 Prescott, Old Santa Fe Depot.  
 Tucson, Old City Hall.  
 Yuma, 311 First Street.

#### ARKANSAS.

Eureka Springs.  
 Fordyce.  
 Fort Smith, Post Office Building.  
 Helena, Post Office Building.  
 Hot Springs, 304 Valley Street.  
 Jonesboro, Chamber of Commerce.  
 Little Rock, 805 A. O. U. A. Building.  
 North Little Rock, City Hall.  
 Pine Bluff, Post Office Building.  
 Texarkana, 308 State Line Avenue.

#### CALIFORNIA.

Bakersfield, Post Office Building.  
 Berkeley, Colusa.  
 El Centro, Hynes.  
 Fresno, Herald Building.  
 King City, Hemet.  
 Los Angeles—  
 207 South Broadway (commercial men and women's division).  
 260 Franklin Street (men's industrial division).  
 Merced.  
 Modesto, 804 Ninth Street.  
 Oakland—  
 401 Tenth Street.  
 928 Franklin Street (shipyard and iron workers).  
 816 Broadway.  
 Sacramento, 915 Second Street.  
 San Bernardino.  
 San Diego, Post Office Building.  
 San Francisco—  
 2 Appraisers' Building.  
 115 Chronicle Building (women).  
 3074 Sixteenth Street.  
 93 Market Street.  
 726 Howard Street.  
 San Jose, 176 South Market Street.

Santa Barbara. Santa Rosa.  
 Stockton, 200 South San Joaquin Street.  
 Visalia.

#### COLORADO.

Colorado Springs, 126 East Colorado Avenue.  
 Denver—  
 1814 Stout Street.  
 1759 Larimer Street.  
 1321 Eighteenth Street.  
 Barclay Block.  
 1314-1316 Eighteenth Street.  
 Grand Junction, Chamber of Commerce.  
 Pueblo, Labor Temple.

#### CONNECTICUT.

Bridgeport, 308 Fairfield Avenue.  
 Bristol, 106 North Main Street.  
 Derby, 88 Elizabeth Street.  
 Hartford, 3 Ford Street.  
 Meriden, 89 West Main Street.  
 New Britain, 1 Main Street.  
 New Haven, 66 Elm Street.  
 New London, 86 State Street.  
 Norwich, 28 Shebucket Street.  
 Stamford, 444 Atlantic Street.  
 Torrington, 121 Main Street.  
 Waterbury, 42 Harrison Avenue.  
 Willimantic, 763 Main Street.

#### DELAWARE.

Bridgeville, Post Office.  
 Clayton, Main Street.  
 Dover, 19 The Green.  
 Georgetown, Courthouse.  
 Newark, Fire House.  
 New Castle, Old Courthouse.  
 Wilmington—  
 Old Federal Building.  
 838 Market Street (women).  
 Front and King Streets.

#### DISTRICT OF COLUMBIA.

Washington, 1410 Pennsylvania Avenue.  
 Union Station.

#### FLORIDA.

Jacksonville, 226 West Bay Street.  
 Lakeland, City Hall.  
 Live Oak, Ewing Building.  
 Miami, Federal Building.  
 Panama City.  
 Pensacola, 224 Polo Fox Street.  
 Sanford.  
 Tallahassee, City Hall.  
 Tampa, Florida Avenue and Cass Street.

#### GEORGIA.

Americus, County Courthouse.  
 Athens, 224 Clayton Street.  
 Atlanta—  
 40 East Hunter Street.  
 222 Peachtree Arcade.  
 Augusta, 902 Greene Street.  
 Bainbridge, 212 Broughton Street.  
 Brunswick, Newcastle and G Streets.  
 Columbus, 10 Eleventh Street.  
 Carrollton, Home Street.  
 Dublin, 124 Madison Street east.  
 Eatonton, Middle Georgia Bank Building.  
 Fitzgerald, Chamber of Commerce.  
 Gainesville, 23 West Washington Street.  
 Griffin, County Courthouse.  
 Macon, Grand Building, Mulberry Street.  
 Millen, 102 Winthrop Street.  
 Rome, 424 Broad Street.  
 Savannah, 17 East Bay Street.  
 Toccoa, Doyle Street.  
 Waycross, Municipal Building.

IDAHO.

Boise, 303 North Eighth Street.  
 Idaho Falls, Post Office Building.  
 Moscow, 111 Second Street.  
 Pocatello, 848 West Clark Street.  
 St. Anthony, Courthouse.  
 Twin Falls, 6 Baugh Building.  
 Wallace, 615 Cedar Street.

ILLINOIS.

Alton, 22 Market Street.  
 Aurora, Post Office Building.  
 Bloomington, 320 Grelsheim Building.  
 Cairo, Federal Building.  
 Centralia, 126 North Locust Street.  
 Chicago—  
 116 North Dearborn Street.  
 1435 East Sixty-third Street.  
 4531 South Ashland Avenue.  
 105 South Jefferson Street.  
 948 Milwaukee Avenue.  
 3082 South Wabash Avenue.  
 2875 West Twenty-second Street.  
 56 East Randolph Street.  
 9004 Commercial Avenue.  
 German Aid Society, 160 North Wells Street.  
 11441 South Michigan Avenue.  
 673 South State Street.  
 State Council of Defense, 120 West Adams Street.  
 Odd Fellows League and Relief Board, Masonic Temple.  
 Masonic Employment Bureau, Masonic Temple.  
 336 West Madison Street (women).  
 29 South La Salle Street (engineering and education).  
 3141 Lincoln Avenue.  
 Women's Employment Committee, State Council of Defense, Room 223, Monadnock Building.  
 12 South Canal Street.  
 616 Blue Island Avenue.  
 553 West Madison Street (railroad).  
 Danville, Chamber of Commerce.  
 Decatur, 119 South Water Street.  
 East St. Louis, Maine and Division Streets.  
 Elgin, 208 Chicago Street.  
 Freeport, 162 Stephenson Street.  
 Galesburg, 161 South Cherry Street.  
 Joliet, Scott and Clinton Streets.  
 Kankakee, 160 East Merchant Street.  
 La Salle, 536 First Street.  
 Madison, 323 Madison Avenue.  
 Peoria, 512 South Adams Street.  
 Quincy, Chamber of Commerce.  
 Rockford, 118 North Wyman Street.  
 Rock Island, 1915 Fourth Avenue.  
 Springfield, 210 North Fourth Street.  
 Waukegan, Schwartz Building.

INDIANA.

Anderson, 16 West Tenth Street.  
 Connorsville, City Hall.  
 East Chicago, City Hall Building.  
 Evansville, 127 Fourth Street.  
 Fort Wayne, Physicians' Defense Building.  
 Gary.  
 Hammond.  
 Indianapolis—  
 225 North Pennsylvania Avenue.  
 235 Federal Building (women).  
 Kokomo, City Hall Building.  
 Lafayette, Courthouse.  
 Marion, 206 East Fourth Street.  
 Muncie, 123 West Charles Street.  
 New Albany, Elsbey Building.  
 Richmond, 1016 Main Street.  
 South Bend, 5 Courthouse.  
 Terre Haute, 18 North Sixth Street.

IOWA.

Burlington, 112 Jefferson Street.  
 Cedar Rapids, 228 First Avenue East.  
 Charles City.  
 Clinton.  
 Council Bluffs, 720 West Broadway.  
 Creston, Summit Block.  
 Davenport, 229 Perry Street.  
 Des Moines—  
 422 Court Avenue.  
 Superintendent's office, McCune Building.  
 Dubuque, 580 Main Street.  
 Fort Dodge, 25 South Eighth Street.  
 Keokuk.  
 Mason City, 6 South Delaware Street.  
 Ottumwa, Courthouse.  
 Sioux City—  
 519 Pierce Street.  
 Fourth and Jennings Streets (railroad labor).  
 Waterloo, Fifth and Lafayette Streets.

KANSAS.

Atchison, 401 Commercial Street.  
 Dodge City, 108 Chestnut Street.  
 Emporia, 702 Commercial.  
 Hays, Chamber of Commerce.  
 Hutchinson, 5 Avenue A East.  
 Kansas City, 533 Minnesota Avenue.  
 Parsons, 104 North Central Avenue.  
 Salina, 114 West Iron Avenue.  
 Topeka, 112 East Fifth Street.  
 Wichita, 114 South Emporia Avenue.

KENTUCKY.

Ashland, 402 Thirteenth Street.  
 Bowling Green, 421 Main Street.  
 Covington, 427 Scott Street.  
 Henderson, 135 North Main Street.  
 Lexington, 129 Market Street.  
 Louisville, 415 Jefferson Street West.  
 Middlesboro, City Hall and Courthouse Building.  
 Owensboro, 225 St. Ann Street.  
 Paducah, 126 South Fourth Street.

LOUISIANA.

Alexandria, New Courthouse.  
 Baton Rouge, City Hall.  
 Lake Charles, Assn. of Commerce Building.  
 Monroe, Ouchita Bank Building.  
 New Orleans—  
 341 Carondelet Street.  
 Room 5, City Hall basement (women).  
 Shreveport, new jail building.

MAINE.

Augusta, 345 Water Street.  
 Bath, 72 Front Street.  
 Biddeford, 209 Main Street.  
 Bangor—  
 Exchange Street near Union Depot (umber).  
 42 Central Street.  
 Houlton, 56 Bangor Street.  
 Lewiston, 121 Lisbon Street.  
 Machias, 48 (a) Main Street.  
 Portland—  
 463 Congress Street (women).  
 Masonic Temple.  
 Waterville.

MARYLAND.

Baltimore—  
 4 North Eutaw Street.  
 Lombard and Gay Streets.  
 408 Drivers & Mechanics' Bank Building (women).  
 Cumberland, 64 Baltimore Street.  
 Hagerstown, Nexley Building.  
 Salisbury, 105 Water Street.

## MASSACHUSETTS.

Athol, 518 Main Street.  
 Attleboro.  
 Boston—  
 18 Tremont Street.  
 27 Washington Street (lumber).  
 57 Washington Street.  
 43 Portland Street (lumber).  
 53 Canal Street.  
 128 Federal Street.  
 8 Kneeland Street.  
 601 Kimball Building.  
 Brockton, 28 Center Street.  
 Fall River, 41 North Main Street.  
 Fitchburg, 173 Main Street.  
 Framingham, Union Avenue.  
 Gardner, 272 Central Street.  
 Gloucester, Pleasant Street.  
 Greenfield, 44 Federal Street.  
 Haverhill, 154 Merrimac Street.  
 Holyoke, 589 Dwight Street.  
 Lawrence, 354 Essex Street.  
 Lowell, 119 Merrimac Street.  
 Lynn, 20 Monroe Street.  
 Medford, 11 High Street.  
 Middleborough, 6 Post Office Building.  
 Milford, Post Office Building.  
 New Bedford, Post Office Building.  
 Newburyport, City Hall.  
 North Adams, 26 Bank Street.  
 Northampton, 169 Main Street.  
 Pittsfield, 312 North Street.  
 Salem, 73 Washington Street.  
 Springfield, 47 Water Street.  
 Taunton, Bristol County Courthouse.  
 Waltham, 13 Moody Street.  
 Westfield, 2 Main Street.  
 Worcester, 48 Green Street.

## MICHIGAN.

Battle Creek, 35 North Jefferson Avenue.  
 Bay City, Washington Theater Building.  
 Benton Harbor, 100 Water Street.  
 Detroit—  
 101 Fort Street West.  
 38 Adams Avenue East (women).  
 2032 West Jefferson Avenue.  
 1413 Michigan Avenue.  
 1203 Gratiot Avenue.  
 Escanaba, Post Office Building.  
 Flint, 119 East Kearsley Street.  
 Grand Rapids, 106 Pearl Street NW.  
 Jackson, 131 Courtland Street W.  
 Kalamazoo, Press Building.  
 Marquette, 113 East Washington Street.  
 Muskegon, Council Chamber.  
 Pontiac, Board of Commerce.  
 Port Huron, 905 Sixth Street.  
 Saginaw, 129 South Washington Street.  
 Traverse City, 129 East Front Street.

## MINNESOTA.

Albert Lea, 115 West College Avenue.  
 Bemidji, 206 Second Street.  
 Duluth—  
 224-229 Fargusson Building.  
 301 West Michigan Street (railroad labor).  
 528 West Superior Street.  
 Mankato, Commercial Club.  
 Minneapolis—  
 319 Second Avenue South (women).  
 240 Marquette Avenue.  
 242 Marquette Avenue.  
 St. Cloud, Commercial Club.  
 St. Paul—  
 343 Minnesota Street.  
 212 Commercial Building (women).  
 162 East Third Street (railroad labor).  
 347 Minnesota Street.

## MISSISSIPPI.

Clarksdale. Greenville.  
 Corinth.  
 Greenwood, Chamber of Commerce.

Gulfport, 201 Post Office Building.  
 Hattiesburg, Chamber of Commerce.  
 Holly Springs.  
 Jackson, Nobis Hotel.  
 Laurel, Magnolia Street.  
 Meridian, Miawva Woods Building.  
 Natchez.  
 Pascagoula, Old State Bank Building.  
 Vicksburg, 909 First Street East.  
 West Point, 36 Commerce Street.

## MISSOURI.

Cape Girardeau.  
 Hannibal.  
 Jefferson City, State Capitol.  
 Joplin, 216 West Third Street.  
 Kansas City, 804 Grand Avenue (women).  
 St. Joseph, 110 North Seventh Street.  
 St. Louis—  
 705 Market Street.  
 2604 Chippewa Street.  
 2319 1/2 Market Street.  
 5 North Seventh Street (women).  
 3618 West Broadway.  
 Springfield, Baker Arcade.

## MONTANA.

Anaconda, 108 East Park Avenue.  
 Billings, 8 North Twenty-fourth Street.  
 Bozeman, Chamber of Commerce.  
 Butte, 113-115 Hamilton Street.  
 Glasgow, Chamber of Commerce.  
 Great Falls, 11 Second Street North.  
 Havre, City Hall.  
 Helena, Empson Building.  
 Kalispell, 18 East Third Street.  
 Lewistown, Masonic Building.  
 Livingston, Chamber of Commerce.  
 Miles City, Chamber of Commerce.  
 Missoula, 105 East Cedar Street.  
 Roundup, Chamber of Commerce.

## NEBRASKA.

Hastings, 112 North Hastings Avenue.  
 Lincoln—  
 219 North Eleventh Street.  
 State Capitol Building.  
 North Platte, 27 Locust Street.  
 Omaha—  
 South Side, Twenty-fourth and O Streets.  
 Douglas County Courthouse.  
 1118 Farnam Street (railroad labor).  
 Scotts Bluff.

## NEVADA.

Elko.  
 Reno, 26 East Commercial Row.

## NEW HAMPSHIRE.

Berlin.  
 Concord.  
 Conway.  
 Dover.  
 Franklin, 442 Central Street.  
 Keene, 33 West Street.  
 Littleton.  
 Manchester.  
 Nashua, 102 West Pearl Street.  
 Newport.  
 Plymouth.  
 Portsmouth.

## NEW JERSEY.

Asbury Park, 314 South Main Street.  
 Atlantic City, 13 South North Carolina Avenue.  
 Bayonne, Free Public Library.  
 Bound Brook, 215 East Main Street.  
 Camden, Fifth Street and Taylor Avenue.  
 Dover, City Hall.  
 Elizabeth, 1141 Elizabeth Avenue.  
 Hoboken, 326 River Street.

Jersey City, Post Office Building.  
Newark, 9 Franklin Street.  
New Brunswick, 109 Albany Street.  
Orange, room 2, Post Office Building.  
Passaic, 24 Lexington Avenue.  
Perth Amboy, City Hall.  
Phillipsburg, 322 South Main Street.  
Trenton, room 22, City Hall.

NEW MEXICO.

Albuquerque—  
204 West Gold Avenue.  
312 West Gold Avenue.  
Deming, Gold and Spruce Streets.  
Raton.  
Roswell, Federal Building.  
Santa Fe.

NEW YORK.

Albany, 44 Chapel Street.  
Amsterdam, 45 Market Street.  
Auburn, 1 North Street.  
Binghamton, 200 Security Mutual Building.  
Brooklyn—  
927 Broadway.  
244 Broadway.  
310 Jay Street.  
715 Flatbush Avenue.  
2463 Atlantic Avenue.  
Fifty-second Street and Third Avenue.  
673 Manhattan Avenue.  
Buffalo—  
927 Grant Street.  
219 Franklin Street.  
928 Broadway.  
Federal Building.  
11 East Swan Street.  
27 Main Street.  
Cortland, 19 Main Street.  
Dunkirk, 301 Central Avenue.  
Elmira, 201 Lake Street.  
Glens Falls, 18 Warren Street.  
Gloversville, 65 South Main Street.  
Ithaca, 213 East State Street.  
Jamestown, Washington and Third Streets.  
Kingston, Broadway and Field Court.  
Newburgh, 4 South Water Street.  
New York City—  
22 East Twenty-second Street.  
240 West Twenty-third Street.  
112 West Forty-sixth Street.  
Hall of Records, 31 Chambers Street.  
Lenox Avenue and One hundred and twenty-fourth Street (men only).  
129 Worth Street.  
15 Pearl Street (male farm labor).  
203 Lexington Avenue.  
126 Clinton Street.  
Fifty-seventh Street and Third Avenue.  
Eighty-sixth Street and Lexington Avenue.  
One hundred and eleventh Street and Lexington Avenue.  
201 Lexington Avenue (men).  
16 East Forty-second Street.  
436 West Twenty-seventh Street (women).  
281 Lenox Avenue (men).  
284 Lenox Avenue (women).  
One hundred and thirty-ninth Street and Seventh Avenue.  
58 Cooper Square (men).  
211 Bowery (men).  
142 Bowery (men).  
Bronx—  
575 Tremont Avenue.  
2537 Decatur Avenue.  
One hundred and forty-ninth Street near Third.  
Queens, Tong Island City, 171 Hunter Avenue.  
Richmond, Bridge Plaza.  
Staten Island, 9 Union Avenue.

Niagara Falls, 37 Falls Street.  
North Tonawanda, Webster and Tremont Streets.  
Olean, 106 Lawrence Street.  
Oneonta, 204 Main Street.  
Poughkeepsie, 446 Main Street.  
Rochester—  
120 St. Paul Street (men only).  
387 Main Street East.  
Rome, 116 East Dominick Street.  
Schenectady, 124 Wall Street.  
Syracuse, 120 West Jefferson Street.  
Troy, 82 Second Street.  
Utica, Paul Building.  
Watertown, 131 Arsenal Street.  
Yonkers, Herald Building, 10 Warburton Avenue.

NORTH CAROLINA.

Asheville, 83 Broadway.  
Charlotte, 205 Tryon Street.  
Fayetteville, 812 Hay Street.  
Newbern, Chamber of Commerce.  
Raleigh, 319 Fayetteville Street.  
Wilmington, 319 Front Street.  
Winston-Salem, 238 North Main Street.

NORTH DAKOTA.

Bismarck, Northwest Hotel.  
Devils Lake, City Hall.  
Dickinson, Commercial Club.  
Fargo, 3 Broadway.  
Grand Forks, 11 North Fourth Street.  
Jamestown, Fifth Avenue, North and Front Streets.  
Minot, 3 Flatiron Building.  
Oakes, Oakes National Bank Building.

OHIO.

Akron, 174 East Mill Street.  
Alliance, Main Street and North Park Avenue.  
Ancor, Air Nitrate Plant.  
Ashtrubula, 73 Castle Block.  
Barberton, 208 East Park Avenue.  
Canton, City Hall.  
Chillicothe, City Building.  
Cincinnati—  
Seventh and Elm Streets.  
2210 Spring Grove Avenue.  
Cleveland—  
Room 109, City Hall.  
240 West Superior Street.  
985 East One hundred and fifty-second Street.  
Columbus—  
59 West Gay Street.  
218 First National Bank Building.  
74 East Gay Street.  
Coshocton, 529 Main Street.  
Dayton, 311 West Third Street.  
East Liverpool, 115 West Fifth Street.  
Findlay, Courthouse.  
Hamilton, Courthouse.  
Lima, Courthouse.  
Lorain, 201 Ninth Street.  
Mansfield, Memorial Building.  
Marletta, Chamber of Commerce.  
Marion, 116 South Prospect Street.  
Martins Ferry, Fourth and Walnut Streets.  
Massillon, City Hall.  
Middletown, 229 South Broad Street.  
Newark, 36 South Second Street.  
Niles, 17 East Mill Street.  
Port Clinton, Camp Perry Proving Grounds.  
Portsmouth, 208 Chillicothe Street.  
Piqua, 109 West Water Street.  
Sandusky, Courthouse.  
Springfield, Arcade Building.  
Steubenville, 156 North Third Street.  
Tiffin, Washington and Perry Streets.  
Toledo, 128 North Huron Street.  
Warren, 17 North Pine Street.



Washington, Courthouse.  
 Youngstown, New City Hall.  
 Zanesville, 41 North Fourth Street.

## OKLAHOMA.

Ardmore, 116 East Main Street.  
 Bartlesville, Theodore Barias Building.  
 Chickasha, 125 South Fourth Street.  
 Enid, W. S. Bank Building.  
 Lawton, Federal Building.  
 McAlester, 111 North Second Street.  
 Muskogee, 201 Court Street.  
 Oklahoma City—  
   State Capitol Building.  
   2 East Grand Avenue.  
 Pauls Valley, Chamber of Commerce.  
 Shawnee, 21 West Main Street.  
 Tulsa, Second and Cincinnati Streets.

## OREGON.

Astoria, 634 Commercial Street.  
 Baker City.  
 Eugene, Seventh and Willamette Streets.  
 La Grande.  
 Marshfield, 232 North Front Street.  
 Medford, Nash Hotel Building.  
 Pendleton.  
 Portland—  
   247 Davis Street.  
   City Hall (women).  
 Salem, 385 State Street.

## PENNSYLVANIA.

Allentown, 512 Hamilton Street.  
 Altoona, 205 Commerce Building.  
 Beaver Falls, Fifteenth Street and  
 Seventh Avenue.  
 Bethlehem, Southside, 223 East Third  
 Street.  
 Braddock, 909 Braddock Avenue.  
 Bradford, 13 Chestnut Street.  
 Butler, 133 South Main Street.  
 Chester—  
   616 Sproul Street (women).  
   618 Sproul Street (men).  
 Clarion, Arnold Building.  
 Coatesville, 7 West Second Street.  
 Connellsville, 111 West Apple Street.  
 Darby, 886 Main Street.  
 Du Bois, 6 North Brady Street.  
 Easton, 154 East Northampton Street.  
 Emporium, 50 East Fourth Street.  
 Erie, 5 and 6 Arcade Commerce Building.  
 Greensburg, Mace Building.  
 Harrisburg—  
   209 North Main Street.  
   Pennsylvania Railroad Station.  
   Third and North Streets.  
 Hazelton, 31 South Wyoming Street.  
 Johnstown, 213 Market Street.  
 Kittanning, Post Office Building.  
 Lancaster, 17 West Orange Street.  
 Lebanon, 41 North Eighth Street.  
 Lewistown, 36 East Market Street.  
 Lock Haven, 228 East Main Street.  
 McKeesport, Walnut Street and Paw  
 Paw Alley.  
 Meadville, Eller Block.  
 Mount Union, 20 South Jefferson Street.  
 New Castle, 233 Washington Street.  
 New Kensington, 819 Fifth Avenue.  
 Norristown, 204 De Kalb Street.  
 Oil City, Chamber of Commerce.  
 Philadelphia—  
   Finance Building.  
   Third and Walnut Streets.  
   514 South Broad Street.  
   824 South Eighth Street.  
   405 North Sixty-fourth Street.  
   2242 Ridge Avenue.  
   5239 Market Street.  
   1519 Arch Street.  
   2429 North Front Street.  
   219 South Seventeenth Street  
   (women).  
 The Bourse (farm labor).  
 4261 Frankford Avenue, Frankford.

Philadelphia—Continued.  
 City Hall courtyard.  
 Sixty-ninth Street Terminal.  
 League Island.  
 Reading Terminal.  
 275 South Fourth Street.  
 Broad Street Station.  
 136 South Third Street.  
 Pittsburgh—  
   Oliver Building (women).  
   Diamond and Ross Streets.  
   413 Grant Street.  
   14 North Diamond Street.  
   720 Farmers' Bank Building.  
   Baltimore & Ohio Railroad Station.  
   Pennsylvania Railroad Station.  
   Pittsburgh & Lake Erie Railroad Sta-  
   tion.  
   Fort Wayne Railroad Station.  
   East Liberty Railroad Station.  
 Pottstown, 9 West Hanover Street.  
 Pottsville, 304 West Market Street.  
 Reading, 103 East Sixth Street.  
 Sayre, 105 North Lehigh Avenue.  
 Scranton, 120 Adams Avenue.  
 Shamokin, 705 North Shamokin Street.  
 Sharon, Colonial Hotel.  
 Washington, 171 South Main Street.  
 Wellsboro, 83 Main Street.  
 Williamsport, 39 North Fourth Street.  
 Wilkes-Barre, 24 North Main Street.  
 York, 167 South George Street.

## RHODE ISLAND.

Arctic, 120 Quindick Street.  
 Newport, 3 Bull Street.  
 Pawtucket—  
   341 Main Street.  
   8 Bailey Street (women).  
 Providence—  
   State House.  
   80 Mathewson Street.  
   557 Westminster Street.  
   East Providence.  
 Woonsocket, Commercial Building.

## SOUTH CAROLINA.

Anderson, 132 North Main Street.  
 Charleston—  
   231 Meeting Street.  
   116-118 East Bay Street.  
 Columbia—  
   1222 Washington Street.  
   502 National Loan Exchange Bank.  
 Florence, 24 West Evans Street.  
 Greenville, 118 West Washington Street.  
 Spartanburg, Cleveland Hotel.

## SOUTH DAKOTA.

Aberdeen, 11 First Street SE.  
 Huron, Dakota Avenue.  
 Mitchell.  
 Pierre, State Capitol.  
 Rapid City, 519 Seventh Street.  
 Sioux Falls, 109 East Ninth Street.  
 Watertown.

## TENNESSEE.

Bristol, 414 State Street.  
 Chattanooga, 1001 Market Street.  
 Clarksville, 136 Franklin Street.  
 Columbia, 719 North Garden Street.  
 Jackson, 210 East Main Street.  
 Johnson City, 116 Tipton Street.  
 Knoxville, 607 South Market Street.  
 Memphis, 103 Court Avenue South.  
 Nashville—  
   175 Eighth Avenue North.  
   732 Stahlman Building.  
 North Nashville, 173 Eighth Avenue  
 (women).

## TEXAS.

Ablene, Chamber of Commerce.  
 Amarillo, Federal Building.  
 Austin, Littlefield Building.

Beaumont, 261 Crockett Street.  
 Brownwood, City Hall.  
 Brownsville, 1808 Elizabeth Street.  
 Bryan.  
 Corpus Christi, 104 Chaparral Street.  
 Corsicana, Chamber of Commerce.  
 Dallas, City Hall.  
 Denison.  
 Eagle Pass, 102 Commercial Street.  
 El Paso, City Hall.  
 El Paso, 909 Mills Building.  
 Fort Worth, Terminal Hotel Building.  
 Galveston, 2209 Mechanic Street.  
 Greenville, Chamber of Commerce.  
 Houston, 309 Franklin Street.  
 Laredo, 707 Moser Building.  
 Marshall, City Hall.  
 McAlene.  
 Orange, 110 Water Street.  
 Palestine, Federal Building.  
 Paris, Chamber of Commerce.  
 San Angelo, South Irving Street and  
 West Bearegard Avenue.  
 San Antonio—  
 122 Main Plaza.  
 220 Bedell Building.  
 Temple, Brady Building.  
 Texarkana, 808 State Line Avenue.  
 Tyler, Chamber of Commerce.  
 Waco, City Hall.  
 Wichita Falls, City Hall.  
 Yoakum, Chamber of Commerce.

UTAH.

Ogden, 2402 Wall Avenue.  
 Salt Lake City, 307 South Main Street  
 (men). 203 Judge Building (women).

VERMONT.

Barre, 262 North Main Street.  
 Bellows Falls, Bellows Falls Square.  
 Burlington, 147 Main Street.  
 Montpelier, State Capitol.  
 Rutland, 36 Center Street.  
 St. Johnsbury, Pythian Building.

VIRGINIA.

Alexandria.  
 Lynchburg, 208 Eighth Street.  
 Newport News, 220 Twentieth Street.  
 Norfolk—  
 149 Atlantic Street.  
 802 East Main Street.  
 Petersburg, 25 Banks Street.  
 Richmond—  
 910 East Main Street.  
 118 North Seventh Street.  
 Southwest corner Clay and Fifth  
 Streets.  
 504 Virginian Railway and Power  
 Building.  
 Roanoke, 1 South Jefferson Street.

WASHINGTON.

Aberdeen, 111 South G Street.  
 Bellingham, Federal Building.  
 Centralia, 106 East Main Street.  
 Everett, Federal Building.  
 Seattle—  
 110 Cherry Street.  
 71 Columbia Street.  
 Spokane, 319 Trent Avenue.

Tacoma, 1003 A Street.  
 Vancouver.  
 Walla Walla, Federal Building.  
 Wenatchee.  
 Yakima, 118 East A Street.

WEST VIRGINIA.

Bluefield, Princeton and Tazewell Streets.  
 Charleston—  
 811 1/2 Kanawha Street.  
 26 Summers Street.  
 Clarksburg, 847 West Main Street.  
 Huntington, 520 Ninth Street.  
 Nitro, United States Explosives Plant C.  
 Parkersburg, City Building.  
 Wheeling, Fourteenth and Market  
 Streets.

WISCONSIN.

Appleton, 746 College Avenue.  
 Antigo, 303 Fifth Street.  
 Ashland, 218 Seventh Avenue.  
 Beloit, 440 East Grand Avenue.  
 Benton, Main Street.  
 Chippewa Falls, Bridge and Spring  
 Streets.  
 Eau Claire, 214 Eau Claire Street.  
 Fond du Lac, Main Street.  
 Grand Rapids, 206 Grand Avenue.  
 Green Bay—  
 309 East Walnut Street.  
 107 North Jefferson (women).  
 Hurley, 6 North Third Street.  
 Janesville, 122 East Milwaukee Street.  
 Kenosha, 261 Church Street.  
 La Crosse, 308 South Fourth Street.  
 Madison—  
 State Industrial Commission.  
 City Hall.  
 Association of Commerce (women).  
 Manitowoc, 305 York Street.  
 Marinette, 1612 Main Street.  
 Marshfield, 118 South Central Street.  
 Menasha, 144 Main Street.  
 Milwaukee—  
 241 Fourth Street.  
 62 Mason Street (women).  
 117 1/2 Reed Street (railroad).  
 Neenah, 135 Wisconsin Avenue.  
 Oshkosh, 15 Wangoo Street.  
 Park Falls, 260 Fourth Street.  
 Racine, 222 Fourth Street.  
 Rhinelander, 144 South Brown Street.  
 Sheboygan, 712 North Eighth Street.  
 Superior—  
 823 Tower Avenue.  
 303 Winter Street (women).  
 Two Rivers, 1408 Sixth Street.  
 Waukesha, 237 West Main Street.  
 Wausau, 208 Scott Street.  
 Watertown, 318 North Main Street.  
 West Allis, 6405 Greenfield Avenue.

WYOMING.

Casper.  
 Cheyenne—  
 Room 12, Annex Block.  
 1711 Capitol Avenue.  
 Rock Springs, 208 South Front Street.  
 Sheridan, 21 West Works Street.

PORTO RICO.

San Juan.



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	Workmen, list of, registered at certain United States employment offices -----	472

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