

# **BIOLOGICAL ASPECTS OF IMMIGRATION**

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## **HEARINGS**

**BEFORE**

### **THE COMMITTEE ON IMMIGRATION AND NATURALIZATION**

**HOUSE OF REPRESENTATIVES**

**SIXTY-SIXTH CONGRESS**

**SECOND SESSION**

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—

**STATEMENT OF HARRY H. LAUGHLIN**



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**COMMITTEE ON IMMIGRATION AND NATURALIZATION.**

**HOUSE OF REPRESENTATIVES.**

**SIXTY-SIXTH CONGRESS.**

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## BIOLOGICAL ASPECTS OF IMMIGRATION.

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COMMITTEE ON IMMIGRATION AND NATURALIZATION,  
HOUSE OF REPRESENTATIVES,  
*Washington, D. C., April 16, 1920.*

The committee assembled at 11.10 a. m., Hon. Albert Johnson (chairman) presiding.

The CHAIRMAN. We have a gentleman here, Mr. Laughlin, who came at our request and whom we should hear.

### STATEMENT OF MR. H. H. LAUGHLIN, OF THE EUGENICS RESEARCH ASSOCIATION, OF COLD SPRING HARBOR, LONG ISLAND, N. Y.

MR. LAUGHLIN. Mr. Chairman, I want to present the biological and eugenical aspect of immigration. Some of my remarks will be of a general nature, but I will support them by special data.

MR. BOX. What particular phase is he discussing?

The CHAIRMAN. I presume checking immigration; we will give him permission to put his statistics in the record.

MR. LAUGHLIN. The character of a nation is determined primarily by its racial qualities; that is, by the hereditary physical, mental, and moral or temperamental traits of its people. We have trained field workers who visit insane hospitals, prisons, and other institutions for the socially inadequate, get in touch with the inmates or patients, find out whether of native or foreign stock, and then go to their home territories and determine what kind of hereditary material they are made of; in fact, we are trying to solve the problem of the relative influences of heredity and environment in making these degenerate Americans. Since coming under national control our immigration policy has been determined largely upon an economic basis; this was especially true in the earlier years of Federal control, but in later years the sanitary feature quite properly entered, and during the war the element of immediate national safety ruled.

It is now high time that the eugenical element, that is, the factor of natural hereditary qualities which will determine our future characteristics and safety, receive due consideration. We are beginning to study this eugenical situation and to insist that it shall be given due consideration. Permit me to set forth a plan which our investigators thought should be enforced in testing the worth of immigrants. There are two features which if added to our immigration laws would, we believe, result in the development of a practical eugenical standard. First, we think that an examination of the immigrants should be made in their home towns, because that is the only place where one can get eugenical facts. If the investigator goes to an institution, a prison, a school for the feeble

minded, or a poorhouse and finds an individual inmate, not much can be told about the inborn quality of the subject unless the investigator can secure the family history in the inmate's home territory, and can find out from that source what sort of material the individual subject is made of, for example, whether he comes from an industrious or a shiftless family. If the prospective immigrant is a potential parent, that is, a sexually fertile person, then his or her admission should be dependent not merely upon present illiteracy, social qualifications and economic status, but also upon the possession in the prospective immigrant and in his family stock of such physical, mental, and moral qualities as the American people desire to be possessed inherently by its future citizenry. The importance of this condition of admission is driven home when we recall that immigrants are going to add to the breeding stock of the American people in greater proportion than their immigrant numbers bear to the total population, because statistics have shown that immigrant women are more prolific than our American women.

Mr. Box. Can you give me that in comparative figures? I have been very much interested in that; for instance, can you state how many more children are usually born to the foreign-born women than to the American women?

Mr. LAUGHLIN. Yes, sir; I shall be glad to include these figures in a statement which I shall present later. Now, the immigrants ought to be made out of such stock that when they come to this country and are given the best of American opportunities and their children are given still better opportunities, their natural, physical, mental, moral qualities would respond to the democratic environment of equality and opportunity and that the possessors of those traits would develop into desirable citizens.

You have all doubtless heard of the Jukes and Ishmaels: our field workers went to Indiana to study degenerate families, and found a certain name (now called the Ishmaels) so common that they said there must be something wrong with that family. They began to study it scientifically. To the first questions people would respond: "Poor things, they have never had an opportunity." But on further investigation it was found that they were the kind who would steal the bishop's silver if they got a chance; they were in institutions, in prison, and in the poorhouse. They were traced back into Kentucky and found to be about the same there, and then traced back to Virginia, where the clue seems to indicate that they had been deported from England, as was the former custom in that country. As a case in point, from 1788 to 1840 England deported social undesirables to Botany Bay, near Sydney, Australia. Dr. Charles B. Davenport, of our association, reported that in 1914 Sydney had an excessively large slum district, populated to a considerable extent by the descendants of the Botany Bayers deported from England. That is one sort of study our association is making in immigration; we want to prevent any deterioration of the American people due to the immigration of inferior human stock.

The CHAIRMAN. The two families you mentioned are who?

Mr. LAUGHLIN. The Jukes and the Ishmaels. Most of the Jukes are in New York State; they are a worthless, mentally backward family or tribe. You have to recognize the fact that although we

give opportunities in this country, everybody is not educable. This backwardness is not all due to environment, because our field studies show that there is such a thing as bad stock. There is a third famous degenerate family, the Kallikaks, of New Jersey, and while these three families have been famous in magazines and newspapers, our field workers every month send in case histories that deal with the same human types and conditions. The lesson is that immigrants should be examined, and the family stock should be investigated, lest we admit more degenerate "blood."

Mr. RAKER. Right there maybe you have not gone into it, but I have: if we see many male immigrants coming here and only a few female, that would degenerate the family that comes here, the males to a certain extent become degenerate; has that had any effect on these studies you have been working on?

Mr. LAUGHLIN. We have been concerned principally with the immigrant that reproduces here.

Mr. RAKER. The others you have not gone into?

Mr. LAUGHLIN. You mean as an economic proposition?

Mr. RAKER. Yes, sir.

Mr. LAUGHLIN. We draw the line there because we are interested primarily in stock and have not gone into the economic status of the nonreproducer.

Mr. RAKER. I wondered whether that nonreproducer or non-breeder did not affect those who should have been producers, by reason of the large number of males.

Mr. LAUGHLIN. You mean in the matter of illegitimacy?

Mr. RAKER. Yes, sir.

Mr. LAUGHLIN. We consider him a reproducer no matter whether his children are legitimate or illegitimate; a race is limited by the reproductive capacity of its females, and that is pretty well shown.

The American proposition calls for the medical, economic, and eugenical examination of the immigrant in his own town. Our highly specialized and skilled students have learned how to make such investigations. The American consul would issue a passport which the prospective immigrant could have only after giving a clean bill of health, showing that he has nothing wrong with him such as syphilis, that he comes from a sound and healthy family, although he may be unable to read, and that in his community his family standing for decency is secure. If his children can be taught to read we would consider him good stuff and would give him his passport; he would not have to wait until he got to Ellis Island to find out whether he might enter our country.

Mr. RAKER. In a concrete proposition developed out of that, as you stated, you mean there should be a certificate presented by the immigrant from his home town or his local or home physician as to his physical condition?

Mr. LAUGHLIN. Yes, sir; and as to his reputation and whether he would make a decent citizen. I would have these facts covered by an immigration attaché, and if favorable would have his passport signed by the American consul in the region from which the immigrant comes.

Mr. WHITE. Pardon me, but would you require them to display their character certificate, as kept in the Italian criminal records, if they had one?

**Mr. LAUGHLIN.** If that could be done without involving us in international complications; yes, sir.

**The CHAIRMAN.** You would have an immigration attaché at our consular offices in foreign countries, who, when a man applied with a passport from his country, would have authority to refuse his passport until he had made inquiry, and perhaps would require additional information before giving him a passport to the United States?

**Mr. LAUGHLIN.** And have that proved to the satisfaction of the United States.

**The CHAIRMAN.** The Italian would have an Italian passport, and if passport regulations are required he would have to get the American visé before he could start. Investigation of him would be made by an American official, who would give him an additional paper admitting him to the United States, which would not be a part of the Italian passport.

**Mr. LAUGHLIN.** We would not have to get the approval of the Italian Government, any more than we do now.

**Mr. RAKER.** In other words, his idea is to have an examination or inspection, as we do for stock and plants and seeds now?

**Mr. LAUGHLIN.** Exactly.

(The committee thereupon adjourned until 10 a. m., Saturday morning, April 17.)

#### COMMITTEE ON IMMIGRATION AND NATURALIZATION,

#### HOUSE OF REPRESENTATIVES,

*Washington, D. C., April 17, 1920.*

The committee assembled at 10 o'clock a. m., Hon. Albert Johnson (chairman) presiding.

**The CHAIRMAN.** At the time of adjournment last night Mr. Laughlin was proceeding to go into the discussion of the question of making an inquiry into the antecedents of proposed immigrants. I think we can resume on that now.

#### **STATEMENT OF MR. HARRY H. LAUGHLIN, SECRETARY OF THE EUGENICS RESEARCH ASSOCIATION, COLD SPRING HARBOR, LONG ISLAND, N. Y.**

**Mr. LAUGHLIN.** Mr. Chairman and gentlemen of the committee, the first point that I made was that in order properly to select immigrants on the basis of natural hereditary worth it was necessary to make examinations in their home territories, because when attempted examinations are made in this country we lack the information concerning the environment of the candidate, and such examinations are perfunctory and in most cases are a farce. Experience in our field studies in this country has proven that the only way in which adequate information concerning the social and hereditary worth, or the racial or family worth, of an individual can be obtained is to study him in the community in which he has resided for some time and in which he has become a part of the citizenry.

The second point, which I will take up now, is that when the immigrant lands in this country, although we have given him the most careful examination possible, the work is only half done; that there

should be maintained a national registry of aliens. As good Americans, concerned in the conservation of our country, we must follow up the immigrant's process of naturalization and Americanization. If, because of insanity, feeble-mindedness, moral turpitude, or shiftlessness, the immigrant does not make good, he should be deported. He can not be checked up in his progress toward assimilation unless he be registered and his conduct and condition described from time to time.

Every alien in America should be required to register at least once each year until naturalized, or until the particular alien dies, leaves the country, or is deported. The registration record of progress toward Americanization should include an account of the immigrant's learning of the English language, of his use of free American educational facilities, of the type of positions held, of his contact with the law, and of any charity aid rendered. There should also be recorded a statement of children born to the alien, and of the latter's natural qualities and conditions.

The schedule for registering aliens should be submitted to eugenicists as well as to economists, physicians, and sociologists, because ultimately these records will constitute foundation genealogical material just as important in determining and controlling the nature of our future population as records of foundation blooded stock are essential in pedigree tracing. The value of the publication by the Bureau of the Census of the names of the heads of families of the first census of 1790 has proven incalculable to persons who are now interested in tracing origins and hereditary trait values in existing American families. So the future publication of the proposed immigrant registry records would serve a similar purpose many decades hence. There is scarcely an American who would not give considerable to have a definite record of the natural qualities and conditions of each of his immigrant ancestors. Indeed, the coming to a new country marks a crisis in family history. It is the beginning of a new chapter. Not only would the registration of aliens supply the record of progress toward Americanization, but the fact that such records were in existence would most certainly stimulate activity in the direction of a commendable showing.

But from the standpoint of immediate service, a national registry of aliens would not only protect the Nation against anti-social conduct on the part of aliens whose interest in becoming Americans proves to be lacking, this service would make also the deportation of aliens who show certain anti-social qualities a feasible administrative possibility. Individuals admitted under bond could be located most certainly and seized for deportation in case the conditions of their bond were broken. Aliens who become insane, or who enter the country as children but whose mental development ceases in late childhood, and who hence become feeble-minded adults; individuals convicted of certain types of crime; those who break down with other physical, mental, or moral disorders—these classes could be deported much more readily if an alien registry were maintained, and thus not only would an immediate social and economic service be performed, but the country would be protected against reproduction by these racially defective aliens.

To summarize, it is clear that future immigration legislation and administration must take into consideration the fact that many

prospective immigrants are potential parents whose children will constitute a greater proportion of our future population than the number of immigrants bears to the total population, because immigrant women are on the average more fertile than native-born women.

The character of our future civilization will be modified by the "blood" or the natural hereditary qualities which the sexually fertile immigrant brings to our shores. This modification will be manifest to that degree to which the descendants of immigrants constitute our future citizenry. We should therefore make the possession of desirable natural qualities one of the conditions for the admission of sexually fertile immigrants.

To the biologist interested primarily in the practical working out of the eugenical or family-stock ideal in our immigration policy the two things now desired are:

1. That an examination of immigrants be made in their home towns, and that "immigration passports" be issued by the American consuls to individual would-be immigrants who pass the required physical, moral, sanitary, mental, and family-stock tests.

Mr. VAILE. Mr. Laughlin, if it will not interrupt you, I am very much inclined to question that statement that native women are more fertile than the native stock, and to attribute the larger number of children among the aliens to some sort of birth control actually exercised by American women. Now, our pioneer families were large families.

Mr. LAUGHLIN. Yes.

Mr. VAILE. My father was one of seven children; my mother was one of eight children; and their ancestors were both of Anglo-Saxon stock, and as far back as the history of the country goes their ancestors were also children in large families.

Mr. LAUGHLIN. With the permission of the chairman I shall present at this time the data to which I referred at yesterday's hearing. In statistical studies, we use the term "fecundity," to mean, not not potential fecundity, but actual number of children born. It may be that social and economic matters have prompted the small number of offspring among native-born women; it appears that this limitation is a sort of birth control. For small sections of the country, Rhode Island; Cleveland, Ohio; Minneapolis, Minn., and rural counties in Ohio and Minnesota, Dr. Joseph A. Hill made studies which show these results:

That in all of these sections the native-born women, white women of native parentage, white women of foreign parentage, and Negro women (that is, the northern Negro women) bore one child to every 3.5 years of married life. These studies show that the average white woman of native parentage had a child every 5.3 years, and the white woman of foreign parentage a child every 3.2 years.

Now, the interesting thing is this, that these white women of foreign parentage, in the first generation, have a child every 3 years, and after a generation their daughters had a child only every 3.6 years; and that the northern Negro woman had a child every 5.4 years; she is not fertile like the southern Negro woman.

The reason for this reduced birth-rate was not because the later generation were not able physically to bear children in larger num-



bers, as our colonial ancestors did, but simply because the conditions of greater ease in the country did not put a premium on large families, as the pioneer conditions did. The premium now is tending toward still smaller families among the more prosperous and cultivated. I think that the native stock will have to look to its laurels in this matter. It is a matter which is equally important with immigration, in conserving our original national characteristics.

Mr. Box. And of course, the national life will be controlled by the national characteristics?

Mr. LAUGHLIN. That is the fundamental cause of national conditions.

The second point is that every alien in America be required to register at least annually until he becomes naturalized, or until he dies, leaves the country, or is deported. The registration tax might well be differential in favor of those aliens who have made the greatest progress toward Americanization, but the total tax should be sufficient to make the registry service self-supporting.

If I may, I should like to give some figures to support these statements that I am making about costs.

The CHAIRMAN. Yes; you may do so.

Mr. LAUGHLIN. I should like to take up now the matter of deportation. The Kings Park State Hospital is located at Kings Park, Long Island, N. Y. It is one of the three largest hospitals for the insane in the country. It contains normally about 5,000 insane. During the fiscal year, ending June 30, 1919, the Federal Government returned to their European homes 11 of these patients, and at the end of the fiscal year there were 53 waiting for deportation. Now, to show how this would work out in connection with the proposition here—that an alien should be deportable, not only within the five years, as at present required, but until he becomes a citizen—let me say this: In this hospital at Kings Park there were on June 30, 1919, 5,815 patients. Of these 2,621 were foreign born, and of those foreign born 1,341 were still aliens.

Now, with regard to the cost. I made some studies for the Bureau of the Census, which show that it costs on the average in round numbers \$1 an inmate a day to maintain our custodial cases, including those in insane asylums, schools for the feeble-minded, schools for the deaf, poorhouses, prisons, etc. Those were the round figures for cost three or four years ago—in 1916, when these data were accumulated.

Now, if in this one hospital alone we have thirteen hundred and some odd patients and are expending on them \$1 a day, we can get an idea of the magnitude of the cost to the State in a year on account of these aliens that might have been deported for the cost of two months' maintenance: so that from the standpoint simply of the outlay of dollars and cents it would be more economical for the Government to maintain a deportation service of considerable size and efficiency to scour the country, the prisons if there is no legal complications there, the hospitals for the insane, the institutions for the feeble-minded—all custodial institutions for socially inadequate folk, and to deport all aliens found in them. That would seem to be one way in which we could purge the American stock of its prospective degenerating qualities.

The CHAIRMAN. The point is that under the law that now exists, if these persons are not deported within five years of their entry we can not deport them?

Mr. LAUGHLIN. That is it.

The CHAIRMAN. And then there were others who are a menace to the country who have come into the country surreptitiously. I do not see why that was ever put in the law that way.

Mr. LAUGHLIN. I think that any man ought to be deportable until he becomes a citizen.

Mr. Box. I think, as the law now is, any Chinaman, or any other person, who gets into the country and stays here five years can defy the authorities.

The CHAIRMAN. Do you remember a report that was made some time this year as to these New York institutions for the insane—the annual report? I can not think of the name of the doctor who made it; was it Dr. Brown?

Mr. LAUGHLIN. No; Dr. C. W. Pilgrim is the present State Commissioner of the Insane Hospitals in New York.

The CHAIRMAN. Those reports show the gross amounts spent by New York for the care of the insane.

Mr. LAUGHLIN. I made a study on this subject for the Bureau of the Census. It runs this way:

Massachusetts spends 30.5 per cent of all of her State government expenditures for the maintenance of the State institutions (not including county and other local institutions) for the socially inadequate; that is, the feeble-minded, the insane, the criminals, the blind and the deaf, the paupers, and the like. This 30.5 per cent is the highest State record. Then in this investigation I carried the figures clear down through the several States, and found that the lowest State expenditure for this purpose is by Alabama. Alabama has not developed her State custodian institutions to a very great degree; she spends only 5.4 per cent of her total State expenditures for this purpose. New York spends more dollars than any other State; but the percentage of the State expenditures for social inadequates is not as great as in the case of Massachusetts.

The term "socially inadequate" includes the following classes: (1) Feeble-minded; (2) insane (including the nervous and psychopathic); (3) criminalistic (including the delinquent and wayward); (4) epileptic; (5) inebriate (including drug habitues); (6) diseased (including the tuberculous, the syphilitic, the leprosy, and others with chronic infectious segregated diseases); (7) blind (including those with greatly impaired vision); (8) deaf (including those with greatly impaired hearing); (9) deformed (including the crippled); and (10) dependent (including children and old folks in "homes," ne'er-do-wells, tramps, and paupers).

The following table is taken from the "Statistical Directory of State Institutions for the Defective, Dependent, and Delinquent Classes," which I prepared for the United States Bureau of the Census.

*State expenses (not including municipal) for maintaining State institutions for the socially inadequate, 1916.*

	Total.	Rank among States.	Per cent of total State expenses for this purpose.	Rank among States.
Alabama.....	\$425,018	40	5.4	48
Arizona.....	255,922	45	12.7	37
Arkansas.....	743,372	28	18.5	16
California.....	3,224,827	6	15.4	24
Colorado.....	684,053	31	18.1	17
Connecticut.....	1,503,022	14	20.5	10
Delaware.....	91,782	49	10.8	45
District of Columbia.....	345,280	41	3.5	49
Florida.....	491,854	36	16.2	22
Georgia.....	836,225	26	13.4	33
Idaho.....	279,667	43	14.0	29
Illinois.....	4,665,459	4	23.7	5
Indiana.....	2,578,716	8	14.4	30
Iowa.....	2,000,997	12	22.6	7
Kansas.....	1,404,173	16	24.3	3
Kentucky.....	1,339,818	17	13.4	32
Louisiana.....	933,992	23	15.2	27
Maine.....	73,172	27	10.9	43
Maryland.....	1,113,761	18	16.4	25
Massachusetts.....	6,322,275	2	30.5	1
Michigan.....	2,810,261	7	15.3	25
Minnesota.....	2,278,719	11	13.6	31
Mississippi.....	716,100	30	15.2	28
Missouri.....	1,885,125	13	20.0	11
Montana.....	589,910	34	16.4	18
Nebraska.....	975,316	22	24.4	6
Nevada.....	137,810	48	11.2	40
New Hampshire.....	476,840	39	22.2	8
New Jersey.....	2,314,680	9	13.3	34
New Mexico.....	186,473	46	11.6	39
New York.....	11,230,876	1	20.9	9
North Carolina.....	833,785	25	19.3	13
North Dakota.....	187,709	37	12.6	38
Ohio.....	3,066,756	5	24.6	2
Oklahoma.....	1,056,137	20	19.9	12
Oregon.....	624,676	33	16.3	21
Pennsylvania.....	4,772,212	3	15.2	26
Rhode Island.....	739,030	29	24.3	4
South Carolina.....	464,898	38	16.4	20
South Dakota.....	493,200	35	15.6	23
Tennessee.....	1,058,865	19	18.7	14
Texas.....	2,285,383	10	12.7	36
Utah.....	265,191	44	9.4	47
Vermont.....	287,041	42	10.3	46
Virginia.....	908,329	21	11.2	42
Washington.....	998,286	21	11.2	41
West Virginia.....	681,883	32	18.7	15
Wisconsin.....	1,411,576	15	10.9	44
Wyoming.....	165,264	47	12.8	35
Total.....	75,203,239			
Average.....			17.3	

Mr. Box. May I ask a question? Did you notice any parallel between the foreign population and those great expenditures? For instance, I do recall that the foreign population of Alabama is very small, and that of Massachusetts is very high—those two States that you mentioned?

Mr. LAUGHLIN. Yes. Pertinent to that, let me give you these figures:

Let us take the census of 1900. In the census of 1900, the foreign-born population of the country was 19.5 per cent; that is, of the persons over 10 years of age; and they contributed 34.3 per cent of the total insane population. Now, if that foreign stock was just as good as the stock already here, it ought to have contributed only 19.5 per cent.

The CHAIRMAN. In that connection the charge is often made that the aliens coming into the country, or a large proportion of them, rather, fall into such distressing conditions that insanity develops, and not only insanity, but all the conditions that are brought about by poor nutrition and poverty?

Mr. LAUGHLIN. Of course, as in every desirable human condition in every unfortunate condition there are the two factors; hereditary make-up on the one hand, and environmental conditions on the other; we should allow some differential in favor of the alien here on account of the stress of new conditions. But we must remember that many aliens come to our country, endure the most distressing conditions, and bear up under it all; they do not break down. We have made a study of some families in which, under the least distressing conditions, this or that individual member will break down and be sent to the insane hospitals; and we have made studies of other families who have undergone much more distressing circumstances, year after year, and have borne them and have not broken down at all. We should allow a differential, but we should not allow that much—

Mr. Box (interposing). Let me interrupt you just a minute: Have you had occasion to compare the conditions of the alien here and his conditions where he came from? If there is any force in the argument that the chairman has stated—the chairman does not advance it as an argument, he only mentioned it for your consideration—but if they find conditions so much worse here that a man who was sane when he came had become insane here, that would argue that they are leaving good conditions in their own countries to come to bad conditions in this country; and men do not ordinarily leave their own homes under those circumstances.

Mr. WHITE. Of course, it may be under a misapprehension.

Mr. LAUGHLIN. No; it is the stress of the change, not necessarily from good to bad, but from familiar to unfamiliar scenes.

Mr. Box. Have you had occasion to study the relative percentages of insane and inadequate people in the countries from which they come and in this country—the native stock at home—and then under American conditions?

Mr. LAUGHLIN. No; we have not done that, although we want to do that some day. The statistics at present available do not give us a comparable condition. Now, even in our own States—take Massachusetts, for instance; it has a highly developed system of caring for the inadequates; compare with it some of the States that let them run almost wild; it would be pretty hard to deduce eugenical values from the institutional statistics alone. We can see the great variation in the expenditures of the individual States on account of custodial care, from one-third to one-twentieth—but this does not mean that this ratio in any manner measures the relative values of the human stock resident in the States compared.

There is one other statistical item that I want to give you. It also is from the New York State Hospital Commission. The frequency of insanity among the foreign population of New York State is 2.9 times that of the frequency of insanity in the population of native birth.

Mr. Box. Two and one-half times as great?

Mr. LAUGHLIN. That is, the first commitments to hospitals for the insane in New York State.

And I want to add a figure that will give us an idea of the cost of custodial individual in an institution: For the New York hospitals for the insane, the average number of years in which the foreign-born insane were kept in those hospitals was 9.85. That is to say, in these greater hospitals, practically half of the population are of foreign birth, and they are kept there nearly 10 years, at a cost of about \$1 a day apiece. But from the standpoint of science, we are not so much concerned with this economic outlay, but we are concerned with the progeny of these individuals, their children born before they entered the hospitals and after they came out.

Mr. BOX. May I ask, at this point, if it will not divert your line of thought, a question?

Mr. LAUGHLIN. Certainly.

Mr. BOX. I want to ask whether there are not a great many who do not advance quite to the stage where society has to take charge of them that are in a condition to bring children into the world—I mean those who come close to the line, and who are weak?

Mr. LAUGHLIN. That is a great problem—the problem of the moron. The feeble-minded are classed in three great groups. The lowest are the idiots—the men can not attend to their own wants; they have to be clothed in dresses, and wear diapers. Then, above the idiots, there are the imbeciles, who can not be trained to do ordinary work; they, too, have to be placed in institutions. Then, above the imbeciles, come the morons. They are the border-line cases; they have the bodies of adults but the minds of 9 and 10 year old children; they can be trained to do useful pick and shovel work of a certain type, but they can not get along in school, no matter how long they attend. Nor do they acquire social responsibility.

Mr. VAILE. How do you spell that word?

Mr. LAUGHLIN. M-o-r-o-n. It is a Greek word, meaning “a foolish person.”

And those women of the border-line cases are often fertile. If you go to the schools, such as the one at Gainesville, Tex., where we have a field worker now, we find that the moron girl is highly fertile sexually. She has not any sexual inhibitions, as a rule, and her fecundity is limited only by the number of years in which she is physically capable of bearing children and coming in contact with men; that is, physiological, not social, conditions limit the fertility of the average female moron that is not placed in an institution and protected.

Now, a moron can slip through the immigration sieve, as it exists to-day, pretty easily. And the moron is really a greater menace to our civilization than the idiot. The idiot is of so low a grade that we simply cast him out, and do not admit him at all; but it is the border-line cases that we can not determine unless we go into the home territories. A moron comes before the immigration board, passes the very elementary tests, and is admitted. But if we study the moron in his or her home town, we find that such person generally comes from a family of low social value. They may or may not be able to read; if not, you may say that that is due to the environment, the lack of opportunity; but at the same time investigation shows that they have not been able to take advantage of the opportunities that they have had. In the societies in which they live they are of a low caste, and they and their children will be low caste over here. They are not only low by our scale; they are low by the lowest scale.

**Mr. WHITE.** With regard to those morons, has it been scientifically demonstrated that they are incapable of much advancement if they have the opportunity and care is taken of them?

**Mr. LAUGHLIN.** Yes. Take the institution at Vineland, N. J.; a special study of the morons has been made there under Dr. H. H. Goddard. That is a privately supported institution; men of wealth have put considerable money into the thing and have said to those in charge of it, "We are going to give you an opportunity now to see how far you can train the morons, whether the condition of the morons is not really, after all, due to lack of proper care." And they have the best psychologists and the best teachers in the country there; and they found that they could train the moron so far, but no further. They are mental incompetents. Some of those moron girls physically are well developed and handsome enough to look at, but most of them are not. All of them are poorly endowed mentally and emotionally.

**The CHAIRMAN.** That is to say, they get the full growth and develop properly physically, but—

**Mr. LAUGHLIN** (interposing). They stop mentally below 10.

**The CHAIRMAN** (continuing). But are checked mentally?

**Mr. LAUGHLIN.** Yes.

**The CHAIRMAN.** Now, they are not stupid to converse with, are they?

**Mr. LAUGHLIN.** No; not the best of them. A 10-year-old boy is a pretty smart affair, but he is hardly capable of transacting business. They can take care of themselves physically, but not socially or economically; if girls, they can wash dishes, can do housework, and they can be taught to do embroidery work and other manual work, but they can only go so far in school; they can not learn to attend to business. They can't carry responsibility.

**The CHAIRMAN.** Well, are there not some cases—I know that you would give them that name—where the moron has not come from a low family but has been checked through disease?

**Mr. LAUGHLIN.** Yes. That does not show degeneracy of stock, however.

**The CHAIRMAN.** No; I understand.

**Mr. LAUGHLIN.** It is simply an unfortunate happening or accident to the individual. Scarlet fever may stop the mental development; but that does not show that the individual comes from bad stock. But the average moron that you find in the institutions has had fair opportunities and has not been marked with extraordinary diseases, but has brothers and sisters and cousins and uncles of the same type; it is the stock.

**Mr. Box.** Do you know whether a larger percentage of those morons come from the foreign population than from the native population? In other words, you have just demonstrated that, in certain communities, of the total number of insane and other that have to be restrained by society nearly three times as many come from the foreign born as from the native born population. Now, in these moron cases, are they in about the same proportion as those who are wholly incompetent?

**Mr. LAUGHLIN.** Some investigators report, after wide study, that approximately 3 per cent of the total public school population of

the country are morons; other investigators think this percentage is too high, but all agree that the type is very common. I am sorry that I do not have these exact figures at hand, but, as in the case of the insane, the feeble-minded and practically all other types of the socially inadequate are recruited more numerously from recent immigrant stock, in proportion to its total number, than from our older settlers. Apparently the quality of our immigration is declining. It is not so much a matter of nationality—that is, northern European blood against southern European blood—as of skimmed milk versus cream in each of the countries sending us immigrants.

Now, in reference to foreigners, one notices, by the names of individuals who are found in institutions, that the lower or less progressive races furnish more than their quota. In the last report that I read from the schools for delinquents at Whittier, Calif., and at Gainesville, Tex., about half of the names were American and the other half were Mexican or foreign sounding—names of delinquents of foreign stock who, in the case of Texas, had penetrated almost up to the Oklahoma border line.

Mr. Box. And nearly half of the inmates of that institution were Mexican or foreign born of some kind?

Mr. LAUGHLIN. I do not know the exact statistics, but I know that many of the cases that come from these institutions bear Mexican names.

Mr. Box. Yes; and if the population of the State is three-fourths non-Mexican, that would indicate that the Mexican population is furnishing an unduly large proportion of those cases.

Mr. LAUGHLIN. That is the way it works out.

Now, in the matter of race mixture, Mr. Chairman, if I may I should like to bring up a point: The committee of the Eugenics Research Association has had the matter in hand, and has failed to find a case in history in which two races have lived side by side for a number of generations and have maintained racial purity. Indeed, you can almost lay it down as an essential principle that race mixture takes place whenever there is racial contact.

Mr. Box. What do you mean by "racial purity" as you have used the term?

Mr. LAUGHLIN. For instance, if the Negroes and the whites live side by side, will all of the children of the next generation be descended only from Negroes in their half and only from whites in their half?

Mr. Box. If there is any race mixture, would you say that there was not racial purity?

Mr. LAUGHLIN. No, sir; hardly that. Race mixture does not mean the entire abolition of the pure races. In the island of Jamaica 3 or 4 per cent of the population are entirely white—no black blood—but the individual that calls himself a Jamaican is a mixture of white and black. The higher races everywhere tend to keep themselves pure on account of the relative chastity out of wedlock of the women of the higher caste, and the lower race tends to mix for exactly the opposite reason. Wherever two races come in contact, it is found that the women of the lower race are not, as a rule, adverse to intercourse with men of the higher. And that has been true throughout history. It is true now.

In America, from the beginning of the slave trade up until its abolition, in 1808, the estimates of the number of Negroes who were brought to the United States or to the Colonies vary from 333,000 to about 400,000; there were less than half a million at the highest estimates. Now, the last census shows nearly 10,000,000 Negroes and mulattoes in the United States; that is, the descendants of this one-third of a million of immigrant blacks amounts to about 10 per cent of the total population to-day.

During this period of Colonial and national existence, from 1607 to 1919, less than 35,000,000 persons came to this country. There are now, say, 110,000,000 people here; and we will say about 1 per cent of the immigrants who were Negroes under the slave trade have, because they reproduce faster than the whites, grown from 1 per cent of the total population to 10 per cent.

There are, besides the element of differential fecundity, other principles which we must take into consideration. One of these is that the effect of an immigration upon the character of the population depends not only upon the number and inborn quality of the particular immigrant types, but also upon the time when the immigration took place; the more remote in national history the immigration the greater the effect of a given number on national character and institutions.

In 1741 Benjamin Franklin estimated the population of the 13 colonies at 1,000,000; he also estimated that from the beginning of colonization up to 1741 there had been approximately 80,000 immigrants. These 80,000 had in 134 years increased to 1,000,000.

Altogether there have been approximately 35,000,000 immigrants to this country, but certainly the 33,000,000 that came within the last 100 years have not had the same influence upon our national characteristics as was exercised by those first 80,000. And so the time is an important factor. That means, for the present, that if we are to look to the conservation of our Nation another 100 years in the future we must take great care to see to it that degenerate stock does not come in now.

If, however, the Nation is senile, if we are ready for the grave nationally, then it would make no difference. But from the standpoint of national perpetuity the character of immigrants, as we have shown from Franklin's estimate, is very important.

The CHAIRMAN. What do you make from that fact, that in the time that Franklin estimate about the immigrants were largely English people; they made what we now call the American stock—whether they were immigrants in the figures that he included or settlers of the colonies.

Mr. LAUGHLIN. Well, the settlers were immigrants. He estimated that 80,000 had come to the colonies from 1607 up to 1741; they were the settlers, the foundation stock.

The CHAIRMAN. Yes.

Mr. LAUGHLIN. And I will repeat that certain of the descendants of those 80,000 have had more to do in determining our national institutions than the millions that came here later; they were on the ground floor. They established our form of government largely; they set up our political and social and religious ideals; they gave us our language. And they increased rapidly; families were large in



those times. So that it was really a newer Britain; that is what it amounted to—a New England.

Mr. BOX. May I ask a question? In these studies of yours, which are highly interesting, have you studied the races of Europe comparatively? For instance, take the old American stock, which is largely English, with much Irish, much Scotch, some, German, and people from northwestern Europe. And you also have observed in your studies that the immigration of the last 30 years is coming in much greater proportion from other countries—from Italy and from the countries of southeastern Europe. Have you compared those races in your studies, as to whether they show greater inferiority in the particulars which have come under your attention than that old stock of which Benjamin Franklin spoke?

Mr. LAUGHLIN. It is doubtful whether there is a single country in the world that does not have many families so splendidly endowed by nature that they would not make excellent and desirable additions to our citizenry. But because our foundation stock is largely from northwestern Europe and our national life was largely determined after the northwestern European pattern, we find the assimilation of immigrants from this section of Europe to be a much simpler task than the Americanization of Latin or other stocks less closely related to us in nationality. We like to think also that the percentage of hereditary excellence is higher in our parental countries of Europe than in other nations. Perhaps it is; but by setting up an eugenical standard for admission demanding a high natural excellence of all immigrants regardless of nationality and past opportunities, we can enhance and improve the national stamina and ability of future Americans. At present, not inferior nationalities but inferior individual family stocks are tending to deteriorate our national characteristics. Our failure to sort immigrants on the basis of natural worth is a very serious national menace.

In the institutions for the criminal insane of New York State in 1912 among the total foreign-born inmates Austria furnished 5.3 per cent. I have a list of the different nationalities, but it will take too long to read it all, but I will give some extracts from it. Italy furnished 23.1 per cent; Russia and Poland furnished 12.6 per cent; Scandinavia furnished 1.8 per cent; Scotland furnished 0.2 per cent; England and Wales furnished 5.5 per cent.

Mr. VAILE. Those figures would only be valuable in connection with figures showing the percentage of those nationalities in the community.

Mr. LAUGHLIN. Yes, sir; or the number. Those numbers are given in this table also.

The CHAIRMAN. Will you insert that table in the record?

Mr. LAUGHLIN. I will be glad to do that.

(The statement referred to is as follows:)

FROM JAMES V. MAY: IMMIGRATION AND THE INSANE IN THE STATE OF NEW YORK. NEW YORK STATE HOSPITAL BULLETIN, APRIL, 1912.

[Abstracted by Dr. C. B. Davenport.]

In 1890, 455,302 immigrants and in 1910, 1,041,540. Twenty-six per cent of these aliens became residents of New York State. From 1890 to 1900 increase in number of insane per 100,000 of the population was 26 per cent. In 1890,

16,006 under State control, in 1900, 23,778; an increase of 48.5 per cent. 1910, 32,658, or 37 per cent more than in 1900. In February, 1912, there were 31,432 patients in 14 State hospitals (41.9 per cent of whom were of foreign birth). Careful studies have shown that the frequency of insanity in our foreign population is 2.9 times greater than in those of native birth.

During the year ending September 31, 1911, the State disbursed approximately \$11,378,000 for the care of the insane.

The tremendous increase in our insane population is largely due to the admission of defectives from other countries (p. 9).

Taking the country as a whole the foreign born, which in 1900 formed only 19.5 per cent of the total population of 10 years of age, contributed 34.3 per cent to the total insane population (p. 12).

Table 2, page 14, shows the relative proportion of the different countries contributing to the foreign population in hospitals for the insane.

*Comparative statement of the nativity of the foreign-born insane in New York State.*

Country of birth.	Total insane in institutions, Dec. 31, 1903.		Insane in civil hospitals, Feb. 10, 1912.		Insane in hospitals for criminal insane, Feb. 10, 1912.	
	Number.	Per cent of foreign population.	Number.	Per cent of foreign population.	Number.	Per cent of foreign population.
Austria.....			593	4.5	29	5.3
Canada.....	434	3.8	486	3.7	22	4.0
England and Wales.....	721	6.1	731	5.6	30	5.5
France.....	161	1.4	136	1.0	1	.2
Germany.....	3,044	27.7	3,179	24.2	93	17.0
Hungary and Bohemia.....	271	2.3	457	3.5	14	2.6
Ireland.....	4,777	40.3	4,270	32.0	111	20.3
Italy.....	433	3.6	655	5.0	126	23.1
Russia and Poland.....	809	6.8	1,515	11.5	69	12.6
Scandinavia.....	387	3.3	442	3.4	10	1.8
Scotland.....	158	1.3	163	1.2	1	.2
All other countries.....	643	5.4	537	4.1	40	7.3
<b>Total.....</b>	<b>11,850</b>	<b>100.00</b>	<b>13,163</b>	<b>100.00</b>	<b>546</b>	<b>100.00</b>

This table shows that of the foreign-born insane in civil hospitals 32 per cent are Irish, whereas of the foreign born in hospitals for the criminal insane only 25 per cent are Irish. On the other hand the proportion for the Italians is 5 per cent and 23 per cent, respectively, and for the Poles and Russians 11.5 per cent and 12.6 per cent. Austrians 4.5 per cent and 5.3 per cent, respectively. This shows that the Italians, Russians, Austrians (largely Jews) constitute a large proportion of the insane.

The conclusions to which Drs. May and Pollock have come are:

That the number of foreign-born insane in the State hospitals is steadily increasing.

That the foreign-born population of the State contributes a relatively much larger number of patients to the State hospitals than the native born.

That although the rate of insanity among the Italians is low, this nationality contributes an unusually large proportion of patients to the State hospitals for the criminal insane.

That the average total hospital residence of the foreign-born insane patients is 9.85 years.

That the first admissions of 1911 show a rate of insanity 2.2 times as great among the foreign-born population of the State as among the native born.

That the rate of insanity among the foreign born of New York City is 2.5 times that of the native born.

That about one-fifth of the foreign born first admissions of 1911 entered hospitals before having been in the State five years.

That the larger part of the immigrants who are admitted to the State hospitals within five years after entering come from Austria-Hungary, Italy, and Russia, and the largest percentages of foreign-born illiterates are found among the same nationalities.

That there is a high rate of paresis among patients coming from Scotland, Canada, Hungary and Bohemia, and France.

That there is a high rate of alcoholic insanity coming from Ireland, Great Britain, Canada, and Scandinavia.

Mr. LAUGHLIN. According to the thirtieth annual report of the New York State Hospital Commission, there were in 1918 8,700 total admissions, including both first and readmissions. Of the first admissions, 53.1 per cent were citizens by birth and 7.4 per cent by naturalization, while 27.5 per cent were aliens. Of the readmissions, 62.1 per cent were citizens by birth and 17.9 per cent by naturalization, while 19.04 per cent were aliens.

Under the present Federal law, aliens who have become public charges within five years after coming to America are deportable to the country whence they came. It is the policy also of State custodial institutions to return or deport noncriminal public charges to their home States. In 1918 the State hospitals of New York so returned 326 insane persons. This was accomplished partly at the expense of the State and partly at the expense of friends of the patients. Forty-one States and Territories received their own residents from New York's hospitals by this process during the year mentioned. For the most part, the greater number of the insane persons thus returned were residents of near-by States, although some came from the remoter sections of the country.

Since 1894 New York has removed 12,243 alien and nonresident insane from the State. Of these, 7,747 were aliens and 4,496 Americans, but legal residents of States other than New York. The year 1912 witnessed the deportation from New York State of 1,171 alien insane. The number varies greatly from year to year. In 1918 this State deported only 53 such aliens.

This same report of the State hospital commission presents in Table 23 a classification of family histories of first admissions according to sex and psychoses. We learn that of the total of 6,797 first admissions 2,302 are recorded as having a "family history of insanity, nervous diseases, alcoholism, or neuropathic or psychopathic traits;" 2,352 as patients with "no unfavorable family history;" and 2,143 as "unascertained."

The basis of classification of diagnoses is the list of 22 classes, used throughout the reports of State hospitals, and includes those undiagnosed psychoses, those not insane, and those with the several types of syphilitic mental disorder and other classes in which we do not necessarily expect unfavorable family histories. Considering the limited facilities of State hospitals for gathering family-history data, it is probable that both in the list of those reported as having "no unfavorable family history" and the "unascertained," further investigation would transfer a number of them into the class of patients having a family history with psychic defects of some sort.

Equally interesting is Table 24, giving the constitutional make-up of first admissions. Of the 6,779 first admissions, 3,509 are rated as temperamentally normal, 1,954 temperamentally abnormal, and 1,334 unascertained. Intellectually, 4,852 are classified as normal, 774 abnormal, and 1,171 unascertained.

The eugenical and economic teaching of these statistics is that a community which produces an antisocial citizen should be made to care for him. When such responsibilities are well established and supported

by law and custom, communities will begin to take a more active interest in practical eugenics, at least in that phase of eugenics which seeks to prevent the reproduction of unsocial human stock.

The CHAIRMAN. Now, let me ask you this question, please: I want to ask you about the change of the wording of the present law with respect to the new words in the excluded classes of the psychopathically inferior.

Mr. LAUGHLIN. I think the term constitutional psychopathic inferiority is a good term to place in the law, because it is a scrap-basket term, and it implies poor stock in the family; and in the particular individual, it implies degeneracy. I think, however, that if in section 3 of the present law, which, if my recollection serves me right is the section which lists the excluded classes—

The CHAIRMAN. Yes; that is correct.

Mr. LAUGHLIN (continuing). One other condition—not another class, but another condition should be added; and that is that no immigration passports—I rather invented that term here—that no immigration passports should be issued to applicants who can not demonstrate to the satisfaction of expert immigration officials, immigration attachés, if you please, trained in family-history study, that the individual applicant is not characterized by feeble-mindedness; is not characterized by insanity, criminalistic conduct, or by general shiftlessness, and that among his or her immediate family, the incidents of these traits is very low.

That term “general shiftlessness” is an expression which may need some explanation, but I think that we will all agree that it describes the type of citizen that we do not want in this country. In every little Italian, or Scandinavian, or English, or Scotch town, there are village ne'er-do-weels who have not made good among their fellows. That is the type of immigrant which we want to exclude, even if he can stand up and get by the immigration officials and is able to pass the reading test, and can pay the head tax and may legally come into this country; we do not want him anyway. He is poor immigrant stock.

The CHAIRMAN. We all agree with you; but the trouble with making phrases of that type is this: That many of that class of cases would fall more easily than this inferiority class of cases does, under this objection: That this comes to the decision of some one man and depends upon that.

Mr. LAUGHLIN. That is, of course, important.

The CHAIRMAN. Now, the information that this committee is receiving is that there are a great many insane persons whom the law have sought to keep out of the country, but who are being placed in the country under bond for one year. I have not the exact figures, but it is several hundred for the last 18 months.

A family comes here and says, “Here is an insane person in the family,” and the appeal is so strong that they are permitted to bring in the insane person. Now, if we carry that further and get it down to just general shiftlessness, there must be somebody to make the decision as to that.

Mr. LAUGHLIN. That is why, Mr. Chairman, the decision ought to be made on the other side by a person trained in family history and modern field studies. This would have solved the problem of

sympathetic appeal by preventing the near kin of insane persons from coming into the country in the first place. You would have to have your psychiatrist to diagnose the specific man as to the degree of his sanity; but you leave it to your field workers to bring to this psychiatrist the first-hand facts. General shiftlessness could easily be made into a technical term by a little definition in the law. It could be made a technical term by describing it by a 50-word paragraph; it could be described exactly, so that you would limit the activities of the field agent in the matter.

The CHAIRMAN. Have you made any studies lately as to the insane at Ellis Island?

Mr. LAUGHLIN. No, sir; we have not been permitted to go to Ellis Island for investigations since the war. We used to go there and have free access to the people and the records, but we do not have that any more. I do not know what the situation is there with respect to that.

The CHAIRMAN. Before you get away from that there is another question in my mind: You described certain forms of insanity. What have you to say about the type that become very excited, or very enthusiastic, about propositions and get to be fanatics?

Mr. LAUGHLIN. Well, they are maniacs. The technical term is maniac-depressive, if they show undue enthusiasm alternating with melancholy. If they do not show periodic outbursts of enthusiasm, but invent a system which will not work, and hang right on to that system, they show a paranoid form of insanity. Psychiatrists have names for all of those different types.

The CHAIRMAN. Yes; I will not ask you the details. But what I was getting at was this: Do the conditions that prevail throughout the world—the war and its consequences—develop some of the types in great numbers, in your opinion?

Mr. LAUGHLIN. I should think the stress of war would cause members of families who have a constitutional psychopathic weakness to break down in larger numbers than the normal conditions of life would cause.

The CHAIRMAN. Including types of inferiority that would not be easily recognized by inspectors at United States ports of entry?

Mr. LAUGHLIN. Yes, sir; there are many.

The CHAIRMAN. There are many now; but in your opinion, the cases have been accentuated, or will be, as a result of the war and its consequences?

Mr. LAUGHLIN. Yes, sir. I doubt, however, whether the inspectors at Ellis Island would be able to notice a great change in that respect. An individual who can get money enough, and organize his individual resources enough to get as far as Ellis Island, even if he is potentially insane, is pretty apt to stand up and get through the mill. In fact, if you go to the average modern hospital for the insane, where the individuals are bolstered up, even on a close study of the matter, you will find there many cases of doubtful insanity.

It is only when a continued study is made by a psychiatrist that the correct diagnosis is made in many cases. Other cases, of course, are obvious to anyone.

Mr. WHITE. I would like to ask one question: You think that the higher sanitation that is prevalent in the country at the present time,

as compared with former times, 50 and 60 years ago, the better food and clothing and housing, has had the effect of preserving the life and the adding to society of an element that would have perished through lack of hardihood formerly?

Mr. LAUGHLIN. Yes, sir. I think the tenderness with which modern civilization and charity care for many of its so-called defective classes has been biologically unfortunate in that it has bolstered up individuals who under a lower civilization would have perished.

Mr. WHITE. It has been unfortunate from a biological standpoint, but we are all directing our efforts in that direction nevertheless on account of humane considerations?

Mr. LAUGHLIN. Yes, sir; it is a conflict or rather a lack of coordination between the two. Patriots must solve the problem without in the least destroying humane care. There need be no conflict, and we must at all hazards preserve our best family stocks.

Mr. WHITE. That brings up another thought that occurred to me a moment ago: That now the State exercises the greatest care over its unfortunate citizens, and people are now under State care who formerly were either cared for or neglected, as the case might be, by their own families; and we did not have the statistics at that time that will establish the number of those people in society, as we do at this time; and that is frequently, I think, used as a basis for argument that is not actually justified by the facts of history and present conditions—a comparison of the numbers of those persons in the two periods, because we have statistics on those subjects now that we did not formerly have, even within the space of my own recollection.

Mr. LAUGHLIN. That is undoubtedly true; there is that difference.

Mr. WHITE. That would lead to erroneous conclusions, would it not?

Mr. LAUGHLIN. It would, unless the person making the analogy would take the facts you have stated into consideration; they must be taken into consideration; the record must be taken in its full setting. To-day more social study, increased custodial care, and better statistics show facts and conditions concerning social inadequacy which were not known at an earlier date. Judging from the statistical compilations alone, one could easily prove that our race is running down hill very rapidly, but if we bring all of the evidence together we can not but conclude that the white American family stock from the landing of the Pilgrims up to a generation ago was at least maintaining its own. Judging not by to-day's total known inadequates compared with yesterday's, but by to-day's inadequates of foreign stock compared with to-day's inadequates of older stock, the recent "easy and promoted" immigration is not up to the former standard.

Mr. WHITE. Now, there is some danger that that will, to a degree, weaken the intellectual and mental status of the social body if these persons outside of the border line and those still a little farther outside—they are members of society, and live as such, and have offspring, and they reproduce a race of people that are not as competent as the average and not anywhere near as competent and effective as the higher classes. And if we are going on to that, there is a serious situation that confronts us, it seems to me.

**Mr. LAUGHLIN.** That is a case where your immigration studies mesh in with the marriage laws of the country. The marriage laws ought to govern reproduction by persons already in the country.

I want to say, in reference to custodial care, that there is one type of pedigree which our field workers have run into, which we call the "almshouse type." The almshouse is usually a town institution, in which the inmate is not segregated from contact with the general population, as are the inmates of our great modern State institutions. The result is that the moron girl that goes to the almshouse generally gets there because she is pregnant or has a baby, and as soon as she is able to work again she goes out into the community, and the next year she comes back and has another baby. We have many pedigrees that show that process of human reproduction in which one moron girl will be bolstered up and cared for by the community, as she should be; but then she should be safely and permanently kept from contact. She is a permanent institutional case, who has been bolstered up by society just enough to have a baby a year of her own class. But on the other hand, if she is placed in an institution and kept there during the reproductive period, society is protected. That is the effective and humane remedy for the almshouse type of human reproduction.

**Mr. Box.** Now, speaking of the point suggested by Mr. White and your answer to it, if it is true that a larger percentage of these border-line people come from foreign sources, then there would be the remedy for that evil in the provision suggested by you, to that extent?

**Mr. LAUGHLIN.** Yes; to the extent that they come from foreign stock, selection of immigrants on the basis of biological fitness would be remedial.

**Mr. Box.** And if the number of those foreign cases is large in proportion to the number of American cases, the number affected by the provision would be large in proportion to the total of such cases?

**Mr. LAUGHLIN.** That would be the logical conclusion.

**The CHAIRMAN.** This has been very interesting, and we want to thank Mr. Laughlin for his statement; and I want to suggest that when we come to reading this bill over we invite Mr. Laughlin to come down.

**Mr. Box.** Yes; and I hope this hearing will be printed in such numbers that we can get as many as we want.

**Mr. LAUGHLIN.** Mr. Chairman, I thank the committee for its courtesy in hearing our testimony.

#### APPENDIX.

CARNEGIE INSTITUTION OF WASHINGTON,  
EUGENICS RECORD OFFICE,  
Cold Spring Harbor, Long Island, N. Y., May 28, 1920.

HON. ALBERT JOHNSON,  
Chairman Committee on Immigration and Naturalization,  
House of Representatives, Washington, D. C.

DEAR MR. JOHNSON: With this letter I am taking the liberty to inclose the draft of a bill which seems to me to cover as effectively as can be done in the near future the provisions for examining immigrants in their home towns before coming to America. The purpose of the draft is clear, and I feel that it can well be made the basis for legislation in the matter.

Very sincerely,

HARRY H. LAUGHLIN.

A BILL To provide for the examination of prospective immigrants before leaving their home countries, for the establishment of a corps of immigration attachés, and for the establishment of an immigration passport system.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That there is hereby established under the Immigration Service of the United States a corps of immigration attachés, which shall be organized and directed by, and the members of which shall be selected and trained by, the Commissioner General of Immigration.

SEC. 2. That the total membership in the corps of immigration attachés shall not exceed in numbers 1 to each 300 prospective immigrants for the ensuing fiscal year.

SEC. 3. That there shall be two grades of membership in the corps of immigration attachés: First, immigration inspectors, who shall report directly to the Commissioner General of Immigration, and whose duties shall be to inspect the work of and to advise the Immigration Service in foreign countries, as represented by the Consular Service and the corps of immigration attachés. Immigration inspectors shall not exceed in number 1 to each 100 immigration attachés. Second, immigration attachés, who shall be assigned by the Commissioner General of Immigration to the consular offices of the United States in foreign lands in accordance with the needs of the Immigration Service in the particular concomitant region.

SEC. 4. That immigration attachés shall be able to converse in the language of the persons among whom they work; they shall be familiar with the immigration history, laws, regulations, and customs of the United States, and with the emigration history, laws, regulations, and customs of the country in which they are stationed. They shall be trained in the modern field method of studying family histories and social diagnosis with the special view to determining the hereditary and social worth of the persons studied, and they shall be selected on account of their competency in these lines and also for their diplomacy, tact, and patriotism.

SEC. 5. That immigration attachés shall report directly to, and shall be under the immediate orders of the consul or consul general to whose office they are severally assigned, and they shall be governed by the laws, rules, regulations, and customs governing special attachés in the diplomatic and consular service of the United States.

SEC. 6. That each prospective immigrant who desires to emigrate to the United States shall make application to the American consul of the district in which the particular applicant is a resident. The consul shall then assign to an immigration attaché, if one is available, the task of determining the qualifications of the particular applicant in meeting the immigration laws and regulations of the United States.

SEC. 7. That if an immigration attaché is not available to undertake the investigations provided for by this act, it shall be the duty of the consul to obtain the required information by such other resources as he may command: *Provided*, That in no case shall the decision in reference to the application for an immigration passport be delayed more than one year: *Provided further*, That one denial of an application for an immigration passport shall not prevent subsequent applications, nor shall it prejudice the consideration of additional facts.

SEC. 8. That it shall be the duty of the immigration attaché to explain to would-be immigrants to the United States the nature of the immigration laws and regulations, and to describe as accurately as obtainable information will permit, the actual situation in the United States in reference to employment and opportunities for and limitations to social, educational and industrial advancement, but shall neither purposefully encourage nor discourage immigration. Immigration attachés shall examine into the sanitary, pathological, literary, psychiatric, social, and eugenical qualities of persons contemplating immigrating to the United States, and who apply to the particular consulate to which the attaché is assigned for immigration passports.

SEC. 9. That in addition to the classes of aliens excluded from admission to the United States by section 3 of the Immigration act of February 5, 1917, the following class shall be excluded: All persons sexually fertile at the time of the investigation or prospectively, who can not, in collaboration with the American Consular and Immigration Services, demonstrate their eugenical fitness.

SEC. 10. That eugenical fitness is hereby defined to consist in the possession of such natural hereditary mental, physical and moral qualities as give promise not only of educability and socially fit citizenship on the part of their possessor, but also of the transmission to his or her offspring of socially valuable qualities.



SEC. 11. That the sanitary, pathological, literary, psychiatric, social, and eugenical qualifications for the admission of immigrants shall be determined as completely as possible at first hand in the home region of each particular immigrant, in accordance with specific outlines and rules determined by the Commissioner General of Immigration: *Provided*, That the required record shall include an account of the reputation of the individual for decency, industry, ambition, and law-abiding qualities, and that a special effort shall in each case be made to determine the sort of human stock from which the particular would-be immigrant springs.

SEC. 12. That it shall be the duty of the immigration attachés personally to secure, in friendly collaboration with the individual applicant for an immigration passport, and with the officials of the town and country in which the particular applicant is a resident, all of the above required information: *Provided*, That if the particular attaché is not a duly licensed physician, he may employ, at a fee to be determined as reasonable by the consul to whom he reports, the services of physicians for making the sanitary, pathological, and psychiatric examinations required of immigrants to the United States.

SEC. 13. That immigration attachés shall report to their respective consuls their complete findings in reference to the sanitary, pathological, literary, psychiatric, social, and eugenical qualities of the particular candidate for admission as an immigrant to the United States.

SEC. 14. That there is hereby established a form and authority which shall be known as the immigrant passport, and which shall be designed and approved by the Commissioner General of Immigration, and which shall be used by the American consuls in granting permission for applicant immigrants to enter the United States in accordance with the provisions of the immigration laws and regulations of the United States. Immigration passports shall be of such design and form as to insure their greatest permanency, legibility, ease of care, and difficulty in counterfeiting.

SEC. 15. That an immigration passport shall be issued to each applicant immigrant who duly applies for it to the American Consul in the region in which the particular applicant immigrant resides, provided that the sanitary, pathological, literary, psychiatric, social, eugenical, monetary, and fee requirements of the American immigration laws and regulations are, after due examination and investigation as provided by this act, deemed by the consul to have been adequately met: *Provided*, That an individual applicant whose immigration passport has been denied by an American consul may have the privilege of appealing to the consul general under whose jurisdiction the particular consul may be.

SEC. 16. That each applicant immigrant over 16 years of age shall pay to the American consul \$5 upon application for an immigration passport, which sum shall not be refunded in case the passport is refused. If, however, the conditions of immigration are deemed to have been met, the American consul, upon the additional payment of \$5 by the applicant immigrant, shall issue to the particular applicant immigrant an immigration passport which shall bear, in addition to the record of having met the conditions of the American immigration laws and regulations, the signature or mark, the photograph, and the finger prints of the particular applicant.

SEC. 17. That the possession of an immigrant passport shall entitle the applicant immigrant to enter the United States as an immigrant any time within one year from the date of its issue, unless meanwhile the passport be revoked for cause, or unless the presence of infectious disease demands exclusion or delay in accordance with quarantine regulations.

SEC. 18. That no applicant immigrant shall enter the United States as an immigrant without an immigrant passport duly issued in accordance with the provisions of this act by an American consul.

SEC. 19. That children under 16 years of age, accompanied by a parent or guardian, shall require immigration passports, but the charge for each such immigration passport shall be \$1: *Provided*, That the field investigation for such be made in conjunction with that of a parent or guardian; but if an independent investigation be required, the child shall be required to pay the full preliminary and final fees required of adults.

SEC. 20. That the immigrant passport shall be retained by the immigrant until the particular immigrant makes his or her first annual registration as an alien in the United States at the Bureau of Alien Registry, at which time and to which bureau the immigration passport shall be given up, and in its place the Bureau of Alien Registry shall issue a certificate of alien registration.

(NOTE.—This, of course, assumes that a Bureau of Alien Registry will be established.)

SEC. 21. That a lost passport may be duplicated by the Immigration or Consular Service upon the payment of a fee of \$1: *Provided*, That in all such cases conclusive evidence as to personal identity shall be required.

SEC. 22. That all fees and moneys collected under this act shall be paid into the Treasury of the United States.

SEC. 23. That the President is hereby authorized and directed to reorganize and to suspend such parts and activities of the existing Immigration Service as are necessary in executing this act.

SEC. 24. That there is hereby appropriated \$——— for the fiscal year —— for inaugurating and maintaining immigration service provided for by this act.

SEC. 25. That this act shall take effect six months after the date of approval.