

via Halifax were the cheaper rate and the possibility of evading the immigration laws at the Canadian border with greater success than at the United States ports. Realizing that diseased and afflicted emigrants have to undergo a close inspection at a United States port, this agency of Stoeckel's makes it a practice to solicit the business of such people with the thorough understanding that they are to travel via Halifax. The said agency has a number of subagents traveling all over the southern part of Russia, ostensibly engaged as agents for agricultural implements, representing some American firm, but in reality only to dispose of steamship tickets and seek out such persons who have fears about traveling owing to some affliction which would prevent their admittance at a United States port. These people are given every assurance that if traveling via Halifax they will have to undergo very little inspection, if any, and can obtain admittance into the United States without difficulty. It seems immaterial to these agents whether the emigrant would be permitted to land or not, even at Halifax, for in the latter case he would be deported, with no probability of his ever returning to Russia, and hence the agent would escape all liability. Subsequent to this interview I called on Mr. A. Storm, manager of the passenger department of the Hamburg-American Line at Hamburg, and called his attention to this practice, whereupon he showed me copies of personal letters written to all of the agents warning them not to book any emigrants via Halifax intended for the United States, with instruction that such emigrants would be refused, and, moreover, the agents would forfeit all commissions, the agency being withdrawn from them in addition. My personal investigation seemed to confirm this statement of Mr. Storm, for the reason that prior to my going to Odessa I frequently found circulars inviting emigration to the United States via Hamburg to Halifax, one of which circulars I annex to this report, marked "Exhibit F I." Later on, however, I failed to find any of these circulars except in rare instances, but instead found a large number of circulars sent out by "Falck & Co.," general agents of the "Hamburg-American Line," specially calling the attention of the proposed emigrants to the advisability of having themselves examined by a physician prior to their departure, to ascertain whether they are suffering from trachoma or favus, and informing them of the fact that if suffering from any of these diseases they will be barred from landing in America, regardless as to what route they took. I inclose two copies of such circulars, one in "Slovak" and the other in "Hungarian," together with a translation, marked "Exhibit F II."

Following your instructions to investigate the fact as to whether steamship companies or transportation companies engaged in the transportation of aliens observe the requirements of section 8 of the act of March 3, 1893, I called your attention in some of my previous reports to instances where the law was not observed. However the law is observed by the majority of the steamship companies, but I am satisfied not in an effective manner. It is true that a copy of the law is displayed in the language of the country where such steamship offices are located, but it is equally true that very few of the emigrants have the time or the inclination to read it, and as a large percentage of them are unable to read at all it tends to make the law of very little if any value. At the border of Russia and Germany this law referred to is displayed in the German language, and I found that the great majority of emigrants are Russians, Poles, and Hebrews, none of whom can read or understand the German language.

I desire to invite your particular attention to instructions contained in Bureau letter No. 35719, dated March 21, 1903, authorizing me "To procure information concerning certain knowledge believed to be possessed by the Italian authorities as to emigration of undesirable aliens to the United States," and to personal directions upon this point given me in our interview on March 23, 1903. I have made thorough investigations to ascertain, if possible, first, whether or not such knowledge is really possessed by the Italian authorities, and, second, in what measure this circumstance was instrumental in encouraging undesirable emigration to the United States. I find a general disposition on the part of the Italian Government and authorities to restrict emigration of persons visibly afflicted by some disease, this restriction being by no means made for the benefit of the United States, but because of the opinion that the influx from Italy of this class of people might cause the United States Government to enact more prohibitive immigration laws, a thing very much feared in Italy, for the reason that Italy considers the United States the best safety valve for the discharge of its over population. More prohibitive immigration legislation on the part of the United States, if it would materially affect the influx of Italian emigrants to the United States, might, in the opinion of the Italian people, have the effect of reducing a great many of their revenues. I have ascertained that the prosperity of entire villages in the southern part of Italy depends upon remittances regularly made from the United States.

The Italian authorities, as such, profess to have no such knowledge of undesirable emigration as indicated in your personal interview with me. Pauperism in Italy is differently construed than in the United States. Over there no person, no matter how poor he may be, is considered a pauper so long as he appears to be able-bodied and is in a condition to walk about, and no person is committed to the poorhouse unless physically disabled to such an extent as to be unable to be about without the assistance of another, and if placed in the poorhouse under those circumstances, there is no possibility of their ever attempting to come to the United States. These are the only paupers of whom a record is kept by the authorities and who are recorded as public charges upon the respective communities. Of the other class of poor people, who are not only in the prevailing majority but who constitute a material part of the Italian population, and who, according to American conceptions would be considered paupers, no public record is kept, except by the priests of the respective villages and towns in which they reside. These people are considered poor and are dependent upon the charities of the Church. They can obtain at any time a certificate of poverty, but still are not recorded as paupers. Mr. Angelo Boragino, deputy consul of the United States at Genoa, gave me valuable assistance in my attempt to discover the existence of such records.

Unlike Italy, all other countries do keep a public record of their paupers, copies of which are obtainable at any time. I beg to annex hereto two such authenticated copies of pauper records of the township of Klenocz, Hungary, and Nyustya, Croatia, marked, respectively "Exhibit G. I" and "Exhibit G. II."

As already reported to you in a previous communication in reply to Bureau letter No. 36810, dated Washington, April 14, 1903, I located Joseph Ellsner at Littai, Austria, and endeavored to get from him some information with reference to importation of laborers under contract into the United States. I succeeded in obtaining from Mr. Ellsner a copy of a letter addressed to him by some person from Chicago, asking for 200 able-bodied men to work on the railroad, which letter I mailed to you, together with my said report to the Department. I sent you the information that about 1,800 Croatians are being shipped monthly from Fiume to the United States. I endeavored to ascertain the purpose of this large number of emigrants, and found that quite a number of them, especially in the month of August of each year, were hired by several Austrian firms to be sent to Wisconsin, Minnesota, and Mississippi, to cut staves, and that some of these firms, owing to difficulties which they had in the United States with these men, who made trouble and threats against the contractors, abandoned this practice, and it is now largely controlled by the firm of Julius Kern & Co., at Vienna, through whose agency some 300 or 400 men are sent to the United States at certain intervals. I paid particular attention to this firm and employed the friendly services of Mr. A. Knoepfelmacher, a journalist, who called at the place of business of Mr. Kern under the pretext of writing an article upon the enterprising ability of an Austrian firm, such as Julius Kern & Co., in dealing so extensively with the United States. The interview was obtained, and incidentally Mr. Knoepfelmacher asked questions with reference to the sending of the contract laborers to the United States, and some information was given him, with the strict injunction, however, that no part of it should be made public. I received a letter from Mr. Knoepfelmacher which I annex hereto, together with a translation thereof, marked "Exhibit H," which letter fairly expresses the contempt of these Europeans at our contract-labor laws and the ease with which they evade them. It was admitted by the firm of "Julius Kern & Co." that as many as 1,500 laborers are sent to the United States under contract, each of whom is thoroughly instructed as to the manner in which questions should be answered when arriving in the United States. Subsequent to the receipt of the letter from Mr. Knoepfelmacher he accompanied me to the United States embassy at Vienna and there, in the presence of Secretary Rives, repeated the statements contained in his letter. The information I thus received, together with the positive knowledge which I possessed that a great many contract laborers enter the United States annually, prompted me to pay particular attention to this subject and I made various and frequent attempts, particularly at places and railroad stations where emigrants concentrate, to question and interview individuals or groups of emigrants, with a view of learning their destination or of affirming my belief that they were laborers under contract, destined for the United States. Not only did these interrogations confirm my suspicions, but I have become convinced that the importation of contract labor to the United States has assumed such alarming proportions, of which the Department can not form an adequate idea. I base this conviction not only upon my experience at the various places where emigrants concentrate, but upon observations made and collected in numerous villages which I reached by special conveyance, and in a large number of which I found that almost the entire male population, able to work, was absent, and upon

close inquiry I learned that the men were all in the United States, having gone there under some contract of labor or other. This evil is largely contributed to by residents of the United States engaged in the steamship ticket and foreign exchange business, and not infrequently either connected with or publishing some newspaper in a foreign language. I took occasion to refer to this phase in one of my previous reports to the Department, containing information in point procured by me at the city of Laibach and from the Government at Vienna. I am convinced that Fares, at Marseille, also avails himself of many sources of this character in the pursuit of his nefarious business, as I was able to judge from the hundreds of letters I saw delivered to him, coming from the United States and bearing the heading of numerous steamship ticket agents and publishers of Syrian newspapers in this country. Another method which in my opinion is frequently resorted to to promote the importation of contract labor is as follows: A native of a certain village or town abroad, who had spent some time in United States, will suddenly appear at said village, ostensibly on a visit, and within a short time thereafter he may be met on his return trip to the United States accompanied by groups of men whose number vary from 10 to 25, according to circumstances. I have observed such men purchasing a number of railroad tickets at Oderberg, on the Austro-Prussian border, for Bremen, and distribute them among the group of men that so accompanied him. I met the same man, who thus purchased the tickets at Oderberg, a few days later at Bremen, and upon my questioning him for the whereabouts of his friends I saw in his company at Oderberg, he denied all knowledge of them; but I saw all of them in the immediate vicinity, and found that they had steamship tickets in their possession which were procured in the office of F. Missler. They were no longer in groups, and acted in a manner as though they had never seen the man who had led them, this being evidently part of their instructions and a matter of precaution. I could refer to hundreds of similar cases which I have encountered in my travels abroad. Most of these people so interrogated by me were in possession of addresses of persons residing in the United States, alleged to be friends or relatives, but which, to my best impression and belief, were frequently fictitious addresses, and the addressees absolutely unacquainted with the emigrants in question. Most of these addresses referred to persons residing inland, particularly in the States of Ohio and Pennsylvania, and rarely to people residing in New York City or other Atlantic seaports. Unfortunately, these emigrants are so thoroughly instructed and prepared, that it is exceedingly difficult and almost impossible to gain an admission from them after they depart from their respective homes.

Supplementing a previous report which I made to the Department concerning the prevalence of trachoma in various European countries, particularly Austria, Hungary, Russia, the Balkan States, and Italy, I respectfully state that so alarming and so widespread is this most dangerous and contagious disease that the governments of the various countries enumerated have adopted most heroic measures for its suppression. In Hungary this disease has assumed such proportions that the Government encounters great difficulties in some counties to muster the required quota of men for military service, trachomatic people belonging to the class which are rejected for the army. To combat and, if possible, to stamp out the disease the Hungarian Government maintains a special medical corps, consisting of fifty physicians who constantly travel to and fro in certain respective districts to which they are assigned, it being the duty of every person to submit to an examination for such disease, and if found afflicted therewith to present himself or herself for gratuitous treatment twice a week until cured. Records of such trachomatic persons are kept, and they are subjected to constant surveillance in the manner, that no person can leave his respective district for another, before first submitting to a medical examination, as above outlined; such person is provided with a book in which the physician of the district makes an entry that the bearer is either free from trachoma, afflicted thereby, and if he has undergone any treatment, the period of such treatment is entered; upon the arrival of such person in another district he or she must present himself or herself immediately to the physician of that district, and if afflicted with trachoma the treatment is systematically continued. Although this rule is strictly enforced, people intending to emigrate rarely observe it, and in order to be enabled to give the Department more definite information on this subject, I accompanied Dr. Simon Buchwald, one of the physicians appointed by the Government of Hungary for the district of Liptó-Szt. Miklós, on one of his tours through the villages of his district, and was present at the examinations and treatment conducted by him. I succeeded in obtaining from Doctor Buchwald an extract of the official record of 35 persons of the age ranging from 17 to 42 years, who had left the district for the United States, and were afflicted with trachoma, had been treated by him, and at the time of their departure were not cured. Only four of these emigrants returned to their respective

homes, having been refused at the medical examination, regularly held at the control stations of the North German Lloyd and Hamburg-American lines, at the Austro-Prussian border, upon the ground of this very affliction. I annex the said extract hereto, marked "Exhibit I," containing the names of these 35 persons and having underlined thereon, with red pencil, the names of the four persons thus returned.

Of the countries enumerated, Hungary seems to have the disease under best control, although I can state, on reliable information, that there are at least 60,000 persons in the Kingdom of Hungary suffering from trachoma. The worst conditions in this respect prevail in Russia, where at least 30 per cent of the army are afflicted with this dread disease, who, after their discharge from the army, spread the affliction in all parts of the Empire.

Supplemental to my report heretofore submitted to the Department upon the subject of emigration to the United States of Roumanian Jews, I beg to reiterate that the forwarding of these people is conducted systematically and is invariably in charge of the "Jewish Colonization Association." The method pursued in this instance is that representatives of the Jewish congregations in the various places through which these emigrants pass generally await them at the railroad stations and care for their safe transportation to the next station, where the same thing is repeated, until they reach Rotterdam, from which port they are sent to England for embarkation to the United States. I attach herewith copy of the usual letter sent by Doctor Lowenstein, the representative at Bucharest, Roumania, of the Jewish Colonization Association, addressed to the Jewish congregation at Budapest, together with a translation thereof, advising said congregation of the near approach of a group of such Jewish emigrants, attaching also hereto a copy of a list of names of such group of emigrants marked "Exhibit J."

With reference to prostitutes and women imported for the purpose of prostitution, I have made several reports to the Department, and, reiterating the same, I beg to report in addition as follows: In the cities of Paris, Berlin, Vienna, Budapest, Lemberg, Krakow, and more particularly in Warsaw and Wilna, I learned that annually a number of women and men engaged in this nefarious business here in the United States pay visits to the places above enumerated and invariably a number of such immoral women follow them to the United States. In many instances these women are provided with American passports or citizen papers of their alleged husbands residing in the United States, and so widespread did I find this traffic in, and issuance of, American passports in Austria-Hungary, that I deemed it my duty to call the attention of the Hon. Bellamy Storer, United States ambassador and envoy plenipotentiary, at Vienna, to the disgraceful practice, who again, on his part, instructed the United States consulates under his jurisdiction to be very careful hereafter before transmitting requests for passports for women intending to go to the United States to join their alleged husbands, and whose citizen papers are generally annexed to these requests.

I have the honor also to report that the Hon. Frank D. Chester, United States consul at Budapest, Hungary, informed me that there was quite a traffic in United States passports and citizen papers carried on at the city of Fiume, and that one of his attachés had sometime ago made a special investigation and reported about it, I believe, to the State Department at Washington. In this latter instance, it is my opinion that the passports and citizen papers are used mostly for contract laborers, for the reason that, as I convinced myself during my travel through Switzerland, a similar traffic is carried on there for the use of contract laborers, who mostly come to Switzerland from the southern part of Austria, Croatia, and Dalmatia, the business of these countries, in the way of emigration, being done mostly by steamship agents located in Switzerland. There is no doubt that hundreds and hundreds of citizen papers are being sent from the United States to Europe annually for just these purposes.

Another practice which I observed during my trip is that most emigrants are in possession of cards of all kinds of boarding houses, emigrant agencies, and "Homes" of all nationalities and in all cities of the United States. I attach hereto one of said cards of which thousands can be obtained daily, and mark it "Exhibit K."

I have pointed out very frequently the fact that steamship companies are unable to ascertain the admissibility to the United States of emigrants who present themselves prior to their embarkation, except through the medical examination and the questions put to each of them, before the final ticket is issued. If the emigrant is not well enough instructed by those who originally sent him on his road, it happens that his inadmissibility is occasionally detected, as I have noticed at the offices of the Hamburg-American, Red Star, and Holland-American lines, at the ports of Hamburg, Antwerp, and Rotterdam respectively, but this is rarely the case. The emigrant is most thoroughly instructed when he reaches the offices of the steamship

companies, having undergone perhaps two or more special courses of instruction at the hands of the so-called subagents; but should the answers of such emigrant, in spite of this instruction, be found faulty in certain respects, it would be idle to assume that the agencies would refuse to forward him; a striking example, illustrating this circumstance, may be found in an article of the Italian newspaper *Il Dovere*, published in the city of Bellinzona, Switzerland, bearing date June 23, 1903, a copy of which I annex hereto, marked "Exhibit L." The article in question will be found on the second page of said exhibit marked with blue pencil, which was sent from Chiasso under like date, relating the story of an Italian emigrant by the name of Marcaccio Vincenzo, who on May 2, 1903, sailed for New York on board the North-German Lloyd steamer *Friedrich der Grosse*, accompanied by a woman who had deserted her husband, in the same manner that said Vincenzo deserted his wife, and both of whom, upon their arrival at Ellis Island, were duly deported.

The article further states that Vincenzo returned to Chiasso and went to the agency of Jauch & Pellegrini, where he had purchased the tickets for himself and the woman, and demanded the return of his money, which of course was refused. Vincenzo thereupon went to the authorities and made a sworn statement to the effect that at the time of purchasing the tickets mentioned, he told the firm of Jauch & Pellegrini that the woman accompanying him was not his wife, and that he was then and there instructed by said firm that upon his arrival at New York he must state that the woman accompanying him was his wife. The case of this emigrant was disposed of in a very simple manner; he was sent across the border to Italy and sentenced to eight months' imprisonment for deserting his wife and committing adultery. The woman in question was likewise sent to jail for eight months.

I was informed at Chiasso by the other steamship agents that they had reported this case to their respective companies, requesting that the agency be withdrawn from Jauch & Pellegrini, as occurrences of this kind had a tendency to harm them in their business, but that nothing was done by the steamship companies in this direction. I was also informed that the real owners of the firm of Jauch & Pellegrini are the notorious firm of Corecco & Brivio, at Bodio, Switzerland, who are the general agents of the Compagnie Generale Transatlantique, and to whom reference was made by Special Immigrant Inspector Robert Watchorn, in his report of August, 1902. Corecco & Brivio are likewise the owners of *La Svizzera Societa Anonima per l' Emigrazione*, at Chiasso, representing the Beaver Line.

The material collected and the observations made during my travels abroad would permit of the citation of hundreds, even thousands, of other instances of a similar character, and those above enumerated are but individual cases selected from an abundance of equally flagrant examples. We can not escape the conclusion that a large number of undesirable emigrants succeed in reaching our shores in spite of the vigorous enforcement of our immigration laws at the Atlantic seaports as well as the Canadian border, and in spite of the apparent good faith on the part of the steamship companies to comply with such laws. Although this undesirable emigration still continues, yet it is my observation that it has materially decreased in the past year or so, because of the fact that it is generally known throughout the continent that our laws, as at present administered, are being strictly enforced and every effort made to detect undesirable immigrants and to return them upon such detection. If it were not for the precautions taken and the excellent work at our various immigrant stations, as well as the apparent desire of the various steamship companies to comply with the law, undesirable immigration would have increased to alarming proportions. I do not mean to be understood that the law in its present state is in a perfect condition, for it still leaves open loopholes for unscrupulous steamship agents and their "dupes," who succeed in one form or other in evading the law, in spite of the vigilance of the officials under your jurisdiction.

I am confirmed in this statement by my observance of many instances in point, particularly the fact that a large number of deported and refused emigrants never return to their homes despite the fact that steamship companies provide them with railroad tickets and necessary transportation to convey them to their homes.

A significant feature in this connection is the exhibition to me by Mr. A. Storm, manager passenger department, Hamburg-American Line, of a letter addressed to him by the director of the Royal Prussian Railroad at Altona, substantially to the effect that the railroad authorities would hereafter decline to redeem, at their full value, unused portions of railroad tickets for points at the Austrian and Russian frontier presented by passengers at Berlin, but would deduct 20 per cent therefrom for the trouble and inconvenience caused by the redemption of so large a number of these tickets. It is evident, therefore, that some secret agency is at work deflecting from their homes to parts unknown such deported passengers who arrive at Berlin.

One reason for such deported and refused emigrants not returning to their homes was given me by Mr. Max Hirschfeld, manager of the Anglo-Continental Reise-Bureau, at Rotterdam, which, in its zeal and activity, is second only to F. Missler, at Bremen, in an interview which I had with him. He frankly admitted to me that it has been and is his purpose, when passengers booked by him are refused or deported, to prevent them from reaching their homes, for the reason that it would injure his business to have it spread in the community that passengers booked by him were not admitted into the United States, and in order to accomplish this he cited cases to me where he spent as much as \$100 on individuals for such purpose.

Taking all of the above, together with the experience gained and the observations made as a basis, the situation can be summed up as follows:

The deplorable political and financial conditions of the eastern and southern countries of Europe, coupled with the prosperous condition of the United States, creates a large natural emigration to our shores. The most convincing proof in the eyes of the people of these countries of the exceptional prosperity of our country is the large sums of money, almost unprecedented to them, which annually arrive from friends and relatives residing in the United States. Besides this natural emigration, however, we are burdened with a dangerous and most injurious unnatural immigration which from year to year assumes larger proportions. This unnatural immigration consists of paupers and assisted emigrants, and is induced and brought about by the unscrupulous and greedy activity displayed by a large number of agencies and sub-agencies having well-established connections in the United States and abroad, apparently unknown to the steamship companies, which activity manifests itself in the peddling of steamship tickets and prepaids on the installment plan, both here and abroad, the constant agitation and offers of inducements by subagents in Europe, occupying semipublic positions, who, in order to earn commissions play upon the ignorance and susceptibility of the plain peasant, frequently inducing him to sell or mortgage all his belongings for the purpose of raising the necessary traveling expenses, which latter transaction is also turned to profit by such agent.

The steamship companies of course do not concede the existence of such unnatural emigration, as I learned in the course of an interview which I had with a high official of one of the steamship companies abroad. I called his attention to this unnatural emigration, but the prevalence of the same was denied by him. "If all this emigration is brought about by natural causes," said I, "and the business would come to you anyway, why do you have so many agencies broadcast instead of opening offices under your direct supervision and control, thus saving the commissions you have to pay to your agents?" He replied, that would necessitate the employment of a large corps of clerks and assistants, and that the maintenance of such offices would, in the end, result in the expenditure of a much larger sum of money than is paid out in commissions. This argument, of course, does not in the least refute the well-established fact that there is a very considerable unnatural emigration caused and augmented through the agencies and methods above enumerated.

I am not prepared to say that there are remedies to combat this evil, but I respectfully submit and state most emphatically that the influx of this undesirable element into the United States could be reduced very materially if means were adopted to procure the names, addresses, and, if necessary, the pedigrees of persons constituting this class of undesirable emigrants. All of the countries visited by me keep public records of paupers, criminals, exconvicts, prostitutes, and diseased, and such records are obtainable, and if placed at the disposal of proper United States officials the information thus at hand would obviate the necessity of relying upon the statement of the emigrant himself, and would tend to keep out of the United States an element which annually invades our shores in so large a number.

The contract-labor question is somewhat more complex. It is undeniably true that great numbers of contract laborers are annually imported into the United States, which fact is well known to Government officials abroad. If the statement made to me by Herr Franz von Kaltenbrunn, counselor to the ministry of the interior of Austria, can be taken as an argument in point, it establishes this importation of contract labor beyond a doubt. Herr von Kaltenbrunn, in the interview which I had with him, exhibited to me a rough sketch of an emigration bill, in the drafting of which he was then engaged and which he said is to be submitted to the next session of the Reichsrath (Lower House of Austrian Parliament), such bill being designed for the protection of Austrian subjects who are being engaged to work abroad, by requiring the contractor or his representative to furnish a guarantee or some form of security to the effect that the promises and agreements contained in the contract made with such laborer, such as safe passage, payment of wages promised, etc., will be closely adhered to. Irrespective of this proposed legislation, it would be very difficult, as stated in the body of my report, to detect the fact that any such person

actually travels to the United States under contract of labor, and in my opinion there are but two ways to discover this fact, one being that some means be found to watch the emigrants prior to their reaching the ports of embarkation, and the other by close scrutiny and questioning at the various landing ports of the United States. If the various boards of special inquiry were aided by attorneys at law assigned to them, a twofold object would be accomplished; first, it would lead to the discovery of the importer of contract labor himself, and, secondly, it would dispel the prevailing opinion abroad that a large number of persons are constantly deported from the United States as contract laborers who, in truth and in fact, are alleged to be going to the United States in good faith and not under contract, which I believe is frequently the case and is due to the fact that the unfortunate emigrant becomes so confused by the manifold advices and instructions he receives prior to his arrival that he is made to believe things he has never intended to say. The assignment of counsel to the various boards of special inquiry would also aid them in every other respect.

Respectfully submitted.

MARCUS BRAUN,
Special Immigrant Inspector.

HON. FRANK P. SARGENT,
*Commissioner-General of Immigration,
Department of Commerce and Labor, Washington, D. C.*

CHINESE EXCLUSION LAWS.

The Bureau has to report, with much satisfaction, a marked improvement in the administration of these very complex and much-resisted laws. Enough has been done in this direction to show clearly the weak points to be guarded and the classes of persons who find it to their interest to secure the unlawful admission of the excluded classes, either by smuggling or by specious appeals to judicial officers who, either through ignorance of the law, indifference to its enforcement, or openly-expressed dissent from its policy, discharge those brought before them for a ruling as to the right of Chinese persons to reside in the United States.

As stated in the last annual report, the chief means of violating the law is to instruct Chinese applicants for admission to cross the land boundaries boldly, submit to arrest for having entered through some other than a lawful port, and, upon trial before a United States commissioner, to claim that they were born in the United States. To support this claim abundant Chinese testimony is offered upon the point at issue, which it is hardly necessary to state that the Government is unable to refute. Its only recourse is to cast discredit upon the witnesses by showing inconsistencies as to details of their evidence upon the same point. Failing to succeed in this, for the Chinese witnesses have as a rule been thoroughly drilled beforehand, the prisoners in most instances have been discharged—not, be it observed, as admissible Chinese, but as American citizens. In those instances in which the trial officer decides favorably to the Government, the Chinaman affected thereby always has a right of appeal to the United States district court, a right which he rarely fails to avail himself of, provided he can raise the necessary amount to satisfy attorneys of the class who make a specialty of such practice. The Government at no stage has such right of appeal, and in the majority of cases, therefore, the commissioners of the United States courts are, in effect, doing that thing which is expressly forbidden by law and treaty, to wit, naturalizing Chinamen.

Another evil resulting from the right of appeal granted Chinamen is the practice of the courts of allowing them to go at large on bail pending the hearing of such appeal. By this means frequently there



ALIENS WAITING FOR TICKETS AT RAILWAY TICKET OFFICE, ELLIS ISLAND STATION.

is substituted for the Chinaman bailed some other Chinaman who is willing to return to China at the expense of the Government. Thus there results both an entry in violation of law and a fraud by which the Government pays for a trip home of the substituted Chinaman. This last abuse is due to the difficulty of distinguishing Chinese persons from one another and could readily be obviated by a resort in such cases to the Bertillon system of identification, recommended in my last annual report.

This was the situation prior to and at the time of my last report. It will be readily conceded that the situation was a difficult one to meet; but, if it could not be remedied in some manner, I felt that the enforcement of the Chinese-exclusion laws was merely an idle ceremony enacted at our seaports, whose chief practical advantages inured, at the expense of American lines, to the benefit of the carriers of foreign countries. From the Chinese point of view it would be not only easier, but carry with it a great extra inducement, to use the Canadian Pacific line in preference to the lines with terminals on the Pacific border of the United States, since it was not only easier to enter the country across the land boundary, but it offered the probable reward of American citizenship. Reports from officers of the Bureau showed that the Chinese coming to this country through the Dominion of Canada were permitted to remain for ninety days in that country, under bond, without payment of the \$100 head tax imposed by it on such immigration. They were taken to Montreal, and there during the bonded period were thoroughly trained and supplied, for a consideration, with the necessary witnesses whom they could thus identify on trial and whose testimony they could then corroborate. So equipped, possessing the right of appeal and release on bond, they were, as events showed, in a position to defy the administrative officers, and even become American citizens, the law to the contrary notwithstanding.

Upon this point the Bureau quotes the following extracts from a report by an officer specially detailed to examine the conditions on the Canadian boundaries:

U. S. IMMIGRATION SERVICE, CHINESE BUREAU,
San Francisco, Cal., May 30, 1903.

Hon. F. P. SARGENT,
Commissioner-General of Immigration, Washington, D. C.

SIR: * * * To acquaint myself with all that might bear on the subject, I called at the Chinese bureau at New York and Boston, conversed with the Chinese inspectors and interpreters, attended the trial of cases at Ogdensburg, interviewed the Chinese themselves at different points in their own language, read whatever notices I saw in Chinese, called at their stores, schools, restaurants, and laundries, and at every opportunity gathered what information I could on the subject.

I found that in this section of the country Chinese gain admission into the United States by smuggling, by applying openly through the regular channels as members of the exempt classes, or by surrendering themselves a short distance from the border for arrest and trial, as a rule, under the guise of being natives of the United States. As to the first-mentioned class, the number is being reduced, owing to the constant vigilance of our officers on both sides of the border. As to the second class, the inspector in charge of the Brooklyn district, as well as the one in charge of the Boston district, I found to be good, efficient officers, and cases are submitted to a thorough investigation. It is the third class—that of the so-called “natives”—that calls especially for correction. There are several points near the Canadian border, such as Malone, Ogdensburg, Plattsburg, and Rouse Point, where Chinese of the class last mentioned are taken for trial. This class comprises Chinese who have come from China and have camped at Montreal, until such time as the members of the ring engaged in working up their defense could secure witnesses to testify to their alleged nativity.

I attended the trial of several such Chinese, on whose behalf the claim of being natives of the United States was made, which, I was creditably informed, fairly illustrated the usual method of trying this kind of cases. At the time set the case of Ah Sing or some other Ah would be called, and with the defendant absent from court throughout the whole session one other Chinese would be put upon the stand to testify to the defendant's having been born in the United States—most likely in the Chinatown of San Francisco, the alleged birthplace of tens of thousands of others that have made the claim at various times and at various places before him. Upon the uncorroborated testimony of this one Chinaman the other Chinaman, awaiting the issues in jail, would be declared a native of the United States. This goes on week after week and month after month, and has been going on for years. One of the Federal judges estimated that if the story told in the courts were true, every Chinese woman who was in the United States twenty-five years ago must have had at least 500 children. (Report of Proceedings of Chinese-Exclusion Convention, held at San Francisco November 21 and 22, 1901, p. 51.) By this method thousands of Chinese—upon the admission of the Chinese themselves—have been allowed not only to enter and remain in the United States, but declared to be native-born citizens thereof, each with a vote and qualified to participate in the political affairs of this country.

The evil done to the Commonwealth of the United States in this phase of the admission of Chinese can not be overestimated. Every Chinese who is admitted as a native born is entitled to a vote and to all the franchise and election privileges of American citizenship. Coolies who have never seen the shores of America until they came here on a ship have been able to avail themselves of this method to enter and remain in the United States as American citizens. Coming here as full-grown men in a great many instances, and not speaking a word of English, they leave our jails soon after crossing the Canadian border qualified to take part in elections, to dictate, as far as their numerical strength will give them power, the future character of our Government. There are notable exceptions, but the character of the classes of Chinese who have been here for some time shows what would be their influence in public affairs if intrusted with the responsibilities of citizenship, or if they only exercise the influence they possess as voters. Chinese may be expected to vote for China whenever China should be an issue. On all other occasions the franchise would be converted into a commodity offered to the highest bidder, for the reason that no sense of its value or dignity is entertained. It presents a subject that goes far beyond the economics of labor. The very political life of our nation is affected by this method of admitting Chinese.

How far-reaching the effect of such a method is can be appreciated only when it is borne in mind that not only the Chinese who may be thus admitted are made citizens, but also their alleged children, though born in China. (Op. S. T., Aug. 3, 1898.) With the same kind of Chinese testimony there is practically no limit to the number that might be imported on that ground. That they have not as yet come forward in considerable numbers as voters is not a criterion by which to judge either the number eligible to vote or their inclination to avail themselves of the privileges of their acquired citizenship. It is the nature of the Chinese to work quietly and persistently and at the right moment. When the number is large enough to constitute a balance of power the votes will be forthcoming. I know that they appreciate this, and that they are working quietly toward that end. As far back as 1878 Judge Sawyer, in the circuit court of the United States of the ninth judicial circuit for the district of California, denied the application of one Ah Yup for naturalization. Ah Yup's was a test case. What the Chinese can not secure legitimately they have frequently secured by means of perjury under the false claim of being natives of the United States.

Wives of bona fide Chinese natives of the United States have been declared to be entitled to admission. (Synopsis 22551.) Every Chinaman by having himself legally declared a native, though through perjury, may bring over a slave girl as his wife, since such commands a market price of from \$2,000 to \$3,000 in the United States.

My reference to the manner in which Chinese are made citizens in the courts in the districts referred to above does not reflect on the commissioners or the district attorneys. These, from all that I have learned, are honest, conscientious men. The evil is in the system—that of endowing one Chinese with the privileges of citizenship (allowing him in the country incidentally) on the word of only one other Chinaman. All who have had any experience with the way many Chinese of this class testify know how unreliable their testimony is. With the defendant out of court, with only one witness to testify to the one important fact, that of nativity, there is well nigh no room for successful cross-examination, all respectable Chinese fearing to come forward to controvert the testimony offered in these cases.

It is a notorious fact that this system is availed of by a ring organized to facilitate

the admission of Chinese for pay and by means of perjury. One of the members of this ring goes up and down the country scouring for such countrymen of his as would be willing to learn the story which they are to testify to afterwards in court at so much per head. At the trial another member of the ring—oftener two members—sit in front of the witness to indicate to him if necessary whether or not a certain unexpected question has been answered aright. These men pose as "interpreters" to the attorney for the defendants, but their true character is a matter of common knowledge. The same two men, or three men, including the one going about scouring for witnesses, and their attorney represent about 75 per cent of all the cases tried near the Canadian border. There is an openness about the whole matter that is simply astounding. The tremendous fraud is hardly disguised. The attorney for these people said in the hearing of Chinese Inspector Berkshire and myself, "We expect 150 natives by this boat, if they all come." If they came it would be safe to say the majority would be landed. Of a thousand that were tried the past year, I have been informed that about 750 were made citizens. The system as adopted at present at the commissioner's court is therefore totally inadequate to cope with the situation.

There is a bold defiance also about the ringleaders of this business that calls for severe comment. The atmosphere in that section of the country is surcharged with this spirit, and is meant to be felt by honest officers of the Department. The boast is openly made that an officer who should be so foolish as to oppose their business would have charges piled up against him. What bribery can not do they would attempt to accomplish by threat boldly insinuated.

The prices of the trade in evading the exclusion act by means of a trial at court, and how they are apportioned, are matters of common knowledge among the Chinese and those charged with the duty of enforcing that law. The amount charged to bring a coolie from China and land him at Malone, Ogdensburg, Plattsburg, or any of these points is said to be \$300, divided as follows: \$20 for the perjured testimony, \$20 as commission to the middleman for obtaining the applicant, \$20 toward what is called "the Government interpreter's fund," \$80 for the attorney, and the balance for transportation, incidental expenses, and the members of the ring.

* * * * *
To revert now to the class of Chinese that have been smuggled into the country from time to time at different points for some time back. It is estimated that there are of such something like 10,000 in the States bordering on the Atlantic coast, a large number of these holding fraudulent papers, which have a regular market value. Many of those who hold fraudulent papers are made victims of blackmail, as a result of which even members of their families in China are made to want. There have been so many such cases that the more respectable among the Chinese deplore the further smuggling of their people into the United States.

To meet the difficulties mentioned above I beg to recommend as follows: That the present method of making citizens at the courts be brought to the attention of Congress, and that that body be asked to supply the remedy. It is believed that Congress has plenary authority to prescribe the rules of evidence, or to determine what shall constitute the competency of witnesses in all deportation cases. (U. S. v. Williams, 83 F., 997.) This decision refers to aliens, but the law presumes every Chinese to be an alien until proven otherwise. Should more than one witness be demanded in each case, there would be better ground for cross examination, and the number denied would be increased. Should the commissioners be empowered to ask for two or three more witnesses in each case, he would increase the cost of the cases to such an extent that the ring would have to go out of business. Up to the present the ring has found profit in the business. By using one witness they have succeeded in landing so large a proportion of their shipments that, taking profits with losses, the balance is in their favor. When the strictness of the Government so increases the expenses, including losses, that the balance would be on the wrong side, the ring would fall too.

I would ask that the widest discretion be given the judge or commissioner in his rulings on the credibility of witnesses and admission of evidence, and that the Chinese be called upon to bring all the evidence of which the cases are susceptible.

At the trial the Chinese who pose as interpreters for the defendant's attorney should not be allowed to sit where the defendant may take his cue from them as to how his answer should be given.

* * * * *
Under these circumstances the prime necessity was to break up the coaching schools in Montreal. With this end in view, negotiations were opened with the officers of the Canadian Pacific line, as a result of which the following arrangement was concluded, by which all Chinese

persons destined to the United States are delivered directly to administrative officers, and those rejected returned by said line, so far as resort to habeas corpus proceedings either in this country or in Canada will permit, to China at the expense of said line.

This agreement, made and entered into this 23d day of February, 1903, by and between Frank Perley Sargent, Commissioner-General of Immigration of the United States of America, subject to the approval of the Secretary of the Treasury, on behalf of the United States, party of the first part, hereinafter designated "the Government," and the Canadian Pacific Railway Company, party of the second part, hereinafter called "the company," witnesseth:

Whereas under the provisions of section 7 of the act of the United States Congress approved September 13, 1888 (25 U. S. Stat., p. 47), reenacted by section 1 of the act of April 29, 1902, all Chinese persons, except Chinese diplomats and consular officers and their attendants, are forbidden "to enter the United States except at the ports of San Francisco, Portland (Oreg.), Boston, New York, New Orleans, Port Townsend, or such other ports as may be designated by the Secretary of the Treasury;" and

Whereas the Secretary of the Treasury, acting under authority of said acts, has added to the ports of entry for Chinese persons Richford and St. Albans, Vt.; Plattsburg, Niagara Falls, and Buffalo, N. Y.; and Pembina, N. Dak., along the northern border of the United States; and

Whereas it is considered advisable by the said Commissioner-General, in order more effectually to carry out the purposes of the treaty and laws in relation to the exclusion of Chinese, to frame new regulations as to the entry of Chinese along the land borders of the United States; and

Whereas the said company is willing to comply with the provisions of the United States laws in relation to the exclusion of Chinese, and with regulations issued by the Government thereunder, so far as the same may be applicable, and so far as they may control vessels or transportation lines bringing Chinese persons to seaports of the United States;

Now, therefore, it is agreed:

First. The Government will establish and maintain at Richford, Vt., Malone, N. Y., Portal, N. Dak., and Sumas, Wash., which shall be the sole ports of entry during the continuance of this agreement for Chinese persons coming into the United States in transit overland through Canada other than Chinese diplomatic and consular officers and their attendants, along the northern border of the United States suitable detention houses, properly equipped with all conveniences necessary for the comfort, care, and isolation from outside communication and for the safe custody of Chinese persons brought to said houses and delivered to Government officers by said company while such persons are detained thereat awaiting examination and a final determination of their alleged right to enter the United States.

Second. The company will require from all Chinese persons seeking passage on its steamships to the United States, if of the classes enumerated in Articles II and III of the convention of December 8, 1894, the production of certificates complying with the requirements of section 6 of the act approved July 5, 1884, and section 7 of the act of September 13, 1888, as modified and confirmed by the act of April 29, 1902. The company will agree further to make such examination as it reasonably can to satisfy itself that Chinese claiming to be of the classes entitled by treaty or law to come into the United States are entitled so to enter.

Third. The company will deliver to the officers designated for that purpose by the Government, at those ports along the Canadian border hereinbefore described as the sole ports of entry under the terms of this agreement, lists in accordance with section 8 of the act of May 6, 1882, of all Chinese persons brought on board its steamships to any Canadian port destined to the United States in transit through Canada, and likewise deliver into the custody of said officers all such Chinese persons brought to any Canadian port and carried in transit through Canada destined to the United States, but the transfer of such Chinese persons to the houses mentioned in Article I of this agreement shall not be construed to be an admission to the United States until, in each case, the right of such Chinese persons to enter the United States shall have been finally determined.

Fourth. The company agrees to provide, free of expense to the Government and under the supervision and control of the Commissioner-General of Immigration, reasonable maintenance and hospital treatment for all such Chinese persons so delivered and detained pending the final determination of their right to enter the United States, upon condition that similar obligations are imposed upon steamship companies bringing Chinese persons to seaports of the United States.

Fifth. The Government agrees that all Chinese persons delivered to its officers by said company in accordance with the terms of this agreement shall have all the rights as to prompt hearing of their cases, consultation with legal counsel, perfecting of their appeals to the Secretary of the Treasury, and in all other respects that are accorded to Chinese persons detained at seaports of the United States.

Sixth. Immediately upon receiving notice that the Government has finally determined that any Chinese person so delivered by the company and detained as hereinbefore described can not lawfully be admitted to the United States, said notice being given within a reasonable time—whenever practicable at least twenty-four hours before the departure of the last of its trains to make connection with the sailings of its steamships—the said company agrees to take such Chinese person on board, place him in charge of an official of the company, who will safely guard and conduct him to the seaport of departure and deport him to the foreign port of his original embarkation free of cost to the Government; but it is understood that in the event of the Government returning any Chinese person so brought in by the company by any other line than that of the company, the whole cost and expense of such return shall be borne by the Government.

It is further understood and agreed that at the company's request the Government will hold Chinese, finally ordered to be deported, in the detention houses a reasonable time to accumulate a sufficient number in order that the company may not be put to unnecessary expense in deporting them, reasonable maintenance and hospital treatment to be provided by the company while so detained.

Seventh. It is further agreed that all Chinese brought by said company destined to the United States who land at ports of the Puget Sound district of the United States instead of going overland in transit to border ports of the United States, mentioned in this agreement, shall, if finally rejected by the United States authorities, be deported by said company in the same manner as if brought overland in transit through Canada, as provided by this agreement.

Eighth. This agreement shall be subject to revocation by either party upon sixty days' written notice and shall become operative thirty days from date thereof, or as soon thereafter as said Commissioner-General shall notify said company that he is ready to receive Chinese at the ports above mentioned under this agreement. It is understood that the promises of the company as contained in this agreement are given solely upon the condition that similar obligations be imposed upon and enforced by the Government against steamships bringing Chinese persons direct to United States seaports.

In witness whereof the parties have hereunto set their hands and seals, the seal of said corporation having been affixed and this agreement signed in its name and behalf by its president and secretary, on this 23d day of February, A. D. 1903.

THE CANADIAN PACIFIC RAILWAY CO.,
T. F. SHAUGHNESSY, *President*,
S. DRINKWATER, *Secretary*,
FRANK PERLEY SARGENT,
Commissioner-General of Immigration.

Approved by—

L. M. SHAW,
Secretary of the Treasury.

What defects may develop in this arrangement it is yet too soon to foresee, but I am confident that a serious check has been interposed to the unlawful entrance and naturalization of Chinese persons by resort to the Canadian route, and that a large item of expense in deporting those found to be here unlawfully has been saved. Suitable quarters have been rented at the ports of entry named in said agreement, those at Richford, Vt., and Malone, N. Y., have been properly equipped and furnished, and, under skilled officers, will soon be in operation, and within as short a time as practicable those at Portal, N. Dak., and Sumas, Wash., will also be ready for use. This I regard as a long stride in the direction of preventing the abuses above outlined; but, at the same time, consider it as an impending necessity to effect some corresponding arrangement as to the Mexican boundary which will undoubtedly, be the next point of attack.

ARRESTS OF CHINESE PERSONS CROSSING THE LAND BOUNDARIES OF THE UNITED STATES, AND THE DISPOSITION OF THEIR CASES BY UNITED STATES COMMISSIONERS AND COURTS.

	1901.			1902.			1903.		
	Deported.	Discharged.	Total.	Deported.	Discharged.	Total.	Deported.	Discharged.	Total.
Canadian border:									
East of Ohio.....	171	358	529	258	417	675	333	485	818
West of Ohio.....	87	18	105	80	61	141	220	105	325
All other districts..	182	81	263	181	131	312	151	126	277
Total.....	440	457	897	519	609	1,128	704	716	1,420

REGISTERED CHINESE LABORERS.

The following table shows, by ports, the number of registered Chinese laborers who departed from the United States during the year, as well as the number who were readmitted upon the submission of proof satisfactory to administrative officers that they had property, or debts, of the required amount, or lawful wives, parents, or children in this country:

TABLE XVI.—ARRIVALS AND DEPARTURES OF REGISTERED CHINESE LABORERS DURING FISCAL YEAR ENDED JUNE 30, 1903.

	Departure of laborers.	Return of laborers.		Departure of laborers.	Return of laborers.
Astoria, Oreg.....	3	7	Portland, Oreg.....		1
Buffalo, N. Y.....	6	14	Port Townsend, Wash.....	356	251
El Paso, Tex.....	1		Richford, Vt.....	87	37
Honolulu, Hawaii.....	457	456	San Diego, Cal.....		5
New York City.....	1	2	San Francisco, Cal.....	868	417
Niagara Falls, N. Y.....		1	St. Albans, Vt.....	2	
Pembina, N. Dak.....	34	47			
Plattsburg, N. Y.....	180	122	Total.....	1,995	1,459

The relatively small number of those returning through the port of Plattsburg, N. Y., and Richford, Vt., deserves especial attention in view of what has been said elsewhere relative to the practice on our northeastern land boundary, of boldly entering and taking the chances of proving birth in this country before United States commissioners. Many of the abuses connected with this class of Chinese immigration, arising either through the acceptance of insufficient proof of property or debts in this country, or through the somewhat improvident issuance of duplicate certificates in lieu of originals claimed to have been lost or destroyed, will, it is believed, cease hereafter, as a result of referring the decision of questions relating thereto to officers of the Bureau, who will exact reasonable proof of the claims made by such Chinese persons. The inducements for the pawning and transfer of certificates of residence, a fertile source of frauds, will also cease.

THE EXEMPT CLASSES.

In Table XVII is given a comparative statement of the number of arrivals of Chinese persons of the exempt classes during each of the past two years, showing an increase in such arrivals for the year

to which this report relates of 255, and in the admissions of such amounting to 266. These exempt persons include resident merchants returning to the United States, merchants resident in China or some other foreign country, teachers, students, travelers for curiosity or pleasure, officers of the Chinese Government, and the lawful wives and minor children of merchants.

Elsewhere in this report will be found a statement of the number seeking the privilege of transit through the United States, as well as of those Chinese persons who claim exemption from the provisions of the laws and treaty in relation to the exclusion of Chinese, on the ground of birth in this country.

TABLE XVII.—SHOWING THE NUMBER OF CHINESE PERSONS OF THE EXEMPT CLASSES ADMITTED AND REJECTED AT THE PORTS OF THE UNITED STATES DURING THE FISCAL YEARS ENDED JUNE 30, 1902 AND 1903.

	1902.						1903.		
	Admitted.	Rejected.	Pending.	Out on bond.	Admitted by courts.	Total applications.	Admitted.	Rejected.	Total.
Astoria, Oreg.....	13					13	26		26
Buffalo, N. Y.....	1					1			
Honolulu, Hawaii.....	75	11				86	101	2	103
Niagara Falls, N. Y.....	1	3				4			
New York, N. Y.....	1	8				9	1	1	2
Pembina, N. Dak.....	15	6				21	21	5	26
Plattsburg, N. Y.....	57	17				74	75	8	83
Portland, Oreg.....	7	18				25	13	4	17
Port Townsend, Wash.....	394	98				492	344	72	416
Richford, Vt.....	26					26	10		10
San Diego, Cal.....	12	4				16			
San Francisco, Cal.....	632	32	11	3	16	734	932	144	1,076
Total.....	1,257	217	11	3	16	1,504	1,523	236	1,759

Much the largest proportion of these classes is composed of resident merchants and their minor sons. The Bureau believes that much of the uncertainty as to the merits of such cases might be obviated by requiring alleged mercantile firms to file complete lists of their membership, accompanied by photographs and descriptions of each of the members, the amounts respectively owned by them, the dates upon which such ownership was acquired by each partner, and the nature of his personal occupation therein. They should also be required to give prompt information to the officer in charge of the enforcement of the Chinese exclusion law in the district where such mercantile firm is engaged in business, of any changes in their membership. A record of this character would not only exclude those who merely pretend to be resident merchants, but would also facilitate and insure the admission of those entitled thereto. It is a notorious fact that many small grocery establishments have 20 or more professed firm members, each claiming an interest of \$1,000 therein, and at no time can the business done furnish a support to more than a small minority of such partners, nor frequently can more than 4 or 5 members, and sometimes fewer, be found at the business stand. In many instances the other partners are found to be merely laborers, whose calloused hands show plainly the nature of their occupation, pointing plainly to the conclusion that the alleged ownership and employment in a mercantile business is a mere pretense to secure them from arrest and deportation as unregistered laborers. Doubtless there are many so-called mercantile firms

whose merchandise consists principally of Chinese laborers, the unlawful importation of whom constitutes a vastly more lucrative business than selling the teas, rice, oil, and trivial Chinese wares which are the ostensible sources of their support.

A significant feature of the minor son cases is that usually those Chinese persons who pose as such for the first time feel the need of a father's nurture and training when they are approximating their majority, often, moreover, belying their alleged tender age, by exhibiting the physical characteristics of fully matured men. Once admitted, they are lost in the mass of their countrymen and may, with comparative impunity become, and continue indefinitely to be, laborers. Should they, however, be found laboring and fail to produce the certificate of residence prescribed by law, they can be arrested, and by the means already described, undertake with some confidence of the result, to convince the United States commissioner before whom they are taken that they were born in the United States. Such cases are not imaginary. Within a short time, a registered Chinese laborer has surrendered his certificate of residence, which was a confession that he was amenable to the Chinese exclusion law, because he had been arrested and taken before a United States commissioner, who discharged him as an American citizen. He, therefore, preferred to rely upon the written judgment of the commissioner to establish his right to be in this country, and accordingly freely relinquished the certificate on which he had formerly relied.

CHINESE PERSONS IN TRANSIT.

A very large number of Chinese persons who apply at our ports for admission desire to pass through the United States to adjacent foreign territory. In my last annual report the opinion was expressed that the majority of such persons did not intend to remain in such foreign territory. The destinations to which they almost invariably proceed are somewhere in Mexico, whence I still believe most of them intend—and many of them accomplish that purpose—to cross into the United States. This fact, with the results anticipated from the effective handling of Chinese attempting to enter unlawfully from Canada, renders it of paramount importance to establish and maintain along the Mexican border a large and active corps of inspectors.

The bulk of the applications for the privilege of transit are made at San Francisco, comparatively few entering this country for that purpose elsewhere. The number of such applications during the year is shown in the tabulated statement from that port.

TABLE XVII A.—SHOWING NUMBER OF CHINESE PERSONS PERMITTED TO PASS THROUGH TO FOREIGN COUNTRIES DURING THE FISCAL YEAR ENDED JUNE 30, 1903.

Port.	Number.
New York, N. Y.	49
Platt-burg, N. Y.	299
San Diego, Cal.	1
San Francisco, Cal.	1,756
Eagle Pass, Tex.	12
New Orleans, La.	4
Total	2,228

^aChinese passing through the United States in transit to China not included.

CHINESE SEAMEN.

By far the most important event during the year in relation to the enforcement of the Chinese exclusion laws was the ruling of the Attorney-General that Chinese may be lawfully landed in the United States for the purpose of being signed before a United States shipping commissioner to man American vessels as seamen. This opinion was rendered in compliance with the request of counsel for the Pacific Mail Steamship Company, the Bureau having directed that the landing of Chinese seamen under such conditions and for such use would be a violation of both the alien contract-labor and the Chinese exclusion laws.

The opinion, in my judgment, discloses a serious defect in both laws, and it is accordingly recommended that suitable amendatory legislation be enacted which will give that same measure of protection from alien contract labor to the seamen of this country which it was clearly the intent of Congress to bestow upon all classes of American labor, without distinction.

It is also urged that the Chinese exclusion laws should be amended in such manner as may be requisite to preclude any assumption that because of their occupation it was not the design of the treaty and laws to forbid the admission to the United States of Chinese to be employed as seamen, after arrival here, on American vessels.

Apart from any reason as to the merits of the amendatory legislation urged, it is of much importance from a practical point of view. Not the least difficulty of administration is to prevent the escape of Chinese seamen, so called, or their substitution for other Chinamen, during the time that the vessels of whose crews they are members are in ports of this country. Thus far the Bureau has resorted, at heavy expense, to the employment of guards. This device, however, is only partially effective, as it can not reach those who are granted the usual shore leave, nor can guards always prevent substitution. This subject is now being given careful consideration in connection with the preparation of the proposed new regulations. As will be readily seen, however, as a result of the decision above mentioned, the difficulty is greatly increased. A situation that heretofore was merely occasional, will now become practically uniform, and vessels in the trans-Pacific trade will be manned exclusively by Chinamen, whose services will doubtless be secured regularly, both because they will cost less than those of seamen of this country and because the absence of any organization of the former renders it easier for the employer to handle them in such manner as may seem most conducive to his own interest. Until Congress supplies the necessary remedial legislation, the Bureau can but apprehend many violations of law by the entrance of Chinese seamen.

PORT OF SAN FRANCISCO.

There is presented below a report from San Francisco, Cal., the principal port of entry for Chinese, accompanied by tabulated statements from which may be gleaned information as to the number, classification, purpose, and disposition of persons of that race applying for admission during the current year:

U. S. IMMIGRATION SERVICE, CHINESE BUREAU,
San Francisco, Cal., July 14, 1903.

SIR: * * * The result of this energy and general fidelity is shown in the few cases that are now in the detention loft undisposed of, as far as our office is concerned. The number is not above 35 all told, and of these 15 are alleged merchants' sons' cases on whose behalf no evidence has as yet been presented at this office. This small bal-

whose merchandise consists principally of Chinese laborers, the unlawful importation of whom constitutes a vastly more lucrative business than selling the teas, rice, oil, and trivial Chinese wares which are the ostensible sources of their support.

A significant feature of the minor son cases is that usually those Chinese persons who pose as such for the first time feel the need of a father's nurture and training when they are approximating their majority, often, moreover, belying their alleged tender age, by exhibiting the physical characteristics of fully matured men. Once admitted, they are lost in the mass of their countrymen and may, with comparative impunity become, and continue indefinitely to be, laborers. Should they, however, be found laboring and fail to produce the certificate of residence prescribed by law, they can be arrested, and by the means already described, undertake with some confidence of the result, to convince the United States commissioner before whom they are taken that they were born in the United States. Such cases are not imaginary. Within a short time, a registered Chinese laborer has surrendered his certificate of residence, which was a confession that he was amenable to the Chinese exclusion law, because he had been arrested and taken before a United States commissioner, who discharged him as an American citizen. He, therefore, preferred to rely upon the written judgment of the commissioner to establish his right to be in this country, and accordingly freely relinquished the certificate on which he had formerly relied.

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By far the most important event during the year in relation to the enforcement of the Chinese exclusion laws was the ruling of the Attorney-General that Chinese may be lawfully landed in the United States for the purpose of being signed before a United States shipping commissioner to man American vessels as seamen. This opinion was rendered in compliance with the request of counsel for the Pacific Mail Steamship Company, the Bureau having directed that the landing of Chinese seamen under such conditions and for such use would be a violation of both the alien contract-labor and the Chinese exclusion laws.

The opinion, in my judgment, discloses a serious defect in both laws, and it is accordingly recommended that suitable amendatory legislation be enacted which will give that same measure of protection from alien contract labor to the seamen of this country which it was clearly the intent of Congress to bestow upon all classes of American labor, without distinction.

It is also urged that the Chinese exclusion laws should be amended in such manner as may be requisite to preclude any assumption that because of their occupation it was not the design of the treaty and laws to forbid the admission to the United States of Chinese to be employed as seamen, after arrival here, on American vessels.

Apart from any reason as to the merits of the amendatory legislation urged, it is of much importance from a practical point of view. Not the least difficulty of administration is to prevent the escape of Chinese seamen, so called, or their substitution for other Chinamen, during the time that the vessels of whose crews they are members are in ports of this country. Thus far the Bureau has resorted, at heavy expense, to the employment of guards. This device, however, is only partially effective, as it can not reach those who are granted the usual shore leave, nor can guards always prevent substitution. This subject is now being given careful consideration in connection with the preparation of the proposed new regulations. As will be readily seen, however, as a result of the decision above mentioned, the difficulty is greatly increased. A situation that heretofore was merely occasional, will now become practically uniform, and vessels in the trans-Pacific trade will be manned exclusively by Chinamen, whose services will doubtless be secured regularly, both because they will cost less than those of seamen of this country and because the absence of any organization of the former renders it easier for the employer to handle them in such manner as may seem most conducive to his own interest. Until Congress supplies the necessary remedial legislation, the Bureau can but apprehend many violations of law by the entrance of Chinese seamen.

PORT OF SAN FRANCISCO.

There is presented below a report from San Francisco, Cal., the principal port of entry for Chinese, accompanied by tabulated statements from which may be gleaned information as to the number, classification, purpose, and disposition of persons of that race applying for admission during the current year:

U. S. IMMIGRATION SERVICE, CHINESE BUREAU,
San Francisco, Cal., July 14, 1903.

Sir: * * * The result of this energy and general fidelity is shown in the few cases that are now in the detention loft undisposed of, as far as our office is concerned. The number is not above 35 all told, and of these 15 are alleged merchants' sons' cases on whose behalf no evidence has as yet been presented at this office. This small bal-

ance remains from a total of 1,892 cases that have been before this office for investigation and disposition during the last quarter ending June 30, 1903, made up as follows:

Total number of Chinese arriving at this port for the months of April, May, and June, 1903	631
Transits	809
	1,440
Cases of merchants and laborers giving ninety days' notice of their intended return	261
Departing laborers	67
Departing merchants	65
Cases received from other points for investigation	59
	452
Total	1,892

It is most gratifying to note that the results referred to have been accomplished in the face of great disadvantages, in that since my assumption to this office the majority of the experienced officers have been transferred to other districts, while their places have been taken by faithful but new men.

One other change for the more effectual carrying out of the exclusion act at this port, to which I desire to call your attention, is the system recently introduced and now perfected by which every case that comes before this office is recorded and may be traced from the time of its presentation until its final disposition. This system has the advantage of exhibiting the process of each and every case, which may be seen at a glance by those in authority, and at the same time precludes the possibility of outsiders knowing the particular inspector who is charged with the duty of investigating certain cases, which leaves our officers absolutely free from outside interference while the cases are being investigated.

Notwithstanding all that has been accomplished as the result of these and other measures for improvement, there is one more obstacle which if removed could greatly aid in putting an effectual stop to the practice of coaching, especially in alleged native-born and merchants' sons' cases, which can hardly be prevented, situated as the detention loft is at the present time. Moreover, it is a great hardship on the Chinese after a long voyage to be closely confined during an indefinite period pending final action in their cases. If the detention loft should be located on some island in the bay, where Chinese immigrants could have the benefit of some freedom and outside fresh air, it would greatly remove the hardship that is now forced upon them, and it would at the same time prevent coaching.

* * * * *

Respectfully, yours,

CHARLES MEHAN,
Chinese Inspector in Charge.

The COMMISSIONER-GENERAL OF IMMIGRATION,
Washington, D. C.

REPORT OF CHINESE BUSINESS TRANSACTED AT THE PORT OF SAN FRANCISCO, CAL., DURING THE FISCAL YEAR ENDED JUNE 30, 1903.

	Miscellaneous.		Merchants.		Wives of merchants.		Sons of merchants.		Daughters of merchants.		Natives.	
	Landed.	Denied.	Landed.	Denied.	Landed.	Denied.	Landed.	Denied.	Landed.	Denied.	Landed.	Denied.
1902.												
July			55	8			5				14	6
August			41	3			4				19	13
September	5		52	6	12		11				24	26
October	4		57	5	1		13	1	2		35	32
November	11		36	4	3		14				18	45
December	1		39	10			11	1			11	30
1903.												
January	1		43	3	3		22	2	1		15	21
February		1	8	3	1	1	14	3	1		10	15
March	65		14		1		8	1		1	5	29
April	6	1	18	3	1		8	1	1		16	58
May	1		29	5	1		10	3			21	19
June	46	2	60	10			29	10			42	55
Grand total	112	17	452	63	16	3	152	22	5	1	220	331

^aMinister's party. ^bIncluding 38 for St. Louis Exposition.

REPORT OF CHINESE BUSINESS TRANSACTED AT THE PORT OF SAN FRANCISCO, CAL., DURING THE FISCAL YEAR ENDED JUNE 30, 1903—Continued.

	Section 6.		Laborers with return certificates.		Landed.		Denied.		Total landed.	Total denied.	Total cases disposed of.
	Landed.	Denied.	Landed.	Denied.	Males.	Females.	Males.	Females.			
1902.											
July			50		126	1	14		127	14	141
August	5		45		113	1	18		114	18	132
September	10	7	105		206	5	41		211	41	252
October	17	1	74		190		44	1	197	45	242
November	8	5	77	7	161	6	66		167	66	233
December	7	2	66	3	135		47	1	135	48	183
1903.											
January	4	3	26	4	112	3	33		115	33	148
February		2	4	1	36	2	24	2	38	26	64
March	5		6	1	95	9	21	2	104	23	127
April	19	1	5	10	69	5	44		74	44	118
May	27	13	8	7	95	1	67	2	96	69	165
June	22	4	51	8	247	3	83	1	250	89	339
Grand total	124	38	517	41	1,585	43	507	9	1,628	516	2,144

	Departing.			Refused admission, returned to China.	Deported.	Arrived in transit—						Overland en route to China.		
	Seeking admission.	Males.	Females.			For transfer by steamship.			To depart overland.				By steamship en route to China, transferred at this port.	
						Permitted.	Denied.	Total arrivals.	Permitted.	Denied.	Total arrivals.			
1902.														
July	112	91	21	112	2	19	101	1	102	31	1	32	54	12
August	161	308	15	323	1	39	30	4	34	25	2	27	35	9
September	265	412	30	442	14	21	134	15	149	13	1	14	42	15
October	277	528	9	537	634	26	146	9	155	12	6	18	60	13
November	191	819	22	841	23	82	51	12	63	10	4	14	43	22
December	136	782	16	798	29	45	54	3	57	15	5	20	31	18
1903.														
January	140	268	5	273	42	38	79			3			8	13
February	40	169	2	171	9	20	15	21	100	3	10	13	8	13
March	166	184	13	197	6	45	113		15	3		3	16	6
April	132	213	16	229	5	79	113		113	8		9	57	54
May	248	225	14	339	5	10	415		415	9		9	73	15
June	230	126	11	137	11	64	152		152	5		5	47	1
Total	2,098	4,125	174	4,299	181	488	1,611	66	1,677	145	29	174	451	191

^aIncluding 41 denied by this office and landed on appeal to Department. ^bIncluding 15 transits. ^cIncluding 13 transits. ^dIncluding 6 transits. ^eIncluding 32 transits. ^fIncluding 66 transits.

During the fiscal year 359 cases were taken out on writs of habeas corpus; 223 of which were ordered discharged, 118 ordered remanded, and 18 are pending.

SUMMARY.	
Departing, voluntary	4,299
Refused admission, returned to China (not including 66 transits)	115
Deported	488
Remanded	118
Total departing and returned to China	5,020
Total landed	1,628
Excess departures over admissions	3,392

Respectfully submitted,

WILLIAM T. BOYCE,
Chinese Inspector.

Approved.

CHARLES MEHAN,
Inspector in charge Chinese Bureau.

INVESTIGATION IN CHINA.

I can not conclude this portion of the report without adverting to the ineffective system of examination of those Chinese persons of the exempt classes who secure section 6 certificates under the act of July 5, 1884. These certificates are issued by the Chinese superintendents of customs, and, besides the permission of the Government for the departure of the persons holding them, contain the other information in detail required by law. The statute further provides that the United States consul nearest to the place of residence of a Chinaman applying for his signature to such certificate shall "examine into the truth of the statements set forth in said certificate, and if he shall find upon examination that said or any of the statements contained therein are untrue it shall be his duty to refuse to indorse the same."

It is my duty to report that, whether through lack of facilities to make a thorough examination or the fault of the agent through whom this duty is discharged, the consular examination is practically of no value. The holders in many instances deny positively the statements and show in other ways that the law in regard to these certificates is complied with in a purely perfunctory way, thus rendering worse than useless a device which was intended to give the holder a reasonable assurance that he would be permitted to land should he undertake the long and expensive journey to our shores, and to protect this country by a preliminary examination at the holder's place of residence, where alone the facts entitling him to admission could be ascertained with certainty from the entrance of inadmissible Chinese persons. Under these circumstances the only reasonable course appears to be the assignment of competent and experienced officers of the Bureau, whose conduct will be subject to its constant supervision and control, to the consular officers in China for use by the latter in making the investigations required by law. Such an arrangement would also prove of advantage in other respects, as it would furnish the means of securing evidence in many cases in which administrative officers have now to depend so largely upon the testimony of Chinese persons.

GENERAL.

It is anticipated that good results will follow from the installation of the Bertillon system, for which the last Congress made an appropriation, although it restricted the use of the system to laborers. Thus far the installation has not been completed, nor has there been sufficient time to train the officers stationed at the various ports of entry in the use of the system.

Notwithstanding the increase in Chinese business, as is shown by the tabulated statements hereinbefore presented, the Bureau feels sanguine that its efforts to enforce the laws will prove much more successful than heretofore. As one reason for this belief, it refers to the establishment of the control stations on the Canadian border, already described in detail. A rearrangement of the officers under my supervision also gives promise of better results. This rearrangement has been made after a personal visit to all the stations, and a personal estimate of the capabilities of the officers. Such visits from time to time seem to me indispensable. They afford opportunities for observation both of the actual conditions at the visited points and the means by which they are to be met; they establish a personal relation

between the head of the Bureau and the administrative officers, which is at once a stimulus to their efforts and a source of enlightenment to the Bureau.

There has been nothing in the conduct of my duties during the past year that I believe will be of more immediate and practical benefit than the knowledge thus acquired.

It is much to be regretted that the efforts of the Bureau officers have in some instances been met with half-hearted support on the part of a few of the United States attorneys. A notable instance is given in the foregoing report of the commissioner of immigration at Montreal, Canada. In the majority of cases, however, the law officers of the Government, other than some of the United States commissioners, are vigilant and active in the discharge of their duties in connection with the enforcement of the Chinese exclusion and immigration laws, and the Bureau has much pleasure in testifying to the unvarying promptness of the Department of Justice in rendering at all times such assistance as has been requested, contributing thereby materially to such success as has been achieved in the administration of this complex and much resisted legislation.

The Bureau feels that it is incumbent upon it to present certain information in regard to the enforcement of so much of the laws, both those regulating immigration and those in relation to the exclusion of Chinese, as rests with the judicial branch of the Government. Such information is indispensable to an intelligent comprehension of the measure of success that has been achieved by the two branches of Bureau officers.

In consequence of the activity of immigration officers there was instituted, last February, 15 civil suits against the San Francisco Brick Company, of California, for inducing the immigration under contract of 15 English brickmakers. Although by agreement of counsel the testimony of the imported brickmakers was taken previous to their deportation four months ago, the Bureau has no knowledge that the cases have ever been brought to trial. The same is true of suits brought during the past year upon similar evidence against the New Castle Pottery Company, of Pennsylvania. It seems necessary to enlighten the public by directing attention to the fact that the Bureau has no powers except those of an administrative nature in connection with the immigration and Chinese exclusion laws. Cases arising thereunder cognizable by the courts are beyond its jurisdiction. As throwing some light, however, upon the apparent ineffectiveness of the Chinese exclusion laws, it presents the following tabulated statements, showing the number of arrests in New York and the New England States of Chinese persons and the disposition thereof by the United States commissioners and courts.

REPORT OF TRIALS BEFORE UNITED STATES COMMISSIONERS IN NORTHERN NEW YORK OF CHINESE ARRESTED DURING THE FISCAL YEAR ENDED JUNE 30, 1903, FOR BEING UNLAWFULLY IN THE UNITED STATES.

Commissioner.	Residence.	Discharged.	Ordered deported.	Pending.	Total.	Ratio of deportations.	Ratio of trials.
J. B. Rodgers	Watertown		3	1	4	<i>P. et.</i> 75	<i>P. et.</i> 0.4
F. J. Gray	Ogdensburg	104	59	34	197	30	18
B. L. Wells	Matone	125	63	19	207	30	19
Fred W. Dudley	Fort Henry	210	40	73	323	12	20
J. Corbin	Plattsburg	238	37	101	376	10	31

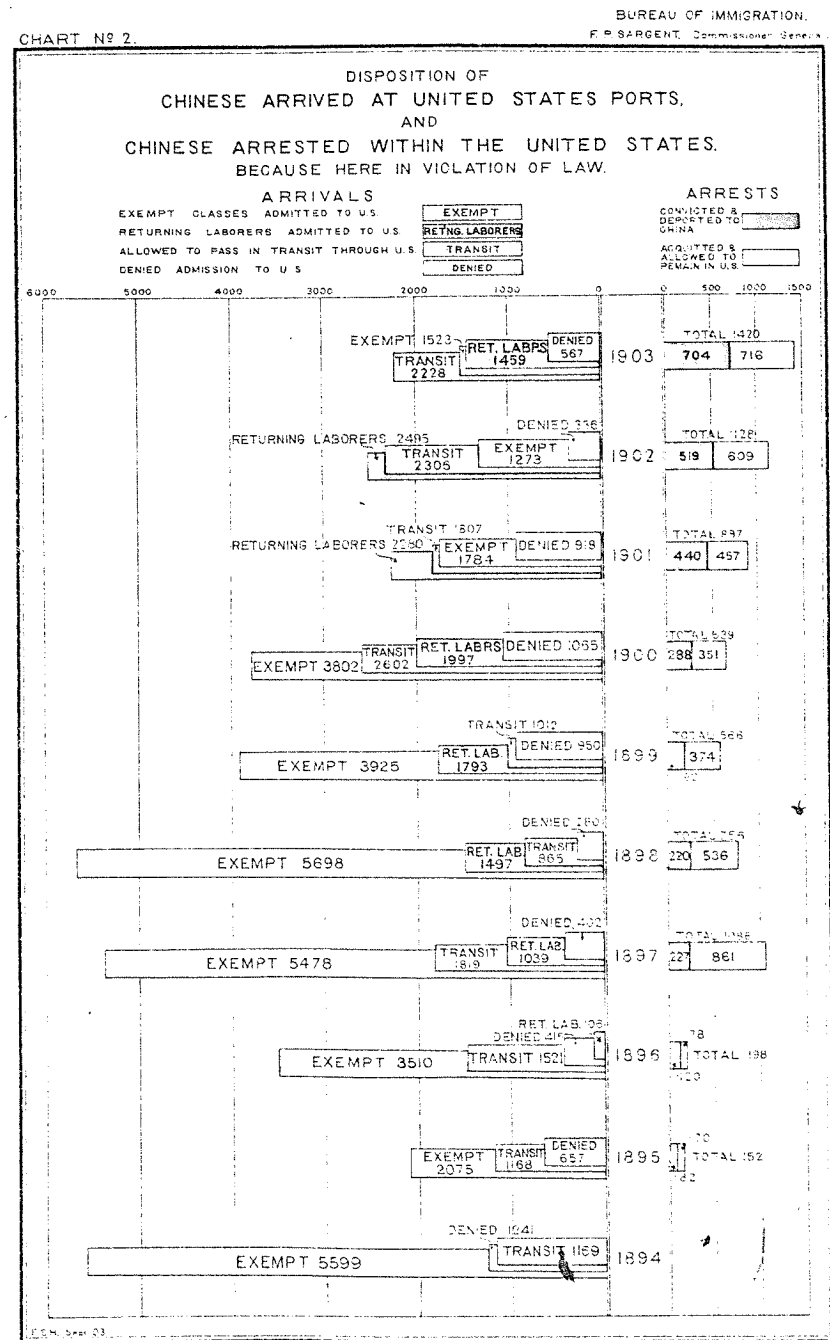
The act approved March 3, 1901, provided that the United States attorney for the district in which any Chinaman should thereafter be arrested for being unlawfully in the United States might designate the United States commissioner before whom such arrested Chinaman should be heard. It would, therefore, appear that the said attorney would in every instance endeavor to exercise such power in the manner best to conserve the interests of the Government in such cases. The foregoing table shows that the commissioner in each instance who ordered the largest per cent of deportations received the least number of cases. It is unnecessary to comment further upon the information disclosed by the said table.

The increase of territory over which the Chinese exclusion laws are to be enforced, as well as the measures either adopted or to be adopted, to which reference has already been made, will necessitate a larger appropriation, an estimate of the amount of which will also be given at the appropriate time.

REPORT OF DISPOSAL OF CASES OF CHINESE ARRESTED FOR BEING UNLAWFULLY IN THE UNITED STATES.

	New England districts, fiscal year—			Eastern district of New York, fiscal year—		
	1901.	1902.	1903.	1901.	1902.	1903.
Number of cases pending at beginning of fiscal year:						
Before United States commissioner.....	25	81	47	0	0	0
Before United States courts.....	3	26	20	0	0	0
Arrests during the year.....	135	137	63	0	0	30
Arraigned before United States commissioner.....	135	137	63	0	0	30
Bailed before hearing by United States commissioner.....	17	6	0	0	0	16
Bailed on bonds.....	17	8	1	0	0	15
Bailed on personal recognizance.....				0	0	1
Appeared before United States commissioner for trial.....	79	126	102	0	0	30
Discharged by United States commissioner.....	20	56	22	0	0	17
Ordered deported by United States commissioner.....	59	64	80	0	0	13
Deported on commissioner's finding.....	9	4	11	0	0	1
Bailed on notice of appeal to United States court.....	12	4	15	0	0	12
Pending before United States commissioner.....	81	47	8	0	0	0
Failed to take said appeal or appear.....	0	6	0	0	0	0
Appeared for trial.....	26	106	49	0	0	12
Discharged by court.....	0	29	18	0	0	1
Ordered deported by court.....	3	77	31	0	0	11
Actually deported on said order.....	9	77	31	0	0	0
Pending in court at close of fiscal year.....	26	20	6	0	0	11

The significant facts disclosed by the foregoing statement are, first, that Chinese prisoners are admitted to bail with great liberality, notwithstanding the obvious intent of the provisions of the acts of May 5, 1892, and November 3, 1893, to put a check upon such practice. It is, furthermore, shown that these persons are bailed at all stages of the proceedings, in some cases even being allowed to go at large upon the mere personal recognizance of private individuals—sometimes the attorneys representing them. In view of this fact it will not be difficult to understand the further circumstance, above shown, that many cases have been pending year after year, of the disposal of which there seems to be no record. It is fair to presume that in many instances the Chinese prisoners have never turned up. In some cases other persons, who were willing to be deported, have taken the place of the prisoner, since the interval of time between the latter's enlargement on bail and the hearing of the case has rendered it impossible to identify the prisoner surrendered with the actual violator of the law.



REPORT OF COMMISSIONER-GENERAL OF IMMIGRATION. 111

FINANCIAL.

Below is given a statement showing the receipts and disbursements on account of the "Immigration fund," the appropriation for the enforcement of the contract-labor law up to March 4 last, at which time the said law became a part of the new general immigration law, and the appropriation for the enforcement of the Chinese exclusion laws:

RECEIPTS AND EXPENDITURES ON ACCOUNT OF THE IMMIGRANT FUND FROM JULY 1, 1902, TO JUNE 30, 1903, AND BALANCE ON HAND JUNE 30, 1903.

Balance June 30, 1902	.....	\$686,282.21
Receipts fiscal year 1903	.....	1,416,515.14
Total	.....	2,102,797.35
Expenditures fiscal year 1903	.....	826,314.66
Balance June 30, 1903	.....	1,276,482.69

ITEMIZED STATEMENT OF RECEIPTS AND EXPENDITURES AT THE VARIOUS PORTS.

	Receipts.	Expenditures.		Receipts.	Expenditures.
Astoria, Oreg.	\$59.00		Norfolk, Va.	\$4.00	
Baltimore, Md.	\$7,541.00	\$13,963.82	Philadelphia, Pa.	42,745.00	\$20,089.42
Bangor, Me.	2.00		Portland, Me.	702.00	675.60
Barnstable, Mass.	4.00		Portland, Oreg. (Willamette)		573.00
Beaufort, S. C.	1.00		Porto Rico		7,136.60
Boston, Mass.	96,221.00	28,195.27	Port Townsend, Wash.		4,949.00
Charleston, S. C.	10.00		Providence, R. I.		393.00
Eagle Pass, Tex.	64.00		San Diego, Cal.		6.00
El Paso, Tex.	206.00		San Francisco, Cal.	10,241.00	8,817.33
Fernandina, Fla.	8.00		Shieldsboro, Miss.		5.00
Galveston, Tex.	3,314.00		Tampa, Fla.		13.00
Gloucester, Mass.	6.00		Wilmington, Del.		2.00
Honolulu, Hawaii	18,337.00	4,760.04	Quebec and Halifax, Canada		33,413.00
Jacksonville, Fla.	9.00		Vancouver, British Columbia	4,174.00	10,170.35
Key West, Fla.	7,255.00		Amount paid on Ellis Island buildings, fiscal year 1903		50,000.00
Marblehead, Mass.	1.00				
Miscellaneous		189,907.88			
Mobile, Ala.	185.00				
New Bedford, Mass.	5,171.00				
New Orleans, La.	6,574.00	3,551.51			
Newport News, Va.	18.00				
New York, N. Y.	1,087,173.14	472,021.39			
			Total	1,416,515.14	826,314.66

RECAPITULATION OF EXPENSES.

	First quarter.	Second quarter.	Third quarter.	Fourth quarter.
Baltimore, Md.	\$3,077.58	\$2,737.70	\$4,150.83	\$5,997.71
Boston, Mass.	4,874.21	5,938.14	6,735.48	10,617.44
Honolulu, Hawaii	576.00	853.75	1,471.50	1,856.79
Miscellaneous	22,572.58	32,823.48	47,357.97	87,153.85
New Orleans, La.	406.68	402.83	1,285.43	1,156.57
New York, N. Y.	98,438.74	88,537.75	112,848.21	172,196.61
Philadelphia, Pa.	3,515.20	6,024.04	3,578.91	6,971.27
Portland, Me.	151.60	157.60	158.00	208.40
Porto Rico	1,216.59	1,770.02	1,638.82	1,527.95
Quebec, Canada	3,617.58	3,638.67	4,160.37	4,541.45
San Francisco, Cal.	2,020.63	1,938.25	2,446.58	2,412.47
Vancouver, British Columbia	1,900.11	2,509.28	2,717.76	3,042.50
Paid on Ellis Island buildings, fiscal year 1902				50,000.00
Total	142,337.50	147,334.21	188,569.91	318,013.04

Appropriation for the enforcement of alien contract-labor laws, 1903	.....	\$150,000.00
Disbursements on account of salaries and traveling expenses of inspectors, together with amount expended in the deportation of aliens here in violation of alien contract-labor law	.....	106,718.89
Appropriation for the enforcement of Chinese exclusion act, 1903	.....	250,000.00
Disbursements on account of salaries and traveling expenses of inspectors, together with amount expended in the deportation of Chinese here in violation of law	.....	268,635.63

From the foregoing statement it will be seen that the net balance on hand after payment of all expenses incident to the administration of the laws and regulations in regard to immigration, and of \$50,000 on account of the new building on Ellis Island, New York Harbor, is \$1,276,482.69. This is an increase over the balance on hand at the corresponding period last year of \$590,200.48. The total expenditures for the execution of the immigration laws were, at the various points named in Table XV, \$826,314.66. This total, of course, is exclusive of the expenditures involved in the administration of the alien contract-labor laws, which, as will be seen elsewhere, were made from a specific appropriation for that purpose of \$150,000, and aggregated \$106,718.89, and, furthermore, is exclusive of the payment from the "Immigrant fund" (the head-tax receipts) of \$50,000 for the new building above referred to.

CHINESE DEPORTATIONS.

On eastern part of Canadian frontier	307
On western part of Canadian frontier	228
On Mexican boundary principally	138
Total	673

As will be seen from the accompanying financial statement, the total cost of making deportations was \$80,375.45. Of this sum, the deportations of Chinese crossing the Canadian line cost \$64,965.71, the larger per capita expense being due to the greater distance of those reported in Table XVIII as crossing into New York and the New England States from China. Large as the amount expended for this purpose is, it by no means represents all the charges to which the Government is put on account of this evil. An indefinite additional sum must be added thereto, including salaries and traveling expenses of officers employed to enforce the law in this respect, the cost of trial by the courts and commissioners, the jail fees, etc.

The Bureau has expended, as the annexed table shows, \$268,635.63, an amount in excess of the annual appropriation of \$18,635.63. The necessity for such expenditure, as well as of a larger appropriation for the enforcement of these laws, has, it is believed, been shown herein. The laws can be made effective of their design, but to make them so the means must be furnished; otherwise the outlay made already will prove in a measure to have been a useless expenditure.

Expended for salaries and expenses of officers and miscellaneous items.	\$188,260.18
Expended for deportation of prisoners entering the United States over Canadian border	64,965.71
Expended for deportation of prisoners entering the United States at other points	15,409.74
Total expenditures	268,635.63
Amount of appropriation, 1903	250,000.00
Amount of deficiency	18,635.63

CHARTS.

Accompanying the report the Bureau presents charts, which contain in graphic form information in regard to immigration, in accordance with the headings attached to each chart.

It seems necessary, however, to furnish a definite description of chart No. 3, to avoid any risk of misapprehension.

CHART No. 3.

INCREASE AND DECREASE.

Diagrams shown on this map indicating the yearly increase and decrease in each State's proportion of the entire immigration to the United States prominently show progressively increasing proportions of immigrants going to the group of States consisting of Pennsylvania, Ohio, and West Virginia, while the percentage for the neighboring State of New York has gradually decreased from 42 per cent in 1892 to 30 per cent in 1903. They also show the far Western States are attracting increasing proportions and the Middle West and South decreasing percentages year by year. Thus a considerable change is shown to be taking place with regard to the distribution of immigrants in these different sections of the country.

It is of interest to note in this connection the uniformity of the fluctuation of immigration to the New England States, each of them having attracted increasing proportions from 1892 to 1895 or 1896, with decreased percentages since (leaving out of consideration the increase for Vermont during the past two or three years).

RACE CLASSIFICATION.

Ninety-seven per cent of the immigration to this country comes from Europe. This European immigration may be separated by race into four or five well-recognized divisions, which conform more or less to geographical location. With the assistance of Prof. Otis T. Mason, Curator of Ethnology, National Museum, most of these different races or peoples coming from Europe have been grouped into four grand divisions, as follows:

Teutonic division, from northern Europe: German, Scandinavian, English, Dutch, Flemish, and Finnish.

Iberic division, from southern Europe: South Italian, Greek, Portuguese, and Spanish; also Syrian from Turkey in Asia.

Celtic division, from western Europe: Irish, Welsh, Scotch, French, and North Italian.

Slavic division, from eastern Europe: Bohemian, Moravian, Bulgarian, Servian, Montenegrin, Croatian, Slovenian, Dalmatian, Bosnian, Herzegovinian, Hebrew, Lithuanian, Polish, Roumanian, Russian, Ruthenian, and Slovak.

The Mongolic division has also been added, to include Chinese, Japanese, Korean, East Indian, Pacific Islander, and Filipino.

The foregoing racial divisions are indicated on the chart by the coloring of the race bars. By reason of blood mixture this classification is somewhat arbitrary, especially with regard to Finnish, Scotch, and southern Germans.

RACIAL DISTRIBUTION.

Iberic and Slavic divisions: More than 70 per cent of the immigration going to the group of seven States, New York, Pennsylvania, New Jersey, Ohio, Delaware, Maryland, and West Virginia, which group receives 50 per cent of the entire immigration to the United States, belong to the Iberic races of southern Europe (principally South Italian) and Slavic races of eastern Europe, including Magyars from Hungary. Of the great bulk of immigration going to New York, 35 per cent is South Italian and 24 per cent Hebrew. Other eastern and southern States, and Indiana, Illinois, and Missouri get large percentages of immigrants belonging to the Iberic and Slavic divisions. Louisiana is conspicuous because of heavy percentage of South Italians.

Teutonic division: The northwestern States get heavy percentages of immigrants of Teutonic blood from northern Europe, the States of Michigan, Minnesota, North and South Dakota, Iowa, Kansas, Nebraska, and Utah each receiving from 65 to 90 per cent of immigrants of this class.

Keltic division: New England and some of the Southern States show moderate proportions of immigrants of the Keltic division. This class of immigrants, however, is most conspicuously represented in the Southwest and Rocky Mountain regions.

Mongolic division: Most of the immigrants of the Mongolic division, principally Japanese, go to Hawaii and the Pacific coast. Of all the immigrants going to Hawaii, 86 per cent are Japanese.

OCCUPATIONS.

Character of the immigration to certain States and sections with regard to occupation is conspicuously shown by the variation in the proportions of the two great classes designated under the heads of "laborers" and "no occupation." (Immigrants

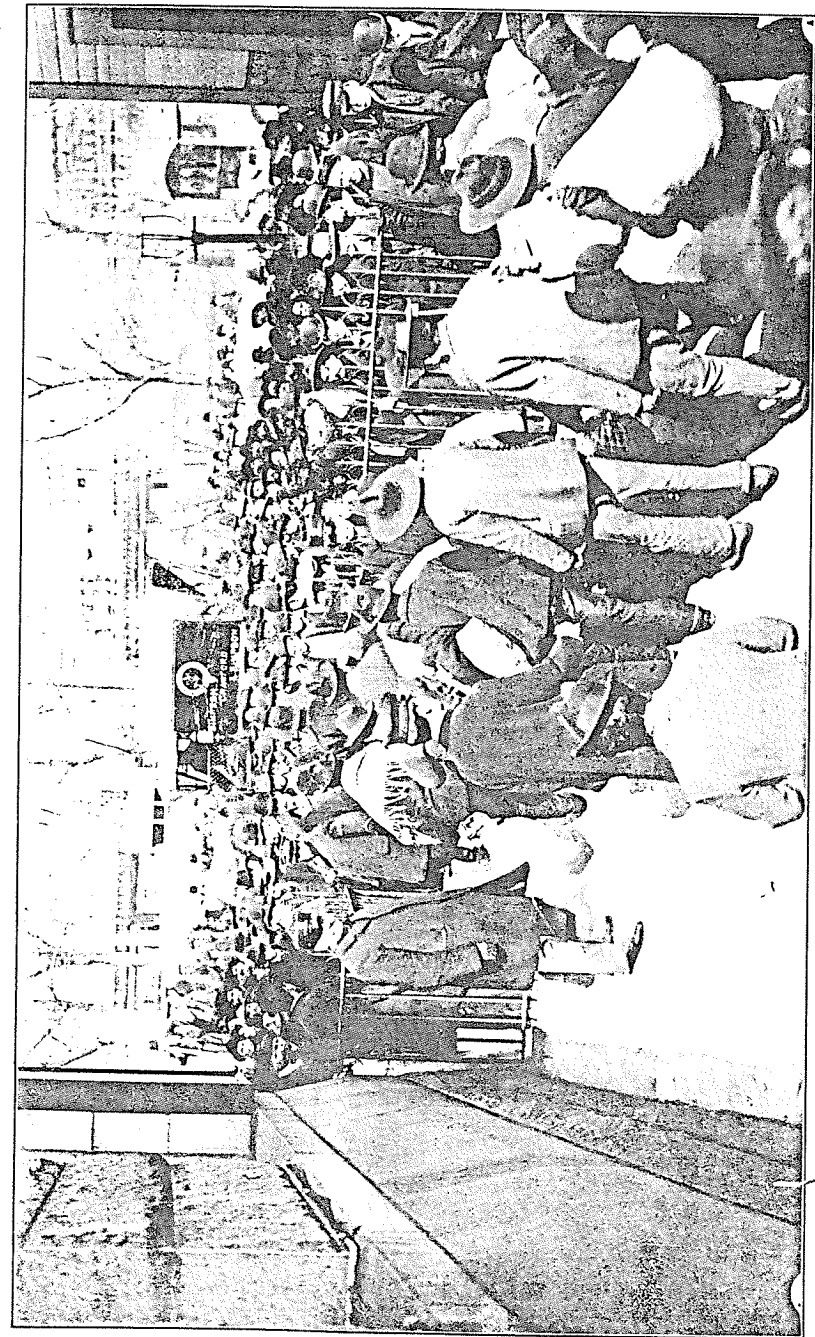
classed under the head of "no occupation" are composed almost entirely of women and children. This class, therefore, represents families.)

An examination of the chart shows that immigration to the mining regions of the Alleghenies, Lake Superior, and Rocky Mountains is composed of comparatively few families and a very large proportion of laborers, while that to the agricultural districts of the Middle West and South is composed of comparatively few laborers and large proportions of families. The latter fact is conspicuously the case with regard to the tier of seven prairie States and Territories from North Dakota to Texas, where nearly half the immigration consists of women and children classed under the head "no occupation," with a corresponding decrease in the proportion of laborers. It is notable also that the Teutonic element in the immigration to this tier of States greatly predominates, and there are more Germans than immigrants of any other Teutonic race.

BUREAU OF IMMIGRATION.

It will not be possible for even the most casual reader to peruse the foregoing report without conceiving a strong impression of the immensity of the Bureau's operations. They are coextensive with the continental and insular territory, from Alaska on the north to Porto Rico on the south, and from the Atlantic coast on the east to the western shores of the Philippine Archipelago, besides its temporary details of officers for service in Europe, the official investigations in China, made under the provisions of the Chinese-exclusion laws, and the location of officers in the countries adjoining the United States on the north and south. It administers two systems of legislation, both elaborate and one exceedingly complex, through hundreds of offices scattered over the vast area above referred to. In addition to all this, under the provisions of the act approved February 14, 1903, by which the Bureau was transferred to the Department of Commerce and Labor, the duties heretofore discharged by collectors of customs and collectors of internal revenue, in compliance with the laws and treaty relating to the exclusion of Chinese, except the registration of Chinese laborers in the Philippine Islands, will hereafter be performed by officers under the control of the Bureau.

The character of the work assigned to the Bureau, moreover, is no less noteworthy than its magnitude. It deals, not with the handling of dutiable goods, the raising of revenue, the management of the public finances, the consideration of questions of internal policy or international relations—these are all of sufficient importance to our national well-being—but with human beings, on account of and for whose sake all other and minor governmental provisions have their only reason and existence. Its duties are more important than those of other branches of the public administration in the exact proportion in which men are more important than things. They are also the more exacting, in somewhat the like proportion, requiring in a high degree the best qualities of manhood for their proper discharge—intelligence, energy, unflinching watchfulness, executive ability, firmness and decision of character, and, above all else, a broad humanity, which always sees in the masses of aliens, not mere animals, but fellow-beings under adverse conditions, and yet never permits its sympathies to obscure its duty to the people and institutions of this country which have the highest claim upon it. It should require no argument to prove that men with such qualifications are found after practical use only. They can not be tested by the standards of the schools alone, nor should their inability to measure up to some academic requirement deprive the Government of their valuable services.



ALIENS WHO HAVE BEEN ADMITTED LANDING IN NEW YORK AT THE BARGE OFFICE.

The foregoing observations apply with especial force to the administrative officers employed in the Bureau where all the lines of activity, throughout the field of its energies, converge and from which emanate the spirit and purpose that characterize the entire service.

Thus far in its development I believe that the Bureau has been fortunate in this respect. But it has reached a stage where the sudden and heavy increase in its duties requires the immediate services of additional officers. It must have men of some experience in the enforcement of the laws confided to it, and it must have enough of such men to meet and overcome the work which is now accumulating much more rapidly than it can be disposed of with the greatest display of efficiency and endurance by those now at its command. It has endeavored to meet the difficulty by temporary details of field officers for service in Washington until Congress could be appealed to for authority to employ additional men. In this effort it has been only partially successful, owing to what appears to me, speaking with all possible respect, to be a very narrow and rigidly literal construction of the statute intended to prevent the unnecessary detail of field officers for duty in the Departments at Washington.

The Bureau is thus confronted with the following dilemma: how to transact its large and rapidly increasing business with the official force provided by Congress when that business was comparatively small and stationary. If it brings experienced officers from the field to provide for emergencies until Congress can be appealed to for permanent provision, those officers, under the construction referred to, can receive no pay and the head of the Bureau has, notwithstanding the necessity, violated the law. If it applies for a register of eligibles, it at least can secure only inexperienced men to do highly specialized work at a time when pressure of business forbids supervision of their work by its skilled officers.

In conclusion, I have to report that in the initial year of my administration, I have deemed it my duty to enforce the laws confided to me according to their plain literal purport. That those whose interests run counter to the laws find fault with such a policy does not, to my mind, justify a resort to academic reasoning as to the intent of Congress that could only result, if satisfactory to those interests, in establishing the principle that the laws of this country are not to be administered with uniformity. If there is any just complaint against the operation of the law it can be properly addressed only to the legislative branch of the Government, from which alone the remedy can be obtained, and, in that case, effective support for such complaint is supplied by an equal and firm enforcement of the law.

All of which is respectfully submitted.

F. P. SARGENT,
Commissioner-General.

The SECRETARY OF THE TREASURY.

RECOMMENDATIONS
OF THE
COMMISSIONER-GENERAL OF IMMIGRATION

TO THE
SECRETARY OF COMMERCE AND LABOR.

BASED UPON THE ANNUAL REPORT FOR THE
FISCAL YEAR ENDED JUNE 30, 1903.

DEPARTMENT OF COMMERCE AND LABOR,
BUREAU OF IMMIGRATION,
Washington, July 1, 1903.

SIR: I have the honor to submit for your consideration, in connection with my annual report to the Secretary of the Treasury of the operations of the Bureau of Immigration for the fiscal year just ended, the following recommendations. While the time that has elapsed since the enactment of the new immigration law has been too brief to admit of a comprehensive criticism of its possible defects or to justify an unqualified commendation of it, yet in some respects it obviously requires immediate amendment. Thus, in section 1, so much should be stricken out as exempts transportation companies from the payment of the head tax on aliens in transit through this country to foreign territory.

The distinction thus made—by a clerical error, I am informed—is one of small practical value to the companies bringing aliens to the United States, and has been productive of much embarrassment in administration, since an alien in transit may be one who passes immediately through, or one who delays on the way for a greater or less time. How long such delay might continue and the alien retain his character as a transit for the purpose of exemption from the head tax is a question that must produce many conflicts of opinion. It is therefore urged that the words "upon aliens in transit through the United States nor" be stricken from section 1 of the act approved March 3, 1903.

ALIEN SEAMEN.

It has been held by the Attorney-General that neither the provisions of the law in relation to the introduction of aliens under agreement to perform labor or service of any kind in the United States, nor the laws in relation to the exclusion of Chinese persons, conflict with the bringing of Chinese seamen to the country and their subsequent landing, to be sworn before a United States shipping commissioner, to become members of the crews of American vessels. This decision, in my judgment, discloses a serious defect which demands remedial legislation in the laws referred to. Particularly does this necessity arise as to the first-mentioned laws, since it can not be assumed that Congress intended to make the provisions for the protection of American labor any less effective as regards those employed as seamen than with respect to citizens of the country engaged in other pursuits involving physical labor.

I am aware that in many instances efforts have been made to interpolate into the various laws affecting the immigration of aliens to this country, an implied exception as regards seamen, upon the apparent theory that such exception is necessary to the growth of our mercantile marine. Usually, however, the sole obstacle to securing American seamen is that it costs more than alien labor in the same line. In such case it can not reasonably be contended that our merchant marine stands in this respect upon any other or different footing from that occupied by our numerous and meritorious industries, which would equally desire the privilege of securing labor where it can be obtained at the lowest cost.

I must therefore ungently recommend the enactment of additional legislation to prevent the introduction through the ports of the United States, for service as seamen on board of vessels of American registry, of preengaged aliens, and of an amendment to the laws in relation to the exclusion of Chinese persons and persons of Chinese descent that will prohibit the landing of such persons temporarily, to be taken before a shipping commissioner and made members of a crew of a ship of domestic registry.

INCREASING EXCLUDED CLASSES.

The steadily increasing influx of aliens, now amounting approximately to 1,000,000 annually, constrains me to suggest the importance of still further enlarging the list of inadmissible aliens. It would materially diminish the risks attendant upon the amalgamation of such a large and heterogeneous mass with our own citizens to remove, as far as possible, every condition that conflicts with that end. Thus, those who are helpless from senility should be lessened by excluding all those aliens who are 60 years of age or over unless they have children resident here and able to provide for them. Those whose independence is endangered by ignorance might be kept within narrow bounds by exacting of all above a certain age evidence of at least a primary mental training.

For the same purpose, moral perverts might be excluded by requiring some evidence of their reputation for honesty and industry from the authorities in their own countries, while those in any way physically disabled, as well by noncommunicable as by communicable disease, or by bodily deformity, accidental or congenital, should be denied admission, as they would become probable burdens upon this country. Such a course would deprive foreign communities of the interest they now have to encourage the departure to this country of those members whose continued residence therein constitutes a menace to the common peace, good order, health, and prosperity.

DETAIL OF MEDICAL OFFICERS.

I deem it a matter of importance that provisions should be made for the detail of competent medical officers, representing the Government, for service at foreign ports, to examine aliens prior to embarkation for the United States. The practical wisdom of such a policy from a sanitary point of view must be obvious. Such officers would not in any degree be biased, as physicians employed by the transportation lines might naturally be, by pecuniary interests to pass doubtful cases. As a result, the risk of introducing disease through the exposure of healthy aliens on board would be obviated, the distress incident to the return of diseased aliens avoided, and the transportation lines be protected from the danger of being fined under the provisions of section 9 of the act of March 3, 1903.

NATURALIZATION.

During the year there has been introduced, and now is in successful operation, a card index system, by means of which such an accurate and accessible record is kept at every port of arrival that at any subsequent time the name, date of arrival, and other particulars in regard to every alien entering the United States can be readily ascertained. One of the frequently recurring experiences of inspection officers is the

fraudulent claim to citizenship made by aliens to escape inspection, and possible rejection, to which they would otherwise be subjected. Some of these aliens present the naturalization papers of others, but more of them show certificates obtained from the courts by palpable deceit. If deprived of such fraudulently obtained evidence of their immunity from the provisions of the immigration laws, they can easily, by the means already used successfully, secure a reissue from the court originally granting them naturalization, or obtain new certificates from other courts.

As a means of preventing violations of the immigration laws in the manner indicated, I recommend the enactment of legislation restricting the authority of the courts, State and Federal, to grant naturalization to aliens, to those who can prove their residence in this country for the statutory period by duly authenticated copies of their record kept in the above-mentioned card index. Such legislation will be productive of other obvious benefits, to which it is not incumbent upon me, in this connection, to do more than refer.

BUILDING AT SAN FRANCISCO.

At the port of San Francisco a building should be erected for the accommodation of aliens, pending a decision as to their right to enter the United States. Such a structure is of special importance at that port, as it is the chief port of entry for Chinese, and because, moreover, through it enter chiefly oriental peoples, who are the principal mediums for the introduction of dangerous communicable diseases. I recommend, accordingly, an appropriation of \$200,000 for the erection at said port, preferably on Government land in the harbor separate from the mainland, of buildings for the accommodation of aliens, for their safe detention until shown to be entitled to land, and to prevent communication with them by persons who find their interest in landing aliens unlawfully.

It is deemed important, moreover, that provision be made for the collection of data showing the number of aliens annually departing from the United States, both to prevent extravagant estimates of the number of aliens resident in this country and to secure some fairly correct knowledge of the net increase of our population from immigration.

DISTRIBUTION OF ADMITTED ALIENS.

By far the most important recommendation I have to make, however, is for legislation directed to the distribution of those aliens who are admitted. The menace to our security and good order comes not so much from the number of aliens introduced as constituent elements of our population, nor even so much from their individual deficiencies, however serious, as from their congregation in alien colonies, usually in our great cities, where the competition for the means of subsistence is most strenuous, the contrasts between wealth and poverty most conspicuous and most productive of discontent and resentment against such inequalities and the civilization which makes such contrasts possible, and where temptations to vice are most numerous.

These colonies, thus unfortunately located, continue alien in language, thought, and feeling. Their members not only pursue non-productive or but slightly productive occupations, or else lower the scale of decent existence by lending themselves to foster the avarice of "sweat-shop" owners, but deprive the employers of labor through-