

*J. Neil*

Sixth Annual Report  
OF THE  
UNITED STATES  
SHIPPING BOARD

‡

Fiscal Year Ended  
June 30  
1922



WASHINGTON  
GOVERNMENT PRINTING OFFICE  
1922

THE UNITED STATES SHIPPING BOARD.

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ALBERT D. LASKER, *Chairman.*

T. V. O'CONNOR, *Vice Chairman.*

MEYER LISSNER, *Commissioner.*

WILLIAM S. BENSON, *Commissioner.*

GEORGE E. CHAMBERLAIN, *Commissioner.*

EDWARD C. PLUMMER, *Commissioner.*

FREDERICK I. THOMPSON, *Commissioner.*

CLIFFORD W SMITH, *Secretary.*

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## LETTER OF TRANSMITTAL.

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UNITED STATES SHIPPING BOARD,  
Washington, D. C., December 1, 1922.

*To the Congress:*

In compliance with section 12 of the shipping act of 1916, we have the honor to transmit herewith the sixth annual report of the United States Shipping Board and the United States Shipping Board Emergency Fleet Corporation, covering the fiscal year ended June 30, 1922. The report covers the various activities of the board and the corporation under the provisions of the shipping act of 1916, the merchant marine act of 1920, and other legislation.

The present Shipping Board was organized on June 15, 1921, and there have been no changes in the personnel of the board during the fiscal year covered by this report.

ALBERT D. LASKER, *Chairman.*  
T. V. O'CONNOR, *Commissioner.*  
MEYER LISSNER, *Commissioner.*  
W. S. BENSON, *Commissioner.*  
G. E. CHAMBERLAIN, *Commissioner.*  
F. I. THOMPSON, *Commissioner.*  
E. C. PLUMMER, *Commissioner.*



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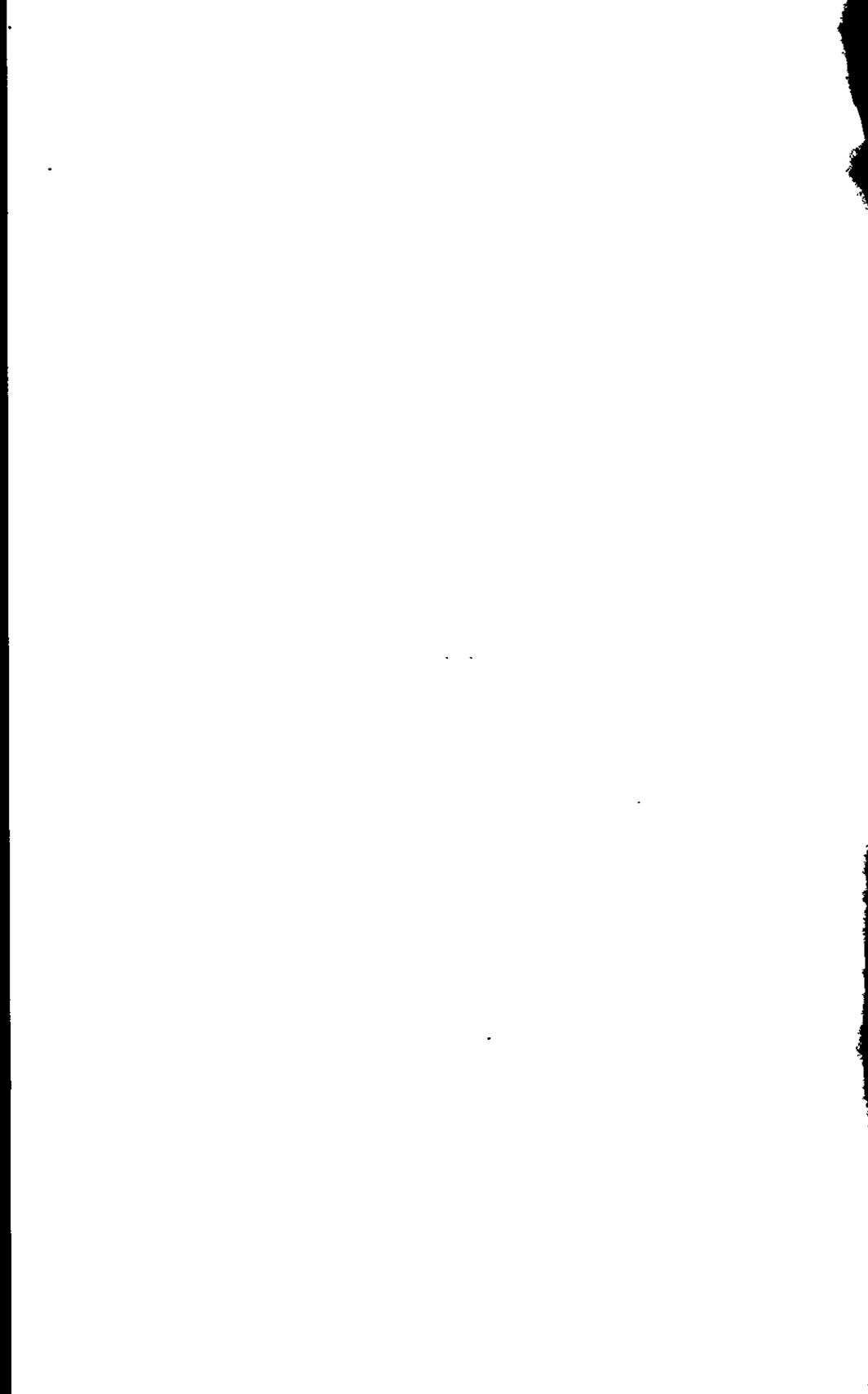
PART I

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UNITED STATES SHIPPING BOARD

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**CHAIRMAN  
A. D. LASKER**

**FINANCE DIVISION**

**SECRETARY**

Office Personnel Section  
Mail and File Section  
Duplicating Section  
Communication Section

**COMMISSIONER  
F. I. THOMPSON**

**COMMISSIONER  
E. C. PLUMMER**

**BUREAU OF  
TRAFFIC**

Domestic and world trade conditions, agreements and conferences. Rates and tariffs. Relations with railroads.

*\*Sections of Shipping Act, 1916 - 14, 14a, 15, 16, 17, 18, 19, 21, 22  
Sections of Merchant Marine Act, 1920 - VIII, VIII, XIX, XXI, XXII, XXVII, XXVIII*

**REGIONAL DIVISIONS**

**INTERSTATE  
COMMERCE  
CONFERENCES**  
F. I. Thompson  
E. C. Plummer  
Meyer Lissner

**COMMISSIONER  
T. V. O'CONNOR**

**BUREAU OF  
OPERATION**

Labor costs and conditions, pier and port facilities, cargo handling equipment.

*\*Sections of Shipping Act, 1916 - 12, 15, 16, 22  
Sections of Merchant Marine Act, 1920 - VII, VIII, XVII, XIX*

**INDUSTRIAL RELATIONS DIV.  
RECRUITING SERVIC.  
DIVISION OF DOCKS AND  
WHARVES.**

**COMMISSIONER  
W. S. BENSON**

**BUREAU OF  
CONSTRUCTION**

Domestic and foreign construction and costs. Construction Loan Fund. Transfers of flag. New Designs - Hull Machinery

*\*Sections of Shipping Act, 1916 - 9, 12, 37  
Sections of Merchant Marine Act, 1920 - XI, XIX, XXIII, XXV*

**COMMISSIONER  
G. E. CHAMBERLAIN**

**BUREAU OF  
LAW**

Scrutiny of foreign and U.S. laws affecting shipping. Investigations and hearings. Legal advice and litigation.

*\*Sections of Shipping Act, 1916 - 3, 14a, 19, 22, 26, 40  
Sections of Merchant Marine Act, 1920 - XXX-0*

**COMMISSIONER  
MEYER LISSNER**

**BUREAU OF  
RESEARCH**

General Research Marine Insurance Insurance Fund Study of Ports

*\*Sections of Shipping Act, 1916 - 12, 16  
Sections of Merchant Marine Act, 1920 - VIII, X*

**FIELD INFORMATION DIVISION  
STATISTICAL DIVISION  
LIBRARY  
INSURANCE DIVISION  
PORT FACILITIES COMMISSION**

*\* Shipping Act, 1916 as amended*

June 30, 1922

## UNITED STATES SHIPPING BOARD.

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### ORGANIZATION.

In order that the numerous and important duties delegated to the Shipping Board under the shipping act, 1916; the act of July 15, 1918; the merchant marine act, 1920; and other legislation might receive the careful attention of the board, as well as specialized study by the various members thereof, a complete reorganization of the methods of handling the regulatory duties imposed on the board by Congress was effected early in the fiscal year. Prior to the reorganization referred to, it had been the custom, broadly speaking, for the entire board to give its attention to the various matters arising under the board's jurisdiction. It was thought that by assigning to each commissioner certain specific classes of subjects, the business of the board could be expedited and the increasing number of matters referred to the board could be given more specialized attention. Accordingly, the following organization was perfected:

Chairman's office:

Finance division.

Secretary's office.

Bureau of traffic.

Bureau of operations.

Bureau of construction.

Bureau of law.

Bureau of research.

The functions and accomplishments of the various bureaus are outlined in the following pages of this report.

Each of the bureaus referred to above was designed to be headed by a commissioner, except in the case of the bureau of traffic, to which two commissioners were assigned because of the large volume and diversified character of the work falling under this bureau.

### BUREAU OF TRAFFIC.

The functions of the bureau were divided into two general groups: (1) Its work in relation to the growth and development of the privately owned and privately operated merchant marine and (2) its regulatory work.

Its work in relation to the growth and development of private steamship lines had reference to traffic matters defined in various sections of the merchant marine act having a direct or indirect

bearing upon the requirements of vessels in water-borne commerce, both domestic and foreign, by which they might be assured cargo and obtain facilities for the proper operation of the vessels. Among these provisions were the following:

The study of foreign and domestic markets with a view to determining what steamship lines should be established in the development and maintenance of the foreign and coastwise trade of the United States; also, studying the proper requirements of vessels which should be operated in such trades in respect to their type and size, and the schedules essential to an adequate, regular, certain, and permanent service. (Sec. 7, merchant marine act.)

To negotiate jointly with the Postmaster General, appropriate agreements with American steamship companies, owned by American citizens, for the carrying of United States mails on such lines or by any American-built vessels documented under the laws of the United States, at such prices as may be agreed upon by the board and the Postmaster General. (Secs. 7 and 24, merchant marine act.)

The board is required not only to aid in the development of ships and shipping companies but also to assist in planning the improvement and development of ports and transportation facilities in connection with water commerce. To this end the bureau of traffic, in cooperation with the Secretary of War, investigated regions and zones tributary to ports of the United States, with special reference to the facilities for interior transportation, and the study of the natural direction of the flow of commerce from points in the interior. It investigated the causes of congestion at ports and remedies therefor; also, any other matters that tended to promote and encourage the use by vessels of ports adequate to care for the freight which would naturally pass through such ports. It advised the board of any cases where rates, rules, or regulations of railroads were detrimental to the growth of a particular port and of the American merchant marine, in order that the board could request the Interstate Commerce Commission to take such action as that commission considered proper. (Sec. 8, merchant marine act.)

It investigated traffic conditions in foreign trade and recommended to the board the adoption of rules and regulations affecting shipping in that trade, in order to adjust or meet general or special conditions unfavorable to American shipping in foreign trade, when these conditions resulted from foreign laws, rules, or regulations, or from foreign competitive methods or practices employed by owners, operators, agents, or masters of vessels of a foreign country. (Sec. 19, merchant marine act.)

It acted for the board in ascertaining conditions in the island possessions, with special reference to the adequacy of steamship service between the United States and such possessions, having in

view procuring as soon as possible the establishment of adequate service by American vessels, so that such islands might be brought within the coastwise laws of the United States, as provided by section 21 of the merchant marine act.

As Alaska is now within the coastwise laws of the United States, but does not at all points have adequate service by vessels qualified under the coastwise laws, section 27 of the merchant marine act has suspended the coastwise laws on the Yukon River until the board finds that adequate facilities are furnished there by American vessels, and the bureau was charged with this investigation.

Hearings were held during the fiscal year under section 28, merchant marine act, providing preferential treatment of vessels documented under the laws of the United States, in respect to cargo received from interior points of the United States, when the ocean transport is to be in American vessels, provided, however, that this policy can be applied only as to ports in respect to which adequate service by American vessels is available. The hearings were intended to develop to what foreign ports, if any, service by American vessels was adequate, with the view of removing the suspension of the section now in force as to such foreign ports when this course seems proper and practicable. (Sec. 28, merchant marine act.)

The bureau conducted hearings during the fiscal year with reference to the status and validity of a number of contracts existing between railroad companies and steamship lines, the effect of which contracts was to give preferential treatment in traffic between the railroads and the steamship companies parties thereto to the prejudice of competing American lines. As a result of these hearings, many of the railroads voluntarily consented to cancel the contracts. Some of them, however, notably the Chicago, Milwaukee & St. Paul in its relation to the Osaka Steamship Co. (a Japanese line) and the Great Northern Railroad in its relation to the Nippon Yusen Kabushiki Kaisha (another Japanese line), did not consent to such cancellation and the board entered an order requiring complete cancellation of all such contracts by July 1, 1923.

The Interstate Commerce Commission, on the request of the Shipping Board and of the Secretary of War, conducted hearings at various South Atlantic ports, including Norfolk, Charleston, Savannah, Jacksonville, Mobile, and New Orleans, for the purpose of ascertaining facts and determining a policy with reference to terminal charges on freight delivered by railroads to steamship companies, and particularly as to the comparative charges made by railroads at terminals owned by such roads and charges by terminals privately owned or owned by public authorities. The adequacy of terminal facilities for the efficient handling of freight in its transfer between railroad cars and the steamships was also investigated. An impor-

tant aspect of these hearings was the fact that they had chiefly in view not a limitation on the amount the railroads might charge for such terminal services, but the requirement that the railroads should charge an amount sufficient to cover the true value of such services so as to make possible proper competition on the part of privately owned or publicly owned terminals. Facts brought out at these hearings were made the subject of study and analysis by this bureau as a basis for the adoption by the board of a proper policy in respect to the matters involved.

At the request of the Norwegian State Railway Co. an inquiry was made into the practicability of issuing bills of lading between interior points in the United States and interior points in a foreign country, having in view a single document to cover the entire transit of a foreign shipment by rail, by ocean, and again by rail. The proposal was submitted to the executives of a number of American trunk-line railways, and, in turn, the question was studied under their supervision. Some of them believed the plan feasible, but a majority of them did not think it practicable at the time. At the close of the fiscal year definite action had not yet been taken in the matter, as the general problem of export bills of lading was being developed by a joint committee of the Shipping Board and the Interstate Commerce Commission.

In its relation to the negotiation of contracts for carrying ocean mails, this bureau took an active part in arranging a new contract between San Francisco and Australia, as the contract under the act of 1891 expired on June 30, 1922. The basis of the old contract, which was negotiated in 1912, was \$2 per mile, and the company had definitely announced its service would be discontinued if a new basis of compensation was not arranged, the company declaring that it was impossible to continue on the old basis because of the great increase in the cost of operations. The negotiations conducted by the Shipping Board and the Navy Department finally resulted in a new contract based on \$3 per mile; as a result, the only private line flying the American flag on a route through the southern Pacific Ocean was continued.

The problem of proper protection of United States ports and of transcontinental railroads in their relation to imports and exports, against the competition of Canadian ports and railroads, also received the attention of the bureau. The fact was developed that the total exports and imports at Vancouver, British Columbia, for the year ending January 31, 1921, amounted to \$243,651,489; but of this amount, \$165,413,000, or approximately 68 per cent of the whole, were in transit between the United States and foreign countries other than Canada. In other words, if merchants in the United States had used United States ports for the commodities that they sent out or

brought in through Vancouver that foreign port would have lost about 68 per cent of its exports and imports. Traffic was also diverted from railroads of the United States as to imports and exports through the eastern ports by their being routed over Canadian railroads. While these problems were in large measure rail problems, and therefore not a part of the work of the Shipping Board, they had in some cases a very direct bearing upon the traffic delivered to American shipping, for the diversion of exports and imports through Vancouver meant in practically all cases that the ocean transport was in a foreign bottom. The problem of appropriate legislation to correct this loss of trade, which normally belonged to American railroads and American shipping, was receiving the consideration of the bureau.

#### **Regulatory Work of the Bureau.**

The regulatory duties of the bureau of traffic during the fiscal year were those imposed on the board by the shipping act, 1916, and the merchant marine act, 1920, and included certain provisions having in view (a) the protection of shipping companies in their mutual competitive relations and (b) the protection of shippers against unjust and unfair discriminations and practices by the companies.

Those relating to the protection of shipping companies in their mutual competitive relations prohibited, among other things, the payment of deferred rebates to a shipper under an agreement requiring a shipper to use a particular line or group of lines, thus excluding the use by him of any competing line of his choice. (Sec. 14.)

The use of fighting ships by any company or combination of companies was also prohibited. By this is meant that they may not use a vessel in a particular trade for the purpose of destroying the competition of another carrier in that trade. Shipping companies at times previously had their regular vessels compete on a normal basis but would operate special vessels or "fighting ships" at unremunerative rates to destroy competition. (Sec. 14.)

The approval of the board is required for agreements between shipping companies which undertake to fix or regulate transportation rates or fares; to give or receive special rates, accommodations, or other special privileges or advantages; to control, regulate, prevent, or destroy competition; to pool or apportion earnings, losses, or traffic; to allot ports or to regulate the number and character of sailings between ports; to limit or regulate in any way the volume or character of freight or passenger traffic to be carried; or in any manner to provide for an exclusive, preferential, or cooperative working arrangement.

Agreements of the kind described are frequently called "conference agreements." They are not discouraged in proper cases; on the contrary, the Shipping Board itself has initiated such arrangements

between shipping companies, having in view the stabilization of rates. When they are fair and are open to all competitors who are willing to comply with their terms, they are frequently approved by the board as required by section 15, shipping act.

A company is prohibited using its influence with an insurance company to prevent a competing shipping company obtaining as favorable a rate of insurance on vessels or cargo as is granted to some other line. (Sec. 16.)

Among those duties relating particularly to the protection of shippers in their relation to common carriers by water are the following:

Companies are not permitted to retaliate against any shipper by refusing space or accommodations for shipments or by other discriminating or unfair methods because the shipper may have patronized some other carrier or may have filed a complaint against the company or for any other reason. (Sec. 14.)

Companies are forbidden to make any preferential contract with one shipper to the prejudice of another similar shipper based on the volume of freight offered or unfairly to discriminate against any shipper in the matter of cargo space or other facilities in the loading and landing of freight in proper condition or in the adjustment and settlement of claims. (Sec. 14.)

All shipping companies in interstate commerce are subject to the control of the board in respect to rates, fares, passages, classifications, and tariffs, and in respect to their regulations and practices relating thereto, or to the manner of marking, packing, and delivering property for transportation; also as to facilities for transportation and other matters connected with handling of the property. The companies are required to file with the board and keep open to public inspection tariffs showing their maximum rates and charges for transportation between points on their own routes; also similar information with reference to through and joint rates when these exist. They are not permitted to make charges in excess of such tariffs and regulations nor can such tariffs be changed without the approval of the board. (Sec. 18.)

Shippers are also protected by the prohibition of conference agreements not approved by the board, to which reference has been made; also in the requirement that vessels shall accept proper shipments if they have available space; also by the prohibition of the company or its agents improperly disclosing any information about a shipment.

It is further provided that whenever a company reduces its rates with the intent of driving out or otherwise injuring a competitive carrier by water it shall not thereafter increase such rates unless the board approves such increase for reasons other than the elimination of such competition.

Suitable provisions are made for punishing persons or companies who violate these requirements and provisions.

The activities of the bureau of traffic with relation to the subject above referred to are covered in the succeeding pages concerning the work of the division of regulation, a part of the bureau.

#### **Carriers' Conferences and Contracts.**

More than 4,000 conference minutes and tariffs were filed with the division during the year, in pursuance of section 15 of the shipping act. Organizational and other papers of 9 new conferences, practically all embracing trade routes hitherto not covered by conference agreements on file in the division, were submitted. Among these conferences were the Rio homeward conference between Brazilian and North Atlantic ports, the Pacific coast-Australasian tariff bureau, the Pacific coast-United States Gulf eastbound conference, the Pacific coast-east coast South American conference, and the Pacific coast-Cuban eastbound conference. The trans-Pacific freight tariff bureau of Japan, an organization composed almost exclusively of foreign steamship operators, also filed conference agreements, minutes of meetings and conference tariffs. The number of conference papers filed during the year was somewhat diminished by the action of the United States Shipping Board Emergency Fleet Corporation in relinquishing supervision of the various conferences in which Shipping Board operators took a leading part, and apportioning the cost of maintaining such conferences upon a pro rata basis among the various members. This resulted in the consolidation of two or more conferences and less frequent meetings, which, in turn, reduced the number of rate changes necessitating the issuance of conference tariffs.

In addition to the conference agreements and tariffs, memoranda of a number of contracts entered into between carriers and other persons subject to the act, as well as modifications of contracts already on file, were submitted.

#### **Formal Docket.**

Eleven formal complaints filed under section 22 of the shipping act by shippers relative to the propriety of rates, regulations, and practices of carriers subject to the board were given consideration by the division during the period covered by this report. Of this number, four were brought to a close through the issuance by the board of formal orders following the adoption of reports prepared from evidence presented at hearings by the respective parties; four had been heard and proposed reports were in process of preparation at the end of the year, and two were dismissed upon application of the complainants. The remaining complaint was settled in accordance with

the examiner's tentative findings contained in the proposed report served upon the parties after hearing.

The proceedings on this docket which were concluded during the year involved questions of unreasonableness and discrimination under pertinent sections of the shipping act in connection with rates between Boston and Philadelphia, and from New York to Boston; the practice of a carrier in excluding certain receiving and delivering points within switching, free lighterage limits and water-front locations of its terminal ports from the application of its port-to-port rates; the practice, under existing embargoes, of accepting only as less-than-carload traffic at less-than-carload rates shipments which aggregated carload quantities; and tariff classifications adhered to by a carrier in regard to a commodity, the nature of which was claimed to warrant a lower rate than that exacted from the complainant. The complaints which were the subject of hearing and tentative determination by the division during the year, and concerning which proposed reports will be submitted to the board for adoption and order, related to the charging of rates lower than those shown by tariffs filed with the board in compliance with section 18 of the shipping act in respect to shipments of commodities in intercoastal trade; diversion of shipments in foreign commerce to carriers other than those designated by the bills of lading after their receipt in the United States; according preferential rates to complainant's competitors by using different rates of exchange in connection with shipments transported from ports in France to New York; and the charging of discriminatory rates for transportation between New Orleans and ports in Nicaragua based on the complainant's refusal to enter into contracts to give the carrier their exclusive patronage.

#### **Informal Docket.**

Seventy-four informal complaints were docketed during the year, an increase of approximately 15 per cent over the number handled during the previous year. Questions presented on this docket related to practically every phase of transportation, from cases of overcharge in violation of tariff rates on file with the board to those involving discrimination in foreign trade against American exporters as compared with their foreign competitors. The most numerous class of complaints was that alleging unreasonable rates, regulations, or practices.

Practically all of the informal complaints filed were successfully adjusted upon a basis mutually satisfactory to the carrier and the shipper, and but one formal complaint resulted from a controversy which was handled upon the informal docket. Settlement or withdrawal of a large number of claims against a carrier which had discontinued operation and from which the claimants could obtain no information was secured by the division in its intermediary capacity.

A number of other complaints involving claims for the payment of moneys were voluntarily satisfied by carriers when presented through this division, notwithstanding that more than the statutory period within which such claims should have been presented had elapsed.

#### Tariffs.

During the fiscal year 1,492 freight and passenger tariffs were filed by water carriers in pursuance of section 18 of the shipping act and tariff regulations of the board governing the publication, posting, and filing of such schedules. These tariffs showed a constant reduction in rates, fares, and charges resulting from the general business readjustment which had taken place. One hundred and thirty-three water carriers filed tariffs of their own issue or participated in schedules filed on their behalf by other carriers or agents. Individual tariffs of their own Shipping Board series were filed and maintained by 13 different tariff publishing agents under powers of attorney issued in their favor by water carriers subject to the board. Four hundred and sixty-one effective instruments of participation, consisting of powers of attorney and concurrences, were on file in the division at the close of the year.

Shippers, carriers, trade organizations, and other parties in increasing numbers availed themselves of the public tariff files maintained in the division as required by statute. Extensive use of these files was made by representatives of several of the Government departments in connection with various projects requiring current data relative to the rates, regulations, and practices of water carriers.

#### General.

During the year 580 General Circulars No. 2 were executed by water carriers and by forwarders, wharfingers, warehousemen, and others furnishing terminal facilities in connection with a common carrier by water, following requests by the division for detailed information relative to their organization and operation. From the data contained therein these carriers and others were classified with respect to their status under the regulatory provisions of the shipping act, and are included in the following tabulation showing all carriers and others from whom circulars have been received since the inception of the work of this division, up to and including June 30, 1922:

1. Water carriers whose services have been discontinued.....	324
2. Intrastate water carriers operating on rivers, lakes, or oceans.....	156
3. Water carriers operating in interstate commerce on the inland waters of the United States, either river, lake, or canal (excluding the Great Lakes)....	87
4. Operators of towage, lighterage, or ferriage service.....	170
5. Water carriers engaged in interstate tramp service.....	256
6. Water carriers engaged in foreign tramp service.....	249

7. Water carriers subject to the jurisdiction of the Interstate Commerce Commission.....	29
8. Water carriers operating on regular routes in interstate commerce on the high seas or the Great Lakes subject to the jurisdiction of the board.....	133
9. Water carriers operating on regular routes in foreign commerce of the United States subject to the jurisdiction of the board.....	278
10. Water carriers engaged in exclusively proprietary service.....	166
11. Forwarders and other persons subject to the jurisdiction of the board.....	116

It will be noted by referring to classes 8, 9, and 11 that the number of carriers, forwarders, and other persons subject to the jurisdiction of the board at the close of the year is 527. This is an increase of 135 over the number shown to be subject to the board at the close of the preceding year.

**BUREAU OF OPERATION.**

The bureau of operation consisted of the division of industrial relations, the sea-service bureau, the stevedoring committee, and the division of docks and wharves. The reports covering the activities of the stevedoring committee and the division of docks and wharves will be found in Part II of this report.

**INDUSTRIAL RELATIONS DIVISION.**

Marine and dock labor represents so important a factor in the success of the merchant marine and so vital is the matter of sound industrial relations to efficiency, the board has given special study and attention to questions involved in labor administration irrespective of any temporary financial interest the board has in the subject. While representing a comparatively small percentage of the total operating cost, labor is the most important factor in the successful operation of ships. Notwithstanding the depression in shipping, there were at the close of the fiscal year approximately 50,000 men engaged upon the vessels of the American merchant marine and a larger number of longshoremen employed in loading and unloading.

The Government, through the Shipping Board, as the owner and operator of a large number of vessels, is vitally concerned with marine and dock industrial relations from two angles:

- First. The welfare and permanence of the American merchant marine, and
- Second. The economical and efficient operation of Government-owned ships.

There are few branches of industry where continuity of operation is more essential than in marine and longshore work. A few hours' delay involves very heavy loss to the shipowner and unrest and discontent on the part of the employees, which eventually results in large increases in operating costs. The industry is particularly open to retaliation and labor reprisals. In the past, delays have been altogether too frequent.

There is needed a sound and workable system of practical industrial relations that will make for prosperity in the merchant marine rather than having its managers and employees working with mutual distrust and at cross-purposes. Any constructive effort along this line can not be carried on successfully unless employers and employees cooperate to the fullest extent, and the bringing about of such a situation for the good of the whole merchant marine has been the aim of the division at all times.

#### Functions.

The division of industrial relations acted as a coordinating agency in all labor questions pertaining to the operation of vessels and marine equipment, including the work of loading and unloading, the securing of peaceful adjustments of disputes, negotiation of working agreements, and promotion of better relations generally between employer and employee. Investigation and study of questions relating to wages, hours of labor, and other conditions of employment; the accepted privileges, rights, and duties of employers and employees in the American merchant marine; the collection of data and ascertainment of facts regarding marine and dock labor matters; the maintenance of friendly contact with the representatives of labor; and by negotiation and conciliation the prevention of threatened strikes and unnecessary dissension among marine workers were among the duties of the division during the year. It compiled and classified data for use in connection with executive action by the board and collected and digested weekly reports from the several districts of the Emergency Fleet Corporation, maintaining direct contact with district organizations for the purpose of keeping check upon the local administration of the policies of the board.

The division investigated grievances, whether imaginary or real, and attempted to build up in the minds of the employees a feeling that considerate hearings and fair treatment might always be expected and received.

These functions may be summarized as—

1. Investigation and study of labor relations in the American merchant marine.
2. Readjustment of wages and working conditions upon sound principles of economic justice.
3. The peaceable settlement of disputes arising thereunder.
4. Affirmative action in the promotion of better feeling generally between the employer and employee.
5. The collection, compilation, and classification of data for study and comparison of American marine labor rates and conditions.

The division represented the only organization which gave special and unbiased study to labor matters of the American merchant marine as a whole and corresponded to the industrial relations departments of many of the larger private industries of the country.

**Labor Policy.**

Wage adjustments by a Government institution being generally regarded as being based upon sound economic justice and a recognition of considerations other than merely the supply and demand of labor or the necessity for meeting competition, it was also recognized that due regard should be given to the principles adopted by the conservative employers in other American industries in the making of similar readjustments in wages. These considerations may be stated as (a) the changes in the cost of living and the value of the dollar, (b) wages in corresponding trades, (c) necessity for keeping skilled men from deserting to other industries, (d) whether wages were upon a reasonable basis before the war, (e) regularity of employment. The necessity for maintaining such wages and working conditions aboard ship as would hold American boys to the sea and develop an efficient merchant marine and the desirability of keeping radicalism from the rank and file of the marine personnel had also to be considered.

The policy of the board in making wage readjustments affecting its vessels has been based wherever possible upon collective bargaining which has resulted in allaying as far as possible the discontent and resentment which usually follow wage reductions. That the board has been enabled within the past year to inaugurate so great a saving in marine and longshore labor wages without serious interruption confirms the soundness of that policy. It is true, however, that the partially breaking off of friendly relations due to the marine strike of 1920 to some extent increased the radical element in the American merchant marine, but this condition can be materially improved and efforts are now being made to that end.

**Marine or Ship Labor.**

With the advent of the present Shipping Board the American marine industry was in the midst of a very costly labor strike involving all departments aboard ship except the deck officers. This strike was a protest against a 15 per cent reduction in wages, and lasted from May 1 until the middle of June, 1921. The former chairman of the Shipping Board had met with the marine engineers, who were the backbone of the strike, and agreed that if they accepted terms approximating those announced on May 1, an agreement would be signed for a definite period. Meanwhile the present Shipping Board came into office and the chairman, on June 15, promulgated the same wage scale and working conditions which had been agreed to for a period of six months. So far as the other marine unions were concerned—the firemen, sailors, cooks and stewards, and radio operators—the May 1 wage scale was promulgated by the board on June 15. This ended the strike, which had proven so ill-advised, coming as it did at a time when a general depression in shipping had set in and there

was already an oversupply of labor. The strike was attended by heavy loss on both sides.

On August 1, 1921, the working arrangement with the deck officers expired and a new agreement was adopted, involving a reduction of 15 per cent, as in the case of the engineers.

In January, 1922, there was considerable agitation among the employers generally for a further reduction in wages effective January 1, when the existing board scales expired. The board had urged upon the private employers a conservative policy in making wage reductions, and pointed out the desirability of cooperation between the board and the private owners in this matter.

The result was that the wage scale adopted by the board was substantially in line with those promulgated by the private owners, and it was felt that the board went quite as far as seemed justifiable under the new economic conditions without seriously impairing the efficiency of its ships.

Meetings were had with the respective licensed officers' associations, and during the month of February a new wage scale and working conditions were adopted by mutual consent, and a new wage scale was later promulgated for the unlicensed personnel. These wage adjustments involved a 15 per cent reduction for the licensed officers and from 15 to 25 per cent reduction for the unlicensed personnel. These wages and conditions were on July 1, 1922, continued for a period of six months.

The board's policy was generally commended by the private steamship interests, and it is believed that through mutual discussion and the working out of these adjustments, a better feeling and increased efficiency has resulted than would have been possible under a system of fiat or the following of a strong-arm policy. There were no marine strikes during the year.

#### **Longshore or Dock Labor.**

From the standpoint solely of competition with foreign vessels in the commerce of the United States, the cost of longshore labor in the loading and unloading of vessels, although a direct charge against the ship, is not as important a factor as the item of marine wages, because while foreign merchant marines are prompt to undercut American marine wages upon their vessels, due to the lower standard of living, etc., foreign ships in order to load and unload at United States ports are required to pay the same longshore labor rates as American steamship and stevedore employing interests. Competition does exist, however, between the different ports of the United States in stevedoring and longshore labor costs.

The policy of the board in dealing with longshore labor in the principal ports has been one of cooperation with the private steam-

ship lines generally, which involved the working out with the longshoremen's organization wages and working conditions for a definite period.

In the fall of 1921 it became apparent that, due to the drop in the cost of living and other considerations, reductions were necessary in longshore wages from the then existing rates which had steadily risen from 1914 to 1920. It had been for many years the custom in the principal ports of the United States to work out through collective bargaining, involving signed trade agreements, new wages and working conditions for a stated period.

Negotiations were begun in September, 1921, between the local steamship and stevedoring interests and the longshoremen for the discussion of proposed revisions downward in the longshore wages, effective October 1. The results were that in all the principal ports of the United States reductions in longshore wages ranging from 18 to 25 per cent were effected, in most cases without difficulty, although strikes occurred in some localities, notably at Portland, Me., December 21, 1921; Boston, Mass., December 7, 1921; New York, N. Y., October 1, 1921; Pensacola, Fla., December 5, 1921; Gulfport, Miss., November 25, 1921; New Orleans, La., November 1, 1921; Orange, Tex., January 3, 1922; Beaumont, Tex., January 3, 1922; Portland, Oreg., April 22, 1922. The division of industrial relations, in cooperation with the private owners, was enabled to bring about a final adjustment of these strikes.

The employment of longshore labor has always been casual and interrupted. In consequence, it has been necessary to pay the men a higher hourly rate than if they had been continuously employed. No advantages accrue to the employees through fewer hours per week at a higher rate of pay, rather than more hours at a lower rate, and in the last case the shipowner is placed at a disadvantage, because his per-ton cost for handling cargo is higher. The working out of a practical solution of this difficulty is one of the problems yet to be solved and is receiving careful study by the board. In England and on the European Continent, methods of pooling the labor supply and insuring a regular minimum wage have been in operation for several years.

#### **Savings in Wage Costs on Shipping Board Vessels.**

The following recapitulation shows the saving involved in the reduction in marine and longshore labor wages upon Shipping Board vessels alone, amounting to over \$10,000,000 annually, and is based on operations as of February, 1922, which remained practically the same at the close of the fiscal year.

The figures are based upon a comparison of the wage cost in February, 1922, with that of July 1, 1921, and include active ships, laid-up steel and wooden ships, and longshore or dock labor.

	Old monthly wage cost.	New monthly wage cost.	Total annual saving.
Active ships (380), excluding passengers: 31 per cent reduction effected by new manning scale (Dec. 10, 1921) and new wage scale (Feb. 6, 1922).....	\$1,541,890.00	\$1,062,740.00	\$5,749,800.00
Laid-up steel ships (1,017): 54.8 per cent reduction in average monthly wage cost per ship June 15, 1921, to Feb. 15, 1922.....	468.75	212.10	3,132,156.60
Laid-up wood ships (261): 72 per cent reduction annual wage cost per ship June 15, 1921, to Feb. 15, 1922.....	33.70	9.36	76,232.88
Longshore or dock labor: 20 per cent general average reduction all ports in wage cost June 15, 1921, to Jan. 1, 1922.....	1,500,000.00	400,000.00	1,200,000.00
Total annual saving, Feb. 15, 1922, over July 1, 1921.....			10,153,189.48

<sup>1</sup> Estimated.

### RECRUITING SERVICE.

At the beginning of the fiscal year, July 1, 1921, the recruiting service consisted of the navigation and engineering schools, where advanced courses were given to licensed officers, and the sea-service bureau for the purpose of placing officers and men on American vessels. The sea-training bureau, also a part of the recruiting service, which trained men below the grade of licensed officers, was abolished during the previous fiscal year.

#### Navigation and Engineering Schools.

Instruction in advanced navigation and on ship's business was being given at the beginning of the fiscal year for licensed officers in seven schools located on the Atlantic, Gulf, and Pacific coasts. There were five engineering schools where advanced instruction was given to licensed engineers not only on marine engines generally but upon the operation, repair, adjustment, and general upkeep of marine turbines through special lectures and practical work. The turbine units allocated by the board to four of these technical schools for educational purposes proved to be of material benefit in this connection. Instruction was given on elementary drafting and electricity; economical and efficient use of fuel, oil, and other supplies, as well as upon other related subjects.

While these advance courses were well attended and were doing much to increase the efficiency of the masters, deck officers, and engineers and resulting in the more economical operation of the vessels, it was felt that the quite heavy expense was not justified in the fact of the urgent demand for a reduction in the Government expenses. The navigation schools were closed on September 15, and the engineering schools December 31, 1921.

A total of 135 men received advanced instruction in and were graduated from the navigation schools during the two and one-half

months they were open during the fiscal year. A total of 296 engineers attended and graduated from the engineering schools during the six months they were open during the fiscal year. The schools demonstrated the desire of licensed officers of all grades for a better understanding and broader knowledge of their work.

#### **Schools for Special Turbine Training.**

The special course in turbine engineering given by the recruiting service to licensed chief and first assistant engineers at the plants of the Westinghouse and General Electric companies, with their aid and cooperation, was discontinued on August 5, 1921. These special turbine training courses at the plants of the manufacturers were the most expensive item of the schools. The advanced courses in the other engineering schools were developed, as far as the facilities would permit, along the lines of the work given at the plants.

The number of engineers attending and graduating from the special turbine course, between July 1 and August 5, 1921, was 67, making a grand total of 728 engineers who were trained on turbines through special courses at the plants of the turbine manufacturers.

#### **Sea Service Bureau.**

This bureau maintained agencies at 15 Atlantic, Gulf, and Pacific coast ports. During the fiscal year these agencies placed on United States ships a total of 84,782 officers and men, of whom 92 per cent were American citizens, an increase of 23.2 per cent in the placement of American citizens over the previous fiscal year.

Since the issuance of general order No. 11 on August 31, 1921, providing that all crews for Shipping Board vessels should be obtained through the sea service bureau when competent men were available, and that preference should be given to competent American seamen, the percentage of American citizens on the board's vessels has been higher than during any other period of the board's operation. The type, skill, and efficiency of both officers and men have also improved during the same period, a condition which was reflected in the operation of the ships through the reduction of accidents, greater economy, and higher efficiency generally.

The percentage of American citizens employed on the board's cargo vessels from all ports during the last half of the fiscal year averaged 95 per cent, including men in all departments on the vessels, that is, the deck, engineering, and steward's departments.

The crews on the passenger ships on the Atlantic averaged 90 per cent American citizens in the deck and engineering departments and 51 per cent in the steward's department. The board's passenger vessels on the Pacific averaged about 95 per cent American citizens in the deck and engineering departments and 45 per cent in the steward's department.

American citizens in all the board's passenger vessels, including all departments, averaged 66 per cent. The smaller percentage of citizens on passenger than on freight vessels was due to the fact that there was not a large body of Americans trained and experienced in the work in the steward's department on passenger vessels. This condition was due primarily to two factors: First, until recently the board had comparatively no large passenger vessels and therefore no opportunity was afforded to develop American personnel for the steward's department on this type of ship, and secondly, Americans of average intelligence and ability did not seek permanent employment as waiters, etc., in sufficient numbers to meet the requirements. The majority of Americans seeking such employment lacked experience or desired only temporary employment.

The following table shows the number of officers and men of every grade placed by the sea service bureau during the fiscal year:

Sea service bureau—Record of placements for fiscal year, July 1, 1921, to June 30, 1922.

	Boston.	New York.	Phila- delphia.	Balti- more.	Nar- folk.	Sav- an- nah.	Jack- son- ville.	Tampa.	New Or- leans.	San Fran- cisco.	Port- land.	Seattle.	New- port News.	Galves- ton.	Mobile.	Total.
Masters.....	23	447	0	6	193	12	2	2	99	2	39	12	15	42	84	998
First officers.....	32	30	12	35	178	22	10	10	104	18	51	15	26	63	52	677
Second officers.....	13	26	16	40	61	25	10	11	123	20	69	15	13	66	52	582
Third officers.....	52	91	25	47	57	20	6	6	144	13	57	23	10	81	66	711
Fourth officers.....	0	4	0	0	0	2	0	0	0	0	0	0	0	0	0	0
Cadet deck officers.....	0	9	0	3	0	0	0	0	0	0	0	0	0	0	0	19
Carpenters.....	15	161	17	76	25	13	3	1	104	51	42	35	10	38	11	632
Carpenter's mates.....	0	30	1	9	0	0	0	0	0	0	0	0	0	0	1	46
Boatswains.....	11	174	67	90	33	32	10	2	132	56	70	34	12	52	61	869
Boatswain's mates.....	0	3	3	3	0	0	0	0	0	0	0	0	0	0	0	26
Quartermasters.....	17	14	3	21	5	0	0	0	8	62	0	26	0	0	0	305
Able seamen.....	72	1,570	1,240	1,514	846	579	161	139	1,898	1,115	1,097	1,080	261	838	847	17,077
Ordinary seamen.....	422	5,352	7,799	801	833	232	87	70	4,351	530	346	336	522	358	790	13,240
Deck apprentices.....	11	6	0	1	3	3	1	0	1	1	0	0	0	0	0	18
Radio engineers.....	11	0	6	43	0	7	1	0	19	10	40	0	0	3	0	18
Chief engineers.....	12	84	14	38	67	25	1	1	102	13	51	17	27	31	60	227
First assistant engineers.....	57	160	20	58	216	29	3	4	126	19	53	23	31	81	76	692
Second assistant engineers.....	70	29	30	52	88	20	2	7	121	12	54	25	14	97	65	965
Third assistant engineers.....	77	107	31	63	53	35	6	7	178	11	49	32	16	117	76	712
Fourth assistant engineers.....	1	0	1	2	0	0	0	0	0	3	0	0	0	0	0	803
Cadet engineer officers.....	0	10	0	2	0	0	0	0	0	12	0	34	0	0	0	52
Refrigerator engineers.....	0	25	3	17	0	0	0	0	0	32	0	17	1	0	0	55
Electricians.....	0	18	12	11	0	0	0	0	0	12	0	22	0	0	0	45
Deck engineers.....	1	26	8	28	6	5	4	1	38	36	22	18	1	21	2	74
Funerary.....	18	13	25	10	6	5	0	0	47	7	3	3	0	0	0	221
Pliers.....	218	2,245	376	411	318	137	41	32	645	345	276	142	149	218	330	7,486
Water tenders.....	36	251	77	117	20	62	13	10	195	170	48	103	15	76	40	1,253
Storekeepers.....	2	21	8	11	0	1	0	6	6	12	0	8	1	3	1	77
Firemen.....	396	3,419	739	937	709	217	89	100	832	437	303	203	350	237	550	9,739
Wipers.....	211	967	319	408	173	99	60	60	824	467	638	213	142	811	469	7,573
Cord passers.....	179	2,388	207	309	291	53	5	21	241	150	238	128	198	47	157	7,557
Trawl engineers.....	1	25	9	20	0	0	0	1	1	2	0	40	0	0	0	49
Chief stewards.....	11	411	51	91	215	27	3	2	170	20	50	15	42	67	83	1,231
Steward's mates.....	2	336	9	10	3	1	0	7	7	8	3	21	39	9	0	430
Chief cooks.....	98	809	91	169	55	61	23	30	263	62	77	50	39	130	126	2,113
Second cooks.....	85	441	123	208	160	58	24	21	305	160	63	44	68	152	107	1,952
Third cooks.....	2	51	1	22	4	1	0	5	0	2	1	2	2	10	4	123
Bakers.....	1	95	6	8	2	0	0	27	1	1	18	1	0	0	0	160
Butchers.....	0	40	2	3	0	0	0	0	0	0	1	6	0	0	0	51
Stovekeepers.....	4	10	2	1	0	0	0	0	6	0	1	6	0	0	6	14
Mass men.....	232	845	115	281	119	66	28	25	291	98	112	243	69	195	119	2,921
Mess boys.....	38	2,705	567	467	440	101	49	31	650	162	238	148	265	159	305	6,392
Pantry men.....	1	39	1	9	0	0	0	0	0	7	4	8	0	0	0	97
Miscellaneous.....	51	807	3	189	34	7	1	5	124	88	56	373	15	149	14	2,430
Total.....	3,571	28,185	3,196	6,638	5,468	2,091	652	640	9,069	3,937	3,981	4,353	2,417	4,278	4,550	81,782

92 per cent Americans.

## BUREAU OF CONSTRUCTION.

The bureau of construction was created by the board in November, 1921, and assigned the following functions:

The investigation, pursuant to section 12 of the shipping act, 1916, of the relative cost of building merchant vessels in the United States and in foreign maritime countries, the rules under which vessels are constructed abroad and in the United States, and the methods of classifying and rating same.

Matters relating to the sale of American vessels to aliens, or transfers from United States register to foreign register, with special reference to the action required by the board in such cases, under section 9 of the shipping act, 1916, as amended. A more detailed statement will be found in the following pages of this report.

Duties in relation to "The construction loan fund," authorized by section 11 of the merchant marine act, 1920, were also assigned to this bureau. The board is empowered by section 11 to set aside annually for a period of five years from the enactment of that act (1920) \$25,000,000 each year, out of the revenues from sales and operations, and it may make loans from this fund, at such rate of interest and on such terms as it may prescribe, to aid citizens in the construction by them in private shipyards in the United States, of vessels of the best and most efficient type for the establishment and maintenance of service on steamship lines deemed desirable and necessary by the board; such vessels to be equipped with the most modern, the most efficient and economical machinery and commercial appliances. No such aid can be given for a greater sum than two-thirds of the cost of the vessel or vessels to be constructed, and proper security for repayment must be furnished.

This bureau was also charged with duties under section 23 of the merchant marine act, 1920, in passing on applications for approval of type and kind of vessels permitted to be built with funds accruing under section 23 by the waiver of certain taxes by the United States, in favor of the construction of new vessels; its duties extending to the inspection of such vessels on completion, and report as to whether their construction complied with requirements.

The "classification" of vessels, as contemplated by Lloyds and by the Register of American Shipping, also came within the duties of this bureau. Section 25 of the merchant marine act, 1920, officially recognized the American Bureau of Shipping as an agency for such classifications. Such an agency is an important factor in the development of the merchant marine of the United States on a basis wholly independent of foreign instruments of commerce, such as Lloyds; hence as section 25 is under the administration of this

bureau all proper aid was given to that bureau that its usefulness and influence might be extended.

The study of development in new designs, hull, and machinery was also intrusted to this bureau, with special reference to modern propulsive power, and especially the extension of the use of internal-combustion engines.

The bureau had under its immediate supervision the reconditioning of the S. S. *Leviathan*, which was in process at the close of the fiscal year at the yards of the Newport News Shipbuilding Co., at an estimated cost of \$7,000,000. It was expected that the work would be completed in time for this great vessel to have its share of European tourist traffic in 1923. When completed, it will be one of the fastest, safest, most luxurious, and largest passenger vessels afloat.

#### BUREAU OF LAW.

The bureau of law was created in November, 1921, and assigned functions as follows:

The investigation of discriminations by foreign governments, officials, merchants, or companies against American vessels engaged in foreign trade, pursuant to the provisions of section 26 of the shipping act, 1916, and other provisions of law.

With the assignment of this work to this bureau, there came under its control a great many abstracts of consular reports on file with the Department of State relating to the period of the preceding three years. Many instances of discriminations by foreign interests against American vessels engaged in foreign trade, reported by American consuls, were investigated and were consolidated for further inquiry and consideration. Other abstracts also existed covering similar information; these were reported by "super-cargoes," formerly employed on vessels of the Shipping Board.

Generally, the work undertaken by this bureau was designed to protect American vessels against discriminations when in foreign waters and ports in order that they might secure privileges and terms as favorable as those enjoyed there by foreign vessels; to secure for them any and all special privileges contemplated by treaties or reciprocity laws, including equality of treatment with the domestic vessels of the country, when this equality has been guaranteed. In order properly to perform this work, two classes of examinations were involved, viz, library work and field work.

Library work involved the analysis and report of (a) the statutes and laws of foreign countries not only with reference to such of them as on their face were unfair and prejudicial to American vessels, but also for the detection of those laws which might in effect or indirectly be prejudicial; (b) local rules and regulations of various ports and

customs districts, which, though not appearing among the published laws of any nation, were applied by public officials either with or without proper authority; (c) the treaties and reciprocity laws in force between the United States and other maritime nations in so far as they had application to this subject.

The field work involved (a) inquiry into instances where laws or local rules or regulations of foreign countries were prejudicial to American vessels because of the manner of their application, although they might be fair on their face; (b) inquiry into cases of unfair competition with or discrimination against American vessels by foreign merchants or steamship companies, in respect to terminal facilities, traffic privileges, equality of commercial facilities, both as regarded rates and promptness, and in respect to all matters incident to the shipping business.

Agencies which were available for doing field work, were: (a) Correspondence with steamship companies and the officers of their vessels, in proper cases, ascertaining from these what, if any, unfair treatment of American vessels they had either suffered or observed; obviously, this was a valuable source of information; it was first-hand evidence, direct from the point of contact with discriminations; (b) United States consuls throughout the world; (c) imposing as a duty on officers of Shipping Board vessels reports of all instances of discriminations or unfair competition; (d) the Intelligence Bureau of the United States Navy.

The examination of consular reports for the past three years was completed and in addition the examination of current consular reports was undertaken.

The bureau of law was also charged with the examination and codification of the navigation laws of the United States, and the rules and regulations thereunder, including needed amendments to such laws.

This work was commenced in 1919, by the appointment of a committee of prominent steamship men to consider and recommend to the board such amendments to the navigation laws as they thought advisable.

The codification of these laws was intrusted in 1920 to an expert in this work. The progress made by him, in consultation with the committee above mentioned, and with other experts, through the first year is set forth in the fifth annual report. The work was continued along the lines indicated in the report mentioned above. The special counsel in charge made exhaustive investigations and inquiries, and invited suggestions from such persons as were in a position to give helpful advice as to the codification of the laws; frequent consultations were held with admiralty lawyers and shipping men. Several organizations made suggestions and recommendations,

and appointed committees to study certain chapters of the code, as they were completed.

At the annual meeting of the board of supervising inspectors of the Steamboat Inspection Service held in January, 1922, the preliminary draft of the chapter on inspection was submitted for consideration. The changes recommended will receive the careful consideration of the board.

In the course of the examination of the laws in process of codification, many conflicts appeared and many administrative interpretations of doubtful validity (due chiefly to ambiguities in the statutes) were brought to light. It was possible also to remedy many small defects which were not of sufficient importance to warrant special legislation but which were obstacles to efficient administration. The several divisions of the Department of Commerce concerned with the administration of the navigation laws also suggested changes.

An important phase of the work accomplished by the bureau of law, in which the Treasury Department cooperated, was the compilation of rules and regulations to give effect to section 23 of the merchant marine act, 1920.

This section had in view the exemption or waiver of the Federal taxes which would otherwise be payable as war profits and excess profits taxes imposed by Title III of the revenue act of 1918. It also provided for an exemption of income taxes which would otherwise be payable on the profits arising from the sale of certain vessels, when the amount of the proceeds of sale was invested in new ship construction. When the fund resulted from net earnings, it was required that at least two-thirds of the cost of any such vessel be paid for out of the ordinary funds or capital of such owner. In other words, the vessel must cost three times the amount which was waived by the Government in favor of its construction. This requirement, however, did not apply to the second class of cases where the amount invested was the fund arising from the sale of the vessel.

Concurrence of the Treasury Department to these rules was obtained and they were promulgated on June 13, 1922. Inasmuch as rules had not previously existed to enable owners to avail themselves of the privileges of section 23, it was expressly provided that owners might avail themselves of these provisions, even as to profits which had accrued in earlier years, provided they claimed such benefits during the present year, notwithstanding they did not present such claim with the tax return for the year in which the profits arose. Copies of these rules were distributed to all owners known to the board to be interested.

The conduct of hearings held by the board, or members of the board, in respect to matters arising under section 19 and section 22 of the shipping act, 1916, was assigned to this bureau. It was the

function of the bureau to arrange matters preliminary to the hearing and also to prepare the "case," based upon the evidence gathered at the hearing, to the end that the board could render final decision with respect to the matters in question.

These sections (secs. 19 and 22 of the shipping act, 1916) had in view the exercise by the board of powers in relation to the merchant marine similar to the powers exercised by the Interstate Commerce Commission in relation to railroads. Section 19 had special reference to those cases where a shipping company had reduced its freight rates below a fair and remunerative basis with the intention of driving out or otherwise injuring a competitive carrier by water. The board was empowered in such cases to prevent an increase of such reduced rates, thought unremunerative, unless it found that the proposed increase was based upon changed conditions, other than the elimination of competition. Section 22 provided generally for hearings concerning all matters coming within the power of the board pursuant to the provisions of the shipping act, 1916.

Duties were also assigned to the bureau in connection with section 40 of the shipping act, 1916, requiring the board to prescribe regulations and forms for the written declaration owners are required to file with the collector of customs whenever any bill of sale, mortgage, or conveyance of any vessel or interest therein is presented to a collector of customs to be recorded.

The bureau also acted for the board in respect to the duties charged upon it under section 30, subsection O, of the merchant marine act, 1920, under which the interests of a mortgagee in a preferred mortgage on a vessel are protected by the provision that the documents of such a vessel may not be surrendered without the approval of the board; the duty is imposed on the board to determine that such surrenders are not made unless the mortgagee consents to the surrender of the documents.

In general, the bureau had special duties in the study and application of certain laws which imposed duties on the board in its relation to the privately owned and operated merchant marine of the United States.

#### BUREAU OF RESEARCH.

When the Shipping Board was reorganized to carry out the provisions of the shipping act of 1916 and of the merchant marine act of 1920, one of the major divisions created was called the bureau of research. The bureau was charged with the duty of gathering data and information upon such general points as were requested by the board, of preparing such special reports, and of conducting on its own initiative such investigations as did not come under the jurisdiction of the other bureaus of the board.

In addition to this, there devolved upon the commissioner in charge, bureau of research, the investigation of the general subject of marine insurance as directed in section 12 of the shipping act. The importance of this subject and the need of building up an adequate American insurance market was fully appreciated by the board.

Section 8 of the merchant marine act directed that the Shipping Board, in cooperation with the War Department, should conduct a study of ports, port facilities, and transportation in the regions tributary to the various ports with a view of relieving congestion and improving the flow of commerce. To comply with these instructions, the port facilities commission of the Shipping Board was placed under the direction of the commissioner in charge, bureau of research, and was directed to cooperate with the appropriate agency of the War Department, the rivers and harbors board.

The bureau of research, in addition to conducting the special study on which the legislation in aid of shipping was based and a number of other special investigations, collected valuable statistics as to movements of cargo in American and in foreign vessels, and analyzed these movements by trade divisions, by American ports, and by classes of commodities. This information had never been available heretofore.

As a part of its duty as a source of information, the bureau of research administered the Shipping Board library, and through the domestic and foreign periodicals and the reports of Shipping Board representatives and consular officers abroad maintained at all times a close contact with maritime affairs and provided a source of information as to conditions and occurrences which would affect the commerce and merchant marine of the United States or of foreign nations.

#### PORT FACILITIES.

The annual reports for the fiscal years ending June 30, 1920, and June 30, 1921, recorded the arrangements made with the War Department whereby port-facilities activities were to be continued in conjunction with the board of Engineers for rivers and harbors. It was shown that section 8 of the merchant marine act required the cooperation of the Shipping Board and the War Department, the latter department especially being charged with the development of ports, involving the assistance of local authorities in proper terminal construction.

During the fiscal year, this cooperation continued, and the Shipping Board contributed additional office assistance to hasten that part of the work particularly dealing with a series of publications on the principal ports of the United States, containing all information needed by vessels desiring to call at any given port, or to enable a shipper to compare the charges and advantages of one port or route with another.

The last annual report recorded the publication and issue of Port Series No. 1 on Portland, Me. During the fiscal year the only publication of this series which was actually issued from the press was Port Series No. 2 on Boston, Mass., but several others of the series had practically been completed in manuscript form, and many had progressed, as shown by the following table:

*Estimated percentage of completion on June 30, 1922, of the port reports comprising the Port Series under preparation jointly by the War Department and the Shipping Board.*

Portland, Me.....	100	New Bedford, Mass.....	
Boston, Mass.....	100	Fair Haven, Mass.....	
Philadelphia, Pa.....	95	Fall River, Mass.....	
Chester, Pa.....	100	Newport, R. I.....	
Camden, N. J.....	100	Providence, R. I.....	
Wilmington, Del.....	100	New London, Conn.....	13
Baltimore, Md.....	13	New Haven, Conn.....	13
Mobile, Ala.....	98	Bridgeport, Conn.....	13
Pensacola, Fla.....	98	Norwalk, Conn.....	13
New Orleans, La.....	80	Honolulu, Hawaii.....	13
Seattle, Wash.....	60	Kahului, Hawaii.....	13
Everett, Wash.....	25	Hilo, P. I.....	13
Nome, Alaska.....		Nawilwili, P. I.....	13
Juneau, Alaska.....		San Juan, P. R.....	13
Portland, Oreg.....	28	Miami, Fla.....	
Astoria, Oreg.....	28	Key West, Fla.....	13
Vancouver, Wash.....	28	Tampa, Fla.....	13
Los Angeles, Calif.....	13	Charlotte, Fla.....	
San Diego, Calif.....	28	Pascagoula, Miss.....	
Tacoma, Wash.....	50	Gulfpport, Miss.....	
Olympia, Wash.....	25	Houston, Tex.....	13
San Francisco, Calif.....	13	Texas City, Tex.....	13
Oakland, Calif.....	13	Port Bolivar, Tex.....	
Berkeley, Calif.....	13	Portsmouth, N. H.....	
Richmond, Calif.....	13	Newburyport, Mass.....	
Norfolk, Va.....	13	Gloucester, Mass.....	
Portsmouth, Va.....	13	Beverly, Mass.....	
Newport News, Va.....	13	Salem, Mass.....	
Galveston, Tex.....	18	Lynn, Mass.....	
Port Arthur, Tex.....	25	Sacramento, Calif.....	
Beaumont, Tex.....	13	Stockton, Calif.....	
Orange, Tex.....	13	Freeport, Tex.....	
Wilmington, N. C.....	25	Port Aransas, Tex.....	
Charleston, S. C.....	25	New York, N. Y.....	
Georgetown, S. C.....	20	(a) General.	
Savannah, Ga.....	13	(b) Manhattan and Bronx.	
Brunswick, Ga.....	13	(c) Brooklyn, Jamaica Bay, Long Island City.	
Jacksonville, Fla.....	13	(d) Jersey City, Hoboken, and Newark.	
Fernandina, Fla.....	13	(e) Staten Island.	
Bellingham, Wash.....	20		
Grays Harbor, Wash.....	20		

Notable cooperation was secured with the railroads, whereby a complete picture for a certain definite period was presented to show the origin and destination of exports and imports for the port of Boston, and from the board's experience with railroads in other districts a similar picture will be shown for many of the ports. The amount of detail required in the preparation of the port series is enormous, but information compiled for one port is frequently of use for the neighboring port, so that the series as a whole is progressing more rapidly than the results so far shown in the completed work would indicate. It was expected that within the next fiscal year numerous publications of the series would be completed and issued. The series attracted considerable attention and from letters received it was apparent that the volumes were meeting an important need.

In studying the port of Boston it became evident that that port was suffering through rate discriminations, and in consequence a special report was prepared inviting attention to these matters and forwarded to the chairman of the Shipping Board, with the suggestion that the subject be taken up with the Interstate Commerce Commission.

The last annual report recorded an investigation of terminal charges at South Atlantic and Gulf ports, report on which was forwarded to the Interstate Commerce Commission by both the chairman of the Shipping Board and the Secretary of War. This report became the basis of an investigation in progress at the close of the fiscal year under the jurisdiction of the Interstate Commerce Commission. During the year numerous hearings were held, and briefs were to be submitted by the various interested parties, but at the close of the year no decision had been reached with regard to the adequacy or otherwise of the rates charged at the various ports.

In compliance with section 500 of the transportation act a study was being made of the status of water transportation on the various waterways of the United States. Work upon this report was well advanced at the close of the fiscal year.

The Board of Engineers for Rivers and Harbors during the year undertook a report on "Port control and administration," which was nearing completion at the end of the fiscal year. This report will contain, among other things, a statement of the principal features of the port administration of each important port of the United States, with a designation of port officials and bodies, together with their duties and powers.

Plans for a new system of collecting commercial statistics directly from the carriers had been completed, and it was hoped that it would be possible to inaugurate it at an early date.

Numerous reports were prepared during the year to meet requests of shipping and commercial interests.

In connection with the Port Series and in the matter of advice to ports, studies were continued during the year of movements of principal commodities in export and import trade, inclusive especially of coal, grain, lumber, forest products, and sulphur. It was expected eventually to obtain a more or less complete picture of origin and destination for all principal commodities.

Expert advice to ports was continued during the year, and in response to congressional mandate, as contained in the river and harbor act of July 18, 1918, a report was issued during the year on the subject of water-terminal and transfer facilities, "being an investigation of the general subject of water terminals, with descriptions and general plans of terminals of appropriate types and construction for the harbors and waterways of the United States suitable for various commercial purposes and adapted to the varying conditions of tides, floods, and other physical characteristics."

Response was made to the call of various ports for advice and assistance, and the ports of New York, Duluth, Milwaukee, Mobile, and Miami were visited. Advice was also given to other ports, more particularly Corpus Christi and Freeport, Tex. Information was also furnished with regard to river terminals.

A special study was made with regard to free ports of free zones and their influence upon trade.

A table showing the dry-dock facilities available at ports of the United States was revised and reissued.

#### MARINE INSURANCE.

##### Volume of American Marine Insurance.

Marine risks written and renewed during 1920 by domestic and foreign admitted companies operating within the United States amounted to \$50,817,723,136, as compared with \$51,810,525,714 for 1919 and \$66,080,295,060 for 1918. These totals were arrived at after making deductions for motor-vehicle, tourist-baggage, and registered-mail insurance on the basis of premium income received from these sources as compared with the total premium income from all "marine and inland" business. Marine risks written during 1920 declined 1.93 per cent as compared with 1919, whereas the risks written during 1919 represent a decline of nearly 21.6 per cent as compared with those of 1918. Of the foregoing total for 1920, branch offices of foreign companies admitted to do business in the United States write 51.59 per cent and American companies 48.41 per cent.

For the same companies (American and foreign combined, and exclusive of motor-vehicle, tourist-baggage, and registered-mail business) net marine premiums aggregated \$96,251,034 for 1920, as compared with \$88,266,387 for 1919 and \$109,729,041 for 1918. Net premiums for 1920 thus represent an increase over those of 1919 by nearly 9.1 per cent, but a decline of 12.28 per cent as compared with the total for 1918. Of the total net premiums for 1920, branch offices of admitted foreign companies received 35.31 per cent and American companies 64.69 per cent. Both net premium and volume of risk statistics, however, as stated above, do not make allowance for the fact that a considerable number of American companies are controlled abroad through stock ownership. Nor do the statistics include the huge amount of marine insurance, originating in the United States, which is exported directly to the foreign market without appearing in any published records. Competent estimates indicate that such exported marine insurance is equal to at least 20 per cent of the total marine insurance originating within the country.

The unfavorable showing with respect to marine insurance during the past two years is chiefly due to the period of depression and readjustment through which the country is passing. Not only has there been a marked decline in the volume of our foreign trade, but merchandise values have also undergone a substantial depreciation. During both years the companies have also experienced a very unsatisfactory loss account to which one of the principal contributing factors has been loss through theft and pilferage.

#### **Modification of "Syndicate B Agreement."**

The fourth annual report contained a detailed account of the organization and purposes of the American marine-insurance syndicates A, B, and C. Syndicate B, composed entirely of American companies and comprising practically all American underwriters, was created for the special purpose of insuring the Government's equity in vessels sold upon the partial-payment plan. Two main thoughts actuated the creation of this syndicate, namely, (1) that a Government's equity should not be insured with foreign underwriters, and (2) that good national policy requires that the Government cease operating as a marine insurer at the earliest possible date in the interest of building up a permanent and self-sufficing American marine-insurance business under private auspices. Under the contract entered into with the Shipping Board, syndicate B underwriters agreed to insure the Government's equity in all steamers sold at certain stipulated rates. Similarly, the purchasers of Shipping Board vessels were obliged, under the terms of the contract of sale, to insure the Government's equity in this syndicate. Great uncertainty prevailed at the time of the formation of syndicate B with respect to (1) the number of vessels

that might be sold and thus entered in the syndicate, and (2) the character of the operating efficiency of those to whom vessels would be sold. Accordingly, it was deemed desirable to agree upon a fixed scale of rates which, in effect, made this syndicate, unlike syndicate C, noncompetitive in character. As a matter of fact, the number of vessels sold and thus entered in syndicate B has been very limited.

Compulsory insurance in syndicate B at the agreed scale of rates, however, resulted in a rate problem which required some solution. Some purchasers of Shipping Board vessels contended that they could insure the Government's equity with foreign underwriters at rates better than those granted by syndicate B underwriters. To compel them to insure this equity with syndicate B, they contended, meant that they would be obliged to operate under an adverse insurance cost. It also became apparent that this source of opposition would militate against the sale of Shipping Board vessels on the most favorable basis.

A detailed survey of the problem made it clear that syndicate B should be continued, provided that the agreement could be so modified that risks insured in this syndicate would be taken upon the same basis of competitive rates as those insured in syndicate C, and that insurance of the Government's equity in vessels sold in a Government fund should be adopted only if satisfactory arrangements could not be entered into with private underwriters. On February 6, 1922, representatives of the Shipping Board conferred with the entire board of managers of syndicate B, and it was agreed unanimously that—

(1) Where a private owner's interest was insured in syndicate C (which is in competition with the foreign market) the same rate should be quoted in syndicate B, for the insurance of the Government's interest.

(2) That the same rates should be quoted in syndicate C on ships purchased from the Shipping Board as were given by syndicate C to other ships of the same class, and under similar conditions, belonging to the same owner.

(3) Where the private owner had a fleet of vessels insured in syndicate C, the same fleet rate, considering class for class, should be quoted by syndicate B for the insurance of the Government's interest in any such vessels.

(4) Where a private owner's interest in a vessel was insured with underwriters other than syndicate C, syndicate B would quote for the Government's interest the same rates as would have been quoted for the owner's interest if insured with syndicate C.

(5) Suspension of the obligation of the purchaser to place insurance on the Government's equity with syndicate B, the owner being given permission by the Shipping Board, after due consideration of the

facts, to insure in the open world market. As opposed to this plan of insuring in the open world market, the Shipping Board to have the right to require the insurance to be carried in its own fund on such terms as it saw fit to prescribe, but at rates never higher than those obtainable from syndicate C.

The new arrangement left intact the results of the recent congressional investigation of marine insurance. It extends to syndicate B the same underwriting principles prevailing with respect to syndicate C. Most future sales of ships, it was felt, would be to experienced concerns already owning and operating vessels. In the great majority of cases the rates charged on the Government's equity, it was believed, would be determined by the rates purchasers were already paying for insurance on their other vessels. If, however, syndicate B rates were regarded as unreasonable in specific instances, the Shipping Board was authorized to suspend the requirement for insuring the Government's equity in syndicate B, and either to permit the purchaser to place such insurance in the world market or to require the insurance to be carried in its own fund.

#### **Classification of Lines Operating Shipping Board Vessels, for Cargo Insurance Purposes.**

Cargo insurance rates depend in large measure upon the operating efficiency, as demonstrated over a period of years, of the particular steamship line employed as carrier. With respect to their operating record, it is the practice of underwriters to group steamship lines as either "approved" or "unapproved," and approved lines, in turn, are usually further subdivided into classes A and B or 1 and 2, and sometimes into even three classes. New lines, without any past record to present, are not given an approved classification until they have actually demonstrated a good record over a sufficiently long period of time.

Under such a system it is highly important that a steamship line should not be given an unjust classification, because in that case the adverse differential on cargo would constitute an undeserved handicap. Complaints were made by various lines operating Shipping Board vessels, which had not been in existence sufficiently long to present a demonstrated record, that they had been refused an approved classification for cargo insurance purposes despite their belief that they were entitled thereto. A detailed survey of the problem made it clear that the cargo insurance situation applying to Shipping Board vessels could best be solved through negotiation with underwriters. Representatives of practically all the leading American and foreign admitted cargo-insurance companies expressed an entire willingness to approach the problem in that manner. Arrangements were therefore made to have a committee representing the Shipping

Board confer with a committee representing the underwriters, with a view to discussing the statistical record of the various lines operating Shipping Board boats. This operating statistical record was compiled and conveyed to the underwriters. The underwriters' committee, following two conferences with Shipping Board representatives, formally announced (1) its purpose "to investigate carefully and impartially the conditions under which lines operated by the Shipping Board in competition with either American or foreign-owned private lines are operated and to recommend to underwriters generally the adoption of classification which will tend to sweep away any differentials which may no longer be justified," and (2) that "it is the general feeling of the underwriting community that Shipping Board vessels when operated in competition with privately owned vessels are entitled to the utmost consideration at their hands, and whenever and wherever conditions will permit, the underwriters aim to put such vessels on a rating parity with other similar tonnage with which they may be in competition."

Most of the lines operating Shipping Board vessels and which have no rating for insurance purposes have now been operating long enough to warrant an investigation of their record, looking toward the securing of approved liner ratings. Consideration of the record as compiled should either demonstrate the right of the lines to the desired ratings or indicate to the board the shortcomings of some of its operators. By correcting the inefficiencies thus revealed, and by cooperating with underwriters in future conferences, the board should, it is believed, secure for the now unclassified lines the treatment for cargo-insurance purposes which it is proper for them to have. It is believed that this method will soon remedy the situation for the great majority of lines, and that the number of lines or vessels requiring special treatment will be comparatively small. With respect to the latter, it will probably be necessary to absorb the insurance differential in some manner until such time as the line will have demonstrated its record.

#### **Enactment of the Model Marine-Insurance Law.**

The last annual report called attention (1) to the investigation by the Shipping Board, in cooperation with the Committee on Merchant Marine and Fisheries of the House of Representatives, of existing marine-insurance legislation with special reference to the bearing of the same upon the development of American underwriting, and (2) the formulation, as a result of this investigation, of five fundamental legislative recommendations, namely, (a) greater freedom on the part of American companies to cooperate through syndicates, (b) substitution of a system of net profits taxation for marine-insurance companies in place of the present system of taxing premiums, (c) es-

establishment of the multiple-line insurance principle, so that American fire, marine, and fire-marine companies may transact all kinds of insurance other than life insurance and fidelity and surety bonding, (d) enlargement and liberalization of reinsurance facilities, and (e) removal of limitations on the financial powers of companies that hamper operations in foreign fields.

Adoption of the fundamental principles referred to rests entirely with the several States. Owing to decisions of the United States Supreme Court, the several States possess complete supervisory control over insurance, and the Federal Government is helpless to improve conditions except by recommendation and emphasis of the facts. Accordingly, the conclusions of the Committee on Merchant Marine and Fisheries and the Shipping Board were embodied in a model bill (H. R. 6775 and S. 2229, Sixty-seventh Congress, second session) for the regulation of marine insurance in the District of Columbia. This method of dealing with the matter was also recommended by the Association of Marine Underwriters of the United States, comprising within its membership practically all American marine-insurance companies. The content of the bill was practically confined to the five fundamental principles referred to, and its provisions were summarized in detail in last year's report. (See pp. 59-61.)

Without any modification of importance the model bill, as proposed, was approved and became law on March 4, 1922. It is now necessary to induce the leading marine States to adopt similar legislation at the earliest possible moment. At the close of the fiscal year the matter was under consideration by the national convention of insurance commissioners, which has already approved most of the provisions of the new act, as well as by leading commercial organizations.

The new legislation, it is important to note, was proposed as a model for principles and not details. There is no thought, for example, of insisting on the adoption of the precise capital and surplus figures connected with the sections of the law relating to the kinds of insurance that may be written, or the rates of taxation and fees provided in the sections dealing with taxation. These figures were necessarily shaped to fit District of Columbia conditions. The various States, it is recognized, have varying needs for revenue, and may also differ in their views as to minimum capital and surplus requirements. They are free, therefore, to fix such rates of taxation and such capital and surplus requirements as they see fit, so long as they conform to the employment of what are regarded as fundamental principles. It is also recognized that certain of these principles may require more consideration on the part of some State legislative bodies than others. Should this prove to be the case, it is important

that the principles be adopted piecemeal. It would be regrettable to defer action simply because it is felt that the legislation must be adopted in its entirety. At present our constructive State marine-insurance legislation is almost nil. Adoption of any one or more of the basic ideas of the new law is a definite forward step. Adoption of the new method of taxation, for example, even though standing by itself, will constitute a most beneficial reform. Hesitancy with respect to any one of the principles should not delay the speedy adoption of the others.

#### **Loss Through Theft, Pilferage, and Nondelivery.**

Attention was called in last year's report to the enormous increase in loss through theft, pilferage, and nondelivery in the United States export and import trade, and the corresponding increase in marine-insurance premiums for this type of hazard. Although decided improvement was noticeable with respect to many markets, especially European, the problem was still very acute in United States trade to Latin America and many of the Mediterranean ports during the fiscal year.

During the past year this problem received careful study with a view to selecting the proper remedies. Goods in passing from warehouse to warehouse via railway, dock, ship, and foreign port are necessarily in the possession of different interests. It is therefore difficult to determine at what particular stage of the entire process of transportation loss or damage to goods, especially through theft and nondelivery, has taken place. The remedy lies in reducing or eliminating theft, as far as possible, at each stage of the international transportation. Substantial headway in stamping out this type of loss can only be expected through cooperative efforts on the part of all interests concerned, each with respect to the particular stage of the voyage during which it has custody of the goods. With this thought in view the following program has been pursued:

(1) Improving the police and magisterial situation at our ports, since much of the pilfering is done by truckmen handling packages between terminals, by longshore or lighter men during the handling incident to stowage on shipboard, and by persons who obtain access to piers or stations while the goods are awaiting transportation.

(2) Inducing shippers, especially through their leading organizations, to improve their methods of packing, to mark packages in such manner as not to reveal their contents wherever that is possible, and to employ only bonded truckmen whenever possible, and where independently employed, bonded lighterage and stevedoring concerns.

(3) Increasing the liability of carriers for theft and pilferage losses, where traceable to the negligence of the carrier, with a view to bringing about exercise of greater care.

Considerable has been accomplished along all of the aforementioned lines. With respect to the first, the Shipping Board, in conjunction with the Committee on the Merchant Marine and Fisheries, communicated with all the governors of maritime States and the mayors of seaports with a view to having these authorities use every available means adequately to safeguard commerce and effectively to detect and speedily punish those who cause the trouble. The response was very reassuring, and at various leading ports, as a result, the situation received much more effective handling by the police and other authorities than was previously the case. All leading shippers' organizations were also requested by the board to cooperate through their respective committees with a view to reaching their memberships effectively in the matter of proper packing and the employment of responsible truckmen or other parties handling the goods to and from the carrier. Much of the theft and nondelivery loss is attributable to shippers' ignorance or indifference. No factor has been stressed more vigorously by ship operating interests as having a vital bearing on theft and nondelivery losses than the careless or inefficient methods of many shippers in packing and marking their shipments. Shippers have it within their power materially to reduce the theft and nondelivery hazard by constructing packages so that they will render theft more difficult and will indicate on examination the effects of having been opened. A detailed study of existing bills of lading has also been made during the past year for the purpose of promulgating new bills of lading for the several trades better adapted to a spirit of fairness and more conducive to the protection of shippers.

#### UNITED STATES SHIPPING IN FOREIGN TRADE.

During the fiscal year ended June 30, 1922, United States ports witnessed 37,312 arrivals and departures of vessels engaged in waterborne foreign commerce, which aggregated 80,231,000 long tons of cargo. Of this total 52 per cent moved in American vessels, including tankers and Great Lakes traffic in which our ships predominate. Excluding these, American ships moved 30 per cent only of our commerce. The total vessel dead weight entering and clearing was 214,952,000 tons, 51 per cent of which was American tonnage.

In relative efficiency, as indicated by the relation of load to dead-weight tonnage, the American percentage was 37.9 per cent and the foreign 36.4 per cent. In other words, while American vessels used 2.62 dead-weight tons to transport each ton of cargo, foreign vessels used 2.74 dead-weight tons per cargo ton.

Exports constituted 54 per cent of the total commerce. Forty-nine per cent of the entrance and clearances and 51 per cent of the dead weight entering and clearing were American vessels, and carried 68 per cent of the total imports and 39 per cent of the total exports.

Sixteen United States ports handled foreign commerce in excess of 1,000,000 cargo tons each. About 81 per cent of the total traffic passed through these ports, which handled 86 per cent of the imports and 77 per cent of the exports.

The activities of the 16 ports referred to appear in the following table:

	Total (tons).	Imports.		Exports (tons).
		Tons.	Percent-ages of imports that consisted of bulk oil.	
New York.....	18,267,007	9,109,888	35	9,157,139
New Orleans.....	7,405,208	3,276,249	60	4,128,959
Port Arthur.....	5,082,855	3,401,653	100	1,681,202
Philadelphia.....	4,937,692	2,630,987	50	2,306,705
Galveston.....	4,852,440	1,932,178	90	2,920,262
Baltimore.....	4,326,356	2,248,489	50	2,077,847
Buffalo <sup>1</sup> .....	3,267,709	2,736,414	.....	531,295
Boston.....	3,255,651	2,631,291	35	624,360
Norfolk.....	3,126,847	538,401	10	2,588,446
Baton Rouge.....	2,351,790	1,542,071	100	809,719
San Francisco.....	2,290,392	767,787	12	1,522,605
Portland, Oreg.....	1,349,994	31,233	.....	1,318,761
Chicago <sup>1</sup> .....	1,302,734	23,918	.....	1,278,816
Los Angeles.....	1,228,942	442,229	30	786,713
Newport News.....	1,136,433	22,180	40	1,114,253
Seattle.....	1,029,436	198,268	.....	831,168
Total.....	65,211,466	31,533,216	.....	33,678,250

<sup>1</sup> Great Lakes traffic only.

Ten additional ports handled over 500,000 cargo tons each, the aggregate of their traffic being over 9 per cent of the total foreign commerce. The activities of these ports are shown in the following table:

	Total (tons).	Imports (tons).	Percent-ages of imports that consisted of bulk oil.	Exports (tons).
Toledo <sup>1</sup> .....	972,692	64,286	.....	908,406
Cleveland <sup>1</sup> .....	921,551	179,644	.....	741,907
Savannah.....	873,175	213,277	25	659,898
Portland, Me.....	791,581	277,774	35	513,807
Fall River.....	765,905	724,568	100	41,337
Sabine.....	762,396	175,556	100	586,830
Mobile.....	705,718	218,509	20	487,209
Milwaukee <sup>1</sup> .....	609,194	55,869	.....	553,325
Charleston.....	607,530	261,114	50	346,416
Perth Amboy.....	559,462	526,868	90	32,594
Total.....	7,569,194	2,697,465	.....	4,871,729

<sup>1</sup> Great Lakes traffic only.

The 26 ports enumerated above handled 93.5 per cent of the imports, 88.3 per cent of the exports, and 90.7 per cent of the entire foreign commerce for the year.

Over 51 per cent of the total foreign commerce of the United States was with three foreign trade regions, the traffic with each aggregating more than 10,000,000 cargo tons. These three regions furnished about 67 per cent of our imports and absorbed about 39 per cent of our exports.

The trade with the three regions referred to was as follows:

	Total (tons).	Imports (tons).	Exports (tons).
Mexico.....	19,287,499	1,18,766,149	521,350
Atlantic Canada.....	<sup>2</sup> 11,455,457	4,071,957	7,383,500
Havre-Hamburg range.....	10,446,278	1,519,278	8,927,000
Total.....	41,189,234	24,357,384	16,831,850

<sup>1</sup> Includes 18,465,870 tons of bulk oil.

<sup>2</sup> Includes 10,297,324 tons of traffic on Great Lakes.

Traffic in excess of 1,000,000 tons each was transacted with 10 other regions, the total aggregating 29 per cent of our imports, 57 per cent of our exports, and 44 per cent of the total commerce. The trade with these regions is shown in the following table:

	Total (tons).	Imports (tons).	Exports (tons).
United Kingdom.....	8,980,598	1,146,140	7,834,458
West Indies.....	6,051,159	3,909,387	2,141,772
Orient.....	5,204,614	955,739	4,248,874
West Mediterranean.....	4,021,700	510,281	3,511,419
North Atlantic and Baltic Europe.....	2,895,236	721,586	2,083,540
East coast, South America.....	2,708,967	1,026,532	1,680,435
Central America.....	1,581,858	998,654	583,204
East Mediterranean and Black Sea.....	1,524,831	189,404	1,335,427
South Atlantic Europe.....	1,357,184	392,925	964,259
West coast, South America.....	1,022,233	576,794	445,439
Total.....	35,286,440	10,427,493	24,858,947

The 13 regions enumerated furnished 95 per cent of the total imports and absorbed 96 per cent of our exports, or more than 95 per cent of the total foreign commerce.

#### DIVISION OF FIELD INFORMATION.

The division of field information was created in April, 1921, at a time when the board was of very limited membership. The purpose of the creation of the division was intended to give more complete recognition of the obligations of the board under the shipping act, 1916, and the merchant marine act, 1920, in the relations of the board to the privately owned and operated merchant marine.

When the reorganization of the board was effected in November, 1921, specific functions and supervisory powers were assigned to the various commissioners of the board and the division of field information was combined with the bureau of research.

The period between July 1, 1921, and the reorganization of the work of the board, in November, was a transition period through which it was difficult for the division of field information fully to function; but nevertheless it prosecuted as many of the several lines of work over which it had jurisdiction as was practicable.

For a substantial part of the time the staff of the division concentrated on an administrative inquiry. This work required full reports on all divisions and bureaus, showing their respective functions, personnel, and organization.

Prior to the changes above mentioned, the division was conducting inquiries, under section 26 of the shipping act, 1916, to ascertain what discriminations were being made against American shipping by foreign laws, officials, or lines.

Another item under its original jurisdiction was the study of commercial problems of ports. This work was done in cooperation with the board of Engineers, United States Army, in charge of harbor improvements. Germane to this field were complaints by shippers from interior points of treatment received at ports.

Examination was also made and reports compiled with reference to the power of the British Board of Trade in its relation to maritime affairs; also to the treaty between the Canadian and British islands of the West Indies, effective in June, 1921, and under which marked preferential agreements were made to the prejudice of American commerce with those islands: also, with reference to port regulations and charges prevailing in various South American ports, with the view of trying to secure uniformity in such regulations and charges; also, with reference to the problem of imports of Egyptian cotton, so as to secure for American ships a fair share of its transportation.

A comprehensive statement was compiled concerning water-borne foreign commerce of the United States based in part on information obtained from the bureau of statistics of the Emergency Fleet Corporation, and in part on information obtained from the Department of Commerce.

As previously stated, after the reorganization of the work the division became practically a service bureau for information to other departments. On June 15, 1922, the work of the division was consolidated in its entirety with the work of the bureau of research

*Vessels and cargoes entering and clearing United States ports in foreign trade, fiscal year ended June 30, 1922.*  
 [In cargo tons of 2,240 pounds.]

	U. S. Shipping Board.						Independent American.			Total American.		
	Num-ber, 1	Dead-weight tons.	Cargo tons.	Num-ber, 1	Dead-weight tons.	Cargo tons.	Num-ber, 1	Dead-weight tons.	Cargo tons.	Num-ber, 1	Dead-weight tons.	Cargo tons.
IMPORTS.												
1921.												
July.....	157	1,236,910	234,737	683	3,045,362	956,866	845	4,302,281				1,221,603
August.....	247	1,874,156	406,019	738	3,364,159	716,134	1,005	5,235,348				1,645,560
September.....	165	1,204,936	304,115	725	3,511,678	1,481,448	890	4,711,977				2,374,932
October.....	173	1,220,692	276,412	734	3,827,139	2,089,540	927	5,155,134				2,968,511
November.....	153	1,146,270	213,216	734	4,227,728	2,154,179	789	5,374,004				2,968,511
December.....	167	1,367,733	312,231	692	3,455,228	2,154,179	789	4,522,964				2,666,470
1922.												
January.....	150	1,259,770	530,093	468	2,500,632	1,432,989	618	3,760,402				1,963,062
February.....	149	1,178,845	367,199	464	2,036,285	1,665,546	613	3,854,130				2,032,745
March.....	155	1,232,732	371,738	285	2,036,355	1,759,921	540	3,819,267				2,131,659
April.....	149	1,182,190	371,441	406	2,721,359	1,610,472	555	3,903,069				1,887,913
May.....	195	1,583,326	460,472	616	3,170,562	2,221,171	311	5,393,988				2,681,643
June.....	163	1,322,463	373,450	579	3,274,311	1,846,918	742	4,996,776				2,222,368
Total.....	2,028	15,917,761	4,313,913	7,193	39,110,479	20,594,746	9,221	55,023,240				24,818,689
EXPORTS.												
1921.												
July.....	179	1,371,837	754,953	679	2,903,643	1,249,000	858	4,275,485				2,108,933
August.....	189	1,111,791	611,775	712	3,037,880	1,498,319	821	4,491,971				2,110,094
September.....	141	1,045,640	474,942	813	4,689,691	1,925,702	944	3,813,371				1,280,644
October.....	114	922,215	377,932	738	3,818,454	1,938,837	852	3,491,659				1,367,789
November.....	120	993,027	316,594	735	4,195,502	780,041	835	5,194,329				1,086,635
December.....	175	1,445,203	520,321	547	3,074,947	499,349	722	4,520,150				1,019,670
1922.												
January.....	187	1,302,066	560,358	470	2,535,951	463,212	627	3,898,047				1,043,570
February.....	153	1,275,201	545,528	459	2,666,559	447,558	614	3,941,760				1,280,087
March.....	183	1,449,976	719,608	380	2,098,520	567,139	563	4,148,496				1,280,087
April.....	167	1,390,106	566,572	450	3,063,825	776,371	617	4,453,931				1,280,087
May.....	170	1,381,981	577,944	571	3,340,426	727,167	741	4,722,407				1,280,087
June.....	171	1,336,333	554,853	580	3,234,636	676,070	751	4,620,989				1,280,087
Total.....	1,391	15,079,406	6,634,381	7,134	39,140,039	10,249,731	9,025	54,219,445				16,884,112

TOTAL, IMPORTS AND EXPORTS.

1921.										
July.....	336	2,608,756	1,019,680	1,367	5,989,010	2,305,866	1,703	8,577,766	3,325,556	
August.....	406	2,985,990	817,794	1,470	6,402,039	2,214,453	1,876	9,385,019	3,032,247	
September.....	306	2,243,939	639,057	1,538	8,081,369	3,017,147	1,844	10,325,308	3,656,204	
October.....	322	2,230,210	683,844	1,486	7,645,693	2,999,397	1,778	9,865,803	3,682,741	
November.....	273	2,145,303	695,540	1,439	8,423,230	3,369,606	1,762	10,563,533	4,065,146	
December.....	342	2,812,938	1,032,612	1,149	6,530,176	2,653,528	1,491	9,343,114	3,686,140	
1922.										
January.....	307	2,561,866	1,110,451	938	5,036,553	1,896,201	1,245	7,595,449	3,006,652	
February.....	304	2,439,946	912,728	923	5,371,844	2,113,104	1,227	7,825,890	3,026,832	
March.....	323	2,672,728	1,091,346	765	5,385,095	2,327,060	1,103	8,057,763	3,418,406	
April.....	316	2,671,250	977,013	856	5,785,704	2,366,843	1,172	8,363,000	3,363,856	
May.....	385	2,645,302	1,035,416	1,187	7,110,988	2,948,347	1,552	10,076,295	3,986,763	
June.....	334	2,708,786	950,303	1,139	6,508,947	2,522,925	1,483	9,217,745	3,463,228	
Total.....	3,919	30,997,167	10,948,294	14,327	78,280,518	30,754,477	18,246	109,247,685	41,702,771	

\* Included loaded and in ballast.

Vessels and cargoes entering and clearing United States ports in foreign trade, fiscal year ended June 30, 1922—Continued.

[In cargo tons of 2,240 pounds.]

	Foreign.			Total.			Percentages.								
	Num-ber.1	Dead-weight tons.	Cargo tons.	Num-ber.1	Dead-weight tons.	Cargo tons.	Number.1		Dead-weight tons.		Cargo tonnage.				
							U. S. Ship- ping Board.	For- eign.	U. S. Ship- ping Board.	For- eign.	U. S. Ship- ping Board.	For- eign.			
<b>IMPORTS.</b>															
1921.															
July.....	1,150	5,419,349	643,739	1,995	9,721,670	1,865,342	8	34	58	13	31	56	14	51	35
August.....	1,135	5,386,657	782,723	2,143	10,625,065	1,704,876	12	35	53	17	32	51	12	42	46
September.....	1,620	4,403,194	799,926	1,810	9,115,161	2,445,466	9	40	51	12	39	48	7	60	33
October.....	835	4,066,897	881,373	1,759	9,827,021	3,256,325	10	43	47	14	29	47	9	64	27
November.....	799	4,394,145	1,036,103	1,676	9,768,149	4,004,674	9	45	46	12	43	45	10	65	26
December.....	722	4,352,392	1,054,378	1,491	9,185,353	3,720,843	11	40	49	15	38	47	14	58	28
January.....	632	3,625,052	853,406	1,250	7,385,454	2,816,488	12	37	51	17	34	49	19	51	30
February.....	614	3,871,731	988,501	1,257	7,755,861	3,021,246	12	37	51	15	35	50	12	55	33
March.....	644	4,261,136	1,111,586	1,184	8,186,463	3,243,245	13	33	54	15	33	52	12	54	34
April.....	639	3,696,365	1,105,545	1,194	7,845,981	3,063,498	12	34	54	15	35	50	12	52	36
May.....	731	4,211,629	1,239,897	1,542	9,565,717	3,921,500	13	40	47	17	39	44	12	56	32
June.....	744	4,339,337	1,266,108	1,486	8,986,163	3,491,476	11	39	50	15	37	48	11	53	36
<b>Total.....</b>	<b>9,566</b>	<b>52,878,654</b>	<b>11,766,345</b>	<b>18,787</b>	<b>107,906,894</b>	<b>36,885,004</b>	<b>11</b>	<b>38</b>	<b>51</b>	<b>15</b>	<b>36</b>	<b>49</b>	<b>12</b>	<b>56</b>	<b>32</b>
<b>EXPORTS.</b>															
1921.															
July.....	1,143	5,332,123	3,026,464	2,001	9,607,608	5,130,407	9	34	57	14	30	56	15	26	59
August.....	1,100	5,206,502	2,927,727	1,971	9,365,173	5,057,821	8	36	56	12	32	56	12	30	58
September.....	930	4,584,250	2,252,284	1,884	10,197,581	4,232,878	8	43	49	10	45	45	11	36	53
October.....	866	4,789,741	2,460,033	1,718	9,510,410	3,767,822	7	43	50	10	40	50	10	32	63
November.....	715	4,019,384	1,857,218	1,570	9,243,913	2,963,953	8	47	45	11	45	44	11	22	69
December.....	757	4,633,893	2,323,508	1,479	9,201,043	3,545,178	12	37	51	16	33	51	16	15	63



*Vessel and cargo movements in foreign commerce of the United States, fiscal year ended June 30, 1922, by customs districts.*

[In cargo tons of 2,240 pounds.]

	North Atlantic district.				South Atlantic district.				Gulf district.			
	Number.	Dead-weight tons.	Cargo tons.	Number.	Dead-weight tons.	Cargo tons.	Number.	Dead-weight tons.	Cargo tons.	Gulf district.		
										Number.	Cargo tons.	
<b>IMPORTS.</b>												
U. S. Shipping Board.....	1,102	8,597,930	1,972,532	96	794,526	140,414	665	5,041,368	1,924,244			
Independent American.....	2,117	15,593,266	9,181,910	172	770,949	431,154	2,194	11,783,952	7,490,610			
Total American.....	3,219	24,091,196	11,154,442	268	1,565,475	571,568	2,859	16,825,320	9,414,854			
Foreign.....	4,678	30,861,442	8,261,891	118	704,571	246,225	1,877	10,322,908	1,792,318			
Total.....	7,897	54,942,638	19,416,333	386	2,210,046	817,793	4,736	27,148,228	11,207,172			
<b>EXPORTS.</b>												
U. S. Shipping Board.....	851	6,646,885	2,879,543	101	782,212	486,202	748	5,752,284	2,266,678			
Independent American.....	2,110	15,737,450	2,790,534	178	953,019	138,801	2,102	11,331,613	1,822,517			
Total American.....	2,970	22,384,335	5,670,127	279	1,735,231	625,003	2,850	17,083,897	4,189,195			
Foreign.....	4,245	27,859,270	13,000,236	198	1,226,354	686,570	2,127	12,140,840	7,239,754			
Total.....	7,215	50,343,411	18,670,420	477	2,961,585	1,311,663	4,977	29,224,737	11,428,949			
<b>TOTAL, IMPORTS AND EXPORTS.</b>												
U. S. Shipping Board.....	1,953	15,174,615	4,852,075	197	1,516,738	626,616	1,413	10,793,652	4,190,922			
Independent American.....	4,226	31,290,716	11,972,494	350	1,723,963	570,945	4,296	23,115,575	9,413,127			
Total American.....	6,179	46,465,331	16,824,569	547	3,240,705	1,196,661	5,709	33,909,227	13,604,049			
Foreign.....	8,923	58,820,718	21,952,134	316	1,930,925	832,793	4,004	22,463,748	9,085,072			
Total.....	15,112	105,286,049	38,786,753	863	5,171,631	2,129,456	9,713	56,372,975	22,689,121			

	Pacific district.			Great Lakes district.			Total.		
	Number.	Dead-weight tons.	Cargo tons.	Number.	Dead-weight tons.	Cargo tons.	Number.	Dead-weight tons.	Cargo tons.
IMPORTS.									
U. S. Shipping Board.....	185	1,613,937	276,723				2,028	15,917,761	4,313,913
Independent American.....	749	2,248,488	335,918	1,961	8,753,814	3,065,154	7,193	39,110,479	20,504,746
Total American.....	914	3,862,425	612,641	1,961	8,753,814	3,065,154	9,221	55,028,240	24,818,659
Foreign.....	1,317	6,631,920	973,052	1,576	4,357,313	4,492,859	9,566	52,878,654	11,766,345
Total.....	2,231	10,494,345	1,585,693	3,537	13,111,627	3,558,013	18,787	107,906,894	36,585,004
EXPORTS.									
U. S. Shipping Board.....	191	1,896,225	1,001,958				1,891	15,079,406	6,634,381
Independent American.....	784	2,742,570	383,827	1,951	8,375,357	4,411,912	7,134	39,140,039	10,249,731
Total American.....	975	4,640,795	1,387,785	1,951	8,375,357	4,411,912	9,025	54,219,445	16,884,112
Foreign.....	1,364	7,243,531	3,443,420	1,566	4,255,608	2,338,799	9,500	52,825,609	26,761,886
Total.....	2,339	11,884,326	5,431,205	3,517	12,630,965	6,750,711	18,525	107,045,054	43,646,048
TOTAL, IMPORTS AND EXPORTS.									
U. S. Shipping Board.....	356	3,513,162	1,278,681				3,919	30,997,167	10,948,294
Independent American.....	1,533	4,931,058	1,321,745	3,912	17,129,201	7,477,066	14,327	78,250,518	30,754,477
Total American.....	1,889	8,503,220	2,600,426	3,912	17,129,201	7,477,066	18,246	109,247,685	41,702,771
Foreign.....	2,681	13,376,451	4,316,472	3,142	8,613,421	2,881,658	19,066	105,704,263	38,629,131
Total.....	4,570	22,379,671	7,016,898	7,054	25,742,622	10,308,724	37,312	214,951,948	80,230,952

Vessel and cargo movements in foreign commerce of the United States, fiscal year ended June 30, 1922, by foreign trade regions.

[In cargo tons of 2,240 pounds.]

	U. S. Shipping Board.			Independent American.			Total American.			Foreign.			Total.		
	Num-ber.	Dead-weight tons.	Cargo tons.	Num-ber.	Dead-weight tons.	Cargo tons.	Num-ber.	Dead-weight tons.	Cargo tons.	Num-ber.	Dead-weight tons.	Cargo tons.	Num-ber.	Dead-weight tons.	Cargo tons.
<b>IMPORTS.</b>															
United Kingdom.....	421	3,390,050	109,789	111	1,025,708	50,017	532	4,416,398	159,806	1,539	13,262,677	936,334	2,071	17,679,095	1,146,140
North Atlantic and Baltic Europe.....	84	566,244	172,415	39	303,296	40,935	123	876,630	213,850	303	2,015,311	508,346	426	2,894,941	721,696
Havre-Hamburg range.....	436	3,543,563	370,313	198	3,030,905	242,738	634	5,774,364	1,480,583	1,430	7,247,380	936,177	1,430	13,095,448	1,519,278
South Atlantic Europe.....	77	585,134	93,412	32	188,370	7,097	109	774,308	100,559	243	1,897,612	292,416	352	2,372,116	332,925
West Mediterranean.....	88	729,184	75,162	36	293,230	18,563	124	1,022,414	93,725	630	4,751,665	416,506	754	5,774,079	610,231
East Mediterranean and Black Sea.....	58	453,432	60,988	22	194,931	16,223	80	648,013	77,211	89	702,108	112,183	169	1,350,121	189,404
West Indies.....	257	1,125,197	486,417	1,257	3,544,287	1,332,293	1,514	4,661,479	1,816,710	1,120	3,722,641	2,090,677	2,634	8,390,125	3,909,387
Mexico.....	273	2,434,494	2,134,150	1,977	16,777,115	14,113,712	2,325	19,217,594	16,247,668	505	3,993,940	2,518,281	2,755	22,604,919	18,766,149
Central America, South America, East coast, South America.....	12	74,421	16,834	412	1,882,133	485,449	424	1,906,564	432,353	619	3,553,153	516,321	1,043	3,506,707	993,654
East coast, South America.....	39	162,142	30,915	129	413,393	158,169	168	575,535	189,084	98	355,328	127,125	266	931,073	316,209
West coast, South America.....	58	462,261	215,611	41	360,513	167,343	99	892,774	382,954	206	1,472,096	643,573	305	2,294,870	1,026,532
West Africa.....	20	124,264	101,340	97	503,339	269,134	117	629,608	370,474	84	481,169	206,320	201	1,110,772	576,794
South and East Africa.....	8	64,697	29,233	3	4,175	1,170	11	68,872	30,455	34	222,437	38,099	45	291,309	68,352
Australia.....	4	34,743	12,697	1	7,235	1,003	5	41,978	13,700	10	33,437	38,788	12	96,413	52,488
East Indies.....	12	109,307	48,134	39	108,967	42,418	51	215,574	90,532	45	337,373	95,403	96	562,547	188,955
Orient.....	16	137,852	64,170	16	104,090	49,435	32	241,442	113,603	40	420,752	207,032	78	662,194	320,637
India, Persian Gulf, and Red Sea.....	131	1,314,377	206,812	48	433,454	76,236	179	1,772,821	230,093	406	3,839,146	670,632	585	5,607,977	955,730
Pacific Canada.....	16	169,106	75,680	6	56,577	35,483	22	225,683	111,093	77	719,780	399,370	99	945,463	510,463
Atlantic Canada.....	10	83,513	7,755	592	1,606,038	181,333	602	1,689,606	183,083	708	1,343,201	183,735	1,310	3,034,807	342,823
Total.....	2,028	15,917,761	4,313,913	7,193	39,110,476	20,504,746	9,221	55,028,240	24,813,659	9,566	62,873,654	11,766,345	18,787	107,906,894	36,585,004
<b>EXPORTS.</b>															
United Kingdom.....	348	2,801,657	1,553,139	78	768,730	512,230	426	3,570,387	2,045,369	1,127	10,250,682	5,789,089	1,553	13,821,069	7,834,458
North Atlantic and Baltic Europe.....	31	589,998	354,799	46	390,430	279,399	127	970,428	634,198	371	2,271,089	1,449,342	498	3,241,517	2,093,540
Havre-Hamburg range.....	400	3,533,524	2,066,799	204	2,123,878	1,258,975	604	5,677,307	3,265,774	1,012	9,044,314	6,031,226	1,016	14,121,711	8,327,000
South Atlantic Europe.....	37	303,490	210,237	20	93,349	76,230	57	336,839	232,517	166	1,012,548	707,742	1,223	1,409,387	994,259
West Mediterranean.....	69	569,421	344,211	33	267,162	204,917	102	836,553	549,128	598	4,491,264	2,962,401	700	6,327,867	3,511,529
East Mediterranean and Black Sea.....	75	595,224	390,892	37	287,460	215,699	112	832,634	606,491	131	1,004,914	728,936	243	1,857,596	1,335,427

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West Indies.....	288	1,991,656	189,155	1,446	4,416,466	1,085,924	1,789	5,708,152	1,275,079	1,154	2,831,588	886,668	2,893	9,539,740	2,141,772
Mexico.....	271	4,571,975	24,636	1,931	16,852,569	202,116	1,202	19,280,544	227,052	511	3,543,069	284,298	2,713	2,831,243	2,321,370
Central America.....	13	71,069	26,245	336	1,595,732	391,687	349	1,666,801	420,832	552	1,242,100	162,272	881	2,308,907	588,204
North coast, South Amer- ica.....	3	12,801	348	65	162,666	48,969	68	175,467	48,857	69	219,663	54,100	137	395,130	102,957
East coast, South Amer- ica.....	65	540,188	274,155	30	262,284	159,935	95	702,472	434,140	291	2,040,314	1,246,295	386	2,832,788	1,680,435
West coast, South Amer- ica.....	16	102,284	59,527	7	418,669	156,708	88	520,933	216,531	98	556,328	228,908	184	1,077,311	445,439
West Africa.....	12	35,894	27,827	2	3,100	1,827	11	98,964	29,354	18	137,081	110,700	32	237,046	140,114
South and East Africa.....	3	25,048	10,131	5	20,387	12,695	8	45,885	24,786	27	200,550	138,576	35	246,435	156,422
Australasia.....	10	170,572	113,054	19	77,303	13,733	28	247,875	104	861,647	860,674	142	1,109,522	506,841	
East Indies.....	3	37,761	27,164	3	19,768	10,383	8	57,486	37,252	34	322,484	206,082	41	379,980	243,338
Orient.....	151	5,647,797	917,395	80	711,746	567,134	231	2,276,543	1,484,529	501	4,748,184	2,764,816	732	7,024,727	4,248,884
India, Persian Gulf, and Red Sea.....	8	89,208	32,008	16	167,631	136,960	24	256,839	169,568	35	320,645	241,816	59	578,834	411,394
Pacific Canada.....	13	614	123,336	2,099	1,693,283	310,638	627	1,516,624	314,523	685	1,250,279	79,673	1,312	3,000,903	394,095
Atlantic Canada.....	10	52,563	24,999	2,099	8,946,323	4,604,367	2,100	8,929,492	4,623,366	2,036	3,476,800	2,754,134	1,145	14,406,292	7,388,500
Total.....	1,891	15,079,406	6,681,381	7,131	39,140,038	10,249,731	9,025	51,219,445	16,884,112	9,500	52,825,609	28,761,886	18,525	107,015,054	48,645,948
TOTAL COMMERCIAL.....															
United Kingdom.....	763	6,192,347	1,612,928	189	1,794,438	562,247	958	7,986,785	2,205,175	2,066	23,513,379	6,775,423	3,024	31,500,164	3,980,595
North Atlantic and Baltic Europe.....	165	1,156,342	527,214	85	690,716	320,334	250	1,847,058	847,548	674	4,989,400	1,957,688	921	9,136,438	2,865,226
Haye, Hambrunrange.....	836	7,397,187	2,637,112	462	4,127,778	1,471,763	1,238	11,524,965	3,908,875	1,808	19,397,194	6,537,403	3,046	27,817,189	10,448,738
South Atlantic Europe.....	114	888,624	303,649	52	282,719	83,377	166	1,171,943	387,026	408	6,610,160	1,000,138	575	3,781,503	1,887,434
West Mediterranean and Black Sea.....	137	1,288,605	419,373	69	580,382	223,480	226	1,885,937	642,853	1,228	9,242,949	3,378,907	1,484	11,101,946	4,021,700
West Indies.....	133	1,048,656	451,650	69	482,041	231,822	192	1,530,687	683,702	920	1,707,022	841,129	412	3,237,719	1,524,931
Central America.....	550	3,892,439	2,139,022	3,908	3,609,684	14,315,828	3,452	38,502,123	16,474,292	1,016	7,554,229	2,957,370	5,468	46,439,162	19,947,499
North coast, South Amer- ica.....	54	145,400	46,129	748	3,477,865	1,357,136	4,773	3,623,358	906,265	1,151	2,795,259	678,593	1,924	6,418,611	1,381,858
East coast, South Amer- ica.....	42	174,943	31,283	194	576,059	206,678	236	751,002	287,941	167	575,201	131,225	403	1,326,203	419,166
West coast, South Amer- ica.....	123	1,002,449	489,766	71	612,797	327,328	194	1,615,246	817,094	497	3,512,410	1,889,873	691	5,127,656	2,706,967
West Africa.....	36	226,548	161,163	167	924,083	425,842	208	1,150,586	537,005	182	1,037,497	435,228	359	2,188,083	1,022,263
South and East Africa.....	20	164,861	56,810	5	7,275	2,997	25	166,586	59,307	52	253,513	148,859	77	528,254	208,910
Australasia.....	7	28,870	161,168	58	28,072	13,658	13	87,806	36,486	34	253,985	172,424	41	362,948	169,570
East Indies.....	31	176,083	91,334	19	123,845	59,523	39	295,628	150,857	80	743,246	478,477	258	1,043,174	563,975
Orient.....	282	2,879,174	1,126,207	123	1,170,200	643,420	410	4,046,374	1,769,627	907	8,583,380	3,434,987	1,317	12,632,704	5,204,614
India, Persian Gulf, and Red Sea.....	24	258,514	108,263	22	224,208	172,398	46	482,522	280,661	112	1,089,825	641,186	158	1,522,947	921,847
Pacific Canada.....	23	206,854	11,539	1,229	3,299,376	491,371	1,254	3,506,230	508,510	1,393	2,595,430	238,408	2,622	10,710,710	736,918
Atlantic Canada.....	18	141,028	24,999	2,099	7,870,312	4,004,367	2,100	13,252,990	7,886,311	4,047	10,863,220	3,560,146	3,801	29,116,210	11,468,457
Total.....	3,919	30,897,167	10,945,294	14,327	78,250,518	24,754,477	18,246	109,247,685	41,702,771	19,066	105,704,263	58,528,181	37,312	214,951,948	90,230,952





Vessel and cargo movements in foreign commerce of the United States, fiscal year ended June 30, 1922, by customs districts and ports—Continued.

Customs districts and ports.	Imports.											Exports.															
	Distribution by percentages.											Distribution by percentages.															
	Cargo tons.			Dead-weight tonnage.			Vessels (number).					Cargo tons.			Dead-weight tonnage.			Vessels (number).									
	Foreign.	U. S. Board.	Independent.	Foreign.	U. S. Board.	Independent.	U. S. Shipping Board.	Independent.	Foreign.	U. S. Shipping Board.	Independent.	Vessels cleared (number).	Dead-weight tons.	Cargo tons.	Vessels entered (number).	U. S. Shipping Board.	Independent.	Foreign.	U. S. Shipping Board.	Independent.	Foreign.	U. S. Shipping Board.	Independent.	Foreign.	U. S. Shipping Board.	Independent.	
Pacific district—Continued.																											
Los Angeles, Calif.	53	17	25	55	24	21	52	32	16	442,229	1,450,615	201	174	1,882,720	786,713	18	41	41	22	33	40	23	33	39	39	39	39
Marshfield, Oreg.	84	16		8	92		3	97		1,833	273,646	297	6	10,350	9,142	1	33	17	7	84	16	23	83	83	83	83	83
Port Angeles, Wash.	20	5	75	75	1	24	75	2	23	31,233	1,368,449	163	291	281,256	44,935	1	95	4	7	74	19	21	81	48	48	48	48
Portland, Oreg.	100			51	49		42	58		3,333	83,780	31	19	17,100	1,818,761	18	4	78	18	3	79	19	2	79	79	79	79
Port Townsend, Wash.	49			61	39		33	75		13,488	25,627	4	31	137,100	27,068	42	58			18	82		21	29	29	29	29
San Diego, Calif.	64	21	15	58	28	14	52	39	9	767,757	3,070,336	481	475	3,234,833	1,522,050	69	31	55	15	68	32	17	22	61	61	61	61
San Francisco, Calif.	54	33	13	65	18	17	72	22	6	198,268	1,337,765	14	22	3,234,833	1,522,050	10	35	15	23	57	17	22	85	85	85	85	85
San Luis, Calif.	8			8	92		21	79		105,065	3,063,782	868	934	3,154,356	831,188	5	22	73	16	87	13	23	2	75	75	75	75
Seattle, Wash.	83	17		83	5	2	86	13	1	105,065	515,969	131	117	624,273	3,100	7	20	73	13	17	70	19	2	79	79	79	79
South Bend, Wash.																											
Tacoma, Wash.	61	21	18	63	22	15	59	34	7	1,585,693	10,494,345	2,231	2,339	11,884,828	5,431,205	8	34	58	16	23	61	19	18	63	63	63	63
Total																											
Great Lakes district:																											
Alexandria Bay, N. Y.				99	1		99	1			62,523	78	77	61,000	8,437												
Ashtabula, Mich.				45	55		39	61		9,255	228,025	23	15	159,263	98,773												
Ashtabula, Wis.	100			64	36		79	21		2,786,414	4,053,718	164	184	5,083,171	363,611	40	60										
Ashtabula, Ohio	10	90		11	88		19	81		2,555,864	3,859,265	628	338	1,152,831	531,295	7	27										
Buffalo, N. Y.	5	95		50	50		46	54		23,918	555,864	90	259	1,838,723	1,275,816	83	17										
Chardon, N. Y.	100			100			100			60,000	60,000	77	75	60,000													
Cleveland, Ohio	2	98		32	68		18	82		179,644	894,115	394	424	1,323,817	741,907	81	19										
Cleveland, Ohio	3	97		13	87		5	95		993,577	1,094,918	245	270	1,094,918	331,960	19	23										
Duluth, Minn.	2	74		19	81		29	71		36,360	701,112	150	168	681,712	213,540	71	29										
Erie, Pa.	13	85		61	39		79	21		108,120	444,343	155	133	496,420	388,821	14	81										

Fair Haven, N. Y.	100	11	14,600	11	18	23,490	17,052	100	100	100	100	100	100	100	100
Indiana Harbor, Ind.	100	100	7,500	1	2	13,825	1,628	100	100	100	100	100	100	100	100
Fairport, Ohio	100	100	3,000	1	2	17,430		100	100	100	100	100	100	100	100
Green Bay, Wis.	100	100	166,885	50	80	342,364	244,870	100	100	100	100	100	100	100	100
Lorain, Ohio	100	48	321,708	35	25	221,481	169,200	100	100	100	100	100	100	100	100
Marquette, Mich.	100	20	331,986	70	130	823,212	553,325	100	100	100	100	100	100	100	100
Milwaukee, Wis.	100	13	3,809	5	6	32,960	23,957	100	100	100	100	100	100	100	100
Mantowee, Wis.	100	100	24,050	124	30	47,703	102,420	100	100	100	100	100	100	100	100
Ogdensburg, N. Y.	100	73	133,901	108	103	128,285		100	100	100	100	100	100	100	100
Owego, N. Y.	85	15	141,005	108	3	1,213		100	100	100	100	100	100	100	100
Put In Bay, Ohio	100	100	141,900	3	1	1,213		100	100	100	100	100	100	100	100
Racine, Wis.	100	100	359,095	198	191	306,197	166,020	100	100	100	100	100	100	100	100
Sandusky, Ohio	16	84	75,351	6	6	35,796		100	100	100	100	100	100	100	100
Shelbyton, Wis.	100	23	47,397	461	24	54,016	2,581	100	100	100	100	100	100	100	100
Sault Ste. Marie, Mich.	100	100	1,148,895	83	464	1,157,205	269,531	100	100	100	100	100	100	100	100
Rochester, N. Y.	100	23	717,249	313	388	791,206	371,164	100	100	100	100	100	100	100	100
Superior, Wis.	75	25	6,440	83	302	1,163,984	908,406	100	100	100	100	100	100	100	100
Toledo, Ohio	19	81	1,145,823	14	15	26,316	16,236	100	100	100	100	100	100	100	100
Sodus Point, N. Y.	64	36	24,694	25	41	239,786		100	100	100	100	100	100	100	100
Two Harbors, Minn.	100	100	55,272	51	41	42,644	151	100	100	100	100	100	100	100	100
Tonawanda, N. Y.	100	100	3,527	51	41	42,644	151	100	100	100	100	100	100	100	100
Total	14	88	13,111,627	3,537	3,517	12,630,995	6,750,711	55	46	66	34	65	35	65	35
Grand total	32	56	107,906,894	18,737	18,525	107,945,054	49,645,948	10	39	51	14	37	49	15	24

**UNITED STATES FOREIGN COMMERCE IN COMMODITIES.**

The accompanying tables contain the first published survey of the water-borne foreign commerce of the United States in which the quantities of the principal import and export commodities are expressed in tons. This method of presentation affords information heretofore not available to transportation and other interests, to whom volume of trade is of importance.

*Imports and exports of commodities, fiscal year ended June 30, 1922, by United States coast districts.*

[In cargo tons of 2,240 pounds.]

Commodities.	North Atlantic district.				South Atlantic district.				Gulf district.			
	Foreign.	Independent American.	U. S. Shipping Board.	Total.	Foreign.	Independent American.	U. S. Shipping Board.	Total.	Foreign.	Independent American.	U. S. Shipping Board.	Total.
IMPORTS, FISCAL YEAR 1922.												
Wheat.....	621		187	808								
Other grains, etc.....	52,859	1,260	6,274	59,953								
Meat, fish, and dairy products.....	50,556	11,557	10,869	73,282								
Bananas.....	56,659	6,840	6,677	73,216								
Cocoanuts and copra.....	22,651	215,815	12,818	499,689	1,454	209	141	1,595	291	58	58	
Other fruits and nuts.....	47,872	17,834	12,818	72,881	592	4		592	232	50	2,095	
Sugar.....	208,217	36,011	18,445	254,673					3,521	1,000	5,608	
Molasses.....	1,498,632	714,246	230,269	2,443,040	121,114	1	10,353	131,467	228,899	1,645	10,856	
Coffee.....	18,622	137,277	50,629	236,548	2,500			2,500	58,639	137,455	546,542	
Cocoa.....	125,948	32,759	34,358	282,179					99,697	32,948	209,601	
Tobacco and manufactures.....	13,440	11,957	5,238	32,365							143,054	
Cotton, raw.....	47,803	11,747	13,318	72,893							1,890	
Cotton, manufactured.....	20,065	2,530	2,078	26,983							1,101	
Wool, raw.....	57,574	2,090	10,514	71,757	780		17	797	191	60	1,890	
Wool, manufactured.....	9,888	318	11,757	14,752							9,061	
Jute, raw.....	48,811	101	3,991	59,903							43	
Jute, manufactured.....	146,622	40	12,078	158,740							38	
Other fibers and grasses.....	41,822	18,212	6,249	66,284	1,549	4,833	596	6,978	18,817	55,352	74,497	
Other fibers and grasses, manufactured.....	21,163	908	8,356	30,427					28,825	4,405	40,924	
Silk, raw.....	3,055	49	39	3,143					559	144	865	
Silk, manufactured.....	1,400	31	13	1,444							1	
Paper stock (except wood pulp).....	30,118	2,442	20,379	52,939					1	667	2,812	
Paper manufactures.....	57,514	5,196	28,245	90,955					3,529	2,068	6,258	
Clays.....	166,137	2,471	51,036	230,544	621	400	263	1,284			2,226	
Chays, manufactured.....	18,558	1,458	16,709	16,709	29			29			686	
Rubber.....	184,003	2,018	21,862	207,883					636	50	4	
Coal and coke.....	18,477	43,606	57,083	57,083								
Petroleum, crude.....	1,914,774	6,762,085	545,623	8,922,482	28,000	328,066	10,145	366,231	793,637	1,564,146	9,225,313	
Iron ore.....	251,348	170,782	60,648	482,778					7,948	574	18,071	
Iron and steel manufactures.....	8,029	1,377	2,773	12,179					2,733	1,787	6,125	
Copper and manufactures.....	95,285	94,730	14,917	207,832								
Miscellaneous metals.....	197,410	152,466	27,337	377,213					6,363	7,420	15,473	

Imports and exports of commodities, fiscal year ended June 30, 1922, by United States coast districts—Continued.

Commodities.	North Atlantic district.				South Atlantic district.				Gulf district.			
	Foreign.	Independent American.	U. S. Shipping Board.	Total.	Foreign.	Independent American.	U. S. Shipping Board.	Total.	Foreign.	Independent American.	U. S. Shipping Board.	Total.
Hides and skins.....	78,037	30,643	22,440	131,170	10			10	25	3,086	8,111	
Furs and fur skins.....	3,316	365	3,857	3,857					19		9	
Logs and lumber.....	124,005	72,005	29,035	226,035		6,541	2,013	9,154	35,193	28,824	80,837	
Pulp wood.....	69,233	4,357	2,195	75,785								
Wood pulp.....	225,398	33,228	108,398	368,024					58		657	
Dyeing and tanning materials.....	53,619	2,812	6,137	62,468						7	7	
Sulphur and pyrites.....	141,410	3,824	45,596	190,740	22,901	10,380	29,018	69,299	7,884		10,500	
Potash.....	131,028	11,701	43,590	176,317	21,058	21,324	10,090	55,472	12,567		39,601	
Nitrates.....	30,019	26,556	6,736	101,105	19,121	3,569	24,089	51,869	751		2,436	
Other fertilizers.....	10,105	1,656	6,736	18,487	8,680			8,680	2,370		2,436	
Chemicals, not elsewhere specified.....	85,204	14,405	22,929	132,538					17,614		18,253	
Animal and vegetable oil.....	254,302	51,710	72,163	378,177					32		186	
Seeds.....	15,750	126,160	2,013	15,750								
Gypsum.....	126,263	206,046	324,635	257,483								
Not otherwise specified.....	1,532,745	9,208,989	1,936,418	19,456,570	9,643	12,748	19,050	41,441	73,777	31,009	155,226	
<b>Total.....</b>	<b>8,201,153</b>	<b>9,208,989</b>	<b>1,936,418</b>	<b>19,456,570</b>	<b>288,056</b>	<b>392,321</b>	<b>111,174</b>	<b>741,651</b>	<b>1,791,542</b>	<b>7,471,182</b>	<b>11,190,627</b>	
<b>EXPORTS, FISCAL YEAR, 1922.</b>												
Wheat.....	1,623,879	38,080	280,982	2,150,821					1,684,879	36,565	353,067	2,074,511
Rye.....	22,006	23,342	62,981	108,329					37,739		16,010	53,749
Barley.....	69,601	6,927	24,316	1,008,272	62			62	340,940	73,351	169,669	583,960
Other grains.....	1,176,911	194,199	468,641	1,835,751					4,097		3,718	8,340
Wheat flour.....	317,149	80,325	290,025	694,499					239,330	58,107	166,851	464,288
Vegetables.....	1,989	41,096	37,935	57,165	68			69	110,518	66,303	133,951	310,772
Meat and dairy products.....	75,004	3,704	3,857	27,015					4,375	22,886	1,765	28,016
Fruit and nuts.....	39,602	4,187	2,685	45,871					80	3,778	3,859	7,647
Sugar refined and manufactures.....	492,677	45,187	145,788	613,652					73,851	6,699	31,241	111,791
Cocoa and manufactures.....	85,900	3,650	25,041	114,591					5,800	54,213	12,178	67,528
Cotton, raw.....	38,331	3,102	28,430	69,963					639,480	22,317	392,401	1,054,208
Wool and manufactures.....	18,820	8,618	7,100	34,595					3,837		505	4,915
Leather and manufactures.....	2,025	59	100	2,184								
Rubber and manufactures.....	4,780	82	2,336	7,198								
Coal and coke.....	2,424,514	512,058	202,497	3,139,069					71	395	2	3,574
Petroleum and products.....	1,376,623	664,127	239,156	2,280,906					244,163	1,073,736	241,217	3,979,418
Iron ore.....									25,100			

Iron and steel manufactures, not elsewhere specified.....	432,831	114,192	92,670	639,693	13,707	2,666	1,144	17,517	69,271	123,000	15,783	208,054
Machinery (including agricultural).....	85,386	14,782	13,186	113,354	.....	.....	7	7	3,776	7,564	901	12,241
Vehicles.....	45,743	15,300	7,456	64,719	10	.....	.....	10	1,865	5,315	47	7,227
Copper and manufactures.....	67,477	12,690	23,708	135,575	.....	.....	.....	.....	1,146	15	466	1,627
Lumber.....	67,911	6,176	11,296	85,381	22,362	9,869	14,071	46,302	492,075	129,190	407,299	1,028,564
Cement.....	33,818	42,174	7,278	83,270	.....	.....	.....	.....	1,536	3,443	64	5,245
Sulphur.....	.....	24	.....	514	.....	.....	.....	.....	1,536	3,443	64	5,245
Phosphates.....	3,851	5,426	340	9,750	67,888	.....	57,346	125,234	161,145	45,394	24,119	230,659
Other fertilizers.....	42,850	11,780	9,349	64,108	3,663	.....	66	3,729	221,768	9,106	220,755	451,659
Chemicals, not elsewhere specified.....	52,829	30,201	16,416	108,446	76	.....	193	269	10,086	20,004	3,449	33,539
Naval stores.....	6,696	.....	.....	6,917	56,192	2,033	41,146	99,371	13,417	4,806	3,612	21,835
Not otherwise specified.....	3,119,516	794,327	637,489	4,551,352	53,909	514	35,334	119,757	438,959	169,684	163,909	772,452
Total.....	12,781,709	2,754,189	2,841,760	18,377,688	536,011	125,459	258,755	920,225	7,322,518	1,905,907	2,384,065	11,613,490



	138,801	24,445	34,724	70,632	4,457	1,955	995	1,507	53	53	53
Hides and skins.....	4,450	58,148	221,472	3,879	85,253	11	48,121	32,192	74,837	70,981	3,856
Furs and fur skins.....	480,466	2,195	208,540	206,540	208,540	9,940		232,009	84,067	84,067	147,942
Horns and timber.....	308,696	108,997	46,353	245,876	8,028		244	7,784	24,517	12,881	11,636
Wool pulp.....	401,226	62,808	3,819	53,551	8,028	301		32			
Young and tanning materials.....	190,740	45,506	8,224	141,410	7,511						
Sulphur and pyrites.....	253,936	72,878	25,478	155,576	36,538		3,387	4,114			
Other fertilizers.....	221,046	80,828	80,800	80,800	9,078	1,628	11,783	17,127			
Chemicals, not elsewhere specified.....	82,818	37,828	13,596	31,904	9,078	2,580	2,168	28,540			
Animal and vegetable oil.....	177,648	24,930	134,704	33,041	33,041	1,506	3,506	19,882			
Seeds.....	498,529	99,817	68,339	330,323	1,594	26,808	1,594	14,797			
Gypsum.....	20,844	2,291	68,326	17,927	2,314	112	57	15			
Not otherwise specified.....	252,443	15	126,150	126,268	271,900	55,105	31,083	318,375			
Total.....	2,900,853	448,630	632,304	1,808,924	1,420,972	265,295	333,023	822,654	3,584,631	3,060,294	484,337
Cargo undetermined.....	36,364,251	4,289,920	20,466,589	11,607,742	1,420,972						
Grand total.....	220,753	4,313,913	20,504,746	11,705,345							
EXPORTS, FISCAL YEAR 1922.											
Wheat.....	6,193,393	748,248	800,809	4,644,336	1,098,180	105,219	49,766	943,195	869,831	677,498	192,388
Rye.....	87,393	87,101	188,307	317,095	2,259	200	1,248	1,511	209,556	164,717	44,639
Corn.....	2,904,692	413,985	1,258,997	1,236,620	2,764		1,336	1,371	1,314,544	1,114,356	200,208
Barley.....	461,151	96,532	31,548	329,356	353,965	55,925	28,683	282,328	162,538	141,813	2,300
Other grains.....	2,863,239	657,546	390,662	1,306,031	100,642	22,054	5,543	76,043	6,947		
Wheat flour.....	1,251,399	477,536	203,936	677,537	319,091	114,560	54,843	155,458			
Vegetables.....	89,948	8,608	49,000	31,733	47,937	5,567	26,911	13,058			
Meat and dairy products.....	188,769	45,119	64,206	79,455	8,545	206	23,223	3,059			
Fruits and nuts.....	761,325	16,672	33,869	110,784	111,413	14,006	26,357	71,020	182		182
Sugar refined and manufactures.....	194,881	177,386	57,771	521,427	6,416	2,296	449	1,093	7,512	5,436	2,076
Tobacco and manufactures.....	194,335	44,871	5,640	145,824	6,416		853	3,257			
Cotton, raw.....	1,320,670	507,482	34,703	835,485	54,961	12,198	6,522	36,241			
Cotton, manufactured.....	31,414	15,451	10,721	25,042	2,394		1,668				
Wool and manufactures.....	2,384	100	59	2,095							
Leather and manufactures.....	4,159	2,584	183	5,440	977	246	101	680			
Coal and coke.....	7,015,349	227,085	2,679,028	4,108,619	1,709	148	162	118			
Petroleum and products.....	7,295,506	567,094	2,264,344	4,484,188	990,589	126,721	526,417	337,460	3,593,473	2,055,035	1,538,438
Iron ore.....	426,327		169,701	265,826	3,800			3,800	421,710	159,700	262,010
Iron and steel manufactures not elsewhere specified.....	991,501	142,948	279,107	569,446	81,486	33,351	6,975	41,160	44,751	32,974	12,477
Machinery (including agricultural).....	136,086	18,587	23,344	94,185	10,469	4,463	989	5,017	15		6
Vehicles.....	177,308	12,216	20,066	44,986	5,168	4,713	144	311	184	117	6
Copper and manufactures.....	177,517	26,197	1,000	153,509	42,315	5,023	2,406	34,886			67
Lumber.....	2,757,647	268,911	286,177	1,689,924	1,595,456	386,981	151,123	1,107,523	2,045	1,825	220
Cement.....	98,068	7,410	49,547	85,111	3,703	68	3,178	457	752	1,525	566
Sulphur.....	232,005	24,119	46,000	161,886	3,206			200	566		



Commodity exports, fiscal year ended June 30, 1922, by foreign trade regions.

[In cargo tons of 2,240 pounds.]

Foreign trade regions.	Total tonnage.	Wheat.	Rye.	Corn.	Barley.	Other grains.	Wheat flour.	Veg- etables.	Meat and dairy prod- ucts.	Fruits and nuts.	Sugar, refined manu- factures.	Tobac- co and manu- fac- tures.	Cotton, raw.	Cotton, manu- fac- tured.	Wool and manu- fac- tures.	Leather and manu- fac- tures.
<b>United Kingdom:</b>																
England.....	6,357,421	1,084,026	248	199,669	292,125	351,877	146,406	40,681	62,775	72,864	231,127	76,117	399,399	8,941	1,619	3,620
Ireland.....	560,414	174,365	2,141	84,691	1,562	37,061	53,589	15	167	532	5,804	3,842	459	7		
Scotland.....	678,730	80,981	6,047	22,769	43,723	57,213	134,150	1,851	4,660	15,428	26,586	4,172	80			84
Wales.....	123,062	58,635		6,532		13,419	1,210	62	134	724	11,143					
<b>Total.....</b>	<b>7,721,627</b>	<b>1,398,007</b>	<b>8,436</b>	<b>307,940</b>	<b>343,942</b>	<b>439,570</b>	<b>335,355</b>	<b>42,559</b>	<b>67,736</b>	<b>89,748</b>	<b>274,660</b>	<b>84,131</b>	<b>399,399</b>	<b>9,490</b>	<b>1,626</b>	<b>3,704</b>
<b>North Atlantic and Bal- tic Europe:</b>																
Iceland.....	6,838					56	272		19		165					
Greenland.....	1,593								5,660							
Russia.....	155,249	6,288	38,644	4		38,187	9,595		27	312	3,294	1				
Finland.....	107,031	800	5,951	535		16,759	12,308		1,090	1,871	36,456	908	84			87
Norway.....	421,219	22,526	86,312	10,394	11,950	65,410	32,949	1,077	1,090	2,700	36,542	1,330	2,892	7		
Sweden.....	276,226	6,860	215	5,238	1,200	14,300	2,357	956	5	2,700	8,215	1,321	6,202	38		25
Denmark.....	674,639	8,089	20,263	121,507	12,941	69,887	44,845	53	1,945	4,158	2,007	39	1,121	337		317
Poland.....	55,668			6,600		1,285	10,838									
Germany.....	69,470	4,821		5,311		52,130	2,076	39	322	3,138	1,632	106	479			1,109
Estonia.....	181,953	71,262	26,236	14,048	18	7,610	8,251		15,564		3,064	97	13			38
Lithuania.....	68,422	109	4,105	24,295							486					
<b>Total.....</b>	<b>2,018,899</b>	<b>120,778</b>	<b>181,746</b>	<b>187,987</b>	<b>28,109</b>	<b>285,614</b>	<b>132,891</b>	<b>2,125</b>	<b>24,674</b>	<b>12,179</b>	<b>57,085</b>	<b>4,002</b>	<b>12,525</b>	<b>958</b>		<b>1,577</b>
<b>Havre-Hamburg range:</b>																
Germany.....	3,344,845	590,731	102,737	330,670	19,437	324,890	127,894	883	18,739	12,865	39,059	14,451	338,004	12,667	78	53
Holland.....	2,895,935	551,971	70,175	305,106	30,891	327,397	76,331		1,589	12,049	30,254	10,407	21,895	15	15	15
Belgium.....	1,826,085	446,234	10,143	41,829	23,069	230,216	6,888	506	1,324	4,981	14,623	7,270	33,173	846	92	104
France.....	1,031,125	28,872		25,648	8,096	73,702	614	530	5,187	9,188	56,690	8,149	185,978	2,910	46	63
<b>Total.....</b>	<b>8,500,540</b>	<b>1,608,808</b>	<b>183,055</b>	<b>816,253</b>	<b>86,483</b>	<b>992,645</b>	<b>211,637</b>	<b>1,939</b>	<b>29,863</b>	<b>40,081</b>	<b>133,622</b>	<b>41,477</b>	<b>582,095</b>	<b>16,968</b>	<b>231</b>	<b>235</b>
<b>South Atlantic Europe:</b>																
France.....	571,064	1,073		3,535		26,954			1,668	539	22,525	5,082				35
Portugal.....	133,367	57,297				155			77	30	294	1,345	4,146			20
Spain.....	220,802	7,892		11,433		7,898	1,433				7,490	4,288				26

Commodity exports, fiscal year ended June 30, 1922, by foreign trade regions—Continued.

Foreign trade regions.	Total tonnage.	Wheat.	Eye.	Corn.	Barley.	Other grains.	Wheat flour.	Vegetables.	Meat and dairy products.	Fruits and nuts.	Sugar refined manufactures.	Tobacco and manufactures.	Cotton raw.	Cotton manufactured.	Wool manufactures.	Leather and manufactures.
South Atlantic Europe—Continued																
Azore Islands.....	29,117			30			880				279	51		4		
Canary Islands.....	23,605					82	485	42			198	97		9		
Madeira Islands.....	4,948															
Total.....	992,903	66,262		14,998		34,969	2,953	42	1,745	569	30,697	10,811	4,776	13		81
West Mediterranean:																
Spain.....	457,263	104,273		30,178		23,969	578	77	23	68	12,210	129	80,653	51		1
France.....	547,481	138,128		23,869		22,147	280		1,085	25	55,962	1,418	80,361	10		226
Italy.....	2,411,208	1,091,931		21,774		265,620	5,521	16	663	610	18,723	25,153	97,800	145		34
Jugo-Slavia.....	12,275						442									
Malta.....	36,654	5,751				3,989	4,378		34		2,849	33				5
Tunis.....	28,844	5,592		912												
Algeria.....	71,187	35,724				1,355			54		3,583	71				
Morocco.....	519															
Total.....	3,563,431	1,381,899		76,733		317,080	11,199	93	1,869	703	93,787	26,804	173,814	206		266
East Mediterranean and Black Sea:																
Bulgaria.....	7,807															
Rumania.....	8,041					50					81					
Russia.....	285,450	33,910				121,624	28,867	479	5,614		1,411			237		1
Turkey.....	329,639	33,823		77,589		32,885	120,878	8	303		2,205					
Greece.....	402,245	187,327				30,529	12,242	135	100		23,536		208	1,379		888
Crete.....	447	298					147				50,761	50	917	1,062		81
Cyprus.....	357															
Bahata.....	3,985															
Egypt.....	283,437															
Lybia.....	3,495															
Total.....	1,317,973	255,355		77,589		184,688	174,825	645	6,017		83,082	53	1,125	2,722		970
West Indies:																
Cuba.....	1,412,946	777				67,971	74,572	26,670	87,773	4,081	4,410	187		8,933	2	81
Haiti.....	103,563					2,776	13,882	47	413	3	139			41		1
Puerto Rico.....	12,752			1		464	2,303	3	3		64		60	63		
Haiti.....	51,065					76	9,306	518	380		224	129		658		







Commodity exports, fiscal year ended June 30, 1922, by foreign trade regions—Continued.

[In cargo tons of 2,240 pounds.]

Foreign trade regions.	Rubber and man- factures.	Coal and coke.	Petro- leum and prod- ucts.	Iron ore.	Iron and steel man- ufactures not else- where specified.	Machin- ery (in- cluding agricul- tural).	Vehi- cles.	Copper and man- ufactures.	Lumber.	Ce- ment.	Sul- phur.	Phos- phates.	Other fertiliz- ers.	Chem- icals, not else- where speci- fied.	Naval stores.	Not oth- erwise specified.	
<b>United Kingdom:</b>																	
England.....	1,714	248,358	1,656,019	6	20,209	4,785	6,733	12,044	938,051	195	12,975	19,720	66	27,061	37,472	1,040,569	
Ireland.....		27,309	76,321		1,703	2,334	355		28,005			25,694		189	189	325	
Scotland.....	9	23,156	38,191		13,173	2,334	22	25	32,975			15,350		2,171	4,806	128,756	
Wales.....		11,808	437		450				14,559					37		5,135	
<b>Total.....</b>	<b>1,723</b>	<b>310,631</b>	<b>1,790,968</b>	<b>6</b>	<b>35,085</b>	<b>7,842</b>	<b>7,110</b>	<b>12,069</b>	<b>370,044</b>	<b>195</b>	<b>12,975</b>	<b>60,764</b>	<b>66</b>	<b>29,458</b>	<b>42,603</b>	<b>1,213,395</b>	
<b>North Atlantic and Baltic Europe:</b>																	
Iceland.....		3,004	2,135		33	1											
Greenland.....		593															
Russia.....		50,103			446	41	21										
Finland.....	4	3,645	37,100		72		72		832		550			334		1,196	
Norway.....	165	9,101	43,675		3,814	553	1,376	864	832		3,036			141		1,000	
Sweden.....		16,422	106,954		780	260	274	340	85		13,095			661		5,398	
Denmark.....	35	31,058	129,673	10	2,186	530	10,182	2,127	623			13,555			646	25,046	
Poland.....	304		201		63	1,411	33					28,490			1,512	31,082	
Germany.....	25		9,948		370						310	6,710		79	23	174,956	
Estonia.....	2		60		13	325						42,584				21,485	
Latvia.....																6,625	
Lithuania.....																8,623	
<b>Total.....</b>	<b>635</b>	<b>113,996</b>	<b>329,746</b>	<b>10</b>	<b>7,703</b>	<b>3,171</b>	<b>11,953</b>	<b>3,831</b>	<b>1,542</b>	<b>17,518</b>	<b>17,518</b>	<b>91,300</b>	<b>2,101</b>	<b>2,101</b>	<b>2,601</b>	<b>413,124</b>	
<b>Havre-Hamburg range:</b>																	
Germany.....	286	10,548	509,898		264	3,585	91	51,311	29,736	2,425	30,613	94,983		7,252	25,191	612,011	
Holland.....	14	111,533	335,888		2,623	340	969	8,709	46,746	54	1,200	99,658		3,690	4,606	438,418	
Belgium.....	5	733	206,374		3,562	585	2,539	8,307	67,916	33	1,301	53,812		2,645	4,374	321,900	
France.....	69	49,275	285,612		1,413	15,562	89	29,100	26,079		1,000	10,680		1,127		192,023	
<b>Total.....</b>	<b>374</b>	<b>171,909</b>	<b>1,358,772</b>		<b>7,867</b>	<b>19,972</b>	<b>3,628</b>	<b>97,427</b>	<b>170,477</b>	<b>2,514</b>	<b>34,114</b>	<b>264,233</b>	<b>502</b>	<b>14,714</b>	<b>34,301</b>	<b>1,604,412</b>	
<b>South Atlantic Europe:</b>																	
France.....		59,075	384,029		43	2,986	3,584	800	7,372		4,300	13,417	1,602	5,110		36,399	
Portugal.....		1,298	46,171		124	60	71		2,695			12,563		31		7,117	







Commodity exports, fiscal year ended June 30, 1922, by foreign trade regions—Continued.

Foreign trade regions.	Rubber and manu- factures.	Coal and coke.	Petro- leum and prod- ucts.	Iron ore.	Iron and steel manu- factures, not else- where specified.	Machin- ery (un- cluding agricul- tural).	Vehi- cles.	Copper and manu- fac- tures.	Lumber.	Ce- ment.	Sul- phur.	Phos- phates.	Other fertil- izers.	Chem- icals, not else- where speci- fied.	Naval stores.	Not oth- erwise speci- fied.
<b>Orient:</b>																
China.....	16		522,169		103,874	16,331	4,415	15,085	195,291	36			1,580	953	1,990	165,228
Russia.....			1,860		116											
Japan.....	171		188,501		518,940	15,019	640	32,070	1,069,513	33		20,670	53,424	35,873	9,922	356,833
Philippine Islands.....	117		122,691		19,924	4,642	355		1,133	540			1,917	771		46,863
<b>Total.....</b>	<b>304</b>		<b>835,221</b>		<b>642,854</b>	<b>35,992</b>	<b>5,410</b>	<b>47,155</b>	<b>1,295,942</b>	<b>609</b>		<b>20,670</b>	<b>56,921</b>	<b>37,602</b>	<b>11,912</b>	<b>508,924</b>
<b>India, Persian Gulf, and Red Sea:</b>																
Arabian Peninsula.....			12,988		2,920											1,301
Australia.....		1,200	178,340		34,360	2,115	317	1,099	4,378							3,641
British India.....	19		13,292		65		48				4,280			142	49	57,139
Ceylon.....																1,146
<b>Total.....</b>	<b>19</b>	<b>1,200</b>	<b>201,620</b>		<b>37,345</b>	<b>2,115</b>	<b>865</b>	<b>1,099</b>	<b>4,378</b>		<b>4,280</b>			<b>142</b>	<b>49</b>	<b>63,227</b>
<b>Pacific Canada.....</b>	<b>22</b>	<b>1,047</b>	<b>300,500</b>		<b>5,215</b>	<b>845</b>	<b>13</b>	<b>2</b>	<b>714</b>	<b>27</b>	<b>8,004</b>	<b>3,285</b>	<b>63</b>	<b>3,521</b>	<b>213</b>	<b>51,879</b>
<b>Atlantic Canada.....</b>	<b>15</b>	<b>3,760,032</b>	<b>389,635</b>	<b>421,710</b>	<b>45,959</b>	<b>164</b>	<b>194</b>	<b>10</b>	<b>2,898</b>	<b>862</b>	<b>32,562</b>	<b>9,197</b>	<b>4,657</b>	<b>311</b>	<b>17</b>	<b>133,764</b>
<b>Total.....</b>	<b>4,189</b>	<b>7,015,342</b>	<b>7,295,596</b>	<b>425,527</b>	<b>991,501</b>	<b>136,086</b>	<b>77,308</b>	<b>177,517</b>	<b>2,757,743</b>	<b>93,063</b>	<b>232,005</b>	<b>586,670</b>	<b>110,351</b>	<b>150,081</b>	<b>148,501</b>	<b>5,883,147</b>

Commodity imports, fiscal year ended June 30, 1922, by foreign trade regions.

[In cargo tons of 2,240 pounds.]

Foreign trade regions.	Total tonnage.	Wheat.	Corn, grains.	Vegeta- bles.	Meat, fish, and dairy products.	Ba- nanas.	Coco- nuts and copra.	Other fruits and nuts.	Sugar.	Molasses.	Coffee.	Cocoa.	To- bacco and manu- fac- tures.	Cotton, raw.	Cotton manu- fac- tured.
United Kingdom:															
England.....	958,284		10,797	5,311	4,404		71	5,193	11		660	5,658	808	15,530	13,410
Ireland.....	4,020		145	1,922	1,922								186	10	
Scotland.....	91,111		5	113	11,598			307					247	150	575
Wales.....	34,964														
	1,088,379		10,947	5,424	17,994		71	5,500	11		660	5,658	1,241	15,680	13,995
North Atlantic and Baltic															
Europe:															
Iceland.....	900														
Greenland.....	3,215														
Finland.....	94,194				36								15		123
Norway.....	198,902			64	3,600						503				
Sweden.....	286,057		9		70			8							
Denmark.....	25,642			1,544	1,470			100					23		163
Poland.....	1,130			107				4							
Germany.....	9,334														
Estonia.....	281				9			10							
Latvia.....	564			2											
Total.....	622,130		9	1,717	5,185			122			503		38	1	287
Havre-Hamburg range:															
Germany.....	665,604		62	984	255			148			42	91	604	1,957	4,899
Holland.....	350,748		1,211	1,575	2,500		50	539			320	2,051	1,781	889	2,565
Belgium.....	304,326		373	210	1,277		6	145					146	423	5,281
France.....	212,152		329	40	256			1,083				72		25	1,625
Total.....	1,532,830		62	2,849	4,283		56	1,897			362	2,214	2,581	3,300	15,370
South Atlantic Europe:															
France.....	50,033		150	911	350			978					21		1,334
Portugal.....	52,192				1,908			1,006			69	21	289		
Spain.....	317,044			230	178			16,493			2	1,072	365		6
Azores Islands.....	604			373				1							
Canary Islands.....	8														
Madeira Islands.....															
Total.....	420,605		150	1,514	2,436			18,478	85		71	1,093	624		1,340

Commodity imports, fiscal year ended June 30, 1922, by foreign trade regions—Continued.

Foreign trade regions.	Total tonnage.	Wheat.	Corn.	Other grains.	Vegetables.	Meat, fish, and dairy products.	Bananas.	Cocoa-nuts and copra.	Other fruits and nuts.	Sugar.	Molasses.	Coffee.	Cocoa.	Tobacco manufactures.	Cotton raw.	Cotton manufactured.
<b>West Mediterranean:</b>																
Spain.....	112,058				35,857	86			14,228			65				
France.....	55,563			147				1,514								742
Italy.....	268,540			229	2,793	3,381		63,310				24			258	10
Jugo-Slavia.....	1,826															370
Malta.....	1,865															
Tunis.....	25,179															
Algeria.....	16,194				2											
<b>Total</b> .....	<b>479,725</b>		376	38,652	3,467			79,352				89		1,599	258	380
<b>East Mediterranean and Black Sea:</b>																
Bulgaria.....	1,913													1,516		
Rumania.....	396															
Russia.....	7,631							387								
Turkey.....	43,607					8		4,630								
Greece.....	69,861			20	486			42,056						3,268		
Cyprus.....	1,693													6,530		
Balkans.....	17													384		
Egypt.....	49,787		262	5,716				238	209					190	34,705	380
Lybia.....	23															
<b>Total</b> .....	<b>174,828</b>		262	5,736	464			238	47,262					11,868	34,705	380
<b>West Indies:</b>																
Cuba.....	3,486,712	1		91	8,837	516	48,428	1,533	21,538	2,813,395	410,578	587	2,290	12,775		69
Jamaica.....	231,510			35	3,277	6	181,855	12,379	14,335	7,281		173	1,876	24		1
Bahama Islands.....	20,826							2	151	130						
Haiti.....	30,136								10	5,250		8,771	1,654		4	
Dominican Republic.....	196,538			18	3			400	12	100,142		1,179	22,343			2
Lesser Antilles.....	110,455							2,784	1,058	5,087		12,671	10,183		9	
Bermuda.....	8,798				5,046				1					47	104	
<b>Total</b> .....	<b>4,035,903</b>	1		144	17,164	559	230,283	17,098	37,052	2,931,885	418,649	23,261	38,346	14,901	1,879	72
<b>Mexico:</b>																
.....	18,708,847		1	40	392	159	21,722	248	45	13,290		19,432	259	584		34







Commodity imports, fiscal year ended June 30, 1922, by foreign trade regions—Continued.

[In cargo tons of 2,240 pounds.]

Foreign trade regions.	Wool, raw.	Wool, manufac-tured.	Jute.	Jute, manu-fac-tured.	Fibers and grasses.	Fibers, manu-fac-tured.	Silk, raw.	Silk, manu-fac-tured.	Paper stock.	Paper manufac-tures.	Clays.	Clays, manu-fac-tured.	Rub-ber.	Coal and coke.	Petroleum, crude.	Iron ore.	Iron and steel manufac-tures.
United Kingdom:																	
England.....	17,933	4,175	546	6,443	1,339	7,490	10	785	9,223	2,263	223,184	9,421	12,539	24,505	973	2,066	5,027
Ireland.....	88	4		184	23	23			12	87							
Scotland.....	5,465	2,451	3,543	8,134	431	1,430			2,404	204	53	617		6,204	379		55
Wales.....					40				50					23,597			1,236
Total.....	23,506	6,680	4,089	14,577	1,954	9,033	10	785	11,689	2,559	223,237	10,038	12,539	59,306	1,352	2,066	6,338
North Atlantic and Baltic Europe:																	
Finland.....																	
Norway.....	10				16			5,617		16,155							
Sweden.....								4,107		10,869		1				56,873	433
Denmark.....	50				117			1,498		32,720		4	30		6	15,336	1,245
Poland.....	135				1					2,086		21			60		922
Esthonia.....										31			230		6		11
Total.....	195				134			11,222		61,861		5	231		72	83,209	2,761
Havre-Hamburg range:																	
Germany.....	989	437	339	506	139	1,425	10		14,670	32,027	1,178	2,980	103		382	16	4,121
Holland.....	111	37		282	343	898			3,530	2,317	231	376	1,367			584	902
Belgium.....	568	394	43	1,064	166	2,454	207	201	12,336	2,030		1,395	72			2,849	14,309
France.....	35	46			102	231	379	300	2,721	915		1,170	396		54	43	1,770
Total.....	1,703	984	337	1,852	750	5,003	1,096	592	31,907	37,539	1,409	4,901	1,938		436	3,492	21,102
South Atlantic Europe:																	
France.....	79	400			235		10	2	70	2,392		350	350				464
Portugal.....										6		200	522				22
Spain.....	91							60							8	73,321	
Total.....	170	400			235		10	2	130	2,398		550	872		8	73,321	486
West Mediterranean:																	
Spain.....					40												
France.....	254	32		22	41			110	133			10	2			6,972	5

Italy.....	1,046	142	1,343	460	384			23	270	30	12		323	5,568	31
Tunis.....			520	24				51				265		19,500	
Algeria.....														1,500	
Total.....	1,300	174	1,863	565	384			161	270	40	14	265	323	34,040	36
East Mediterranean and Black Sea.															
Russia.....															
Turkey.....	448	65			40			59			117			7,270	
Greece.....	23	135												5,100	3
Egypt.....	135		1,083	133											
Total.....	606	200	1,083	133	40			59			117			12,370	3
West Indies:															
Cuba.....		114		201	1						44			94,009	18
Jamaica.....			10								5				3
Bahama Islands.....			34												
Lesser Antilles.....	5		476	19				84			1		20,600		2
Bermuda.....			30	3							2				
Total.....	5	114	550	223	1			84			52		20,600	94,009	23
Mexico.....			68,179	281							3		18,465,370	6	1,784
Central America:															
Guatemala.....															
Honduras.....								4						18	3
Nicaragua.....								4							53
Costa Rica.....															
Central Zone.....	1,213		90	2							94		9,700		774
Salvador.....			380	21											
Total.....	1,213		470	23				8			94		9,700	18	830
North coast, South America:															
Venezuela.....			57								3				
British Guiana.....											328				
Dutch Guiana.....											63				
French Guiana.....											24				
Colombia.....				2											
Total.....			57	2							413				
East Coast, South America:															
Brazil.....	144			263							12,204	100		100,717	14
Uruguay.....	8,386			67							80				
Argentina.....	11,493	86						12					8	5,600	16
Total.....	20,023	86		330				12			12,284	100	8	106,317	30

Commodity imports, fiscal year ended June 30, 1922, by foreign trade regions—Continued.

Foreign trade regions.	Wool, raw.	Wool, manu- factured.	Jute.	Jute, manu- factured.	Fibers and grasses.	Fibers, manu- factured.	Silk, raw.	Silk manu- factured.	Paper stock.	Paper manu- factures.	Clays.	Clays, manu- factured.	Rub- ber.	Coal and coke.	Petroleum, crude.	Iron ore.	Iron and steel and manu- factures.
West coast, South America:																	
Colombia.....	54												14				
Chile.....	332	6								5	10		17		6	19,000	
Peru.....	6				1	8							320		53,258		11
Ecuador.....													1				
Total.....	392	6			1	8				5	10		352		53,264	19,000	11
West Africa:																	
Gold Coast.....																	
Congo (Belgian)																	
Total.....																11,197	
South and East Africa:																	
Union of South Africa.....	1,791																
Portuguese East Africa.....															6,682	1	
British East Africa.....					687								5		700	19,725	
Mauritius.....															300		
Total.....	1,791				687								5		7,682	19,726	
Australasia:																	
New Zealand.....	5,024				547												
Australia.....	10,544	25												126			
New Caledonia.....														77,886	55		
Tasmania.....	78															3,951	
Total.....	15,646	25			547									78,012	55	3,951	
East Indies:																	
Malay Peninsula.....	382				104												
Indo-China.....										33					4,950		9
Siam.....					1,119												
Java.....					14,478	593		1		88					3,406		321
Celebes.....																190	
Other islands.....																8,954	
Total.....	382				15,701	593		1		121					8,356	8,954	330







Commodity imports, fiscal year ended June 30, 1922, by foreign trade regions—Continued.

Foreign trade regions.	Copper and manures.	Miscellaneous metals.	Hides and skins.	Furs and skins.	Logs and timber.	Pulp and wood.	Wood pulp.	Dyeing and tanning materials.	Sulphur and pyrites.	Potash.	Nitrates.	Other fertilizers.	Chemicals, not elsewhere specified.	Animal and vegetable oil.	Seeds.	Gypsum.	Not otherwise specified.
<b>North coast, South America:</b>																	
Venezuela.....	7,797	1,083	925		995					6,860			38				45,268
British Guiana.....		4,921	8		1,260												11,166
Dutch Guiana.....					13			4									88
French Guiana.....	15	29	2,783		403								23	24	6		2,922
Colombia.....																	
Total.....	7,812	6,033	3,666		2,631			4		6,860			61	24	6		59,828
<b>East coast, South America:</b>																	
Brazil.....		114,575	5,690		7,629			1,760				1,145	98	5,536	20		21,406
Uruguay.....			9,238	4	2,177			40,853				194					8,488
Argentina.....	45	50	52,723	67	13,950							8,958	73	191,058	5,193		44,074
Total.....	45	114,625	67,941	71	23,746			42,613				10,297	166	196,594	5,213		73,968
<b>West coast, South America:</b>																	
Colombia.....			141														
Chile.....	133,574	51,282	560		22												2,744
Peru.....	3,550	3,651	1,143		408					3,503	196,321	8,599	1,335		73		17,471
Ecuador.....			153										7	2	1		4,292
Total.....	137,124	54,933	1,997		430					3,503	196,321	8,599	1,392	2	74		16,115
<b>West Africa:</b>																	
Morocco.....																	40,622
Cape Verde Islands.....	3,200																16,052
Guinea (French).....														563			250
Sierra Leon.....																	139
Liberia.....																	688
Ivory Coast.....			4,138														370
Gold Coast.....			28,601														7,007
Panama.....																	
South Nigeria.....			25											81			51
Kamerun.....														2,823			12
Congo (Belgian).....																	503
Total.....	3,200		25		32,739									3,467			25,072



## SECRETARY'S REPORT.

The functions of the secretary of the board, at the beginning of the fiscal year and substantially through the year, were, briefly, as follows:

- (1) Preparation and custody of all minutes of the Shipping Board.
- (2) Preparation and presentation to the board, by formal docket or otherwise, of all cases requiring the board's attention.
- (3) Custody over the immediate files of the board.
- (4) Preparation for the board or committees thereof of all cases arising under section 9 of the shipping act, 1916, as amended, and the carrying out of the instructions of the board or its committees with reference thereto.
- (5) Preparation for the board or committees thereof of cases arising under section 30, subsection O (a), of the ship mortgage act, 1920, and the carrying out of the action of the board or its committees in connection therewith.
- (6) The handling of miscellaneous applications under legislation conferring authorities on the board.
- (7) Preparing for the consideration of the board and transmittal to Congress estimates for appropriations required by the Shipping Board.
- (8) Jurisdiction over the service divisions of the board, such as mails, duplicating, library, files, chief clerk's division, etc.
- (9) Jurisdiction over the board's communications arrangement.
- (10) Direct supervision over all Shipping Board personnel.
- (11) Preparation of the annual report and assisting in the preparation of various special reports to Congress.
- (12) Assisting special committees appointed by the board in the preparation of data or the holding of hearings required under the legislation affecting the board.
- (13) Compilation and distribution of the weekly report.
- (14) Approving, by direction of the chairman, vouchers for the expenditure of funds from Shipping Board appropriations.

#### Membership of the Board.

Section 3 of the merchant marine act of June 5, 1920, amends section 3 of the shipping act, 1916, and provides that the board shall be composed of seven commissioners to be appointed from designated sections of the country by the President, with the advice and consent of the Senate, the President designating one of the members to act as chairman.

The act further provides that the commissioners shall be appointed as soon as practicable after the enactment of the act and continue in office two for a term of one year, and the remaining five for terms of two, three, four, five, and six years, respectively, from the date of their appointment, the terms to be designated by the President, but their successors shall be appointed for a term of six years, except any person chosen to fill a vacancy shall be appointed only for the unexpired term.

On July 1, 1921, the board consisted of the following members, who were appointed June 9, 1921: Albert D. Lasker (chairman), from the interior, term six years, qualified June 13, 1921; T. V. O'Connor (vice chairman), Great Lakes, term five years, qualified

June 15, 1921; George E. Chamberlain, Pacific coast, term four years, qualified June 13, 1921; Edward C. Plummer, Atlantic coast, term three years, qualified June 14, 1921; Frederick I. Thompson, Gulf coast, term two years, qualified June 13, 1921; Meyer Lissner, Pacific coast, term one year, qualified June 11, 1921, California, June 16, 1921, District of Columbia, and W. S. Benson, Atlantic coast, term one year, qualified June 13, 1921.

On June 8, 1922, the terms of Commissioners Meyer Lissner and W. S. Benson expired. On June 13, 1922, Commissioners Lissner and Benson were reappointed for terms of six years each.

The board's membership on June 30, 1922, remained the same as on July 1, 1921.

During the fiscal year the board held 127 meetings in addition to a number of special hearings conducted either by the board or by committees thereof.

**Sale of Vessels to Aliens and (or) Transfer to Foreign Registry (Section 9, Shipping Act, 1916, as Amended).**

Section 9 of the shipping act, 1916, as amended, makes it unlawful to sell, transfer, or mortgage, or, except under regulations prescribed by the board, to charter any vessel purchased from the board or documented under the laws of the United States to any person not a citizen of the United States, or to put the same under a foreign registry or flag, without first obtaining the board's approval. The section further provides appropriate penalties for the violation of its provisions.

In the exercise of the powers conferred by this section, the board requires application forms to be executed by those desiring to sell to an alien or transfer the vessel to a foreign registry or flag. Each case is considered upon its merits and the applicant is required to give all the details of the vessel's construction, the reasons for requesting transfer of ownership or registry, and why it is not desirable to retain the vessel under the American flag. A statement is required as to the trade in which the proposed purchaser or transferee will employ the vessel, thus enabling the board to determine whether the sale and (or) transfer should be authorized or the vessel retained under the United States flag.

Each application must be supported by a sworn affidavit that the purpose of the sale and (or) transfer is not to avoid the laws of the United States. Transfers are authorized with the provision that there are no liens, encumbrances, or other charges against the vessel. If there are liens, encumbrances, or other charges the approval of the mortgagee or lienor must be obtained and an affidavit to that effect filed with the board. It is further provided that the sale and (or) transfer be effected within a period of six months, and that the vessel shall not engage in any trade contrary

to the laws of the United States. Additional provisions are frequently imposed, such as prohibiting the vessel transferred from trading with United States ports.

In case of the violation of section 9 of the shipping act, 1916, as amended, or the violation of any of the provisions or conditions which the board places in the orders granting permission to sell to aliens and (or) transfer to foreign registry the matter is referred to the Department of Justice for prosecution of the party or parties responsible for the violation.

During the year July 1, 1921, to June 30, 1922, inclusive, the board authorized the sale and (or) transfer of 158 vessels of 121,931.55 gross tons. In addition 7 undocumented barges of unknown tonnage, 1 undocumented towboat of unknown tonnage, and 1 unnamed and undocumented dredge of unknown tonnage were transferred, making a total of 167 vessels sold and (or) transferred, distributed as follows:

Registry.	Number of vessels.	Gross tonnage.	Registry.	Number of vessels.	Gross tonnage.
Argentine.....	2	2,006.71	French.....	3	7,321
Bahaman.....	1	1,030	Hungarian.....	7	28,786
Belgian.....	1	8,301	Italian.....	2	6,247
British.....	37	12,964.81	Mexican.....	48	2,628.18
Canadian.....	28	24,299.11	Newfoundland.....	4	5,897.96
Colombian.....	1	21	No registry (alien ownership)	5	2,048.16
Costa Rican.....	1	2,584	Norwegian.....	1	1,380
Cuban.....	9	1,729.62	Panamanian.....	1	140
Danish.....	1	8,294	Portuguese.....	3	250
Dominican.....	3	239	Russian.....	1	20
Dutch.....	1	45	Uruguayan.....	1	1,100
Ecuadorian.....	1	121			
Foreign (registry not stated).....	4	1,197	Total.....	167	121,931.55

<sup>1</sup> One undocumented towboat of unknown tonnage and one unnamed and undocumented dredge of unknown tonnage.

<sup>2</sup> Seven undocumented barges of unknown tonnage.

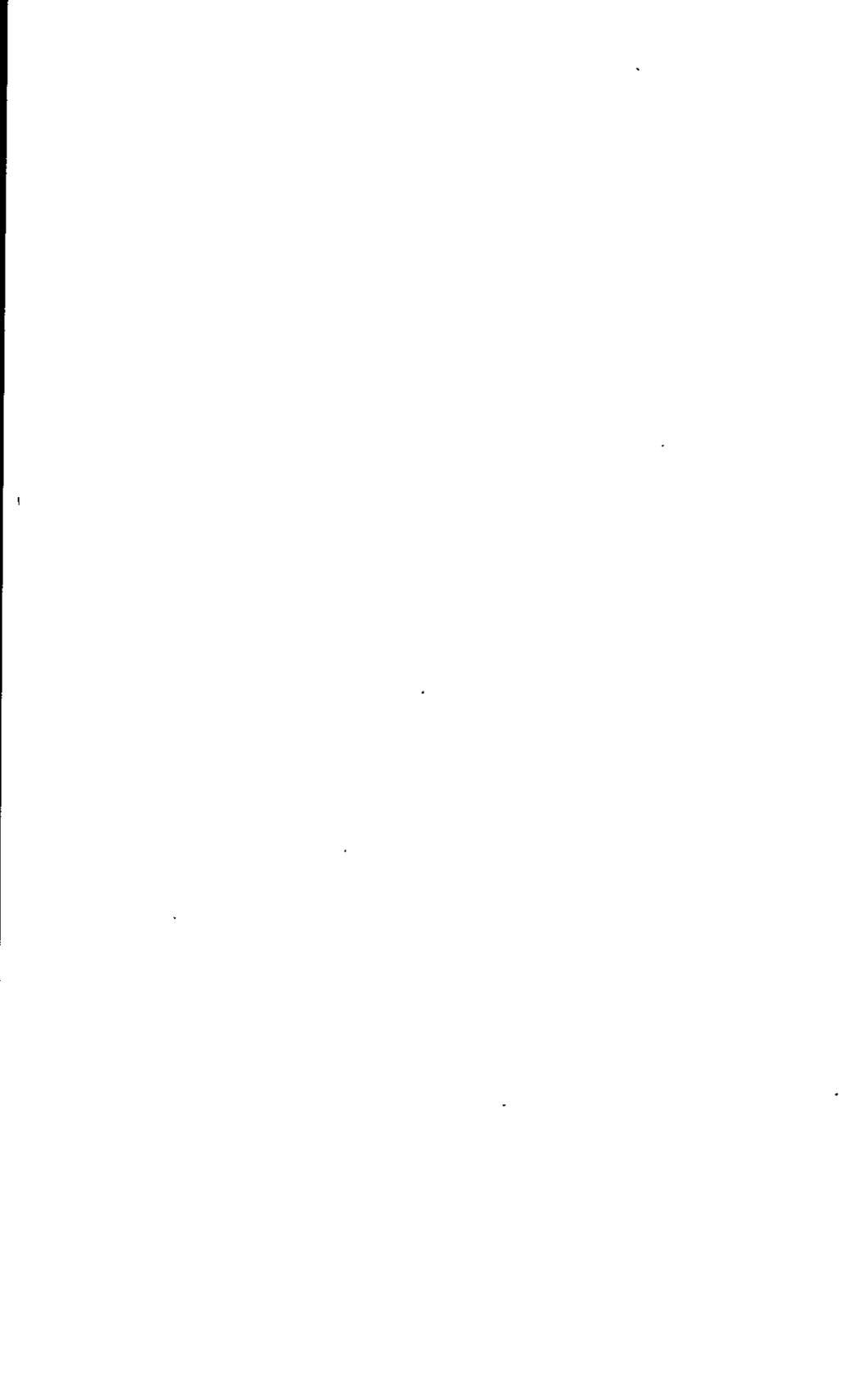
During the fiscal year the secretary, on behalf of the board, conducted investigations of over 100 cases of alleged violations of section 9. Thirty-one of the cases investigated were referred to the Department of Justice with the recommendation of the board in each case that the party or parties responsible for the violation of the law be prosecuted, and the vessel seized if found in American waters, if the Department of Justice determined that such seizure could be accomplished without international complications.

All cases of alleged violation of section 9 were carefully investigated. Valuable assistance was rendered by the State Department, Department of Commerce, and the various collectors of customs.

The cases referred to the Department of Justice were in turn referred to the respective United States district attorneys. Employees of the secretary's office were sent to the various districts in which prosecutions were pending to assist the district attorney in securing additional evidence and to appear as witnesses for the Government.

**Personnel.**

At the beginning of the fiscal year there were 86 Shipping Board employees under the jurisdiction of the secretary, with a total annual pay roll of \$129,820. At the close of the fiscal year there were 41 Shipping Board employees under the jurisdiction of the secretary, with total annual salaries amounting to \$71,020, a net decrease of 52.4 per cent.



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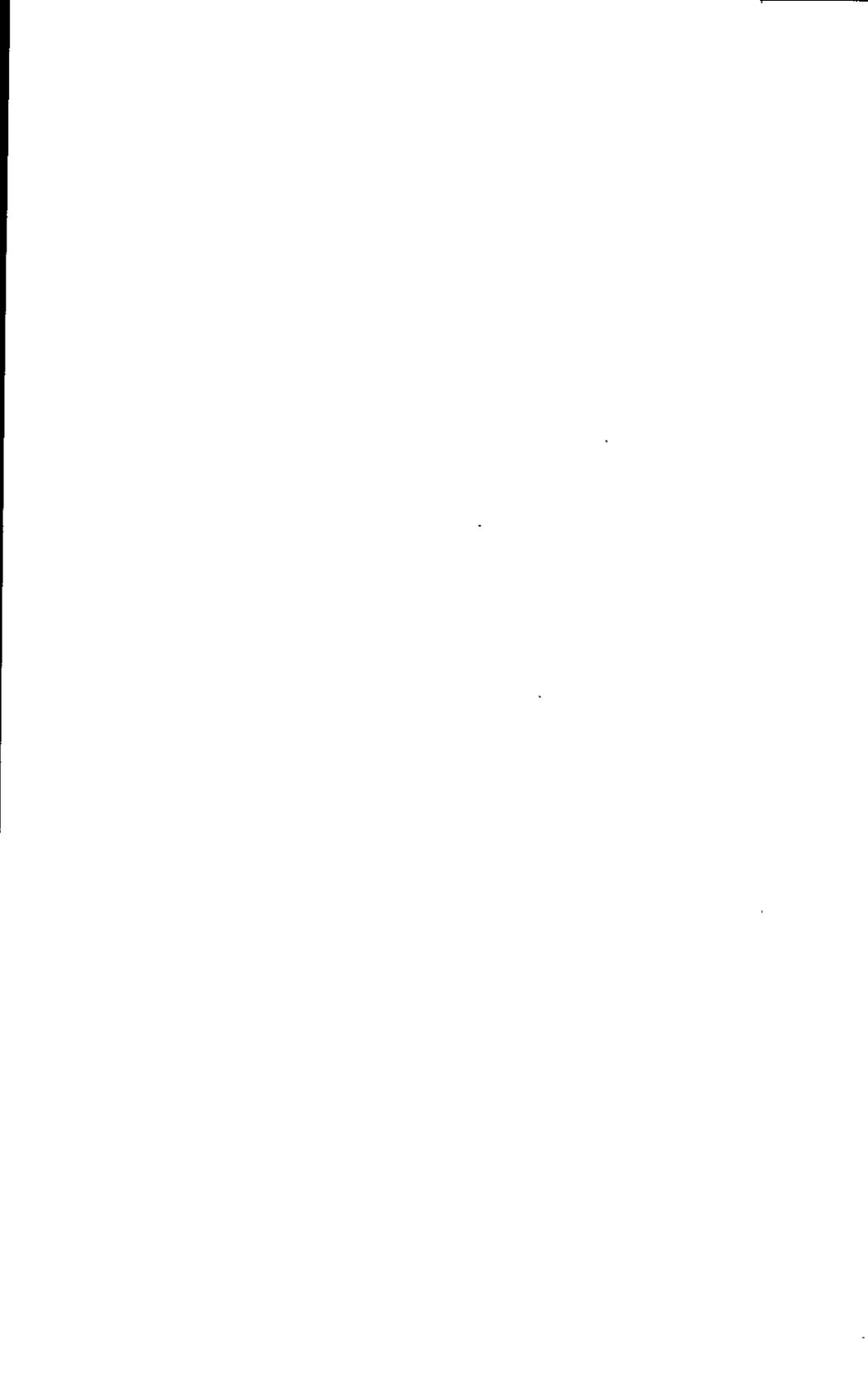
PART II

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UNITED STATES SHIPPING BOARD  
EMERGENCY FLEET CORPORATION

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## II. UNITED STATES SHIPPING BOARD EMERGENCY FLEET CORPORATION.

### ORGANIZATION.

On July 1, 1921, the members of the Shipping Board were also trustees of the Emergency Fleet Corporation. In order to relieve the members of the board of the multiplicity of duties connected with the affairs of the Emergency Fleet Corporation, on July 11, 1921, the board of trustees elected J. B. Smull a vice president of the corporation, in charge of the chartering and allocation of vessels; A. J. Frey a vice president, in charge of the physical operation of vessels; W. J. Love a vice president, in charge of traffic matters; Elmer Schlesinger a vice president, in charge of legal matters; September 23, 1921, elected H. S. Kimball a vice president, in charge of finance; and on September 30, 1921, elected E. P. Farley a vice president, in charge of sales.

On September 30, 1921, the Shipping Board adopted the following resolution:

Whereas the merchant marine act, 1920, provides that the power and authority thereby vested in the United States Shipping Board may be exercised either directly by the board, or by it through the United States Shipping Board Emergency Fleet Corporation, except as therein otherwise specifically provided; and

Whereas in the opinion of the Shipping Board the executive and personnel organization of the Emergency Fleet Corporation has been completed to such a standard of efficiency as to make it desirable that the United States Shipping Board should exercise through the United States Shipping Board Emergency Fleet Corporation various administrative powers and functions, thus making it possible for the United States Shipping Board to devote its attention to study and determination of the broad and constructive questions of policy relating to the maintenance, development, and encouragement of the American merchant marine, under the powers and duties imposed upon the United States Shipping Board by law: Therefore be it

*Resolved*, That it is the sense of the United States Shipping Board that its chairman should retire as president, and that its members should retire as trustees of the said United States Shipping Board Emergency Fleet Corporation, and that there should forthwith be elected a separate president and a separate board of trustees for the said United States Shipping Board Emergency Fleet Corporation: and be it further

*Resolved*, That the power and authority vested in the Shipping Board by the merchant marine act, 1920, shall, until otherwise ordered by the board, be exercised by it through the United States Shipping Board Emergency Fleet Corporation in the following matters, and to the extent and in the manner hereinafter provided:

(1) The operation, maintenance, repair, and reconditioning of vessels provided that no established line shall be discontinued, or new line established, or allocation of passenger vessels made, without the approval of the United States Shipping Board.

(2) The completion or conclusion of any construction work upon vessels which has heretofore been begun or has been authorized by the United States Shipping Board.

(3) The sale of vessels (except to aliens) at such prices and on such terms and conditions as the United States Shipping Board may prescribe.

(4) The operation and sale of housing projects, real estate, railroad and other similar property, subject to confirmation by the United States Shipping Board before any final contract of sale is made.

(5) The operation and sale of dry docks: all sales to be subject to such terms and prices as may be established by the United States Shipping Board.

(6) The custody and sale of all other property and materials.

(7) All accounting for the United States Shipping Board Emergency Fleet Corporation.

(8) Insurance and matters pertaining to the same.

(9) The operation of all piers and pier facilities; provided that no pier or pier facilities shall be leased without prior authorization from the United States Shipping Board.

(10) The leasing and rental of offices, warehouses, docks, and storage facilities.

(11) All matters incidental to any of the foregoing, including the execution of contracts, charters, bills of sale, leases, deeds, and other instruments necessary or convenient to the exercise of the power and authority hereby conferred upon the United States Shipping Board Emergency Fleet Corporation: and be it further

*Resolved*, That an accurate record shall be made of the proceedings of every meeting of the United States Shipping Board Emergency Fleet Corporation and a summary thereof transmitted to the chairman and each commissioner of the United States Shipping Board, and that notices of meetings of the board of trustees of said Emergency Fleet Corporation be duly sent to each member of the United States Shipping Board; and be it further

*Resolved*, That the control of the United States Shipping Board Emergency Fleet Corporation shall remain with the United States Shipping Board, and that the president and each of the trustees of the United States Shipping Board Emergency Fleet Corporation be, and hereby are, required to deposit with the secretary of the United States Shipping Board their several resignations in respect of the position of the United States Shipping Board, and to deliver to the secretary of the United States Shipping Board their several qualifying oaths of office to the United States Shipping Board Emergency Fleet Corporation, to be endorsed in blank on copies

In accordance with the resolution of September 24, 1921, the chairman of the Shipping Board retired as president of the Emergency Fleet Corporation, and the other members of the Shipping Board retired as trustees of the Emergency Fleet Corporation, and the following were elected trustees: J. W. Poyen, J. W. Small, W. J. Love, A. J. Frev, Elmer Schlesinger, H. S. Kimball, and E. P. Farley.

The following division of duties among the various vice presidents of the corporation was arranged:

J. W. Small, vice president in charge of application department, contract department, chartering department.

W. J. Love, vice president in charge of traffic department, advertising department, marine-insurance department.

A. J. Frev, vice president in charge of operating department, department of maintenance and repair, fuel department, department of purchases and supplies, statistical department, field offices, American and foreign.

H. S. Kimball, vice president in charge of general comptroller's department, treasurer and disbursing department, insurance department (other than marine), collection department.

Elmer Schlesinger, vice president in charge of legal department, claims department, department of investigation.

E. P. Farley, vice president in charge of surplus property department, department of scrap sales.

On March 4, 1922, J. W. Powell, president, resigned, and A. J. Frey, vice president, died June 13, 1922. These vacancies existed at the close of the fiscal year, and in the interim Mr. J. B. Smull, senior vice president, assumed the duties of the president of the corporation.

#### ALLOCATION, CONTRACT, AND CHARTERING DEPARTMENTS.

Upon the reorganization of the Shipping Board and the Emergency Fleet Corporation the allocation, contract, and chartering departments were grouped under one head and the work arranged to coordinate more effectively with all departments of the board and corporation.

#### ALLOCATION DEPARTMENT.

The principal function of this department during the fiscal year was to determine the suitability of vessels to meet trade requirements and provide necessary tonnage to care for the needs of the traffic and chartering departments. To this end all structural features of the vessel, dead-weight tonnage, cubic capacity, and speed were reviewed as well as the cost and extent of repairs necessary to make the vessel ready for the service contemplated, each vessel being allocated only after it had been determined that the particular vessel was the most suitable one available for the particular trade in which it was to be employed.

At the beginning of the fiscal year there were 97 managing agents operating 744 vessels. Owing to the falling off in export business and the tremendous losses involved as a consequence it was found necessary to reduce the number of vessels in operation and the active fleet was cut down during the year to 394 vessels as of June 30, 1922. This, of necessity, involved the elimination of a number of managing agents who at the end of the fiscal year numbered 13.

In the interests of efficiency every effort was made to continue the same vessels as far as possible in the hands of the same managing agents in order that the agents as well as the ship personnel might become fully acquainted with the vessels and work them to their maximum earning capacity. There were times when substitutions were necessary by reason of vessels being forced out of position owing to accidents, delays, etc., but these substitutions were avoided wherever possible.

At the beginning of the fiscal year the above fleet was divided into two services, viz: The regular line service and the so-called tramp service. There were approximately 400 steamers operating in the regular line service and approximately 300 steamers in the so-called tramp service. It was evident from the beginning that these so-called tramp steamers were losing considerable money, and as no definite

results could be attained in the interests of the American merchant marine by keeping these steamers in service they were promptly withdrawn and laid up, the board restricting its operations to the building up of regular trade routes considered essential to the future of the American merchant marine as required by the merchant marine act, 1920.

#### CONTRACT DEPARTMENT.

The contract department maintained general supervision over chartered vessels, adjusted disputes which arose under charter parties and managing agency agreements and rendered such interpretations relative thereto as were required for the proper conduct of the business of the corporation. The department also maintained a close supervision over contractual relations of the corporation with its managing agents and charterers and supplied the accounting department with necessary documentary evidence and data upon which to initiate adjustment of accounts. To administer the functions of the department, it was subdivided into three sections, demurrage and off-hire section, inventory section, and vessel-delivery section, the duties of each of which were as follows:

##### Demurrage and Off-hire Section.

The functions of this section were the adjustment of demurrage, detention damage claims, dispatch and off-hire disputes; and in addition the furnishing of interpretations on charter parties, etc.

*Demurrage.*—Demurrage represents an assessment against a charterer of a vessel to recompense an owner for delays to his vessel beyond the periods allowed by the contract of affreightment, and is considered one of the most intricate and technical questions in the shipping business due to the great variety of contracts as well as the many factors which enter into its computations.

The rapid change of conditions over those which existed during the fiscal year 1921, and the consequent practical eliminations of tramp tonnage carrying bulk cargoes under affreightment contracts, resulted in comparatively little demurrage being incurred during the fiscal year. The efforts of the section, therefore, were largely concentrated on the adjustment of demurrage claims incurred prior to July 1, 1921, in addition to assisting the accounting department in the verification of the amounts collected by the managing agents. Such activities of the section through its various sources resulted in the disposition of 360 claims of demurrage, which involved collections in excess of \$1,000,000.

Added impetus was given the collection of demurrage claims when the corporation adopted the policy of adjusting such claims by arbitration whenever possible. The advantages of such a policy are manifold, as, for instance, the benefits derived in the friendly settle-

ment of a class of disputes which are especially suited by their nature to this method of settlement; the expeditious manner in which such claims are decided; by reason of the present congestion of the dockets of the United States courts, this method afforded considerable relief to a condition which was causing delays of two and three years in the trial of demurrage suits. Since the inception of this policy approximately \$100,000 was recovered and approximately 50 claims were withdrawn from the other departments of the corporation.

*Dispatch.*—Dispatch represents payment made to a charterer of a vessel for time saved in the loading and (or) discharging of a vessel from the period stipulated in the contract of affreightment. The factors in the computation of demurrage are also involved in the proper determination of dispatch.

While the functions of the section were mainly advisory and verification of payments made by managing agents, it secured the refund of approximately \$9,000, representing 16 cases where overpayments had been made.

*Off-hire.*—Off-hire is the term given to a period for which no hire is paid to the owner of a chartered vessel due to deficiencies specified in the charter.

The corporation has had during the period of its existence at least 800 vessels under various forms of charters which contained an off-hire provision. Investigations of off-hire periods on these vessels were practically concluded, resulting in the establishment of a credit to the corporation in excess of \$200,000 during the fiscal year.

This off-hire provision also appears in the present bareboat form of charter used by the corporation in the chartering of its vessels, and as a consequence allowances of approximately \$3,000 were granted charterers.

#### **Inventory Section.**

This branch of the contract department was concerned with equipment and stores on chartered vessels. It checked the stores and equipment at the time of delivery and redelivery of bareboat chartered steamers, and effected the replacement or settlement for missing equipment.

Considerable effort was made with gratifying success during the year in making final inventory adjustments involving all war-time requisitioned and seized Dutch vessels. In the former cases numerous collections were made for excess equipment placed aboard such steamers by the Government and left there at redelivery. As a result of these adjustments there remained unsettled at the close of the fiscal year only 21 cases of requisitioned steamers and these were in prospect of early disposition.

The chartering of vessels on bareboat basis by the corporation has tended to offset the decreased activity occasioned by final adjustment of war-time accounts.

The following indicates in brief the settlements effected:

Class of vessels.	Number of settlements.	Collections.	Disbursements.
Requisitioned vessels.....	42	\$156,904.63	\$55,288.15
Seized Dutch.....	3		28,000.00
Bareboat charters.....	43	68,880.32	3,040.32
Sold vessels.....	37	80,134.68	
Total.....	125	305,919.63	84,308.47
Net collections.....		221,611.10	

#### Vessel-Delivery Section.

The functions of this section were supervisory, covering all vessels owned by the board irrespective of their status under managing agency agreements and charter parties. It furnished the accounting department with operating contracts and other documents, etc., upon which to initiate accounting.

Subsequent to the adoption of the board's policy to charter on bareboat basis, the section collected approximately \$750,000 bareboat charter hire. In view of the terms of the bareboat charters whereby all expenses of operation and maintenance were assumed by the charterers, the corporation had practically no expense outside of the initial cost of making the vessels seaworthy in accordance with the terms of the contract. A greater benefit, however, was the placing of these vessels in active operation, thereby reducing to a minimum the element of deterioration always greater on tied-up vessels. In addition, the corporation saved approximately \$60,000 which would otherwise have been expended in the upkeep of these vessels.

General supervision was maintained relative to delivery and redelivery, etc., and instructions issued to insure the charterers complying with the terms of the charter party.

#### Miscellaneous.

The various agreements in use by the corporation covering operation of its vessels by agents were improved and perfected from time to time, and each change necessitated new interpretations. During the fiscal year decisions and interpretations were rendered the accounting department to place it in position to close the majority of open accounts awaiting such decisions and interpretations.

As a result of the policy of the corporation to restrict the number of managing agents, as well as its policy not to operate at a loss in trades other than those necessary to maintain an American merchant marine, the fidelity bonds in force upon managing agents were

reduced during the fiscal year approximately \$10,000,000, with a consequential saving in premiums to the corporation of approximately \$40,000 a year.

In view of the great number of disputed items between the accounting department and the managing agents, a special committee called the "managing-agents accounts-adjustments committee" was appointed to dispose and settle such disputes.

The activities of the contract department also covered the settlement of a great number of miscellaneous claims involving large sums of money which, due to their variety, are impracticable to classify. It also rendered assistance to other departments of the corporation on such other claims coming within their jurisdiction.

#### CHARTERING DEPARTMENT.

The chartering department handled all the so-called tramp tonnage owned by the Shipping Board, its activities being strictly limited to the chartering of such tonnage in the open market for any business which was offered. It was the policy of the board during the fiscal year to charter tramp tonnage only for such business as would show a profit, or, at least, enable the steamer to make expenses on the round voyage. The number of steamers chartered, therefore, was entirely governed by market conditions.

During the fiscal year the freight market was at such a low level that there were comparatively few steamers fixed in the tramp trade, activities in this respect being largely limited to homeward cargoes, as practically all the export business offering from the States was handled by the regular line tonnage at such low rates that tramp tonnage could not afford to compete with the line services.

The situation as regards tankers was somewhat better than that applying to miscellaneous cargo carriers, although tank steamers also were affected by the generally depressed market conditions. In the first half of the fiscal year tankers were fairly well employed in all trades which showed a profit on the round trip. The oil situation, however, changed materially later in the year, and with the reduced demand for such tonnage it became necessary to tie up more of these steamers each month until at the end of the fiscal year out of a total of 88 tank steamers there are only 15 in active operation, part of them carrying cargo for Shipping Board account. The balance of the tanker fleet was being used for the storage of oil for Shipping Board account. Similar conditions confronted the private owners of American tank tonnage, and laid-up tank tonnage everywhere was being used for the purpose of storing fuel oil.

During the fiscal year the department chartered a total of approximately 325 steamers. Of this number 188 represented return

ballast cargoes for steamers in regular line services and in most cases were only part cargoes. This movement represented a total of approximately 500,000 cargo tons. There were also 30 Russian Relief cargoes, representing a total of approximately 200,000 dead-weight tons; the balance consisted of 107 tankers of approximately 897,000 dead-weight tons.

In the early part of the fiscal year it was considered highly desirable for the development of the American merchant marine that a bareboat form of charter be worked out in order to introduce among charterers conditions which would as closely represent owners' operations as was possible under charter party conditions. This charter party form was finally completed, and during the fiscal year there were chartered under it 45 steamers, representing approximately 200,000 dead-weight tons. Most of these steamers were closed for periods of from six months to one year and practically all of them were fixed in the United States-West Indies trade. Owing to the low rates prevailing in the trans-Atlantic trade it was not profitable for charterers to take on any steamers under this form of charter in this trade.

#### TRAFFIC DEPARTMENT.

The functions of the traffic department were administrative and supervisory. A primary function of the department was to investigate and ascertain what steamship services should be established in the world's trade routes to promote, develop, and expand the foreign and coastwise commerce of the United States. This involved an intensive study of conditions of the world's trade and required close contact with its changing phases. Old-established services developed by foreign steamship interests through years of trading had to be paralleled and new trade routes explored in order to provide a proper outlet for water-borne commerce; intense competition made necessary the inauguration of services of greater efficiency and policies had to be established to command favor with the trader and traveler.

In dealing with established services the department exercised direct jurisdiction over sailing schedules, the selection of the proper type of vessels, conference agreements, rate adjustments, and steamship practices, as it also acted in a supervisory capacity with respect to the solicitation and development of properly balanced cargoes, complaints, and claims other than those of a statutory nature. All these matters were handled in cooperation with the operators, who on all important traffic matters report through the district offices of the department.

The functions of the department were performed through the following divisions:

1. European trades division, which covered continental European ports from Bordeaux, France, north, including the United Kingdom.
2. Mediterranean trades division, which included continental European ports south of Bordeaux, France, Spanish Mediterranean ports, French Mediterranean ports, ports of North Africa, Adriatic ports, Greek Levant and Syrian ports, and ports of the Black Sea.
3. South American and West Indies trades division, which included all ports in South America, West Indies Islands, Virgin Islands, British West Indies, and the coastwise trade of the United States.
4. Long-voyage and Far East trades division, which included ports of Japan, China, and the Philippine Islands, Dutch East Indies and Straits Settlements, Australasia, India, and West, South, and East African ports. This division also supervised the intercoastal service between Atlantic and Pacific ports of the United States.

A claims section, under the supervision of the traffic manager, was maintained for the handling and settlement of traffic claims arising from the operator of regular berth services.

#### SHIPPING CONDITIONS.

The year ended June 30, 1922, noted a continued decline in freight rates and reduction in the number of steamers employed in foreign trades. At the end of the fiscal year a large amount of tonnage was idle. Due to these conditions there was small opportunity for the establishment of new trade routes. There was, however, placed in operation in the New York-London service a fast passenger and freight service maintained by combination passenger and freight steamers on the basis of weekly sailings from New York superior to that of any foreign line from any of the North Atlantic ports and offering ample space for shipments of perishable cargo in refrigerated chambers. A detailed statement will be found elsewhere in this report.

A freight service from north Atlantic and Gulf ports to South Africa was established with monthly sailings furnishing another important outlet for foreign commerce. For some time past the American flag had not been represented in this important trade.

#### Solicitation of Cargo for American Vessels.

Efforts were made to impress upon the traveling and shipping public the importance and advantage of using American vessels in their travels and for the transportation of freight.

The few American lines and the foreign lines in existence before the war were well represented throughout the country and in consequence were well known to the exporters and importers. This, however, was not true of the newly established lines operated by the corporation for the account of the Shipping Board. Under the depressed world trade conditions, which became more and more accentuated during the fiscal year, resulting in a serious reduction of the volume of export and import business, the operators of Shipping Board vessels hesitated to incur the expense of the maintenance of a group of offices in the interior of the United States. The expense involved, it was thought, would be heavy, yet with so many inland shippers unfamiliar with ocean transportation it was necessary that steps be taken to acquaint them with the services of the various American flag lines. As a result there was created in the traffic department an inland-offices division for the purpose of acting as an intermediary between all American-flag services and the inland exporters and importers. This division, with its headquarters in Washington, maintained district offices at—

St. Louis, Mo.  
 Chicago, Ill.  
 Detroit, Mich.  
 Minneapolis, Minn.  
 Kansas City, Mo.  
 Memphis, Tenn.  
 Boston, Mass.

At any of these offices information regarding the various American lines operated in the world's trade routes, sailing dates, rates, etc., was available, and the personnel prepared not only to place the facilities of the lines before the interested public but to cooperate in the adjustment of complaints.

The inland offices worked in conjunction with the railroads, boards of trade, chambers of commerce, and other commercial organizations.

#### **Egyptian Cotton.**

Efforts of the corporation during the year to secure shipment of Egyptian cotton for American vessels were successful. This trade was under the control of British lines who, as a consequence, carried all Egyptian cotton to the United States. After considerable negotiation between representatives of the corporation and Egyptian cotton shippers an agreement was concluded whereby a division of American and British tonnage would take care of this cotton movement to the extent of 50 per cent of its exports by American and British vessels. A considerable portion of this cotton goes to Boston for New England mills; with occasional part cargoes for New York.

### Maintenance of Dependable Sailing Schedules.

The traffic department during the fiscal year made one of its principal objectives the maintenance of dependable sailings. Efforts in this direction were attended with marked success as evidenced by a comparison of conditions at the beginning and end of the fiscal year. During the first few months of the year sailings within one or two days of scheduled date were exceptional, whereas, for example, records show that of the 87 cargo ships scheduled to sail in the United Kingdom and continental European trades during the month of June, 1922, 74 per cent sailed on time or within 24 hours of scheduled date, the remaining 26 per cent suffering delays of less than five days. Considering the number of vessels involved and the many factors tending to delay cargo vessels, this record is unusual. An outstanding improvement was the 100 per cent success of the guaranteed semimonthly sailings from Galveston and New Orleans for Liverpool and Manchester inaugurated in January, 1922.

### Services.

There were in operation in berth services at the end of the fiscal year 359 ships which served 78 trade routes to various parts of the world. These services, the number of vessels engaged, the ports served and the managing agents to whom the vessels are assigned are set forth in the appendix, Part II, Table V.

A brief statement of the activities of the divisions of the traffic department supervising these trade routes will follow. It may be stated that while the corporation was operating a smaller number of steamers in the various trades than a year ago, this was not necessarily an indication that trade conditions had fallen off proportionately, the reduction of tonnage in the trades being a reflection of what was accomplished in placing the services through consolidations on a more commercial and businesslike basis, the weeding out of vessels unsuited for certain trades, etc.

*Passenger service.*—There was established in the traffic department a passenger and mails division which functioned in cooperation with the managing agents operating passenger vessels. All of the combination passenger and cargo vessels constructed by the corporation, numbering 23, were delivered and assigned as follows:

Name.	Service.
United States Lines:	
President Monroe.....	} New York to Cobham, Plymouth, Cherbourg, London.
President Adams.....	
President Van Buren.....	
President Polk.....	
President Garfield.....	} New York to Plymouth, Cherbourg, London.
President Roosevelt.....	
President Harding.....	

These vessels maintained weekly service.

Name.	Service.
Munson Steamship Line:	
American Legion.....	} New York to Rio de Janeiro, Montevideo, Buenos Aires.
Pan America.....	
Southern Cross.....	
Western World.....	

Fortnightly sailings to and from the ports indicated were maintained with these vessels stopping at Santos on the northbound trip.

Pacific Mail Steamship Co.:	
President Wilson.....	} San Francisco to Honolulu, Yokohama Kobe, Shanghai, Manila, Hongkong.
President Lincoln.....	
President Cleveland.....	
President Pierce.....	
President Taft.....	

Fortnightly sailings were maintained in this service to and from the ports indicated.

Pacific Steamship Co.:	
President Jackson.....	} Seattle to Yokohama, Shanghai, Hong- kong, Manila.
President Jefferson.....	
President Grant.....	
President McKinley.....	
President Madison.....	

Fortnightly sailings were maintained in this service to and from the ports indicated.

Emergency Fleet Corporation:	
President Hayes.....	} Reconditioning.
President Harrison.....	

On June 30, 1922, two of these vessels were being reconditioned and the assignment of these vessels upon completion of repairs had not been definitely determined. Ex-German vessels were assigned as follows:

Name.	Service.
United States Lines:	
George Washington.....	} New York to Plymouth, Cherbourg, Bremen.
America (ex-Amerika).....	
President Arthur (ex Princess Matoika).....	} New York to Bremen.
President Fillmore (ex Hudson)....	
Susquehanna (ex Rhein).....	New York to Bremen, Danzig.

*European passenger service.*—The five 502-foot type steamers operating in the London service were altered in order that they could be classified as one class, or cabin type, steamers with rates approximately one-half of those charged on first-class steamers. The two 535-foot type steamers assigned to European service, were supplementing the sailing of the *George Washington* and the *America*. At the close of the fiscal year a weekly service to London was being maintained, sailings being made on every Wednesday, and a weekly service to Bremen with sailings every Saturday.

*South American passenger service.*—At the close of the fiscal year this service was beginning to show results, the four steamers of the 535-foot type assigned maintaining a fortnightly service. The sailing time to Rio was shortened to 12 days and the run to Buenos

Aires to 17 days, a saving of from 6 to 8 days over the former time. The passenger fares were reduced approximately 25 per cent to meet the keen competition of the foreign lines.

*Orient passenger service.*—The Seattle-Orient service was maintained with five of the 535-foot type combination passenger and cargo steamers on a fortnightly schedule. The steamers in this trade provided an exceptionally fast trans-Pacific passenger service between Puget Sound and oriental ports, the sailing time being 12 days to Yokohama, 14 days to Kobe, 17 days to Shanghai, 21 days to Hongkong, and 25 days to Manila.

The San Francisco-Orient service was maintained with three of the 535-foot type combination passenger and cargo vessels on a 21-day schedule but it was contemplated to improve this service by the assignment of two additional steamers which would give San Francisco a bimonthly service.

*Intercoastal passenger service discontinued.*—The passenger service from Baltimore to Honolulu via the canal and San Francisco was discontinued as the trade was being adequately served by privately owned American vessels; the Pacific Mail Steamship Co. operating from New York to San Francisco, and the Matson Navigation Co. and the Shipping Board from San Francisco to Honolulu.

*Passenger service to Hawaii.*—Section 22 of the merchant marine act, 1920, authorized the Shipping Board to issue permits for the carrying of passengers in foreign ships operating between the Hawaiian Islands and the Pacific coast up to February 1, 1922, provided that this service was not adequately served by American vessels. Under this authority permits were from time to time issued to certain foreign lines. However, from February 1, 1922, to the close of the fiscal year this service was closely supervised by the board in order that it would be at all times adequately served by American-flag steamers, as foreign vessels had been excluded from this service.

*Mails carried on American vessels.*—The following table shows in approximate figures the percentage of United States mails which were carried on American privately owned and Shipping Board vessels in the trades indicated:

Service.	Per cent mail carried on Shipping Board steamers.		Per cent mail carried on total American-flag steamers.		Approximate board sailings.
	Regu-lar.	Parcel post.	Regu-lar.	Parcel post.	
New York to Cobham, Plymouth, Cherbourg, London.	25	45	40	79	Weekly.
New York to Plymouth, Cherbourg, Bremen.	28	45	40	79	Do.
New York to Bremen.	92	88	92	88	Three sailings per month.
New York to Bremen, Danzig.	92	88	92	88	One sailing every 40 days.
New York to east coast, south, South America.	77	68	77	77	Two sailings per month.
San Francisco to the Orient.	69	68	73	73	One sailing every 21 days.
Seattle to the Orient.	28	28	28	28	Two sailings per month.

## CARGO SERVICES.

**European Trades Division.**

As a result of a reorganization in the traffic department early in the fiscal year, services to Mediterranean ports were placed under the supervision of a separate division known as the Mediterranean division, the activities of which will be covered later in this report. This left under the European division United Kingdom ports and those of continental Europe from and including Bordeaux, France, north. On June 30, 1921, services to the ports allotted to this division were maintained by 327 ships. In view, however, of depressed market conditions and to effect economies, many services were consolidated and sailings reduced in all trades and the combined United Kingdom and continental freight services were maintained on June 30, 1922, by 166 cargo vessels.

This consolidation eliminated one of the board's operators in the Baltic and Scandinavian service, and by a division of territory between the two remaining operators competition between Shipping Board vessels was eliminated. Many similar consolidations resulted in more satisfactory and economical conditions of operation. In the South Atlantic-European trades duplications were avoided by dividing the European territory between three operators who loaded at all South Atlantic ports, acting as agents of one another, thereby eliminating all competition among them; at the same time regular services were maintained from all ports to the satisfaction of shippers and at a minimum expense.

During the fiscal year the Hampton Roads district was developed with increasing success, and by inaugurating and maintaining regular calls at Norfolk and Newport News rapid progress was made toward securing for board vessels a greater share of the commodities moving through these ports, chiefly cotton, tobacco and lumber.

**Mediterranean Division.**

At the close of the last fiscal year there were assigned to the Mediterranean trade 56 vessels. At the close of the fiscal year ending June 30, 1922, due to consolidations and reduced sailings this service was adequately and efficiently maintained by 34 vessels. Special attention was given to the development of American services to Mediterranean ports both from the Gulf and North Atlantic ports of the United States.

In addition to regular sailings to Spanish, French, Italian and Adriatic ports, considerable freight was transported to the Levant and Black Sea district, the latter being in large part relief goods.

General conditions in the Mediterranean trade both from the Gulf and North Atlantic ports, were somewhat depressed owing to unsettled conditions. Both to continental Europe and Mediterranean ports the corporation made particular progress in the establishment of trade routes from Gulf ports.

**TOTAL U.S. MERCHANT MARINE  
AND TONNAGE EMPLOYED  
IN FOREIGN TRADE**

TOTAL MERCHANT MARINE	FISCAL YEAR		TONNAGE IN FOREIGN TRADE
1,458,738 DWT.	1800	1,000,661 DWT.	
2,137,175 DWT.	1810	1,471,529 DWT.	
1,920,001 DWT.	1820	874,486 DWT.	
1,757,664 DWT.	1830	806,345 DWT.	
3,271,146 DWT.	1840	1,144,257 DWT.	
5,405,181 DWT.	1850	2,159,541 DWT.	
8,050,100 DWT.	1860	3,569,994 DWT.	
7,269,000 DWT.	1870	3,175,069 DWT.	
6,110,000 DWT.	1880	1,971,005 DWT.	
5,630,000 DWT.	1890	1,892,093 DWT.	
7,747,000 DWT.	1900	2,150,000 DWT.	
10,361,000 DWT.	1910	3,115,000 DWT.	
15,000,000 DWT.	1917	3,631,164 DWT.	
20,100,000 DWT.	1920	15,632,531 DWT.	
27,550,000 DWT.	1921	16,619,943 DWT.	
27,704,969 DWT.	1922	16,279,571 DWT.	

**South American and West Indies Division.**

At the close of the fiscal year ended June 30, 1921, there were assigned to the South American and West Indies trades 50 vessels, while at the close of the fiscal year ending June 30, 1922, this number had been reduced to 46 vessels.

Supplementing the passenger services to South America, there was maintained a general cargo service, operating from Atlantic ports with two sailings a month, to the east coast of South America; two berth services were maintained from Gulf ports to the east coast of South America, one from New Orleans and one from Mobile and other Gulf ports direct to the River Plata, with occasional calls at Brazil ports. The Mobile line returned direct from the River Plata via New York for discharge, whereas the New Orleans line also served the Brazilian coffee ports. By combination of the Atlantic and Gulf services, arrangements were made for two sailings every month from Brazilian coffee ports to the Atlantic, and two every month to Gulf ports.

Besides a rather wide variety of general cargo southbound, the steamers in the east coast of South America trade carried railroad equipment, case oil, and naval stores from Atlantic ports and lumber and case oil from the Gulf. On the homeward voyage linseed, quebracho, hides, and coffee were the principal commodities.

Sailings on the line from the Atlantic coast to the west coast of South America were monthly. The principal outbound commodities were machinery and construction material. On the homeward voyage nitrate fixtures were made for discharge in the Gulf and on the Atlantic coast.

The line from Pacific-coast ports to the east coast of South America maintained monthly sailings. Rice to Porto Rico and lumber to South American ports were regularly moved, the balance of the downward movement consisting of miscellaneous commodities. Homeward cargoes consisted principally of coffee, linseed, hides, and Brazil nuts.

The service maintained from the Pacific coast of the United States to the west coast of South America on a monthly sailing basis carried mainly lumber and general cargo to Peru and Chile, and northbound nitrate and ore composed the bulk of the cargo.

In the trades from the Pacific coast keen foreign competition was met, but in this, as in other South American services, the maintenance of regular sailings attracted business to the board's lines. While the trade from the United States North Atlantic to the west coast of South America was in a measure served by privately owned American-flag steamers, adequately to meet the requirements, a monthly service was also maintained with Shipping Board vessels.

Shipping Board vessels in South American services as of June 30, 1922.

## EAST COAST PORTS.

United States port.	Number.	Dead-weight tons.
New York.....	7	1 70, 320
Philadelphia.....	5	41, 313
Mobile.....	6	47, 608
New Orleans.....	8	65, 918
San Francisco.....	5	41, 985
Total.....	31	267, 144

## WEST COAST PORTS.

New York.....	3	24, 048
San Francisco.....	4	20, 506
Total.....	7	44, 554

<sup>1</sup> Includes four combination passenger and cargo vessels of 47,013 dead-weight tons in service between New York and Rio Janerio-Montevideo and Buenos Aires.

Comparison of South American trade, June 30, 1921-June 30, 1922.

Trade.	1921		1922		Decrease.	
	Vessels.	Dead-weight tons.	Vessels.	Dead-weight tons.	Vessels.	Dead-weight tons.
East coast.....	38	278, 903	31	267, 144	7	11, 759
West coast.....	12	61, 892	7	44, 544	5	17, 338
Total.....	50	340, 795	38	311, 688	12	29, 097

*West Indies.*—Four services were maintained from New York to the Antilles and north coast of South America as follows:

1. Port au Prince (Haiti), Kingston (Jamaica), and Colombia.
2. Virgin Islands, British and French West Indies.
3. Trinidad and Guianas.
4. All Haitian ports.

The vessels in the Virgin Islands and British and French West Indies service returned via Colombia and Jamaica with fruit, thereby, together with Haiti, Jamaica, and Colombia service, affording shippers a weekly service to New York. Improvements were made in the steamers operating in these services to make them specially suitable for the trades. There were eight Shipping Board vessels in these services, which, together with one privately owned steamer, afforded regular and dependable services to 28 ports, nearly all of which were otherwise served only by foreign-flag ships.

From the Gulf to the West Indies islands, excepting Cuba, a service was maintained with Shipping Board vessels.

Services from both Gulf and North Atlantic ports to Cuba were discontinued, as these trades were being served by lines with privately

owned vessels and tonnage chartered from the Shipping Board on a bareboat basis.

*Coastwise.*—To serve the needs of commerce between South Atlantic and North Atlantic ports, four steamers were operated on routes between Boston, Charleston, and Jacksonville and New York, Wilmington, N. C., and Brunswick, Ga. A weekly schedule of sailings was maintained on each of these routes.

*General conditions, South American trade.*—In the early part of the fiscal year the business of Shipping Board ships in the east coast of South America trades was at low ebb, and in August, 1921, an adjustment was made in the lines operating in these trades, the number of managing agents being reduced to four and the number of ships being reduced to the necessity of regular schedules. By close adherence to definite schedules and by placing the most suitable vessels in these trades the Shipping Board lines took a strong lead over the foreign lines; this was particularly true of the fast passenger cargo service between New York and Brazil and River Plata ports.

Foreign competition in the east coast of South America trades was very keen, with the result that there was a marked decline in rates both northbound and southbound. The rates at the close of the year were at a low level.

*Central America.*—The Central American trades were amply covered by private American lines and no services were maintained by the board.

#### Far East and Long Voyage Trades Division.

On June 30, 1921, there were 107 vessels in the Far East and long-voyage trades from Atlantic and Pacific ports as against 91 vessels in this trade on June 30, 1922.

During the fiscal year the following services were discontinued:

- San Francisco-Around World.
- Baltimore-Orient.
- San Francisco-East India.
- West Africa-Europe.

A Gulf-Far East service was inaugurated with monthly sailings, and from indications at the close of the year this new trade route will be successful. The South and East African service was renewed, and the first steamer which sailed in this service was the *Eastern Glade* from New York June 24 to Cape Town, Algoa Bay, East London, Port Natal, and Delagoa Bay and Beira. Limited passenger accommodations were provided on these steamers. Monthly service in the New York-India service was established with the sailing of the steamship *Satartia* September 14, 1921.

*General conditions, Pacific coast-Orient service.*—The Pacific coast situation improved during the year due to curtailment of sailings and

the realignment of berth services. The maintenance of sailing dates in the trans-Pacific trade was exceptionally good. Monthly freight sailings were maintained from Seattle to the Far East in addition to the fortnightly sailings of the fast combination passenger and freight steamers. The corporation was also operating a monthly freight service from Portland to the Orient and a 20-day freight service from San Francisco and Los Angeles to the Orient and Dutch East Indies.

A sailing every three weeks was maintained with fast combination passenger and freight steamers from San Francisco to the Orient and it was contemplated to increase this to a bimonthly service by the allocation of two additional steamers. All of these combination passenger and freight vessels were provided with ample refrigerator space.

There was operated a monthly freight service from the Pacific coast to Australia.

The board had six feeder vessels operating between Shanghai, Hongkong, and Calcutta for its service out of San Francisco, while for the Seattle service there were four feeders operating from Hongkong to Java ports.

*Intercoastal service.*—The board continued to operate four cargo steamers in the intercoastal service.

Petitions were received by the board from private lines looking toward the withdrawal of the board vessels from this trade, it being contended that this service was served adequately by privately owned vessels. This matter was being carefully considered at the close of the year.

*Assignment of Shipping Board tonnage to trades for the month of June, 1922.*

Trades.	Number of vessels.	Dead-weight tons.	Per cent.
United States Government:			
Army service.....	4	38,536	1.21
Public Health Service.....	1	8,800	.28
Total.....	5	47,336	1.49
Northern Europe:			
United Kingdom and Ireland.....	75	628,667	19.78
Bordeaux-Hamburg range.....	81	719,731	22.62
Scandinavian and Baltic.....	21	165,144	5.19
Total.....	177	1,513,542	47.57
Southern Europe:			
Spanish Atlantic and Portuguese.....	3	23,943	.75
Spanish Mediterranean.....	5	39,738	1.25
French Mediterranean, west coast of Italy, and Adriatic Sea.....	12	98,304	3.09
Greek and Black Sea.....	15	116,113	3.65
Total.....	35	278,098	8.74
British India.....	6	55,170	1.73
Australian.....	11	96,704	3.04
Orient.....	50	543,682	17.09
Dutch East Indies.....	6	53,293	1.67
Total.....	73	748,847	23.53

Assignment of Shipping Board tonnage to trades for the month of June, 1922—Contd.

Trades.	Number of vessels.	Dead-weight tons.	Per cent.
Africa:			
East coast of South Africa .....	1	8,521	0.27
West coast of Africa .....	6	50,893	1.60
Total .....	7	59,414	1.87
South America:			
East coast .....	31	267,144	8.40
West coast .....	7	44,551	1.40
Total .....	38	311,698	9.80
West Indies and Caribbean .....	10	41,707	1.31
Foreign service .....	19	111,966	3.52
Domestic:			
Coastwise .....	4	16,716	.52
Intercoastal .....	6	52,407	1.65
Total .....	10	69,123	2.17
(a) Total .....	374	3,181,733	.....
(a) Does not include:			
Steel vessels tied up .....	915	5,848,693	.....
Wood vessels tied up .....	236	869,411	.....
Vessels chartered to independent companies .....	30	133,001	.....
Tankers .....	90	805,676	.....
Under custody of U. S. Shipping Board as mortgagee .....	3	23,283	.....
Awaiting orders or reconditioning .....	2	27,041	.....
Awaiting assignment .....	11	79,792	.....
Under custody of U. S. Shipping Board pending disposition .....	1	10,550	.....
Awaiting delivery to purchaser .....	1	5,610	.....
Grand total .....	1,663	10,989,723	.....

TANKERS.

United Kingdom and Ireland .....	2	20,500	.....
Bordeaux-Hamburg range .....	1	6,008	.....
Greek and Black Sea .....	1	6,908	.....
Mexico .....	7	67,579	.....
West Indies and Caribbean .....	1	9,298	.....
Central America .....	1	10,111	.....
Orient .....	4	39,590	.....
Coastwise .....	2	20,080	.....
(a) Total .....	19	179,174	.....
(a) Does not include:			
Chartered to independent companies .....	3	16,815	.....
Tied up .....	67	599,888	.....
Awaiting assignment .....	1	9,799	.....
Grand total .....	90	805,676	.....

MARINE INSURANCE DEPARTMENT.

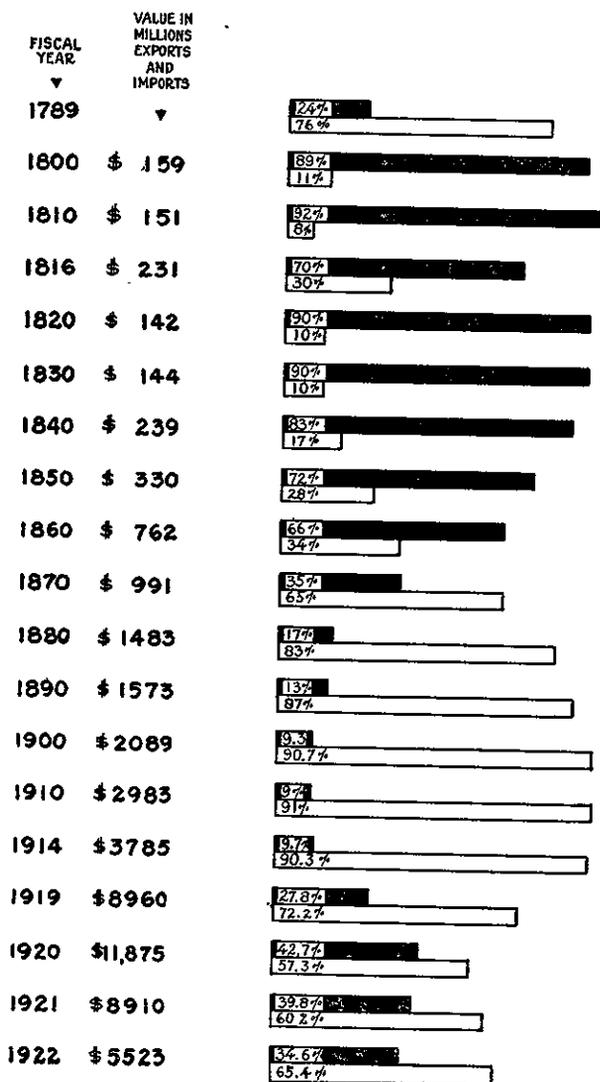
The marine-insurance department was created during the summer of 1921 to supersede the division of insurance. The functions of this department were practically the same as those exercised by the division of insurance.

The department worked in close cooperation with the traffic and operating departments in an effort to secure a reduction of insurance rates charged for cargo shipped on Shipping Board steamers. A supplementary agreement was made with one of the American Marine Insurance Syndicates to assist purchasers in obtaining cheaper insurance on vessels purchased from the board.

## •U.S. SHIPPING IN FOREIGN TRADE•

■ BLACK — PERCENTAGE BY VALUE CARRIED  
IN AMERICAN BOTTOMS

□ WHITE — PERCENTAGE BY VALUE CARRIED  
IN FOREIGN BOTTOMS



During the year steamers were chartered on a basis which required the Shipping Board to provide insurance. The handling and settlement of claims on these steamers strictly in accordance with the terms of the policy was one of the chief duties of the department.

Particular attention was given to recoveries due the board because of general average adjustments, salvage services rendered, or damages sustained through collisions. All such recoveries were carefully followed up, with the result that most claims were collected in full while some were settled on a favorable compromise basis. All general average and salvage cases were carefully followed and a special effort was made to keep the contributory value of the steamers as low as possible and to pay promptly the salvage awards due the crews on Shipping Board steamers.

At the beginning of the fiscal year all steel steamers belonging to the board were entered in the American Steamship Owners' Mutual Protection & Indemnity Association (Inc.) for the protection afforded by the insurance provisions of its by-laws. The department checked all bills rendered by the association and all returns which were due the board on account of steamers being laid up. Arrangements were made whereby all steamers not in active operation should be withdrawn from the association effective February 20, 1922. To provide for the payment of personal-injury claims after withdrawal of the steamers and while they were laid up, arrangements were made with the United States Employees' Compensation Commission to handle such claims. In this way the men on the laid-up steamers were not deprived of protection in the event of injury.

The insurance on steamers sold by the board was examined as to terms, conditions, and amounts, and in numerous cases it was found necessary to make changes so as to protect more adequately the interests of the Government. This applied not only to the insurance on steamers sold during the fiscal year, but also to insurance renewed.

Following is a list of the steamers which became total losses during the year from July 1, 1921, to June 30, 1922, with the date of the loss and the nature of the accident:

S. S. *Mopang*, July 1, 1921, struck mine in the Black Sea.

S. S. *Western Front*, July 11, 1921, fire at sea.

S. S. *City of Brunswick*, August 28, 1921, stranded near Halifax, Nova Scotia.

#### ADVERTISING DEPARTMENT.

All advertising of the United States Shipping Board and the United States Shipping Board Emergency Fleet Corporation was reorganized during the fiscal year.

The objects of the changes made were:

First. To place the advertising on a basis which would compare favorably with the methods used by the large commercial institutions of the country.

Second. To obtain a definite record of results secured through advertising.

Prior to August, 1921, the advertising done by the board and corporation was more in the nature of a campaign to give general publicity to United States Government ships. From that time to the close of the fiscal year the object of the campaign was actually to sell passenger and cargo space on these ships.

#### **Passenger Services.**

The advertising for the passenger services maintained with Government ships operated by the United States Lines, the Munson Steamship Lines, the Pacific Mail Steamship Co., and the Admiral Line presented the greatest problem and was the first to undergo reorganization. A careful study was made of the various publications of the country to determine which were the best travel advertising mediums. A system of advertisements containing reply coupons was then adopted and the advertisements placed in the mediums selected.

The reply coupons accomplished a double purpose, i. e., they gave a definite check on the readers' interest in travel in each publication used and at the same time provided inquiries which could be followed up and sold by mail and by salesmen. Each inquirer was mailed a booklet giving travel advertising literature descriptive of the ships and service of the line in which the prospective traveler showed interest. Inquiries were then followed up by the advertising department and the passenger departments of the lines in order to effect a sale wherever possible.

This system of passenger advertising thoroughly justified its inauguration. Wherever it was found that an advertising medium did not bring in inquiries at a cost comparable to the average cost from all advertising, the publication was eliminated.

It was not the policy to judge a publication entirely by the average cost per inquiry, since it was realized that various publications, because of their differences in make-up and editorial policy, appeal to various classes of people. Consequently, some magazines and newspapers which do not bring inquiries at a low cost still may be good advertising mediums because they place the services before subscribers who are travelers. However, the records show that the number of inquiries received from a given advertisement in any publication indicate the number of readers of that publication who are interested in the services.

In order to cover all classes of travelers, the advertising was drawn not only to encourage coupon inquiries, but also to describe the services so that those who did not fill out coupons would be sufficiently interested to make inquiry at their local steamship agency.

Naturally the greater part of the passenger business came from those persons who were interested in the services through the advertising and booked passage at the steamship agency without correspondence with the department. However, the number of passengers who were booked through correspondence and by following up inquiries was very gratifying.

Beginning January 1, 1922, all first and second class passenger lists were checked against the records of the advertising department to determine the actual value of the inquiries being received.

Between January 1 and June 30, 1922, the records revealed that approximately 5,000 of the passengers on the United States Government ships had mailed coupon inquiries to the department or were members of families or travel parties of inquirers. The revenue from these passengers alone, considering that they were booked on the outbound trip only at an average cost of \$300, amounted to \$1,500,000. Furthermore, the inquiries received during that period will continue to develop into actual passenger sales during many months.

No attempt was made in the passenger advertising to encourage travel outside the United States. All advertising copy was addressed to those who had decided to make a steamship voyage. Furthermore, it was the policy to subordinate the patriotic appeal to Americans to use American ships. The primary appeal was made on the basis that American ships can give service equal to or better than that provided by the foreign competing lines, and the business of Americans was asked for on that basis. The latter policy applied to freight as well as to passenger advertising.

#### **Advertising for Cargo.**

During the fiscal year 1920 and 1921 approximately \$500,000 was spent by the Shipping Board, advertising the services maintained with cargo vessels. Through careful study of the shipping situation, this amount was steadily reduced until at the end of the fiscal year the expenditure for such advertising was at the rate of \$260,000 per year. All advertising for freight was confined to publicity of the frequency and regularity of sailings and the good service to be had on American ships.

#### **Method of Placing and Payment.**

Early in the reorganization, it was found impracticable and unprofitable to place the advertising direct with the publications selected. To do so meant the upkeep of a large organization to order advertising and to check the publishers' bills and to carry on the general business usually handled by an advertising agency. The Shipping Board was paying the regular published rates of all publications used and, consequently, was receiving no advantage by placing the adver-

tising direct. An advertising agency receives a discount from published rates and in return for this renders service of great value to the advertiser. A commercial advertising agency was selected in September, 1921, and since that time all passenger advertising and advertising for the sale of surplus property, ships, securities, housing projects, etc., has been placed through that agency.

#### ACTIVITIES OF SHIPPING BOARD VESSELS IN IMPORT AND EXPORT TRADE.

The following statements contain a resumé of the activities of Shipping Board vessels, which, during the fiscal year, handled imports of 4,313,913 cargo tons, and exports of 6,634,381 cargo tons, a total of 10,948,294 cargo tons, through 43 United States ports. The traffic in Shipping Board vessels, by months, is shown in the following table:

	Imports.		Exports.		Total imports and exports.	
	Percentage of total.	Cargo tons.	Percentage of total.	Cargo tons.	Percentage of total.	Cargo tons.
1921.						
July.....	6.14	234,737	11.38	754,953	9.31	1,019,690
August.....	4.78	206,019	9.22	611,775	7.47	817,794
September.....	3.80	184,115	7.16	474,942	5.84	639,057
October.....	7.08	305,412	5.70	377,932	6.24	683,344
November.....	8.78	378,946	4.77	316,594	6.35	695,540
December.....	11.88	512,291	7.84	520,321	9.43	1,032,612
1922.						
January.....	12.29	530,093	8.75	580,358	10.14	1,110,451
February.....	8.51	367,199	8.22	545,529	8.34	912,728
March.....	8.62	371,738	10.85	719,608	9.97	1,091,346
April.....	8.75	377,441	9.04	599,572	8.92	977,013
May.....	10.67	460,472	8.71	577,944	9.49	1,038,416
June.....	8.70	375,450	8.36	554,353	8.50	930,303
Total.....	100.00	4,313,913	100.00	6,634,381	100.00	10,948,294

In this connection it is noted that over 49 per cent, 2,119,916 cargo tons, of the imports consisted of crude petroleum.

Exports were forwarded from 38 ports and imports were received at 31 ports. Twenty-two of these ports handled more than 97 per cent, 10,664,986 cargo tons (exports 6,444,078 cargo tons, imports 4,220,908 cargo tons) of the entire tonnage moved. The following table shows these 22 ports arranged in order according to total tonnage handled through each in Shipping Board vessels. Relative rank by volume of exports and imports as well as the percentage of the total tonnage handled through each port are indicated also.

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	Total.		Imports.		Exports.				
	Relative rank.	Cargo tons.	Percentage of total.	Relative rank.	Cargo tons.	Percentage of total.	Relative rank.	Cargo tons.	Percentage of total.
New York.....	1	2,438,009	22.27	1	964,133	22.81	1	1,453,876	21.91
New Orleans.....	2	1,357,307	12.21	3	452,367	10.49	2	894,940	13.34
Port Arthur.....	3	898,020	8.20	2	742,334	17.21	15	155,686	2.35
Galveston.....	4	829,804	7.50	8	163,146	3.78	3	657,658	9.91
Philadelphia.....	5	655,447	5.99	5	325,874	7.65	5	329,573	4.95
Baltimore.....	6	558,322	5.08	6	251,591	5.83	6	304,731	4.59
Norfolk.....	7	450,809	4.12	11	84,458	1.96	4	306,351	5.52
Baton Rouge.....	8	433,127	3.96	4	126,953	9.90	32	6,174	.09
Mobile.....	9	378,860	3.46	13	76,352	1.77	7	302,508	4.56
Boston.....	10	367,537	3.36	7	197,735	4.58	13	169,732	2.56
San Francisco.....	11	364,420	3.33	9	111,068	2.57	9	253,352	3.82
Los Angeles.....	12	292,301	2.67	10	109,485	2.54	12	182,816	2.76
Portland, Oreg.....	13	277,176	2.53	20	23,407	.54	8	253,769	3.83
Savannah.....	14	275,943	2.52	15	42,121	.98	10	233,822	3.52
Seattle.....	15	219,802	2.01	18	25,863	.60	11	193,939	2.92
Charleston.....	16	216,865	1.98	14	51,644	1.20	14	165,221	2.49
Newport News.....	17	158,416	1.45	26	5,448	.13	16	152,968	2.31
Pensacola.....	18	145,490	1.33	16	29,942	.69	17	115,548	1.74
Houston.....	19	100,892	.92	29	117	.00	18	100,775	1.52
Fall River.....	20	100,166	.91	12	77,339	1.79	23	22,827	.34
Portland, Me.....	21	93,108	.85	24	13,643	.32	19	79,465	1.20
Jacksonville.....	22	84,165	.77	19	25,838	.60	20	58,327	.88
Total.....		10,664,986	97.42		4,220,908	97.84		6,444,078	97.11

Twelve ports handled exports only. Through these ports 149,499 cargo tons, over 2.2 per cent of Shipping Board exports, were forwarded. The following table shows these ports, with relative rank, tonnage, and percentage of exports handled through each by Shipping Board vessels:

	Relative rank in total exports.	Cargo tons.	Percentage of total exports.
Tacoma, Wash.....	21	43,150	0.65
Astoria, Oreg.....	22	29,910	.45
Gulfport, Miss.....	25	16,459	.25
Bellingham, Wash.....	27	15,245	.23
Everett, Wash.....	28	12,589	.19
Fernandina, Fla.....	29	9,718	.15
Port Angeles, Wash.....	30	9,514	.14
Aberdeen, Wash.....	31	7,474	.11
Brunswick, Ga.....	33	3,452	.05
Pascagoula, Miss.....	35	988	.01
Beaumont, Tex.....	36	800	.01
Anacortes, Wash.....	38	200	.00
Total.....		149,499	2.24

Five ports handled imports only. Through these ports 39,186 cargo tons, about 9 per cent of Shipping Board imports, were received. The following table shows these ports, with relative rank, tonnage, and percentage of imports handled through each, in Shipping Board vessels:

	Relative rank in total imports.	Cargo tons.	Percentage of total imports.
Wilmington, Del.	17	28,466	0.66
San Diego, Calif.	25	6,900	.16
Port Arthur, N. J.	27	3,100	.07
Plymouth, Mass.	28	755	.02
Boca Grande, Fla.	30	25	.....
Total		39,186	.91

Eight ports handled more than 69 per cent of the total tonnage moved. Included in that number are the six ports ranking first in exports and imports, as shown in the following table. It will be noted that of the six leading in exports, four are in the North Atlantic district, and two in the Gulf district, while of the six leading in imports, three are in the North Atlantic district, and three are in the Gulf district.

	Imports.			Exports.			Total imports and exports.	
	Relative rank	Cargo tons	Percentage of total.	Relative rank	Cargo tons.	Percentage of total.	Cargo tons.	Percentage of total.
New York	1	984,133	22.81	1	1,453,376	21.91	2,438,009	22.27
New Orleans	3	432,367	10.43	2	324,949	13.34	1,347,307	12.21
Port Arthur	2	742,394	17.21	15	155,886	2.35	898,020	8.20
Galveston	8	164,146	3.78	3	657,658	9.91	820,804	7.50
Philadelphia	5	323,874	7.55	5	329,573	4.95	655,447	5.99
Baltimore	6	251,591	5.83	6	304,731	4.59	556,322	5.08
Norfolk	11	84,458	1.96	4	366,351	5.52	470,809	4.12
Baton Rouge	4	426,953	9.90	32	6,174	.09	433,127	3.96
Total		3,430,856	79.53		4,158,989	62.66	7,589,845	69.33

In this connection it will be noted that Galveston and Norfolk achieved their place among the first eight through their large exports and that the positions of Port Arthur and Baton Rouge were due to large imports.

The North Atlantic district, which includes ports from Norfolk north, forwarded 43.4 per cent (2,879,543 cargo tons) of the total export tonnage. Of the district exports, New York forwarded 50.5 per cent (1,453,376 cargo tons), Norfolk 12.7 per cent (366,351 cargo tons), Philadelphia 11.4 per cent (329,573 cargo tons), Baltimore 10.6 per cent (304,731 cargo tons), Boston 5.9 per cent (169,752 cargo tons), and Newport News 5.3 per cent (152,968 cargo tons). Exports of less than 100,000 cargo tons were forwarded from Portland, Me. (79,465 cargo tons), and Fall River (22,827 cargo tons).

In imports the North Atlantic district received 45.7 per cent (1,972,532 cargo tons) of the total import tonnage. Of the district

imports New York received 49.9 per cent (984,133 cargo tons), Philadelphia 16.5 per cent (325,874 cargo tons), Baltimore 12.8 per cent (251,591 cargo tons), and Boston 10 per cent (197,785 cargo tons). Imports of less than 100,000 cargo tons were received by Norfolk (84,458 cargo tons), Fall River (77,339 cargo tons), Wilmington, Del. (28,406 cargo tons), Portland, Me. (13,643 cargo tons), Newport News (5,448 cargo tons), Perth Amboy, N. J. (3,100 cargo tons), and Plymouth, Mass. (755 cargo tons).

This district handled 44.3 per cent (4,852,075 cargo tons) of the total export and import tonnage.

The South Atlantic district, which includes ports from Savannah to Miami, handled 7.3 per cent (486,202 cargo tons) of the total export tonnage. Of the district exports Savannah handled 48.1 per cent (233,822 cargo tons) and Charleston 34 per cent (165,221 cargo tons). Exports of less than 100,000 cargo tons were forwarded from Jacksonville (58,327 cargo tons), Wilmington, N. C. (15,662 cargo tons), Fernandina, Fla. (9,718 cargo tons), and Brunswick, Ga. (3,452 cargo tons).

In imports the South Atlantic district took fourth place with 3.3 per cent (140,414 cargo tons) of the total imports. Of the district imports Charleston received 36.8 per cent (51,644 cargo tons), Savannah 30 per cent (42,121 cargo tons), and Jacksonville 18.4 per cent (25,838 cargo tons). The only other port receiving imports in the district was Wilmington, N. C., with a total of 20,811 cargo tons.

This district handled 5.7 per cent (626,616 cargo tons) of the total export and import cargo tonnage.

The Gulf district, including ports on the Gulf of Mexico, forwarded 34.2 per cent (2,266,678 cargo tons) of the total export tonnage. Of the district exports New Orleans forwarded 39 per cent (884,940 cargo tons), Galveston 29 per cent (657,658 cargo tons), Mobile 13.3 per cent (302,508 cargo tons), Port Arthur 6.9 per cent (155,686 cargo tons), Pensacola 5.1 per cent (115,548 cargo tons), and Houston 4.4 per cent (100,775 cargo tons). Exports of less than 100,000 cargo tons were forwarded from Tampa, Fla. (22,825 cargo tons), Gulfport, Miss. (16,459 cargo tons), Baton Rouge, La. (6,174 cargo tons), St. Andrews, Fla. (1,620 cargo tons), Pascagoula, Miss. (988 cargo tons), Beaumont, Tex. (800 cargo tons), and Key West, Fla. (697 cargo tons).

In imports the Gulf district was second with 44.6 per cent (1,924,244 cargo tons) of the total imports. Of the district imports Port Arthur received 38.6 per cent (742,334 cargo tons), New Orleans 23.5 per cent (452,367 cargo tons), Baton Rouge 22.1 per cent (426,953 cargo tons), and Galveston 8.5 per cent (163,146 cargo tons).

Imports of less than 100,000 cargo tons were received at Mobile (76,352 cargo tons), Pensacola (29,942 cargo tons), Key West (18,692 cargo tons), Tampa (14,310 cargo tons), Houston, Tex. (117 cargo tons), Boca Grande, Fla. (25 cargo tons), and St. Andrews, Fla. (6 cargo tons).

This district handled 38.3 per cent (4,190,922 cargo tons) of the total export and import tonnage.

The Pacific district, including ports on the Pacific coast, forwarded 15.1 per cent (1,001,958 cargo tons) of the total export tonnage. Of the district exports, Portland handled 25.3 per cent (253,769 cargo tons), San Francisco 25.3 per cent (253,352 cargo tons), Seattle 19.4 per cent (193,939 cargo tons), and Los Angeles 18.2 per cent (182,816 cargo tons). Exports of less than 100,000 cargo tons were forwarded by Tacoma, Wash. (43,150 cargo tons), Astoria, Oreg. (29,910 cargo tons), Bellingham, Wash. (15,245 cargo tons), Everett, Wash. (12,589 cargo tons), Port Angeles, Wash. (9,519 cargo tons), Aberdeen, Wash. (7,474 cargo tons), and Anacortes, Wash. (200 cargo tons).

In imports the Pacific district received 6.4 per cent (276,723 cargo tons) of the total tonnage. Of the district total imports San Francisco received 40.1 per cent (111,068 cargo tons) and Los Angeles 39.6 per cent (109,485 cargo tons). Other receipts were: Seattle, 25,863 cargo tons, Portland, 23,407 cargo tons, and San Diego, 6,900 cargo tons.

This district handled 11.7 per cent (1,278,681 cargo tons) of the total exports and imports.

There was no traffic handled by Shipping Board vessels from any port in the Great Lakes district.

Exports were forwarded to 20 foreign-trade regions, all but one of which (Atlantic Canada) returned imports. It is noted that 93.5 per cent (10,232,793 cargo tons) of the entire commerce carried in Shipping Board vessels was with 10 trade regions, and these same 10 regions absorbed 95.1 per cent (6,305,718 cargo tons) of the exports and furnished 91 per cent (3,927,075 cargo tons) of the imports.

The following table contains a summary of the entire cargo movement by Shipping Board vessels, arranged in relative rank of the various trade regions in total tonnage. The relative rank of each region in exports and in imports is also shown, together with percentages of total business—exports and imports—pertaining to each region.

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	Total.			Imports.			Exports.		
	Relative rank.	Cargo tons.	Percentage of total.	Relative rank.	Cargo tons.	Percentage of total.	Relative rank.	Cargo tons.	Percentage of total.
Havre-Hamburg range	1	2,437,112	22.26	3	370,313	8.58	1	2,066,799	31.15
Mexico	2	2,159,092	19.72	1	2,134,156	49.47	17	24,936	.38
United Kingdom	3	1,642,923	15.01	7	1,069,789	2.54	2	1,533,139	23.11
Orient	4	1,126,207	10.29	5	208,812	4.84	3	917,395	13.83
West Indies	5	673,572	6.17	2	486,417	11.28	9	189,155	2.85
North Atlantic and Baltic Europe	6	527,214	4.82	6	172,415	4.00	5	354,799	5.35
East coast, South America	7	489,766	4.47	4	215,611	5.00	7	274,155	4.13
East Mediterranean and Black Sea	8	451,880	4.13	13	60,988	1.41	4	390,892	5.89
West Mediterranean	9	419,373	3.83	11	75,162	1.74	6	344,211	5.19
South Atlantic Europe	10	303,649	2.77	9	93,412	2.17	8	210,237	3.17
Australasia	11	161,168	1.47	14	48,134	1.12	10	113,034	1.70
West coast, South America	12	161,163	1.47	8	101,340	2.35	11	59,823	.90
India, Persian Gulf, and Red Sea	13	108,268	.99	10	75,660	1.75	12	32,608	.49
East Indies	14	91,334	.83	12	64,170	1.49	15	27,164	.41
West Africa	15	56,810	.52	16	29,283	.68	14	27,527	.41
Central America	16	46,129	.42	17	16,884	.39	13	29,245	.44
North coast, South America	17	31,263	.29	15	30,915	.72	20	348	.01
Atlantic Canada	18	24,999	.23	20			16	24,999	.38
South and East Africa	19	22,828	.21	18	12,697	.29	18	10,131	.15
Pacific Canada	20	11,539	.10	19	7,755	.18	19	3,784	.06
Total		10,948,294	100		4,313,913	100		6,634,381	100

The following table shows the relation of Shipping Board and other American carriers to the entire foreign commerce of the United States during the fiscal year ended June 30, 1922:

	American.						Foreign.		Total.
	U. S. Shipping Board.		Independent.		Total.		Cargo tons.	Percentage of total.	
	Cargo tons.	Percentage of total.	Cargo tons.	Percentage of total.	Cargo tons.	Percentage of total.			
Imports	4,313,913	11.8	20,504,746	56.0	24,818,659	67.8	11,766,345	32.2	36,585,004
Exports	6,634,381	15.2	10,249,731	23.5	16,884,112	38.7	26,761,836	61.3	43,645,948
Total	10,948,294	13.6	30,754,477	38.4	41,702,771	52.0	38,528,181	48.0	80,230,952

*Activities of United States Shipping Board vessels in foreign commerce of the United States, fiscal year ended June 30, 1922—Dead-weight tonnage of vessels and cargo tonnage carried, by customs districts and months.*

	North Atlantic district.		South Atlantic district.		Gulf district.		Pacific district.		Total.	
	Dead-weight tons.	Cargo tons.	Dead-weight tons.	Cargo tons.	Dead-weight tons.	Cargo tons.	Dead-weight tons.	Cargo tons.	Dead-weight tons.	Cargo tons.
<b>Imports:</b>										
July.....	839,086	132,154	39,289	14,043	298,597	78,992	109,947	19,548	1,236,919	264,787
August.....	1,166,468	111,634	120,852	8,486	448,639	74,955	117,910	11,296	1,874,189	206,019
September.....	826,709	105,916	21,002	5,833	378,871	47,975	131,366	10,691	1,201,289	184,115
October.....	602,694	202,511	69,095	7,083	315,851	67,638	171,069	28,194	1,327,995	305,412
November.....	771,384	183,676	37,937	9,222	361,472	157,053	141,545	29,962	1,546,276	378,946
December.....	530,414	277,634	42,412	4,417	402,400	201,747	154,539	38,493	1,367,735	512,281
January.....	594,180	198,201	85,170	31,425	475,303	208,260	148,329	18,822	1,239,770	330,093
February.....	584,908	154,966	84,417	22,549	338,806	124,723	161,463	27,884	1,178,543	367,199
March.....	587,053	123,509	40,057	3,020	457,776	185,924	180,017	21,854	1,237,732	371,738
April.....	778,768	137,969	66,430	12,548	474,790	219,992	88,919	21,363	1,287,960	377,441
May.....	612,199	141,282	38,044	16,158	580,752	269,412	153,959	36,083	1,158,323	490,472
June.....				8,947	583,433	201,530	108,769	23,371	1,322,463	375,460
<b>Total.....</b>	<b>8,527,930</b>	<b>1,972,532</b>	<b>734,225</b>	<b>140,414</b>	<b>5,041,368</b>	<b>1,924,244</b>	<b>1,613,937</b>	<b>276,728</b>	<b>15,917,761</b>	<b>4,313,913</b>
<b>Exports:</b>										
July.....	666,580	341,190	95,969	74,164	450,448	249,205	188,840	90,394	1,371,837	754,953
August.....	451,733	210,833	83,252	56,515	365,309	204,049	211,447	140,358	1,111,791	611,775
September.....	463,418	147,239	61,065	39,985	391,076	179,749	188,051	107,949	1,043,640	474,942
October.....	409,321	125,647	66,511	48,333	262,963	87,483	183,420	121,269	922,215	377,682
November.....	381,089	118,488	49,568	26,069	242,015	112,540	126,365	59,497	999,027	316,594
December.....	573,988	219,051	65,176	30,758	699,710	167,459	205,219	103,053	1,445,203	520,231
January.....	630,638	289,241	45,498	18,892	526,010	204,008	148,729	71,717	1,302,066	380,358
February.....	716,246	382,480	57,784	36,256	484,959	170,196	131,820	53,597	1,275,201	545,529
March.....	614,668	364,635	76,928	40,314	497,397	223,693	178,405	90,916	1,449,976	719,608
April.....	648,357	241,353	76,825	40,903	636,010	256,231	125,884	54,362	1,390,106	599,572
May.....	630,598	230,512	89,085	40,903	594,671	233,437	113,607	53,092	1,381,981	577,944
June.....				31,687	545,716	178,628	126,438	55,734	1,386,333	554,853
<b>Total.....</b>	<b>6,646,685</b>	<b>2,879,543</b>	<b>782,212</b>	<b>486,202</b>	<b>5,752,284</b>	<b>2,266,878</b>	<b>1,898,225</b>	<b>1,001,958</b>	<b>15,079,406</b>	<b>6,634,381</b>

*Activities of United States Shipping Board vessels in foreign commerce of the United States, fiscal year ended June 30, 1922.—Dead-weight tonnage of vessels and cargo tonnage carried, by customs districts and months—Continued.*

	North Atlantic district.		South Atlantic district.		Gulf district.		Pacific district.		Total.	
	Dead-weight tons.	Cargo tons.	Dead-weight tons.	Cargo tons.	Dead-weight tons.	Cargo tons.	Dead-weight tons.	Cargo tons.	Dead-weight tons.	Cargo tons.
	Total imports and exports:									
July.....	1,505,666	489,344	155,258	88,207	679,045	328,197	268,787	109,942	2,608,756	1,019,690
August.....	1,613,251	322,487	204,104	46,004	821,988	278,652	320,357	151,654	2,935,980	1,817,794
September.....	1,077,476	253,155	82,100	42,018	784,016	224,732	319,417	118,660	2,243,889	639,037
October.....	1,236,080	323,138	135,947	50,011	578,144	145,122	300,459	149,463	2,250,210	683,344
November.....	983,783	302,604	161,823	35,201	808,487	268,626	270,508	89,459	2,143,303	695,540
December.....	1,346,482	496,885	130,668	35,475	1,004,313	369,206	356,749	131,546	2,812,838	1,032,612
January.....	1,126,273	474,295	147,901	40,817	1,004,313	502,307	297,612	90,069	2,561,866	1,110,451
February.....	1,244,821	350,741	197,081	43,834	773,765	294,921	283,253	74,261	2,454,046	912,728
March.....	1,271,164	313,624	143,255	60,172	955,173	409,617	358,416	118,741	2,682,728	1,091,346
April.....	1,308,449	383,861	128,832	57,061	1,175,423	502,849	214,801	75,756	2,877,296	1,977,013
May.....	1,369,490	389,861	128,832	57,061	1,109,169	380,478	285,207	79,105	2,965,307	1,088,416
June.....	1,262,491	430,088	101,625	40,634	1,109,169	380,478	285,207	79,105	2,705,798	1,930,303
Total.....	15,174,615	4,852,075	1,516,738	626,616	10,793,652	4,190,922	3,512,162	1,278,651	30,997,467	10,948,294

Activities of United States Shipping Board vessels in foreign commerce of the United States, fiscal year ended June 30, 1922—Dead-weight tonnage of vessels and cargo tonnage carried, by foreign trade regions and months.

[In cargo tons of 2,240 pounds.]

	July.		August.		September.		October.		November.		December.		January.	
	Dead-weight tons.	Cargo tons.												
<b>Imports:</b>														
United Kingdom.....	366,654	5,641	618,766	9,402	299,055	11,446	346,875	20,988	259,730	13,230	194,089	10,546	146,927	7,118
North Atlantic and Baltic Europe.....	40,651	6,825	95,521	17,681	48,927	18,775	87,032	28,943	26,851	11,952	42,679	27,511	27,511	8,482
Havre-Hamburg range.....	225,985	27,960	535,265	28,674	387,859	36,742	315,983	27,126	254,117	34,058	421,686	27,511	27,511	8,482
South Atlantic Europe.....	44,238	5,452	104,776	1,943	33,919	2,568	51,737	73,947	1,795	20,748	11,086	25,760	265,790	48,676
West Mediterranean.....	76,868	5,570	119,700	6,102	56,810	3,833	82,070	8,573	26,752	11,001	48,498	21,332	3,537	5,337
East Mediterranean and Black Sea.....	37,330	1,404	28,943	2,406	26,830	983	32,074	10,188	51,070	5,677	64,139	6,333	60,814	4,979
West Indies.....	66,759	17,888	81,774	40,454	102,367	22,687	97,773	28,638	71,070	27,547	64,139	20,340	15,483	6,632
Mexico.....	162,983	113,818	84,573	59,593	57,435	32,063	145,366	124,274	216,327	187,218	339,964	303,990	85,774	49,077
Central America.....	24,983	5,914	21,620	2,080	8,435	4,750	15,366	12,274	5,117	5,117	5,117	4,180	375,174	335,345
North coast, South America.....	4,153	800	4,153	764	8,435	764	12,511	8,856	12,536	5,211	20,716	3,134	16,691	1,402
East coast, South America.....	38,224	16,843	45,732	24,467	30,855	10,023	12,840	5,740	40,150	28,455	20,716	3,134	16,691	1,402
West coast, South America.....	27,734	20,183	11,926	6,339	7,690	6,640	20,171	17,465	12,931	8,589	64,087	19,738	74,570	23,961
South and East Africa.....	19,345	4,400			9,410	2,731	15,665	5,598			7,525	4,309		
Australasia.....	9,507	5,344							6,300	1,706				
East Indies.....	76,835	24,089	15,628	1,807	8,584	6,000	8,584	6,000	17,147	10,700			9,095	6,501
Orient.....	17,835	606	84,273	3,268	102,572	9,524	77,502	12,131	8,434	3,882			9,070	6,360
India, Persian Gulf, and Red Sea.....	11,700		8,742	1,354	2,334	4,389	7,500	10,631	90,607	11,792			24,916	8,614
Pacific Canada.....			5,150				20,923	7,364					25,636	7,020
Atlantic Canada.....													2,455	2,455
<b>Total.....</b>	<b>1,236,919</b>	<b>284,737</b>	<b>1,874,189</b>	<b>206,019</b>	<b>1,200,299</b>	<b>164,115</b>	<b>1,327,995</b>	<b>305,412</b>	<b>1,146,276</b>	<b>378,946</b>	<b>1,367,735</b>	<b>512,291</b>	<b>1,259,770</b>	<b>530,093</b>
<b>Exports:</b>														
United Kingdom.....	372,412	248,194	307,083	208,265	207,379	126,390	163,847	65,141	149,677	53,326	191,755	103,114	199,962	104,209
North Atlantic and Baltic Europe.....	55,720	34,943	54,004	28,774	45,143	16,908	36,265	12,149	19,639	11,772	30,275	30,275	47,545	72,980
Havre-Hamburg range.....	365,910	261,120	271,828	168,587	211,374	114,266	209,808	98,052	183,201	75,799	310,471	174,523	269,586	161,865
South Atlantic Europe.....	20,442	46,438	41,579	53,096	33,066	24,631	17,618	13,427	34,260	24,845	15,797	10,763	15,797	13,947
West Mediterranean.....	57,244	42,538	41,074	51,957	51,357	18,957	55,505	35,602	54,831	36,747	42,896	24,463	47,703	33,947
East Mediterranean and Black Sea.....	40,190	23,990	49,694	27,536	35,111	27,772	46,529	26,717	15,682	9,282	46,781	24,148	34,773	23,213
West Indies.....	82,466	9,887	90,110	12,681	127,881	24,946	96,489	10,202	86,822	6,282	110,320	13,180	86,683	51,185
Mexico.....	116,542	5,301	76,441	5,202	127,064	2,300	131,572	4,374	269,095	2,004	395,378	1,585	268,217	1,88
Central America.....	8,620	8,342	18,055	8,705	12,560	650								
North coast, South America.....	4,200	4,200	4,200	4,200	4,200	4,200			4,310	8,218	65,400	23,010	37,846	15,662
East coast, South America.....	61,307	28,449	7,653	9,550	60,689	36,712	31,942	19,369	27,814	8,218	65,400	23,010	37,846	15,662
West coast, South America.....	7,500	1,562	22,215	9,550	22,215	9,550	7,660	4,820	7,825	2,174	5,136	3,866		

Activities of United States Shipping Board vessels in foreign commerce of the United States, fiscal year ended June 30, 1922—Dead-weight tonnage of vessels and cargo tonnage carried, by foreign trade regions and months—Continued.

	July.		August.		September.		October.		November.		December.		January.	
	Dead-weight tons.	Cargo tons.												
Exports—Continued.														
South Africa.....	21,960	5,324	7,624	1,419	9,095	4,931	8,562	1,462	7,814	3,172	8,583	1,670		
West and East Africa.....	7,333	4,333			9,062	5,668	8,593	5,859	18,788	11,748	10,705	6,262		
Australasia.....	35,032	20,291							169,124	69,133	147,267	86,574		
East Indies.....	83,288	46,301	108,203	61,545	122,399	70,788	120,189	77,836	115,427	71,064	22,584	9,102		
Orient.....	8,884	2,226					13,034	3,884	13,098	2,421	7,825			
India, Persian Gulf, and Red Sea.....	10,000	3,285	10,019		18,330		25,284		27,262					
Pacific Canada.....	16,188		3,900											
Atlantic Canada.....														
Total.....	1,371,837	754,933	1,111,791	611,775	1,043,640	474,942	922,215	377,932	999,027	316,594	1,445,203	650,321	1,302,066	580,358
Total imports and exports:														
United Kingdom.....	720,066	283,835	925,849	217,067	606,434	137,836	510,722	86,129	409,407	71,568	385,815	113,690	346,289	111,327
North Atlantic and Baltic Europe.....	94,371	41,788	149,565	46,453	94,070	35,651	94,358	40,397	46,490	23,724	72,427	43,162	121,987	81,462
Havre-Hamburg range.....	694,805	280,080	806,063	197,601	599,733	131,008	626,789	125,178	437,313	109,857	551,577	200,288	296,276	210,584
South Atlantic Europe.....	64,749	31,890	145,366	33,622	66,287	27,199	69,355	14,427	104,533	49,593	89,744	32,096	27,478	14,584
West Mediterranean.....	134,142	48,123	164,774	38,863	87,001	18,987	135,425	44,175	51,350	11,907	91,589	33,104	108,517	28,194
East Mediterranean and Black Sea.....	77,523	25,384	77,784	31,964	65,561	28,755	100,693	36,908	37,350	11,907	103,622	34,481	101,954	64,232
West Indies.....	146,525	27,775	277,775	80,954	225,248	47,633	154,262	38,830	167,431	33,520	174,472	34,020	172,457	64,232
Mexico.....	28,608	12,619	161,034	64,793	178,519	84,863	276,938	126,648	483,522	139,222	79,517	305,575	640,391	337,195
Central America.....	35,155	6,246	39,675	10,785	20,995	5,400	12,511	3,556	18,846	5,211	20,716	4,150	16,691	1,402
North coast, South America.....	60,531	8,800	8,353		8,455		46,735	23,109	57,964	33,993	124,487	48,748	112,416	39,623
East coast, South America.....	30,294	45,202	53,390	29,397	91,494	46,735	44,782	21,769	50,776	30,963	5,196	3,366	8,583	1,670
West coast, South America.....	20,924	21,745	34,141	13,889	6,640	6,640	27,861	5,598	8,500	1,462	15,639	7,481	6,501	6,501
West Africa.....	20,781	5,234	7,624	1,419	6,410	2,731	15,065	5,796	6,762	1,706				
South and East Africa.....	45,589	8,738	6,095	4,931	6,062	5,693	17,177	11,819	25,932	16,450	18,788	11,743	19,775	12,642
Australasia.....	160,223	15,628	1,807		224,971		7,840	29,291	8,434	5,550	53,586	24,916	17,205	13,469
Orient.....	8,584	2,235	18,476	64,813	30,312	197,691	39,267	206,034	82,856	309,755	127,774	272,760	107,266	12,383
India, Persian Gulf, and Red Sea.....	27,825	3,891	18,761	1,269	18,330	4,389	35,967	11,248	13,098	2,421	26,010	4,388	35,618	12,383
Pacific Canada.....			9,050				25,284				27,262		24,364	1,000
Atlantic Canada.....														
Total.....	2,608,756	1,019,690	2,935,980	817,794	2,248,939	689,057	2,250,210	688,344	2,145,303	695,540	2,812,938	1,032,612	2,561,866	1,110,451

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	February.		March.		April.		May.		June.		Total.	
	Dead-weight tons.	Cargo tons.										
<b>Imports:</b>												
United Kingdom.....	398,576	5,641	213,332	3,913	198,285	6,887	324,968	6,305	222,441	8,721	3,380,690	109,789
North Atlantic and Baltic Europe.....	24,466	10,094	6,065	3,907	48,281	8,020	90,356	5,840	49,373	25,480	566,344	172,415
Hayre-Hamburg range.....	311,533	33,574	294,919	20,440	326,339	30,334	292,869	27,499	385,505	27,470	843,063	370,313
South Atlantic Europe.....	56,300	2,624	43,243	5,427	34,008	7,916	68,814	20,469	23,490	1,020	585,134	98,412
West Mediterranean.....	23,185	7,707	49,537	8,102	39,153	4,652	65,209	8,903	78,483	8,925	729,184	85,162
East Mediterranean and Black Sea.....	71,806	48,506	132,842	60,842	50,518	6,513	81,148	3,401	23,092	6,868	1,233,497	60,988
West Indies.....	137,100	163,257	203,832	187,323	208,135	201,400	118,802	54,732	126,774	92,889	1,123,197	486,461
Mexico.....							252,645	242,200	10,111	177,385	2,434,464	2,136,884
Central America.....							24,931	3,690	10,416	1,447	74,421	16,884
North coast, South America.....	16,500	3,585	12,466	3,368	20,610	3,378	24,931	3,690	8,416	1,447	162,142	30,915
East coast, South America.....	42,445	27,230	24,557	12,455	23,479	12,133	40,860	28,655	24,966	10,487	462,261	215,611
West coast, South America.....	15,515	14,230	12,686	10,551	5,126	2,681	7,090	6,900	7,525	7,443	124,264	101,340
West Africa.....	7,825	3,919			7,564	4,078	16,408	8,648			64,697	29,283
South and East Africa.....											34,743	33,743
Australasia.....	8,503	1,651	16,400	7,017	18,041	6,561	10,225	3,890	8,541	1,311	106,307	48,134
East Indies.....			17,632	13,220	17,632	5,434	4,389	4,389	17,134	7,588	137,352	64,170
Orient.....	149,376	15,713	154,717	17,736	70,757	9,411	148,670	33,327	92,835	22,408	1,314,377	208,812
India, Persian Gulf, and Red Sea.....	37,475	29,256	43,005	4,507	22,834	16,780			18,704	13,384	1,169,106	75,690
Pacific Canada.....	16,625	1,377			7,525			1,579	15,962	2,694	83,518	7,755
Atlantic Canada.....	4,155				3,310		23,763		10,387		58,465	
<b>Total</b>	1,178,845	367,189	1,232,732	371,738	1,187,100	377,441	1,583,326	460,472	1,322,465	375,460	15,917,761	4,313,913
<b>Exports:</b>												
United Kingdom.....	143,718	87,115	295,638	180,161	232,077	110,534	277,029	194,136	261,083	107,524	2,801,657	1,533,139
North Atlantic and Baltic Europe.....	91,526	64,617	28,981	22,020	44,907	21,756	28,540	30,352	89,694	30,352	589,998	354,799
Hayre-Hamburg range.....	245,369	152,985	388,187	232,776	393,771	227,518	365,829	206,046	344,817	9,917	3,583,524	2,066,799
South Atlantic Europe.....	45,359	21,524	25,023	18,794	15,665	11,009	24,011	20,001	15,404	9,073	303,490	210,237
West Mediterranean.....	32,670	19,463	57,345	34,367	48,597	25,414	50,108	25,882	26,939	26,939	569,421	344,211
East Mediterranean and Black Sea.....	96,254	70,934	46,605	32,663	50,849	33,546	46,558	46,558	46,558	27,644	895,224	390,892
West Indies.....	107,472	11,072	157,976	13,522	132,435	19,518	116,874	25,832	141,869	15,069	1,291,656	189,155
Mexico.....	278,744	1,820	239,233	8,700	232,071		232,147		210,631		2,457,975	24,936
Central America.....			10,078				4,208	10,182	7,560	666	1,069,389	29,245
North coast, South America.....			50,719	31,908	49,620	23,524	36,183	30,348	55,158	30,985	540,801	274,156
East coast, South America.....	60,904	24,807	17,507	9,220	7,500	5,597	18,796	13,231	12,815	10,145	102,924	29,525
West Africa.....			17,134	6,984			8,788	2,925	16,408	5,061	96,584	40,327
South and East Africa.....									8,520		30,683	10,131
Australasia.....	9,012	5,351	18,165	13,705	17,175	12,484	17,764	10,370	17,490	15,006	170,572	113,034
East Indies.....			202,075	114,558	156,196	79,724	9,605	8,898	8,565	3,775	37,524	27,484
Orient.....	148,108	85,841			95,723			50,712	125,798	73,314	1,664,797	917,893

Activities of United States Shipping Board vessels in foreign commerce of the United States, fiscal year ended June 30, 1922—Dead-weight tonnage of vessels and cargo tonnage carried, by foreign trade regions and months—Continued.

	February.		March.		April.		May.		June.		Total.	
	Dead-weight tons.	Cargo tons.										
Exports—Continued.												
India, Persian Gulf, and Red Sea.												
Pacific Canada.	19,065				19,000				9,103			
Atlantic Canada.					19,553	16,066		8,333	12,995			
Total.	1,275,201	545,529	1,449,976	719,608	1,380,106	593,572	1,381,981	577,944	1,386,333	554,853	15,079,406	6,684,381
Total imports and exports:												
United Kingdom.	352,286	92,756	598,980	184,074	431,960	117,371	601,997	140,442	483,522	116,245	6,192,347	1,642,928
North Atlantic and Baltic Europe.	125,991	74,711	351,086	95,597	92,288	32,776	119,205	25,719	109,367	55,832	1,156,342	527,214
Hayre-Hamburg range.	562,607	186,659	685,524	257,216	721,610	237,852	658,671	232,545	757,622	251,387	7,337,187	2,437,112
South Atlantic Europe.	56,944	21,324	134,268	27,221	49,670	18,925	92,525	36,470	38,894	10,098	838,624	305,649
West Mediterranean.	50,069	22,087	109,836	39,469	87,752	30,066	115,417	32,673	126,664	35,884	1,298,605	419,373
East Mediterranean and Black Sea.	119,418	58,378	268,118	39,586	101,394	40,359	127,706	28,783	53,988	28,507	1,048,656	451,880
West Indies.	179,278	59,578	268,118	87,464	240,713	75,945	235,676	77,554	207,873	71,988	2,414,833	675,572
Mexico.	465,844	171,077	315,129	187,523	431,206	201,400	484,792	212,290	408,587	177,355	4,892,439	2,159,092
Central America.	16,500	3,865	12,263	8,700	14,206	14,206	14,206	10,182	17,661	666	145,490	46,129
North coast, South America.	103,240	50,173	75,276	44,361	73,095	35,977	76,543	48,916	80,122	41,472	1,002,449	489,766
East coast, South America.	19,515	14,239	25,443	23,371	12,626	8,228	25,486	21,249	20,640	17,888	226,548	161,163
West coast, South America.	17,325	3,919	17,134	6,584	7,364	4,078	25,197	11,573	16,408	5,061	161,581	96,810
South and East Africa.	17,605	6,902	34,664	20,732	35,216	19,035	28,089	14,170	26,031	16,317	276,879	161,068
Australasia.			17,682	13,320	10,970	9,042	18,039	12,168	26,999	11,486	176,083	91,394
East Indies.	264,484	101,554	356,792	132,314	205,853	89,135	243,402	84,099	218,693	96,717	2,879,174	1,128,267
Orient.	37,475	22,256	15,005	4,507	22,834	16,780	27,807	6,800	19,737	2,636,314	105,260	105,260
India, Persian Gulf, and Red Sea.	357,690	1,377			10,000	6,832	15,665	1,832	28,937	2,624	206,564	11,500
Pacific Canada.	4,155				22,865	16,666	41,399	8,333	10,387		141,028	24,999
Atlantic Canada.												
Total.	2,454,046	912,728	2,632,728	1,091,346	2,377,296	977,013	2,965,377	1,038,410	2,708,798	987,373	31,967,167	10,948,294

## OPERATING DEPARTMENT.

Upon the reorganization of the corporation at the beginning of the fiscal year the operating department became an integral part of the organization under the control of the vice president in charge of operation. Immediate action was taken to mold the operating department into a compact organization along progressive commercial lines, the results of which were the elimination of unnecessary details and duplication of effort, the placing of definite responsibility for results upon those to whom the work was intrusted, and the establishment of an uniform working procedure. All district offices and agencies were also included in this reorganization plan.

In order that all details directly connected with the actual physical operation of vessels could be handled intelligently by trained personnel, the following divisions were created:

- Executive.
- Vessel-operation division.
- Performance division.
- Vessel-personnel division.
- Vessel-distress division.
- Foreign-agencies division.
- Supplies, equipment, and bunkers division.
- Docks, wharves, and longshore division.
- Laid-up vessels division.
- Radio division.
- Files and records division.

Briefly stated, the efforts of the operating department during the fiscal year were directed toward a more efficient supervision of operation of the active and laid-up fleets, with the purpose in view of obtaining greater efficiency and a reduced cost of operation.

**Manning Scale.**

A revised manning scale for all Shipping Board cargo vessels and tankers was put into effect as of December 10, 1921, which resulted in reductions in the crews of the various types of vessels, and all Shipping Board vessels were manned in conformity with the regulations of the Department of Commerce and in accordance with the practice of private American steamship operators. The reductions effected by reason of this revision were as follows:

	Reduction in men.
COAL BURNING.	
3,000 to 5,000 dead-weight tons.....	From 36 to 33
5,001 to 7,000 dead-weight tons.....	From 41 to 33
7,001 to 9,000 dead-weight tons.....	From 52 to 39
9,001 and over dead-weight tons.....	From 55 to 41
OIL BURNING.	
3,000 to 5,000 dead-weight tons.....	From 32 to 27
5,001 to 7,000 dead-weight tons.....	From 36 to 29
7,001 to 9,000 dead-weight tons.....	From 40 to 32
9,001 and over dead-weight tons.....	From 44 to 33

**Revision of Wages.**

After a careful analysis of the revisions which had been made or were contemplated by private shipowners, and after conferences with the marine organizations, a revised wage scale was promulgated as of February 6, 1922, covering all licensed ratings on Shipping Board vessels.

The high wages paid to officer and crew personnel on merchant vessels during the war emergency had been maintained with very slight reduction, owing to the slow process of readjustment of living costs. Private American shipowners, however, had begun a readjustment of compensation to vessel personnel to fit the changing conditions.

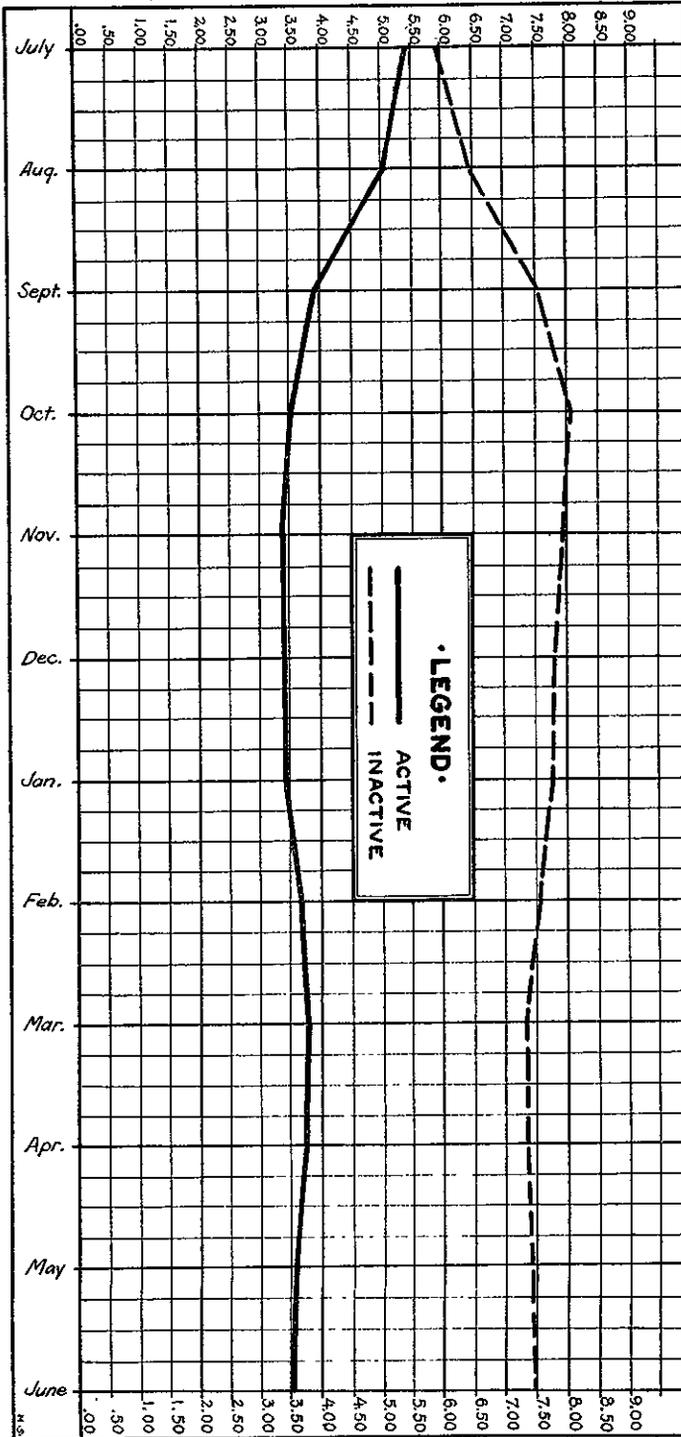
The combined saving effected through the reduction of manning scale and revision of wages is as follows:

COAL BURNING.		Reduction per month.
3,000 to 5,000 dead-weight tons.....	From \$3,632.00 to \$2,715.00	
5,001 to 7,000 dead-weight tons.....	From \$4,042.00 to \$2,770.00	
7,001 to 9,000 dead-weight tons.....	From \$4,862.00 to \$3,187.50	
9,001 and over dead-weight tons.....	From \$5,102.00 to \$3,257.50	
OIL BURNING.		
3,000 to 5,000 dead-weight tons.....	From \$3,342.00 to \$2,392.50	
5,001 to 7,000 dead-weight tons.....	From \$3,692.00 to \$2,547.50	
7,001 to 9,000 dead-weight tons.....	From \$3,997.00 to \$2,792.50	
9,001 and over dead-weight tons.....	From \$4,317.00 to \$2,862.50	

**Subsistence.**

The factor of subsistence for officers and crews of Shipping Board cargo vessels required considerable attention during the fiscal year, it having been developed that private ship operating costs for subsistence ranged from 35 to 75 cents per day per person, whereas the cost on Shipping Board cargo vessels had been far in excess of these rates. Accordingly, instructions were issued to managing agents, effective January 1, 1922, that no expenditures for subsistence in excess of a maximum rate of 80 cents per day per person on Shipping Board cargo vessels would be approved for payment. This arbitrary rate was fixed to allow a reasonable margin to the managing agents for the necessary cost during readjustment in the purchase, distribution, and handling of subsistence stores. Since this rate of 80 cents was adopted a careful analysis of results has made possible a further reduction; consequently, orders were issued, effective July 1, 1922, further decreasing the allowance to a fixed rate of 65 cents per day per person for subsistence on Shipping Board cargo vessels on all voyages beginning on and after the effective date.

•MILLIONS OF DEADWEIGHT TONS•



•STATUS OF U.S.S.B. VESSELS.  
(FOR FISCAL YEAR ENDING JUNE 30, 1922)

•MILLIONS OF DEADWEIGHT TONS•

**Laid-up Fleets.**

During the fiscal year a survey was made of the laid-up steel and wood fleets which revealed the fact that considerable saving could be effected by rearranging the vessels into standard units of a certain number with a standard manning requirement for each unit and a supervisory personnel.

*Laid-up steel fleet.*—On June 30, 1921, there were in the custody of this division 690 steel vessels laid up at various ports at an average monthly cost per vessel of \$1,019.42, apportioned as follows:

Wages.....	\$619. 15
Subsistence.....	148. 35
Fuel.....	110. 11
Wharfrage.....	12. 40
Tug.....	69. 98
Launch.....	3. 38
Miscellaneous.....	56. 05
Total.....	1, 019. 42

During the period July 1 to September 1, 1921, the laid-up fleet pay roll was decreased by a reduction of over 1,200 of the personnel, many of whom were licensed officers and members of the overhead staff. This reduction resulted in a decrease per annum of \$1,624,192 in salaries and approximately \$420,000 in subsistence cost. Further decrease in laid-up fleet costs resulted from the new manning schedule and wage scale made effective as of September 1, 1921. On February 6, 1922, the wage scale was subjected to further revision with resultant benefit to the corporation. The manning schedule and wage scales given below were those prevailing on June 30, 1922.

In groups of.....	12	11	10	9	8	7	6	5	4	3	2
Ship keeper.....	1	1	1	1	1	1	1	1	1	1	1
Assistant ship keeper.....	1	1	1	1	1	1	1	1	1	0	0
Sailors, ordinary <sup>1</sup> .....	10	10	9	8	6	5	4	4	3	3	3
Chief machinists.....	1	1	1	1	1	1	1	1	1	1	1
Assistant machinists.....	1	1	1	1	1	1	1	1	1	1	1
Oilers.....	3	3	3	3	3	3	3	2	2	2	2
Firemen.....	3	3	3	3	3	3	3	2	2	1	1
Coal passers (wipers).....	4	4	4	3	2	0	0	0	0	0	0
Cooks.....	1	1	1	1	1	1	1	1	0	0	0
Stewards.....	1	1	1	1	1	0	0	0	0	0	0
Utility men.....	1	1	1	1	1	0	0	0	0	0	0
Mess boys <sup>2</sup> .....	3	3	3	3	2	1	1	1	0	0	0
Total personnel.....	30	30	29	27	23	17	16	14	11	9	9

<sup>1</sup> Ordinary sailors only, not A Bs.<sup>2</sup> Mess boys, not mess-men.

In addition to the above-mentioned personnel there were certain other necessary employees known as "fleet personnel." The following wage scale was predicated upon personnel fed on board ships:

Fleet captain <sup>1</sup> .....	\$217. 25	Oilers.....	\$65. 00
Fleet engineer <sup>1</sup> .....	216. 25	Sailors, ordinary.....	50. 00
Fleet steward <sup>1</sup> .....	120. 00	Coal passers.....	50. 00
Ship keepers.....	140. 00	Firemen.....	57. 50
Assistant ship keepers.....	80. 00	Stewards.....	90. 00
Chief machinists.....	140. 00	Cooks.....	60. 00
Assistant machinists.....	80. 00	Utility men.....	45. 00
Radio operators <sup>1</sup> .....	85. 00	Carpenters <sup>1</sup> .....	70. 00
Launch men <sup>1</sup> .....	75. 00	Mess boys.....	35. 00

As the laid-up vessels at Jamaica Bay and Pralls Island, N. Y., were menaced by storms and without protection from winds, an inspection was ordered, the results of which indicated that the vessels were in danger of going aground. In view of this condition the entire fleets and several vessels from the Staten Island fleet and other points in New York Harbor were towed to Caldwell Point and there placed in units and fleets in accordance with program successfully adopted in other localities. In addition to the better protection afforded these vessels, there was a saving effected amounting to \$457,459.20 annually.

A survey was made during the year of the entire laid-up fleets and all vessels classified as to their adaptability for service and with reference to their physical condition in order that the substitution of vessels in lay-up for those previously engaged in active service could be conducted intelligently, and by this means the corporation was enabled to substitute those vessels best adapted for service and on which the minimum amount of repairs was necessary. The work of placing these laid-up vessels in condition for immediate service was largely performed by the lay-up crew.

There were in the custody of this division on June 30, 1922, 971 steel vessels being maintained in lay-up at an average monthly cost per vessel of \$300.62, as compared with an average monthly cost per vessel on June 30, 1921, of \$1,019.42. The reduction in the upkeep of these vessels is accounted for entirely by the rearrangement and consolidation of the various fleets, the revision and reduction of manning schedules and wage scales, and other economies the effect of which was a saving of approximately \$8,000,000 annually.

*Laid-up wood fleet.*—There were in the custody of this division on June 30, 1921, tied up in United States ports, 275 wood and composite vessels. The personnel employed numbered 186 and the annual cost of wages, subsistence, and other incidental expenses amounted to \$252,903.26, or an average annual cost per vessel of \$919.65.

<sup>1</sup> Employees on flagships, mother ships, store ships, or ashore who are connected with laid-up fleet but not actually members of crews of laid-up groups.

During the fiscal year disposition was made of a number of these vessels and a great reduction was made in the personnel employed, with the result that on June 30, 1922, the fleet had been reduced to 236 vessels, on which there were 29 personnel employed. By reason of economies effected the annual cost of the upkeep of the fleet was reduced to \$41,013.84, or an average annual cost per vessel of \$173.79, as compared with \$919.65 a year before. The total decrease in the cost of maintenance of the wood fleet was at a rate of \$211,889.42 per annum.

#### **Operation of Tugs.**

During the year there was broken out of lay-up at the ports at which the laid-up fleets were centered a sufficient number of harbor and ocean-going tugs to attend the shifting, keeping up steam, and other services in connection with the laid-up steel and wood vessels. This action was made necessary by reason of the remoteness of the private towboat companies' bases from the points at which the laid-up fleets were consolidated. This policy was followed in the following harbors: New York, Philadelphia, Norfolk, Mobile, New Orleans, and Falmouth, England.

#### **Vessel Revenue and Expense Report.**

A great deal of difficulty had been experienced in the past in obtaining from the managing agents statements of actual expenses covering the operation of their vessels, for the reason that expense vouchers, particularly from foreign ports of call, were frequently unavoidably delayed. This condition made it practically impossible for the operating department to exercise close supervision over the operation of Shipping Board vessels. To remedy this situation there was adopted a form known as the "Vessel revenue and expense report," which the managing agents were required to accomplish and forward to the operating department at Washington. This form provided for the closest possible estimate from the port of departure, all intermediate ports of call, and the port of termination, and provided for all the various expenses entering into the proper operation of a vessel and was required to be forwarded from the various ports within 48 hours after the departure of the vessel. The report was analyzed and items of faulty or extravagant operation were corrected.

#### **Vessel Distress.**

Close contact was maintained between the operating department and the insurance, traffic, and other departments interested in rendering assistance to disabled vessels. Efforts were directed to avoid unnecessary diversion and delay in the assistance given to such

vessels, and for the purpose of reducing claims for salvage all assistance was rendered in so far as possible by Shipping Board vessels.

All cases of stranding, grounding, machinery breakdown, and heavy-weather damage, and similar occurrences were closely investigated. Statements were prepared covering circumstances surrounding the accidents, assistance was promptly rendered, and based on the results of careful investigation, remedies were applied to prevent recurrence.

#### **Foreign Agencies.**

Through its foreign-agency division, the operating department maintained a current directory listing all agents of managing operators in foreign ports and secured all possible information relative to the responsibility, efficiency, and affiliations of such agents.

All complaints received during the year relative to foreign agents of managing operators were carefully investigated, and, in cooperation with the traffic and chartering departments, decisions were reached relative to the elimination of unsatisfactory agents and the substitution therefor of agents who would better serve the interests of the corporation.

#### **Bunker Schedules.**

For the purpose of insuring the most economical arrangements for bunkers, the operating department continued to receive from the managing agents proposed bunker schedules for each vessel under their management, which were carefully analyzed in order that all operating fuel costs could be kept at a minimum.

### **DIVISION OF DOCKS AND WHARVES.**

During the course of the fiscal year several units were added to the terminal facilities of the board. Roughly these consisted of the following, a more detailed description of each being given later in this report:

#### **Boston:**

Upper floor, wharf shed, acquired April 1, 1922.

Second and third floors, south pier shed, acquired May 1, 1922.

#### **Brooklyn, N. Y.:**

Pier No. 4 acquired October 25, 1921.

#### **Hoboken, N. J.:**

Pier No. 5 acquired October 11, 1921.

Pier No. 6 acquired October 11, 1921.

Pier No. 1 acquired November 15, 1921.

Pier No. 4 acquired November 15, 1921.

Bulkhead buildings, buildings on upland, and upland acquired November 15, 1921.

The negotiations incident to the transfer of the above units from the War Department to the Shipping Board were conducted by the

division of docks and wharves, operating department. The Boston and Brooklyn units were acquired on War Department permits similar to those under which other units had previously been acquired; the Hoboken units were transferred to the Shipping Board by Executive orders issued at approximately the time of the actual transfer.

The physical operation of the terminals at Boston, Brooklyn, Hoboken, and Philadelphia were satisfactory, each unit showing a substantial net operating revenue for the year. Financial statements giving in detail the results of the operation will be found in the appendix, Part II, Tables VII-XI.

#### BOSTON, MASS.

At the port of Boston the Shipping Board operated a large portion of the Army supply base.

Wharfage, 4,100 feet, 35 feet deep.

Wharf shed, two stories, 1,634 by 100 feet.

South pier shed, three stories, 924 by 100 feet.

The greater part of these premises was acquired by the Shipping Board after the War Department had advertised for bids for rental of the sections described. Acquisition of the base by the board was deemed advisable as it was extensively used for tying up inactive Shipping Board vessels. Had the War Department leased the property to private individuals or corporations the board would have been compelled to remove its ships or pay large sums for berthing privileges. At the same time the board by acquisition of the property was placed in a position to aid the New England export and import trade.

#### Railroad Situation.

When the board took over the Boston base it was found that the general railroad situation was most unsatisfactory and that the base suffered under unjust rail discrimination as to loading and unloading charges and also as to absorption of switching charges. These matters were at once taken up with the New York, New Haven & Hartford Railroad and the Boston & Maine Railroad. Before final conclusion of the various questions the Interstate Commerce Commission, the mayor of Boston, the Boston Chamber of Commerce and various Boston organizations, were interested in the matter.

Effective May 6, 1922, the Army base, by New York, New Haven & Hartford Railroad tariff, Interstate Commerce Commission No. F-2611, was placed on an equal footing with other piers in the port in the matter of allowances for loading and unloading import and export freight.

Effective June 2, 1922, the New York, New Haven & Hartford Railroad equalized its rates on commodities to and from points common to the New Haven and the Boston & Maine, and the New Haven and the Boston & Albany. Arrangements also were made for the New Haven to publish in its general time-table descriptive matter concerning the base and to circularize the advantages of the base and mail copies to shippers, factories, and mills throughout the West and Northwest.

In the matter of absorption of switching charges the situation was more involved. On cargo to and from South Boston switched over the New Haven to or from the Boston & Maine Railroad, the Boston & Maine absorbed the charges of the New Haven except that no such absorption was made on cargo to or from the Army base. In regard to this discrimination an informal complaint against the Boston & Maine was filed with the Interstate Commerce Commission on April 13, 1922, but the Boston & Maine refused to absorb switching charges upon request of the Interstate Commerce Commission. Therefore, in June, a formal complaint was filed which, the board was assured by Boston & Maine officials, will not be contested but will result in the desired absorption. This matter should shortly be concluded and thereby place the base on an absolute rail equality with other piers so that it will be in a better position to aid Boston commerce.

Financially operation of the base was successful.

Total gross revenue.....	\$89,431.64
Total expenses.....	9,471.51
Net operating revenue.....	79,960.13

A detailed statement is contained in the appendix, Part II, Table XI.

#### BROOKLYN ARMY BASE.

At Brooklyn, N. Y., the board operated two piers, as follows:

- Pier No. 3, 1,307 by 150 feet; Two-story shed, 1,260 by 139 feet.
- Pier No. 4, 1,295 by 150 feet; Two-story shed, 1,260 by 139 feet.

Pier No. 3 was operated for the entire fiscal year and Pier No. 4 was operated from October 25, 1921, to the end of the fiscal year. These two piers are of modern construction and in excellent condition.

Taking the two piers as a unit there were berthed 213 vessels (exclusive of Shipping Board inactive vessels) which handled a total of 506,578 tons of cargo in 1,505 vessel-berth-days, the average berthing charge being \$119.15 per berth per day and the average length of tie-up being 7.07 days. In addition there was an average charge of \$50.04 per ship per day for cargo on the dock before and after the vessel occupied berth, such charge being averaged over the

time the ship was actually at the pier. This totals \$169.19 per berth per day for the time ship was actually in her berth with no additional charge for assembling or disbursing cargo before arrival and after departure of the vessel. This compared most favorably with charges assessed against board vessels by other pier owners or operators of \$175 to \$250 per berth per day from time of beginning of assembling cargo until last of cargo was off the dock.

Financial operations at the Brooklyn Army base proved gratifying.

	Total receipts.	Expenditures.	Operating profit.
Pier No. 3.....	\$251,672.19	\$35,649.53	\$215,022.66
Pier No. 4.....	97,567.76	15,983.51	81,574.25
Total.....	349,239.95	51,633.04	297,596.91

A detailed statement is contained in the appendix, Part II, Tables VIII and IX.

It will be noted that a total of 506,578 gross tons of cargo passed over the piers of the base with a total cash outlay for pier operation of \$51,633.04 or 10.1 cents per ton.

#### HOBOKEN TERMINAL.

- Pier No. 1, two stories, 950 by 81 feet.
- Pier No. 2, two stories, 950 by 81 feet.
- Pier No. 3, two stories, 950 by 90 feet.
- Pier No. 4, two stories, 950 by 92 feet.
- Pier No. 5, open, 950 by 80 feet.
- Pier No. 6, partially covered, 787 by 50 feet.

In the rear of Piers Nos. 1, 2, 3, and 4 there is a large three-story bulkhead building used for offices, passenger accommodations, and storage of cargo and material.

Actual operation of the Hoboken Terminal as a whole was begun on November 15, 1921, and approved satisfactory both from the viewpoints of physical operation and financial returns. In November the United States Lines were transferred to Hoboken and conducted their terminal operations there from that time. The Munson Line and the Cosmopolitan Steamship Co. find the terminal admirably suited to their purposes. The arrangement at the end of the fiscal year was as follows:

- Pier No. 1, Munson Steamship Co. and Panama Line.
- Pier No. 2, leased to Cosmopolitan Steamship Co.
- Pier No. 3, United States Lines.
- Pier No. 4, United States Lines.
- Pier No. 5, Tie-up of large passenger ships (idle).
- Pier No. 6, Shipping Board tugs and miscellaneous tie-up.

The entire shed on Pier No. 5 and a portion of that on Pier No. 6 were destroyed by fire on August 24, 1921, before the piers were turned over to the Shipping Board by the War Department. This fire was really beneficial in that it removed a fire risk from the terminal, thereby decreasing the danger of further fires. Both piers were antiquated and so deteriorated that they could not be used to advantage for handling general cargo.

Shortly before the close of the fiscal year, both slips of Piers Nos. 1, 3, and 4 were dredged to 40 feet deep. This dredging was done on contract at 16½ cents per cubic yard, scow measurement, and to the close of the fiscal year \$41,202.73 were expended for this purpose.

Financially the operation of this terminal was successful as shown by the following:

Total gross revenue.....	\$654,628.76
Total expenses.....	134,589.12
Net operating profit.....	520,039.64

A detailed statement of the financial operations is contained in the appendix, Part II, Table VII.

## NEW YORK—GENERAL.

At the close of the year there had been a general improvement in New York Harbor in the matter of pier charges. Partially as a result of the board's efforts and partially as a result of the shipping depression the charges were lower than they had been for several years. A report submitted January, 1922, shows the following:

	Former rate per berth per day.	Present rate per berth per day.		Former rate per berth per day.	Present rate per berth per day.
Pier A:			Pier I: Ship or cargo loading or discharging.....	\$275	\$150
Loading, discharging cargo on dock.....	\$250	\$200	Piers J and K: Loading and discharging.....	200	175
Offshore operations.....	125	100	Pier L:		
Pier B: Loading and discharging.....	300-250	1 100	Loading and discharging..	175-200	150
Pier C: Loading and discharging.....	350-250	1 150	Cargo on dock.....	( <sup>3</sup> )	( <sup>4</sup> )
Pier C: (bulkhead).....	150	50	Piers M and N:		
Piers D and E.....	250	200	Loading and discharging..	300	200
Pier F:			Cargo on dock.....	300	100
Loading and discharging..	250	250	Offshore operations.....	300	100
Cargo on dock.....	None.	None.	Idle.....	300	75
Offshore operations.....	250	125	Piers O and P:		
Inactive.....	250	100	Loading and discharging..	250	150-200
Berth awaiting vessel.....	250	None.	Offshore operations.....	150	100
Pier G: Receiving cargo.....	180	( <sup>2</sup> )	Pier Q:		
Pier H:			Loading and discharging..	250	200
Ship loading or discharging.....	275	200	Inactive.....	125	75
Cargo on dock.....	250	200			

<sup>1</sup> When used continuously.

<sup>2</sup> Now at Army base.

<sup>3</sup> \$10 per 1,000 square feet.

<sup>4</sup> \$7.50 per 1,000 square feet.

The use of city piers on so-called "open wharfage" permits was at city rates, the board making arrangements direct with the city thus eliminating the pier broker or middleman. There were innumerable examples of vessels formerly paying \$50 to \$75 per berth per day for berths which cost \$17 to \$20 per day. The board at the close of the year was paying only the city price when open piers were used for loading or tying up vessels.

In considering general savings effected through pier operation two other items must be presented, namely, lights and water. It has long been customary in New York to charge on the piers \$1 per night per light and anywhere from 25 to 40 cents per ton for water. At the Shipping Board terminals in Hoboken and Brooklyn lights were charged for at the rate of 50 cents per night and water was sold at 7 cents per ton. In addition to water savings effected at the board's bases a reduction had been effected in the cost of water at other piers with the following results:

Number of lines.	Former rate per ton of water.	New rate per ton of water.
	<i>Cents.</i>	<i>Cents.</i>
5.....	40	7
1.....	35	7
3.....	30	7
2.....	25-40	7
2.....	25	7
1.....	20-30	7

The average price formerly paid was 35 cents per ton, whereas the price on June 30, 1922, was 7 cents per ton, or a saving of 28 cents. It is conservatively estimated that a vessel leaving New York will take on 300 tons of water for boiler, culinary, and other uses. At the rate of 7 cents per ton a saving of \$84 per ship is effected each voyage, or a total saving of over \$50,000 per year in purchase of water by Shipping Board vessels.

It may be stated that operation of eight piers, with 28 available berths, by the Shipping Board will be the deciding factor in the future in the general question of berthing rates. With this number of berths in its possession the board can prevent profiteering whenever traffic becomes congested at the port.

PHILADELPHIA ARMY BASE.

Pier A, 1,140 by 60 feet, docking one side only; no shed.

Pier B, 1,500 by 290 feet, two warehouses three stories high, each 1,480 by 100 feet.

Pier C, 1,320 by 290 feet; no sheds.

This base, in its entirety, was operated by the board throughout the fiscal year. Many factors enter into operation of this property tending to make such operation difficult and unprofitable, not the least of these being the fact that the piers are almost the last ones downstream or more than five miles from the center of town. Access is difficult and cargo originating locally tends to flow through piers more centrally located. Rail conditions are not of the best, although much has been done to improve the situation.

It was the object of the Shipping Board to lease this base to private interests and throughout the year negotiations were made in that direction. A final agreement was reached between the proposed lessees and the Shipping Board and at the close of the year a lease was in the hands of the lessees awaiting their signatures. It was felt that private management of this base would greatly benefit the merchant marine. Under the lease the board will receive \$100,000 per year for the covered Pier B and 50 per cent of the gross revenue received from the remainder of the base. This rental may be revised each year and the lessees books are always open to the board, thereby insuring a reasonable rental for the base at all times.

Financially operations for the year resulted in the following, as shown:

Total gross revenue.....	\$114,066.51
Total expenses.....	55,524.25
Net operating profit.....	58,542.26

Detailed statement of the financial operations will be found in the appendix, Part II, Table X.

In December the slips of Pier No. 98 were dredged to a depth of 31 feet at a cost of about \$22,078.50.

#### GENERAL.

The Boston, Philadelphia, and Brooklyn units were operated by the board under permits issued by the War Department. The board had charge of the maintenance and upkeep of these properties in order that they might eventually be returned to the War Department in a good state of repair. The closest cooperation existed between the War Department and the board in this general question and every endeavor was made by the board to comply with requests of the Army as to making repairs and reconditioning of the various units. In each instance an annual report of operations was submitted to the War Department in order that the department might be acquainted with conditions at the various terminals.

*Financial summary.*

	Revenue.	Expenses.	Net operating revenue.
Pier No. 3, Brooklyn.....	\$251,672.19	\$35,649.53	\$216,022.66
Pier No. 4, Brooklyn.....	97,557.76	15,983.51	81,574.25
Hoboken Terminal.....	654,628.76	134,589.12	520,039.64
Boston base.....	89,431.64	9,471.51	79,960.13
Philadelphia base.....	114,066.51	55,524.25	58,542.26
Totals.....	1,207,356.86	251,217.92	956,138.94

Dredging in the amount of \$63,281.23 was performed at Philadelphia and Hoboken, thereby reducing the net revenue to \$892,857.71.

## RADIO DIVISION.

During the past year the work of the radio division was carried on along the lines laid down in the annual reports for the two years previous. Contracts for radio service were renewed with the same contractors, and contract with the Submarine Signal Co., also under the jurisdiction of this division, was continued in effect. The new radio contracts, however, run for the period of the calendar year instead of terminating on October 1 as heretofore, and both radio and submarine signal contracts were modified with regard to service on vessels indefinitely laid up, for which responsibility was assumed by the corporation instead of the contractors. This resulted in a reduction in expenditures of more than \$100,000 per annum.

Repair shops of radio contractors were eliminated in seven ports.

An important change was made in radio-operator's wages, a sliding scale of pay based upon the operator's experience and upon the importance of his work being substituted for the previous flat scale. This resulted in a reduction of about 20 per cent monthly radio-operator's pay roll, but involved practically no reduction in pay for operators on passenger ships, whose work is most important.

The work of equipping all vessels in operation with audion detectors, begun in 1921, was practically completed, and arrangement was made with the holders of the patents on the vacuum tubes used in this equipment to place them on the market for marine use practically without restriction.

Rates on radiograms were increased 100 per cent, but the total revenue from this source was only about \$30,000 as compared to \$40,000 for the year previous, due to the smaller number of ships in service. Arrangements were made by the radio division for handling a large number of messages by radio which formerly were sent by cable, thus effecting a saving of approximately \$30,000 per year.

A large number of vessels in distress secured aid by means of radio, and for the third successive year not a single vessel was "lost without a trace."

**Cargo Handling.**

With the end in view of reducing the number of cargo claims and the consequent financial loss, the operating department made an exhaustive study of the subject. Managing agents were advised of improved methods of stowage and that full responsibility must be accepted by ships' officers for careful supervision of loading, stowage, and discharging. Arrangements were made with the European organization whereby reports of all cargo claims were made promptly in order that immediate investigation could be instituted to determine responsibility and to permit of instructions being issued to prevent as far as possible recurrences of a similar nature. That efforts along this line were successful was indicated from reports received from foreign offices which showed a material reduction had been made in both the number and amounts of cargo damage claims.

**Discipline of Ships' Personnel.**

A revised system was installed for the handling of disciplinary cases with relation to officers and crew which resulted in a general weeding out of undesirable officers, the elimination of a large amount of detail, and in more prompt and satisfactory results.

The revised system provided for an immediate hearing of complaints against officer or ship personnel upon arrival of a vessel at its home port by the district director. All managing agents were notified of the results of the hearing and whether or not the defendant had been placed on the "deferred list." The result of this finding was forwarded to Washington and the action of the district confirmed or reversed.

Officers or members of ships' personnel placed on the "deferred list" had the privilege of applying for a rehearing in event of further evidence in their favor developing.

**Americanization of Crews.**

In order that preferment be given to American citizens in the manning of United States Shipping Board vessels, careful attention was paid to crew lists which were received by this department, and in the event of aliens being signed on, immediate steps were taken to replace such aliens with American citizens.

**Stowaways and Workaways.**

Action of a definite and far-reaching nature was taken with regard to the elimination of stowaways aboard vessels, and officers not using due diligence to prevent stowaways on board vessels were subjected to heavy penalties.

The practice of allowing workaways to be carried on Shipping Board vessels was eliminated and definite instructions were issued to managing agents that workaways should not be accepted and

further that repatriation of destitute seamen should be handled in accordance with the statutes.

#### STEVEDORING.

The control of stevedoring operations was in charge of the bureau of operation during the fiscal year. Upon taking over the work an examination of the stevedoring rates at the various ports of the United States was begun to ascertain their fairness from the Shipping Board's standpoint. It is to be regretted that the rates were found excessively high, with the result that the board was being overcharged yearly millions of dollars. There was also begun an investigation of the various cargo handling functions entering into stevedoring, the control and regulation of these various operations and the methods employed to check the cost of their performance against the bills rendered therefor. A very chaotic state of affairs existed in the control exercised over the labor, cooping, watching, checking, guarding, laying dunnage, and various other operations involved. The board consequently was being overcharged by stevedoring concerns and mulcted in numerous other ways in a total amount that was almost appalling. It should be stated, however, that not all stevedoring operations upon board vessels were found to be performed at excessive cost or in an improper manner. Some firms were found doing work at a reasonable rate and in a highly creditable manner.

Extended investigations revealed the further fact that the great majority of shipping firms handling board tonnage had organized stevedoring companies subsidiary to their shipping organizations through which they were performing the stevedoring on board vessels. It was the exception to the rule to find independent stevedoring companies retained by Shipping Board operators. Much of the irregularity and overcharging found was among the subsidiary stevedoring companies as a natural outgrowth of the interlocking ownership and control of the parent shipping company and subsidiary stevedoring concern. Instead of one being a check upon the other as naturally follows when both companies are independently owned, no check existed. The captain of the vessel, who is responsible to the owner for proper stowage, was a fellow employee of the man doing the stevedoring work. This subsidiary situation still exists and unquestionably is not conducive to the most efficient and economical handling of board vessels, and steps are being taken to correct the abuses referred to.

#### Stevedoring Committee.

A committee was organized properly to work out a revision of stevedoring rates and methods. This committee was instructed to begin an analysis of rates and stevedoring conditions existing at all

the ports in the United States to or from which the board was operating vessels and to devise port rate schedules for handling the various commodities based upon the labor cost entering into the operations plus reasonable allowances for overhead, depreciation, and profit, and also to establish working conditions under which stevedoring should be performed, which conditions should be as nearly uniform as practicable for the various ports. The saving to the board, through a lowering of stevedoring cost was, therefore, to be made, first by a flat reduction of the stevedoring rates at the various ports through a rate schedule, and second by the elimination of various items called extras through a set of conditions controlling the operation of the rates, which items heretofore had been charged separately to the ship's account.

As the work of the stevedoring committee progressed from port to port and rate schedules were worked out and put in operation, it became apparent that properly to enforce the rates and conditions, once they were worked out, some system of checking stevedoring operations and the bills subsequently rendered was imperative. A checker system was then devised and immediately put in operation at the port of New York. At the close of the fiscal year this system was in course of expansion to cover all the leading ports in the United States as a result of the waste prevented and direct savings made at New York.

#### **Stevedoring Schedules.**

The stevedoring committee began its work at north Atlantic ports, analyzing conditions and developing rate schedules for Baltimore, Boston, Philadelphia, New York, and Hampton Roads in succession. Schedules of Gulf and south Atlantic ports were next prepared and before the end of the fiscal year Pacific-coast cities had been visited and schedules worked out. These schedules reflect in their commodity rates the efficiency of labor and facilities at the various ports, as well as the varying labor costs. All schedules were in effect June 30, 1922, except those for the Pacific-coast cities. A number of these schedules had been revised to meet changed conditions in costs or methods of freight handling.

The second method of cost reduction by elimination of extra charges, to be accomplished through conditions laid down to govern the operation of the rate schedules, progressed effectively. These savings were large, due to limiting employment of extra labor, working of overtime, and the performance of many functions hitherto charged to the ship.

The following tabulation shows the cities at which stevedoring rates and conditions were revised before June 30, 1922, and the percentage of saving by the rates on June 30, 1922, over rates in

effect before the revisions were made and through the elimination of extra charges:.

	Average reduction per ton over 1920 rates.	Percent- age of reduction.		Average reduction per ton over 1920 rates.	Percent- age of reduction.
	<i>Cents.</i>			<i>Cents.</i>	
Portland, Me.....	30	30.7	Savannah-Charleston-Jack- sonville.....	47	43
Boston.....	42	33	Mobile.....	44	35
New York.....	41	31	New Orleans.....	31	35
Philadelphia.....	34	37	Galveston.....	41	32
Baltimore.....	46	52			
Norfolk.....	59	40			

The schedules worked out for Pacific-coast ports, but not in force at the end of the fiscal year, will accomplish relatively the same saving.

#### Checking System.

As stated heretofore, a checking system to enforce compliance with established rate schedules became a necessity. On June 30, 1922, 12 employees were checking the time consumed in loading and discharging cargo at the New York docks, and it was contemplated to extend this system to other important ports. These checkers were on all docks where Shipping Board vessels berthed and checked the time of all stevedores in loading and discharging, as well as the time spent by the employees in performing extra labor and overtime incident thereto. A record also was kept of the time of receiving and delivery clerks, watchmen, and other employees on the docks. The checker made out his reports of time and sent them to the stevedore section of the New York office, where they were used in checking the stevedoring bills rendered.

Being at the source of the work, the checker also reported on such matters as the number of men employed as watchmen, receiving and delivery clerks, coopers, etc., advising if, in his opinion, there were more employed than were actually required. By this control the number of men used on incidental work was greatly reduced. Dunnage and materials for coopering were checked as delivered, and the cost of this material was lowered considerably by pointing out to the stevedoring company where the best purchases could be made.

These field men were used also to check up the actual time spent in loading or discharging particular classes of cargo, to aid the stevedoring committee in arriving at an equitable rate for the tariff, or in some cases to determine whether or not results justified lowering the rate.

It is impossible to estimate in dollars and cents the amount saved by the checkers through preventive methods on the docks such as

refusal to permit the performance of work, hiring of men, or buying of material. These would total a very large sum. Their presence on the dock had a moral effect that precluded many charges originating. There was worked out an exact record of disallowances from bills rendered because of nonconformance with stevedores' reports. The following table covers such reductions for a period of five months prior to June 30, 1922, from such bills as were passed for payment during that period:

*Reductions from stevedoring bills rendered at New York February 1, 1922, to June 30, 1922.*

Rate overcharges.....	\$2, 617. 60
Overtime, material, clerk hire, watchmen, and cooperage.....	7, 105. 23
Extra labor and detentions.....	3, 237. 79
Total saved.....	12, 960. 62

A very large saving was made also by the checkers through reducing the number of clerks employed on docks by managing agents, in supervising cooperage operations and inspecting and checking materials furnished for the same and by controlling the purchase and checking delivery of materials for dunnage. These savings have been reduced to a cargo ton basis by comparing a number of voyage accounts for the year preceding the installation of the checker system at New York with those for recent months since such installation. The following table represents the per ton saving, which necessarily must be relative as it has been impossible to check all the voyage accounts for the years 1921 and 1922:

*Saving in clerk hire, cooperage and material, and dunnage at New York, per cargo ton, by checkers.*

Year.	Clerk hire, per ton.	Cooperage and material, per ton.	Dunnage, per ton (gross or dead weight).
1921.....	\$0.36 $\frac{1}{4}$	\$0.19 $\frac{3}{4}$	\$0.22 $\frac{3}{4}$
1922.....	.18 $\frac{1}{4}$	.11 $\frac{1}{4}$	.07 $\frac{1}{4}$
Saving per ton.....	.18 $\frac{1}{4}$	.08 $\frac{1}{2}$	.15 $\frac{1}{4}$
Total saving per ton.....			\$0.42 $\frac{3}{4}$

When it is realized that more than one-half of all the cargo handled in Shipping Board vessels passes through the port of New York, the saving of 42 cents per cargo ton means a total dollars and cents saving running to very large figures.

*Summary of savings.*—In order to visualize in dollars and cents the total saving to the board by the work done during the fiscal year in revising stevedoring rates and in checking stevedoring bills, the following table was prepared based upon the tonnage of cargo

handled in board vessels for the six-month period from July 1, 1921, to January 1, 1922. This is the last six-month period for which statistics were available. These statistics are arranged by districts. Inasmuch as the rate schedules prepared for Pacific coast ports had not gone into effect before the end of the fiscal year, the Pacific coast district is not included in this tabulation. The saving due to the installation of the checking system is not included in the tabulation as it had only been in effect for a portion of the year.

*Reduction in stevedoring charges from July 1, 1921, to June 30, 1922.*

North Atlantic district, 1,569,477 tons, at 42 cents.....	\$659, 180. 34
South Atlantic district, 264,701 tons, at 47 cents.....	124, 409. 47
Gulf district, 1,002,010 tons, at 39 cents.....	390, 783. 90
	<hr/>
For 6 months.....	1, 174, 373. 71
For 1 year.....	2, 348, 747. 42

*Monthly tabulations.*—The analysis of stevedoring bills proved a very intricate problem. So many functions enter into the stevedoring operation and they vary so radically at different ports that a comparison of costs between different periods of time and between different ports for the same period proved serious tasks. These comparisons were necessary if reductions were to be obtained on a scientific basis. The general comptroller's department was requested, therefore, to prepare a monthly statement from actual bills paid. These statements, comprising the first real analysis of stevedoring bills thus far made by any department of the board, covered payments made on account of stevedoring in United States ports.

#### DEPARTMENT OF MAINTENANCE AND REPAIR.

During the fiscal year the entire construction program was completed and it is now possible to present figures which accurately disclose the effect which the completion of this construction program has had on the merchant marine of the United States.

Prior to the war the largest annual production of merchant vessels in the United States was in 1908, during which year 921,324 dead-weight tons were constructed, whereas during the year 1919 6,558,823 dead-weight tons were built. The total program completed for the United States Shipping Board represents 2,312 vessels, totaling 13,636,711 dead-weight tons, in addition to the large amount of construction work done for the account of the United States Navy, or, in other words, from a merchant marine in the year 1914 of 11,893,437 dead-weight tons, the United States has expanded to a merchant fleet aggregating 27,990,817 dead-weight tons. It should be understood that the majority of this fleet was constructed under great pressure and with few experienced shipbuilders, and while some defects have developed from time to time as a result of these conditions the majority of the fleet is well constructed and seaworthy.

## FUNCTIONS AND ORGANIZATION.

During the early part of the fiscal year this department, under the title of "Department of maintenance and repair," was placed under the jurisdiction of the vice president in charge of operations. The department was divided into two main units, namely, the construction division and the repair division.

The construction division was charged with the responsibility of completing the shipbuilding program undertaken by the corporation. This involved the completion of 24 steel vessels and 7 floating dry docks which were under construction during the year, the closing out of the corporation's interest in all yards in which construction had been completed, the investigation and settlement of claims filed against the corporation, and other matters incident to the completion of the shipbuilding program.

The repair division was charged with the repair and upkeep of the fleet, with the exception of laid-up vessels; also the supervision of alterations and reconstruction undertaken by the corporation.

## PERSONNEL.

At the beginning of the fiscal year (July 1, 1921) the department consisted of 709 employees, with annual salaries of \$1,847,795.60, but by June 30, 1922, this number had been reduced to 281, with annual salaries of \$804,720. This represents a reduction of 428 employees and \$1,043,075.60 in salaries. The comparison is as follows:

	July 1, 1921.		June 30, 1922.		Decrease.	
	Employees.	Salaries.	Employees.	Salaries.	Employees.	Salaries.
Home office.....	406	\$988,339.60	100	\$271,640.00	306	\$716,699.60
Field office.....	303	859,456.00	181	533,080.00	122	326,376.00
	709	1,847,795.60	281	804,720.00	428	1,043,075.60

## CONSTRUCTION DIVISION.

## SHIP CONSTRUCTION.

During the fiscal year 23 ships of 267,400 dead-weight tonnage were delivered by the construction division of the department of maintenance and repair. This represented 15.48 per cent of the tonnage delivered the previous fiscal year but only 4.69 per cent of that completed during the fiscal year 1919-20, in which the peak of production was reached. The deliveries accomplished during the fiscal year ending June 30, 1922, were steel contract ships of 10,000 dead-weight tons or over, and 11 of the number completed were of the combination passenger and cargo type, totaling 143,000 dead-weight tons. These latter vessels were contracted for originally as

transports but were later converted to combination passenger and cargo type.

The number of ships and tonnage delivered each month of the fiscal year 1922 is shown as follows:

1921			1922		
Month.	Number.	Dead-weight tons.	Month.	Number	Dead-weight tons.
July.....	7	80,200	February.....	2	26,000
August.....	4	41,200	May.....	1	13,000
September.....	2	26,000			
October.....	2	21,000			
November.....	3	37,000			
December.....	2	23,000			
Total.....	20	228,400	Total.....	3	39,000
			Grand total.....	23	267,400

All districts completed their active construction programs before the end of the fiscal year 1921, with the exception of the Delaware River, Middle Atlantic, Pacific districts, and the yard in China. The following table shows the number of ships and dead-weight tonnage delivered by each district for the fiscal year covered by this report:

	Contract steel.	
	Number.	Dead-weight tons.
Delaware River.....	8	104,000
Middle Atlantic.....	4	49,200
Pacific.....	9	94,200
China.....	2	20,000
Total.....	23	267,400

A comparison of the tonnage completed in the United States during the several years preceding the war with that constructed since that date shows the advance made in the shipbuilding industry.

*Shipbuilding in United States since 1910.*

Fiscal year.	Dead-weight tonnage.	Fiscal year.	Dead-weight tonnage.
1910.....	513,102	1917.....	996,718
1911.....	436,743	1918.....	1,951,302
1912.....	349,003	1919.....	4,989,931
1913.....	519,232	1920.....	5,694,567
1914.....	474,375	1921.....	2,863,465
1915.....	337,683	1922.....	895,395
1916.....	488,119		

The following chart showing the growth of shipbuilding in the United States clearly indicates the expansion this industry underwent

**GROWTH  
OF  
SHIPBUILDING  
IN  
THE UNITED STATES  
1813 TO 1922**

1813 - 1819		AVERAGE YEARLY TONNAGE 131,730 D.W.T.
1820 - 1829		AVERAGE YEARLY TONNAGE 132,983 D.W.T.
1830 - 1839		AVERAGE YEARLY TONNAGE 169,042 D.W.T.
1840 - 1849		AVERAGE YEARLY TONNAGE 254,254 D.W.T.
1850 - 1859		AVERAGE YEARLY TONNAGE 559,572 D.W.T.
1860 - 1869		AVERAGE YEARLY TONNAGE 440,079 D.W.T.
1870 - 1879		AVERAGE YEARLY TONNAGE 398,631 D.W.T.
1880 - 1889		AVERAGE YEARLY TONNAGE 309,787 D.W.T.
1890 - 1899		AVERAGE YEARLY TONNAGE 338,596 D.W.T.
1900 - 1909		AVERAGE YEARLY TONNAGE 635,025 D.W.T.
1910 - 1916		AVERAGE YEARLY TONNAGE 445,465 D.W.T.
1917		997,018 D.W.T.
1918		3,223,506 D.W.T.
1919		6,558,823 D.W.T.
1920		4,291,087 D.W.T.
1921		895,395 D.W.T.

1908  927,324 D.W.T.  
LARGEST YEARLY PRODUCTION  
PREVIOUS TO WORLD WAR.

during the war, and though a number of the shipyards which were created primarily to meet the emergency call for ships have suspended operations, nevertheless the industry as a whole has now a capacity for a larger output than at any period prior to the war.

The original ship construction program of the corporation, including vessels requisitioned while under construction and ships for which contracts were let, involved the construction of 3,270 vessels of 18,407,276 dead-weight tons, and covered all types needed in connection with the transportation of troops and munitions as well as those necessary to replace the ravages made by the submarines on the tonnage of the Allies. The termination of the war, however, left the corporation with a considerable number of vessels in various stages of construction, some of which would be undesirable on a peacetime basis. An immediate survey of the situation was made and work was suspended where construction was not too far advanced, and cancellations were effected wherever a saving to the corporation would result. The original program was thereby reduced 958 ships of 4,770,565 dead-weight tons, leaving an active program of 2,312 ships of 13,636,711 dead-weight tons, which represents a decrease of 25.8 per cent.

The original construction program, together with cancellations and the remaining active program by class of construction, is shown in the following tabulation:

*Original and active program.*

	Original program.		Canceled.		Active.	
	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.
Requisitioned steel.....	419	2,963,406	25	276,140	384	2,687,266
Contract steel.....	1,741	11,914,670	432	2,986,975	1,309	8,927,695
Contract wood.....	1,017	3,052,200	428	1,166,950	589	1,885,250
Contract composite.....	50	175,000	32	112,000	18	63,000
Contract concrete.....	43	302,000	31	228,500	12	73,500
Total.....	3,270	18,407,276	958	4,770,565	2,312	13,636,711

A more detailed statement of the complete or accumulated program, cancellations, and active program, by type as well as class of construction, also by geographical location, is given in the appendix, Part II, Tables XII and XIII.

**Program at End of Fiscal Year.**

The program at the close of the fiscal year 1921 contemplated 2,312 vessels of 13,636,711 dead-weight tons. All of the vessels were completed with the exception of one, a 9,400-ton cargo carrier, on which the builder suspended operations.

## COMPARATIVE PROGRESS MERCHANT MARINE TONNAGE OF THE UNITED STATES

<i>FISCAL YEAR</i>		<i>DEADWEIGHT TONNAGE</i>
1789		204,426
1794		724,124
1796		951,609
1800		1,383,739
1810		2,137,174
1820		1,920,251
1830		1,787,663
1840		3,271,147
1850		5,303,180
1860		8,030,807
1870		6,369,761
1880		6,102,052
1890		6,636,746
1900		7,747,258
1910		11,262,123
1914		11,893,437
1917		13,306,556
1918		14,886,776
1919		19,440,047
1920		25,027,342
1921		27,990,817
1922		28,886,212

The following tabulation shows the active program as regards class of construction, subdivided by types:

*Active program, by types.*

	Steel.	Wood.	Com- posite.	Concrete.	Total.	
					Number.	Dead- weight tons.
Cargo.....	1,429	304	18	4	1,755	10,777,434
Tanker.....	133	1		8	147	1,427,730
Refrigerator.....	19				19	161,400
Transport.....	22				22	179,775
Passenger and cargo.....	25				25	308,972
Barges.....	6	28			34	93,200
Tugs (ocean).....	46	13			59	(1)
Tugs (harbor).....	8	56			64	(1)
Finished hulls.....		115			115	447,700
Hulls converted to barges.....		56			56	206,000
Hulls converted to sailers.....		8			8	30,500
Barges converted to schooners.....		2			2	4,000
Harbor tugs (hulls).....		6			6	(1)
<b>Total.....</b>	<b>1,693</b>	<b>589</b>	<b>18</b>	<b>12</b>	<b>2,312</b>	<b>13,636,711</b>

<sup>1</sup> No tonnage given on tugs.

The foregoing chart, showing comparative progress of the merchant marine tonnage of the United States, is a graphic illustration of the enviable position which has been attained by this country since 1914.

**Status of Active Program June 30, 1922.**

The last keel was laid March 15, 1921; the final launching took place September 19, 1921, and construction was completed with the delivery of the S. S. *Western World*, a 13,000-ton passenger and cargo vessel, on May 9, 1922.

The number of ships and dead-weight tonnage delivered during each fiscal year of the corporation's existence follows:

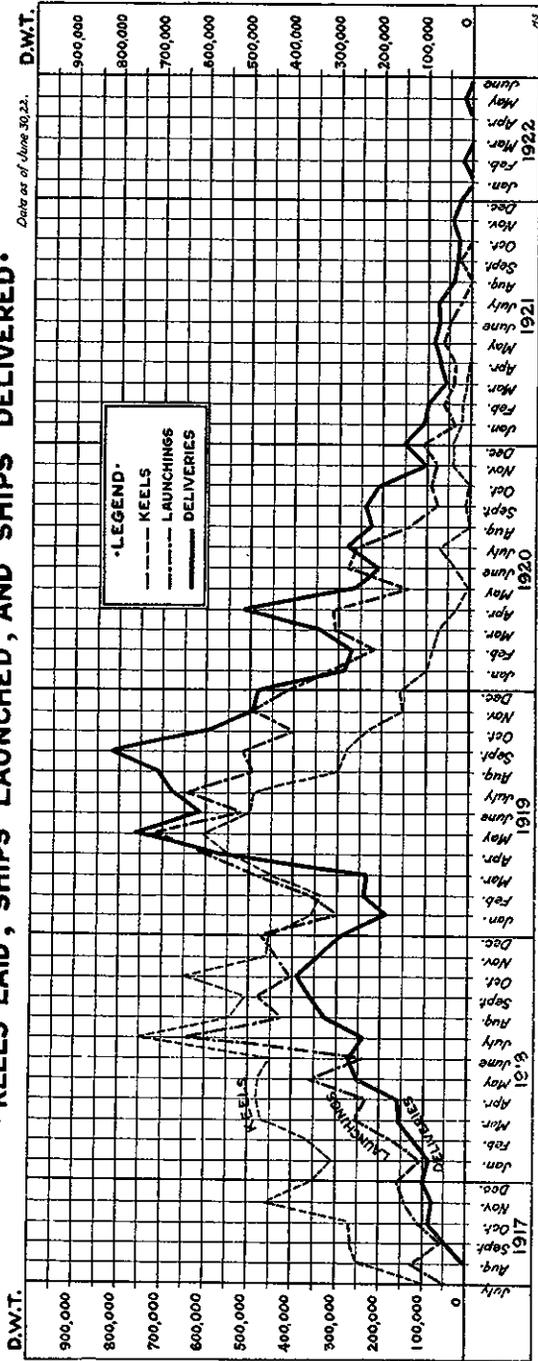
*Deliveries for each fiscal year.*

Year.	Number of ships.	Dead-weight tonnage.
1917-18.....	214	1,374,496
1918-19.....	854	4,553,298
1919-20.....	1,002	5,694,567
1920-21.....	213	1,737,550
1921-22.....	23	267,400
<b>Total.....</b>	<b>2,311</b>	<b>13,627,311</b>

A general summary of keels laid, ships launched, and ships delivered for each month and year will be found in the appendix, Part II, Tables XIV, XV, and XVI.

Among the many notable records achieved by the shipbuilders during the war perhaps none is more worthy of mention than the building of the S. S. *Crawl Keys*, a 3,350-ton steel cargo vessel con-

• KEELS LAID, SHIPS LAUNCHED, AND SHIPS DELIVERED.



structed on the Great Lakes by the Great Lakes Engineering Works. Keel was laid on July 11, 1918, and the vessel was launched just 16 days later on July 27, 1918. The completed ship was delivered to the corporation on August 14, 1918, 34 days after work started.

Closely rivaling the above-mentioned event was the performance of the New York Shipbuilding Corporation in the construction of the S. S. *Tuckahoe*, a 4,900-ton steel collier on which the keel was laid April 8, 1918. The vessel was launched 27 days later on May 5, 1918, and delivered to the corporation on May 15, 1918, 37 days after the keel was laid.

A wonderful record was also established in wood-ship construction by the Grays Harbor Motorship Corporation in building the S. S. *Aberdeen*. The keel was laid September 9, 1918, and the vessel launched 19 days after on September 28, 1918. Delivery was consummated October 6, 1918, just 27 days after keel laying.

The foregoing graphic chart, showing curves of keel layings, launchings, and deliveries, clearly defines the rise in production to the date of the armistice, after which time, due to suspension of contracts with a number of yards, the curves descend for a period of several months. This descent covers the time during which the question of cancellations and reinstatements was being considered. Adjustments having been made the curves again ascend until the peak of production is reached in September, 1919. After that month the lines of production follow a downward course, indicating the rapid completion of the active ship construction program.

#### STEEL SHIP CONSTRUCTION.

##### Requisitioned Steel Vessels.

Of the 431 steel vessels under construction in shipyards in the United States on August 3, 1917, which were requisitioned by the Government, 13 were released to former owners before completion, 22 were canceled, and the status of 12 changed from requisitioned to contract vessels, leaving a total of 384 requisitioned steel ships on the active program. The completion of the M. S. *William Penn*, a 12,500-ton designed dead-weight vessel, on June 23, 1921, brought the requisitioned ship program to a close. The delivery of this ship, however, marks a new development in the American merchant marine, as the motive power installed in this vessel consists of two six-cylinder, four-cycle Diesel engines, of a combined indicated horsepower of 4,200. The M. S. *William Penn* was the first large American vessel fitted with an installation of such type and power.

The following tables show the number of vessels and dead-weight tonnage under construction for American and foreign owners, requisitioned on August 3, 1917; also the original and active requisitioned program:

*Nationality of former owners of requisitioned vessels.*

Nationality of former owners.	Number.	Dead-weight tons.	Nationality of former owners.	Number.	Dead-weight tons.
American.....	185	1,534,111	Danish.....	4	15,200
British.....	163	988,980	Russian.....	2	14,600
French.....	34	234,270	Japanese.....	1	8,800
Norwegian.....	38	219,145	Total.....	131	3,071,306
Italian.....	4	29,200			

*Requisitioned steel vessels.*

	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.
Cargo.....	313	2,000,339	13	70,600	300	1,929,739
Cargo (released).....	6	57,800	6	57,800		
Cargo (to contract).....	12	110,900	12	110,900		
Tanker.....	60	582,530	7	63,500	53	519,030
Tanker (released).....	1	6,980	1	6,980		
Refrigerator.....	11	86,200	1		11	86,200
Transport.....	9	71,975			9	71,975
Collier.....	9	70,350			9	70,350
Passenger and cargo.....	4	18,972	2	9,000	2	9,972
Ore carrier (released).....	6	68,260	6	68,260		
Total.....	431	3,074,306	47	387,040	354	2,687,266
Changed to contract.....	12	110,900	12	110,900		
Net total.....	419	2,963,406	35	276,140	384	2,687,266

**Contract Steel Vessels.**

At the close of the fiscal year 1920-21 only 24 vessels remained to be completed, all of which were contract steel ships. With one exception, the S. S. *Georgia M. Morse*, on which the builder suspended operations, these were delivered and the active ship construction program was brought to a close on May 9, 1922.

The total performance, by type, for contract steel vessels is shown in the following table:

*Contract steel vessels.*

	Keels laid.		Launchings.		Deliveries.	
	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.
Cargo (United States).....	1,086	7,296,205	1,086	7,296,205	1,085	7,286,805
Cargo (Japan).....	30	243,290	30	243,290	30	243,290
Cargo (China).....	4	40,000	4	40,000	4	40,000
Tankers.....	73	713,000	73	713,000	73	713,000
Tankers (Navy).....	12	131,000	12	131,000	12	131,000
Transports.....	13	107,800	13	107,800	13	107,800
Refrigerators.....	8	75,200	8	75,200	8	75,200
Passenger and cargo.....	23	299,000	23	299,000	23	299,000
Barge.....	6	22,200	6	22,200	6	22,200
Tug (ocean).....	46	(1)	46	(1)	46	(1)
Tug (harbor).....	8	(1)	8	(1)	8	(1)
Total.....	1,309	8,927,605	1,309	8,927,695	1,308	8,918,295

<sup>1</sup> No tonnage given on tugs.

## PASSENGER AND CARGO VESSELS.

During the fiscal year 11 of the combination passenger and cargo vessels were delivered, thereby completing this program, as the balance of this type had been delivered the previous fiscal year.

The total active program of this type of ship consisted of 23 vessels, 16 of which have a length of 518 feet between perpendiculars, 72 feet beam, and 50 feet depth; the remaining 7 measure 502 feet between perpendiculars, 62 feet beam, and 42 feet depth. The vessels of the larger dimensions have somewhat finer lines, develop greater speed, and have accommodations for more passengers than the smaller vessels, which accounts for the fact that the designed dead-weight tonnage is relatively the same for both. The vessels have twin screws and are fitted for burning oil.

The 502-foot vessels have accommodations for 78 first-class passengers and 118 officers and crew in addition to 9,069 tons freight of which 52,300 cubic feet can be used for refrigerated cargo. The propelling machinery consists of a four-cylinder triple-expansion reciprocating engine of 7,000 indicated horsepower capable of driving the vessels at a speed of 15 knots per hour. Steam is furnished by six Scotch boilers.

The 518-foot vessels have accommodations for 260 first-class passengers, 300 third class, and 210 officers and crew in addition to 7,000 tons of cargo space of which 2,590 cubic feet can be utilized for cold-storage freight. Turbines of 12,000 shaft horsepower form the motive power on these ships and a speed of  $17\frac{1}{2}$  knots can be maintained. Steam is supplied by eight water-tube boilers. Subsequent to delivery a number of these ships were altered to give larger passenger accommodations and greater capacity for cold-storage freight.

The original contracts covering these vessels provided for construction of troop transports, but due to the changed conditions following the signing of the armistice, and to the fact that progress had not advanced beyond the stage where conversion to the present type could be made economically, the type was changed.

A detailed statement showing the yards at which these ships were built, motive power, dimensions, etc., appears in the appendix, Part II, Table XVII.

## STEEL TANK STEAMERS.

Fuel oil now being recognized universally as an economical means of developing power on ocean tonnage, and in view of the fact that the coal industry has been considerably unsettled the past few years due to continued labor difficulties attended with a consequent shortage in the coal supply, the steel-tank-steamer program has assumed a position of importance second to none. During the fiscal year 1921-22 six vessels of this type totaling 60,400 dead-

weight tons were completed, the final delivery being made August 19, 1921.

The following table shows the active steel-tank-steamer program by class of construction:

*Active steel-tank-steamer program.*

	Active program.		Delivered.	
	Number.	Dead-weight tons.	Number.	Dead-weight tons.
Requisitioned steel.....	53	519,030	53	519,030
Contract steel.....	85	844,000	85	844,000
Total.....	138	1,363,030	138	1,363,030

The following table gives the percentage of dead-weight tonnage delivered by the corporation as "oil," "oil or coal," and "coal" burning vessels:

*Percentage of active tonnage equipped as "oil," "oil or coal," or "coal" burning vessels.*

Fuel equipment of ships delivered.	Per cent.	Dead-weight tons.	Dead-weight tons, oil burners.
Oil.....	41	5,308,120	5,308,120
Coal.....	23	3,610,338	.....
Oil or coal.....	31	3,932,453	3,932,453
Total.....	100	12,845,911	9,235,573

<sup>1</sup> Tonnage of sailing vessels, barges, etc., not included.

#### WOOD, COMPOSITE, AND CONCRETE SHIP CONSTRUCTION.

All construction on wood, composite, and concrete ships was completed during the fiscal year 1920-21. The following table shows the active programs, by type, for these three classes of construction:

##### WOOD-SHIP ACTIVE PROGRAM.

	Number.	Dead-weight tons.
Steamers.....	305	1,126,050
Steamers, hulls only.....	113	447,700
Steamers, converted to barges.....	36	206,000
Steamers, converted to sailers.....	8	30,500
Barges, converted to schooners.....	28	71,000
Ocean tugs.....	13	4,000
Harbor tugs.....	56	.....
Harbor tugs, hulls only.....	6	.....
Total.....	589	1,885,250

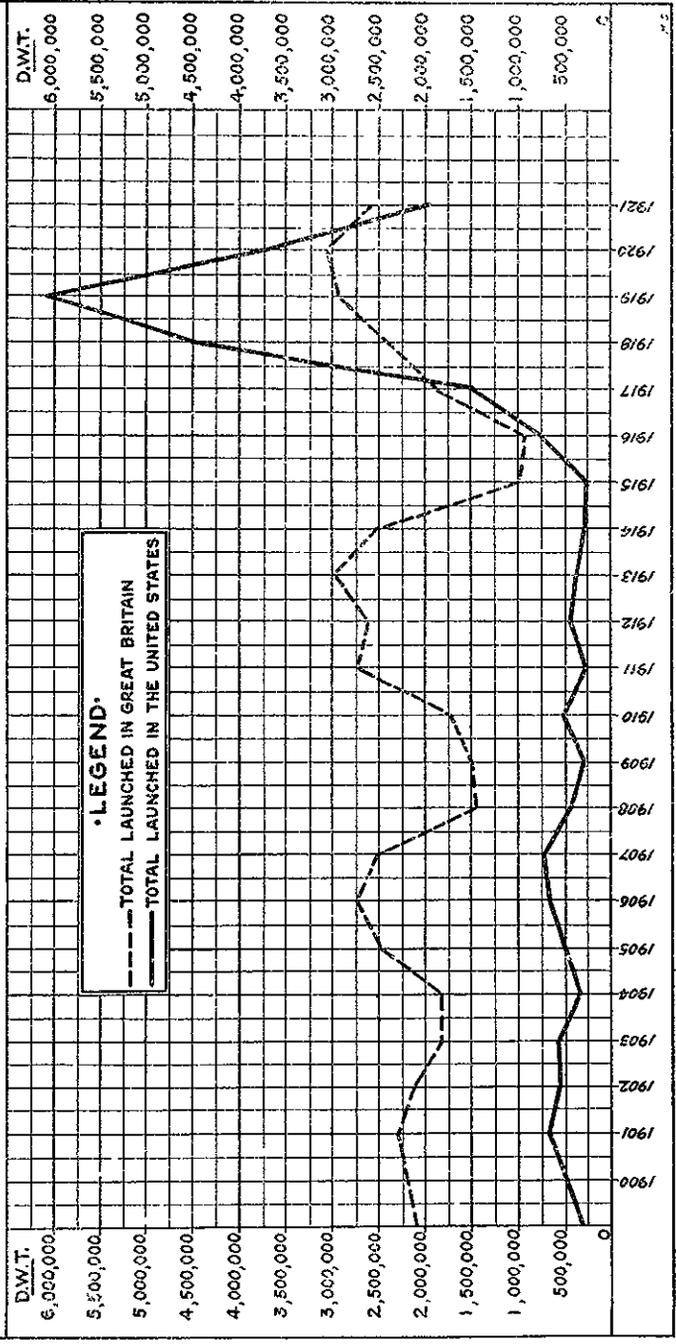
##### COMPOSITE-SHIP ACTIVE PROGRAM.

Cargo.....	18	63,000
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##### CONCRETE-SHIP ACTIVE PROGRAM.

Cargo.....	4	13,500
Tanker.....	8	60,000
Total.....	12	73,500

**SHIPS LAUNCHED IN THE UNITED STATES AND GREAT BRITAIN  
• 1900 TO 1920.**



## YARDS AND DOCKS.

The yards and docks section which completed the work formerly handled by the shipyard plants division ceased to exist as a section of the construction division on December 31, 1921. The construction of shipyards had ceased prior to the last report and construction of dry docks was completed during December, 1921.

A summary of the present status of the uncanceled contracts for dry docks, graving docks, and marine railways follows:

Kind.	Complete (in operating condition).	Complete (except for work at operating site).	Construction suspended.	Total.
Floating dry docks.....	11	5	1	17
Graving docks.....	2	0	0	2
Marine railways.....	11	0	2	13
Total.....	24	5	3	32

## Floating dry docks (17):

## (a) Complete and in operating condition (11)—

Alabama Dry Dock & Shipbuilding Co., Mobile, Ala.  
 Bethlehem Shipbuilding Corporation (Ltd.), Sparrow Point, Md.  
 Galveston Dry Dock & Construction Co., Galveston, Tex.  
 Jahneke D. D. & Construction Co., New Orleans, La. (2).  
 Savannah D. D. & Repair Co., Savannah, Ga.  
 Bruce Dry Dock Co., Pensacola, Fla.  
 New York Harbor Dry Dock Corporation, Clifton, Staten Island, N. Y.  
 Perth Amboy Dry Dock Co., Perth Amboy, N. J.  
 Staten Island Shipbuilding Co., Staten Island, N. Y.  
 Lord Dry Dock Corporation, Weehawken, N. J.

## (b) Complete except for necessary work at operating site (5)—

New York Harbor Dry Dock Corporation, Clifton, Staten Island, N. Y.  
 Stored at Mill Basin, Brooklyn, N. Y.  
 Unsold 10,000-ton wooden dry dock (2).  
 Stored at Mill Basin, Brooklyn, N. Y.  
 Unsold 10,000-ton wooden dry dock.  
 Stored at Tiverton, R. I.  
 Unsold 6,000-ton steel dry dock (formerly Ramberg).  
 Stored at Mill Basin, Brooklyn, N. Y.

## (c) Construction suspended (1)—

1 6,000-ton wooden dry dock (formerly Merrill-Stevens).  
 Stored at Jacksonville, Fla.

## Graving docks (2):

## (a) Complete and in operation (2)—

Norfolk Navy Yard (2).

## Marine railways (13):

## (a) Complete and in operating condition (11)—

Henderson Shipbuilding Co., Mobile, Ala.  
 Crowninshield Shipbuilding Co., South Somerset, Mass.  
 Beaumont Shipbuilding & Dry Dock Co., Beaumont, Tex.

## Marine railways—Continued.

## (a) Complete and in operating condition—Continued.

Cumberland Shipbuilding Co., Portland, Me.

Tampa Dock Co., Tampa, Fla.

Federal Marine Railway, Savannah, Ga.

Barnes &amp; Tibbitts, Alameda, Calif. (2).

American Dredging Co., Camden, N. J.

Lord Dry Dock Corporation, Providence, R. I.

Southern Shipyard Corporation, Newport News, Va.

## (b) Construction suspended (2)—

Merrill-Stevens S. B. Co., Jacksonville, Fla.

Puget Sound Marine Railway Co., Tacoma, Wash.

## REPAIR DIVISION.

The efforts of the repair division were directed toward the maintenance of the active fleet in the best material condition with the least expenditure of funds. During the fiscal year there was a sharp decrease in the number of vessels in service.

On July 1, 1921, there were 280 employees, with a total annual salary of \$809,136, engaged on repair work, while on June 30, 1922, there were but 211 employees, with a total annual salary of \$600,920, or a reduction of 69 employees and \$208,216. The majority of these employees were engaged in the office of the repair division at New York and the balance distributed throughout the offices in 14 ports of the United States and 9 foreign ports.

**Repair Costs.**

During the year the efforts of the repair division were concentrated on reducing the cost of vessel repairs and at the same time maintaining a high grade of efficiency in the active fleet. That these efforts were successful is evidenced by the figures following, which indicate the cost of repairs, per dead-weight ton per annum, of tonnage in active service for the fiscal year ended June 30, 1922.

*Approximate average cost of vessel repairs of active dead-weight tonnage (average tonnage 3,922,897) for fiscal year ended June 30, 1922.*

Maintenance.....	\$2.2859
Faulty construction.....	.0916
Betterments.....	.5263
Reconditioning.....	.8704
Marine losses.....	.9086
Voyage expense.....	.4032
Total.....	5.0860

(Exclusive of reconditioning S. S. *Leviathan*.)

The contributing factors in this reduction were:

(a) Development of competition among repair contractors.

(b) Improvement in the quality of men operating the vessels and improvement in the morale of the crew, which is such a vital factor in the successful operation of our merchant marine.

- (c) Elimination of incompetent or inexperienced operators.
- (d) Close scrutiny of repair lists to determine absolute need of items requested.
- (e) Performance of only such alterations as were absolutely necessary or which would unquestionably increase the value of the vessel in the event of sale.
- (f) Insistence upon the performance by the crew of work which properly belongs to them.
- (g) General deflation of prices in the labor and material market.

The following table shows the amount of repair bills approved for disbursement for the fiscal year, by districts:

*Vessel repairs approved for disbursements in ports of United States for fiscal years July 1, 1919, to June 30, 1920, July 1, 1920, to June 30, 1921, and July 1, 1921, to June 30, 1922, exclusive of the cost of reconditioning or repairing ex-enemy vessels.*

	New England.	North Atlantic.	Philadelphia.	Baltimore.	South Atlantic.	Gulf.	Pacific.	Great Lakes.	Total.
1921.									
July.....	\$120,487.39	\$1,114,376.23	\$120,612.16	\$635,711.78	\$271,358.04	\$391,373.86	\$882,379.03		\$2,736,496.39
August.....	142,862.81	1,219,393.19	100,913.73	178,357.49	380,919.27	320,184.35	258,283.54		2,391,304.09
September.....	26,555.15	824,088.45	366,007.00	98,673.91	132,741.83	269,179.44	211,444.09		1,588,709.77
October.....	134,412.32	434,712.66	233,944.10	170,200.87	134,315.77	406,141.06	362,921.09		3,836,447.37
November.....	39,236.86	509,633.05	49,850.04	54,334.25	60,701.95	174,173.77	336,285.26		1,233,847.78
December.....	18,715.80	391,043.61	34,721.26	70,311.97	60,853.77	381,371.41	168,197.34		1,123,887.16
1922.									
January.....	34,654.99	345,940.40	23,222.68	92,312.98	125,791.12	273,055.25	80,607.88		976,185.30
February.....	20,775.28	328,882.60	46,484.69	75,737.57	100,550.22	178,112.58	160,808.93		911,051.79
March.....	37,224.96	463,946.45	44,942.82	145,694.40	130,841.97	196,882.90	225,016.37		1,233,946.67
April.....	13,719.69	430,479.80	87,686.34	181,829.68	141,691.89	286,968.82	151,316.48		1,423,216.30
May.....	23,075.78	510,053.93	85,302.93	72,246.55	71,118.49	866,440.68	111,942.41		1,837,974.37
June.....	49,718.71	913,462.73	104,203.51	69,467.30	180,188.91	302,838.12	259,457.88		1,841,323.06
Subtotal.....	708,003.94	9,498,628.41	1,497,750.98	1,835,488.13	1,750,479.73	4,057,945.05	2,704,860.12		21,748,198.90
Amount approved for disbursements for fiscal years ending									
June 30, 1920.....	4,471,764.18	38,918,855.75	2,519,771.86	4,663,042.60	7,807,030.75	4,024,232.55	1,727,203.81	\$311,307.92	63,773,430.92
June 30, 1921.....	2,806,224.58	21,411,007.21	3,303,113.77	4,877,732.07	4,811,823.56	9,281,742.84	3,888,370.50	226,467.71	49,619,487.04
Grand total.....	7,683,294.70	69,128,491.37	7,823,688.61	11,076,292.80	14,869,036.84	13,663,941.04	8,830,435.93	567,975.63	132,141,076.92

## COMPETITIVE BIDS.

The policy of securing competitive bids, developed during the latter part of the fiscal year 1921, was continued throughout the fiscal year 1922, and lump-sum contracts were resorted to only in cases where time did not permit the issuance of specifications to contractors. A number of instances arose where original contractors quoted excessive figures for supplementary items and in such cases wherever possible the work was let to other contractors on the basis of lower rates. It was found unnecessary except in very few instances to revert to the old practice of letting out repairs on the time and material basis, this having proved in experience to be susceptible of considerable abuse. All contractors were placed on an equal basis and had equal opportunities for securing work from the department.

## PASSENGER VESSELS CONSTRUCTED.

The fiscal year ended June 30, 1922, was the first year in which all or part of the passenger and cargo vessels constructed by the corporation were in active service. These vessels, as before stated, were intended originally for troop transports, but later the decision was reached providing for their conversion to passenger and cargo vessels.

There were 23 combination passenger and cargo vessels constructed, 16 of the 518-foot type and 7 of the 502-foot type. The general characteristics of these vessels are as follows:

## 518-FOOT TYPE.

Length.....	feet.....	518
Breadth.....	do.....	72
Depth.....	do.....	50
Dead-weight (each ship is slightly different).....	tons.....	11, 174-11, 923
Contract speed.....	knots.....	17. 5

## Passenger accommodations:

	First class.	Third class.
President Jefferson (ex-Wenatchee).....	210	193
Southern Cross.....	276	194
American Legion.....	304	194
President Madison (ex-Bay State).....	201	576
President Roosevelt (ex-Peninsula State).....	205	236
President McKinley (ex-Keystone State).....	210	222
President Wilson (ex-Empire State).....	190	310
President Harding (ex-Lone Star State).....	205	234
President Lincoln (ex-Hoosier State).....	267	416
President Pierce (ex-Hawkeye State).....	207	300
President Taft (ex-Buckeye State).....	256	320
President Grant (ex-Pine Tree State).....	208	552
Pan America.....	253	300
Western World.....	253	300
President Cleveland (ex-Golden State).....	194	582
President Jackson (ex-Silver State).....	228	296

Engines, geared turbine.

Boilers, water tube.

## 502-FOOT TYPE.

Length.....	feet..	502
Breadth.....	do....	62
Depth.....	do....	42
Dead-weight (each vessel is slightly different).....	tons..	13, 005-13, 100
Contract speed.....	knots..	15
Passenger accommodations:		

	First class.	Cabin.	Third class.
President Van Buren (ex-Old North State).....		152	
President Hayes (ex-Crooke State).....	78		246
President Polk (ex-Granite State).....		176	397
President Monroe (ex-Panhandle State).....		152	
President Harrison (ex-Wolverine State).....	78		246
President Adams (ex-Centennial State).....		160	496
President Garfield (ex-Blue Hen State).....		166	

Engines, four-cycle triple expansion.  
Boilers, Scotch marine.

These vessels were designed and constructed generally without knowledge of or regard to the trade in which they would be employed; consequently various changes and additions were required to fit them for the peculiar needs of the service to which they were allocated, for instance, the steamers assigned to the Munson Steamship Line for use in the New York-South American Service were unable to complete the round voyage with the amount of bunkers obtained at New York where fuel oil was most economically obtained. It was found necessary therefore in order to increase the steaming radius of these vessels to convert hulls Nos. 1 and 5 to deep tanks to increase further their bunker capacity. In addition these vessels during the year were improved by the addition of considerable refrigeration accommodations, this in order to provide for the very considerable trade in cold storage products. Various other minor changes and additions were made to these vessels which resulted in making them better adapted for the tropical service in which they were engaged.

Of the five vessels of the 535-foot type allocated to the San Francisco-Orient service only one when delivered from the builders had steerage-passenger accommodations sufficient for the oriental trade; consequently it was decided to increase the steerage accommodations on the other vessels from 300 to about 590.

There were engaged in the San Francisco-Manila service three passenger and combination passenger and cargo vessels of the 502-foot type. At the time of delivery from shipbuilders there were no provisions for steerage accommodations on these vessels and it was found advisable to install steerage accommodations to the number of about 246 on each vessel.

On the five vessels of the 535-foot type, operating out of Seattle to the Orient, various minor changes were made, the more important

alterations being the necessary installation to provide for increased third-class accommodations to about 550 on two of the ships prior to their delivery from the shipbuilders.

In order to meet the competition for trans-Atlantic third-class-passenger traffic in the North Atlantic trade, the open steerage originally installed on the S. S. *President Harding* and *President Roosevelt*, was converted to closed steerage, or in other words accommodations were changed, with the result that about 236 steerage passengers can now be accommodated in separate rooms of two, three, four, and six berths each. There was installed also on both these vessels a sea post office which enables the vessels to be rated as first-class mail ships.

To meet the demand for less expensive accommodations and in order that a more attractive rate might be offered, it was decided to make necessary alterations on the five vessels in the New York-London passenger and freight service to bring the passenger capacity from 80 to about 160; these alterations were effected and each stateroom has accommodations for four people, whereas originally the accommodation was for two only.

#### "Spot" Ships.

By "spot" ship is meant a vessel on which all repairs have been completed and the vessel is ready to sail or receive cargo on 24 hours' notice. At times during the year heavy demands were made for tonnage, frequently to fill emergency commitments or to replace vessels disabled or withdrawn from service for other reasons. There were few vessels which were in condition to proceed to sea without requiring considerable repairs to be made following their removal from lay-up, and in view of the fact that requests for vessels were usually of an urgent nature, sufficient time was not allowed to prepare properly the vessels for service. By reason of this condition the maintenance and repair department prepared a number of laid-up vessels as spot ships. There were about 150 vessels prepared in various ports for immediate service and the policy of preparing and holding vessels spot was being continued with marked success. The necessity for spot vessels was illustrated by the demand toward the latter part of the year 1921 for about 35 vessels to transport grain for the Russian Relief for which Congress provided a special fund. The instructions to prepare these vessels for immediate service was received in the middle of winter and on vessels which had been laid up all through the winter and on which no steam had been maintained for many months. Regardless of these hardships commitments for these cargoes were kept and the vessels delivered on time.

#### Turbines.

The approximate number of turbine ships owned by the board is 620 with a tonnage of approximately 5,000,000 dead weight and the

total horsepower 1,700,000. The installations comprise seven different makes of turbines and eight different makes of gears, in addition to various types of auxiliaries.

Not all of these ships were actually in operation during the year, but considerable work was done by the turbine section in keeping the turbines and gears in satisfactory condition, and in meeting and handling emergencies.

It was necessary, due to various causes, to remove turbines and gears from ships and make substitutions therefor, in which cases the material which was removed was reconditioned for future use and held in reserve for replacements. This resulted in a considerable saving to the corporation.

The material entering into these installations is largely of a special nature which can be obtained only from the manufacturer, and in order to avoid serious delay to vessels due to inability to obtain such material when required, stocks of spare parts were established at various ports in the United States and Europe for use in case of emergency.

#### **Engine Department Inspections.**

On May 1, 1922, the department began an inspection of the engine department of all vessels entering the port of New York, and at the end of the fiscal year about 50 vessels had been inspected and careful analyses made of the voyage from the standpoint of fuel consumption, fresh-water consumption, efficiency of propulsion, maintenance and repair, and the suitability and efficiency of personnel.

As a result of these inspections many defects were corrected, many operating methods changed, and the personnel in the engine departments brought to a higher standard of efficiency.

#### **Electric Drives.**

On account of defective turbines it was planned to install electric drives in 12 vessels. Of the 12 proposed installations 5 were completed.

The vessels were fitted with a 3,000-shaft-horsepower induction motor, and boilers fitted with superheaters designed for 200° superheat were installed on four of the ships.

The performance of all these vessels was uniformly excellent, and the performance of these electric drives proved the reliability of electrical equipment for cargo vessels.

#### **Diesel Engines.**

The only Diesel-engine ship owned by the board was completed and delivered by the contractor early in the fiscal year. The vessel began her first voyage on September 10, 1921, around-the-world trip of some 26,000 miles, which was completed in April 1922; practically

no repairs were required by shore forces, the engines functioned without difficulty of any description, the fuel consumption was low, good speed maintained, and the reliability and efficiency of the Diesel engine fully demonstrated.

#### Surplus Material.

A considerable amount of surplus material was used during the year. As a result of canceled contracts and other causes the corporation had accumulated a large amount of material, which could not be disposed of at market price; consequently, the department utilized this material as far as possible in the repairs and reconditioning of vessels during the year.

#### Materials Engineering.

The work of the Materials Engineering Section, established late in 1920, was developed and expanded during the fiscal year so that the section could best serve not only the Department of Maintenance and Repair, but also the various other departments and offices of the board interested in materials engineering problems in the preparation of specifications, the inspection of materials delivered, and the performance of such materials in service.

#### Reconditioning of the S. S. "Leviathan."

Under date of December 17, 1919, a contract was entered into, between the United States Shipping Board Emergency Fleet Corporation and the International Mercantile Marine Co., which provided that the latter company, as agents of the Emergency Fleet Corporation, should supervise the preparation of plans and specifications for the complete reconditioning of the S. S. *Leviathan*, which vessel had been dismantled and used for the transportation of armed forces from the United States to France. This work was undertaken by the construction department of the International Mercantile Marine Co.

To assist and advise in this work two committees of leading shipyard representatives were organized, one committee dealing with the general subject of reconditioning, and the other with the conversion of the vessel to burn oil as fuel.

As a result of the joint labor of these committees, and the organization of the construction department, specifications and plans were prepared, which were issued on April 9, 1920, to six commercial firms and two navy yards. "For submittal of lump-sum bids covering accomplishment of all of the work involved."

On May 15, 1920, only one bid was received, together with an estimate from the Boston Navy Yard, viz:

Todd Shipbuilding Corporation, \$10,740,000. 334 running days.  
Boston Navy Yard (estimate only), \$8,939,000, 500 running days.

At the time these were received, shipbuilding and ship-repair costs were undoubtedly at their peak, and decision was made to await a more favorable opportunity to call for new bids. Accordingly, in March, 1921, the agents were instructed to prepare revised plans and specifications, upon which new bids could be invited. This work was prosecuted diligently. The construction department was now thoroughly familiar with the vessel and was able to produce complete and detailed plans and specifications (including specifications for necessary repairs to machinery equipment of the vessel, which were not included in the original specifications), so that by October 31, 1921, it was possible to advertise for the submittal of new bids, to be opened on December 29, 1921. Prior to this, these plans and specifications were submitted for criticism and suggestions to a committee, appointed by the president of the Emergency Fleet Corporation, which committee approved the plans and specifications practically as drawn, and agreed they were a minimum consistent with fitting the vessel for first-class north Atlantic passenger service.

At the time of the issuance of the new specifications it was deemed desirable on opening of bids to have complete prices for the furnishing of articles and materials required for equipment of the steward's department of the vessel, such as silverware, chinaware, glassware, linens, miscellaneous fabrics, miscellaneous articles, books, etc. Accordingly, specifications were prepared and issued to intending bidders immediately following the opening of bids on the two classifications of work previously mentioned.

For the convenience of the corporation, opening of bids was postponed until December 30, 1921, at which time, bids being opened, the following being the lowest, were accepted:

Newport News Shipbuilding & Dry Dock Co.:	
For reconditioning and conversion to fuel-oil burner.....	\$5,595,000.00
Repairs to main machinery.....	515,000.00
Piping system.....	25,575.00
Total.....	6,135,575.00
Gimbel Bros.:	
Steward's department, equipment and material.....	546,366.63
Gibbs Bros. (Inc.):	
For agencies' fees, supervision, inspection, auditing and accounting, and miscellaneous repairs not covered by contract.....	1,518,058.37

It is interesting to note in this connection that the low bid on the reconditioning of the vessel and its conversion to burn oil as fuel was \$3,334,000 less than the estimate of the Boston Navy Yard, received in 1920, and \$5,145,000 less than the only commercial bid received at that time for this work, in spite of the fact that the 1920 specifications did not include any work on the machinery of

the vessel, and were not nearly so closely drawn as those prepared in 1921; fully justifying the careful and painstaking work performed by the agents. It is perhaps especially noteworthy that all of the above-mentioned bids were unqualified, although the general or business requirements of the specifications were probably the most stringent ever included in a similar piece of work.

Under date of February 15, 1922, contract was awarded to the Newport News Shipbuilding & Dry Dock Co. for the reconditioning and conversion of the vessel at their bid price of \$5,595,000, and also for repairs to the machinery of the vessel, at \$515,000, or a grand total of \$6,110,000; and on the same date contract was awarded to Gimbel Bros., New York, for supplying the articles and materials required in connection with the equipment of the steward's department of the vessel, at their bid price of \$539,066.63, plus \$7,300 for section 8, omitted in their original bid, or a total of \$546,366.63. The total of these three contracts aggregates \$6,656,366.63.

The International Mercantile Marine Co. agreed to the cancellation of their contract of agency with the board, dated December 17, 1919; and a new agency contract was entered into, under date of February 25, 1922, whereby the firm of Gibbs Bros. (Inc.) took over, as of February 28, 1922, the duties and obligations of the International Mercantile Marine Co. with respect to the supervision of the reconditioning and the conversion of the vessel and equipment of the steward's department.

The prolonged lay-up of the vessel (nearly two and one-half years) made it essential thoroughly to examine and test, and repair where necessary, the boilers, auxiliaries, radio and life-saving equipment, etc., and to supply deficiencies in running gear and the like; which work was performed promptly, the vessel fueled, stored, and manned, and dispatched from Hoboken without a single untoward incident, establishing a record for speedy undocking. On April 9, 1922, the vessel left New York, arriving safely at the plant of the Newport News Shipbuilding & Dry Dock Co. on April 10.

#### DEPARTMENT OF PURCHASES AND SUPPLIES.

##### Organization.

On September 1, 1921, the purchasing, traffic, and stores departments of the division of supply and sales were organized as the department of purchases and supplies. On September 15, 1921, the office supply division was transferred to the jurisdiction of the manager, department of purchases and supplies.

##### Purchasing.

Due to the placing of managing agents on a per diem allowance for subsistence supplies, effective January 1, 1922, the purchasing

division discontinued the practice of centralized contracting for this class of supplies, and, in keeping with the policy of requiring managing agents to assume more and greater responsibilities, the contract plan of purchasing the combined requirements of certain commodities was not extended but was continued for only such supplies as lubricating oil, bottom paints, and topside paints, which were already being purchased in this manner. Nevertheless, a review of the procurement by managing agents of certain supplies for passenger vessels only, resulted in the consolidated direct purchase of chinaware, silverware, and linens, thereby effecting uniformity of design, a standard of quality not maintained theretofore, and other advantages not possible previously. Also a particularly favorable market influenced the consolidated direct purchase of the estimated requirements for the ensuing fiscal year of certain repair parts, such as condenser tube, at a price contemplated to result in a considerable saving.

Through the stripping of laid-up ships, whereby there was made available to managing agents, for ships in actual operation, considerable quantities of ships' stores, and because of the enforcement of a rigid policy of economy, the necessity for actual purchases made by managing agents for account of the corporation decreased considerably. The purchases made directly by the corporation (except fuel) amounted to \$10,438,233.06. Much material was obtained also from other Government establishments which resulted in a considerable saving.

#### **Stores.**

On July 1, 1921, the stores division had under its jurisdiction \$3,719,337.90 worth of materials and supplies held to meet requirements of ship operation. The total stock on hand as of July 1, 1922, however, amounted to approximately \$4,604,900, although \$1,569,722.22 worth of material and supplies were certified as surplus to the material sales division for liquidation. The gross increase was due to taking into stock supplies removed from laid-up ships and equipment surplus from the construction program.

A vigorous campaign was waged to reduce stocks by the use thereof aboard ships, in lieu of direct purchases, and during the year supplies valued at \$2,221,948.19 were disposed of to ships in operation.

#### **Office Supplies.**

The combining of activities of the office supply division with the operating purchase and store activities made possible a more direct and effective control. An immediate result was the elimination of considerable paper work and accounting procedure and a very material reduction in personnel.

The policy of rigid economy resulted in \$54,679.76 worth of surplus office equipment and supplies being certified in the districts to the material sales division and \$116,936.85 worth of like supplies being turned over by the home office to the General Supply Committee for distribution among other Government departments.

#### STATISTICAL DEPARTMENT.

The statistical department of the corporation resulted from a consolidation of the central records and information bureau with the actuarial department of the division of operations. The department consists of two main divisions, viz:

Actuarial division.

Records and information division.

The activities of the actuarial division were directed chiefly toward the collection and compilation of information relative to the various factors and elements pertaining to the costs of operation of Shipping Board vessels; by means of reports from various reliable sources, analyses were made and statements and charts prepared indicating the various operating costs of vessels by classes, types, and trade routes, from which comparisons were prepared, with the end in view of effecting economies wherever possible.

The records and information division continued and extended the collection, compilation, and dissemination of information pertaining to the physical operations of the board's fleet. Records were revised and maintained of all vessels with relation to the details of their construction, and constitute complete and accurate accounts of every vessel, tug, or barge under the control of the board.

A complete record was maintained of the daily movement of every vessel operated for account of the board, in order that full information might be available as to the exact location of all Shipping Board vessels.

There was maintained also a complete record of the assignment and allocation of all vessels showing details as to the distribution of the fleet by trade regions, by ports of origin and destination, and arranged to indicate the exact disposition of each vessel whether active or inactive.

The analysis of exports and imports and records covering entrances and clearances of all vessels of all flags was developed and a valuable fund of information was made available.

#### FUEL DEPARTMENT.

In September, 1921, the offices formerly known as "assistant to the chairman" and "fuel section, purchasing department," having

charge, respectively, of the "purchase" and "custody distribution" of fuel, were consolidated and the new organization was designated "fuel department." This consolidation permitted a closer and more effective control over fuel matters.

The functions of the fuel department were as follows:

1. Purchase and distribution of fuel oil and bunker coal.
2. Construction, maintenance, and operation of fuel-oil and bunker-coal stations.

#### Fuel Oil.

At the beginning of the fiscal year July 1, 1921, the board's requirements of bunker-fuel oil were covered by contracts at practically all the principal domestic ports made in the latter part of 1920 and the early part of 1921. The termination date of these contracts ranged from September 1, 1921, at Pacific coast ports to February 1, 1922, at Atlantic and Gulf ports. All these contracts obligated the board to take definite minimum quantities. Due to the rapid decline in shipping business, resulting in the tying up of a great number of oil-burning vessels, the board was unable to take the minimum quantities specified in its contracts covering Atlantic and Gulf ports and therefore concluded agreements with the suppliers to extend the period of these contracts. The undelivered quantities of fuel oil under these contracts was taken in bunkers and in cargo lots as required and part of the cargo oil used to meet the board's requirements for its foreign stations. By taking the undelivered quantities of fuel oil in this manner the board was able to supply its current bunker requirements, fill all its foreign storage, and lay up in land and floating storage in United States Gulf ports and at Norfolk a reserve supply of approximately 4,000,000 barrels. This supply at the close of the fiscal year was sufficient to last about four months and insures the board against a repetition of its expensive experience in May, June, and July of 1920, when, due to shortage of fuel oil, numerous vessels with valuable cargoes were tied up at various ports for periods ranging up to 35 days.

#### Atlantic Coast Ports.

During the last three months of 1921 there was a very rapid decline in the price of fuel oil at all domestic ports except Pacific coast ports, where the decline was not so noticeable. As soon as the board's contracts expired it took advantage of the extremely low market and made contracts covering its bunker requirements at Atlantic and Gulf coast ports over a period of six months beginning about February 1. Almost coincident with the closing of these contracts the market price of fuel oil advanced and continued to climb for several months, making these contracts even more attractive than when they were executed and resulting in a saving to the board of about

\$500,000 up to June 30, 1922. In all its fuel-oil contracts since January 1, 1922, the board has been able to procure a very satisfactory price without obligating itself to take any specified quantity at any port. In most contracts the supplier stated the maximum quantity that he would agree to deliver, but this quantity was invariably sufficient to take care of the board's requirements. The following table is a comparison of prices under contracts at domestic ports as of June 30, 1921, and June 30, 1922, and indicates the sharp decline in prices:

	June 30, 1921; terminal.	June 30, 1922; terminal.		June 30, 1921; terminal.	June 30, 1922; terminal.
	<i>Per bbl.</i>	<i>Per bbl.</i>		<i>Per bbl.</i>	<i>Per bbl.</i>
Boston.....	\$1.40	\$1.05	New Orleans.....	\$1.55	\$0.85
New York.....	1.80	1.00	Houston.....		.90
Philadelphia.....	1.76½	1.10	Texas City.....	1.45	1.90
Baltimore.....	1.80	1 1.20	Galveston.....		.90
Norfolk.....	1.80	1.00	Port Arthur.....	1.20	.95
Charleston.....	1.71	1 1.15	Montreal.....	2.50	1.50
Savannah.....	1.20	.95	San Francisco.....	2 1.50	1.31½
Tampa.....	1.20	.95	San Pedro.....	2 1.50	1.31½
Jacksonville.....	1.20	.95			

<sup>1</sup> Open market.

<sup>2</sup> Charge price to board's ships. Oil actually cost board on exchange basis 87.5 cents, but 30 per cent of profits were made in fiscal year 1921-22, when deliveries of crude oil were made.

#### Pacific Coast Ports (royalty oil).

Under date of May 25, 1920, March 31, 1921, and May 24, 1921, the board entered into contracts with the Midwest Refining Co. for 4,921,875 barrels of fuel oil to be delivered at Pacific coast ports in bunker or cargo lots as required. All of this fuel oil was delivered by September 3, 1921. These contracts obligated the board to deliver to the Midwest Refining Co. 3,589,755 barrels of royalty crude oil at the wells in Montana and Wyoming. This royalty oil the board purchased from the Interior Department at the market price at time of delivery under various contracts entered into pursuant to the provisions of the general land leasing bill (Public No. 146) for royalty oil due the Government in Montana and Wyoming. On June 30, 1922, the board had delivered to the Midwest Refining Co. 2,532,118 barrels of crude oil which practically performed its obligation under the first two contracts. While 80 per cent of the fuel oil under the first two contracts was delivered in the year 1920-21, 80 per cent of the actual profits accrued in the year 1921-22, when that per cent of the crude oil exchanged for the fuel oil was bought from the Interior Department and delivered to the Midwest Refining Co. The profits on these deliveries of crude oil for the past year amounted to \$2,640,000, and the cost of fuel oil for the contract period was 86.4 cents per barrel.

On December 1, 1921, the board entered into a new contract with the Midwest Refining Co. for approximately 4,000,000 barrels,

10 per cent more or less, of fuel oil to be taken in bunker or cargo lots at Pacific coast ports during the period ending September 30, 1922, at 12½ per cent below the market at time of delivery. The contract also provided that at a future date the board would sell to the Midwest Refining Co. a quantity of royalty oil which at the market price would total in value the value of the fuel oil sold to the Board. On June 30, 1922, the board had taken 2,559,119 barrels under this contract. The market price of fuel oil during this period was \$1.50 per barrel and, therefore, the fuel oil cost the board \$1.3125 per barrel. The saving under this contract to June 30, 1922, amounted to \$478,834.82.

#### Foreign Ports.

In the early part of 1922, the foreign fuel-oil market declined rapidly at practically all ports except Pacific Ocean and oriental ports, where the decline was not so noticeable, and as a result the board was able to close very satisfactory contracts at the most important ports at prices lower than the f. o. b. cost of its own oil delivered through the medium of its tankers and leased storage. The board thereupon canceled some of its bunker-station contracts. The following table shows the prices of fuel oil supplied under various contracts as of June 30, 1922, at the principal foreign ports:

Port.	Terminal price.	Port.	Terminal price.
Aden.....per ton..	80/	Karachi.....per ton..	80/
Alexandria.....do..	75/	Las Palmas.....do..	67/6s.
Amsterdam.....do..	\$14.50	Leghorn.....do..	75/
Antwerp.....do..	70/	LeHavre.....do..	70/
Avonmouth.....do..	65/	Lisbon.....do..	67/6s.
Barcelona.....do..	75/	Liverpool.....do..	65/
Bizerta.....do..	\$15.50	Madras.....do..	80/
Bombay.....do..	80/00	Malta.....do..	75/
Bowling.....do..	65/	Marseille.....do..	75/
Buenos Aires.....per barrel..	\$1.91	Piræus.....do..	\$15.50
Calcutta.....per ton..	80/	Port Said.....do..	\$15.50
Ceuta.....do..	67/6s.	Rio de Janeiro.....per barrel..	\$1.85
Colombo.....do..	80/	Rotterdam.....per ton..	67/6s.
Constantinople.....do..	\$15.50	Singapore.....per barrel..	\$2.50
Dunkirk.....do..	70/	South Shields.....per ton..	65/
Genoa.....do..	75/	Thameshaven.....do..	65/
Hamburg.....do..	\$14.50	Trieste.....do..	75/
Hongkong.....per barrel..	\$2.50		

#### Storage.

In pursuance of this policy of maintaining adequate supplies of fuel oil at strategic points on established trade routes, the board constructed and placed in operation during the fiscal year, in addition to the stations shown in operation on June 30, 1921, a 110,000-barrel steel storage plant complete with necessary docking facilities at Mobile, Ala. (opposite Blakely Island), and a 1,100,000-barrel steel storage plant complete with necessary docking facilities at Craney Island, Norfolk, Va. The Mobile plant was placed in operation September 1, 1921, and resulted in a great saving in dispatch to

vessels, especially to tankers which move in large numbers in and out of Mobile and Pensacola. The Norfolk station was placed in operation to receive and store oil in November, 1921, and by March 15, 1922, there were approximately 1,000,000 barrels of oil in this station. On April 15, 1922, the board began issuing oil from the station in accordance with the terms of an agreement with the Mexican Petroleum Corporation, with whom the board then had a contract for its requirements of fuel oil at Norfolk. The arrangement with the Mexican Petroleum Corporation gives the board a revenue sufficient to cover all operating expense, depreciation, repairs, etc., of the plant, and in addition, assures it an ample supply of oil at a low price and permits it to reserve approximately 1,000,000 barrels of oil to protect itself against possible future shortage and excessive prices.

In May, 1922, the fuel department proceeded with the construction of a 110,000-barrel capacity steel fuel-oil storage plant with all equipment at Pago Pago, Samoa. On June 30, 1922, it was estimated that this plant was approximately 40 per cent complete and would be completed about September 1, 1922.

The following table shows bunkering stations leased or owned with their capacity, which were in operation during the fiscal year ended June 30, 1922:

Name of station.	Capacity in barrels.	Owned and operated by—
Balboa, Canal Zone.....	50,000	Panama Canal Commission.
Bermuda.....	65,000	West India Oil Co.
Bizerta, Tunis.....	165,000	Standard Oil Co., New Jersey.
Brest, France.....	50,000	French Government.
Cristobal, Canal Zone.....	50,000	Panama Canal Commission.
Durban, South Africa.....	110,000	Vacuum Oil Co., South Africa.
Honolulu, Hawaii.....	110,000	U. S. Shipping Board.
Iquique, Chile.....	25,000	Arrow Oil Co.
Manila, P. I.....	165,000	U. S. Shipping Board.
Mobile, Ala.....	110,000	Do.
Montreal, Canada.....	55,000	Imperial Oil Co. (Ltd.).
Norfolk, Va.....	1,100,000	U. S. Shipping Board.
Ponta Delgada, Azores.....	55,000	Tagus Oil Co.
Portland, Oreg.....	55,000	Associated Oil Co.
Rio de Janeiro, Brazil.....	115,000	Standard Oil Co., Brazil.
Santos, Brazil.....	55,000	Companhia Uniao Combustiveis.
Seattle, Wash.....	110,000	General Petroleum Corporation.
Shanghai, China.....	110,000	Standard Oil Co., New York.
St. Thomas, Virgin Islands.....	220,000	U. S. Shipping Board.
Sydney, Australia.....	110,000	Vacuum Oil Co. Propy. (Ltd.).
Thameshaven.....	85,000	Thameshaven Oil Wharves (Ltd.).
Wellington, New Zealand.....	110,000	Vacuum Oil Co. Propy. (Ltd.).

The following storage contracts were canceled in the early part of 1922, due to the board's ability to purchase oil at a figure less than the cost of its oil delivered from these stations. All the other stations were in operation on June 30, 1922.

Brest, France.  
 Bizerta, Tunis.  
 Iquique.  
 Montreal.  
 Rio de Janeiro, including Santos.

An idea of the volume of business done at the above-named stations annually and the comparison between prices at these stations on June 15, 1921, and June 30, 1922, is shown in the following table:

Port.	Barrels issued during fiscal year ending June 30, 1922.	Issue price as of June 15, 1921.	Issue price as of June 30, 1922.	1922 annual turnover.
Balboa.....	127,920	\$2.25	\$1.40	\$179,088.00
Bermuda.....	34,092	2.45	1.95	66,489.40
Bizerta <sup>1</sup> .....	306,297	3.95	<sup>2</sup> 2.35	719,797.95
Brest <sup>1</sup> .....	249,494	3.35	<sup>3</sup> 2.20	548,886.80
Cristobal.....	114,699	2.25	1.40	161,578.60
Durban.....	None.	5.15	3.00	.....
Honolulu.....	394,517	2.55	1.85	711,346.45
Iquique <sup>3</sup> .....	10,804	3.00	<sup>3</sup> 3.00	32,412.00
Manila.....	623,659	4.50	2.50	1,559,147.50
Mobile.....	400,731	2.00	1.20	480,877.20
Montreal <sup>4</sup> .....	49,903	2.50	<sup>2</sup> 2.50	124,757.50
Norfolk.....	None.	1.80	1.00	.....
Ponta Delgada.....	63,052	3.35	2.20	138,692.40
Portland.....	328,194	2.15	1.75	574,230.50
Rio de Janeiro (including River Plata).....	253,316	4.00	2.08	521,830.96
St. Thomas.....	84,004	2.40	1.60	134,406.40
Santos <sup>5</sup> .....	69,496	3.90	<sup>2</sup> 2.55	177,214.80
Seattle.....	775,588	2.15	1.75	1,357,279.00
Shanghai.....	125,211	4.50	2.50	313,027.50
Sydney.....	None.	.....	.....	.....
Thameshaven.....	172,984	3.35	2.50	380,564.80
Wellington.....	None.	.....	.....	.....
Total.....	4,173,951	.....	.....	8,181,636.76

<sup>1</sup> In operation only 10½ months.

<sup>2</sup> Issue price on date station closed.

<sup>3</sup> In operation only 1 month.

<sup>4</sup> In operation only 3 months.

<sup>5</sup> In operation only 3¼ months.

In keeping with the board's program of rigid economy in operation, the operating personnel and the expenses of the owned bunker stations were reduced in September, 1921, to the absolute minimum consistent with efficient operation. Savings of \$275,000 per year were effected in this manner.

#### Distribution.

The maintenance of supplies of fuel oil at foreign and domestic bunkering stations provided employment for a number of tank steamers which would otherwise have been laid up idle. Large quantities of crude and fuel oil are transported to various stations throughout the world. Often these movements took place on short notice in order to meet the changing operating conditions and for this reason a sufficient number of tankers were held always available for this work.

#### Bunker Coal.

*Domestic ports.*—The only domestic contracts that the board made during the fiscal year were for its requirements of bunker coal at New York and Norfolk. The New York contract expired April 1, 1922, and the Norfolk contract covered requirements for May and June, 1922, only. The balance of its bunker-coal requirements at other ports were purchased on the open market as required.

In the summer and fall of 1921, the coal market declined rapidly and in December the board was able to purchase coal on the open market at as low a price as the lowest price in 1918. From the first of the year 1922 up to April 1, when the miners' strike was called, the price of coal at practically all domestic ports remained stationary. After April 1, however, the price of bunker coal advanced from \$2 to \$2.50 per ton. Due to the fact that the board had only a small number of coal-burning vessels in operation at the time and that it was able to bunker the majority of these for the round voyage at foreign ports with a very satisfactory quality of coal and at prices much below the market at domestic ports, the board was not seriously affected by the increase in price of coal incident to the strike.

*Foreign ports.*—The board started the fiscal year with comparatively large stocks of bunker coal in storage at Montevideo, Buenos Aires, Rio de Janeiro, and Fayal, Azores. Toward the latter part of 1921, there was a rapid decline in the foreign coal market and the board was able to purchase coal at practically all the principal ports at a price lower than the f. o. b. cost of its coal delivered from storage at these ports. It, therefore, promptly disposed of its stocks of coal in storage and thus avoided heavy loss by fire, deterioration, and storage charges. The board's requirements of bunker coal were covered by contracts at Bermuda from September 1, 1921, to February 28, 1922, and at St. Thomas during the fiscal year at prices uniformly below the prevailing market, but the quantity used at each port was negligible. On March 1, 1922, the board contracted for its requirements of bunker coal for a period of six months at Falmouth and Bremenhaven and again secured prices below the prevailing market.

#### **Increased Efficiency in Burning Fuel Oil and Coal Under Marine Boilers.**

In December, 1921, the fuel department, in the interests of increased efficiency and greater economy in the burning of fuel oil aboard vessels, employed an expert combustion engineer of wide experience for the purpose of making combustion tests to determine the CO<sub>2</sub> efficiency obtained in furnaces, to inspect thoroughly vessels' burning equipment, to instruct chief engineers in the finer points of efficient combustion, and recommend replacements and repairs of vessels' burning equipment.

From December, 1921, to June, 1922, a great many vessels were visited by the combustion engineer at New York, Philadelphia, Baltimore, and Norfolk. Numerous tests were conducted and it was found that only a few of the vessels were obtaining high combustion efficiency. However, on the majority of the vessels it was found that there was a preventable fuel loss ranging from 2 to 10 per cent, and that this loss could be overcome in some cases by making

simple adjustments of burners and in other cases by making minor inexpensive repairs and replacements of burning equipment.

With this demonstration of the saving in fuel and the higher efficiency obtainable with one combustion engineer at work, the principal societies of marine engineers, marine architects, and mechanical engineers were invited to designate representatives to meet with the corporation's representatives as a fuel-conservation committee to devise ways and means for bringing about greater efficiency in the handling and burning of fuel aboard vessels. The principal societies designated representatives and the first meeting of the committee was scheduled to be held in New York in July, 1922. As the board's fuel-oil bill is one of the largest single items of expense it is hoped that large savings will result from the efforts of the fuel conservation committee.

#### REPORT OF THE EUROPEAN ORGANIZATION.

The European division of the corporation had, at the close of the fiscal year on June 30, 1922, completed three years of its existence, having been established in June, 1919.

The outstanding features characterizing the administration were:

First. The complete Americanization of the personnel in Europe.

Second. Reduction in personnel and pay roll.

Third. Reorganization and consolidation of districts.

Fourth. Reduction in number of port offices.

These results were made possible by the change in policy directed toward placing all possible activities in the hands of the operators' agents and making the position of the corporation that of a supervisory office, concerned mainly with the care of its property.

The operating personnel in several of the ports was reduced appreciably by combining the duties of port engineer and port representative.

The 10 district organizations formerly maintained in France, Belgium and the Netherlands, Germany, Scandinavian and Baltic ports, British Isles, Egypt, Turkey and the Black Sea ports, Greece and the Aegean, Spain and Portugal, and Italy and the Adriatic were combined and reduced to four as follows:

- British Isles district,
- Northern European district,
- Western Mediterranean district,
- Eastern Mediterranean district,

with headquarters at London, Antwerp, Marseille, and Constantinople.

The port offices at Cardiff, Hull, Leith, Southampton, Manchester, Newcastle-on-Tyne, Smyrna, Dunkirk, Paris, Bordeaux, St. Nazaire,

Brest, Bilbao, Calamata, Valencia, Barcelona, Lisbon, Madrid, Genoa, Algiers, Bizerta, Danzig, Helsingfors, Piraeus, Alexandria and Port Said were abolished, the business at these ports being handled by the operators' agents. The activities of representatives established at Dakar, West Africa, were placed under the home office.

Activities in the Azores, formerly under the direction of the home office, were placed under the jurisdiction of the London office. A port representative was stationed at Ponta Delgada to supervise all the activities in the Azores, and the position of special representative at Horta, formerly reporting to Washington, was abolished.

#### **Operating Department—Europe.**

This more centralized control made possible other changes in the organization of the operating department.

The placing of all matters that had to do with the physical operation of the vessels, including ships' personnel, under the operating manager, resulted in more direct control, better cooperation with the traffic department, and brought the maintenance and repair division and the operating division into closer contact.

At the port of Liverpool a corporation representative was retained, but practically all business was placed in the hands of one firm at a fixed fee per vessel, which resulted in reducing the overhead cost by reduction of office staff and incidental overhead during inactive periods. Continued efforts were made during the year to obtain appropriate berths. A berth was secured on the north side of the Canada branch Dock No. 2. By concentrating all vessels in this branch the board was enabled to employ a permanent staff on full time, thereby reducing vessels' operating costs and port expenses. By this arrangement it is believed that stevedoring charges will be reduced, cargo will be delivered in better condition, pilferage decreased, and better accommodations for westbound freight provided. Moreover, the best possible dispatch will be obtained as vessels may leave or enter the Canada Dock at any time.

In London two appropriate berths were obtained, one at No. 11 Surrey Commercial Dock, for cargo vessels, and the other at No 32 Tilbury Dock, for the United States Line's passenger vessels. These berths will simplify many port problems, particularly dispatch for the vessels, and afford a fixed location where export cargo can be assembled.

#### **Maintenance and Repair Department—Europe.**

The European organization handled the maintenance and repair of Shipping Board vessels directly, and the maintenance and repair department was the executive division for this work. At the beginning of the fiscal year the personnel of this department was 5 per cent

American but during the year the department was completely Americanized and considerably reduced in numbers.

The governing policy of the maintenance and repair department was during the year: (a) No repairs to be undertaken in Europe except those that were absolutely necessary to take the vessel to her berth or to make her seaworthy in the opinion of the classification surveyors; and (b) no alterations or betterments of any character to be undertaken in European ports.

The work of the maintenance and repair department during the fiscal year decreased to some extent. This was due to the smaller number of vessels in operation and also to a decrease in casualties, the latter being the result of more efficient vessel operation. The decrease in the amount of work involved was also reflected in the pay roll of the department, a reduction being made during the year of about 50 per cent.

#### **Traffic Department—Europe.**

The system of the traffic department dealing directly with west-bound berth freight was first put in effect in the United Kingdom trades, and later extended, resulting in close supervision and quick handling in conjunction with agents.

The traffic department deals with all freight matters, rates, demurrage and dispatch, P. and I. claims, etc.

The heavy movement of relief supplies to Russia necessitated the temporary stationing of representatives at Reval and Novorossiisk, to supervise the handling of vessels in the northern and southern programs, respectively.

The policy of concentration of steamship agencies was further developed, and the agencies were placed with responsible and efficient concerns.

The outstanding feature of the freight market in all directions was the difficulty of finding cargo, either on berth terms or under charter party, which would promise profitable operation.

An important arrangement was that made as a result of the protracted negotiations with regard to the Egyptian cotton. This contract established the right of American vessels to a fair percentage of the trade with America and this was an important factor in other negotiations with regard to the Straits, China, and Japan conference and the South African conference.

Meetings were held with such important trade bodies as the Flour, Timber, and Corn Trade Associations of London, Liverpool, and Glasgow, all of these resulting in American ships being placed on a basis of equality through the fulfillment of the policy of dealing on a strictly commercial basis.

In connection with the question of cargo insurance underwriters agreed to consider American lines individually instead of as a class.

**Department of Purchases and Supplies—Europe.**

During the fiscal year this department directed its activities toward the direct purchase by contract of fuel oil, coal, deck, and engine stores and other supplies.

On November 1, 1921, the department of purchases and supplies absorbed all the activities and duties of the bunkering department and the ship sales department. At the latter part of the year the purchase of all subsistence supplies by this department was abolished, inasmuch as an arbitrary allowance was made to managing agents to cover this item of expense.

*Warehouses—Spare gear.*—Small warehouses were being maintained at Copenhagen, Antwerp, Marseille, Genoa, Port Said, Alexandria, Constantinople, Dublin, Glasgow, Liverpool, and Falmouth, with a main distributing warehouse in London. Stocks of standard gear, aggregating approximately three quarters of a million dollars, were on hand from which issues were made amounting to approximately \$250,000 during the year ended June 30, 1922. By reason of the maintenance of these stocks serious delays were prevented and vessels assured of standard equipment otherwise unobtainable in the European market.

**Legal Department—Europe.**

This department advised generally on all admiralty and common-law matters, including collisions, salvage, charter party, and bill-of-lading cases. It also coordinated the work of the several lawyers in the various countries, to whom were intrusted matters requiring actual litigation in accordance with instructions received from the admiralty counsel in Washington. Care was taken to select the most reputable and experienced legal firms in the particular branches of the law concerned. The scale of charges by these lawyers was in accordance with the customs of the respective countries. This plan adopted for handling the many legal matters affecting the operation of ships, allowed for unification and greater consistency of policy in prosecuting or defending claims in the numerous European courts.

The question of immunity of board vessels occupied much attention during the fiscal year, but only became a matter of issue in the German courts, in the cases of *Ice King* and *West Charala*. These vessels were arrested, and the claimants declined to accept the stipulation of the board or of the American consul as provided by section 7 of the suits in admiralty act. These cases were contested only to establish the principle of immunity, upon which principle seemed to depend the acceptance of the Government undertaking and not with the purpose in view of depriving the claimants of the opportunity of having their cases dealt with in the courts. The supreme court at Leipzig held that these vessels were immune from German jurisdiction.

In every case the board appeared and voluntarily submitted to the jurisdiction of foreign courts, where the vessels were not arrested pending cash bail or bank guaranty. But if in lieu of bail a board

stipulation to pay the final judgment was accepted, no further objection was taken to the proceedings.

#### Communications Department—Europe.

The communications department exercised general supervision over telegraph, cable, and radio communication.

By developing a special code and standardized forms of telegraph reports regarding the movements of ships in European waters, a very material reduction in cable charges was effected, amounting to approximately 50 per cent of the total charges which would have been incurred under the previous system.

Three radio stations were operated under the supervision of the London office. A trans-Atlantic receiving station in the London office was used for the reception of all messages from the Washington office which had previously been sent by cable. In addition, a radiotelephone transmitting and receiving station installed in the Falmouth office of the board was used with complete success for communicating with the similar installation aboard the tug *Goliath*, normally stationed in Falmouth Harbor for salvage and relief purposes.

#### SALES DEPARTMENT.

At the beginning of the fiscal year, the organization for the disposal of ships and surplus property was that which the present board found established when it assumed office. To carry out this work there were three separate divisions reporting directly to the chairman, the division of supply and sales, having charge of the liquidation of the surplus materials resulting from the construction program; the ship-sales division, handling the sales of ships; and the division of transportation and housing operations, charged both with the operation and with the liquidation of the housing projects constructed for the benefit of shipyard workers and of the transportation systems built or financed for the purpose of affording transportation to these employees. At this time no separate organization had been provided for the disposal of dry docks and marine railways, the sales of which were being handled by the construction division which had supervised their building.

In June, 1921, the chairman directed the taking of an inventory of all surplus property, a preliminary survey having indicated that the selling campaign then in force was not obtaining satisfactory results. All sales were ordered suspended except the transfer of materials to other departments of the Government, and the personnel of the sales organization was reduced to that which was necessary to maintain the custody of the materials on hand, to assist in taking the inventory, to effect transfers of materials to other departments, and to complete the sales already initiated. In other words, the sale of the surplus property as well as of the ships was suspended pending the completion of a survey of what the Shipping Board owned and the determination

of policies as to its disposal and pending the creation of an organization and the appointment of the personnel necessary to carry out the policies adopted.

#### **Plan of Reorganization.**

The Shipping Board on September 30, 1921, placed the disposal and sale of the ships and surplus property in the hands of the board of trustees of the Emergency Fleet Corporation and directly in charge of the vice president in charge of sales, except that the sales of ships were made subject to the policy and to terms and prices established by the board; the sales of housing projects, real estate, railroads, and other similar property were made subject to confirmation by the board before final contracts of sale were made; and the sales of dry docks were made subject to terms and prices established by the board.

#### **Division of Work into Two Departments.**

The liquidation problem of the Shipping Board involved two distinct classes of property, the first class including the ships which were built under the war-time program and for the construction of which the Emergency Fleet Corporation was created, the second class including all of the varieties of materials, properties, and equipment that came into the possession of the Emergency Fleet Corporation in connection with the shipbuilding program and for which no further need existed. The disposal of the fleet was inseparable from the problem of the establishment of an American merchant marine, whereas the disposal of the surplus property was purely a liquidating function to be carried out with the utmost dispatch consistent with good business principles.

#### **Expenditures and Personnel of Sales Department.**

In round figures, the total expenditures of the sales department for the fiscal year 1922 amounted to \$2,300,000, representing about 8 per cent of the recovery resulting from the sale of ships and the liquidation of surplus properties. The total personnel of the organizations responsible for selling on June 30, 1921, amounted to 1,346, and on June 30, 1922, to 997. By the end of the fiscal year 1923 it is hoped that there will be no personnel remaining except that required in connection with the ship-sales program, the cost of which will be a negligible percentage of the recovery.

#### **Ship Sales.**

The examination, instituted by the new board, into the conditions surrounding the existing market for ships indicated that the price then being asked for steel cargo tonnage of about \$160 to \$185 per dead-weight ton was quite out of line with world market prices and precluded the establishment of a ship-sales program until a drastic readjustment of prices could be made.

In establishing a ship-sales program to carry out the intent of the merchant marine act it was necessary to establish a general basis of valuation such that any demand for tonnage for use under the

American flag would be filled from the vessels owned by the Government except in the few cases of very special service, for which vessels of special design only could be used. It was evident that the price established must be sufficiently below the present cost of reproduction or the probable cost of reproduction in the near future fully to compensate for physical depreciation and to overcome the preference for vessels built to the particular requirements of the purchaser and to compensate for any inferiority of design or workmanship due to war construction. If the prices established were sufficiently below reproduction costs to compensate for these conditions, it was thought that any demand for American tonnage would be filled by sales from the Shipping Board's fleet, except in the case of the special types of vessels referred to.

A study of world ship markets indicated that a price of about \$30 per dead-weight ton would be fair for the best steel cargo tonnage. However, this price was merely for the guidance of the board and accepted by it as such. Sales were made on a lump-sum basis, "as is, where is," and the purchaser was required to make his own estimate as to dead-weight tonnage, condition, etc.

It was not to be expected that any price established would result in the sale of more than a very small portion of the fleet until conditions had been established by legislation which would make it possible for efficient American operators to compete with vessels of foreign flags. If the prices established were such as to supply the existing demand it was believed that sales in volume could be anticipated as soon as conditions for competitive operation were established, and that after the accomplishment of this end the volume of tonnage possible of disposition would be dependent on the rehabilitation of the world's trade.

In November, 1921, the board advertised for sale a number of different types of vessels for the purpose of determining more definitely the American market and confirming the tentative valuation already arrived at. The result of these advertisements confirmed the view that practically no market existed at that time.

In approaching the formulation of a ship-sales policy the board felt, that while the prices established for tonnage should be sufficiently low to make it preferable for operators to purchase Shipping Board tonnage rather than to construct new vessels, except for very special service, it would be neither good business nor justice to the taxpayer to establish a needlessly low level of prices; that a merchant marine built on a fleet obtained at prices that did not reasonably represent its value would give only a temporary benefit based on an unstable foundation; and that no permanent success could be built on a narrow margin of profit which would be changed to a loss when the tonnage in operation had to be replaced by new vessels at market prices.

The policy arrived at contemplated the establishment of a scale of prices advantageous to the American purchaser and operator but still representing a fair value after consideration of all of the elements of the shipping problem. This, of course, contemplated only steel vessels of types suitable to form a permanent part of the American merchant marine. Vessels of unsuitable types and tonnage clearly in excess of any demand anticipated within a reasonable period were in a different class. Undoubtedly for a part of the surplus fleet there exists now, and will exist in the next few years, a market under foreign flags, and when it is clear just which vessels can not be worked into the American merchant marine, either on account of design or on account of excessive numbers of a particular type, then prices should be established for sale to foreign flags and part of the fleet disposed of in this way.

The immediate prospect is not favorable to the early disposal of the fleet. First and foremost comes the necessity for legislation. Even with this legislation the transfer of the fleet to private hands, if it is to be accomplished as part of the building up of the American merchant marine, must be a slow process. Perhaps one of the most favorable factors that will help in the gradual working out of the problem is the fact that a large percentage of the world's tonnage is now over 15 years of age and is approaching that period when the cost of maintaining the highest classification becomes so serious a factor in operation as to influence operators to purchase other tonnage rather than to pay the heavy cost of keeping up older vessels. While a much greater percentage of foreign tonnage is approaching the age when it will be desirable to replace it with new tonnage, than is true in the case of American vessels, the difficulties of the present situation are largely caused by an excess of world tonnage and any absorption, whether in this market or in foreign markets, tends to remove this excess and to establish higher values for all vessels. The increase in value of the vessels due to the demand that will come in the next few years as a result of the growing age of the world's tonnage should, however, more than compensate for the cost of upkeep during the period that must elapse before these factors become controlling ones.

#### Sales Program.

Negotiations for the sale of ships were not actively resumed until late in the calendar year 1921. To facilitate action on sales, the Shipping Board appointed two commissioners and the vice president in charge of sales as a ship-sales committee and instructed them to give detailed consideration to all proposals for the purchase of ships, referring to the Shipping Board for final decision only those which the committee considered satisfactory.

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A survey of the records indicated that in all there were 3,444 ships, totaling about 19,598,900 dead-weight tons, in which the Shipping Board at any time had had ownership or equity. These ships were obtained from various sources, and were of a number of different types, as is indicated by the following summary:

	Number.	Dead-weight tons.		Number.	Dead-weight tons.
Steel cargo ships:			Steel tugs, barges, etc.:		
Contract.....	1,371	9,488,000	Contract.....	128	149,000
Requisitioned on ways.....	337	2,200,000	Requisitioned afloat.....	7	(1)
Requisitioned afloat.....	33	128,000	Purchased.....	2	(1)
Ex-enemy, seized.....	51	328,000	Ex-enemy, seized.....	1	(1)
Purchased.....	20	144,000	Transferred from Government departments.....	1	(1)
Steel combined passenger and cargo ships:			Wooden cargo vessels: Contract.....	521	1,939,000
Contract.....	118	1,425,000	Wooden tankers: Contract.....	1	4,700
Requisitioned on ways.....	10	72,000	Wooden hulls (finished): Contract.....	119	464,000
Requisitioned afloat.....	1	4,000	Wooden sailing vessels: Contract.....	10	34,500
Ex-enemy, seized.....	32	299,000	Wooden tugs, barges, etc.: Contract.....	366	610,000
Transferred from Government departments.....	2	12,000	Tugs, barges etc., purchased and requisitioned.....	16	6,700
Steel tankers:			Composite cargo ships: Contract.....	50	175,000
Contract.....	116	1,113,000	Concrete cargo ships: Contract.....	7	32,000
Requisitioned on ways.....	61	572,000	Concrete tankers: Contract.....	36	270,000
Purchased.....	1	1,200			
Steel refrigerator ships:					
Contract.....	8	70,000			
Requisitioned on ways.....	11	74,000			
Steel sailing ships: Ex-enemy, seized.....	7	24,000			
			Total.....	3,444	19,598,900

<sup>1</sup> No dead-weight tonnage included for tugs.

From the time sales were resumed to the end of the fiscal year 59 steel ships, totaling 359,577 dead-weight tons and 249,369 gross tons, were sold for a total of \$9,753,757. In addition there were sold 28 wooden and concrete ships totaling 98,918 dead-weight tons and 71,921 gross tons for a total of \$247,923. There are indicated below the names of the ships sold, the dead-weight and gross tonnages, and the names of the purchasers:

*Ships sold during fiscal year 1922.*

Name.	Dead-weight tons.	Gross tonnage.	Purchaser.
Steel cargo ships:			
Absecon.....	5,486	3,372	A. H. Bull S. S. Co. (Inc.).
Cathay.....	10,200	7,033	Dollar S. S. Line of California.
Cottonplant.....	4,125	2,333	Pacific States Lumber Co.
Celestial.....	10,293	7,030	Dollar S. S. Line of California.
Catherine.....	3,293	2,139	Bull Insular S. S. Co.
Cowiche.....	4,125	2,496	California & Oregon Lumber Co.
Craigsmere.....	4,125	2,496	Morton Salt Co.
Coverun.....	4,125	2,450	Fred J. Gauntlett.
Cowboy.....	4,125	2,532	Do.
Cowee.....	4,125	2,507	Do.
Corcoran.....	3,180	2,153	Baltimore & Carolina S. S. Co.
Eastern Soldier.....	10,625	6,749	Luckenbach S. S. Co. (Inc.).
Eastern Merchant.....	12,995	8,150	Do.
Edelyn.....	12,590	8,713	Do.
Eastern Cloud.....	9,029	5,828	Garland S. S. Corporation
Eastern Ocean.....	9,052	5,803	Do.
Eastern Exporter.....	9,003	5,766	Do.
Eastern Importer.....	9,020	5,786	Do.
Eastern Trader.....	12,975	8,151	Luckenbach S. S. Co. (Inc.).
Elizabeth.....	5,175	3,482	A. H. Bull S. S. Co. (Inc.).
Ellenor.....	5,175	3,482	Do.
Irene.....	5,175	3,482	Do.
Lake Forney.....	4,165	2,624	Hjalmer Buvig.

*Ships sold during fiscal year 1922—Continued.*

Name.	Dead weight tons.	Gross tonnage.	Purchaser.
<b>Steel cargo ships—Continued.</b>			
Lake Arthur.....	2, 875	2, 606	Richmond-New York S. S. Co.
Lake Plournoy.....	4, 145	1, 948	Lone Star S. S. Co. (Inc.)
Lak-Sturling.....	2, 875	1, 948	Richmond-New York S. S. Co.
Lillian.....	5, 175	3, 482	A. H. Bull S. S. Co. (Inc.)
Mandarin.....	10, 200	7, 038	Dollar S. S. Line of California.
Mary.....	3, 293	2, 150	Bull Insular S. S. Co.
Marica.....	11, 376	8, 738	Luckenbach S. S. Co. (Inc.)
Oriental.....	10, 200	7, 032	Dollar S. S. Line of California.
Penobscot.....	4, 125	2, 496	C. H. Sprague & Son.
Seekonk.....	7, 825	5, 083	Wm. Cramp & Sons Ship & Engine Eldg. Co.
Seaconnet.....	5, 486	3, 372	C. H. Sprague & Son.
South Bend.....	12, 130	8, 738	Luckenbach S. S. Co. (Inc.)
W. J. Crosby.....	4, 125	2, 496	North Shore Transit Co.
<b>Steel cargo ships sold as complete or partial losses:</b>			
City of Brunswick.....	9, 493	6, 368	Wm. McFatrigo.
Yellowstone.....	9, 410	6, 070	Alfred da Camata.
Pinellas.....	5, 7 0	3, 513	The Carolina Co.
	6, 008	4, 469	A. I. Kaplan.
<b>Steel tankers: City of Freeport</b>			
<b>Steel cargo and passenger:</b>			
Northern Pacific.....	6, 000	8, 255	H. F. Alexander.
Columbia.....	6, 000	8, 255	Pacific Steamship Co.
Callao.....	8, 200	8, 226	Robert Dollar Co.
<b>Steel cargo, ex-enemy:</b>			
Rajah.....	3, 250	2, 264	W. H. Cowley.
Quinnchaug.....	2, 000	1, 631	Thos. H. Gordon Brayfield.
Arcadia.....	7, 138	5, 453	Pacific Freighters Co.
Casco.....	7, 900	6, 022	Do.
Ida.....	7, 200	4, 730	Do.
Isonomia.....	6, 020	3, 901	Do.
Fawnee.....	6, 850	4, 471	Do.
Pequot.....	8, 900	5, 621	Do.
<b>Steel sailing vessels, ex-enemy:</b>			
Arapahoe.....	3, 000	2, 163	Alaska Packers Association.
Tonowanda.....	2, 847	1, 746	Columbia River Packers Association.
<b>Steel barges:</b>			
Caneyfork.....	1, 800	902	W. E. Winship.
Hornitago.....	1, 800	902	Do.
Nashville.....	1, 800	902	John W. Sullivan Co.
Old Hickory.....	1, 800	902	W. E. Winship.
<b>Steel ocean-going tugs:</b>			
Bartheny.....		429	W. G. Coyle & Co. (Inc.)
Baldrock.....		425	U. S. & Bermuda Towing Co.
39 steel ships.....	359, 577	249, 369	Total sales price, \$9,751,719.
<b>Wooden tonnage:</b>			
Airle.....	4, 165	2, 799	Hulton Thompson Co., Ltd.
Argonta.....	4, 700	3, 343	Do.
Awendaw.....	4, 165	2, 799	Clinchfield Navigation Co.
Broxton.....	3, 955	2, 922	Pendleton Bros. (Inc.)
Blakely.....	3, 685	2, 889	Do.
Birchleaf.....	4, 000	2, 799	Hulton Thompson Co., Ltd.
Byfield.....	4, 326	2, 818	Do.
Brookdale.....	3, 685	2, 935	R. W. Crosby.
Cartona.....	3, 920	2, 916	Paulsen Trading Co.
Corvallis.....	3, 955	2, 922	Pendleton Bros. (Inc.)
Corone.....	3, 920	2, 916	Do.
Clackamas.....	3, 825	2, 922	Do.
Olo.....	3, 500	2, 475	Union Sulphur Co.
Cowardin.....	4, 929	3, 351	Hulton Thompson Co., Ltd.
Diana.....	4, 500	2, 924	Clinchfield Navigation Co.
Parfield.....	3, 588	2, 551	John S. Emory & Co., Inc.
Port Seward.....	3, 685	2, 537	Raeffaell Starita.
Itompa.....	4, 929	3, 349	Hulton Thompson Co., Ltd.
Neabsco.....	4, 929	3, 357	Do.
Thala.....	4, 000	2, 799	Do.
Wallawa.....	4, 165	2, 799	Do.
Zavalla.....	4, 929	3, 351	Do.
<b>Wood tugs:</b>			
Badger.....		176	Reichert Towing Line (Inc.)
Fame.....		415	New England Fuel & Transportation Co.
Pointer.....		176	James McWilliams Towing Co.
Setter.....		176	Do.
Talisman.....		188	Atlantic Lighterage Corp.
<b>Concrete wreck:</b>			
Selma.....	7, 500	6, 287	J. E. Peterson & J. L. Bludworth.
28 ships.....	98, 918	71, 921	Total sales price, \$247,872.

During the fiscal year, by Executive order, a total of 36 ships, totaling 274,434 dead-weight tons were transferred to other Government departments without transfer of funds. Of these the Navy Department received 12 steel cargo ships, 12 steel tankers, 3 steel refrigerator ships, and 2 wooden ships; the War Department received 1 steel cargo ship, and the Coast Guard Service received 5 steel ocean-going tugs.

Due in part to the low prices prevailing for ships, the Shipping Board adopted the policy of requiring that at least 50 per cent of the purchase price be paid in cash, the balance to be paid within three to five years, by some acceptable form of deferred payment bearing 5 per cent interest.

In order to encourage the equipping of ships with modern types of Diesel propelling machinery the board decided to offer a number of its ships of inefficient or uneconomical propulsion, at reduced prices, to companies who were willing to guarantee to install approved Diesel equipment. Three ships were sold for this purpose and further negotiations in this connection were under way. It was hoped that in this manner a number of ships which would otherwise be of little value could be sold and converted into satisfactory carriers, in addition to providing a means of obtaining valuable data on the operations of motorships.

One of the difficult problems which confronted the Shipping Board was the disposition of the wooden fleet consisting of about 285 steamers. As a result of bids taken at about the time the present board took office, 21 of these ships were sold for a total of \$120,422.88. The board was confronted with the fact that while the wooden ships could be sold only at very low prices, there are certain trades in which they could be used in serious competition to the established lines operating steel ships, and to the detriment of the development of the American merchant marine. To determine the salvage value of ships of this type the board allotted a number to various shipyards for dismantling.

At the close of the fiscal year 1922, the board had, to be disposed of, a total of 1,686 steel, wood, composite, and concrete ships, totaling 10,809,172 dead-weight tons of the following types and classes:

	Num-ber.	Dead-weight tons.		Num-ber.	Dead-weight tons.
Steel cargo sh ps.....	1,256	8,537,675	Wooden harbor tugs, miscel- laneous.....	16	(1)
Steel combined cargo and passenger ships.....	44	506,807	Composite cargo ships.....	11	39,175
Steel tankers.....	82	751,086	Concrete cargo sh ps.....	2	6,078
Steel refrigerator ships.....	13	91,183	Concrete tankers.....	7	48,783
Steel tugs.....	30	(1)			
Wooden cargo ships.....	225	823,385	Total.....	1,686	10,809,172

<sup>1</sup> No dead-weight tonnage included for tugs.

**Surplus Property Department.**

The organization of the surplus property department consisted of the following divisions:

- Material-sales division.
- Transportation and housing division.
- Dry-dock division.
- Plant division.

The department was responsible for the disposition of all of the surplus material and property belonging to the Emergency Fleet Corporation, except ships. The report of the work of the various divisions follows:

**MATERIAL-SALES DIVISION.**

This division took over the duties of the former division of supply and sales, with the exception that the purchases and stores department was on September 1, 1921, transferred to the jurisdiction of the vice president in charge of operations. The functions remaining were those pertaining to the care and sale of material declared surplus and certified by the various departments of the corporation.

The chairman, on June 30, 1921, ordered that all sales, except as specifically excepted in the order, be discontinued until a complete inventory could be taken of materials owned by the Shipping Board. The exceptions to the order pertained to small lots of material for which negotiations were under way at the time of the order, and transfers of material to the department of operations of the Emergency Fleet Corporation or to other branches of the Government.

The inventory referred to was a great task and practically all of the efforts of the division during July and August were in connection with this work.

The inventory completed, consideration was given to the policy to be followed in making future sales, and the organization and personnel which would be required to dispose of the enormous amounts of material on hand. The inventory of June 30, 1921, indicated surplus materials in 263 locations taken up on the books as having a total "present fair value" of approximately \$46,000,000 and "forced-sale value" of approximately \$18,000,000.

The material included in the inventory covered almost every class of goods, and each class offered its own sales problem. The following is a breakdown of the total present fair value into the 11 major classifications of material used in the inventory:

Class 1. Machinery, equipment and supplies.....	\$7,382,566.93 ✓
Class 2. Electric equipment and supplies.....	2,391,594.88 ✓
Class 3. Pipe, valves, plumbing, and heating.....	2,093,634.43 ✓
Class 4. Rolling stock, floating equipment, etc.....	4,120,024.39 ✓
Class 5. Ship machinery and equipment.....	12,039,693.46 ✓
Class 6. Galley, hotel, hospital equipment.....	548,919.39 ✓
Class 7. General supplies.....	673,824.38
Class 8. Office furniture and supplies.....	269,737.61
Class 9. Metal and metal products.....	6,209,445.09 ✓
Class 10. Buildings—plant disposal and supplies.....	10,462,009.75 ✓
Class 11. Scrap.....	129,110.41 ✓
Total.....	46,320,560.72 ✓

The materials to be disposed of were so widely scattered and involved so many varieties that their sale from Washington alone was not practicable. In order to permit sales being made in all parts of the country, and still to retain reasonable control over activities in the field, a sales policy was adopted, which provided that the country be divided into sales districts, and that the district representatives of the material-sales division be given authority to make sales for cash in amounts not exceeding \$5,000 and for prices not less than the "present fair value" as shown in the inventory, or modifications thereto. Sales for larger amounts up to \$100,000 were subject to approval of the director of sales or the manager of the material-sales division, or, in the absence of both, by the assistant manager of that division. All sales, whatever the amount, for less than the "present fair value" of the inventory or modifications thereto, required home-office approval. Sales of material with a "present fair value" of \$100,000 or more required the approval of the board of trustees of the corporation.

#### Organization.

The sales policy approved by the board was communicated to the field forces which at the same time were divided into the following sales districts covering the whole country:

	Headquarters.
Northeastern district.....	South Norwalk, Conn.
Eastern district.....	Hog Island, Pa.
Central district.....	Chicago, Ill.
Southern district.....	New Orleans, La.
Southern Pacific district.....	Alameda, Calif.
Oregon district.....	Portland, Oreg.
Northern Pacific district.....	Tacoma, Wash.

There are listed below the States which were included in each of these districts.

Northeastern district.....	Maine, New Hampshire, Vermont, Massachusetts, New York, Rhode Island, Connecticut, and northern New Jersey.
Eastern district.....	Pennsylvania, southern New Jersey, Delaware, Maryland, West Virginia, Virginia, and North Carolina.
Central district.....	Michigan, Ohio, Indiana, Kentucky, Wisconsin, Illinois, Missouri, Kansas, Iowa, North Dakota, South Dakota, Nebraska, Colorado, Wyoming, and Minnesota.
Southern district.....	South Carolina, Tennessee, Georgia, Florida, Alabama, Mississippi, Louisiana, Arkansas, Oklahoma, Texas and New Mexico.
Southern Pacific district.....	Arizona, Utah, Nevada, and California.
Oregon district.....	Idaho, Oregon, and Montana.
Northern Pacific district.....	Washington.

Subsequently sales offices were established at the plant of the Merchants Shipbuilding Corporation at Bristol, Pa., on the Army pier, South Brooklyn, at the plant of the Bethlehem Shipbuilding Corporation at Sparrows Point, Md., and at the warehouse, Norfolk, Va. At these locations the value of materials to be disposed of was sufficient to justify setting up a temporary organization with authority similar to that given to the district sales managers.

The following chart shows the sales and deliveries made since October 29, 1921, and the expenses of the material-sales division during the last six months of the fiscal year 1922. The details of this chart will be explained later in connection with the discussion of sales and deliveries. It will be noted from the expense line on the chart that the weekly expenses have averaged \$41,200, whereas the sales have averaged \$267,600, or an expense of about 15 cents on the dollar. This 15 per cent does not represent selling expense in the usual sense; it includes warehousing, loading, shipping, rents of properties not required in connection with the sales program; in other words, all expenditures incident to the carrying and disposing of plants and materials no longer required by the corporation.

#### Sales.

The sales function of the division was divided into the three following sections:

- General-sales section.
- Outlying-projects section.
- Governmental-transfer section.

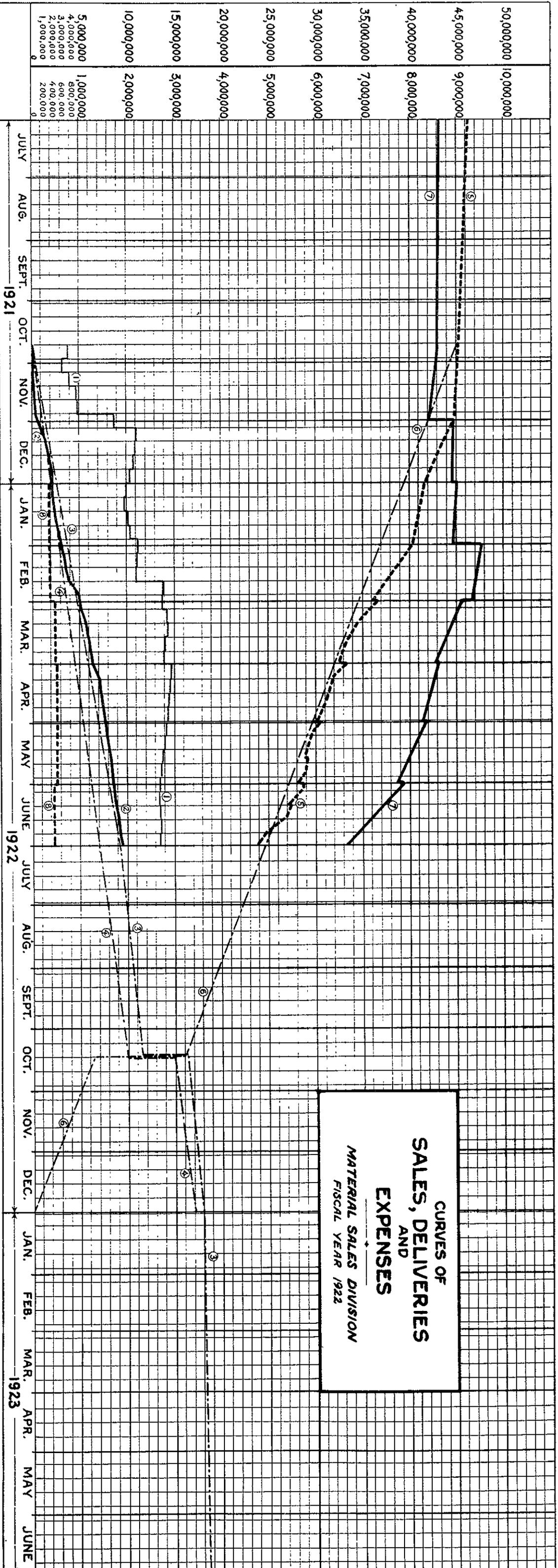
This division of sales activities was desirable because there were three distinct classes of sales to be made. The main group included the warehouses and large projects where quantities of materials of various classifications were located, and where sales organizations were permanently set up to carry out the sales policy. The quantities of materials in each class permitted careful study to be given to the best means of liquidation. The general-sales section was organized to handle this class of sales work, and the district sales managers are directly responsible to the general-sales section.

The many scattered locations where comparatively small quantities of materials were on hand offered many different problems, often involving only a single type of material, but involving storage charges and various special relations with the custodian. Some of these projects were settled by correspondence but a great number required visits by representatives of the division and special negotiations. It was for this work that the outlying-project section was created.

The other class of sales involved transfers to other departments of the corporation and to other branches of the Government. It became evident that transfers to Government departments would offer desirable means of disposing of material, and it was necessary to have a section to cooperate directly with the Government departments and with the office of the chief coordinator, general supply, Bureau of the Budget.

As has been stated previously, practically no sales other than governmental transfers were made between July 1, 1921, and October 24, 1921, at which time sales under the new policy were commenced. The records indicate that during the period above referred to sales and transfers amounting to approximately \$637,000 were made for materials with an inventory "present fair value" of \$1,105,000. Sales under the new policy were commenced during the week ending October 29, 1921, and continued to the end of the fiscal year, when total sales of approximately \$9,500,000 had been made, the materials and projects sold had an inventory "present fair value" of about \$24,500,000. Included in these total sales figures were sales of material at warehouses and outlying projects, governmental transfers, and the sales of three plants negotiated by the plant division. The chart showing sales, deliveries, and expenses shows the average weekly sales (selling price) from October 29, 1921, to June 30, 1922. In reading this chart it should be noted that the cumulative line is on a scale 50 times as great as the average sales curve. Shown with relation to the cumulative sales curve is a line indicating the estimate (as of July 1, 1922) of the rate of sales necessary to obtain by the end of the calendar year 1922 the original estimated recovery of \$12,000,000 for material and \$5,000,000 for plants. The break in this line in October, 1922, is based on the assumption that the plants will be sold as a whole at

**CURVES OF  
SALES, DELIVERIES  
AND  
EXPENSES**  
MATERIAL SALES DIVISION  
FISCAL YEAR 1922



- \$ 10,000,000 SCALE**
- \$ 50,000,000 SCALE**
- ① ——— AVERAGE WEEKLY SALES (SELLING PRICE)
  - ② ——— TOTAL SALES (SELLING PRICE)
  - ③ ——— ESTIMATE OF SALES (SELLING PRICE)-JUNE 1, 1922
  - ④ ——— ESTIMATE OF SALES (SELLING PRICE)-JAN. 1, 1922
  - ⑤ ——— TOTAL OF MATERIAL TO BE SOLD (PRESENT FAIR VALUE, JUNE 30, 1921)
  - ⑥ ——— ESTIMATE OF SALES (PRESENT FAIR VALUE, JUNE 30, 1921)
  - ⑦ ——— COMPTROLLER'S BALANCE OF MATERIAL TO BE SHIPPED (PRESENT FAIR VALUE, JUNE 30, 1921)
  - ⑧ ——— AVERAGE WEEKLY EXPENSES

that time. There is shown also the revised estimate of recovery as of June 1, 1922. The original estimate was somewhat increased to include recovery from the sales of materials the certification of which was accepted subsequent to the inventory of June 30, 1921.

These certifications during the fiscal year amounted to \$2,882,061.38 appraised or "present fair value." Involved in these certifications were various materials at many new outlying points, as well as additional items, large and small, at the larger projects.

In the general-sales section the policy was adopted of encouraging the field to negotiate large sales as well as the smaller ones, subject to home-office approval. It was the general practice to make in the home office only such sales as by their peculiar nature could not be handled in the districts. The general-sales section in the home office exercised control over the field and had the approving power. The majority of sales made both in the districts and home office were by negotiation either personal or by correspondence, although other means were resorted to in special cases. Sale by advertisement and sealed bids did not prove very successful, due probably to the class of goods and the nature of the trade to be dealt with. In two instances, after sealed bids were rejected, auctions were held in the home office, and in each case very satisfactory results were obtained and sales consummated. The sales of 105,000 tons of steel at Hog Island and 202 1,400-horsepower marine engines at various locations were made in this way. When sales at Bristol, Pa., and Wilson Point, South Norwalk, Conn., reached the point where sales by negotiation were no longer effective, auctions conducted by public auctioneers were resorted to, and on the whole satisfactory results were obtained.

Particular mention should be made of the sale of material at the plant of the Merchants' Shipbuilding Corporation, Bristol, Pa. An organization was set about November 1, 1921, to dispose of by May 1, 1922, materials with a "present fair value" of approximately \$3,000,000 in order to carry out the contract with the Merchants' Shipbuilding Corporation. Sales by negotiation were conducted until late in April, 1922, when all remaining property was sold at public auction. Deliveries were all completed by the first part of June, and except for the final accounting, the interests of the division at this point were settled.

At the beginning of the fiscal year there were about 223 outlying projects amounting to \$2,875,246.25 "present fair value." At the end of the fiscal year there remained 30 projects amounting to \$240,309.23 "present fair value."

The governmental-transfer section during the fiscal year made transfers amounting to \$1,854,750, with a "present fair value" of \$2,113,600. In accordance with agreement made with the office of the chief coordinator, sales or transfers were made at prices 15 per

cent below the "present fair value" or "present market price," if lower. In certain cases where specifically directed by the chief coordinator, transfers were made without funds, but these cases were comparatively few. The Government departments were given preferential treatment in the matter of reserving material and expediting shipments, etc.

#### Deliveries.

In the matter of delivering material after its sale, the division was confronted by a problem more difficult even than its sale. This condition resulted partly on account of the amount of undelivered material still on hand July 1, 1921, involved in sales made prior to that time, but principally on account of the tendency of purchasers to leave material in the custody of the corporation, pending a possible future rise in the market. During the early part of the sales campaign sales contracts were not so drawn up as to insure prompt removal of material, and a number of large sales were made which presented serious problems in delivery. The majority of these, however, were negotiated to the point where removal was being proceeded with, and contracts more recently made required prompt removal, under penalty of the resale of the material against the account of the purchaser.

After it became evident that some purchasers were unwilling to cooperate in the matter of removing material, the policy was adopted of refusing to sell further material to any purchaser who was delinquent on any sales contract. In a number of cases this action produced the desired result.

Of the material on hand at the beginning of the fiscal year, and which was certified later, there was removed from the accounts of the general comptroller a total "present fair value" of \$14,867,179.59. There is indicated on the chart of sales, deliveries, and expenses a curve which shows the monthly balances of the "present fair value" of surplus material as reflected in the books of the bureau of property and supplies accounts, general comptroller's department. It will be noted that the June 30, 1922, total is \$34,066,427.78. The vertical lines shown at the end of each month indicate the increases or decreases due to certification or inventory adjustments taken into the accounts during the month.

There was maintained for the information of the division a record of the undelivered balance remaining in the various districts and projects. This record was based on actual deliveries, but was not subject to delay for detailed paper work, as in the case of the comptroller's accounts. At the end of the fiscal year the total balance reflected in this record was \$33,066,642.83, which, taken in conjunction with the general comptroller's balance, would seem to indicate that material with an inventory "present fair value" of approximately \$1,000,000 has been shipped but not yet cleared from the accounts.

**Claims.**

Aside from the problems pertaining to delivery of material on current sales there arose many questions involving old and complicated sales contracts and also material involved in old claims and those pending before the department of claims. A claims section was organized to handle these involved matters in so far as the interests of the material-sales division were concerned. This section worked in close cooperation with the legal and claims departments, and a number of complicated problems were satisfactorily settled.

**Material Section.**

After the inventory of June 30, 1921, was completed and the sales campaign was started in October, a number of changes were made in the material section which eliminated a great deal of detail work. It was possible, therefore, to materially reduce the personnel of this section, although it was found necessary to install a number of additional records to give a proper indication of the progress made by the division in the disposition of its materials. The principal record established was the valuation record showing information relative to shipments and balances on hand in the various districts.

The appraisal branch of the material section was responsible for reappraisals of material for sales purposes and also the establishment of the appraised values to be included in certifications of material made subsequent to the inventory. It became evident soon after the sales campaign was started that the present fair values included in the inventory were not suitable guides for sales purposes, the actual recoverable values being approximately the figures shown in the inventory under the heading "forced-sale value."

#### TRANSPORTATION AND HOUSING DIVISION.

The transportation and housing division was charged with the management and sale of those housing projects and passenger-transportation facilities which were constructed or acquired by the Emergency Fleet Corporation with funds appropriated by the sundry civil appropriation act approved July 1, 1918.

**Organization and Personnel.**

The transportation and housing division had supervisory control of the operation and maintenance of all housing projects belonging to the corporation, and was in charge of the sale of such projects. It also had supervision, to the extent permitted by the underlying contracts, of the projects on which the corporation held blanket mortgages.

This department was also responsible for the conduct of negotiations for settlements of transportation contracts, including, in a

number of cases, the procuring of appraisals of equipment and facilities as a basis for settlements.

#### Housing.

The total expenditure of the corporation for housing purposes amounted to approximately \$70,000,000, which included advances of about \$200,000 to municipalities and public-utility companies for street improvements and public-utility installations.

Prior to the beginning of the fiscal year 1922 there had been recovered from sales of housing property \$10,636,845, part of which was represented by purchase money mortgages.

On July 1, 1921, there remained unsold, wholly or in part, 20 projects, in addition to 3 others which were under contracts of sale but had not been conveyed. Contained in these 20 projects were 5,555 permanent dwelling houses, 72 apartment buildings, with 463 apartments, 20 apartment and store buildings with 386 apartments and 54 stores, 11 store buildings, 4 hotels, 4 boarding houses, 66 dormitories, 4 cafeterias, and other miscellaneous structures.

Unsold projects owned by the corporation at the beginning of the year, either directly or through ownership of the stock of the holding companies, were as follows:

*Groton, Conn., "Groton Park"*: 92 new houses, 3 old houses remodeled, 4 dormitories, 1 cafeteria, 1 store, 3 boarding houses, 1 power house.

*Bristol, Pa., "Harriman"*: 320 houses, 1 hotel, 22 dormitories, 278 apartments, 18 stores, 1 school, 1 hospital, 1 fire house, 1 heating plant, and other miscellaneous buildings.

*Camden, N. J., "Fairview"*: 1,579 houses, 59 apartments, 13 stores, 1 hotel, 1 gymnasium, miscellaneous buildings.

*Philadelphia, Pa., "Elmwood"*: 23 acres of vacant land.

*Essington, Delaware County, Pa., "Essington Dormitories"*: 3 dormitories, 1 cafeteria, 1 power house.

*Chester, Pa., "Buckman Village"*: 278 houses, 106 apartments, 5 stores, 1 boarding house, 1 old mansion house.

*Wilmington, Del., "Union Park Gardens"*: 503 houses, 8 apartments, 5 stores.

*Dundalk, Md.*: 1 store building and about 6 acres of vacant land.

*Lorain, Ohio*: 231 houses, 1 old house remodeled, 3 apartments, 8 stores.

*Wyandotte Mich.*: 78 new houses, 1 old house remodeled.

In addition to the above, the corporation held title directly, or by stock ownership, to the following properties which were under contracts of sale, but which had not been conveyed:

*Philadelphia, Pa., "Elmwood"*: 149 houses.

*Chester, Pa., "Chestership Hotel."*

*South Jacksonville, Fla., "Fletcher Park"*: 158 houses, 2 stores.

During the fiscal year the corporation acquired the stock of the realty company holding title to the following project:

*Bath, Me.*: 109 houses, 4 dormitories.

At the beginning of the year, the corporation had supervisory control over the following projects, on which it held blanket mortgages given to secure the advances made by it for construction purposes:

- Portsmouth, N. H., "Atlantic Heights": 278 houses, 9 dormitories, 5 stores.*
- Newburgh, N. Y.: 127 houses, 70 apartments.*
- Brooklawn, N. J.: 448 houses, 9 stores, 1 apartment, 1 community building.*
- Essington, Pa., "South Philadelphia houses": 200 houses, 5 stores.*
- Chester, Pa., "Sun Village and Sun Hill": 712 houses, 56 apartments, 20 stores.*
- Newport News, Va., "Hilton Village": 473 houses, 6 stores.*
- Newport News, Va., "Washington Avenue Apartments": 330 apartments, 8 stores.*
- Clyde, Calif.: 103 houses, 1 hotel.*
- Vancouver, Wash.: 20 houses, 1 hotel.*

#### Disposal of Real Estate.

The merchant marine act, approved June 5, 1920, authorized and directed the Shipping Board to dispose of all of these properties, or the interest of the United States therein, at as early a date as practicable, consistent with good business and the best interests of the United States.

Prior to the fiscal year, various plans of sale had been followed by the housing division, a large number of houses being sold individually at private sale on easy terms, while other projects were sold in their entirety.

In October, 1921, the board determined upon a policy of public auction sales as the best method of effecting the rapid liquidation contemplated by the merchant marine act, and directed that the projects at Fairview, Camden, N. J., and Harriman, Bristol, Pa., be sold in that manner.

After extensive advertising the improved property in the Fairview project was sold at auction on December 10-14, 1921, for a total price of \$3,802,600.

On April 22, 1922, [almost all of] the vacant land in the project was sold at auction for \$131,645, the remainder being disposed of at private sale for \$12,000, making the total amount realized from the sale of this entire development \$3,946,245.

The improved property at Harriman, with the exception of the school and hospital buildings and the fire house, was sold at auction on December 17, 1921, for a total price of \$762,495. On May 1, 1922, the vacant land, hospital and contents, and fire house were sold at auction for \$33,057.50. The school building and water and electric systems were sold privately to an individual buyer, under agreements providing for their subsequent transfer to the borough of Bristol, to which the town site was annexed following the auction sale, for \$66,900. Power-house equipment and other miscellaneous material was sold for approximately \$4,000, making the total amount realized from the sale of this project, \$866,452.50.

With a view to making these sales attractive to tenants and other home seekers, easy terms of settlement were offered, providing for the acceptance by the board of purchase-money mortgages up to 70 per cent of purchase prices, payable in three years. Tenant buyers were given the further privilege of allowing 80 per cent of their purchase prices to remain on mortgage, with installments of principal payable 2 per cent monthly. Concessions in the interest rate were offered purchasers making cash payments of 40 per cent or more.

Settlements were completed by the end of the fiscal year for 97 per cent of the improved properties at Fairview and 42 per cent of the vacant lots. Approximately 38 per cent of the aggregate prices of the properties involved in these settlements was paid in cash, the remaining 62 per cent being secured by mortgages.

Commencement of settlements at Harriman was delayed by the annexation proceedings, but at the end of the fiscal year transfers of 56 per cent of the improved properties and 10 per cent of the vacant lots had been completed. Approximately 61 per cent of total purchase prices was received in cash in these settlements, the remaining 39 per cent being secured by mortgages.

The successful outcome of the Fairview and Harriman sales convinced the board of the wisdom of its policy, and in January it directed that the same plan be followed in disposing of the projects at Wilmington, Del., Chester, Pa. (Buckman Village), Bath, Me., and Groton, Conn., and the Essington Dormitories.

On February 27-28, 1922, the entire Wilmington (Del.) project was sold at auction for prices aggregating \$1,573,600. Subsequent to the auction sale, a cash offer for the property, subject to the auction sale contracts, was accepted by the board, conveyance being made, in accordance with the terms of the contract, on June 3, 1922.

The entire project known as Buckman Village, at Chester, Pa., was sold March 25, 1922, for prices aggregating \$845,075. Settlements were completed before the end of the fiscal year, cash being received to the amount of approximately 32 per cent of total sales prices.

The Bath (Me.) project was offered at auction May 8, 1922, the total prices received aggregating \$76,500. All bids received at this sale were rejected by the board, and steps were taken to sell the project at private sale.

A date was fixed for the sale at auction of the Essington Dormitories, but the sale was canceled and the property sold privately for a consideration of \$35,000, in conjunction with the sale of the blanket mortgage covering the South Philadelphia houses.

Legal complications, involving the relations of the corporation with the shipbuilder, made it necessary to postpone for a time the sale of the Groton (Conn.) project.

Under a subsequent authorization of the board, the projects at Lorain, Ohio, and Wyandotte, Mich., were sold at auction on May 23 and 25, 1922, respectively. Total prices realized from these sales amounted to \$543,250 and \$214,100. No transfers of any of these properties were made during the fiscal year.

On June 30, 1922, settlement was made for the store building and certain vacant land at Dundalk, Md., sale of which had been made privately for \$75,000 cash. A few small parcels of vacant land remained unsold at this project.

Results of sales of real property during the fiscal year may be summarized as follows:

	Name of project.	Date of auction sale.	Total sales price.	Cash received to June 30, 1922.	Purchase-money mortgages received to June 30, 1922.
Camden, N. J.....	Fairview.....	Dec. 10-14, Apr. 22	\$3,946,245.00	\$1,407,946.00	\$2,309,999.00
Bristol, Pa.....	Harriman.....	Dec. 17, May 1.....	868,452.50	295,636.00	188,084.00
Wilmington, Del.....	Union Park Gardens.....	Feb. 27-28.....	1,573,600.00	1,319,000.00	.....
Chester, Pa.....	Buckman Village.....	Mar. 25.....	<sup>1</sup> 845,075.00	268,130.00	576,220.00
Essington, Pa.....	Essington Dormitories.....	.....	35,000.00	35,000.00	.....
Lorain, Ohio.....	.....	May 23.....	543,250.00	<sup>2</sup> 54,325.00	.....
Wyandotte, Mich.....	.....	May 25.....	215,100.00	<sup>2</sup> 21,410.00	.....
Dundalk, Md.....	.....	.....	75,000.00	75,000.00	.....
Total.....	.....	.....	8,098,722.50	3,476,447.00	3,074,303.00

<sup>1</sup> Purchaser of one vacant lot at \$725, defaulted.

<sup>2</sup> Ten per cent deposits paid at auction sale.

### Blanket Mortgages.

During the fiscal year the interest of the corporation in the following projects was disposed of by the sale for cash, through the finance division, of the blanket mortgages secured thereon:

Location.	Name of project.	Amount realized.
Newburgh, N. Y.....	.....	\$525,000.00
Essington, Pa.....	South Philadelphia houses.....	431,000.00
Chester, Pa.....	Sun Village and Sun Hill.....	1,700,000.00
Newport News, Va.....	Hilton Village and Washington Avenue Apartments.....	1,100,000.00
Total.....	.....	3,756,000.00

### SUMMARY OF SALES.

	Amount of sales.	Cost of projects.	Percentage of sales to cost.
Real estate.....	\$8,098,722.50	\$30,012,583.00	26.9
Blanket mortgages.....	3,756,000.00	13,239,959.00	28.3
Total.....	11,854,722.50	43,252,542.00	27.4

Assignment of the blanket mortgage covering the project at Clyde, Calif., was made to the Pacific Coast Shipbuilding Co., in connection with the settlement of ship-construction contracts.

**Property Unsold June 30, 1922.**

At the end of the fiscal year all of the real estate owned by the corporation and under the supervision of the transportation and housing division had been conveyed or was under contract of sale, with the exception of the following:

- Bath, Me., entire project.
- Groton, Conn., Groton Park, entire project.
- Philadelphia, Pa., Elmwood, 23 acres of vacant land.
- Chester, Pa., Buckman Village, one lot of vacant land.
- Wilmington, Del., Union Park Gardens, two lots of vacant land.
- Dundalk, Md., five lots of vacant land.

Blanket mortgages were held by the corporation at the end of the year covering the following projects:

- Portsmouth, N. H., Atlantic Heights.
- Brooklawn, N. J.
- Vancouver, Wash.

**Property Sold but not Transferred June 30, 1922.**

- Camden, N. J., Fairview, 51 improved properties; 303 lots.
- Bristol, Pa., Harriman, 226 improved properties; 476 lots.
- Philadelphia, Pa., Elmwood, 149 houses.
- Philadelphia, Pa., island road houses, 12 houses.
- Chester, Pa., Chestership Hotel, one hotel.
- Jacksonville, Fla., Fletcher Park, entire project.
- Lorain, Ohio, entire project.
- Wyandotte, Mich., entire project.

**Transportation.**

Out of its appropriation of \$20,000,000 for transportation purposes, the transportation and housing division expended about \$12,000,000, of which amount \$8,436,816 was loaned to various transportation and power companies.

The contracts covering these loans provided in general for the payment during the period of the war of 5 per cent interest on the amounts advanced and the return, after the termination of the war, of the value as determined by appraisal, the minimum valuation being fixed in a number of cases at 75 per cent of the first cost. Repayment of principal was in nearly all cases to be made in five equal annual installments with interest at 5 per cent on unpaid balances, the first payment falling due one year after the formal declaration of peace.

Prior to July 1, 1921, a settlement was made with one debtor company for \$55,000, and street cars and other property were sold for \$234,000, making the total amount received \$289,000. In addi-

tion, such surplus material as could best be disposed of by the supply and sales division was certified to that division for sale.

Following the President's proclamation declaring the termination of the war, arrangements were completed with three transportation companies for appraisals of the properties covered by their contracts, and steps were taken toward effecting similar arrangements with other companies.

During the fiscal year settlements were made with five contracting companies for the total amount of \$389,961.08.

At the end of the year there remained unsettled the following contracts:

Company.	Investment.	Security.
Lewiston, Augusta & Waterville Street Ry. Co.	\$69,056.41	Bonds, \$60,000. <sup>1</sup>
Philadelphia Rapid Transit Co.	2,162,251.83	Title to work.
Portland Railway Light & Power Co.	150,329.80	Do.
Public Service Ry. Co., Camden contract	955,321.69	Performance bond for \$1,240,780.
Emergency Fleet Ry. Co.	238,373.13	Title to work.
Kearney contract	28,189.65	Do.
Newark Bay contract	691,429.66	Do.
San Diego Electric Ry. Co.	46,883.65	Do.
Southern Pennsylvania Traction Co.	1,375,691.51	Do.
Tidewater Power Co.	370,993.76	Title to work; <sup>2</sup> bonds, \$97,000; note, \$10,000; first lien on returns from power sold to shipyards.
United Railways & Electric Co. of Baltimore	961,489.82	Title to work. <sup>2</sup>
City of Tacoma, Wash.	232,398.40	Bonds, \$233,000.

<sup>1</sup> Company became insolvent and its entire property was sold under foreclosure to Androscoggin & Kennebec Ry. Co.

<sup>2</sup> Appraisers appointed.

At the end of the year negotiations were in progress with all of the above companies looking toward settlement of their respective contracts, except in the case of the Portland Railway Light & Power Co., with which an agreement of settlement had been reached.

#### DRY-DOCK DIVISION.

The dry-dock division was established as a subdivision of the surplus property department on October 14, 1921.

The problem before the dry-dock division was the disposition of the dry docks and marine railways in the hands of the corporation and some equitable arrangement whereby dry docks and marine railways already disposed of, but in which the corporation had a financial interest, might be kept in service by the present operators or put in the hands of others without jeopardizing the interests of the corporation or inflicting unnecessary hardships on the ship-repair companies.

In order to relieve the serious situation existing during and immediately following the war, due to the lack of docking facilities, the corporation financed in whole or in part or otherwise assisted in the construction of 18 dry docks and 12 marine railways. These facili-

ties, with the exception of three dry docks, were turned over to ship-repair companies under various forms of sale or lease agreements. A tabulated statement containing general information relative to the docks and railways is included in the appendix of this report.

The original investment of the corporation in dry docks and marine railways amounted to approximately \$19,059,000, of which amount approximately \$16,154,000 was contractually collectible, a number of the contracts containing provisions for a write-off due to the high construction costs prevailing under war conditions.

The former administration of the corporation disposed of certain of these facilities, with the result that when the present administration assumed control the contracts then existing represented an investment of approximately \$17,976,000, of which there was contractually collectible, over a period of 12 years, approximately \$15,372,000, exclusive of interest which had accumulated during the life of the contracts.

Prior to July 1, 1921, there was recovered from contracts settled a total of approximately \$475,000.

In connection with contracts settled during the year ending June 30, 1922, the recovery, including interest payments, amounted to approximately \$1,809,000, with additional deferred payments amounting to \$300,000. In arriving at these figures the sum of approximately \$158,000, representing the amount of pending claims canceled as a result of settlement agreements, was not included. Including the pending claims, the recovery would thus amount to approximately \$1,967,000, and, if to this the amount of the deferred payments is added, the total recovery in connection with contracts settled during the year would amount to approximately \$2,267,000.

On June 30, 1922, there remained as contractually collectible, exclusive of interest, the sum of \$10,624,359, of which amount \$3,378,682 is classified as under the finance department and \$7,245,677 under the surplus-property department.

Owing to the serious general depression existing in the shipping industry, the operation of these facilities had been and still was on the whole unprofitable, and in most cases the purchasers had been unable to meet the contract terms as to payments. This condition necessitated an attempt to settle these contracts along the lines outlined.

One dry-dock contract and one marine-railway contract were finally settled prior to July 1, 1921, while in the case of two marine-railway contracts, the corporation had no financial interest.

Of the remaining 17 dry docks and 9 marine railways final settlements were made during the fiscal year in the case of 2 dry docks and 3 marine railways. Settlements were also made in the case of 1 dry dock and 1 marine railway, the corporation, however, retain-

ing an interest in same, and in the case of 1 marine railway a settlement agreement was reached, but the transaction was not finally completed before the end of the year.

Owing to financial difficulties on the part of purchasers, it was necessary during the year to cancel contracts and take back 3 dry docks, with the result that on June 30, 1922, the corporation owned outright or had a financial interest in 14 dry docks and 5 marine railways. The situation with regard to the individual contracts was as follows:

Final settlement made:

Dry docks—

Dry-dock contract No. 4, Jahncke Dry Dock & Ship Repair Co.

Dry-dock contract No. 7, Jahncke Dry Dock & Ship Repair Co.

Marine railways—

Marine-railway contract No. 9, Barnes & Tibbitts.

Marine-railway contract No. 10, Barnes & Tibbitts.

Marine-railway contract No. 16, Southern Shipyard Corporation.

Settlement made, Fleet Corporation retaining interest:

Dry dock—

Dry-dock contract No. 1, Alabama Docks Co.

Marine railway—

Marine-railway contract No. 14, Lord Dry Dock Corporation.

Retaken by Fleet Corporation and offered for sale:

Dry docks—

Dry-dock contract No. 8, Merrill-Stevens Shipbuilding Corporation.

Dry-dock contract No. 14, Ramberg Dry Dock & Repair Co.

Dry-dock contract No. 18, Lord Dry Dock Corporation.

Settlement agreement reached but not yet consummated:

Marine railway—

Marine-railway contract No. 3, Crowninshield Shipbuilding Co.

Negotiations pending, or no action required:

Dry docks—

Dry-dock contract No. 3, Bethlehem Shipbuilding Corporation (Ltd.).

Dry-dock contract No. 5, Galveston Dry Dock & Construction Co.

Dry-dock contract No. 10, Geo. Leary Construction Co. (Norfolk Navy Yard).

Dry-dock contract No. 11, Bruce Dry Dock Co.

Dry-dock contract No. 12, New York Harbor Dry Dock Corporation.

Dry-dock contract No. 13, Perth Amboy Dry Dock Co.

Dry-dock contract No. 16, Staten Island Shipbuilding Co.

Dry-dock contract No. 17, New York Harbor Dry Dock Corporation.

Marine railways—

Marine-railway contract No. 1, Henderson Shipbuilding Co.

Marine-railway contract No. 5, Cumberland Shipbuilding Co.

Marine-railway contract No. 6, Tampa Dock Co.

Marine-railway contract No. 7, Federal Marine Railway Co.

In addition to those mentioned above, there were three dry docks offered for sale which were constructed by the corporation but which had not been obligated under any form of lease or sales agreement.

The docks held by the corporation were advertised and efforts were also made to dispose of them through private sale, but on account of the general depressed condition of the ship-repair business only a portion of the dock capacity was utilized, with the result that those who might normally have made use of the corporation's docks did not deem it advisable at the time to purchase at any reasonable figure. Such situations were due in part to lack of available funds, or to the hope that the corporation would be willing in the near future to sell at a greater sacrifice, or to the fact that the corporation had a number of docks on hand and there appeared to be no necessity for making an immediate purchase, particularly as a dock purchased would probably remain idle for some time.

#### PLANT DIVISION.

The corporation was obliged to give financial aid for shipyard and other plant improvements and extensions during the war in order to provide sufficient shipbuilding facilities to carry out the ship program. In some cases plants and plant improvements were built by the corporation and owned outright by it; in other cases loans were made and secured by mortgages on the plants; and in other cases advances were made to be repaid from ship contract progress payments. Soon after the armistice was signed the corporation was confronted with the problem of liquidating its interests in these plants and an organization was created for that purpose early in 1919, known as the plant-disposal section of the shipyard plants division. Many of the plant improvements owned outright by the corporation were disposed of by the plant-disposal section before the end of 1920, at which time the liquidation of plant interest practically ceased owing to the absence of a demand for property of this kind.

The plant division of the surplus-property department was organized in October, 1921, to again attempt to liquidate the corporation's interest in plants and plant improvements. Before proceeding to dispose of any of these it was necessary to make an analysis of the corporation's interests and to classify these in order that they might be disposed of as advantageously as possible. As a result of this analysis it was found that as of October, 1921, exclusive of dry docks and marine-railway plants, the corporation owned plants and plant improvements at 54 locations, held mortgages on 19 plants, and that advances made by the corporation for plant construction at 18 locations had not been repaid. There was also one case in which a plant was sold on deferred payment guaranteed by a surety bond.

Upon further analysis it was found that other departments, such as financial, legal, and material sales, had already become involved in the liquidation of some of the plant interests, and it was decided

that these departments could conclude the liquidation of certain interests to better advantage than the plant division, and therefore the corporation's interests in plant improvements at all but 15 locations were assigned to other departments for liquidation.

The 15 cases retained by the plant division were as follows:

Alameda concentration plant.....	Alameda, Calif.
American Shipbuilding Co.....	Brunswick, Ga.
Bancroft & Martin Rolling Mills Co.....	Portland, Me.
John Brennan & Co.....	Detroit, Mich.
Duval Corporation.....	South Jacksonville, Fla.
Gibbs Gas Engine Co.....	South Jacksonville, Fla.
Grant Smith Porter Ship Co.....	Aberdeen, Wash.
Hog Island.....	Hog Island, Pa.
National Metals Co.....	Sollers Point, Md.
Pressed Steel Car Co.....	Allegheny, Pa.
Ralston Steel Car Co.....	East Columbus, Ohio.
Richmond Boiler Works.....	Richmond, Va.
Skinner & Eddy, yard No. 2.....	Seattle, Wash.
Sun Shipbuilding Co.....	Chester, Pa.
Todd Dry Dock & Construction Corporation..	Tacoma, Wash.

Some of these were immediately available for sale; some had previously been sold on deferred payments, upon which the purchasers had defaulted; some were involved in legal disputes, and others were not available for sale on account of being used for concentration of surplus materials. Eight were completely disposed of, leaving seven to be disposed of. The amounts realized from sales of property are included in the report of the material-sales division.

Following is a list of the plants that were disposed of:

Bancroft & Martin Rolling Mills Co.....	South Portland, Me.
John Brennan & Co.....	Detroit, Mich.
Gibbs Gas Engine Co.....	South Jacksonville, Fla.
Grant Smith Porter Ship Co.....	Aberdeen, Wash.
National Metals Co.....	Sollers Point, Md.
Ralston Steel Car Co.....	East Columbus, Ohio.
Richmond Boiler Works.....	Richmond, Va.
Sun Shipbuilding Co.....	Chester, Pa.

Following is a list of the plants that were yet to be disposed of, with a brief description of each:

Alameda concentration plant.....	Alameda, Calif.
American Shipbuilding Co.....	Brunswick, Ga.
Duval Corporation.....	South Jacksonville, Fla.
Hog Island.....	Hog Island, Pa.
Pressed Steel Car Co.....	Allegheny, Pa.
Skinner & Eddy, yard No. 2.....	Seattle, Wash.
Todd Dry Dock & Construction Corporation..	Tacoma, Wash.

The following notes give the status as of June 30, 1922, of the plants which remained to be disposed of:

*Alameda concentration plant, Alameda, Calif.*—The corporation owns approximately 170 acres of land at this location upon which it started to build a complete shipbuilding plant in the summer of 1918. Very little construction work was completed above ground on account of the sudden termination of the war and the plant improvements, therefore, consist principally of a few temporary wood frame buildings and railroad tracks. This property was being used as a concentration yard and would not be available for sale for several months.

*American Shipbuilding Co., Brunswick, Ga.*—The plant improvements owned by the corporation at this location consisted of a sawmill with its complete power plant. The sale of this was delayed owing to a receivership, but it was hoped that this property could soon be sold. The corporation also held a mortgage on this entire plant.

*Duval Corporation, South Jacksonville, Fla.*—This corporation purchased the Merrill-Stevens shipbuilding plant at South Jacksonville, Fla., and the housing project known as Fletcher Park, near by, on deferred-payment plan. This corporation was unable to carry out its contract with the Emergency Fleet Corporation and negotiations were under way with a view to making a final settlement.

*Hog Island, Pa.*—The corporation owned approximately 946 acres of land at this location, together with buildings and other fixed improvements. Owing to the fact that this plant was being used as a concentration yard for surplus materials, it could not be disposed of for several months.

*Pressed Steel Car Co., Allegheny, Pa.*—The corporation's interest at this plant consisted of equipment upon which the Pressed Steel Car Co. had an option. The completion of the sale of this equipment to the Pressed Steel Co. was delayed owing to claims that that company had against the corporation.

*Skinner & Eddy, yard No. 2, Seattle, Wash.*—The corporation owned approximately 20 acres of land at this location, together with buildings and fixed improvements subject to mortgage.

*Todd Dry Dock & Construction Corporation, Tacoma, Wash.*—The Emergency Fleet Corporation made extensive improvements in this plant which the Todd Corporation agreed to purchase. Payment in full had not been made by the Todd Corporation on account of claims that that corporation had against the Emergency Fleet Corporation.

#### LEGAL DEPARTMENT.

The activities of the legal department included not only the problems incident to the current operation of Government vessels but the multitudinous questions arising from the building, requisition-

ing, and operation of vessels during the war. Thus the legal department was called upon to defend and to settle, and in many instances to prosecute, libel suits both in foreign and in domestic ports, on account of salvage service, collisions, cargo claims, liens for services, repairs, and other causes. As the result of the Emergency Fleet Corporation having insured Government vessels which it operated and Government vessels under bareboat charter, the legal department was called upon to investigate and settle claims for repairs, salvage, and total loss arising throughout the world. Where the board had in the past advanced money to various plants and contractors, the legal department was required to unravel the problems growing out of the contracts and mortgages relating thereto. In many instances these claims were against contractors who had become bankrupt, which necessitated proceedings in bankruptcy. The corporation sold large stores of merchandise, mortgages, notes, and other securities, necessitating the preparation of contracts of sale by the legal department. The department was called upon to take the necessary steps to foreclose mortgages and in many cases sell real estate and improvements acquired by the Government during the war. Where the corporation was engaged in the operation of steam and street railway systems, questions arising from the operation thereof and all claims and suits arising out of such operation had to be settled. In the sale and disposition of vessels the department was required to draft the necessary bills of sale and other instruments. The work of making collection of obligations due to the corporation was of great importance, and required considerable attention. The handling and disposition of claims resulting in suits in the various jurisdictions of the United States, in claims before the claims commission of the United States Shipping Board, and in suits against the United States in the Court of Claims, received the attention of the department. A number of the cases in litigation were handled by the United States attorneys, but a large part of the preparation of the cases, and in some instances the actual trial of the cases, was done by the department. The department assisted the Attorney General in preparing cases pending before the Court of Claims for trial. The work of disposing of claims before the claims commission was handled exclusively by the department. Where in its judicial capacity the Shipping Board exercised on water the powers exercised by the Interstate Commerce Commission on land, the department assisted at hearings and acted as legal advisor to the various branches of the board interested.

Prior to July, 1921, the legal department was not organized to give appropriate attention to the handling of these momentous problems. It was therefore imperative to obtain an organization of experienced and trained lawyers specially qualified to handle the diversified

legal questions of the Shipping Board and the Emergency Fleet Corporation. Such an organization was perfected during the summer of 1921 by General Counsel Elmer Schlesinger. Lawyers whose experience had qualified them particularly to deal with litigation, contracts, real-estate transfers, corporate finances, and organization, and trained admiralty counsel were obtained for work in the various divisions of the legal department. The problems to be handled were of unusual magnitude and the losses from an improperly organized and equipped legal department would have been enormous. The building up of this organization, therefore, was felt to be absolutely required.

There were created four main divisions of the legal department, namely, the admiralty division; the contract, opinion, recoveries, and special-assignment division; the claims division; and the litigation division.

The activities of each of the divisions are referred to in the following pages.

#### ADMIRALTY DIVISION.

The United States Shipping Board, through the Emergency Fleet Corporation, at the close of the fiscal year was operating over 400 ships, but prior to that time the board had operated nearly three times that number. In the operation of these vessels there frequently occurred on the high seas and in foreign and domestic ports accidents of every kind and character, collisions and salvage operations, with resulting insurance questions, lien claims, damage cases, demurrage cases, and miscellaneous questions. The admiralty division was charged with the duty of handling cases of this character, including settlements by compromise, as well as trial of certain cases in court. The admiralty division also advised the Shipping Board with reference to the determination of maritime-law questions arising under the merchant marine act, 1920, and the suits in admiralty act.

Prior to July 1, 1921, it was the practice to have all admiralty cases pending in the New York district, which cases involved a large part of the litigated cases in admiralty throughout the United States tried by the United States district attorney's office in New York and prepared by lawyers in the Shipping Board office in that city. The United States district attorney had only three men equipped to try cases of this character, and the Shipping Board had three admiralty lawyers to assist in their preparation. Cases in this district began to accumulate in vast numbers, so that it soon became not only impossible to try the cases as they were reached on the calendars, but also impossible to prepare the necessary pleadings within the time stipulated by rule of court. This led to conferences with the Attorney General of the United States, as a result of which it was

agreed that the Shipping Board should assume the actual trial of all admiralty cases against it in the New York district.

The suits in admiralty act, approved by Congress on March 9, 1920, in the opinion of the Shipping Board, was intended to provide an exclusive remedy in the Federal district courts in cases growing out of the commercial operation of Government-owned vessels. However, since the jurisdictional scope of this act had not at the close of the fiscal year received a construction by the appellate courts, cases of this nature were pending not only in the Federal and State courts, but also in the Court of Claims and in the Federal courts under the Tucker Act. The question of jurisdiction had been raised in several Federal districts, and it was expected that in the near future an authoritative decision on the question of jurisdiction would be obtained.

The admiralty division during the fiscal year disposed of 693 cases. Of these, 270 were collision and salvage cases. The 423 remaining cases included claims for demurrage, dispatch, cargo damage, delayed transportation, seamen's claims for wrongful discharge, overtime, wages, and personal injuries. During the year there were referred to the admiralty division 107 new collision and salvage cases. In addition to the foregoing the admiralty division prepared opinions and participated in the settlement of several hundred cargo damage claims, which were handled by other departments of the board and which were settled without litigation.

The admiralty division continued the work of standardizing commercial documents, and a model form bill of lading was issued, the general clauses of which will be used in all bills of lading covering shipments on Shipping Board vessels. The division also assisted in the preparation of the through export bill of lading to be issued jointly by the Shipping Board and the Interstate Commerce Commission, effective July 22, 1922. Through the continuation of this work a measure of uniformity in the bills of lading covering the various trade routes was expected. All demurrage questions and libels were centralized in the admiralty division, where libels were prepared and filed in the various district courts. There were pending in the division 334 demurrage cases, and libels were prepared and filed in 73 cases. These cases involved claims in favor of the Government in amount of \$5,228,518.79.

The largest class of cases pending in the division on June 30, 1922, were those arising under the lien statute of 1910 as amended by the merchant marine act. After the war and during the period of high tonnage values a large number of vessels were sold to private corporations. Many of these corporations for various reasons, principally because of the fall in ocean rates, became insolvent and were adjudicated bankrupt or their affairs placed in the hands of a receiver in

insolvency proceedings. The ships and the purchasers of the ships had incurred obligations in practically all ports of the United States. These obligations were unpaid and libels were filed by creditors who sought to assert a maritime lien against the vessel for such services, materials, and supplies as under the lien act and the general maritime law gives rise to a maritime lien. The Shipping Board defended these cases on the various defenses available, the principal of which was the notice in the contract of sale, mortgage, or charter, which, in substance, provided that the purchaser or charterer shall be without authority to encumber the vessel with liens.

The validity of the provisions in the Jones Act, with reference to ship mortgages, was upheld in a case arising and tried in the United States District Court for the Eastern District of Virginia, entitled *W. H. Muller & Co. (Ltd.) v. S. S. Oconee*. The time in which to appeal had not expired. No little confusion and added delay and expense was caused by reason of the requirements of the ship mortgage act with reference to the recordation of mortgages. If literally followed, the act requires the mortgage to be recorded at the port where the vessel is either permanently or temporarily documented, thus in effect changing the previous law fixing the home port of the vessel as the port where the mortgage should be recorded. The situation was being considered by the board with a view to clarifying the procedure.

A collision case involving a large loss of property and life, decided in favor of the Shipping Board, was that of the *West Camak-Rowan*, the collision occurring October 28, 1921, off the coast of Scotland. The *West Camak* in a fog was in collision with the *Rowan*, damaging her severely. Within a few minutes thereafter the *Rowan* was again struck by the S. S. *Clan Malcolm*. The *Rowan* sank in a very few minutes with a loss of 35 lives, and involving likewise the loss of about \$1,000,000 in property. A libel was filed by the *Rowan* against the *West Camak* and a cross libel by the *West Camak* against the *Rowan* to recover for damages. The case was decided favorably to the Shipping Board, the claim of the *Rowan* denied, and damages and costs had against the owners of the *Rowan*.

A decision of great importance to the Government and to the Shipping Board in particular, was that of the Supreme Court in the *Western Maid* case, in which it was held that when engaged in a discharge of purely governmental functions, the personality of the ship and sovereign merged, and no right of action arose enforceable against the ship when she later passed into private ownership. This decision relieved the Government from the trial of a large number of cases and left the claimants to make application to Congress for relief.

## CONTRACT, OPINION, RECOVERIES, AND SPECIAL-ASSIGNMENT DIVISION.

In a general way the greater part of the activities of conducting the current legal business of the corporation, adjusting and bringing to proper conclusion all the vast legal business other than admiralty matters, certain classes of claims, and actual litigation, were handled by this division. It prepared and supervised the execution of all contracts for sale of vessels, materials, plants and supplies owned by the Shipping Board. As the board owned merchandise to the value of some \$35,000,000, plants worth approximately \$46,000,000, and some 1,400 steel vessels, and during the fiscal year conducted an aggressive campaign to sell and dispose of this property as rapidly as possible, it is obvious that the work in this connection was of large proportions.

During the fiscal year the legal department was consulted in connection with the sale of nine housing projects owned by the corporation and the sale of 13 blanket mortgages held by the corporation covering six housing projects. These transactions involved the preparation of terms and contracts of sale of the properties sold at auction, preparation of assignments of contracts of sale, preparation of assignments of leases, releases of mortgages and underlying agreements, the drawing and approval of the form of purchase-money bonds and mortgages, assignment of bonds and mortgages, drawing of deeds for the projects sold at auction in various States and approval of the general form, drawing individual deeds where the general form could not be used, and drawing releases or assignments of blanket mortgages held by the corporation on housing projects. These transactions also necessitated negotiations for taking over from the shipbuilder the stock of one of the realty company's projects and preparations to complete its acquisition, settlements of numerous claims connected with the various projects, drawing bills of sale of chattels, and drawing general and special releases of claims. In addition thereto, in connection with these transactions, it was necessary to furnish advice on corporate, franchise, and real-estate tax matters in several States, opinions and advice to the managers of the various realty companies owned by the corporation, to prepare leases and subleases covering properties rented by the corporation, and to prepare minutes and resolutions of meetings of directors and stockholders of the realty companies owned by the corporation. Other duties in this connection consisted of consultations and conferences on various matters with attorneys and officers representing projects upon which the corporation held mortgages, drawing papers used in settlements made by the corporation on projects owned by it or in which it had an interest by way of mortgagee, and collecting

at such settlements for all projects or mortgages so sold the gross sum of \$9,215,191.04. There were taken back purchase money mortgages aggregating \$764,304.

The division assisted in conducting negotiations with municipalities and public-utilities companies for settlement of the amounts advanced by the corporation for the installation of utilities in the various projects.

It was the duty of this division also to prepare and supervise the execution of all agreements connected with the management and operation of the fleet operated by the Shipping Board, including agreements for the purchase of supplies and contracts for services or facilities.

This division was called upon to advise and to cooperate with the finance division of the corporation in connection with an aggressive campaign to liquidate the assets of the corporation. Assistance was given in the preparation of advertisements, contracts of sale, and other legal instruments in connection with sales. The preparation of contracts of settlement, release, and surrendering of securities incident to large collections made during the year entailed considerable work.

During the fiscal year a number of vessels were sold by the board. The division prepared the contracts of sale, the mortgages, and gave advice upon the legal problems incident to these sales.

During the period covered by this report action toward settlement of the relations between the board and the Czecho-Slovak Government, the British Ministry of Shipping, and the Italian Government was taken, with the result that settlements were made with the Czecho-Slovak Government and the British Ministry of Shipping, and the State Department adopted the views of the Shipping Board in denying the claims of the Italian Government.

The legal department prepared the necessary papers incident to these settlements, and reviewed them from a legal point of view before they were finally made.

The Shipping Board during the year endeavored to bring about some satisfactory arrangement with the so-called "pioneer ship purchasers" whereby the Government would obtain at least the current market price for its property. Negotiations to this end were constantly carried on. Some companies settled on the basis mentioned, but a number of others at the close of the year had not. In some instances no action was taken by the debtors toward settling the obligations. The board felt constrained to insist upon liquidation by its debtors within a definite period, and upon failure the board announced it would proceed to bring about the return of its ships. In these negotiations and transactions the department was called upon to act for the board in the taking back of vessels.

This division had charge of receivership proceedings and of the reorganization of corporations indebted to the Emergency Fleet Corporation. There were more than 50 corporations in the hands of receivers in which the Shipping Board had important interests involving millions of dollars. In connection with receivership and bankruptcy cases attention is directed to the decision of the Supreme Court of the United States in the Eastern Shore Shipbuilding Co. case to the effect that the Emergency Fleet Corporation is not entitled to claim priority in the name of the United States in bankruptcy cases.

This division also passed on all claims other than construction claims before the claims commission and maritime claims. A great number of claims against the Shipping Board were disposed of administratively, and in such instances the division negotiated them and prepared the necessary papers in settlement.

The division also handled claims for wage reimbursement and increased labor cost. During the period from 1917 to 1919 some 175 companies, with more than 200 shipyards located on the Atlantic and Pacific coasts, were engaged in the construction of ships either under requisition order or direct contract with the Emergency Fleet Corporation. The form of these orders and contracts varied with each particular yard and in many cases with each particular group of ships. Contracts and orders, prepared under great pressure and in many instances after construction was under way, formed the basis of numerous contractor's claims against the Emergency Fleet Corporation for reimbursement for increased labor cost.

Anticipating the upward trend of ship-laborers' wages, contractual provision was made in all of the various forms of contracts for a base price or estimated cost of the ships, which was to be adjusted by increases in wage rates authorized by the corporation. The shipbuilding labor adjustment board, known as the Macy Board, was established under a three-party agreement—the President of the United States, the Navy Department and the Emergency Fleet Corporation, and the American Federation of Labor as represented through its president. It was created for the purpose of stabilizing labor conditions and standardizing wage rates in the shipyards and shipbuilding plants throughout the country. The Emergency Fleet Corporation committed itself to the findings of this board, and this commitment, together with other independent specific authorizations by executive officers of the Emergency Fleet Corporation, resulted in higher costs for ship construction than were contemplated in the contract prices and created obligations against the corporation and in favor of the contractors in an amount of more than \$250,000,000.

It was the task of the wage-reimbursement unit and committees and boards of like character which had preceded it to consider and make findings upon all questions involving increased cost of labor under the entire ship-construction program. The objective of such findings by this unit was to furnish the administrative officers the basic principles upon which amounts due the contractors should be determined and definitive recommendations for or against the claims. The wage-reimbursement unit passed upon more than 120 cases. The number of claims and questions pending before the unit was approximately 60 on June 30, 1922, and there were probably other claims which had not been formally referred but which will require consideration and decision in the final settlement of existing contracts.

#### CLAIMS DIVISION.

One of the pressing and difficult problems presented to the board during the fiscal year was to formulate a plan for the examination and administrative disposition of the large number of claims arising out of the shipbuilding contracts made during the war emergency.

These claims, 687 in number and totaling at that time \$139,139,248.81, involving the relations of the Emergency Fleet Corporation with several hundred contractors, subcontractors, and material men located throughout the country, had been pending for many months, in some instances for more than two years, and the claimants were clamoring for a money settlement of their demands. Many contractors were threatened with bankruptcy or receiverships, others had gone into the State and Federal courts to enforce their claims, and many more were on the verge of seeking relief in this manner.

Section 2, article (c) of the merchant marine act, 1920, imposed on the board the duty of adjusting, settling, and liquidating these claims. Under the former administration an organization designated as the construction claims board had been considering claims, but it was deemed advisable to abandon the former procedure and set up a claims tribunal organized on different lines.

Accordingly a claims commission was created composed of Judge Walter D. Meals, chairman; Homer L. Ferguson, Frederick W. Wood, Capt. Richard M. Watt, United States Navy, and Arthur W. Teele, members; and O. P. M. Brown, secretary. Mr. Ferguson found it impossible to serve with the commission, but the other members served throughout the year. The personnel of the commission was selected by the President of the United States with a view to obtaining the services of men of recognized leadership in law, ship construction, and accountancy, since the legal tangles, shipbuilding technicalities, and accounting problems involved in the claims were of a most complex and intricate character. This commission was

authorized to hear and determine, subject to approval by the board, all construction and requisition claims and such other claims as might be specially referred to them.

At the same time a claims department was organized, functioning under the supervision of the general counsel, with a corps of lawyers and examiners, to prepare the cases for submission to the commission by assembling all available data and correspondence.

Simple rules of procedure were adopted, affording the claimants, as well as the Emergency Fleet Corporation, an opportunity, as the cases were reached, to appear before the commission with their witnesses and documentary proofs, thus permitting both sides to work out their differences before an independent and impartial tribunal. Where the merits of the claim were found to be clear and unquestionable, provision was made for negotiated settlements subject to review by the commission. After an impartial investigation and hearing by the commission each claim was submitted with the commission's recommendation to the board for final action. With some slight modification, this plan was pursued with very satisfactory results.

Owing to the necessity of building up the new claims department, the commission did not begin to actively function until October 1, 1921. During the nine months prior to June 30, 1922, the commission had heard and determined 578 cases, in which the amount claimed amounted to \$26,498,003.10. Of this number 31 claims, amounting to \$1,497,770.84, were determined to be without foundation and were denied; 547 claims, in which the sums claimed, amounted to \$25,000,232.26, were considered and determined, but the awards amounted to only \$8,739,914.68. Salvage offers amounting to \$353,184.26 for materials in possession of these claimants were accepted, which amount when applied as a credit to the Emergency Fleet Corporation still further reduced the awards to \$8,386,730.42. At the same time the total sum of \$3,303,529.83 was recovered from claimants, representing charges against them on the books of the Emergency Fleet Corporation for moneys advanced on note or mortgage, overpayments, freight, and insurance charges and similar items, so that after deducting these recoveries the amount of cash payable on account of these adjudicated claims was still further reduced to the sum of \$5,083,200.59, representing only 20.3 per cent of the amounts originally claimed. In 3 cases, where the amounts claimed totaled \$8,632,152.72, it was determined that the claimants were indebted to the corporation in sums in excess of their claims, and \$2,086,762.76 was recovered for the Emergency Fleet Corporation in these cases, so that the net outlay in cash for the settlement of \$25,000,232.26 in claims adjudicated prior to June 30 amounted to only \$2,996,437.83.

Subsequent to July 29, 1921, 527 additional claims amounting to \$34,385,290.99 were filed, so that the total number docketed by the commission was 1,214, representing a total amount of \$173,524,539.80.

Of this number 202, amounting to \$44,329,571.55, were withdrawn or otherwise eliminated, so that adding the rejected and adjudicated claims, it will be found that \$70,827,574.65 in claims were disposed of, leaving 434 claims amounting to \$102,696,965.15 pending and unsettled.

All of the claims pending on June 30, 1922, on the docket of the commission had been assigned to attorneys in the department of claims for examination and, where feasible to do so, negotiations for settlements were being conducted with the claimants under the supervision of the commission.

An outstanding feature of the work of the commission was that while only a fraction of the face value of the claims was awarded, the claimants commended the fairness of the commission in its findings and in no instance had any claimant rejected the commission's award by appealing to the courts for a review of its decision, although the right to such appeal is reserved by act of Congress.

When it is considered that the net cash sums to be paid to claimants amount to less than 12 per cent of their gross claims, it will be seen that the lack of a single appeal from the commission's findings is significant.

#### LITIGATION DIVISION.

There were 250 cases, exclusive of admiralty cases, pending against the Emergency Fleet Corporation in the United States and State courts. The amount of these claims, on January 1, 1922, aggregated \$100,000,000. As these cases were scattered throughout various parts of the country it was impossible for the corporation, with its available lawyers, to attempt to prepare and try each case. The United States district attorneys in the various States generally were in charge of the litigation cases of the corporation. In most instances many of the necessary facts and documents requisite to prove the case of the corporation were available only at the offices in Washington. The various points of law and decisions of the courts throughout the United States relative to the corporation were more familiar to counsel in Washington, whose duties related exclusively to Shipping Board and Fleet Corporation matters than, as a rule, they were to local district attorneys. Then, too, a uniformity of policy in handling Shipping Board and Fleet Corporation cases was obviously desirable. Consequently general supervision of this litigation by Shipping Board counsel at Washington was of great value to the district attorneys. There was organized a litigation division under a chief counsel with seven assistant counsel. A review of the

entire docket was made and the cases were divided among the various assistant counsel with a view to securing a concise report on each case showing the nature of the litigation, the issues involved, the present status of the case, and the next step to be taken. An assistant counsel was assigned to consult with the United States district attorney or other counsel in charge of the particular case. If the preparation of a case appeared to be incomplete, an attorney from the litigation division would take steps to assist in the preparation and in some instances was sent to the jurisdiction in which the case was pending to assist in organizing and preparing the defense or prosecution of the case. Where the district attorney was not equipped to try the case, one of the attorneys of the litigation division handled the matter. Records of every trial were carefully analyzed by attorneys in the litigation division, and the question of the advisability of an appeal or settlement was determined. In many cases the evidence was prepared by the division and statements of witnesses sent on to the trial districts. In addition attorneys in the division were assigned to handle for trial some of the claims before the claims commission, including the entire charge of the wooden-ship claims.

Of the pending litigation cases there were some 20 involving approximately \$60,000,000 before the Court of Claims. These cases were under the jurisdiction of the Attorney General, but he was necessarily obliged to look to the corporation for the evidence to be used in the trial of the cases.

The litigation division had under its jurisdiction district counsel at New York, Philadelphia, Jacksonville, Fla., Portland, Oreg., and San Francisco.

The jurisdiction of the office of the district counsel in New York extended over New York and all of the New England States. All cases in litigation in New York City, with the exception of admiralty cases, were actively prepared and tried by the district counsel. In respect of the various other litigation cases in this district—that is, those in the various courts in New England—the district counsel and his assistants actively cooperated with the United States attorneys in their preparation of the cases for trial. In addition to this work, the district counsel in New York was called upon to advise the district officials of the corporation in respect to the interpretation of contracts, including passing upon the payment of bills under contracts in the district. These opinions were subsequently transmitted to the general counsel for final action. The district counsel in New York also was frequently called upon to draft contracts for work in his district. In addition, he was engaged in assisting in what is known as the claims section of the auditing division of the corporation in New York in the settling of 36 contracts for the construction of wood and steel ships.

The jurisdiction of the district counsel in Philadelphia included the States of New Jersey, Pennsylvania, Delaware, and Maryland, and also included certain litigation in the cities of Chicago, Buffalo, and Hampton, Va. The district counsel and two assistants devoted the principal part of their time to cases in course of litigation throughout the district, of which there were pending approximately 100. A majority of these cases were personally conducted by the district counsel and his assistants. In addition to these cases there were several cases which, after extensive investigation and conferences, were negotiated for settlement without suit.

On July 1, 1921, on the docket of the district counsel at Philadelphia, 118 cases were pending and undetermined. Of this number about 40 were prepared for final hearing in the six months ending December 31, 1921, and approximately 40 more were in the process of settlement.

The last-mentioned 40 cases were suits by former Hog Island employees to recover wages in excess of those paid to them. After certain proceedings in court it was found that an advantageous compromise could be made of these cases and such settlement was accordingly effected. An important decision was obtained in Pennsylvania in favor of the contention of the Shipping Board in respect of title to a certain portion of Hog Island which had been contested in the ejection proceedings. Another case of interest decided in this district in favor of the contention of the Shipping Board was the case of the Buffalo Union Furnace Company *v.* Emergency Fleet Corporation in the United States District Court for the Western District of New York. In this case it was decided that where a contract was entered into by the Emergency Fleet Corporation for shipbuilding materials on the assumption that the state of war which prevailed at the time the contracts were awarded would continue throughout the period of the performance, there was an implied condition in the contract that if necessary, or the state of affairs which brought the contract into existence ceased, the obligations under the contract likewise ceased. This case was appealed to the Circuit Court of Appeals of the Second Circuit. If affirmed, it will be of great value in the settlement of claims of contractors against the Emergency Fleet Corporation.

The jurisdiction of the district counsel in Jacksonville, Fla., included all of the Southern and Gulf States. The duties of the district counsel were to cooperate with the district attorneys in the trial and settlement of corporation cases in litigation in that jurisdiction. He also assisted in the preparation of evidence in cancellation claims against the Emergency Fleet Corporation, a number of which had been made by many wood-ship builders located in the South.

The jurisdiction of the district counsel at Portland, Oreg., included States in the northern, Pacific section of the United States. All of the Pacific coast wood-ship builders are in this district. There were pending many claims involving various questions which were being given attention by the district counsel. There were also a number of admiralty cases in this district which were handled by the district counsel. The cases of the Astoria Marine Iron Works *v.* Emergency Fleet Corporation and the Sloan Shipyards Corporation *v.* Emergency Fleet Corporation, both of which were decided adversely to the contention of the Emergency Fleet Corporation by the Supreme Court of the United States in May, 1922, will be disposed of in this district.

The district counsel at San Francisco, Calif., had jurisdiction of litigation and admiralty cases in the southern Pacific section. His work was performed in cooperation with United States district attorneys and was, in general, the same as that of other district counsel, although the volume of business in that district was not as large as in several other districts.

**Sloan Shipyards Corporation *v.* Emergency Fleet Corporation.  
Astoria Marine Iron Works *v.* Emergency Fleet Corporation.**

A very important decision was delivered by the Supreme Court of the United States on May 1, 1922, in the above-entitled cases. By a divided court, six to three, the particular cases in question were decided against the Government's contention that the Emergency Fleet Corporation was not suable, but the basis of the decision was placed on such a narrow ground by reason of the manner in which the questions were raised that the main question of the liability of the Fleet Corporation was still left in doubt.

Motions were filed for a rehearing or a modification of the opinion of the majority of the court so that the points covered by it may be made applicable to pending similar cases.

**Bureau of Investigation.**

The bureau of investigation was under the supervision of the litigation division. During the fiscal year the bureau made 403 new investigations and conducted approximately the same number of investigations which had been begun during the previous year. During the fiscal year ending June 30, 1922, there were arrested 92 defendants; there were brought to trial 36 defendants, of whom 23 were convicted and sentenced and 13 dismissed. The activities of the bureau were not confined to any particular line, but in general it may be stated its work included investigation and prosecution of embezzlement cases of ship masters, thefts of ships' property and stores, importation of whisky and narcotics by members of crews, thefts from shipyards and storage yards, activities of "red-ticket men" and anarchists among crews of Government-owned vessels, fraud and padded

bills by repair yards working with masters and engineers, and padded and fraudulent bills rendered by ship chandlers and supply dealers. Many of the investigations and prosecutions instigated by this bureau resulted in the saving of large sums of money claimed against the corporation.

#### FINANCE DEPARTMENT.

##### Administrative Offices.

Within the administrative offices, the vice president in charge of finance, with his several assistants, formulated the policies, drafted plans, and supervised and coordinated the work of the several departments under his jurisdiction.

All conferences or negotiations of serious import, involving financial features, which pertained to financial adjustment and (or) settlement of weighty matters, or which tended to establish policy or precedent, were conducted in the administrative offices. For example, the problem of "relief" for the "pioneer" purchasers of Shipping Board tonnage, i. e., relief for those American companies which purchased Government-owned tonnage on the high market for ship tonnage immediately after the late war, on partial-payment plan, but which, due to the falling off in freight rates, the dearth of cargo for shipment beginning about the middle of 1920 and continuing to present time, and due also to the great shrinkage in tonnage value from that at time of purchase to the value as of to-day (about 85 per cent), found it impracticable or impossible to complete their purchase contracts or continue to operate their vessels in competition with lower-priced foreign tonnage with its accompanying lower operating costs. After hearings with officials of 70 representative American pioneer companies, a plan for relief was formed, based upon developments in the course of the investigations, as to the financial condition of each individual company, its operating organization, the essential nature of the trade routes in which the ships were engaged, and all other elements which called for consideration. This plan, if completed, it was believed, would secure the following results:

- (1) Compliance with the mandate of Congress, expressed in the merchant marine act of 1920, to place ships owned by the Government into private hands.
- (2) Preserve in their operating integrity and efficiency approximately 70 shipping concerns actively engaged in commerce from all the seaboard of the United States, with preservation of their respective shipping organizations and service.
- (3) Place additional tonnage in the hands of these operators for a further expansion of ships under the American flag in private operation.
- (4) Prevent receivership and disorganization of most, if not all, of these pioneer purchasers with little if any net recovery to the United States compared with the amounts due under existing contracts and the consequent loss of operators of American-flag ships of varying degrees of experience and efficiency.

Briefly the plan for relief called for no financial sacrifice on the part of the Government. Where the pioneer purchasers defaulted in their obligations, the ships themselves constituted the only security, and the obligations were not set aside. Where cash in full had been paid at high tonnage prices no remission of any part paid was granted. But the real practical plan of relief offered was to permit pioneer purchasers to retain their ships by paying to the United States an amount equal to the net value of the ships if taken back and sold by the United States and by acquiring additional tonnage at a lower cost (approaching current market value) sufficient to average down the total tonnage cost of the entire fleet to approximate present-day replacement values, if built in the shipyards of this country. By this plan the Government received in addition to cash already paid in by the purchasers an additional amount of cash equivalent to present market value of ships that otherwise would be returned to it, and also placed additional tonnage at a fair current market price in the hands of private owners.

The principles involved in this relief plan were generally accepted by the companies as fair and equitable to both the Government and themselves, but the majority of them were somewhat reluctant to acquire additional tonnage on account of the depression in shipping business and the failure of enactment by Congress of legislation which would tend to equalize the actual operating expense of American vessels with operating costs of vessels owned by foreign competitors.

With the enactment of the proposed ship-subsidy legislation, and the consequent general acceptance of the outlined plan for relief of American pioneer ship purchasers, it is believed a substantial nucleus for a permanent merchant marine would be the result, the present-day American companies would be placed on a stable basis, their fleets increased, and their ability to compete with foreign steamship companies so enhanced that, by reason of inherent American business ability, they soon would out-distance their foreign competitors, or at least acquire a fair proportion of ocean trade and do so with astounding rapidity.

Another instance of the work handled by the administrative office was the renewed negotiations extending over a period of several weeks which led to an agreement for settlement with the British Ministry of Shipping, by the terms of which the British Government paid \$12,000,000 in final liquidation of their long-standing obligations arising through freight charges on cargoes of oil, flour, nitrates, lumber, etc., transported by Shipping Board vessels during the war for account of the British Government.

The foregoing instances are concrete examples which show the specific nature of the work done in the administrative offices of the finance department in relation to negotiations, adjustments, and settlements and this character of work was carried on in addition to the general daily supervision and control of the personnel and of the financial department.

#### Personnel, Comptroller's and Treasurer's Departments.

The department of finance, during the year, made an earnest endeavor to reduce its personnel to the lowest point possible consistent with the proper handling of current work.

These reductions were made from time to time as rapidly as the accumulated work of the Shipping Board was liquidated.

The following comparative table gives the number of employees with total annual salaries for general comptroller's and treasurer's departments in all offices of the corporation. This shows for the comptroller's department, June 30, 1921, number of employees 3,061, total salaries \$5,721,073; June 30, 1922, number of employees 1,343, total salaries \$2,646,597, a reduction of nearly 50 per cent within the 12-month period.

Treasurer's department, June 30, 1921, number of employees 159, total salaries \$309,100; June 30, 1922, number of employees 129, total salaries \$302,950.

#### COMPTROLLER'S DEPARTMENT.

	June 30, 1921.		June 30, 1922.	
	Em- ployees.	Salaries.	Em- ployees.	Salaries.
Home office.....	1,085	\$2,014,680	753	\$1,452,306
Boston.....	79	141,740	12	21,600
New York.....	855	1,622,211	279	596,791
Philadelphia.....	306	575,560	112	227,360
Baltimore.....	168	292,440	17	27,480
Norfolk.....	127	217,760	24	41,580
New Orleans.....	194	354,142	36	59,400
San Francisco.....	168	340,220	73	144,300
Seattle.....	22	39,120	14	23,830
Portland.....	57	123,200	23	51,900
Total.....	3,061	5,721,073	1,343	2,646,597

#### TREASURER'S OFFICE.

Home office.....	57	\$113,440	49	\$125,480
Boston.....	4	8,340	2	3,130
New York.....	37	74,880	36	93,640
Philadelphia.....	21	37,440	11	18,130
Baltimore.....	7	12,780	5	10,210
Norfolk.....	12	20,760	11	18,960
New Orleans.....	10	17,400	8	15,360
San Francisco.....	6	13,740	5	11,940
Seattle.....	2	3,720	1	3,000
Portland.....	3	6,600	1	3,000
Total.....	159	309,100	129	302,950
Grand total.....	3,220	6,030,173	1,472	2,949,547

## GENERAL COMPTROLLER'S DEPARTMENT.

During the fiscal year ended June 30, 1922, the efforts of the general comptroller's department were, to a great extent, directed to the unification of all accounting procedure and records and to the centralization of the records and personnel. Thus, duplication of effort was eliminated and the utmost economy in the operating cost of this department obtained. A sustained, concerted effort was made to develop fully in the accounts a complete record of all the operations resulting from the activities of the various agents managing and operating Shipping Board vessels.

The accomplishment of this improvement was aided by the adoption, in April, 1922, of a new financial plan for handling the disbursements necessitated by the operations of the managing agents of the corporation. Under this new procedure, trust funds under the control of managing agents were withdrawn, and subsequently the expenditures of managing agents incurred in the operation of the board's vessels were disbursed by special disbursing officers of the corporation, assigned to the various offices of the managing agents. Funds for the disbursements of foreign subagents, which were, previous to the date of the adoption of this new financial plan, handled by advances to these foreign subagents, were provided for through credit made available to them at various banks at ports throughout the world, as and when required. This financing plan also provided for the immediate deposit of all collections for the benefit of the corporation in separate bank accounts, and their prompt transmittal to the disbursing officers.

While this plan had been in effect but a short period of time at the close of the year, the great benefits of the procedure were apparent. The corporation was promptly and properly in receipt of the revenues resulting from its operations, and was, at the time of disbursement, in full possession of all authenticated documents supporting such disbursements.

An important development of the fiscal year was the installation of the supplementary accounting procedure necessary fully to record and control the commitments and obligations and the unrecorded liabilities, and other factors essential to proper budgetary control.

The centralization of the accounting activities resulted in the abolishment of accounting offices located in Boston, Philadelphia, New York, and New Orleans districts. The work in these districts had been reduced to the daily transmission to Washington of reports of the current day's transactions, and the audit and disposal of the prior accounts of managing agents.

A considerable volume of work had been disposed of by the construction division, the activities of which in Baltimore, Jacksonville,

Boston, San Francisco, Seattle, Portland, and Cleveland had been fully terminated. The accounting offices of these districts were closed and the slight amount of unfinished work remaining transferred to Washington.

During the year the audit of ships' port accounts at European ports of call was discontinued, and the work performed in the London office, with a material saving of time and expense; the general books of the different divisions of the corporation were consolidated, and one general ledger of the corporation was established, and the transactions were recorded in accordance with one uniform classified chart of accounts. The accounts receivable and accounts payable of the corporation were centralized in Washington, resulting in the elimination of duplication of effort and in the simplification of the accounting procedure. The collection and liquidation of accounts was aided by the centralization of accounting records, which made more readily available at one central office all information relative to the corporation's financial relations.

Auditors were sent to the different units of the field for the purpose of clarifying the accounts of various private industries, which through contractual relations were associated with the activities of the Emergency Fleet Corporation. Constant efforts were being made to bring the accounts of the construction unit to a close at the earliest possible date, and considerable progress had been made to this end. While the construction program had been completed, there still remained many financial and accounting matters requiring attention, such as the audit and settlement of claims and other items in dispute. A number of claims had been audited and settlements made.

A physical inventory of all properties of the corporation was taken on June 30, 1921. This inventory was carefully checked with the accounting records, and inaccuracies contained in the various material and property accounts were corrected.

During the year 61,000 voyage accountings covering vessel expenses and revenues were audited and recorded in the accounts.

Briefly the outstanding achievements of the comptroller's department were the simplification and centralization of the accounting records, resulting in the accomplishment of a prompt and current accounting of activities; the installation of a procedure developing proper records for the establishment of budgetary control; the adoption of a satisfactory financial arrangement in handling the accounts of managing agents; and in addition the liquidation and adjustment of a large volume of transactions arising out of war-time contracts.

Financial statements will be found in the appendix.

## SECRETARY'S REPORT.

At the beginning of the fiscal year the functions of the secretary's organization, in addition to those usually associated with the secretary of a corporation, included jurisdiction over the purely service divisions in the home office, such as the general files, duplicating section, library, mail section, and chief clerk's organization, embracing custodian of buildings, motor transport, and miscellaneous labor. The secretary's administrative office was responsible for the preparation and custody of all minutes of meetings of the board of trustees, the custody of the files of the board of trustees, the preparation and presentation to the board of trustees of all matters requiring the board's attention, preparation of the weekly report of the corporation, and the interpretation and administration of personnel regulations governing in a broad sense all employees of the corporation.

At the beginning of the fiscal year the board of trustees of the Emergency Fleet Corporation consisted of the members of the Shipping Board.

On September 30, 1921, the Shipping Board decided to designate the Emergency Fleet Corporation as the agent of the board and to divorce itself from the activities of the corporation except in a supervisory manner, reserving, however, to itself the final determination of many of the more important questions coming before the board of trustees. Accordingly, all of the members of the Shipping Board resigned as trustees of the Emergency Fleet Corporation as of September 30, 1921, and a new board of trustees of the corporation was appointed as follows:

J. W. Powell.	A. J. Frey.	E. P. Farley.
J. B. Smull.	Elmer Schlesinger.	H. S. Kimball.
W. J. Love.		

Each of the above held one share of stock in the Emergency Fleet Corporation, assigned in blank to the United States Shipping Board, to qualify him to be a trustee, and the remaining 49,993 shares of the \$50,000,000 capital stock of the corporation were in the name of the United States Shipping Board on behalf of the United States of America.

During the year the board of trustees of the Emergency Fleet Corporation, or the executive committee thereof, held 147 meetings, all of which were in Washington, D. C.

At the beginning of the fiscal year there were 172 Emergency Fleet Corporation employees under the jurisdiction of the secretary, with a total annual pay roll of \$207,240. At the close of the fiscal year there were 92 corporation employees under the jurisdiction of the secretary, with total annual salaries amounting to \$115,420 a net decrease of 46.6 per cent.

**TREASURER'S DEPARTMENT.**

The work of the treasurer's department during the early part of the fiscal year 1922 was carried on under the jurisdiction of the treasurer, but, generally speaking, the department, with its several district branches, was considered as a subdivision of various other departments of the corporation. On October 31, 1921, steps were immediately taken to change the old scheme of organization and to reorganize as a unit, functioning within itself for the interests of all departments. This involved many changes in the former methods of directing the financial operations of the corporation, but shortly after November 1 other departments were relieved of duties and responsibilities strictly involving work of the treasurer's department, and after that date the department operated as an independent division directly under the supervision and jurisdiction of the vice president in charge of finance.

During the year the work of the treasurer's department was increased by adding additional duties in connection with the assembling of credit information, the handling of matters relating to insurance other than marine, fidelity bonds of employees, etc., and the preparation and issue of all cash statements.

Due to numerous conflicting authorities and various decisions bearing on the intent of the current appropriation act, it was found that unpaid vouchers aggregating approximately \$28,000,000 had been allowed to accumulate. This included the approximate amount of \$14,000,000 due various departments of the Government. Effort was made to relieve this situation, and on December 31, 1921, the unpaid accounts on hand, except those due other establishments of the Government, amounted to less than \$2,000,000. At the close of the fiscal year June 30, 1922, there were no unpaid accounts on hand except such as were being temporarily held for minor adjustments prior to payment.

In November, 1921, a section of the treasurer's department, known as the collection bureau, was transferred to the collection department.

Effective January 1, 1922, steps were taken to reorganize the office on a basis of its true function, that of receiving and disbursing funds. Several divisions which had theretofore been separately receiving and separately disbursing were consolidated, resulting in a reduction of the clerical force and expense and adding considerably to the efficiency of the department by centralizing the records and control of funds. In the interest of further centralizing control of all funds, the work of disbursing the appropriation for the United States Shipping Board was absorbed by the treasurer under appointment as disbursing officer, the object being to eliminate a separate

official financially accountable to the United States Treasury and to hold in one control the transfer of all funds between the two interests.

In November, 1921, the rendition of accounts of the United States Shipping Board Emergency Fleet Corporation to the United States Treasury was discontinued following a decision of the Comptroller General of the United States that the audit would not be continued after the audit of the accounts for the month of June, 1921, had been completed. This resulted in a saving to the corporation of approximately \$250,000 per annum. Subsequent legislation by Congress requires that the Comptroller General of the United States shall make an audit of the financial transactions of the corporation in accordance with the usual methods of steamship or corporation accounting. At the close of the year the Comptroller General was perfecting plans for the execution of this law whereby the audit will be accomplished in a manner consistent with best commercial practice and at very little expense to the corporation.

A section was established to maintain complete and accurate records relative to stocks, bonds, notes, mortgages, certified checks, and other securities or documents of value. In November, 1921, this section was organized with a custodian of securities in charge, and a successful effort was made leading to the consolidation of all securities in this section, of which a complete register was maintained, together with a separate index so subdivided and crossed that it was possible at once to locate the papers in any case. Negotiable securities were deposited in a safety-deposit vault. Mortgages, notes, contracts, letters of credit, trade acceptances, certificates of indebtedness, receivers certificates, sales agreements, etc., were briefed and filed in vaults. A register was also compiled of all real estate owned by the corporation.

The following classes of insurance carried for the various activities of the corporation were handled by the treasurer's department, the figures given showing the amount of insurance in effect as of June 30, 1922:

Fire insurance.....	\$48,807,910.82
Tornado insurance.....	31,400.00
Dry-dock and marine-railway insurance.....	3,318,500.00
Automobile insurance.....	682,000.00
Steam-boiler insurance.....	925,000.00
Elevator insurance.....	80,000.00
Paymaster-robbery insurance.....	205,500.00
Safe-burglary insurance.....	181,050.00
Flywheel insurance.....	10,000.00
Owners and tenants' liability insurance.....	50,000.00

The routine work pertaining to this insurance (other than marine) involved the examination, checking, and approving of several thousand policies. Accurate records were maintained of expirations and indorsements. All cases of public liability and compensation insurance were cared for, as were the claims of injured employees of the corporation the adjudication of which falls under the United States Employees Compensation Commission.

Fidelity bonds of employees entailed considerable work on account of the many changes in personnel, duties, and amounts. To reduce this work, efforts were made to perfect a schedule fidelity bond covering all employees of the corporation where a bond was required, and such form bond was adopted, to be made effective at the beginning of the fiscal year 1923, thereby eliminating the necessity for individual bonds. At the close of the year June 30, 1922, 190 employees of the corporation were under fidelity bonds aggregating \$1,915,000.

A complete revision of the files and records on credit information was made during the fiscal year and an index made of principal, affiliated, and associated companies and corporations. The credit standing and financial ability of repair contractors was given attention for the benefit of the operating department. A record of 676 credit files was assembled. Complete and accurate information on managing agents was secured and a credit folder arranged for each operator. Effort was made to consolidate all credit information in the treasurer's department, thereby perfecting centralized records for all reports of such nature desired by any department of the corporation.

The work relating to cash statements and reports was transferred to the treasurer's department on November 1, 1921. This particular work involved the preparation of the various cash statements issued by the treasurer's department, daily, weekly, semimonthly, monthly, semiannually, and annually; also the preparation of special statements of managing agents' accounts, regarding the location of cash balances, and various other special statements required from time to time. All figures issued were stated on a disbursement basis.

#### **District Disbursing Offices.**

The financial operations of the corporation throughout the various sections of the United States were cared for by the establishment of district disbursing offices at Boston, New York, Philadelphia, Baltimore, Norfolk, New Orleans, San Francisco, Seattle, and Portland, but during the fiscal year the offices at Boston, Seattle, and Portland were eliminated by consolidation.

All funds of the corporation were controlled through the treasurer's department. Advances of such sums as were required from time to time were made to district disbursing officers for subsequent account-

ing. The home office paid all claims against the corporation and practically all construction accounts. This work involved an average of over 2,500 vouchers monthly, the total disbursements for the year, exclusive of transfers, being \$81,471,229.92. Active accounts were maintained with 30 depositories in addition to accounts with the United States Treasury. Disbursing agents were maintained at the following places:

Buenos Aires, Argentina.	Honolulu.	Brooklyn, N. Y.
Rio de Janeiro, Brazil.	Bermuda.	Bristol, Pa.
Tampico, Mexico.	Pago Pago, Samoa.	Hog Island, Pa.
St. Thomas, Virgin Islands.	Shanghai, China.	Sparrows Point, Md.
Yokohama, Japan.	Horta Fayal, Azores.	Norfolk, Va.
Hongkong, China.	Savannah, Ga.	New Orleans, La.
Manila, P. I.	Seattle, Wash.	Alameda, Calif.
	Portland, Oreg.	Portland, Oreg.
	Chicago, Ill.	Tacoma, Wash.
	Wilson Point.	

It was found that, due to curtailed operations, the Boston office could be discontinued with the exception of work in connection with payments of salaries and wages to crews on laid-up ships. Accordingly consolidation was effected on January 31, 1922, the work being consolidated with that of the New York office, a paymaster being retained at Boston to care for laid-up ships.

The New York office was the largest of the field offices and had a multitude of duties on account of the large number of managing agents located in New York, and the great volume of business of the corporation transacted at that port. The transactions through the New York office aggregated over \$49,000,000 for the fiscal year. Constantly increasing work was taken over by this office, including the disbursing previously done at Boston and Philadelphia. The work in connection with the special disbursing officers in managing agents' offices at New York, also that entailed by the system of foreign credits in the new financial arrangement was absorbed by the New York office.

Operations in the Baltimore office were so curtailed during the fiscal year that it was possible and desirable to consolidate the work of that office with the home office. This change had not been effected at the close of the year. A paymaster for paying the crews of laid up ships will be retained in Baltimore.

A district disbursing officer was being maintained at Philadelphia, although the greater part of voucher disbursements was made through the New York office. The maintenance of this office was necessary on account of the payment of ships' crews and other forces at Hog Island, also on account of the operations of the transportation and housing division.

The volume of work in the Norfolk office decreased during the year. The most exacting of the duties was the paying of crews of the laid-up fleet. This work necessitated the preparation and payment in cash covering 1,500 ships' pay rolls, the aggregate disbursements for the year amounting to \$1,010,036.83.

The New Orleans district office cared for the transactions involved in the active operation of approximately 90 vessels. The duties of the office include the paying of crews on laid-up ships in Gulf ports from Pensacola, Fla., to Galveston, Tex. There was a monthly average of 151 vessels laid up in this district during the year. The office paid a total of 10,275 vouchers, involving \$8,737,401.18 during the year. The new financial arrangement had not been installed at the close of the year in all ports of the New Orleans district.

In the San Francisco office consolidations were effected during the fiscal year which decreased the cost of operations on the west coast. The disbursing division of construction was consolidated with the disbursing division of operations. Later the disbursing offices at Seattle and Portland were discontinued and the work transferred to the San Francisco office. The new financial arrangement had been installed in all ports of this district.

#### London.

The financial operations of the corporation transacted through the London office were very extensive and were accomplished under varied difficulties on account of the distance from Washington, the impossibility of close contact in the interest of uniform methods, and the constant difficulties involved in disbursing funds in approximately 20 different currencies. The complete Americanization of the forces in the London office was accomplished during the year. Various offices and agencies formerly disbursing funds throughout Europe were discontinued and the work centralized in the London office. Foreign impressed funds were reduced by two-thirds of the amount at the beginning of the fiscal year. A foreign credit account was established for control by the London office, to care for disbursements of board vessels at the Suez Canal and North African ports. The volume of transactions through the London office involved the receipt and disbursement of approximately \$6,000,000 for the year, in addition to miscellaneous collections amounting to more than \$200,000.

On account of the varied and extensive operations in the Orient, a disbursing officer was established at Manila to care for the receipt and disbursement of the corporation funds heretofore attended to by a number of special agents, including those located at Shanghai and Hongkong. This officer's operations were conducted in close

cooperation with the general agent, whose headquarters were at Manila, and resulted in much improvement, together with a closer control over the funds involved in the corporation's operations in that part of the world.

In February, 1922, an investigation was made of all old depository accounts of the corporation and resulted in closing out a number of old accounts carrying small balances which had remained inactive for a period of one to three years.

Wherever in the interest of the corporation's operations it was found necessary to maintain funds in depositories other than the United States Treasury, such accounts were established with banks in the Federal reserve system, or with institutions which were constituted Government depositories.

With the few exceptions in connection with foreign credit accounts, deposits were made under a uniform agreement whereby the corporation received 3 per cent per annum on the average daily balances. This rate was in excess of the interest generally paid on deposits of Government funds.

Installation of a revised arrangement for financing the operation of ships allocated to the managing agents, had progressed to the extent that special disbursing officers were established in all offices of managing agents, except at Galveston, New Orleans, and Tampa. Plans were being made to extend this revised arrangement to the latter offices. This arrangement, covering the operation of board vessels in foreign ports, was rapidly approaching completion with the establishment of depositories for both revenue and disbursements in all ports of the world where board vessels were touching. The manifold advantages to the corporation in the revised methods were plainly in evidence, and were fully verifying expectations. In addition to the improvement over the former methods and the resulting financial saving, the value of the new arrangements was greatly increased by the close contact and cooperation which rapidly was being established between the corporation and its managing agents through the special disbursing officers. This brought about a medium for securing information valuable to the operating divisions, resulting in action beneficial to the corporation in effecting operation and financial economies.

Every effort was made in the disbursement of the corporation funds to adhere as closely as practicable to the uniform methods and requirements of the United States Treasury governing the legal and economic disbursement of public funds generally.

The trend of cash outgo over cash income, excluding receipts from congressional appropriations, for the fiscal year 1922 is shown below:

Division.	Excess of cash outgo over cash income (reverse in italics).	Cash income.	Cash outgo.
Division of claims settlement.....	\$3, 107, 158. 15		\$3, 107, 158. 15
Division of construction.....	19, 397, 645. 96	\$16, 651, 561. 84	36, 049, 507. 80
Division of operations.....	79, 206, 599. 03	27, 362, 191. 58	106, 568, 790. 61
Recruiting service.....	141, 273. 07	73, 064. 32	214, 337. 39
Division of transportation and housing.....	15, 347, 347. 35	15, 657, 222. 52	309, 875. 17
Division of insurance.....	32, 637. 61	211, 755. 68	247, 393. 29
Managing agents.....	4, 090, 365. 61	106, 305, 820. 36	101, 315, 454. 75
Total, U. S. Shipping Board Emergency Fleet Corporation.....	51, 547, 600. 86	166, 264, 916. 30	217, 812, 517. 16
Total, U. S. Shipping Board.....	25, 172, 649. 64	28, 171, 324. 30	2, 998, 674. 66
Total.....	56, 374, 951. 22	194, 436, 240. 60	250, 811, 191. 82

It will be noted that outgo exceeds the income by \$56,374,951.22, the decrease being reflected in the following manner:

Unexpended balance, fiscal year 1921.....	\$34, 047, 304. 54
Unexpended balance, fiscal year 1922.....	66, 521, 117. 92
Decrease.....	32, 473, 813. 38
Received from congressional appropriations.....	88, 848, 764. 60
Total excess cash outgo over cash income.....	56, 374, 951. 22

A comparison of July, August, September, October, November, and December, 1921, January, February, March, April, May, and June, 1922, excess of cash outgo over cash income, and average per month by units of the organization is as follows:

(1) United States Shipping Board Emergency Fleet Corporation:

(a) Excess of cash outgo over cash income—

(1) Division of construction—

(a) July, 1921.....	\$7, 341, 813. 08
(b) August, 1921.....	5, 139, 656. 89
(c) September, 1921.....	3, 320, 067. 05
(d) October, 1921.....	2, 437, 303. 37
(e) November, 1921.....	1, 413, 041. 64
(f) December, 1921.....	1, 542, 884. 61
(g) January, 1922.....	1, 535, 681. 88
(h) February, 1922.....	577, 207. 67
(i) March, 1922.....	324, 181. 19
(j) April, 1922.....	2, 501, 466. 11
(k) May, 1922.....	731, 765. 14
(l) June, 1922.....	319, 960. 18

(m) Total.....	\$19, 430, 283. 57
Division of claims settlements, July, 1922.....	3, 107, 158. 15

## (1) United States Shipping Board Emergency Fleet Corporation.—Continued.

## (a) Excess of cash outgo over cash income.—Continued.

## (2) Division of operations—

(a) July, 1921.....	\$9,340,426.98
(b) August, 1921.....	6,417,079.42
(c) September, 1921.....	5,560,349.52
(d) October, 1921.....	8,878,146.27
(e) November, 1921.....	6,450,516.84
(f) December, 1921.....	5,286,218.55
(g) January, 1922.....	5,467,296.12
(h) February, 1922.....	4,211,854.44
(i) March, 1922.....	6,718,470.91
(j) April, 1922.....	6,561,424.37
(k) May, 1922.....	3,663,677.15
(l) June, 1922.....	5,660,772.85

(m) Total..... \$74,216,233.42

## (3) Recruiting service—

(a) July, 1921.....	11,324.91
(b) August, 1921.....	5,939.01
(c) September, 1921.....	21,929.66
(d) October, 1921.....	12,664.95
(e) November, 1921.....	17,352.86
(f) December, 1921.....	17,681.81
(g) January, 1922.....	13,802.82
(h) February, 1922.....	14,298.19
(i) March, 1922.....	13,730.15
(j) April, 1922.....	11,538.76
(k) May, 1922.....	12,444.69
(l) June, 1922.....	13,895.16

(m) Total..... 141,273.07

(4) Total excess cash outgo over cash income... 96,894,948.21

*Deduct—*

## (b) Excess of cash income over cash outgo—

## (1) Division of transportation and housing—

(a) July, 1921.....	73,095.49
(b) August, 1921.....	110,331.08
(c) September, 1921.....	45,544.43
(d) October, 1921.....	413,502.04
(e) November, 1921.....	25,316.39
(f) December, 1921.....	235,115.33
(g) January, 1922.....	225,528.96
(h) February, 1922.....	374,124.69
(i) March, 1922.....	1,596,938.28
(j) April, 1922.....	1,574,217.01
(k) May, 1922.....	3,790,626.26
(l) June, 1922.....	6,882,977.39

(m) Total..... 15,347,347.35

(5) Net excess of cash outgo over cash income.. 81,547,600.86

*Deduct—*

## (2) United States Shipping Board

(1) Excess of cash income over cash outgo -	
(a) July, 1921.....	\$108, 576. 94
(b) August, 1921.....	200, 622. 25
(c) September, 1921.....	399, 499. 80
(d) October, 1921.....	244, 905. 61
(e) November, 1921.....	1, 431, 333. 01
(f) December, 1921.....	247, 304. 85
(g) January, 1922.....	688, 721. 61
(h) February, 1922.....	1, 706, 366. 61
(i) March, 1922.....	4, 601, 425. 36
(j) April, 1922.....	6, 940, 442. 04
(k) May, 1922.....	9, 090, 117. 43
(l) June, 1922.....	2, 376, 000. 15
(m) Total.....	<u>\$25, 172, 649. 64</u>
(6) Net total excess of cash outgo over cash income..	<u><u>56, 374, 951. 22</u></u>

## (g) Average per month:

## (a) United States Shipping Board Emergency Fleet Corporation—

(1) Division of construction.....	1, 619, 190. 30
(2) Division of operations.....	6, 184, 686. 12
(3) Recruiting service.....	11, 772. 76
(4) Total.....	<u>7, 815, 649. 18</u>

*Deduct—*

(5) Division of transportation and housing.....	<u>1, 278, 945. 61</u>
(6) Net United States Shipping Board Emergency Fleet Corporation.....	6, 536, 703. 57

*Deduct—*

(b) United States Shipping Board.....	<u>2, 097, 720. 80</u>
Total average per month.....	<u>4, 438, 982. 77</u>

More detailed information on the volume of business involved in the financial transactions of the board and corporation as executed by the treasurer's department will be found in the appendix of this report.

## COLLECTION DEPARTMENT.

During the early part of the fiscal year 1922 an active campaign for the collection and settlement at the earliest practicable date of the numerous outstanding accounts due the corporation was initiated, and on October 21, 1921 the collection department was established under the jurisdiction of the vice president in charge of finance.

The controlling factor leading to the creation of a collection department separate and distinct from the departments of the general comptroller or treasurer was a desire to expedite preparation for early adjustment of the larger accounts by personal investigation, and thus leave those two departments free to organize

exclusively for the problems of auditing, accounting, receiving, and disbursing funds.

A number of accounts were of long standing, and in many instances the amounts shown on the books of the corporation were not in agreement with the debtor's figures. Such discrepancies were obviously due to conditions resulting from widely differing obligations incurred under the stress of war emergency.

Negotiations essential to the expeditious handling of accounts to the point of readiness for presentation to the proper authorities for settlement required direct personal contact with representatives of debtor concerns, and involved thorough investigations of all charges against debtors and the preparation of statements in individual cases presentable to the debtor, thus enabling the collection department heads to personally open or direct initial negotiations, or continue those started, in an intelligent and effective manner. As a result of the efforts of the collection department many important collection cases were adjusted and submitted to the Shipping Board for final decision and settlement.

While no books were kept by the collection department, as this would have constituted a duplication of the work of the comptroller, accurate records were kept disclosing the status of all accounts referred to it for attention. These records reflected the condition of each particular account when received, the steps which were taken to effect settlement, the results which were obtained, and, if the case remained open, the prospect of settlement.

Attention was given to the credit standing of debtors and additional detailed financial reports secured when needed or practicable.

It was necessary in handling the accounts to conduct a preliminary investigation of the following:

- (a) Compliance or noncompliance with the terms of the contract;
- (b) Solvency or insolvency of the concern;
- (c) The legal and equitable status of the collector's, as well as of the debtor's, position; and
- (d) Assurance to debtor that he is dealing with an accredited representative of the creditor.

The resulting records of these investigations constituted a valuable compilation which was utilized for reference by the various departments.

As the viewpoint of the collection department was one of cash income alone, little or no attention was given to the subdivisions of accounts for accounting purposes only. The moneys collected, as reflected by the weekly report of liquidation of assets, were cash transactions and consequently did not and could not agree in totals with the reports of the treasurer or the books of the comptroller, which indicated credits effected by offsets amounting in many in-

stances to very large sums. It was the particular function of the collection department to effect, or assist in effecting, cash liquidation of the assets of the corporation. Accounts receivable covered many subtitles settled by cash receipts on account or in full from letters of credit, notes, and other negotiable paper, and also by offset of payable items. These transactions were handled by the various officers and departments of the corporation in the regular course of their activities, which made it impossible and unnecessary to route all collections through the collection department. If an account was difficult to collect or unduly in arrears it was referred to the collection department.

Another important function of the collection department which resulted in a saving to the corporation, although not appearing as money collected, was the adjustment of hundreds of items of varying amounts that, in dispute or otherwise, had been carried as receivables for several years. These were settled by cancellation or write-off under proper authority and were no longer carried on the books.

On account of the 280 promissory notes referred to the collection department by the treasurer, there were collected \$2,879,925.22 in principal and interest.

Collections approximating \$15,000,000 were for the division of transportation and housing. This embraced the collection of all rentals on properties owned by the Emergency Fleet Corporation and subsidiary companies, the collection of principal and interest due on certain contracts with transportation, electric light, and gas companies. Representatives of the department appeared for the corporation before municipal departments, financial committees, and other interested bodies in various claims against municipalities, and aided in the sale of mortgages on various properties.

Current billing representing nearly 7,000 invoices, covering old and new construction and operating accounts, yielded cash settlements amounting to over \$17,350,000 during the last nine months of the fiscal year. Many of these were old accounts, considered uncollectible, but which responded to active collection methods.

At the close of the fiscal year it was intended to transfer the activities of the collection department to the treasurer's department.

#### SECURITIES SALES.

The securities sales section was created January 15, 1922, as a unit under the jurisdiction of the vice president in charge of finance, to expedite the work in connection with the sale of certain assets (securities) of the corporation in conformity with the provisions of sections 13 and 35 of the merchant marine act, 1920.

The activities of this section were confined to the examination and sale of the securities acquired by the corporation as full and adequate security in connection with loans for purchase, construction, equipment, lease, charter, maintenance, and operation of merchant vessels in the commerce of the United States, industrial plants, etc., as authorized by the laws of Congress, and may be itemized as follows:

1. Examined securities with a view to determining current value.
2. Reported results of examination for clearance through the legal division as to salability of securities.
3. Prepared public advertisement inviting offers or bids for securities sold at public competitive sale, and describing terms of sale.
4. Obtaining the utmost publicity and competition.
5. Conducting negotiations for sales.
6. Concluding sales and keeping records of the proceedings and business transacted.

Securities were sold under competitive bids after public advertisement. All sealed bids received were opened on the date set and no award was made before such date. If a bid was presented during this period of negotiation it was immediately recorded, and if such bid was the highest received all other bidders were given an opportunity to increase their respective bids. This method of competitive public auction was continued until all bidders except one were eliminated by the high figure reached, and if this high figure equaled a good sales value the matter was presented to the United States Shipping Board for acceptance, rejection, or such other action as it deemed desirable.

The following is a summary of the work performed in this section during the year:

- 1,948 different securities have been examined.
- 37 advertisements prepared for the public press.
- 1,680 descriptive circulars prepared and mailed to prospective purchasers.
- 314 prospective purchasers personally interviewed.
- 148 negotiations conducted.
- 55 sales concluded.

Total amount of sales..... \$32,580,605.28

Including:

Bonds.....	\$1,098,941.41
Mortgages.....	14,854,059.06
Notes.....	16,627,604.81

Total..... 32,580,605.28

Forty-three sales were under negotiation at the close of the year, including:

Mortgages.....	\$1,390,600.00
Notes.....	5,978,967.43

Total..... 7,369,567.43

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TABLE I.—Vessels owned and controlled by the United States Shipping Board (exclusive of unfinished hulls and barges) as of June 30, 1922.

	Total.		Contract.		Requisitioned.		Purchased.		Seized enemy.	
	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.
<b>Steel vessels:</b>										
Steam—										
Passenger and cargo.....	47	524,322	26	287,145					21	227,177
Cargo.....	1,275	8,693,023	1,026	6,955,892	210	1,407,596	20	171,785	19	127,750
Tankers 1.....	83	759,893	68	644,702	14	111,041	1	1,150		
Refrigerators.....	13	91,183	5	41,067	8	49,216				
Tugs.....	30	9,400	30	9,400						
Unfinished—Cargo.....	1	9,400	1	9,400						
Total steel.....	1,449	10,074,821	1,156	7,979,106	232	1,587,853	21	172,935	40	354,927
<b>Concrete vessels:</b>										
Steam—										
Cargo.....	2	6,078	2	6,078						
Tankers.....	7	48,783	7	48,783						
Total concrete.....	9	54,861	9	54,861						
<b>Wood and composite vessels:</b>										
Steam—										
Cargo.....	236	869,441	236	869,441						
Tugs.....	12	3,500	12	3,500						
Unrigged—Barge.....	1	3,500	1	3,500						
Total wood and composite.....	249	872,941	249	872,941						
<b>Total vessels.....</b>	<b>1,707</b>	<b>11,002,623</b>	<b>1,414</b>	<b>8,906,908</b>	<b>232</b>	<b>1,587,853</b>	<b>21</b>	<b>172,935</b>	<b>40</b>	<b>354,927</b>

1 Includes 2 molasses tankers; dead-weight tonnage, 15,665.



TABLE III.—Number of steel cargo vessels owned by the United States Shipping Board, segregated according to dead-weight tonnage and speed.

Speed.	Dead-weight tonnage										Total.
	10,000 to dead- weight tons and over.	9,000 to 9,999 dead- weight tons.	8,000 to 8,999 dead- weight tons.	7,000 to 7,999 dead- weight tons.	6,000 to 6,999 dead- weight tons.	5,000 to 5,999 dead- weight tons.	4,000 to 4,999 dead- weight tons.	3,000 to 3,999 dead- weight tons.	2,999 dead- weight tons and under.		
13.5	3									3	
12.5	1									1	
12	1				2					3	
11.5	2			93						95	
11	14	18	20	2						54	
10.5	22	114	59	2						197	
10	5	11	157	45						228	
9.5	5	7	26	9	6					53	
9	3	8	15	3	5					34	
8.5	3	2	11	3	3					22	
8	3	5	21	3	2					34	
7.5			5							5	
Total	59	165	317	159	24	150	222	155	24	1,275	

TABLE IV.—Managers and/or operators and charterers of Shipping Board vessels as of June 30, 1922.

Name.	Address.	Number of vessels.	Dead-weight tonnage.	Form of agreement.
Atlantic Fruit Co.	17 Battery Place, New York City.	8	10,060	Bareboat charter.
Baltimore & Carolina Steamship Co.	110 American Building, Baltimore, Md.	1	3,525	Do.
Baltimore Steamship Co.	Lexington Building, Baltimore, Md.	10	70,504	2 bareboat charter; 8 managing agency.
Barber Steamship Lines (Inc.)	17 Battery Place, New York City.	17	180,984	Managing agency.
Black Diamond Steamship Corporation	67 Exchange Place, New York City.	12	110,786	Do.
Blake & Co., W. A.	33 South Gay Street, Baltimore, Md.	4	33,683	Do.
Full & Co., A. H.	40 West Street, New York City.	13	100,982	12 managing agency; 1 bareboat charter.
Carolina Co.	Charleston, S. C.	5	40,480	Managing agency.
Clyde Steamship Co.	Pier 36, North River, New York City.	12	50,113	Do.
Columbia Pacific Shipping Co.	301 Board of Trade Building, Portland, Ore.	5	45,002	Do.
Columbus Shipping Co.	20 Washington Street, New York City.	4	40,467	Managing operator (tanker).
Cosmopolitan Shipping Co. (Inc.)	42 Broadway, New York City.	13	106,628	Managing agency.
Export Steamship Corporation.	25 Broadway, New York City.	6	46,039	Do.
Export Transportation Co.	Keyser Building, Baltimore, Md.	8	66,334	Do.
General Steamship Corporation.	324 Sansome Street, San Francisco, Calif.	5	28,952	Do.
Gulf Towing & Wrecking Co.	Mobile, Ala.	2	15,909	Managing operator (tugs).
International Freighting	35 South William Street, New York City.	3	64,620	Managing agency.
Joyce Watkins Co.	44 Whitehall Street, New York City.	1	3,535	Bareboat charter.
Kerr Steamship Co. (Inc.)	8 West Fortieth Street, New York City.	3	118,207	Managing agency.
Levee Stear Steamship Co.	44 Beaver Street, New York City.	14	12,940	Bareboat charter.
Ludwig Lines (Inc.)	Galveston, Tex.	3	1,150	Bareboat charter (tanker).
Lykes Bros	150 Broadway, New York City.	27	219,357	24 managing agency; 3 bareboat charter.
Mallory Transport Line (Inc.)	Whitney Central Building, New Orleans, La.	7	57,073	Managing operator (tankers).
McLester Bros.	1308 Continental Building, Baltimore, Md.	5	42,663	Bareboat charter (tugs).
Merrill & Chapman Derrick & Wrecking Co.	17 Battery Place, New York City.	2	108,511	Managing agency.
Mississippi Shipping Co.	New Orleans, La.	13	75,283	Do.
Moore & McCormack Co. (Inc.)	5 Broadway, New York City.	9	122,111	6 managing agency; 6 bareboat charter; 4 special.
Munson Steamship Line.	67 Wall Street, New York City.	16	29,555	Bareboat charter.
New York & Cuba Mail Steamship Co.	Foot of Wall Street, New York City.	7	4,760	Do.
New York & Porto Rico Steamship Co.	11 Broadway, New York City.	1	52,407	Managing agency.
North Atlantic Western Steamship Co.	111 Summer Street, Boston, Mass.	6	130,137	Do.
Pacific Steamship Co.	Seattle, Wash.	14	88,908	Do.
Pacific Mail Steamship Co.	508 California Street, San Francisco, Calif.	11	50,446	Do.
Page & Jones.	Southwest corner St. Francis and Water Streets, Mobile, Ala.	7	46,950	Do.
Ripley, Daniel & Co.	24 Marine Building, Galveston, Tex.	6	46,950	Bareboat charter (tug).
Rogers & Webb	110 State Street, Boston, Mass.	5	48,308	Do.
Scott & Co., T. A.	New London, Conn.	1		

TABLE IV.—Managers and/or operators of Shipping Board vessels as of June 30, 1922—Continued.

Name.	Address.	Number of vessels.	Dead-weight tonnage.	Form of agreement.
Sgtovich & Co., S.	Cotton Exchange Building, Galveston, Tex.	13	125,750	Managing agency.
Sprague & Son, C. H.	41 Milk Street, Boston, Mass.	6	44,431	Do.
States Marine Co.	Mansey Building, Baltimore, Md.	2	16,275	Do.
Struthers & Barry	343 Sansome Street, San Francisco, Calif.	12	116,960	8 managing agency; 4 managing operator (tankers).
Susquehanna Steamship Co.	2 and 4 Stone Street, New York City.	5	36,133	Managing agency.
Swayne & Hoyt	430 Sansome Street, San Francisco, Calif.	8	76,745	Do.
Tampa Inter-ocean Steamship Co.	Franklin Square Building, Tampa, Fla.	17	154,558	Do.
Trosdal, Plant & La Fonia.	230 St. Charles Street, New Orleans, La.	23	193,048	Do.
United American Lines (Inc.)	30 Broadway, New York City.	6	53,293	Do.
United States & Australasia	8 Bridge Street, New York City.	6	53,780	Do.
United States Lines	45 Broadway, New York City.	12	158,818	Special agreement.
Walker & Daly	10 Hanover Street, New York City.	6	56,434	Managing operator (tankers).
Waterman Steamship Co.	City Bank Building, Mobile, Ala.	3	84,768	Managing agency.
Wessel, Duval & Co.	25 Broad Street, New York City.	10	24,048	Do.
West & Co., W. R.	409 Marine Bank Building, Baltimore, Md.	2	15,665	Barboat charter (tankers).
Winchester & Co., J. H.	17 Battery Place, New York City.	6	32,611	Managing agency.

TABLE V.—General cargo and passenger services as of June 30, 1922.

To—	From—	Managing agents.	Number of vessels.	Frequency of sailings.
United Kingdom and continental Europe:				
Irish ports.....	New York, Boston, and Philadelphia.	Moore & McCormack	5	Fortnightly.
Dublin and Belfast.....	Baltimore and Norfolk.....	Baltimore Steamship Co.	2	Monthly.
Liverpool.....	do.	Export Transportation.....	2	Fortnightly.
Manchester.....	do.	W. A. Blake & Co.	3	do.
Manchester and Bristol Channel ports.	Philadelphia and Norfolk.....	Harriss, Magill & Co.	3	Monthly.
Bristol Channel ports.....	New York.....	J. H. Winchester & Co.	5	Fortnightly.
Avonmouth, Bristol, and Glasgow	New York, Baltimore, and Norfolk	Baltimore Steamship Co.	5	do.
West coast United Kingdom ports	Jacksonville, Fla., to Wilmington, N. C.	Trosdal, Plant & La Fonta.	10	Monthly.
West coast United Kingdom and Irish ports.	Mobile.....	do.	7	Fortnightly.
United Kingdom ports.....	New Orleans.....	Waterman Steamship Co.	8	Fortnightly.
Liverpool and Manchester.....	Galveston.....	S. Sgikovich & Co.	5	Fortnightly.
Cobb, Plymouth, Cherbourg, and London.	New York.....	United States Lines <sup>1</sup> .	3	Weekly.
East coast United Kingdom ports.	Baltimore, Norfolk, and Philadelphia.	Export Transportation.....	4	Fortnightly.
East coast United Kingdom ports, except London.	New York.....	J. H. Winchester & Co.	3	do.
London, Antwerp, and Rotterdam.	South Atlantic ports.....	Tampa Intercoastal Steamship Co.	3	Monthly.
London.....	New Orleans.....	Lykes Bros.....	4	Fortnightly.
Scandinavia.....	Montreal.....	C. H. Sprague & Son.....	3	Monthly.
Do.....	Baltimore and Boston.....	do.	3	do.
Scandinavia and Baltic.....	New York and Philadelphia.....	Moore & McCormack.....	4	do.
Hamburg and Bremen.....	do.	Susquehanna Steamship Co.	5	do.
Bremen and Danzig.....	South Atlantic ports.....	Carolina Co.....	5	do.
Do.....	New York.....	United States Lines <sup>1</sup> .	1	do.
Hamburg and Bremen.....	do.	do.	1	Every six weeks.
Bremen and Hamburg.....	New York, Philadelphia, and Baltimore.	Kerr Steamship Co.....	6	Weekly.
Bremen and Hamburg.....	Houston.....	Daniel Ripley & Co.....	8	Fortnightly.
Bremen and Hamburg.....	Mobile.....	Waterman Steamship Co.....	3	Three in two months.
Bremen and Hamburg.....	New Orleans.....	Lykes Bros.....	3	Monthly.
Bremen and Hamburg.....	Galveston.....	do.	5	Fortnightly.
Rotterdam, Antwerp, and Hamburg.	Montreal.....	do.	5	do.
Rotterdam.....	New York and Philadelphia.....	Rogers & Webb Steamship Corporation.	4	Three in two months.
Antwerp.....	do.	do.	4	do.
Rotterdam and Antwerp.....	Boston, Baltimore, Norfolk, and Newport	do.	4	do.
Rotterdam.....	New Orleans.....	Lykes Bros.....	5	Fortnightly.
Hamburg and Rotterdam.....	Galveston.....	do.	5	do.
Rotterdam.....	New York.....	do.	4	do.
Havre, Antwerp, and Rotterdam.	Houston.....	Cosmopolitan Shipping Co.	1	Three in two months.
French Atlantic.....	New York, Philadelphia, and Baltimore.	Daniel Ripley & Co.	3	do.
Havre, Antwerp, and Rotterdam.	Mobile.....	Cosmopolitan Shipping Co.	9	Weekly.
Havre and Antwerp.....	New Orleans.....	Page & Jones.....	5	Fortnightly.
Havre, Antwerp, and Ghent.....	Galveston.....	Mississippi Shipping Co.	4	do.
		S. Sgikovich & Co.	3	do.

<sup>1</sup> Combination passenger and cargo vessels.

TABLE V.—General cargo and passenger services as of June 30, 1922—Continued.

To—	From—	Managing agents.	Number of vessels.	Frequency of sailings.
Mediterranean services:				
Portuguese/Spanish Atlantic, Spanish/French Mediterranean, west coast of Italy, Adriatic ports, North Africa, (west of Bizerta), Azores, and Canary Islands.	North Atlantic range, Norfolk to Portland.	Mallory Transport Lines.	6	Fortnightly.
Malta, all Greek ports, Constantinople, Levant ports, Syria/Palestine coast, North Africa (east of Bizerta), Constantinople and all Black Sea ports.	do.	Export Steamship Corporation.	6	Do.
Portuguese/Spanish Atlantic.	Gulf and South Atlantic, Galvston to Wilmington.	A. H. Bull & Co.	6	Do.
Spanish Mediterranean, North Africa (west of Bizerta).	do.	Tampa Intercoast Steamship Co.	4	Monthly.
French Mediterranean, west coast of Italy.	do.	do.	4	Do.
Adriatic/Greek/Levant/Constantinople/Malta/North Africa (east of Bizerta).	do.	Trescal, Plant & LaFonta.	5	Fortnightly.
East coast South America:	do.	do.	3	One every six weeks to Levant ports.
Rio de Janeiro, Montevideo, and Buenos Aires.	New York.	Munson Steamship Lines.	4	Fortnightly.
Brazil and Plate ports.	Boston and New York.	International Freight Corporation.	4	Do.
Do.	Philadelphia (Baltimore as conditions warrant), and Savannah or Jacksonville.	do.	4	Do.
Do.	Gulf ports (excluding Mobile).	Mississippi Shipping Co.	8	Do.
Do.	Gulf ports (excluding New Orleans).	Munson Steamship Lines.	6	Monthly.
Brazil and Plate ports (via Porto Rico).	Pacific coast ports.	Swayne & Hoyt.	4	Do.
West coast South America.	New York.	Vessel, Durval & Co.	4	Do.
Do.	Pacific coast ports.	General Steamship Corporation.	4	Do.
West Indies and Caribbean:	New York.	Clyde Line.	2	Fortnightly.
Port au Prince, Kingston, and Colombian ports.	do.	do.	2	Do.
Virgin, Windward, and Leeward Islands, returning via Colombia and Jamaica.	do.	do.	3	Do.
Trinidad and the Guianas.	do.	do.	1	Monthly.
Haitian ports.	Mobile.	Fage & Jones.	2	Fortnightly.
Windward Islands and other West Indian ports.	Boston.	Clyde Steamship Line.	2	Weekly.
Coastwise:	New York.	do.	2	Do.
Charleston and Jacksonville.	Portland, Boston, and Philadelphia.	North Atlantic & Western Steamship Co.	4	Fortnightly.
Wilmington and Brunswick.				
Pacific coast ports.				

Far East, Australia, India, etc.; Yokohama, Kobe, Shanghai, Hongkong, Manila, and other ports when cargo offers.	New York and other Atlantic coast ports when inducements offer (alternate homeward sailings via Europe). New Orleans, Port Arthur, and Galveston. San Francisco and Los Angeles.	Barber Steamship Lines.....	16	Do.
Yokohama, Kobe, Dairen, Shanghai, Hongkong, and other ports when cargo offers.	San Francisco.	Tampa Inter-ocean Steamship Co. Struthers & Barry.....	6	Monthly.
Yokohama, Kobe, Dairen, Shanghai, Hongkong, Manila, Singapore, Batavia, Samarang, Surabaya, and other ports when cargo offers.	Portland, Oreg. Seattle.	Pacific Mail Steamship Co. <sup>1</sup> Colombian Pacific Shipping Co. Pacific Steamship Co. (Admiral Lane). <sup>1</sup> do.....	8	Every 20 days.
Honolulu, Yokohama, Kobe, Shanghai, Manila, and Hongkong.	New York	United American Lines.....	3	Every three weeks.
Yokohama, Nagoya, Kobe, Dairen, Taku Bar, Shanghai, Hongkong, Manila, and other ports when cargo offers.	do	do	5	Monthly.
Yokohama, Kobe, Shanghai, Hongkong, and Manila.	do	do	5	Fortnightly.
Yokohama, Nagoya, Kobe, Dairen, Shanghai, and other ports when cargo offers.	do	do	5	Monthly.
Singapore, Batavia, Samarang, Surabaya, Syrian and Palestine coast, South Africa (east of Tunis), and other ports when cargo offers.	New York	United American Lines.....	5	Do.
Auckland, Wellington, New Castle, Sydney, Melbourne, Adelaide, and other ports when cargo offers.	do	do	6	Do.
Auckland, Adelaide, Melbourne, Sydney, New Castle, and other ports when cargo offers.	United States Pacific ports. New York	United States and Australasia. Swaine & Hoyt.....	4	Do.
Bombay, Colombo, Calcutta, Syrian and Palestine coast, and other ports when cargo offers.	do	Kerr Steamship Lines.....	6	Do.
Cape Town, Port Elizabeth, East London, Port Natal, Delagoa Bay, and other ports when cargo offers.	New York (Gulf via New York when inducements offer). Feeder service.	Mallory Transport Lines (Inc.). A. H. Bull & Co.....	2	Do.
West Africa, Azores, Canary Islands, and Madeira.	do	do	6	Do.
Shanghai/Hongkong/Calcutta	do	Pacific Mail Steamship Co. do	7	Twice monthly.
Hongkong/Java	do	do	4	Do.

<sup>1</sup> Combination passenger and cargo vessels.

Total number of services, 78. Total number of vessels in general cargo trades, 359.

TABLE VI.—United States Shipping Board terminals—Recapitulation operations fiscal year ended June 30, 1922.

Terminal.	Receipts.				Expenditures.				Net operating revenue.	Free service to War Department.			
	Pier rental.	Berthing charges.	Cargo on piers.	Sale of water, power, and heat.	Space to departments of U. S. S. B. E. F. C.	All other receipts.	Total revenue.	Salaries, wages, and guards.			Electric power, water, and heat.	All other expenses.	Total expense.
Pier No. 3, Brooklyn.....		\$133,369.25	\$45,583.00	\$11,374.12	\$47,427.20	\$5,648.62	\$251,572.19	\$19,024.36	\$2,483.99	\$4,141.18	\$35,649.53	\$216,022.66	\$2,125.75
Pier No. 4, Brooklyn.....		63,046.29	26,400.00	3,557.29	4,524.15	4,524.15	97,537.78	7,379.94	5,975.39	2,427.08	15,983.51	51,374.25	
Hoboken terminal.....	\$380,700.00	162,010.96	63,379.00	19,872.45	1,285.90	23,666.35	654,628.76	98,432.27	32,536.40	3,010.43	194,389.12	520,089.64	
Boston base.....		37,836.39		58.11		231.04	39,431.64	5,373.04	1,914.52	2,183.90	9,471.51	74,900.63	
Philadelphia base.....		54,422.74		56,717.72	2,562.00	384.05	114,066.51	37,634.47	15,265.41	2,636.37	55,524.23	88,342.30	20,651.48
Total.....	380,700.00	303,655.53	200,349.72	37,453.97	48,713.10	84,454.42	1,297,550.80	168,064.08	63,194.21	14,959.03	281,217.92	956,138.94	22,177.23

TABLE VII.—Hoboken terminal, Piers Nos. 1, 2, 3, 4, 5, and 6—Operations fiscal year ended June 30, 1922.

Month.	Active vessels at piers.	Tons loaded (cargo).	Tons discharged (cargo).	Receipts.							Miscellaneous revenue.	Total gross revenue.		
				Rental piers Nos. 2 and 3.	Berthing charges.	Cargo on piers (for wharf-charge).	Sale of water.	Sale of power.	Sale of heat.	Elevator service.			Escalator service.	Winch service.
1921—July.....				\$31,725.00										\$31,725.00
August.....				31,725.00										31,725.00
September.....				31,725.00										31,725.00
October.....	2,392		8,033	31,725.00	\$9,937.06	\$1,039.00	\$418.52	\$360.25	\$131.25	\$156.25			\$50.00	43,987.33
November.....	2,033	14,289	14,289	31,725.00	23,138.89	\$,155.00	1,090.95	2,246.35	263.50	210.00			2,330.95	69,278.61
December.....	16	7,602	23,897	31,725.00	19,991.26	13,108.00	877.39	1,205.78	232.50	311.75	\$108.75		3,392.73	70,933.16
1922—January.....	18	10,880	18,407	31,725.00	20,027.06	15,287.00	1,016.00	1,647.82	310.00	201.25	96.75		4,442.72	75,282.95
February.....	17	11,993	12,555	31,725.00	20,881.25	11,671.00	847.93	1,179.50	332.50	153.75			\$498.75	80,212.04
March.....	16	13,337	6,845	31,725.00	22,890.60	5,778.00	1,145.86	1,168.26	325.00	246.26	148.26		37.50	83,833.61
April.....	17	15,175	6,761	31,725.00	21,593.50	7,071.00	1,243.26	1,180.55	332.50	243.75	153.00		71.25	95,690.49
May.....	14	19,175	4,642	31,725.00	23,597.83	6,250.00	1,052.26	1,064.46		298.78			101.25	110,000.65
June.....	14	21,461		31,725.00	23,597.83	6,250.00	1,052.26	1,064.46		298.78			101.25	111,533.96
Total.....	120	99,931	95,329	380,700.00	162,010.96	65,379.00	7,892.20	10,053.00	1,927.25	1,821.79	759.89	1,058.13	20,026.54	654,628.76

Month.		Expenditures.										Net operating revenue.							
		Police branch.	Cleaning: branch.	Construction branch.	Engineer's department.	Fire department.	Office force.	Dredging: material.	Removal of ashes.	Water.	Electric current.	Hard coal.	Soft coal.	Fire alarm serv. ice.	Tele. phone service.	Ice.	Miscellaneous expense.	Total miscellaneous expense.	Net operating revenue.
1921—	July.....																		\$81,795.00
	August.....																		31,755.00
	September.....																		31,755.00
	October.....																		35,849.70
	November.....	\$2,828.00	\$455.31	\$1,125.31	\$757.50	\$327.50	\$377.50	\$73.50	\$422.00	\$204.42	\$402.50	\$402.50	\$402.50	\$17.50	\$7.50				\$8,087.54
	December.....	3,862.30	1,833.05	3,498.17	1,948.62	653.00	630.00	147.00	1,311.00	1,614.46	4,534.00	3,168.75	3,210.00	105.60	105.60				21,231.15
1922—	January.....	3,900.00	1,693.65	2,546.97	2,030.00	667.00	630.00	189.25	1,464.90	1,908.57	96.00	3,210.00	3,210.00	\$350.62	183.46				21,183.42
	February.....	4,892.80	1,613.48	2,867.46	1,794.88	370.92	630.00	137.20	1,389.60	1,791.60	60.00	2,995.00	2,995.00	36.25	146.67				18,193.19
	March.....	4,394.28	1,848.97	3,067.36	1,953.44	393.48	630.00	132.30	1,233.00	1,590.82	60.00	2,990.00	2,990.00	36.25	146.67				18,840.03
	April.....	4,465.76	1,601.91	2,792.92	1,453.84	300.20	630.00	122.30	1,233.00	1,590.82	60.00	2,990.00	2,990.00	36.25	146.67				18,840.03
	May.....	4,560.23	1,275.34	2,793.70	1,364.00	604.14	630.00	470.00	834.00	885.93	60.00	582.30	582.30	36.25	100.67				15,030.57
	June.....	4,494.90	1,776.31	3,139.48	1,336.96	590.20	630.00	60.15	880.00	819.10	24.00	332.30	332.30	36.25	144.26				15,622.21
	Total.....	37,538.47	12,897.22	21,784.40	13,036.24	4,598.44	4,873.30	1,070.00	976.03	5,428.50	9,722.65	884.00	13,991.25	641.87	1,002.97	13,101,076.46	184,589.12	520,039.64	

TABLE VIII.—*Pier No. 3, Brooklyn Army base—Operations, fiscal year ended June 30, 1922.*

Month.	Active vessels loaded at pier.	Receipts.										Total gross revenue.	
		Tons loaded (cargo).	Tons discharged (cargo).	Berthing charges.	Cargo on pier (top wharfage).	Tele. phone.	Sale of water.	Sale of power.	Space on upper deck—material and sales.	Barges and lighters.	Charges for cleaning pier.		Handling lines.
1921—	July.....	10	13,000	7,177	\$15,344.96	\$1,502.50		\$771.20	\$2,500.00		\$20.00	\$10.00	\$20,282.22
	August.....	18	17,012	9,870	16,147.55	2,335.00	1,468.75	2,500.00		40.00	40.00	40.00	19,682.46
	September.....	16	19,322	12,496	10,179.85	4,080.00	215.65	1,435.00	2,500.00		53.00	50.00	19,682.46
	October.....	18	20,368	12,762	15,520.67	3,327.50	404.72	1,435.00	2,500.00		40.00	40.00	24,251.53
	November.....	14	7,985	21,852	12,907.03	7,080.00	157.25	1,201.50	2,349.86		30.00	70.00	25,376.53
	December.....	11	23,465	8,487	6,283.02	3,986.00	156.32	4,055.00	2,376.12		40.00	40.00	14,716.03
1922—	January.....	13	24,833	9,396	9,617.75	6,312.50	284.40	570.00	4,079.87		60.00	60.00	17,917.03
	February.....	12	15,651	10,059	10,275.37	5,233.00	184.00	4,055.00	4,177.53		50.00	60.00	18,411.90
	March.....	18	25,154	8,217	7,345.84	4,221.00	219.13	423.50	4,246.98		30.00	60.00	20,964.71
	April.....	23	17,174	8,217	10,787.10	3,905.00	293.84	2,465.50	1,464.02		60.00	60.00	22,807.97
	May.....	18	25,152	3,819	12,065.18	3,800.00	172.62	2,465.50	1,464.02		60.00	60.00	22,807.97
	June.....	15	28,355	9,794	11,849.92	4,720.00	135.52	272.00	4,155.43		40.00	40.00	23,363.85
	Total.....	186	229,415	120,531	138,369.25	48,853.00	826.31	2,453.67	8,920.45	5,798.41	3,892.71	465.00	251,672.19

TABLE VIII.—Pier No. 3, Brooklyn Army base—Operations, fiscal year ended June 30, 1922—Continued.

Month.	Expenditures.										Total operating revenue.	Free wharfage to War Department.
	Salaries.	Wages.	Guards.	Electric power, water, and heat.	Telephone.	Tug hire.	Tug operation.	Miscellaneous expenses.	Total expenses.	Net operating revenue.		
1921—July.....	\$525.00	\$296.00	\$837.00	\$1,016.53	\$102.77				\$2,777.30	\$17,504.92		
August.....	525.00	320.00	837.00	1,362.41	102.78				3,147.19	19,506.66	\$894.73	
September.....	525.00	300.00	810.00	1,000.90	102.77				2,738.67	16,749.81	410.84	
October.....	525.00	304.00	837.00	727.78	102.77		\$31.25		2,527.81	21,823.70	410.84	
November.....	525.00	316.00	720.00	1,070.79	102.77				2,734.56	22,642.02	410.84	
December.....	525.00	405.12	728.00	1,276.86	102.78				3,037.76	11,678.29		
1922—January.....	625.00	372.00	744.00	1,016.09	221.35				2,903.44	13,645.60		
February.....	625.00	213.20	551.08	1,116.37	379.92				2,508.65	15,408.33		
March.....	637.50	262.52	610.08	1,237.50	379.92		\$417.43		3,534.95	14,876.95		
April.....	630.00	260.35	583.84	978.45	285.60		334.61		3,092.83	17,861.86		
May.....	630.00	246.00	610.08	1,047.74	453.37		391.89		3,489.08	19,103.89		
June.....	630.00	261.99	721.60	626.37	391.69		464.92		3,207.27	20,155.58		
Total.....	6,887.50	3,547.18	5,589.68	12,483.99	2,351.03	150.00	1,608.85	31.25	35,649.33	216,022.60	2,125.75	

TABLE IX.—Pier No. 4, Brooklyn Army base—Operations fiscal year ended June 30, 1922.

Month.	Receipts.										Expenditures.										Net operating revenue.	
	Active vessel	Discharged.	Loaded.	Tons cargo.	Boiling charges.	Cargo on pier (top wharf).	Telephone.	Sale of water.	Sale of power.	Barges and lighters.	Charges for cleaning pier.	Handling lines.	Total gross revenue.	Salaries.	Wages.	Guards.	Electric power, water, and heat.	Tug hire.	Miscellaneous expenses.	Total expenses.		
1921—October (7 days).....	3	1,625	\$1,022.26					\$54.00	\$54.00	\$2.34	\$10.00	\$1,008.60	\$124.00	\$75.78	\$13.00	\$232.78	\$855.32					
November.....	13	4,817	6,761.38			\$890.00		222.00	78.13	255.20	20.00	3,099.71	716.00	808.57	626.26	789.83	2,292.64					
December.....	11	8,795	14,746	\$3,893.32	1,735.00	4,335.00	\$84.29	166.63	291.00	499.75	70.00	5,547.56	223.00	101.23	96.00	792.00	1,926.85	9,366.66				
1922—January.....	13	7,308	4,753	3,563.16	5,880.00	27.11	155.14	130.49	323.50	294.48	50.00	6,000.15	225.00	96.00	76.44	544.52	2,113.04	12,434.51				
February.....	10	14,989	7,500	3,545.21	194.73	455.00	72.67	455.00	658.72	60.00	60.00	529.33	237.50	88.55	510.08	1,014.27	\$417.42	1,808.34	9,992.05			
March.....	17	13,523	12,503	3,272.00	178.00	662.00	86.20	164.32	178.00	303.40	30.00	5,000.12	337.12	67.19	618.10	250.00	334.00	2,367.83	11,468.68			
April.....	17	13,266	8,263	3,123.00	123.00	86.10	182.54	172.50	353.44	10.00	30.00	423.76	534.64	219.55	391.90	219.55	391.90	1,488.34	10,938.82			
May.....	17	14,282	3,961	3,167.39	2,418.00		90.00	233.14	424.05	30.00	60.00	1,549.73	583.84	91.43		423.40		1,818.59	9,731.14			
June.....	107	94,136	62,446	63,046.29	26,400.00	468,911	278,292	396,003	285,27	280.00	490.00	9,577.76	1,737.60	673.24	5,164.20	6,975.89	1,608.84	659,261	15,983.51	81,874.25		



TABLE XI.—Boston Army base—Operations, fiscal year ended June 30, 1922.

Month.	Number of active vessels.		Cargo (tons).		Receipts.						Expenditures.						Net operating revenue.				
	Vessels.	Tugs.	Loaded.	Discharged.	Wharage charged active vessels.	Dockage, tied-up vessels.	Sale of power.	Space to Division Purchase and Supply.	Miscellaneous receipts.	Total gross revenue.	Salaries.	Guards.	Labor, upkeep, and repairs.	Telephone.	Electric light and power.	Cost of water.		Fire protection.	Miscellaneous expenses.	Total expenses.	
1921—																					
July.....	3	16	1,412	3,265	\$1,381.36	\$4,510.00				\$5,891.36	\$130.00			\$9.04	\$53.19	\$40.96	\$181.66		\$14.85	\$414.85	\$5,476.54
August.....	2	21	1,898	2,691	479.38	4,985.00				7,464.28	130.00			3.50	53.34	41.45	160.61		338.90	388.90	6,078.38
September.....	3	22	1,868	2,691	459.77	4,150.00				7,609.77	130.00			3.50	45.00	14.42	146.34		339.26	339.26	7,270.31
October.....	4	23	1,768	2,691	204.17	3,350.00				8,554.17	370.00			3.50	58.77	34.45	151.44		618.16	618.16	7,972.31
November.....	4	21	1,606	1,481	490.37	3,548.66		\$150.00		8,187.03	430.00		\$22.12	5.54	57.52	30.48	63.68		609.22	609.22	7,777.01
December.....	3	20	1,831	1,871	966.61	6,700.00		150.00		7,816.61	430.00		21.74	5.54	69.75	38.87	90.32		647.21	647.21	8,424.82
1922—																					
January.....	3	20	1,808	1,807	524.25	6,390.00		150.00		6,925.71	400.00		2.40	5.54	82.90	32.72	89.17		620.21	620.21	7,545.92
February.....	3	19	1,755	1,800	845.71	5,800.00		150.00		7,511.33	400.00	\$183.80	32.00	5.54	95.20	50.03	86.19		676.52	676.52	8,187.83
March.....	6	19	1,441	1,972	971.33	6,190.00	\$43.40	150.00	\$3.85	8,495.16	400.00	319.30	17.37	5.54	231.83	75.00	147.23	\$200.00	922.97	922.97	9,410.13
April.....	6	19	1,441	2,390	1,112.96	6,990.00	1.70	191.57	7,821.23	430.00	399.64	64.27	5.54	231.82	119.44	208.19	31.25	441.83	441.83	7,087.33	
May.....	7	19	1,118	3,917	756.18	5,765.00	13.01	194.33	52.19	6,780.71	430.00	319.80	32.90	5.54	231.22	123.51	213.55		1,856.52	1,856.52	8,637.23
June.....	1	19	1,118	3,917	756.18	5,765.00	13.01	194.33	52.19	6,780.71	430.00	319.80	32.90	5.54	231.22	123.51	213.55		1,856.52	1,856.52	8,637.23
Total.....	58	293	13,016	9,638	8,026	45,230	63	58,111	285,902	581,644	4,200,000	1,773,042	259,303	30,863	243,900	865,621	628,641	232,159	471,517	5,170,960	

TABLE XII.—Accumulated program of ship construction, including construction in foreign yards.

Class.	Original program.		Canceled.		Active program.	
	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.
Requisitioned steel:						
Cargo.....	313	2,000,339	13	70,600	300	1,929,739
Cargo (released).....	6	57,800	6	57,800	.....	.....
Cargo (to contract).....	12	110,900	12	110,900	.....	.....
Tanker.....	60	582,530	7	63,500	53	519,030
Tanker (released).....	1	6,980	1	6,980	.....	.....
Refrigerator.....	11	86,200	.....	.....	11	86,200
Transport.....	9	71,975	.....	.....	9	71,975
Collier.....	9	70,350	.....	.....	9	70,350
Passenger and cargo.....	4	15,972	2	9,000	2	9,972
Ore carrier (released).....	6	68,260	6	68,260	.....	.....
Total.....	431	3,074,306	47	387,040	384	2,687,266
Less to contract.....	12	110,900	12	110,900	.....	.....
Net total.....	419	2,963,406	35	276,140	384	2,687,266
Contract steel:						
Cargo—						
United States.....	1,306	8,948,780	220	1,652,575	1,086	7,296,205
Japan.....	30	243,290	.....	.....	30	243,290
China.....	4	40,000	.....	.....	4	40,000
United States, experimental.....	32	254,800	32	254,800	.....	.....
Tanker.....	102	976,600	29	263,600	73	713,000
Tanker (Navy).....	12	131,000	.....	.....	12	131,000
Transport.....	93	887,800	80	750,000	13	107,800
Refrigerator.....	5	75,200	.....	.....	5	75,200
Passenger and cargo.....	26	338,000	3	39,000	23	299,000
Barge.....	16	49,200	10	27,000	6	22,200
Tugs—						
Ocean.....	104	( <sup>1</sup> )	58	( <sup>1</sup> )	46	( <sup>1</sup> )
Harbor.....	8	( <sup>1</sup> )	.....	.....	8	( <sup>1</sup> )
Total.....	1,741	11,914,670	432	2,986,975	1,309	8,927,695
Contract wood:						
According to original design—						
Cargo.....	521	1,939,050	217	817,700	304	1,121,350
Barge.....	141	368,500	113	297,500	28	71,000
Tugs—						
Ocean.....	61	( <sup>1</sup> )	48	( <sup>1</sup> )	13	( <sup>1</sup> )
Harbor.....	100	( <sup>1</sup> )	38	( <sup>1</sup> )	62	( <sup>1</sup> )
Total.....	823	2,307,550	416	1,115,200	407	1,192,350
According to altered design—						
Tanker.....	1	4,700	.....	.....	1	4,700
Finished hull.....	119	463,550	4	15,850	115	447,700
Sailing vessel.....	10	34,500	.....	.....	10	34,500
Barge (converted).....	64	241,900	8	35,900	56	206,000
Total.....	194	744,650	12	51,750	182	692,900
Total.....	1,017	3,052,200	428	1,166,950	589	1,885,250
Contract composite, cargo.....	50	175,000	32	112,000	18	63,000
Contract concrete:						
Cargo.....	7	32,000	3	18,500	4	13,500
Tanker.....	36	270,000	28	210,000	8	60,000
Total.....	43	302,000	31	228,500	12	73,500
Grand total.....	3,270	18,407,276	958	4,770,505	2,312	13,636,711

<sup>1</sup> No tonnage given on tugs.

TABLE XIII.—Accumulated program of ship construction, by geographical sections of the United States.

Section of country and class of construction.	Accumulated program.		Canceled.		Active program.	
	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.
<b>Atlantic coast:</b>						
Requisition steel.....	211	1,697,826	28	211,360	183	1,426,466
Contract steel.....	742	5,274,350	231	1,518,375	511	3,756,005
Contract wood.....	364	853,500	187	399,750	177	454,050
Contract composite.....	24	84,000	14	49,000	10	35,000
Contract concrete.....	19	122,000	13	93,500	6	28,500
<b>Total.....</b>	<b>1,360</b>	<b>8,032,006</b>	<b>473</b>	<b>2,271,985</b>	<b>887</b>	<b>5,760,021</b>
<b>Gulf coast:</b>						
Requisition steel.....	2	7,000			2	7,000
Contract steel.....	90	575,000	42	251,000	48	324,000
Contract wood.....	222	790,400	129	450,150	93	340,250
Contract composite.....	26	91,000	18	63,000	8	28,000
Contract concrete.....	8	60,000	6	45,000	2	15,000
<b>Total.....</b>	<b>348</b>	<b>1,523,400</b>	<b>195</b>	<b>809,150</b>	<b>153</b>	<b>714,250</b>
<b>Pacific coast:</b>						
Requisition steel.....	101	876,600	1	10,000	100	866,600
Contract steel.....	489	4,425,950	122	1,156,850	367	3,269,100
Contract wood.....	378	1,405,500	90	317,050	288	1,088,450
Contract concrete.....	16	120,000	12	90,000	4	30,000
<b>Total.....</b>	<b>984</b>	<b>6,828,050</b>	<b>225</b>	<b>1,573,900</b>	<b>759</b>	<b>5,254,150</b>
<b>Great Lakes:</b>						
Requisition steel.....	105	381,980	6	54,780	99	327,200
Contract steel.....	396	1,356,050	37	60,750	349	1,295,300
Contract wood.....	53	2,500	22	( <sup>1</sup> )	31	2,500
<b>Total.....</b>	<b>544</b>	<b>1,740,530</b>	<b>65</b>	<b>115,530</b>	<b>479</b>	<b>1,625,000</b>
<b>Entire country</b>						
Requisition steel.....	419	2,963,406	35	276,140	384	2,687,266
Contract steel.....	1,707	11,621,350	432	2,986,975	1,275	8,644,405
Contract wood.....	1,017	3,052,200	428	1,166,950	589	1,885,250
Contract composite.....	50	175,000	32	112,000	18	63,000
Contract concrete.....	43	302,000	31	228,500	12	73,500
<b>Grand total.....</b>	<b>3,236</b>	<b>18,123,986</b>	<b>958</b>	<b>4,770,565</b>	<b>2,278</b>	<b>13,353,421</b>

<sup>1</sup> No tonnage given.

TABLE XIV.—Summary of keels laid.

	Requisitioned steel.				Contract steel.				Contract wood.				Contract composite.				Contract concrete.				Total active.	
	Active.		Canceled.		Active.		Canceled.		Active.		Canceled.		Active.		Canceled.		Active.		Canceled.		Num-ber.	Dead-weight tons.
	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.		
1916.																						
April.....	1	8,120																			1	8,120
May.....	1	7,350																			1	7,350
June.....	2	18,520																			2	18,520
July.....	4	42,900																			4	42,900
August.....	2	17,800																			2	17,800
September.....	1	7,000																			1	7,000
October.....	6	36,300																			6	36,300
November.....	9	54,230																			9	54,230
December.....	4	32,800																			4	32,800
Total.....	30	225,049																			30	225,049
1917.																						
January.....	10	101,800																			10	101,800
February.....	7	54,186																			7	54,186
March.....	13	111,316																			13	111,316
April.....	23	157,600																			23	157,600
May.....	24	158,185																			28	173,185
June.....	17	88,750																			20	101,230
July.....	10	59,175																			20	100,475
August.....	15	91,180																			52	246,680
September.....	20	101,105																			52	246,680
October.....	17	90,360																			64	264,605
November.....	28	186,070																			62	272,760
December.....	17	107,480																			92	454,620
Total.....	201	1,308,187																			462	2,403,562
Total to date.....	231	1,533,236																			492	2,628,611

TABLE XIV.—Summary of keels laid—Continued.

	Requisitioned steel.				Contract steel.				Contract wood.				Contract composite.				Contract concrete.				Total active.	
	Active.		Canceled.		Active.		Canceled.		Active.		Canceled.		Active.		Canceled.		Active.		Canceled.		Num-ber.	Dead-weight tons.
	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.		
1918.																						
January.....	16	90,425			17	114,425			26	96,450	3	10,500			4	14,000					68	315,300
February.....	17	96,300			29	185,725			24	90,800	1	3,500									70	372,325
March.....	16	106,225			45	295,050			21	78,550	1	3,500									82	479,825
April.....	16	111,200			43	283,025			29	91,600	1	3,500			3	10,500					80	488,725
May.....	18	131,070			31	88,200	2	10,000	31	88,200	4	2,500									94	482,870
June.....	9	60,720			44	279,875			28	107,600	2	3,500			1	3,500					81	448,195
July.....	13	128,525			69	453,700	1	( )	47	160,300	7	24,500									129	743,525
August.....	6	46,300			55	344,508			43	145,400	13	29,700			1	3,500					105	539,708
September.....	5	32,870			68	386,750			32	86,650	13	29,700									103	513,270
October.....	7	76,225			73	466,666			31	90,800	26	58,300			1	3,500					124	631,691
November.....	2	18,700	1	9,800	53	361,508			37	36,500	14	24,000									93	460,008
December.....	2	19,500			70	421,758			7	7,700											80	456,458
Total.....	127	919,060	1	9,800	608	3,556,590	4	10,000	389	1,088,750	110	274,200	4	14,000	6	21,000	12	73,500			1,110	5,981,900
1919.																						
January.....	3	23,800			49	329,883	1	7,500	2	( )	2	( )									54	353,683
February.....	2	13,300			59	324,900			4	24,000	1	3,500									58	338,200
March.....	1	18,300			79	465,093	1	7,500	2	( )	1	5,000									75	465,093
April.....	1	8,075			82	545,078			2	( )	1	( )									85	564,046
May.....	1	12,300			81	605,878	3	15,000	2	( )	1	( )									84	619,178
June.....	1	9,000			65	489,475	1	5,000	1	( )											67	498,475
July.....	2	12,300			74	482,600															7	500
August.....	2	34,000			40	272,900	1	5,000													1	7,500
September.....	1	9,000			40	271,275															43	306,900
October.....	2	21,500			28	211,225	1	4,050													41	283,275
November.....	1	9,000			17	142,825	1	7,500													30	232,725
December.....	2	18,400			18	147,150															18	151,825
Total.....	20	173,570	2	13,900	618	4,291,280	9	51,550	13	( )	5	13,500			2	15,000					631	4,464,890
Total to date.....																						
1918.																						
Total to date.....																						
1919.																						
Total to date.....																						
Total to date.....																						



TABLE XV.—Summary of ships launched.

	Requisitioned steel, active.			Contract steel.			Contract wood.			Contract composite, active.			Contract concrete, active.			Total active.			
	Num-ber.	Dead-weight tons.	Canceled.	Num-ber.	Dead-weight tons.	Canceled.	Num-ber.	Dead-weight tons.	Canceled.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Total active.	
																			Active.
1917.																			
April.....	2	12,500																2	12,500
May.....	3	30,380																3	30,380
June.....	4	24,400																4	24,400
July.....	7	39,635																7	39,635
August.....	16	127,835																16	127,835
September.....	12	63,835																12	63,835
October.....	17	118,878																17	118,878
November.....	19	138,806																19	138,806
December.....	21	184,730					8,800											21	146,500
							17,600											23	160,830
Total.....	101	674,570					8,800											106	708,970
1918.																			
January.....	15	103,700					8,800											16	112,500
February.....	23	132,400					21,150											31	173,650
March.....	27	168,766					51,650											44	262,416
April.....	22	119,880					45,850											46	239,730
May.....	28	166,130					85,025											74	370,355
June.....	13	77,050					74,300											49	235,650
July.....	33	218,925					218,725											124	640,400
August.....	17	120,730					174,650											83	431,880
September.....	19	146,295					215,525											85	483,720
October.....	6	54,475					244,700											80	405,475
November.....	10	85,300					200,200											83	487,450
December.....	8	59,525					327,525											89	472,150
Total.....	221	1,453,476					1,698,100											312	4,244,126
Total to date.....	322	2,128,046					1,724,500											318	4,933,086

1919.		1920.		1921.		1922.		
January.....	28,770	33	196,525	1	1	89,500	62	304,795
February.....	52,620	46	265,475		(1)	45,450	68	378,545
March.....	3,200	64	387,193		(1)	64,250	80	484,608
April.....	3,970	71	440,116	1	(1)	137,700	116	593,786
May.....	46,770	90	512,268	2	(1)	5,000	134	718,428
June.....	28,600	61	391,690	1	(1)	83,800	95	511,550
July.....	40,323	81	528,808	1	(1)	75,800	114	649,033
August.....	18,395	67	395,933	1	(1)	52,150	91	497,478
September.....	12,300	60	347,000		(1)	25,150	82	513,050
October.....	47,400	81	326,873	1	(1)	11,800	70	400,675
November.....	25,800	64	371,833		(1)	21,150	75	495,453
December.....	23,800	51	379,426		(1)	17,500	65	426,376
Total.....	45	396,150	732	4,720,027	5	17,500	273	302,150
Total to date.....	367	2,524,106	1,014	9,443,527	5	17,500	572	1,854,200
January.....	1	8,970	39	290,560		9,700	44	309,260
February.....	2	13,300	26	191,150		14,050	34	218,500
March.....	2	21,500	38	296,308		7,300	44	315,108
April.....	1	9,000	39	310,825	1	7,500	42	319,825
May.....	1	12,300	17	134,975			18	143,975
June.....	1	32,800	27	247,475			33	282,475
July.....	1	9,000	13	137,250			31	270,425
August.....	2	21,500	6	49,800			16	146,250
September.....	1	9,400	8	77,200			9	78,800
October.....	1	9,000	8	95,050			10	94,100
November.....	1	9,000	11	115,000			9	75,050
December.....	17	163,070	263	2,138,118	1	7,500	16	31,050
Total.....	384	2,687,296	1,277	8,592,645	6	23,000	589	1,885,250
Grand total.....								
January.....								
February.....								
March.....								
April.....								
May.....								
June.....								
July.....								
August.....								
September.....								
October.....								
November.....								
December.....								
Total.....								
Grand total.....	884	2,687,296	1,309	8,927,685	6	25,000	599	1,885,250
Total.....								
Grand total.....								

1 No tonnage given on tugs.

TABLE XVI.—Summary of ships delivered.

Year and month.	Requisitioned steel		Contract steel.		Contract wood.		Contract composite.		Contract concrete.		Total.	
	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.
1917.												
August.....	1	2,930									1	2,930
September.....	7	40,600									7	40,600
October.....	13	85,085									13	85,085
November.....	17	76,310									17	76,310
December.....	12	100,290									12	100,290
Total.....	50	305,215									50	305,215
1918.												
January.....	10	82,641	1	8,800							11	91,441
February.....	14	112,750	1	8,800							15	121,550
March.....	18	150,159	1	8,800							19	158,959
April.....	29	154,005	1	8,800							30	162,805
May.....	37	223,291	5	28,250							43	251,541
June.....	34	195,835	10	75,150	1	4,000					46	270,985
July.....	18	97,305	18	107,100	7	27,500					43	231,905
August.....	23	129,295	19	103,950	23	86,800	2	7,000			67	330,045
September.....	21	140,800	22	116,800	26	96,000	1	3,500			70	357,100
October.....	20	154,325	27	135,700	58	101,700	1	3,500			76	389,225
November.....	15	128,300	35	173,200	12	41,850					63	343,350
December.....	8	53,175	21	160,475	20	74,250	1	3,500			50	287,400
Total.....	247	1,623,881	161	940,825	119	440,100	6	21,000			333	3,025,806
Total to date.....	297	1,929,086	161	940,825	119	440,100	6	21,000			333	3,331,021
1919.												
January.....	3	27,600	16	121,100	11	40,750	1	3,500			31	192,950
February.....	8	60,100	19	132,700	12	42,750	1	3,500			40	239,050
March.....	4	27,200	24	187,325	13	47,750					41	238,875
April.....	4	33,300	74	307,300	32	115,000					111	549,240
May.....	9	52,000	70	274,300	37	130,950					140	770,550
June.....	7	52,205	66	284,700	48	168,050	2	7,000			122	609,105
July.....	6	52,005	66	438,833	53	184,650	1	3,500			125	676,138
August.....	4	25,000	68	468,275	59	203,000	4	14,000			135	714,375
September.....	5	50,800	87	597,991	58	192,500	1	3,500			151	814,886

October.....	3	23,800	74	447,100	42	124,300	1	3,500	120	592,300
November.....	3	83,895	50	345,475	21	53,450	2	6,500	92	496,220
December.....	4	36,500	39	429,491	9	20,850			72	486,841
Total.....	65	560,700	692	4,415,223	408	1,356,500	12	42,000	1,180	6,384,423
Total to date.....	362	2,489,796	853	5,356,048	327	1,796,600	18	63,000	1,763	9,715,444
1920.										
January.....	2	13,300	33	253,198	10	27,750			44	284,408
February.....	2	29,470	32	244,123	9	18,150			43	275,575
March.....	3	50,500	41	292,413	10	24,000			54	346,883
April.....	2	17,300	38	477,883	7	14,750			58	518,433
May.....	2	17,300	38	237,000	5	(1)	2	15,000	47	265,960
June.....	2	17,300	20	390,198	3	4,000			31	215,695
July.....	2	17,300	31	288,859	2	(1)			35	272,150
August.....	2	21,500	31	259,879	6	(1)			32	219,375
September.....	1	9,000	26	224,225	2	(1)	2	15,000	34	246,226
October.....	1	9,000	26	224,225	2	(1)	1	7,500	33	218,300
November.....	1	9,400	11	183,830	2	(1)			14	108,250
December.....	1	9,000	17	154,350					18	163,350
Total.....	20	175,570	386	2,824,347	61	88,650			473	3,120,567
Total to date.....	382	2,665,366	1,239	8,180,395	388	1,885,230	18	63,000	2,236	12,845,011
1921.										
January.....	1	9,400	12	113,800	1	(1)			13	113,800
February.....			8	80,650			2	15,000	11	104,450
March.....			6	67,200					6	67,200
April.....			7	71,250			1	7,500	8	78,750
May.....			8	86,100					8	86,100
June.....	1	12,500	5	52,100					6	64,600
July.....			7	80,200					7	80,200
August.....			4	41,200					4	41,200
September.....			2	26,000					2	26,000
October.....			2	21,000					2	21,000
November.....			3	37,000					3	37,000
December.....			2	23,000					2	23,000
Total.....	2	21,900	66	698,900	1	(1)			72	746,300
Total to date.....	384	2,687,266	1,305	8,879,295	589	1,885,230	18	63,000	2,308	13,588,311

<sup>1</sup> Construction completed May 9, 1922. One ship on the active program, the *Georgie M. Morse*, a 3,400 tons cargo vessel was not completed, due to suspension of work by the builder, the Virginia Shipbuilding Corporation.

TABLE XVI.—*Summary of ships delivered—Continued.*

Year and month.	Requisitioned steel.		Contract steel.		Contract wood.		Contract composite.		Contract concrete.		Total.	
	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.
1922.												
January.....												
February.....			2	26,000							2	26,000
March.....												
April.....			1	13,000							1	13,000
May.....												
Total.....			3	39,000							3	39,000
Grand total.....	384	2,687,266	1,308	8,918,295	589	1,885,250	18	63,000	12	72,300	2,311	13,627,311

TABLE XVII.—Status of contract steel 15,000 dead-weight tons passenger and cargo vessels as of June 30, 1922.

Builder and location.	Contract No.	Hull No.	Name.	Dimensions.			Construction.	Engines.	Speed.	Boilers.	Cabinage.	Passenger capacity.		Keels laid.	Launched.	Estimated delivery.	Per cent complete.			
				Length.	Molded breadth.	Molded depth.						First class.	Third class.				Hull.	Outfitting.	Ships.	
New York Shipbuilding Corporation, Camden, N. J.	151	1012	Veratahee.....	518	72	50	Isberwood.....	2 Westinghouse concentric geared turbine, 12,000 stated horsepower.	17½	8 Babcock & Wilcox water-tube.	11,700	210	298	June 15, 1918	May 24, 1919	Mar. 3, 1921	100	100	100	
Do.	151	1013	Southern Cross.....	518	72	50	do.	do.	17½	do.	11,700	276	198	Oct. 8, 1918	July 20, 1919	Sept. 23, 1921	100	100	100	
Do.	151	1014	American Legion.....	518	72	50	do.	do.	17½	do.	11,700	312	194	Jan. 21, 1919	Oct. 11, 1919	Oct. 15, 1921	100	100	100	
Do.	151	2582	Old North State.....	502	62	42	Transport.....	2 quadruple reciprocating, 7,000 indicated horsepower.	15	6 Scotch.	15,000	78	78	Mar. 20, 1919	Feb. 29, 1920	Oct. 21, 1920	100	100	100	
Do.	151	2583	Credit State.....	502	62	42	do.	do.	15	do.	15,000	78	78	May 22, 1919	Apr. 27, 1920	Dec. 6, 1920	100	100	100	
Do.	151	2584	Florida State.....	502	62	42	do.	do.	15	do.	15,000	78	78	do.	July 31, 1920	Mar. 7, 1921	Mar. 7, 1921	100	100	100
Do.	151	2585	Parade State.....	502	62	42	do.	do.	15	do.	15,000	78	78	May 13, 1919	Mar. 9, 1920	Aug. 30, 1920	100	100	100	
Do.	151	2586	Valentine State.....	502	62	42	do.	do.	15	do.	15,000	84	84	do.	Sept. 16, 1920	Jan. 6, 1921	Jan. 6, 1921	100	100	100
Do.	151	2587	California State.....	502	62	42	do.	do.	15	do.	15,000	84	84	Oct. 1, 1919	Dec. 11, 1920	Apr. 23, 1921	100	100	100	
Do.	151	2588	Bay State.....	502	62	42	do.	do.	15	do.	15,000	84	84	Mar. 4, 1920	Feb. 23, 1921	July 6, 1921	100	100	100	
Do.	151	2589	Bay State.....	502	62	42	do.	do.	15	do.	15,000	84	84	Oct. 15, 1919	July 17, 1920	Nov. 18, 1921	100	100	100	
Do.	151	2590	Bay State.....	502	62	42	Isberwood.....	2 Babcock concentric geared turbine, 12,000 stated horsepower.	17½	8 Babcock & Wilcox water-tube.	14,000	201	536	do.	do.	do.	100	100	100	
Do.	151	2584	Pennsylvania State.....	518	72	50	do.	do.	17½	do.	14,000	205	290	July 20, 1920	July 6, 1921	Feb. 8, 1922	100	100	100	
Do.	151	2576	Keystone State.....	518	72	50	do.	do.	17½	do.	14,000	210	280	May 15, 1920	May 15, 1920	May 28, 1921	100	100	100	
Do.	151	2580	Lancaster State.....	518	72	50	do.	do.	17½	do.	14,000	190	310	do.	Aug. 4, 1920	July 1, 1921	July 1, 1921	100	100	100
Do.	151	2581	Lone Star State.....	518	72	50	do.	do.	17½	do.	14,000	207	300	do.	Dec. 23, 1920	Dec. 31, 1921	Dec. 31, 1921	100	100	100
Do.	151	2582	Hoosier State.....	518	72	50	do.	do.	17½	do.	14,000	207	416	May 20, 1919	Oct. 23, 1920	Sept. 20, 1921	100	100	100	
Delaware Shipbuilding Corporation (Ltd.), Sparrows Point, Md.	152	1104	Lawkeye State.....	518	72	50	do.	do.	17½	8 Yarrow water-tube.	9,500	207	300	Aug. 29, 1918	Apr. 17, 1920	Jan. 28, 1921	100	100	100	
Do.	152	1105	Buckeye State.....	518	72	50	do.	do.	17½	do.	9,800	205	290	July 20, 1920	July 6, 1921	Feb. 8, 1922	100	100	100	
Do.	152	2102	Pure Live State.....	518	72	50	do.	do.	17½	do.	14,000	208	300	Oct. 3, 1918	July 24, 1920	Apr. 30, 1921	100	100	100	
Do.	152	2103	Pure Live State.....	518	72	50	do.	do.	17½	do.	14,000	208	300	Feb. 15, 1919	Mar. 19, 1921	Nov. 3, 1921	100	100	100	
Do.	152	2104	Pure Live State.....	518	72	50	do.	do.	17½	do.	14,000	253	300	Feb. 21, 1919	Mar. 4, 1921	Feb. 25, 1922	100	100	100	
Do.	152	2105	Pure Live State.....	518	72	50	do.	do.	17½	do.	14,000	253	300	July 29, 1920	Sept. 17, 1921	May 9, 1922	100	100	100	
Do.	152	2106	Washington State.....	518	72	50	do.	do.	17½	do.	14,000	280	300	do.	Aug. 24, 1920	do.	do.	100	100	100
Do.	152	2107	Washington State.....	518	72	50	do.	do.	17½	do.	14,000	280	300	do.	do.	do.	do.	100	100	100
Do.	152	2108	Washington State.....	518	72	50	do.	do.	17½	do.	14,000	280	300	do.	do.	do.	do.	100	100	100
Do.	152	2109	Washington State.....	518	72	50	do.	do.	17½	do.	14,000	280	300	do.	do.	do.	do.	100	100	100
Do.	152	2110	Washington State.....	518	72	50	do.	do.	17½	do.	14,000	280	300	do.	do.	do.	do.	100	100	100
Newport News Dry Dock & Shipbuilding Co., Newport News, Va.	532	2872	Cotton State.....	518	72	50	do.	do.	17½	8 Babcock & Wilcox water-tube.	14,000	184	352	June 24, 1919	July 17, 1920	Feb. 1, 1921	100	100	100	
Do.	532	2873	Silver State.....	518	72	50	do.	do.	17½	do.	14,000	184	296	Jan. 15, 1920	Dec. 11, 1920	May 12, 1921	100	100	100	

1 Actual dates. Active program: 23 vessels; 299,000 dead-weight tons. Keels laid, 23; 299,000 dead-weight tons. Launched, 23; 299,000 dead-weight tons. Delivered, 23; 299,000 dead-weight tons. Cancelled: 3 vessels; 39,000 dead-weight tons.

TABLE XVIII.—Ships delivered by years, arranged according to class in the various districts.  
[Data available June 30, 1922.]

Class.	North Atlantic district.		Delaware River district.		Agency yards. <sup>1</sup>		Middle Atlantic district.		Gulf district.		Pacific district.		Oregon district.		Great Lakes district.		Japan and China.		Total.	
	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.
1917.																				
Requisitioned steel.....	4	37,910	4	40,280			6	45,530			9	85,275			27	95,220			50	305,215
1918.																				
Requisitioned steel.....	22	157,640	50	365,805			19	155,530			84	712,925			72	231,980			247	1,023,881
Contract steel.....	5	45,300			3	20,075	3	25,000			61	527,600			89	322,550			101	940,525
Contract wood.....	17	59,500							17	61,900	53	197,700	31	118,500	1	2,500			119	440,100
Contract composite.....									6	21,000									6	21,000
Total deliveries, 1918.....	44	262,440	50	365,805	3	20,075	22	180,530	23	82,900	198	1,433,225	31	118,500	162	557,330			533	3,025,806
1919.																				
Requisitioned steel.....	12	108,500	40	355,200			3	19,600	3	13,000	7	68,400							65	560,700
Contract steel.....	91	576,898	11	89,725			25	233,525	11	66,000	131	1,582,300							199	2,415,223
Contract wood.....	74	238,100					90	320,850			119	447,450	76	280,500	21	( <sup>2</sup> )			3	19,600
Contract composite.....									12	42,000									12	1,356,500
Contract concrete.....	1	3,500					1	3,500	1	3,000									3	42,000
Total deliveries, 1919.....	178	921,998	51	445,925	171	1,101,525	57	316,225	117	444,850	307	2,098,150	76	290,500	220	745,650			3	19,600
1920.																				
Requisitioned steel.....	20	175,570																		
Contract steel.....	23	156,932	15	133,900	99	698,250	28	274,675	33	205,400	101	908,750			60	222,750			27	223,690
Contract wood.....	19	( <sup>2</sup> )					7	10,000	17	44,350			9	34,300	9	( <sup>2</sup> )			61	88,650
Contract concrete.....							1	3,500	2	15,000	3	22,500							6	41,000
Total deliveries, 1920.....	42	168,932	35	309,470	99	698,250	36	288,175	52	264,750	104	931,250	9	34,300	69	222,750			27	223,690

<sup>1</sup> American International Shipbuilding Corporation, Submarine Boat Corporation, and Merchants Shipbuilding Corporation (Bristol, Pa.).  
<sup>2</sup> No tonnage for tugs.

TABLE XVIII.—Ships delivered by years, arranged according to class in the various districts—Continued.

Class.	North Atlantic district.		Delaware River district.		Agency yards.		Middle Atlantic district.		Gulf district.		Pacific district.		Oregon district.		Great Lakes district.		Japan and China.		Total.	
	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.
1921.																				
Requisitioned steel.....		21,900	2																2	21,900
Contract steel.....		186,000	12		60,000	7	111,800	10	76,800	8	250,450	24	4,050	1	40,000	4		66	698,800	
Contract wood.....							( <sup>c</sup> )	1	15,000	2	7,500	1						1	( <sup>c</sup> )	
Contract concrete.....																		3	22,500	
Total deliveries, 1921.....		177,900	14		60,000	7	111,800	11	91,600	10	257,950	25	4,050	1	40,000	4		72	743,300	
Jan. 1 to June 30, 1922.																				
Contract steel.....		13,000	1				24,000	2										3	39,000	
Grand total.....	2681,379,280	1551,352,381	155	1,879,850	280	1,879,850	134	969,260	202	884,100	643	4,810,850	116	443,300	479	1,625,000	34	283,280	2,311	113,627,311

<sup>c</sup> No tonnage for tugs.

TABLE XIX.—Summary of deliveries, arranged according to the States in which shipyards are located.

	Maine.		New Hamp- shire.		Massachusetts.		Connecticut.		New York.		New Jersey.		Pennsylvania.		Delaware.	
	Num- ber.	Dead- weight tons.	Num- ber.	Dead- weight tons.	Num- ber.	Dead- weight tons.	Num- ber.	Dead- weight tons.	Num- ber.	Dead- weight tons.	Num- ber.	Dead- weight tons.	Num- ber.	Dead- weight tons.	Num- ber.	Dead- weight tons.
<b>Requisitioned steel:</b>																
Cargo.....	4	39,000			7	79,650			15	90,500	30	209,400	28	260,179	20	83,400
Canter.....	4	38,000			2	18,200			3	21,900	12	100,320	2	117,000	4	36,110
Refrigerator.....													2	23,200		
Transporter.....											2	10,650	7	61,325		
Passenger and cargo.....											2	10,650	7	61,325		
<b>Total.....</b>	<b>8</b>	<b>77,000</b>			<b>9</b>	<b>97,850</b>			<b>18</b>	<b>112,400</b>	<b>44</b>	<b>380,370</b>	<b>51</b>	<b>471,676</b>	<b>24</b>	<b>119,510</b>
<b>Contract steel:</b>																
Cargo.....			10	88,000			9	81,000	41	291,730	151	908,975	154	1,225,000	8	47,700
Tanker.....					6	54,600							4	40,000	6	45,000
Transporter.....													12	96,000		
Passenger and cargo.....											16	208,000				
Ocean tugs.....									10	(1)	20	(1)				
<b>Total.....</b>	<b>10</b>	<b>88,000</b>	<b>6</b>	<b>54,600</b>	<b>9</b>	<b>81,000</b>	<b>9</b>	<b>81,000</b>	<b>51</b>	<b>291,730</b>	<b>187</b>	<b>1,116,975</b>	<b>170</b>	<b>1,361,000</b>	<b>14</b>	<b>92,700</b>
<b>Contract wood:</b>																
Cargo.....	11	38,500	8	28,000			5	17,500	2	7,000	9	31,500	8	28,000		
Barge.....	10	24,000			1	2,500			2	2,500						
Finished hull.....	8	30,800	2	7,700			8	30,800	3	11,500	1	3,850				
Converted barge.....			5	18,750			2	7,500	2	5,150						
Ocean tugs.....					5	(1)			16	(1)	3	(1)			1	(1)
Harbor tugs.....																
<b>Total.....</b>	<b>29</b>	<b>95,300</b>	<b>15</b>	<b>54,450</b>	<b>6</b>	<b>2,500</b>	<b>15</b>	<b>55,800</b>	<b>24</b>	<b>26,200</b>	<b>13</b>	<b>35,350</b>	<b>8</b>	<b>28,000</b>	<b>1</b>	<b>(1)</b>
<b>Contract concrete, cargo.....</b>																
<b>Total.....</b>									<b>1</b>	<b>3,500</b>						
<b>Grand total.....</b>	<b>37</b>	<b>172,300</b>	<b>25</b>	<b>142,450</b>	<b>21</b>	<b>154,850</b>	<b>24</b>	<b>136,800</b>	<b>83</b>	<b>463,830</b>	<b>244</b>	<b>1,532,665</b>	<b>229</b>	<b>1,860,676</b>	<b>39</b>	<b>212,210</b>

1 No tonnage given on tugs.

TABLE XIX.—Summary of deliveries, arranged according to the States in which shipyards are located.

	Maine.		New Hampshire.		Massachusetts.		Connecticut.		New York.		New Jersey.		Pennsylvania.		Delaware.	
	Num. built.	Dead-weight tons.	Num. ber.	Dead-weight tons.	Num. ber.	Dead-weight tons.	Num. ber.	Dead-weight tons.	Num. ber.	Dead-weight tons.	Num. ber.	Dead-weight tons.	Num. ber.	Dead-weight tons.	Num. ber.	Dead-weight tons.
Requisitioned steel:																
Cargo.....	1	39,000			7	79,650			15	90,300	30	269,400	22	299,179	20	83,400
Tanker.....	4	38,000			2	18,200			3	21,900	12	100,320	12	117,000	4	36,110
Refrigerator.....																
Transport.....											2	10,650	7	23,200		
Passenger and cargo.....													2	9,972		
Total.....	8	77,000			9	97,850			18	112,400	44	380,370	51	471,076	24	119,510
Contract steel:																
Cargo.....			10	88,000					41	291,730	151	908,975	154	1,225,000	8	47,700
Tanker.....					6	54,600							4	40,000	6	45,000
Transport.....																
Passenger and cargo.....											16	208,000	12	96,000		
Harbor tugs.....									10	( <sup>1</sup> )	20	( <sup>1</sup> )				
Total.....			10	88,000	6	54,600	9	81,000	31	291,730	187	1,116,975	170	1,361,000	14	92,700
Contract wood:																
Cargo.....	11	38,500	8	28,000					2	7,000	9	31,500	8	28,000		
Barge.....	10	26,000			1	2,500			3	2,500	1	3,860				
Converted hull.....	8	30,800	2	7,700					2	5,100						
Ocean tugs.....			3	18,750					2	7,500						
Harbor tugs.....					5	( <sup>1</sup> )			10	( <sup>1</sup> )	3	( <sup>1</sup> )			1	( <sup>1</sup> )
Total.....	29	95,300	15	54,450	6	2,500	15	55,800	24	26,200	13	35,360	8	28,000	1	( <sup>1</sup> )
Contract concrete, cargo.....									1	3,500						
Total.....									1	3,500						
Grand total.....	37	172,300	25	142,450	21	154,950	24	186,800	93	433,830	244	1,532,685	229	1,860,676	39	212,210

<sup>1</sup>No tonnage given on tugs.

TABLE XIX.—Summary of deliveries, arranged according to the States in which shipyards are located—Continued.

	Maryland.		Virginia.		North Carolina.		Georgia.		Florida.		Alabama.		Mississippi.		Louisiana.	
	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.	Num-ber.	Dead-weight tons.
Requisitioned steel:																
Cargo.....	11	76,300	5	35,460												
Tanker.....	2	16,350	4	52,450												
Refrigerator.....	6	41,100														
Total.....	19	133,750	9	87,910												
Contract steel:																
Cargo.....	12	109,000	9	84,600												
Tanker.....	24	227,600	8	21,000												
Passenger and cargo.....	5	65,000	2	26,000												
Harbor tugs.....																
Barge.....																
Total.....	41	392,600	19	201,600												
Contract wood:																
Cargo.....	2	7,000														
Barge.....	7	17,500														
Finished hull.....	2	7,700	3	11,550												
Converted barge.....	2	7,500	3	10,650												
Ocean tugs.....	5	(1)														
Harbor tugs.....	9	(1)														
Total.....	27	32,700	6	23,200												
Contract composite, cargo.....																
Cargo.....																
Tankers.....																
Total.....																
Contract concrete:																
Cargo.....																
Tankers.....																
Total.....																
Grand total.....	87	566,050	34	331,710	12	91,500	18	53,800	50	326,300	20	98,000	12	42,700	30	131,550

1 No tonnage given on tugs.

	Penn- sylv- ania		Texas.		California.		Oregon.		Washing- ton.		Michi- gan.		Ohio.		Illinois.		Maine- sea.		Japan.		China.		Total.		
	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	
Requisitioned steel:																									
Cargo.....		20	180,000	25	180,000																				
Tanker.....		10	115,000																						
Refrigerator.....																									
Transporter.....																									
Passenger and cargo.....																									
Total.....	30	294,500	25	180,000	45	385,000	21	71,400	21	71,400	21	111,100	23	101,000	4	12,400	9	28,300					381	2,687,246	
Contract steel:																									
Cargo.....		138	1,227,250	57	115,500	126	1,223,550	52	211,500	115	1,514,000	101	1,049,550	23	89,700	23	95,750	30	1,183,200	40	1,000	1	10	7,570,005	
Tanker.....		30	301,800	7	81,000																				
Refrigerator.....		3	75,000																						
Transporter.....		1	11,800																						
Passenger and cargo.....																									
Ocean tugs.....																									
Harbor tugs.....		4	7,200																						
Total.....	4	7,200			61	1,231,050	61	2,211,500	136	1,233,550	115	1,514,000	101	1,049,550	23	89,700	23	95,750	30	1,183,200	40	1,000	1	10	7,570,005
Contract wood:																									
Cargo.....		25	100,700	13	46,500	98	313,150	1	2,500																
Tanker.....		1	700																						
Barge.....		2	5,000																						
Finished hull.....		14	53,000	5	17,500	14	47,500	3	150,350																
Converted barge.....		15	54,250	3	19,000	9	34,500	11	40,850																
Sailing vessel hulls.....		2	4,000																						
Ocean tugs.....																									
Harbor tugs.....		39	222,550	29	104,950	124	177,170	131	504,350	99	2,500	2	(1)												
Total.....		59	222,550	29	104,950	124	177,170	131	504,350	99	2,500	2	(1)												
Contract composite cargo.....																									
Contract concrete:																									
Cargo.....		4	30,000																						
Tankers.....																									
Total.....		4	30,000																						
Grand total.....	4	7,200	59	222,550	246	2,047,400	214	1,953,650	305	2,011,000	133	2,565,400	119	1,312,550	27	102,100	34	134,050	30	243,250	40	1,000	1	10	7,570,005

1 No tonnage given on tugs.







	Georgia.		Florida.		Alabama.		Missis- sippi.		Louisiana.		Tennes- see.		Texas.		Califor- nia.		Oregon.		Washing- ton.		Wiscon- sin.		Michi- gan.		Ohio.		Total.	
	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.	Number.	Dead-weight tons.
Requisitioned steel:																												
Cargo.....																												
Tanker.....																												
Passenger and cargo.....																												
Ore carrier.....																												
Total.....																												
Contract steel:																												
Cargo.....																												
Tanker.....																												
Passenger and cargo.....																												
Barge.....																												
Ocean tug.....																												
Total.....	10	75,000	23	149,300	16	80,000	10	90,000																				
Contract wood:																												
Cargo.....	13	45,500	11	38,500	2	7,000	13	84,500	13	52,100																		
Barge.....	2	5,000	18	45,000			4	10,000	10	29,000																		
Finished hull.....																												
Cargo barge.....																												
Ocean tug.....	5	( <sup>1</sup> )																										
Harbor tug.....																												
Total.....	20	50,500	33	83,500	4	14,700	18	85,350	23	81,100																		
Composite:																												
Cargo.....	14	40,000																										
Concrete:																												
Cargo.....																												
Tanker.....																												
Total.....																												
Grand total.....	44	174,500	64	277,800	38	181,700	28	185,350	29	102,100	4	7,200	66	228,000	87	747,950	50	254,000	98	671,450	21	27,700	29	37,300	11	53,930	170	24,881,465

<sup>1</sup> No tonnage assigned to tugs. <sup>2</sup> 12 of these vessels, having dead-weight tonnage of 110,900, were changed from requisitioned to contract.

TABLE XXII.—Active program, by class of construction.

Class.	Number.	Dead-weight tons.	Class.	Number.	Dead-weight tons.
Requisitioned, steel:			Contract, wood:		
Cargo.....	300	1,929,739	Cargo—		
Tanker.....	53	519,030	Wood.....	304	1,121,350
Refrigerator.....	11	86,200	Composite.....	18	63,000
Transport.....	9	71,975	Finished hull (wood).....	115	447,700
Collier.....	9	70,350	Sailing vessel.....	10	34,500
Passenger and cargo.....	2	9,972	Barge (converted).....	56	206,000
Barge.....			Barge.....	28	71,000
Tug—			Ocean.....	13	.....
Total.....	384	2,687,266	Harbor.....	62	.....
Contract, steel:			Tanker.....	1	4,700
Cargo—			Total.....	607	1,948,250
United States.....	1,086	7,296,205	Contract, concrete:		
Japan.....	30	243,230	Cargo.....	4	13,500
China.....	4	40,000	Tanker.....	8	60,000
Tanker.....	73	713,000	Total.....	12	73,500
Tanker (Navy).....	12	131,000	Grand total.....	2,312	13,636,711
Refrigerator.....	8	75,200			
Transport.....	13	107,800			
Passenger and cargo.....	23	299,000			
Barge.....	6	22,200			
Tug—					
Ocean.....	46	.....			
Harbor.....	8	.....			
Total.....	1,309	8,927,695			

TABLE XXIII.—Active program, by type of ship.

Type.	Number.	Dead-weight tons.	Type.	Number.	Dead-weight tons.
Cargo:			Refrigerator:		
Requisitioned, steel.....	300	1,929,739	Requisitioned, steel.....	11	86,200
Contract—			Contract, steel.....	8	75,200
Steel.....	1,120	7,579,495	Total.....	19	161,400
Wood.....	304	1,121,350	Collier, requisitioned, steel.....	9	70,350
Composite.....	18	63,000	Barge:		
Concrete.....	4	13,500	Contract—		
Total.....	1,746	10,707,084	Steel.....	6	22,200
Finished hull, cargo, contract, wood.....	115	447,700	Wood.....	28	71,000
Tanker:			Converted.....	56	206,000
Requisitioned, steel.....	53	519,030	Total.....	90	299,200
Contract—			Sailing vessel, contract, wood.....	10	34,500
Steel.....	85	844,000	Ocean tug:		
Concrete.....	8	60,000	Contract—		
Wood.....	1	4,700	Steel.....	46	.....
Total.....	147	1,427,730	Wood.....	13	.....
Passenger and cargo:			Total.....	59	.....
Requisitioned, steel.....	2	9,972	Harbor tug:		
Contract, steel.....	23	299,000	Contract—		
Total.....	25	308,972	Steel.....	8	.....
Transport:			Wood.....	62	.....
Requisitioned, steel.....	9	71,975	Total.....	70	.....
Contract, steel.....	13	107,800	Grand total.....	2,312	13,636,711
Total.....	22	179,775			

TABLE XXIV.—Steel shipyards which have completed ship construction for Emergency Fleet Corporation.

Builder.	Location.	Program.			Canceled.			Delivered.			Total delivered.		Date of last delivery.	
		Requisitioned.		Contract.	Requisitioned.		Contract.	Requisitioned.		Contract.	Requisitioned and contracted.	Dead-weight tons.		
		Number.	Dead-weight tons.		Number.	Dead-weight tons.		Number.	Dead-weight tons.					
Seattle Construction & Dry Dock Co.	Seattle, Wash.	5	40,500					5	40,500			5	40,500	1918. June 27
Tampa Shipbuilding & Engineering Co.	Tampa, Fla.	2	7,000					2	7,000			2	7,000	1919. Mar. 3
Staten Island Shipbuilding Co.	Port Richmond, N. Y.	5	17,500					5	17,500			5	17,500	June 17
Albina Engineering & Machine Works (Inc.)	Portland, Oreg.	6	21,800	2	7,400			6	21,800	11	40,700	17	62,500	Aug. 19
American Shipbuilding Co.	Burlingame, N. J.	4	12,400					4	12,400	18	70,800	9	34,400	Sept. 27
Do.	Superior, Wis.	4	12,400					4	12,400	18	70,800	23	83,200	Oct. 17
Downey Shipbuilding Co.	Cleveland, Ohio.	4	12,400					4	12,400	25	97,150	29	109,550	Nov. 19
Skinner & Eddy (yard No. 1)	New York Borough, N. Y.	10	75,000					10	75,000	10	75,000	10	75,000	Nov. 26
Whitney Bros.	Seattle, Wash.	8	70,600	50	464,000			12	115,200	38	343,800	46	419,400	Dec. 9
Bethlehem Shipbuilding Corporation.	Superior, Wis.	10	70,600	10	70,600			10	70,600	10	70,600	15	182,450	Dec. 10
Skinner & Eddy (yard No. 2)	Quincy, Mass.	9	97,850					9	97,850	19	177,800	19	177,800	Dec. 22
Seattle Northern Pacific Shipbuilding Co.	Seattle, Wash.	12	84,000	32	362,800			13	124,800	19	177,800	19	177,800	Dec. 24
Texas Steamship Co.	do.	13	120,300					5	43,300			8	77,000	1920. Jan. 1
Columbia River Shipbuilding Corporation.	Bath, Me.	4	35,200	28	246,400			2	17,600	26	228,800	30	266,000	Jan. 5
Federal Shipbuilding Co.	Portland, Oreg.	21	84,900	30	285,000			20	71,000	33	288,000	33	355,000	Jan. 8
Great Lakes Engineering Works	Kearny, N. J.	13	115,900	1	13,000			20	117,900	18	168,800	25	225,500	Mar. 3
Ames Shipbuilding & Dry Dock Co.	Ecorse, Mich.	10	34,400	14	123,200			2	17,600	12	64,450	12	188,500	Mar. 16
Great Lakes Engineering Works	Seattle, Wash.	16	179,600	12	64,450			14	159,400	4	40,000	18	199,400	Mar. 18
Sun Shipbuilding Co.	Ashtabula, Ohio.	13	66,800	2	20,200			10	64,800	42	167,300	51	195,200	Mar. 22
American Shipbuilding Co.	Chester, Pa.	12	38,200	4	167,300			12	39,200	59	234,450	71	273,650	Apr. 17
Northwest Engineering Works.	Lorain, Ohio.	5	15,700	23	80,700			9	(1)	8	82,700	27	102,100	Apr. 23
American Shipbuilding Co.	Detroit, Mich.	12	38,200	59	234,450			12	39,200	59	234,450	71	273,650	Apr. 23
Johnson Iron Works (Ltd.)	Green Bay, Wis.	5	15,700	23	80,700			9	(1)	8	82,700	27	102,100	Apr. 30
McDougal-Duluth Co.	Chicago, Ill.	9	23,300	25	95,750			9	28,300	25	95,750	34	124,050	May 1
	New Orleans, La.													May 8
	Duluth, Minn.													

1 No tonnage given on tugs



Company	Location	No. of Vessels	Tonnage	Value	Cost	Completion Dates	Value of Work
Merchants Shipbuilding Corporation	Bristol, Pa.	60	540,000	20	180,000	1922	360,000
Saginaw Shipbuilding Co.	Saginaw, Mich.	24	90,600	6	24,300	1922	66,300
Newport News Shipbuilding & Dry Dock Co.	Newport News, Va.	12	148,000	2	26,000	1922	204,000
Oscar Daniels Co.	Tampa, Fla.	10	95,000	9	87,910	1922	95,000
Pacific Coast Shipbuilding Co.	Sausalito, Calif.	10	94,000	6	52,800	1922	94,000
Northwest Steel Co.	Portland, Oreg.	33	312,800	15	132,000	1922	260,000
Douglas & Williams Shipbuilding Co.	New Orleans, La.	8	76,800	9	62,097	1922	76,800
The Wm. Cramp & Sons Ship & Engine Building Co.	Philadelphia, Pa.	4	40,000	4	40,000	1922	102,087
Bethlehem Shipbuilding Corporation	Alameda, Calif.	50	583,500	23	253,400	1922	288,100
Moore Shipbuilding Co.	Oakland, Calif.	7	492,000	7	67,000	1922	364,400
Baltimore Dry Dock & Shipbuilding Co.	Baltimore, Md.	30	270,800	8	77,800	1922	197,000
Los Angeles Shipbuilding & Dry Dock Co.	Los Angeles, Calif.	40	393,000	5	440,000	1922	319,000
Kiangnan Dock & Engine Works	Shanghai, China	4	40,000	4	40,000	1922	40,000
New York Shipbuilding Corporation	Camden, N. J.	17	219,925	2	10,600	1922	219,925
Bethlehem Shipbuilding Corporation	Sparrows Point, Md.	25	286,800	6	61,200	1922	195,600
Virginia Shipbuilding Corporation	Alexandria, Va.	12	112,800	2	18,800	1922	84,000
Asano	Tsurumi, Japan	2	25,200			1922	25,200
Mitsubishi	Nagasaki, Japan	2	16,720			1922	16,720
Yokohama	Yokohama, Japan	7	48,000			1922	48,000
Kawasaki	Kobe, Japan	5	45,000			1922	45,000
Ishikawajima	Tokyo, Japan	2	16,720			1922	16,720
Uchida	Kanagawa, Japan	2	16,720			1922	16,720
Osaka	Osaka, Japan	4	40,000			1922	40,000
Mitsui	Ueno, Okayama, Japan	2	18,000			1922	18,000
Harima	Aoto, Japan	1	15,500			1922	15,500
Nitta	Osaka, Japan	2	16,720			1922	16,720
Fujinaga	do.	1	6,300			1922	6,300
Uraga	Uraga, Japan	4	25,450			1922	25,450
Total		419	2,963,406	949	1,474,870	352,776,140	3,402,547,175
						384,268,266	1,408,918,295

1 No tonnage given on tugs.  
 2 Ten of these vessels, totaling 75,000 dead-weight tons, were constructed on contract No. 13—C-S, executed by the Emergency Fleet Corporation with the Seattle Construction & Dry Dock Co., June 5, 1917.  
 3 Work completed with conditional acceptance of hull No. 17, William Penn, which was sent to Cramp's for installation of machinery.  
 4 Work completed with the installation of Diesel engine in M. S. William Penn—hull built by Pussey & Jones.  
 5 Virginia Shipbuilding Corporation suspended operations before completion of the last active vessel on that contract.

Contractor	Location	No.	Value	Cost	Progress	Completion	Value	Cost	Completion			
Merchants Shipbuilding Corporation	Bristol, Pa.	60	540,000	20	180,000	.....	40	360,000	40	360,000	Feb. 28	
Sagunaw Shipbuilding Co.	Sagunaw, Mich.	24	50,000	5	24,300	.....	18	66,300	18	66,300	Apr. 21	
Newport News Shipbuilding & Dry Dock Co.	Newport News, Va.	12	183,000	2	26,000	9	87,910	10	117,000	10	117,000	May 31
Oscar Daniels Co.	Tanah, Fla.	11	95,000	.....	.....	.....	10	95,000	10	95,000	May 31	
Pacific Coast Shipbuilding Co.	Suisun Bay, Calif.	11	84,000	.....	.....	.....	10	94,000	10	94,000	June 7	
Northwest Steel Co.	Portland, Oreg.	37	312,000	6	52,800	15	132,000	27	260,000	42	392,000	June 10
Donlin & Williams Shipbuilding Co.	New Orleans, La.	8	76,800	.....	.....	.....	8	76,800	8	76,800	June 14	
The Wm. Cramp & Sons Ship & Engine Building Co.	Philadelphia, Pa.	9	62,097	.....	.....	.....	4	40,000	13	102,097	June 23	
Richmen Shipbuilding Corporation	Alameda, Calif.	50	583,500	1	10,000	.....	27	288,100	46	502,100	July 22	
Moore Shipbuilding Co.	Oakland, Calif.	43	67,800	7	67,800	7	63,500	38	364,400	45	427,900	Aug. 19
Baltimore Dry Dock & Shipbuilding Co.	Baltimore, Md.	30	270,800	8	73,800	11	67,000	22	197,000	33	264,000	Aug. 19
Los Angeles Shipbuilding & Dry Dock Co.	Los Angeles, Calif.	40	363,000	5	440,000	.....	35	319,000	35	319,000	Nov. 14	
Kiangnan Dock & Engine Works	Shanghai, China	4	40,000	.....	.....	.....	4	40,000	4	40,000	Dec. 21	
New York Shipbuilding Corporation	Camden, N. J.	17	219,925	2	10,600	.....	17	219,925	38	383,995	Feb. 8	
Bethlehem Shipbuilding Corporation	Sparrows Point, Md.	25	253,800	6	68,200	.....	19	195,600	27	262,330	May 9	
Virginia Shipbuilding Corporation	Alexandria, Va.	12	112,800	2	18,800	.....	9	84,600	9	84,600	Oct. 30	
Japan contractors:												
Tsurumi, Japan	Tsurumi, Japan	2	25,200	.....	.....	.....	2	25,200	2	25,200	Feb. 14	
Nagasaki, Japan	Nagasaki, Japan	2	16,720	.....	.....	.....	2	16,720	2	16,720	Mar. 19	
Yokohama, Japan	Yokohama, Japan	3	18,900	.....	.....	.....	3	18,900	3	18,900	Apr. 16	
Kawasaki	Kobe, Japan	5	45,000	.....	.....	.....	5	45,000	5	45,000	Apr. 23	
Ishikawajima	Tokyo, Japan	2	10,000	.....	.....	.....	2	10,000	2	10,000	May 1	
Uchida	Kanagawa, Japan	2	16,720	.....	.....	.....	2	16,720	2	16,720	May 18	
Osaka	Kanagawa, Japan	4	40,000	.....	.....	.....	4	40,000	4	40,000	May 26	
Mitsui	Osaka, Japan	2	18,000	.....	.....	.....	2	18,000	2	18,000	May 26	
Harima	Ueno, Okayama, Japan	2	15,500	.....	.....	.....	2	15,500	2	15,500	July 23	
Nitta	Aioi, Japan	1	5,300	.....	.....	.....	1	5,300	1	5,300	Aug. 6	
Fujinigata	Osaka, Japan	1	6,900	.....	.....	.....	1	6,900	1	6,900	Aug. 6	
Uraga	Uraga, Japan	4	25,450	.....	.....	.....	4	25,450	4	25,450	Oct. 2	
Total		419	2,993,406	1,919	11,474,870	362,276,140	340,254,719	384,268,266	1,308,918,295	1,692,111,605	361	

1 No tonnage given on tugs.  
 2 Ten of these vessels, totaling 75,000 dead-weight tons, were constructed on contract No. 13-(S), executed by the Emergency Fleet Corporation with the Seattle Construction & Dry Dock Co., June 5, 1917.  
 3 Work completed with conditional acceptance of hull No. 17, William Penn, which was sent to Cramp's for installation of machinery.  
 4 Work completed with the installation of Diesel engine in M. S. William Penn—hull built by Fusesy & Jones.  
 5 Virginia Shipbuilding Corporation suspended operations before completion of the last active vessel on that contract.  
 6

TABLE XXVI.—Dry dock and marine railway contracts.

	Name of purchaser.	Location.	Date of contract.	Contract date of completion.	Actual completion and in operation.	Capacity in tons.	Remarks.
Dry dock—							
1.	Alabama Docks Co.	Mobile, Ala.	Aug. 2, 1919	Dec. 5, 1918	Oct. 31, 1919	10,000	Settlement made, retaining interest.
3.	Bethlehem Shipbuilding Corporation	Sparrows Point, Md.	Jan. 15, 1918	Sept. 15, 1918	Mar. 31, 1919	20,000	Final settlement made.
4.	Jahnecke Dry Dock & Repair Co.	New Orleans, La.	Jan. 31, 1918	Dec. 4, 1918	Apr. 13, 1920	10,000	Do.
5.	Galveston Dry Dock & Construction Co.	Galveston, Tex.	Mar. 9, 1918	Apr. 4, 1919	Jan. 7, 1920	10,000	Settlement made. Dock raised. For sale.
7.	Jahnecke Dry Dock & Repair Co.	New Orleans, La.	Mar. 5, 1919	Mar. 20, 1919	Feb. 15, 1920	6,000	Final settlement made.
8.	Merrill-Stevens Shipbuilding Corporation	Jacksonville, Fla.	Oct. 27, 1919	( <sup>1</sup> )	( <sup>2</sup> )	8,000	Operated by Navy department.
9.	Savannah Dry Dock & Repair Co.	Savannah, Ga.	June 18, 1918	Nov. 18, 1918	Oct. —, 1919	20,000	In hands of receiver. For sale.
10.	Geo. Leary Construction Co. (Norfolk Navy Yard.)	Norfolk, Va.	Aug. 27, 1918	Oct. 31, 1919	Apr. 5, 1920	5,000	Not accepted by purchaser.
11.	Bruee Dry Dock Co.	Pensacola, Fla.	Apr. 9, 1919	May 23, 1920	June 17, 1920	10,000	Do.
12.	New York Harbor Dry Dock Corporation.	Clifton, Staten Island, N. Y.	Aug. 23, 1919	Aug. 23, 1920	Nov. 13, 1920	10,000	Do.
13.	Perth Amboy Dry Dock Co.	Perth Amboy, N. J.	May 21, 1919	( <sup>1</sup> )	June 18, 1921	10,000	Do.
14.	Ramberg Dry Dock & Repair Co.	Brooklyn, N. Y.	May 22, 1919	June 14, 1920	June ( <sup>2</sup> )	6,000	Do.
16.	Staten Island Shipbuilding Co.	Staten Island, N. Y.	Mar. 5, 1920	( <sup>1</sup> )	July 22, 1921	10,000	Do.
17.	New York Harbor Dry Dock Corporation.	Clifton, Staten Island, N. Y.	Mar. 8, 1920	Mar. 8, 1921	July ( <sup>2</sup> )	10,000	Do.
18.	Lord Dry Dock Corporation	Weehawken, N. J.	Mar. 29, 1920	Mar. 29, 1921	Oct. 27, 1921	10,000	Do.
19.	Uncompleted dock for sale.	Tiverton, R. I.	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	10,000	Do.
20.	do.	Mill Basin, N. Y.	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	10,000	Do.
21.	do.	do.	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	10,000	Do.
	Total, 18 dry docks					183,000	
Marine railways—							
1.	Henderson Shipbuilding Co.	Mobile, Ala.	Mar. 25, 1918	Aug. 22, 1918	Nov. 7, 1918	2,500	Settlement agreement reached. Transaction not complete.
3.	Crownshield Shipbuilding Co.	South Somerset, Mass.	Apr. 9, 1918	Aug. 9, 1918	Nov. 29, 1918	2,500	No financial interest.
4.	Beaumont Shipbuilding Co.	Beaumont, Tex.	Mar. 30, 1918	Aug. 1, 1918	do.	2,500	Do.
5.	Cumberland Shipbuilding Co.	Portland, Me.	Apr. 18, 1918	Aug. 16, 1918	Nov. 22, 1918	2,500	Do.
6.	Tampa Dock Co.	Tampa, Fla.	Apr. 17, 1918	July 26, 1918	May 19, 1919	2,500	Do.
7.	Federal Marine Railway Co.	Savannah, Ga.	Mar. 23, 1918	July 23, 1918	Feb. 9, 1920	2,500	Do.

<sup>1</sup> Not sold.

<sup>2</sup> Not delivered.

<sup>3</sup> Not operated.

TABLE XXVI.—Dry dock and marine railway contracts—Continued.

	Name of purchaser.	Location.	Date of contract.	Contract date of completion.	Actual completion and in operation.	Capacity in tons.	Remarks.
Marine railways—							
8.....	Merrill-Stevens Shipbuilding Corporation.....	Jacksonville, Fla.....	Oct. 27, 1919	( <sup>1</sup> )	( <sup>2</sup> )	2,500	Final settlement made. Do. No financial interest in hands of receiver. Settlement made, retaining interest. Final settlement made.
9.....	Barnes & Tibbitts.....	Alameda, Calif.....	May 23, 1918	Sept. 27, 1918	Dec. 31, 1919	4,000	
10.....	American Dredging Co.....	Camden, N. J.....	Aug. 7, 1918	July 20, 1918	Nov. 13, 1918	2,000	
12.....	Lord Dry Dock Corporation.....	Providence, R. I.....	Dec. 6, 1918	June 6, 1919	Sept. 13, 1919	3,200	
14.....					Jan. 7, 1920		
16.....	Southern Shipyards Corporation.....	Newport News, Va.....	Apr. 21, 1919	Oct. 13, 1919	Sept. 1, 1920	3,000	
	Total.....					29,700	
	Grand total.....					212,700	

<sup>1</sup> None stated.

<sup>2</sup> Never completed.

TABLE XXVII.—Summarized consolidated cash statement for the fiscal year beginning July 1, 1921, ending June 30, 1922.

Item.	Code.	Caption.	Total.	Available for general purposes of the organization subject to limitations of congressional appropriations.	Available for liquidation of obligations as custodian.	Available for the payment of claims, act of June 12, 1922.	For the establishment of construction loan fund.
1		Unexpended balance June 30, 1921.....	\$34,047,304.51	\$34,047,304.51			
	R.A.	RECEIPTS.				\$5,000,000.00	
		Appropriations.....	88,848,764.60	88,848,764.60			
		Sales:					
	R.B.	Sale of vessels, tugs, and/or barges.....	28,039,999.52	28,039,999.52			
	R.C.	Sales of real estate, buildings and improvements, plants, equipment, and property not otherwise classified.....	14,777,338.11	14,777,338.11			
	R.D.	Sales of surplus and salvage material and any other material not otherwise classified.....	10,758,129.84	10,758,129.84			
	R.E.	Sales of fuel oil.....	1,745,668.61	1,745,668.61			
		Total sales receipts.....	55,321,136.08	55,321,136.08			
		Operation income:					
		Vessels—					
	R.F.	Freight, passenger, and other operation of vessel revenue not otherwise classified.....	93,405,263.54	93,405,263.54			
	R.G.	Charter hire revenue.....	2,135,026.23	2,135,026.23			
		Total vessel operation receipts.....	95,540,289.77	95,540,289.77			
		Other operations—					
	R.I.	Rental of buildings, real estate, and/or equipment.....	668,809.58	668,809.58			
	R.J.	Insurance premiums and dividends.....	339,754.45	339,754.45			
	R.K.	Interest on bank balances.....	416,409.61	416,409.61			
		Interest other than bank balance interest.....	2,581,381.08	2,581,381.08			
		Total other operation receipts.....	4,006,354.72	4,006,354.72			
		Other receipts—					
	R.L.	Custodian receipts.....	1,334,783.94		\$1,334,783.94		
	R.M.	All other receipts not otherwise classified.....	136,427.28	136,427.28			
		Total other receipts.....	1,471,211.22	136,427.28	1,334,783.94		

TABLE XXVII.—Summarized consolidated cash statement for the fiscal year beginning July 1, 1921, ending June 30, 1922—Continued.

Item.	Code.	Caption.	Total.	Available for general purposes of the organization subject to limitations of congressional appropriations.	Available for liquidation of obligations as custodian.	Available for the payment of claims, act of June 12, 1922.	For the establishment of construction loan fund.
1		RECEIPTS—continued.					
	RDC.	Recovered disbursements:					
	RDA-1	Ship construction.....	\$2,236,081.89	\$2,236,081.89			
	RDA-2	Ship betterments and/or equipment.....	2,571.05	2,571.05			
	RDE	Real estate, buildings and improvements, plants, equipment, and property not classified.....	121,316.23	121,316.23			
	RDC.	Voyage expense—re operation of vessels not otherwise classified.....	10,717,493.68	10,717,493.68			
	RDE-1	Repairs and alterations—re operation of vessels not otherwise classified.....	517,999.25	517,999.25			
	RDE-2	Charter hire.....	19,206.30	19,206.30			
	RDE-3a	Insurance premiums and losses (vessel operations).....	1,260,883.82	1,260,883.82			
	RDE-3b	Management fees.....	403,483.86	403,483.86			
	RDE-3c	Not otherwise classified (vessel operations).....	433,468.48	433,468.48			
	RDE-4	Operation expense—re transportation facilities and housing project.....	70,235.81	70,235.81			
	RDF-1	Insurance losses (other than vessel operation, insurance premiums, and losses).....	21,109.14	21,109.14			
	RDF-2	Not otherwise classified (other operations).....	23,364.76	23,364.76			
	RDC-1	Expenses and costs—re wood vessels laid up.....	25.52	25.52			
	RDC-2	Expenses and costs—re steel vessels laid up.....	44,633.32	44,633.32			
	RDE	Other general expenses.....	86,138.11	86,138.11			
	RDI-1	Material purchased for resale.....	233,224.90	233,224.90			
	RDI-2	Advances to be accounted for.....	10,293.55	10,293.55			
	RDI-3	Material purchased for store stock.....	79,554.38	79,554.38			
	RDI-4	Cancellation of insurance.....	11,699,855.34	11,699,855.34			
	RDI-5	Disbursements for and/or account of vessels purchased.....	5,895.99	5,895.99			
	RDI-6	Loans and/or advances that are recoverable.....	4,376.97	4,376.97			
	RDI-8	All other disbursements not otherwise classified.....	10,034,979.75	10,034,979.75			
		Total recovered disbursements.....	38,097,248.81	38,097,248.81			
	RZ	Total receipts.....	283,285,000.20	276,950,221.26	\$1,334,783.94	\$5,000,000.00	\$25,000,000.00
		Transfer of moneys.....	25,000,000.00				
		Total.....	342,332,309.74	310,997,555.80	1,334,783.94	5,000,000.00	25,000,000.00

DISBURSEMENTS.					
DA-1	Construction improvements and/or betterments:				
DA-2	Ship construction.....	28,410,200.20	28,159,854.96		250,345.24
DA-3	Ship betterments and/or equipment.....	2,880,951.96	2,880,951.96		
DB	Real estate buildings and improvements, plants, equipment, and property not otherwise classified.....	2,709,965.63	2,709,965.63		
	Total construction improvements and/or betterments.....	34,001,117.79	33,750,772.55		250,345.24
DC	Operation outgo:				
DC	Vessels—				
DC-1	Voyage expense—re operation of vessels.....	93,621,908.76	93,621,908.76		
DC-2	Repairs and alterations—re operation of vessels not otherwise classified.....	19,017,571.73	18,151,472.59		866,099.14
DC-3	Charter hire.....	1,172,728.74	1,172,728.74		
DC-4	Insurance premiums and losses.....	8,729,015.62	8,729,015.62		
DC-5	Management fees.....	2,113,089.59	2,113,089.59		
DC-6	Not otherwise classified.....	2,986,897.24	2,969,897.24		16,999.99
	Total vessel operations disbursements.....	127,624,211.68	126,768,112.54		856,099.14
DC-7	Other operations—				
DC-8	Operating expense—re transportation facilities and housing projects.....	142,232.80	142,232.80		
DC-9	Insurance losses (other than vessel operations, insurance premiums, and losses).....	837,735.84	837,735.84		
DC-10	Not otherwise classified.....	604,088.56	604,088.56		
	Total other operations disbursements.....	1,584,077.20	1,584,077.20		
DC-11	Other expenses—				
DC-12	Expense and costs—re wood vessel laid up.....	103,220.20	103,220.20		
DC-13	Expense and costs—re steel vessels laid up.....	6,573,062.51	6,573,062.51		
	Total lay-up vessel disbursements.....	6,676,282.71	6,676,282.71		
DE	General expenses—				
DE-1	Salaries and wages.....	12,381,093.02	12,381,093.02		
DE-2	Other general expenses.....	4,843,283.95	4,843,283.95		
	Total general expenses disbursements.....	17,224,376.97	17,224,376.97		
DJ-1	Other disbursements:				
DJ-2	Fuel oil purchased for resale.....	16,690,964.10	16,690,964.10		
DJ-3	Material purchased for store stock.....	1,857,331.68	1,857,331.68		
DJ-4	Advances to be accounted for.....	29,735,915.47	29,735,915.47		
DJ-5	Cancellation claims.....	2,390,896.76	2,390,896.76		
DJ-6	Disbursements for and on account of vessels purchased for rebuilding (contractors).....	359,968.03	359,968.03		
DJ-7	Loans and/or advances that are recoverable (to include material purchased for rebuilding contractors).....	5,550,616.55	5,550,616.55		
DJ-8	Appropriations (funds returned) to United States Treasury surplus account.....	144,190.43	144,190.43		
DJ-9	All other disbursements not otherwise classified.....	2,606,033.14	2,606,033.14		
DRA	Appropriations.....				

TABLE XXVII.—Summarized consolidated cash statement for the fiscal year beginning July 1, 1921, ending June 30, 1922.—Continued.

Item.	Code.	Caption.	Total.	Available for general purposes of the organization subject to limitations of congressional appropriations.	Available for liquidation of obligations as custodian.	Available for the payment of claims, etc. of June 12, 1922.	For the establishment of construction loan fund.
DISBURSEMENTS—continued.							
1		Other disbursements—Continued					
	DRB	Sales of vessels, tugs, and/or barges		\$490,524.88			
	DRC	Sales of real estate, buildings and improvements, plans, equipment and property not otherwise classified.		6,732.79			
	DRD	Sale of surplus and salvage material and any other material not otherwise classified.		32,642.55			
	DRE	Sale of fuel oil		14,000.28			
	DRF	Freight, passenger, and other operations of vessel revenue not otherwise classified.		2,098,182.67			
	DRG	Charter hire		1,270.75			
	DRH	Rental of building, real estate, and/or equipment		35.35			
	DRJ	Insurance premiums and dividends		76,205.80			
	DRK	Interest on bank balances		55,242.01			
	DRL	Interest other than bank balances interest		114,091.77			
	DRM	Custodian receipts		1,518,201.16	81,518,201.16		
		All other receipts not otherwise classified		179.40			
		Total other disbursements	63,701,125.47	60,192,210.51	1,518,201.16	81,990,713.77	
	DZ	Total disbursements	250,811,191.82	246,185,822.51	1,518,201.16	3,107,158.15	
		Transfer of moneys	25,000,000.00	25,000,000.00			
		Unexpended balance as at June 30, 1922.	68,521,117.92	39,811,693.29	183,417.22	1,892,841.85	\$25,000,000.00
		Total	342,332,309.74	310,997,525.80	1,821,783.94	5,000,000.00	25,000,000.00

## EXHIBIT A.

## Statement of assets and liabilities as at June 30, 1922.

## ASSETS.

Cash (exclusive of cash restricted to payment of claims and available appropriations).....	\$37,242,511.77	
Managing agents' trust funds.....	2,624,827.08	\$39,867,341.85
Accounts and notes receivable—general, due prior to July 1, 1923 (at estimated realizable value after deduction of claims and reserves for bad and doubtful items):		
Accounts receivable.....	26,859,448.46	
Notes receivable.....	2,074,561.14	
Accounts receivable of managing agents (at estimated realizable value).....	5,116,134.43	
Operating supplies.....	13,497,270.03	
Commitments.....	7,049,238.95	
		20,546,509.58
Surplus material for sale.....	34,553,587.61	
Less reserve to reduce to forced sales value.....	22,220,026.18	
		12,333,561.43
Less deposits to be refunded or applied as partial payments on sales not yet consummated.....	2,261,557.06	
		10,072,003.77
Total net assets classified as current.....		104,515,999.23
Land, structures, and equipment for sale.....	12,331,839.27	
Less reserve to reduce to forced sales value.....	4,884,401.80	
		7,447,437.47
Notes receivable—general, due after June 30, 1923 (at estimated realizable value, exclusive of accrued interest after deduction of claims and reserves for bad and doubtful items):		
Due fiscal year ending June 30, 1924.....	496,595.72	
Due fiscal years thereafter.....	2,098,571.37	
		2,595,167.09
Mortgages receivable and securities (at estimated realizable value, exclusive of accrued interest).....		3,241,940.15
Accounts and notes receivable for ship sales, not secured by title or mortgage (at estimated realizable value after deduction of reserves for bad and doubtful items).....		1,439,227.14
Accounts and notes receivable for ship sales, secured by title or mortgage (at estimated realizable value remaining unpaid on sales of 603,702 dead-weight tons for \$101,510,819.04, averaging \$168.15 per dead-weight ton).....	17,249,161.04	
Less value of ships sold on which foreclosure to cover liens is probable.....	5,547,450.00	
		11,701,711.04
Real estate and equipment used in operation.....	5,191,333.37	
Less reserve to reduce inventories of furniture and equipment to forced sales value.....	682,596.28	
		4,508,737.09
Total assets, exclusive of fleet and available appropriations.....		135,450,219.21
Unexpended appropriations available July 1, 1922, for Shipping Board and operating expenses partially restricted.....		50,531,232.36
Available July 1, 1922, for payment of claims, damage charges, and miscellaneous adjustments:		
Unexpended appropriations.....	45,000,000.00	
Cash (not included in above).....	1,892,841.85	
		46,892,841.85
Amount set aside from cash in a construction loan fund, in accordance with the provisions of the marine act of June 5, 1920.....		25,000,000.00
Contingent asset: Admiralty claims pending in favor of the United States Shipping Board.....		51,738,642.03
Ships now owned by United States Shipping Board: Cost, \$2,351,505,875.92 (subject to adjustment); commitments to complete construction program, \$8,807,970.88; commitments to remodel Steamship <i>Leviathan</i> , \$7,751,697.93; value of ships sold on which foreclosure to cover liens is probable, \$5,547,450, representing 1,435 steel vessels having total dead-weight tonnage of 9,951,987, and 257 wood, composite, and concrete vessels having total dead-weight tonnage of 922,650.		

## LIABILITIES.

Accounts and vouchers payable and unclaimed wages.....	\$14,135,721.89
Accounts payable of managing agents.....	7,056,382.97
Accounts payable for hire of requisitioned and chartered vessels.....	3,873,396.81
Total liabilities classified as current.....	25,065,501.67
Mortgage bonds and mortgages payable (obligations assumed upon acquisition of certain properties which are included in land, structures, and equipment for sale).....	1,114,000.00
Indebtedness to Navy Department (payment restricted).....	15,761,427.17
Total liabilities, exclusive of deferred items and claims.....	41,940,928.84
Suspense credits (representing receipts to be applied as revenue or as partial payments for ships, depending on decisions or exercise of purchase option).....	1,175,825.79
Commitments.....	23,608,907.76
Total liabilities and commitments, exclusive of claims.....	66,725,662.39

NOTE.—There are claims of construction contractors, claims arising from the requisitioning of vessels, and admiralty claims, including claims in litigation and in the United States Court of Claims, amounting to \$27,525,372.51 (net after reduction of receivable items) which are not included in the foregoing liabilities.

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SCHEDULE 1.—*Cash, exclusive of construction loan fund, cash available for settlement of claims, and unexpended appropriations as at June 30, 1922.*

Construction Operations.....	\$13,718,302.58	
	<u>33,165,486.58</u>	
Division of transportation and housing:		
General cash in the United States Treasury.....	13,894,261.96	
Restricted cash in banks.....	323.30	
	<u>13,894,585.26</u>	
Insurance funds:		
Restricted cash in the United States Treasury.....	998,534.13	
General cash in banks.....	41,086.36	
Restricted cash in banks.....	10,000.00	
	<u>1,047,620.49</u>	
United States Shipping Board:		
General cash in the United States Treasury.....	55,839.76	
General cash in banks.....	266,411.85	
	<u>322,251.61</u>	
Division of claims settlement: Restricted cash in the United States Treasury.....	1,892,841.85	
Cash of subsidiary realty and transportation companies:		
Name.....	In banks.	Petty cash.
Chester Emergency Housing Corporation.....	\$7,120.08	\$100.00
Fairview Realty Co.....	19,827.43	725.00
Federal Home Building Co.....	12,768.17	300.00
Groton Park Real Estate Co.....	2,595.28	100.00
Liberty Housing Co.....	5,733.39	
Liberty Land Co.....	7,224.29	
Moorland Realty Co.....	14,775.24	100.00
South Jacksonville Realty Corporation.....	6,642.71	
Wyandotte Homes Co.....	4,249.78	100.00
Emergency Fleet Railway Co.....	11,906.88	
	<u>92,843.25</u>	<u>1,425.00</u>
		94,268.25
Managing agents' trust funds.....		<u>2,624,827.08</u>
Total.....		<u>66,760,183.70</u>
Less:		
Appropriated for transfer to construction loan fund by authority of section 11 of the marine act of 1920.....	\$25,000,000.00	
Restricted cash available for settlement of claims.....	<u>1,892,841.85</u>	
		<u>26,892,841.85</u>
Total, per Exhibit A.....		<u>39,867,341.85</u>

SCHEDULE 2.—*Reconciliation of cash balance June 30, 1922, as shown by Treasurer's cash statement, with cash balance as shown by statement of assets and liabilities as at June 30, 1922.*

Cash balance as per Treasurer's cash statement.....	\$66,521,117.92
Additions:	
Cash collected by managing agents not turned over to special disbursing officers as at June 30, 1922, as follows:	
J. H. Winchester & Co.....	\$10,471.96
United American Lines.....	11,720.40
Export Steamship Co.....	23,739.81
Pacific Steamship Co.....	117,108.27
Swayne & Hoyt.....	<u>2,413.39</u>
	\$165,453.83
Cash collected by managing agents and in transit to special disbursing officer as at June 30, 1922:	
Matson Navigation Co.....	148.95
Pacific Mail Steamship Co.....	15,267.68
General Steamship Corporation.....	<u>2,591.31</u>
	18,007.94
Cash in hands of A. H. Bull & Co. due to cancellation of outstanding check after book balance of trust fund was turned over to the Emergency Fleet Corporation.....	18.09
Cash in hands of North Atlantic & Western Steamship Co., covering balance of fund used to satisfy liens on steamship Neponset, not shown by Treasurer.....	7,007.78
Cash in hands of Cosmopolitan Steamship Co. used as an emergency fund to take care of voyage pay rolls and not shown in Treasurer's statement.....	4,439.48
Cash in hands of subsidiary realty and transportation companies owned entirely by the Emergency Fleet Corporation not included in Treasurer's statement.....	<u>94,268.25</u>
Total additions.....	<u>289,195.37</u>
	<u>66,810,313.29</u>

Deductions:

Amount included in Treasurer's statement as cash in hands of Tropical Steamship Co.: the books of the Emergency Fleet Corporation show no cash in hands of this operator, and a note on the cash statement is to the effect that the cash has undoubtedly been used for purposes of the receivership.....	\$129.59	
Amount shown in Treasurer's statement as special fund trust officer consists of a check from the International Shipbuilding Corporation as a deposit to protect the Emergency Fleet Corporation from overpayment on contract No. 431; the Emergency Fleet Corporation has agreed not to deposit the check until final settlement of contract.....	50,000.00	
Amount set aside for construction loan fund by authority of section 11 of marine act of 1920.....	25,000,000.00	
Restricted cash available for settlement of claims.....	1,892,841.85	
		\$26,942,971.44
Total, per Exhibit A.....		39,867,341.85

SCHEDULE 3.—Unexpended appropriations as at June 30, 1922.

Claims:

For payment of claims, damage charges, and miscellaneous adjustments (act of June 12, 1922)—			
Available prior to July 1, 1922.....	\$25,000,000.00		
Available July 1, 1922.....	20,000,000.00		
			\$45,000,000.00
Available for operations of the fiscal year ending June 30, 1922, and prior thereto:			
For general purposes—emergency shipping fund.....		12,728.38	
For United States Shipping Board, administrative—salaries and expenses, 1921 (act of June 5, 1920).....		16,102.08	
For United States Shipping Board, administrative—salaries and expenses, 1922 (act of March 4, 1921).....		43,401.90	
			72,232.36
Available for operations of the fiscal year ending June 30, 1923:			
For general purposes—United States Shipping Board, 1922-23 (act of June 12, 1922), available July 1, 1922.....	50,000,000.00		
For United States Shipping Board, administrative—salaries and expenses, 1923 (act of June 12, 1922), available July 1, 1922.....	459,000.00		
			50,459,000.00
Total.....			95,531,232.36

NOTE.—In addition to the above appropriations, the salaries and expenses 1920 appropriation balance of \$14,009.73 was covered into the United States Treasury surplus fund on July 5, 1922.

EXHIBIT B.

Schedule showing gross appropriations and allotments from inception to June 30, 1922.

	Original appropriation.	Returned to United States Treasury surplus, or reappropriated.	Appropriated.	United States Shipping Board.	United States Shipping Board Emergency Fleet Corporation.
For fiscal years ended prior to July 1, 1921:					
United States Shipping Board—					
Act of Sept. 7, 1916, salaries and expenses, 1917.....	\$100,000.00	\$24,279.28	\$75,720.72		
Act of Sept. 7, 1916, salaries and expenses, 1918.....	317,500.00	162,347.23	335,152.77		
Act of June 12, 1917, increase of compensation, 1918.....	983,933.71		4,033.71		
Act of July 1, 1918, salaries and expenses, 1919.....	983,239.37	159,573.73	928,715.64		
Act of July 19, 1919, salaries and expenses, 1920.....	772,233.00	14,009.73	758,976.27		
Acts of June 5, 1920, and June 16, 1921, salaries and expenses, 1921.....	446,133.33		446,133.33		
Total United States Shipping Board.....	2,829,542.41	360,209.97	2,469,332.44	\$2,469,332.44	
United States Shipping Board Emergency Fleet Corporation—					
Act of Sept. 7, 1916, permanent fund.....	50,000,000.00		50,000,000.00		
Acts from June 15, 1917, to June 16, 1921, inclusive, emergency shipping fund.....	3,240,053,000.00	4,036,758.30	3,233,096,201.70		
Act of Apr. 17, 1917, national security and defense, 1918 (presidential allotment).....	27,011,832.84	3,671,527.10	23,040,445.68		
Act of July 1, 1918, national security and defense, 1919 (presidential allotment).....	2,500,743.43	552,870.56	1,947,872.87		
Total United States Shipping Board Emergency Fleet Corporation.....	3,319,565,426.27	11,480,908.02	3,308,084,520.25		\$3,308,084,520.25
Total for fiscal years ended prior to July 1, 1921.....	3,322,394,968.68	11,941,115.99	3,310,453,852.69		
For fiscal year ended June 30, 1922:					
United States Shipping Board—					
Act of Mar. 9, 1921, salaries and expenses, 1922.....	459,000.00		459,000.00		
Total United States Shipping Board.....	459,000.00		459,000.00	459,000.00	
United States Shipping Board Emergency Fleet Corporation—					
Act of Mar. 11, 1921, reappropriation of balance on hand.....	6,956,798.30		6,956,798.30		
Act of June 16, 1921, completion of vessels under construction.....	25,000,000.00		25,000,000.00		
Act of Aug. 24, 1921, current maintenance and operation of vessels.....	48,500,000.00		48,500,000.00		
Act of June 12, 1922, emergency shipping fund (claims, damage charges, and miscellaneous adjustments).....	30,000,000.00		30,000,000.00		
Total United States Shipping Board Emergency Fleet Corporation.....	110,456,798.30		110,456,798.30		110,456,798.30
Total for fiscal year ended June 30, 1922.....	110,915,798.30		110,915,798.30		

For fiscal year ending June 30, 1923.  
 United States Shipping Board.

Act of June 12, 1922, salaries and expenses, 1923 (board and secretary).....	39,000.00			39,000.00
Act of June 12, 1922, salaries and expenses, 1923 (general expenses).....	350,000.00			350,000.00
Act of June 12, 1922, salaries and expenses, 1923 (investigation of foreign discrimination).....	20,000.00			20,000.00
<b>Total United States Shipping Board.....</b>	<b>459,000.00</b>			<b>459,000.00</b>
<b>United States Shipping Board Emergency Fleet Corporation—</b>				
Act of June 12, 1922, emergency shipping fund (claims, damage charges, and miscellaneous adjustments).....	20,000,000.00			20,000,000.00
Act of June 12, 1922, emergency shipping fund (other than construction activities).....	50,000,000.00			50,000,000.00
	70,000,000.00			70,000,000.00
	70,459,000.00			70,459,000.00
<b>Total for fiscal year ending June 30, 1923.....</b>				<b>3,491,928,050.99</b>
<b>Gross appropriations and allotments.....</b>				<b>3,387,332.44</b>
				<b>3,488,544,313.55</b>

TABLE XXVIII (a).—Names and compensation of employees of the United States Shipping Board in service for some period within the year ended June 30, 1922, who have resigned prior to that date.

Name.	Title.	Salary.	Date effective.
Baird, Mrs. Emma S.	Clerk.	\$1,560	Sept. 15, 1921
Barker, Wallace	Senior stenographer	1,440	July 2, 1921
Bean, Mrs. Lelia R.	Stenographer	1,440	Mar. 15, 1922
Bretzer, Mrs. Marian R.	Senior stenographer	1,560	Oct. 17, 1921
Bretzer, Valentine G.	Chief, files.	2,700	Apr. 4, 1922
Brinton, Jasper Y.	Assistant counsel.	8,500	Dec. 31, 1921
Brooks, Robert.	Laborer.	840	Nov. 23, 1921
Brown, Ruth.	Library assistant.	1,440	Aug. 30, 1921
Carter, Benjamin	Laborer.	900	Aug. 23, 1921
Carter, Walter F.	Watchman.	900	July 31, 1921
Cissell, Katherine A.	Senior typist.	1,440	Nov. 15, 1921
Cissna, Robert A.	Senior typist.	1,200	Sept. 30, 1921
Cox, D. H.	File clerk.	1,400	Jan. 7, 1922
Dean, Robert A.	Special expert.	10,000	July 21, 1921
De Neal, Eleanor C.	do.	1,320	Aug. 31, 1921
Fantroy, Henry	Senior stenographer	840	Aug. 22, 1921
Farrar, Harriet R.	Stenographer	1,200	June 30, 1922
Faherty, John J.	Examiner.	5,000	Sept. 15, 1921
Gellinger, F.	Chief, division.	2,700	Oct. 15, 1921
Godfrey, Thomas.	Watchman.	900	July 31, 1921
Hallman, Vance V., Jr.	Watchman.	1,630	July 18, 1921
Hopkins, Edgar	Tariff clerk.	840	Aug. 27, 1921
Hunt, Corral H.	Laborer.	3,500	Sept. 30, 1921
Hyzer, Edward.	Attorney.	10,000	Aug. 20, 1921
Johnson, Harold S.	Special counsel.	1,320	Dec. 31, 1921
Jones, Grosvenor M.	Senior typist.	9,000	Jan. 24, 1922
Kerwin, Walter J.	Special expert.	2,400	Oct. 4, 1921
Lawson, Edward C.	Examiner.	900	July 31, 1921
Little, Bonnie I.	Watchman.	1,440	Feb. 15, 1922
Lovejoy, Annie De S.	Library assistant.	1,800	Dec. 31, 1921
O'Connell, Charles.	Clerk.	2,400	Oct. 3, 1921
O'Connor, William M.	Printing clerk.	2,400	Oct. 10, 1921
O'Laughlin, John C.	Clerk to commissioner.	2,400	Oct. 29, 1921
Otterback, George E.	Special expert.	6,000	Aug. 29, 1921
Peschke, Harry C.	Watchman.	1,440	July 31, 1921
Pfeiffer, William C.	Senior stenographer	1,440	Apr. 30, 1922
Randall, William.	Senior typist	1,440	June 15, 1922
Schlager, Paula J.	Laborer.	840	July 5, 1921
Sheets, Mrs. Bessie.	Stenographer	1,800	Sept. 13, 1921
Smother, Robert L.	Stenographer	1,320	Oct. 10, 1921
Spahn, Marie C.	Assistant clerk	960	July 2, 1921
Thompson, Lucy G.	Senior typist.	1,440	Aug. 23, 1921
Walker, Eva A.	Senior stenographer	1,320	Aug. 26, 1921
	Library assistant.	1,560	Sept. 15, 1921

TABLE XXVIII (b).—Names and compensation of employees of the United States Shipping Board in service on June 30, 1922.

Name.	Designation.	Legal residence.	Rate per annum.
Amende, Adolph	Senior clerk	Alabama	\$2,400
Arthur, C. O.	Examiner	Indiana	2,760
Barnes, Edward J.	Assistant clerk	Washington, D. C.	960
Benson, William S.	Commissioner	Georgia	12,000
Blackman, Elise M.	Senior typist	New Jersey	1,320
Blaisdell, Gertrude G.	Dictaphone operator	Illinois	1,440
Boyd, Robert L.	Laborer	Washington, D. C.	840
Brown, Edith V.	Senior typist	do	1,320
Burdine, Adelia J.	Clerk	do	1,680
Caine, Robert E.	Clerk to commissioner	Alabama	2,400
Carragher, Mable J.	Clerk	Massachusetts	1,200
Chamberlain, Geo. E.	Commissioner	Oregon	12,000
Chapman, Lettie B.	Clerk	Washington, D. C.	1,440
Conti, Angelo	Special expert	Pennsylvania	4,500
Cook, Harry E.	Typewriter repair man	New York	1,680
Cross, Mrs. Nanna G.	Senior stenographer	Washington, D. C.	1,440
Curry, Blanche M.	Stenographer	do	1,440
Darracott, Maude	do	South Carolina	1,200
Davis, Albert D.	Cabinetmaker	Virginia	1,980
Davis, Laura M.	Stenographer	Washington, D. C.	1,680
Dawson, Mrs. Maude S.	Clerk	Nebraska	1,560
Deckelman, Thomas H.	Chief file clerk	Maryland	1,560
Dew, Ernest N.	Senior clerk	do	2,700
Dowden, George F.	File clerk	New Jersey	1,440
Eldridge, Dan P.	Clerk to commissioner	Washington, D. C.	2,400
Eskridge, Daniel W.	Head porter	do	1,200
Flanner, Caroline Durand	Senior clerk	do	2,160
Flinn, Frederick H.	Assistant chief clerk	New Jersey	2,700
Fowler, M. L.	Purchasing agent	South Carolina	2,700
Hale, Matthew	Special expert	do	1
Hancock, Edna	Stenographer	Washington, D. C.	1,680
Hauke, Killa M.	Librarian	do	1,800
Hildebrand, L. M.	Senior stenographer	Maryland	1,560
Hill, Marion	Clerk	Washington, D. C.	1,680
Hollingsworth, Josephine B.	Assistant librarian	California	1,680
Howell, Charles H.	Accountant	Washington, D. C.	2,400
Huyett, Aletha R.	Senior stenographer	do	1,800
Hyman, Gertrude	Senior typist	do	1,320
Irvine, Mina G.	Examiner	New York	3,000
Jackson, James	Porter	Virginia	960
James, J. Pierson	Assistant secretary	California	4,200
Jenkins, M. Bernice	Typist	Washington, D. C.	1,200
Kelly, James D. G.	Clerk	Virginia	1,800
Kelsey, Robert W.	Examiner	Washington	3,600
King, Olive V.	Clerk	Washington, D. C.	1,680
Kremer, Carl F.	Assistant secretary	Virginia	3,300
Kurtz, Herbert G.	Senior stenographer	Pennsylvania	1,440
Lasker, Albert D.	Chairman	Illinois	12,000
Le Buffle, Leon A.	Clerk	South Carolina	1,680
Le Fevre, Robert	Assistant purchasing agent	Ohio	2,400
Liddy, Mary F.	Clerk to commissioner	California	2,400
Levey, Norman A.	Messenger	Washington, D. C.	960
Lissner, Meyer	Commissioner	California	12,000
Lyons, Hubert	Messenger	Washington, D. C.	960
Mallicote, Bessie C.	Clerk	do	1,560
Manglum, Henry E.	Commerce counsel	Oregon	4,000
Manns, Julius	Laborer	Washington, D. C.	840
Mathot, James H.	Chief draftsman	Maryland	1,800
Maxwell, Lloyd W.	Special expert	New York	3,600
McIntosh, Samuel W.	Clerk to commissioner	Illinois	2,400
McQueen, Sarah L.	Senior clerk	Maryland	2,160
Merrill, R. T.	Special expert	New Jersey	7,500
Morrill, Roy H.	Examiner	Massachusetts	3,200
Nicoison, John	Special expert	New York	12
Noll, Ruth G.	Stenographer	Michigan	1,560
Nollner, Alice F.	Senior stenographer	Washington, D. C.	1,320
O'Connor, T. V.	Commissioner	New York	12,000
Penn, Lottie	Senior typist	Maryland	1,440
Pierce, Maurice J.	Chief clerk	Tennessee	3,500
Plummer, Edward C.	Commissioner	Maine	12,000
Quinn, Fred A.	Senior clerk	Pennsylvania	2,160
Ranck, Lee E.	Clerk	do	1,680
Rockert, John G.	do	Washington, D. C.	1,980
Rhoderick, Joseph H.	do	do	1,440
Roberts, Lloyd R.	Chief, filing section	Iowa	2,400
Robinson, N. T. N.	Special expert	Massachusetts	5,000
Sackett, Evelyn M.	Stenographer	Washington, D. C.	1,200
Saugstad, J. E.	Special expert	New York	3,000
Schlesinger, Elmer	General counsel	Illinois	10,000
Schwartz, Morris S.	Clerk	North Carolina	1,680

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Name.	Designation.	Legal residence.	Rate per annum
Simonds, Ruth M.	Stenographer	New Hampshire	\$1,440
Skidmore, E. J.	Appointment clerk	Michigan	3,300
Smith, Clifford W.	Secretary	do.	5,000
Snider, Glen R.	Admiralty counsel	Washington	2,500
Sollitt, Ralph V.	Special expert	Indiana	10,000
Spencer, Gail	Stenographer	do.	1,440
Stevens, Marietta A.	File clerk	do.	1,320
Stewart, Josephine H.	Stenographer	Virginia	1,680
Stratton, Margaret B.	Copyist draftsman	Washington, D. C.	1,560
Swain, Christine	Senior stenographer	New York	1,680
Thompson, Frederick I.	Commissioner	Alabama	12,000
Triplet, Gertrude B.	Telephone operator	Washington, D. C.	1,080
Trudgian, Landon W.	Secretary to the Secretary	do.	1,980
Van Dyke, Susan N.	Clerk	do.	1,560
Van Middlesworth, L.	Special expert	New Jersey	6,000
Verdi, Joseph J., jr.	Typewriter mechanic	Washington, D. C.	1,800
Von Toerne, Emma	Stenographer	Wisconsin	1,800
Wagner, Lillian	do.	Minnesota	1,440
Wagner, Mrs. May	Senior typist	Washington, D. C.	1,320
Webster, Mrs. Alma L.	do.	do.	1,320
Weist, William D., jr.	Clerk	Ohio	1,680
Wells, George F.	Assistant counsel	Washington, D. C.	5,000
Wilkerson, Waner L.	Watchman	Virginia	1,200
Wolfe, Bertha E.	Clerk	Washington, D. C.	1,680
Woods, William M.	Accountant	Massachusetts	2,400
Woodward, Virginia E.	Senior typist	Maryland	1,320

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