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BUREAU OF THE CENSUS

REPORT OF THE DIRECTOR

TO THE SECRETARY OF
COMMERCE AND LABOR

Concerning the Operations of
the Bureau for the Year 1906-7

WASHINGTON : 1907

REPORT

OF THE

DIRECTOR OF THE CENSUS

Washington, November 1, 1907.

SIR: I have the honor to submit the following report upon the operations of the Bureau of the Census during the fiscal year ended June 30, 1907, and upon the work for the coming year as now outlined. The report covers the fifth year of the existence of the permanent Bureau under the act of March 6, 1902, and the eighth year of its existence as an office under the act of March 3, 1899. During three months of the year the Director was absent from the country at the request of the Department of State, and the Bureau was in charge of Mr. William S. Rossiter, chief clerk. The fidelity and good judgment with which he administered the office during this period can not be too highly commended.

EXPENDITURES DURING THE FISCAL YEAR.

The financial statement of Mr. Thomas S. Merrill, disbursing clerk of the Bureau of the Census, attached as Appendix A, shows in detail the appropriations for the Bureau during the fiscal year covered by this report and the actual expenditures under each item.

The appropriations made specifically for the fiscal year covered by this report aggregate $1,136,600. This, together with certain reappropriated balances of the preceding year's appropriation, to wit, "Collecting Statistics," $149,980.67, and "Tabulating Statistics," $30,931.13, and the $65,000 expended from the 1908 appropriation for "Collecting Statistics," which was made immediately available, made the total amount available during the fiscal year 1907, $1,382,511.80. The total expenditures were $1,362,173.93, leaving an unexpended balance of $20,337.87 to be covered into the General Treasury.

The total appropriations for the current fiscal year, including the allotment for printing, aggregate $1,490,940.

Mr. Merrill's report also contains a statement showing the amounts appropriated for the maintenance of the Census Office each year since its establishment in 1899 and the amounts actually expended.

CLERICAL SITUATION IN THE BUREAU.

An unfortunate clerical situation has been gradually developing in the Census Bureau since the establishment of the permanent Office. Practically all of the clerical force has been in the Bureau since it was originally established. They have thus grown up together and been trained together and have developed their respective aptitudes. Many of them have become highly efficient in special lines of work and are qualified to render the best possible service at the Thirteenth Census. In all other bureaus of the Government, long established, the clerical force represents a gradual process of appointment, and clerks are promoted, as their fitness is demonstrated, to recurring vacancies at higher salaries. In the Census Office, on the other hand, there are not enough higher grade positions allowed by law to permit of promotion in accordance with merit. In consequence a number of Census clerks are discharging important supervisory duties, while paid the same salaries as the clerks whose work they direct. Elsewhere in the service they would receive a compensation based upon this fact. In the Census, as now organized, this is impossible.

Moreover, the census appropriation divides the main body of the clerical force into two divisions, one of 300 clerks at $1,200; the other of 192 clerks at $1,000. Ninety per cent of the clerks in both classes have been in the service for an equal length of time. At least 50 per cent of the $1,000 clerks are as well trained and qualified, as industrious and efficient, as are 50 per cent of the $1,200 clerks and are doing the same character of work, both in quantity and quality, side by side with them.

The glaring injustice of this situation is obvious. Necessarily it creates dissatisfaction, discontent, and something approaching demoralization. It makes the duty of the Director in determining promotions to the few vacancies which occur through resignation, death, and transfer, most trying and disagreeable. No clerk can be selected for promotion without the knowledge that dozens of others are equally entitled to it.

As a result of this situation there is a systematic effort to escape from this Bureau by transfer to some other bureau or department where the opportunity for promotion seems greater. The Census has lost in this way since its permanent organization nearly 50 of its best clerks. One of the main purposes of establishing a permanent Census Office—to retain a trained body of clerks to handle the work of the decennial period—is thus being gradually defeated. The situation is so acute that I deem it my duty to direct your attention to it in this

manner and to request that Congress may be urged to supply a remedy by the readjustment of the clerical salaries of the Bureau.

Even should the readjustment recommended in the estimate for the next fiscal year be granted by Congress, the proportion of employees in grades above $1,200 will still remain far below the proportion which obtains in every other bureau of the Government. A year ago I submitted a tabular statement which showed that only 7.2 per cent of the clerical employees in the Census Office received above $1,200, while the general average of these employees in all other departments of the Government was above 50 per cent.

WORK OF THE BUREAU SINCE LAST REPORT.

The work of the Bureau is represented by reports published, reports completed and awaiting publication, and reports the field-work and compilation of which are in progress. The following is a complete list of the Census publications since the last annual report:

VOLUMES.

	Pages.
Mortality Statistics: 1905	360
Manufactures, Part I (United States by Industries)	1010
Manufactures, Part II (States and Territories)	1244
Wealth, Debt, and Taxation	1246
Statistics of Women at Work	400
Statistics of Cities over 30,000: 1905	372
Prisoners and Juvenile Delinquents	296

BULLETINS.

	Number.
Census of Manufactures, 1905:	
New York	59
Pennsylvania	60
Canning and preserving, rice cleaning and polishing, and the manufacture of beet sugar	61
Glass and clay products	62
Butter, cheese, and condensed milk, flour and grist mill products, and starch	64
Coke	65
Automobiles and bicycles and tricycles	66
Metal working machinery	67
Petroleum refining	70
Boots and shoes, leather, and leather gloves and mittens	72
Electrical machinery, apparatus, and supplies	73
Textiles (combined textiles, cotton manufactures, hosiery and knit goods, wool manufactures, silk manufactures, flax, hemp and jute products, and dyeing and finishing textiles)	74
Agricultural implements	75
Lumber and timber products	77
Iron and steel and tin and terne plate	78

Census of Manufactures, 1905—Continued.	Number.
Printing and publishing	79
Paper and wood pulp	80
Shipbuilding	81
Musical instruments, attachments, and materials	82
Slaughtering and meat packing, manufactured ice, and salt	83
Carriages and wagons, and the steam and street railroad car industry	84
Pens and pencils, buttons, needles, pins, and hooks and eyes, oilcloth and linoleum, and turpentine and rosin	85
Copper, lead, and zinc, smelting and refining	86
Tobacco	87
Power employed in manufactures	88
Population of Oklahoma and Indian Territory: 1907	89
Supply and distribution of cotton for the year ending August 31, 1906	63
Child labor in the District of Columbia	68
Child labor in the United States	69
Estimates of population: 1904, 1905, 1906	71
Cotton production: 1906	76

These reports represent more than 6,000 printed quarto pages, largely tabular matter. They include the final results of two of the great inquiries committed to the Bureau during the intercensal period: the report on Wealth, Debt, and Taxation, and the quinquennial census of Manufactures. The former report covers (*a*) the estimated value of all tangible property in the United States, (*b*) the debts of the national, state, and local governments, (*c*) the assessed valuations of property taxed by the state and local governments, and the taxes levied by them, and (*d*) the receipts and payments of the national, state, and local governments. The wealth of the nation is given for 1900 and 1904, while the other data refer chiefly to the year 1902. In connection with the statistics on assessed valuations and tax levies, the report contains an abstract of the revenue laws of the several states, showing the taxes and other revenues provided for the state, county, township, city, and other local governments. This abstract was prepared by Prof. Carl C. Plehn of the University of California, and is the most comprehensive compilation of this character ever made. Its value to students of taxation and kindred topics, both in this country and abroad, has been established in a most gratifying manner by the correspondence which has followed its publication.

The wisdom of Congress in authorizing the five year census of manufactures has been abundantly justified by the results, which determine with exactness the surprising and unprecedented advance made in all branches of manufacturing industry since the census of 1900. The division of manufactures is now engaged on a supplementary analysis of the wage statistics of this census of manufactures, which will be published during the year.

Two reports in the above list (Women at Work and Child Labor) represent further studies from the returns of the Twelfth Census. These data, never before compiled, present the exact proportions and locations, geographically and by industries, of a phase of labor now attracting widespread attention, and supply the basis for the special investigation of all the conditions surrounding the employment of women and children, which was authorized at the last session of Congress.

CURRENT WORK OF THE BUREAU.

The Bureau has been engaged during the year upon the fieldwork for the reports upon marriage and divorce, religious bodies, criminal judicial statistics, transportation by water, and the annual reports upon mortality, statistics of cities, cotton production, and cotton consumption.

The fieldwork upon marriage and divorce was substantially completed on October 1. There were employed in it, at intervals, 138 of the regular clerical force of the office, 220 special agents (including some cotton agents), and 775 county clerks. The services of the latter were utilized in remote counties where the number of divorces was comparatively small, in order to save the traveling expenses and subsistence of detailed clerks. The data have been secured for 1,275,000 divorces, applied for in 2,880 counties in the United States in the twenty years since 1886, when the last report on this subject was made by the Department (now Bureau) of Labor. The compilation and analysis of the statistics will occupy the Bureau during the coming winter and spring.

The data for the decennial census of religious bodies have been secured almost wholly by correspondence, at a comparatively small expense. Substantially complete statistics have been received from 78 denominational bodies, and the final reports will be received during the fall. The Director acknowledges the cordial and effective cooperation of the church authorities of nearly every denomination in the collection of these statistics. Their compilation and analysis is now in progress in the Bureau.

The statistics for the decennial report upon transportation by water were collected by 43 detailed clerks and 3 special agents. The fieldwork was substantially completed on September 1. The compilation of the tables has already made satisfactory progress.

By direction of the Secretary of Commerce and Labor, the Census Office, in collaboration with the Forest Service Bureau of the Department of Agriculture, undertook during the past year the compilation of the annual statistics of the lumber-cut of the United States.

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The experts of the Bureau of Forestry were given full control over the technical details of the report, the Census Office conducting the correspondence and the compilation of the statistics. The results were made public by states, as fast as completed. The final result, published in July last, was the most complete report of the annual lumber-cut ever compiled. It showed this cut to be 37,490,067 M feet B. M., probably the largest in the history of the country.

It is the understanding that this cooperative work between the Census Office and the Forest Service is to continue from year to year. It affords an excellent illustration of the relationship which seems likely ultimately to be established between the Census and various other technical bureaus of the government, and is another evidence of the advantages which spring from the establishment of the permanent Census Office. It is a practical demonstration of the true function of the Bureau in a harmonious reorganization of the autonomy of the general business administration of the Government.

CRIMINAL JUDICIAL STATISTICS.

In compliance with the act of Congress of June 7, 1906, authorizing the collection of criminal judicial statistics, active fieldwork in connection with the inquiry was begun in June, 1907, and at the present time 50 clerks are engaged in collecting data from the court records. The items of information sought embrace the entire procedure in each criminal case reported, from the commencement of proceedings until the final disposition of the case, together with certain items of personal description of the accused prescribed by the act.

In view of the enormous number of cases and the experimental nature of this first report in an entirely new field of statistical inquiry, it was deemed wise to confine the inquiry to the disposition of major criminals, and not only to exclude certain lower courts having a limited jurisdiction, but also to confine the inquiry to limited areas in each state. It is hoped that from this inquiry the following results may be obtained: *First.* A record in detail for the year 1906 of the disposition of all major criminal cases within the territory covered. This will include all cases originating prior to 1906, but tried and finally disposed of in this year; for cases filed during 1906, but continued beyond this year, the progress of the case until the end of 1906 will be shown. *Second.* A survey of the criminal court systems in the different states, accompanied by such presentations of the penalties provided by the criminal codes of the various states as is necessary to elucidate the statistics.

In addition to the investigations now under way, as above stated, there remain untouched, of the reports authorized by Congress, the

census of fisheries, to be made in cooperation with the Bureau of Fisheries; the report on express companies, to be made in cooperation with the Interstate Commerce Commission; the report on savings institutions; and the quinquennial report on the electrical industries.

These investigations, together with the annual reports committed to the Bureau, will keep the present force fully occupied until July 1, 1909, after which date the energies of the present clerical force should be concentrated upon the preliminary work of the Thirteenth Census. No increase in the clerical force for the purposes of that census will be necessary prior to April, 1910.

CENSUS COTTON REPORTS.

The season of 1906–7 marked the fifth consecutive year in which the Census reports on cotton ginned have been collected by local special agents, and the results were the most satisfactory since the inauguration of this work. The opposition of certain ginners to making these returns has practically disappeared, and the reports issued semimonthly during the harvesting and the final report at the close of the season, fixing the volume of the crop of 1906, have been accepted by the trade as correct and trustworthy. The superintendent of the New York Cotton Exchange in his last annual report says: "It is pleasant to find that the Census report proved so accurate. The trade feels that it is of most valuable assistance to the individual in forecasting the probable crop, because it correctly indicates the actual yields of the different states, irrespective of how the cotton reaches the market." The cotton "supply and distribution" report is a check on the returns of production; and the fact that the disparity between the two reports is less than was the case last year is a further verification of the accuracy of the ginners' returns. Progress has been made in perfecting the field organization for collecting the statistics of cotton ginned. The number of local agents has been increased from 711 for the season of 1906–7 to 724 for next season, an increase made necessary by the recent development of the cotton growing industry in western Texas, and the reorganization of the proposed state of Oklahoma in accordance with the new county boundaries.

An important modification of previous methods in the promulgation of the cotton ginning reports will be undertaken during the season of 1907–8. The hour of making these reports public has hitherto been 2 p. m. Hereafter they will be made public at 10 a. m. on the day following the close of each semimonthly canvass, except when this day falls on Sunday, when the report will be made public on the following Monday. There are three reasons which justify the belief that this change of hour will prove a decided advantage:

1. There will be no unnecessary waiting for results on the part of trade interests, as the reports will be announced practically at the opening of business (10 a. m.) on the morning following the day on which the canvass closes.

2. The publication of these reports at 10 a. m. will permit the results to reach Europe within trading hours on the day of their publication in America. This is in line with the earnest requests of European spinners of American cotton. It is believed that by enabling them to trade on these reports in their own markets on the dates of publication the fluctuations in the price of cotton and speculation in the product will be materially reduced.

3. Between the hours of 6 p. m., when the agents complete their canvass and compile their county summaries for telegraphing, and 10 a. m. of the following morning, when the summary will be published in Washington, no business is transacted on cotton exchanges in this country and hence under this plan no improper use of the data is possible.

The success of the Census Office in obtaining accurate statistics of the annual cotton crop through the cooperation of the ginners has led several of the cotton growing states to enact legislation for obtaining similar information through state agencies established for that purpose. Alabama and Texas have passed laws of this character, and other states have the subject under consideration. Cooperation between state bureaus and the Census Office, in a work of this character, should result in more complete and accurate returns than are otherwise possible, provided that cooperation is conducted on uniform lines and by uniform methods. Otherwise there can only follow confusion and discrepancy. This fact was realized by the director of the Alabama Bureau of Cotton Statistics, who, shortly after his appointment, conferred with the Director of the Census with a view to determining the possibility of an arrangement to that end. The result of this conference and of subsequent correspondence was a complete understanding between the two bureaus; and the Alabama legislature, at its recent session, repealed its original law and enacted a new statute embodying this understanding. Under this law the state and federal returns of cotton ginned will be collected and published on identical dates, thus avoiding any confusion in the public mind as to the relative significance of the figures. The Census agents will supply their returns to the Alabama bureau simultaneously with their transmission to Washington, and without cost to the state; and any discrepancies which appear in the returns for the state, as compiled by the two offices, will be immediately investigated, and the error located and corrected.

The most conspicuous advantage of this plan of cooperation between the state and federal bureaus grows out of the fact that the Alabama law makes it compulsory for the ginner to supply these reports to the state bureau through such agents as it may designate, fixes a severe penalty for refusal or for the making of inaccurate returns, and provides the necessary legal machinery for the prompt enforcement of the requirements. Thus the federal Census will get the full benefit of the state law requiring regular and accurate reports. The state can require such reports and enforce such penalties, within its own jurisdiction, without arousing the antagonism and suspicion which would follow if the United States Government were to attempt a similar procedure under the Census laws.

In developing the annual Census reports on the supply and distribution of cotton, it has become necessary for the Bureau to make European connections through which annual data relative to cotton consumption and manufacture in foreign countries can be promptly secured. In view of the fact that a large percentage of the American crop is exported, it is necessary to know the quantity of stocks held throughout the world at the close of the commercial year, as a guide in arriving at the possible future demand for the American crop. With a view to establishing channels through which to obtain this information, Mr. D. C. Roper, chief of division in charge of cotton statistics, was instructed to attend the Fourth International Cotton Congress, which convened in Vienna, May 27–31, to explain to the Congress the methods of the Census Office in collecting cotton statistics, and to arrange plans of cooperation with foreign manufacturers and organizations in obtaining this necessary data for the annual report on the supply and distribution of cotton. As a result of Mr. Roper's efforts, an agreement has been signed between the Director of the Census and the International Federation of Master Cotton Spinners' and Manufacturers' Associations, in which the Federation agrees to collect and furnish the Census Bureau information relative to spindles, stocks, and consumption of cotton for practically all foreign countries. This Federation has been in existence only about four years; and inasmuch as it has to rely at present upon the mails for its returns, the Census Bureau may not be able to secure for the present, all the foreign statistical information desired; but it will secure whatever the Federation is able to collect, together with information arranged for through other European sources; and thus the Bureau will be enabled to materially extend the scope of its reports dealing with the world's cotton industry as of September 1 of each year.

VITAL STATISTICS.

The annual report on Mortality Statistics, 1905, has been published and distributed. It embraces returns of 545,533 deaths that occurred in the registration area only of the United States during the year, or rather more than the number (520,031) that occurred in England and Wales during 1905. The report for 1906 is in an advanced stage of compilation and will probably be ready at an earlier date than that for the preceding year, although the number of deaths (over 655,000) considerably exceeds the number for 1905, owing to the inclusion of new registration territory, as explained in my last report. Steps are now being taken to ascertain whether any states are admissible as having a fairly complete registration of births; and it is believed, on account of the increasing interest shown in this subject by registration officials and a more apparent disposition to enforce existing laws, that a registration area for births may be constituted at an early date. Much help is expected in this and other matters from the organization of a national association of registration officials, under the auspices of the American Public Health Association, especially in the standardization of registration returns. A recent Census pamphlet on "Modes of Statement of Cause of Death and Duration of Illness upon Certificates of Death" explains the importance of this movement. It is also gratifying that the Conference of Commissioners on Uniform State Laws, at its recent meeting at Portland, Me., decided to cooperate with the Census in promoting the adoption of satisfactory legislation.

The extension of the registration area by the inclusion of new registration states is proceeding apace. There were ten registration states in 1900—Connecticut, Indiana, Maine, Massachusetts, Michigan, New Hampshire, New Jersey, New York, Rhode Island, and Vermont—besides the District of Columbia (city of Washington). Of these, two—Maine and Michigan—were added during the previous decade, while Delaware was dropped. In 1906 five additional states were included—California, Colorado, Maryland, Pennsylvania, and South Dakota. Complete laws were enacted in 1907, which should bring Minnesota, Montana, North Dakota, Wisconsin, and perhaps other states into the list. Earnest efforts will be made by the state authorities in Kentucky, Ohio, and Virginia to secure adequate legislation in 1908; and Illinois, Kansas, and other states will endeavor to secure it in 1909. But since 1900 no registration cities in nonregistration states have been added, although it is entirely practicable for many cities in states which are not likely to secure effective state registration for some years to come to at once pass local ordinances

for this purpose and so execute them as to obtain complete registration of deaths. As soon as this is done and the results tested the cities can at once be admitted into the registration area.

REPUBLICATION OF THE 1790 CENSUS.

The sundry civil appropriation act of 1906–7 contained a provision directing the Director of the Census to publish, by counties and minor civil divisions, the names of the heads of families returned at the first census (1790) of the United States, and to sell such publication, the proceeds to be deposited to the credit of "miscellaneous receipts" in the Treasury Department. The statute contained a proviso that "no expense shall be incurred hereunder, additional to appropriations for the Census Office, for printing therefor, made for the fiscal year 1907." In other words, the Census Office was required to publish the 1790 census out of a printing appropriation which had been estimated on the basis of its requirements for the regular work of the Office, authorized and directed by law. As these authorized reports were of important current interest, the Director did not feel warranted in delaying the publication of any of them in order that the reprint of the census of 1790 might be given precedence. There were therefore only sufficient funds in the printing appropriation of the last fiscal year to permit of the publication of the 1790 census for three states—Vermont, New Hampshire, and Maryland. These were published in three separate parts, and offered to the public at $1 a part. They were printed in exceptional typographical form, and were made additionally valuable by the inclusion of an authentic map of each state, first published in 1796. The total cost of printing the census of these three states was $6,566.24. At this writing subscriptions have been received for the pamphlets which aggregate $1,200, and the Office is in daily receipt of additional subscriptions. The edition of each state publication is 2,000; and if the demand for them shall continue until the edition shall be exhausted, the Government will be made whole. Subscribers to these three states have frequently indicated their desire for one or more of the other states. They have been informed that further publication is dependent upon the action of Congress, and the removal of the restriction of law which requires the publication to be made from the census printing appropriation for 1906–7. The public interest aroused by the three parts already published justifies a recommendation that the completion of the work be authorized.

The remaining states of which the records of the census of 1790 are intact are Connecticut, Maine, Massachusetts, New York, North

Carolina, Pennsylvania, Rhode Island, and South Carolina. The records for Delaware, Georgia, Kentucky, New Jersey, Tennessee, and Virginia were destroyed at the time of the burning of the Capitol by the British forces during the war of 1812.

CENSUS OF OKLAHOMA.

On June 20, 1907, the President, through the Secretary of Commerce and Labor, and under the authority conferred by section 8 of the organic act of the Department, ordered the Director of the Census to take a census of the population of the territory of Oklahoma and Indian Territory, comprising the proposed new state of Oklahoma. The directions were to undertake the work at once and complete it with all possible expedition. Plans were immediately made, and the general order covering these plans was made public on June 24. The immediate conduct of the fieldwork was placed in charge of Mr. William C. Hunt, chief statistician for population. The territory was divided into five districts, and a chief of division of the Census Office was assigned to the charge of each. The census of Oklahoma was therefore supervised at every point by men thoroughly trained in census methods, and familiar with all the details of the work. The result has been the quickest piece of Census work ever accomplished, and, in view of the many difficult conditions encountered, probably the most efficient. A corps of census clerks, twenty-five in number, including stenographers, proceeded to Guthrie, Oklahoma, on June 30, where ample office quarters in the city hall were assigned them by Governor Frantz. The district supervisors were likewise provided for at their several headquarters, by the judicial and other federal authorities having jurisdiction. Every facility and assistance was accorded the representatives of the Census by the local authorities, of all political faiths, and the work of enumeration, when once under way, proceeded rapidly to a conclusion, the last returns being received by the supervisor in charge on September 10. Considerable delay in the fieldwork necessarily occurred, owing to the difficulties encountered in properly adjusting and describing the enumeration districts, by reason of insufficient data, local uncertainty as to boundary lines, and the unsettled condition of parts of the country, particularly in the Indian Territory. The two territories were divided into 1,473 enumeration districts; and as fast as the enumerators were selected, commissioned, and instructed they entered upon their work. These enumerators were selected, so far as possible, without regard to partisan politics, preference being given, wherever possible, to the substitute city letter carriers and substitute rural free delivery agents of the Post Office Department, presumed to be thoroughly

familiar with their localities. Students in the educational institutions were also sought, and in many districts the services of the Census cotton ginning agents were utilized. The schedule employed was the simplest possible, and related only to the relationship of each person to the head of the family, color or race, sex and age.

The enumeration revealed a population in both territories of 1,414,177. A detailed statement of the results of the census, by Congressional districts, counties, and minor civil divisions, has just been published. The cost of the fieldwork for the census of Oklahoma was $70,000.

OFFICIAL REGISTER.

The Bureau is now also engaged in the compilation of the Biennial Official Register of the United States (otherwise known as the "Blue Book"), publication of which was transferred from the Secretary of the Interior to the Director of the Census, by the act of June 7, 1906. In making preparations for the Register for 1907 it became evident that radical steps must be taken to reduce the size of the volumes. The civil service has been increasing so rapidly that the Official Register has grown from a volume of 175 pages in 1816, when the first issue appeared, to two volumes of 1,756 and 2,480 pages, respectively, a total of 4,236 pages, in 1905. For several decades after 1816, the Register was issued at frequent though irregular intervals; and the increase during each ten-year period was approximately 50 per cent in both pages and number of names. The following table indicates the increase in the size and cost of the publication since the first issue:

YEAR.	Volume.	Pages.	Approximate number of names.	Index (pages).	Cost.	Printer.
1816		175	6,767			J. Elliott.
1821		257	9,443			Davis & Force.
1831		407	13,431			W. A. Davis.
1841		637	25,666			Thomas Allen.
1851		1,091	30,631			Gideon & Co.
1863		824	60,000		$3,681.02	Government Printing Office.
1871		1,244	92,370		8,115.98	Government Printing Office.
1881	Volume I	881	52,540	134	11,666.66	Government Printing Office.
	Volume II	892	74,480	196	11,843.77	Government Printing Office.
1891	Volume I	1,179	71,820	189	15,144.10	Government Printing Office.
	Volume II	1,425	114,380	301	17,883.61	Government Printing Office.
1893	Volume I	1,221	72,960	192	15,739.89	Government Printing Office.
	Volume II	1,546	123,120	324	19,580.39	Government Printing Office.
1895	Volume I	1,228	74,800	187	19,336.92	Government Printing Office.
	Volume II	1,580	133,000	334	24,669.52	Government Printing Office.
1897	Volume I	1,269	76,000	190	19,841.30	Government Printing Office.
	Volume II	1,474	134,000	338	23,358.20	Government Printing Office.
1899	Volume I	1,561	108,896	249	24,227.92	Government Printing Office.
	Volume II	1,567	142,800	357	24,669.75	Government Printing Office.
1901	Volume I	1,602	109,962	278	24,834.17	Government Printing Office.
	Volume II	1,798	160,895	400	28,060.19	Government Printing Office.
1903	Volume I	1,698	123,200	308	26,620.35	Government Printing Office.
	Volume II	2,247	201,600	504	34,057.30	Government Printing Office.
1905	Volume I	1,756	128,000	322	29,504.43	Government Printing Office.
	Volume II	2,480	218,000	547	41,304.23	Government Printing Office.

The table shows that the cost of the last issue was approximately $71,000. The two volumes required to present the material contained in the last Official Register weighed together nearly 30 pounds. The space required to include merely the index is sufficient to form a large volume. In weight, number of pages, cost, and general unwieldy character the Official Register in its present form more than reached the limit of its usefulness in 1905.

The forthcoming Register would contain, on the old basis, not less than 350,000 names, necessitating an increase of about one-third in the size of the publication. The question of cost thus became a matter for serious consideration.

The Director of the Census therefore consulted with the Printing Commission of Congress and obtained its cordial approval to plans for reducing the bulk, and at the same time increasing the usefulness of the Official Register. The most radical feature of the plan was that which disposed of the necessity for an index by printing the names of all Federal employees, irrespective of the department in which employed, in alphabetical order, under appropriate symbols indicating their official location.

The next step was the elimination from the Register of the names of all temporary employees, and of substitute employees in the Post Office Department. It is estimated that the names thus eliminated aggregate 60,000. Not more than 5 per cent of the temporary employees of the Government on July 1 in any year are still in the service at the date when the Register is published, and to include their names is to cumber the volume with worthless data. Other less important modifications undertaken on the suggestion of the Congressional Printing Committee will still further reduce its bulk and cost. It is respectfully suggested in this connection that the several statutes relating to the Official Register be revised and reenacted, with a view to further curtailment.

By the act of 1895 the information to be contained in the Official Register must be furnished July 1, and the Register compiled and published by December 1 following, in order to be of service to the incoming Congress. As July 1 is the beginning of the fiscal year, at which time many changes occur, obviously the data can not be supplied until brought up to date for the new fiscal year. This requires from 30 to 60 days, and so great has become this undertaking, as heretofore conducted, that the resources of the Interior Department for the compilation and of the Government Printing Office for the mechanical production have not been sufficient to complete the publication as required by law, and in the case of the last issue the second volume was not published until the succeeding May.

In order to make it possible to publish the Register on the date established by law, the Director of the Census detailed to the several departments of the Government such number of Census clerks as they requested, in order to prepare their lists of employees within the month of July. Even with the assistance thus rendered complete returns from a number of the departments were not obtained until about September 1. Nevertheless, it now appears probable that the Register may be published practically upon the date fixed by law. It will include, in addition to the customary data, a statistical analysis of the Civil Service of the United States, similar to that contained in Census Bulletin 12.

COST ACCOUNTING SYSTEM.

During the past fiscal year a cost accounting system has been put into operation in the Bureau of the Census for the purpose of determining the cost of clerical labor required for various Census inquiries and for different classes of work, both of which are matters of much consequence in the administration of this Bureau. This system is proving itself to be complete, inexpensive, and flexible. It is an adaptation of the electrical system of tabulating employed at the Eleventh and Twelfth censuses. Under the system established every employee is assigned a number and at the close of each working day fills out a time slip, accounting for the day's work. These slips are turned in to the time clerk of each division, who is responsible for the delivery to the cost accounting room of a slip properly filled out for each clerk upon the rolls of the division. A card is then punched for each entry upon the time slip, showing date, employee's number, division, and salary, the inquiry, character of work, time employed upon it, rate of remuneration, and the money value of the work.

The work of the Census is grouped under nine main classes, and these in turn are subdivided into 42 minor specifications, designating the different kinds of work performed in the Bureau. By this system an accurate distribution of the cost of the clerical operations of the Census is obtained for each month within six days after the close of the month, and the Director thus has at hand information, both by months and cumulative for the year, concerning the cost, not only of inquiries, but also of classes of work, and can obtain from the cards additional detail at any time it may be required. In addition to this information, sick and annual leave are tabulated each month, and the proportion which each bears to the various inquiries and classes of work is shown. It is thus possible to watch intelligently the tendencies of the clerks in connection with these two ever present classes of expenditure, and to judge of the effect of kinds of employment upon the employees of the Bureau.

By this system every dollar expended for clerical labor in the Bureau of the Census is distributed against some item or items, and by those classifications which are most helpful to the Director in organizing and conducting the work of the Bureau. The cost of maintaining this system is scarcely two-tenths of 1 per cent of the amounts distributed.

TABULATING MACHINERY.

The work of developing a system of tabulating machinery for the compilation of the Thirteenth and subsequent censuses progressed so satisfactorily during the year that it became necessary to vacate the cramped quarters assigned to this work in the Bureau of Standards, and to establish our own machine shop in the Census building. This shop has been properly equipped for the continuance of the experimental work connected with the development of an entirely new system of mechanical tabulation, and for the construction of the machines. With this machine shop, the building and repair of machinery can be done much more effectively and economically by the Bureau than by contract with private manufacturers. A force of seven expert mechanicians is now regularly employed in the work. Machines have already been devised and constructed which are in daily and successful use in the current work of the Bureau. While the time has not yet come for a detailed statement of the results of this experimental work, it is proper to add that the results already attained exceed the most sanguine hopes entertained at the time the recommendation to undertake it was approved by Congress.

LEGISLATION FOR THE THIRTEENTH CENSUS.

The time is rapidly approaching when preparations for the taking of the Thirteenth Census must begin. The first step to that end is the framing of the law under which this census is to be taken and its enactment by Congress. A bill for that purpose should become a law during the first session of the Sixtieth Congress. The Director of the Census is entitled to at least two years in which to prepare for the greatest single piece of work which the Government undertakes; and in order to make this preparation intelligently and to the best possible advantage, he should know, for that length of time, just what are the provisions of the law under which the work is to be undertaken.

The most serious faults in all previous censuses have been due to the lack of sufficient time, prior to the actual enumeration, to select and instruct the supervisors and enumerators. The supervisors should be designated at least one year in advance of the

enumeration, so that the enumeration districts can be laid out and their geographical limits clearly defined and scrutinized in each locality, with a view to the correction of omissions and errors. This has never yet been possible at a federal census. With this end in view, and under instructions from the chairmen of the census committees of both Houses, the officials of the Bureau have been engaged for a number of months in a critical study of the Twelfth Census act, as tested by practical experience.

The law under which the Twelfth Census was taken is undoubtedly the most effective census law ever enacted. The results achieved under it were far more satisfactory from every point of view than at any previous census. It made possible the prompt compilation and publication of the main reports, by postponing all work not dependent upon enumeration proper until after the completion of these main reports. By the continuance of this plan all the subsidiary inquiries will hereafter relate to decennial periods differing from those of the census proper, but definitely comparable with the like statistics for ten-year periods. The establishment of the permanent Census Office made it possible for this adjustment of the work to continue indefinitely, with constantly increasing efficiency.

The main amendments in the census act of 1899 necessary are such as are required to fit it into and harmonize it with the permanent census act. When this has been done, there will be two distinct census codes, one for the decennial period covering three years in each decade, and the other relating to the permanent office and the intermediate work. These two codes should so dovetail that they will automatically work in harmony with each other without periodically disrupting the permanent organization, but simply grafting upon it the temporary organization at decennial periods.

A thorough consideration of all the conditions confirms the view that it is necessary during the three year decennial periods, that the permanent Census Office shall cease to be provided for in the annual appropriation acts and that its expenditures of every character should be paid out of the lump sum appropriation for the Thirteenth and subsequent censuses. Any other adjustment will lead to much confusion in the adjustment of disbursements, and will greatly hamper the work and decrease the efficiency of the organization.

There were three appropriations for the Twelfth Census—the preliminary appropriation of one million dollars, made by the Twelfth Census act approved March 3, 1899, and the subsequent appropriations amounting to $12,516,210—not all of which was expended for the decennial census proper. It is now estimated that a lump sum appropriation of fourteen million dollars will be necessary for the

expenses incident to the three-year decennial period. If it shall be decided by Congress that the censuses of Porto Rico and the Philippine Islands shall be taken as a part of the Thirteenth Census of the United States—either as of the same date, or at dates ten years from the dates as of which these censuses were previously taken by the War Department—1909 for Porto Rico and 1913 for the Philippines—then an additional appropriation of one million dollars will be required.

In estimating the cost of the Thirteenth Census as the same, approximately, as that of the Twelfth, I have in mind certain economies which existing conditions seem to render possible. The cost of the preliminary work of the Twelfth Census will now be largely met out of the regular appropriations for the permanent Office prior to and including those for 1909. The machinery it was necessary to construct and put in motion at the Twelfth Census is now ready and at hand, including a large part of the necessary furniture and fittings. It is estimated that there can be a saving of approximately half a million dollars, due to the fact that the Census Office will own and operate its own tabulating machinery, and that this machinery will be more rapid and efficient than that previously employed. It now seems probable that the saving due to these causes will be sufficient to equal the additional cost of enumerating 25,000,000 more people than were counted at the Twelfth Census.

Certain other sources of economy may be referred to. The annual mortality reports will make it possible to reduce the number of the main reports from four to three. It is the unanimous judgment of the census experts that with these annual reports covering the mortality of the registration areas, it is a useless expense to continue to collect death returns for the rest of the population upon an enumerator's schedule. By every test that can be applied the enumerator's returns of deaths are too inaccurate to be worth what they cost. They convey no trustworthy indication of the death rates prevailing in the nonregistration areas. Such death rates for these areas can only be secured by proper state and municipal provision for vital statistics. The absence of any such data in the Thirteenth Census may bring sharply to the attention of these states and cities the necessity for this course.

Another amendment proposed is to abandon the canvass of the household and mechanical industries, in connection with the manufacturing census, thus conforming it to the precedent set in the quinquennial census of 1905. No criticism has ever reached the office upon the omission of this branch of census industrial statistics. The returns received from this group of industries have always been too incomplete and inaccurate to justify their compilation. Their

elimination will make it possible to entrust the entire canvass of manufactures to special agents, as was done in 1905, thus withdrawing another schedule from the enumerator, leaving him only the population and agricultural schedules to handle, and in cities the population schedule only. It is plain that the fewer the schedules the enumerator is called upon to understand and to fill out the more accurately his work will be done. There will be a corresponding gain in expedition and reduction in cost. It is deemed necessary, however, to restore the census of mining to the decennial reports, and to make this census in close association with that of manufactures. In the rapid evolution of industry, mining and manufacturing have become so intimately allied in their processes and so closely associated in ownership and control, that it is no longer possible to accurately enumerate them, except in connection with each other.

Other plans for simplifying the work and reducing its volume are under consideration in connection with the proposed revision of the census law. It is obvious that as the country grows and conditions become more complex the census must be correspondingly simplified, or it will in time become a physical impossibility to compile it within a reasonable time. While the American census reports have come to be regarded by foreign statisticians as the best and most scientific censuses anywhere taken, the criticism has been made that certain branches of it are carried to an unnecessary detail. In the Thirteenth Census the tendency, for the first time, will be distinctly in the direction of condensation instead of expansion.

OFFICE QUARTERS FOR THE THIRTEENTH CENSUS.

The matter of adequate accommodations for the Thirteenth Census should also be brought to the immediate attention of Congress. Although the building now rented and occupied by the Census Office was built for its especial use and in conformity with its own plans, it was wholly inadequate for the requirements. It can accommodate but 2,200 clerks at the utmost, and 3,554 were employed at the height of the Twelfth Census work. The maximum number required to compile the Thirteenth Census will be at least 4,000. It is a great handicap, in work of this character, to be obliged to scatter the clerical force throughout the city in rented buildings, as was the case in 1900–1902. It increases cost, reduces efficiency, and consumes time.

It is evident that a building for the Department of Commerce and Labor, should it be immediately authorized by Congress, can not be ready for occupancy in time for the Thirteenth Census.

It therefore seems wise to seriously consider the possibilities of adapting the present Census quarters to the needs of the Thirteenth

Census. The available land contiguous to this building is ample for the purpose, and it would be a wise business transaction for the Government to purchase the plot of land bounded by First and Second streets east and west and B street and the alley north and south. Besides the Census building, this block contains the large four-story building on First street, formerly occupied by the Business High School, and the vacant lot in the rear of this building, facing Second street, which is owned by the Emery estate, which owns the lot and building occupied by the Census Office.

The building formerly occupied by the Business High School, after suitable repairs, will afford accommodations for 1,000 clerks. Upon the lot west of it, owned by the Emery estate, another building can be erected, six or seven stories in height, ample in size to accommodate all the additional clerks required to compile the Thirteenth Census. An ornate and expensive building is not necessary.

The property above described is one that will ultimately be purchased by the Government as necessary to complete the approaches to the Capitol. It is probable that such a purchase will ultimately include the entire block bounded by B and C streets and by First and Second streets. It can never hereafter be purchased for so reasonable a sum as at present. If a part of the block is to be purchased, to meet the present requirements of the Census, the whole of the block might as well be secured at the same time, as a part of the same transaction, with a view to meeting the future requirements of the Census.

The property upon which the present Census building stands, including the additional lot of 11,000 square feet owned by the Emery estate, covers 106,900 square feet of land, and can be purchased from the estate for the sum of $354,126, which is the original purchase-price option given the Government at the time when the contract for the construction of the building was made between the former Director of the Census and the late M. G. Emery. This option expires July 1, 1908. In the event of condemnation proceedings, judging by experience in connection with the purchase of the land for the two new congressional buildings, it is believed that this price is less than the Government would be called upon to pay. The high school building and site (11,000 square feet) can be purchased for $60,000, making the total cost of the two buildings, and of 117,000 square feet of land, $414,126.

The Government has already paid out for rental of the present Census building the sum of $190,000, or more than one-half the amount for which the entire property above described can now be purchased. It has also paid out, for census purposes, for extra quarters during the Twelfth Census, and for storage room since, the sum

of $12,000. There will be necessary, to supply additional accommodations for the Thirteenth Census, a further expenditure for rent of at least $25,000. It is evident therefore that by purchasing this property now the Government will become the owner of it for a price no greater, if as great, as it will have paid out in rental for census purposes by the time the Fourteenth Census is undertaken.

The suggested purchase is therefore a good business proposition, especially as the price asked for the property under consideration is less per square foot than the prevailing price per square foot for any property equally desirable and available in any other part of the city.

If the necessary building above referred to is to be completed prior to the beginning of the Thirteenth Census, the legislation should be enacted at the coming session of Congress. It is estimated that a plain, substantial fireproof building of brick, seven stories in height, with ample accommodations for 2,000 clerks, can be constructed for $300,000. The total appropriation necessary to carry into effect the plans herein outlined would therefore be $714,000.

Respectfully,

S. N. D. North, *Director.*

Hon. Oscar S. Straus,
Secretary of Commerce and Labor.

APPENDIX A.

REPORT OF THOMAS S. MERRILL, DISBURSING CLERK, BUREAU OF THE CENSUS.

1. *Appropriations and expenditures, fiscal year ended June 30, 1907.*

Object.	Amount appropriated.	Amount expended.	Unexpended balance.
Total	$1,136,600.00	$1,362,173.93	[1] $20,337.87
Salaries	717,020.00	698,710.84	18,309.16
Collecting statistics	250,000.00	[2] 464,980.67	.....
Tabulating statistics	(3)	[4] 29,000.00	1,931.13
Stationery	6,000.00	6,000.00	.....
Library	1,500.00	1,500.00	.....
Rent	22,080.00	22,080.00	.....
Miscellaneous expenses	15,000.00	15,000.00	.....
Printing allotment	125,000.00	124,902.42	97.58

[1] To be covered into the General Treasury (surplus fund).
[2] Expended from the appropriation for 1906 which was "reappropriated" ($149,980.67) from the appropriation for 1907 ($250,000), and from the appropriation for 1908, which was made "immediately available" ($65,000).
[3] Unexpended balance on June 30, 1906, reappropriated for fiscal year 1907.
[4] Expended from the appropriation for 1906 which was "reappropriated."

2. *Appropriations for the census from March 3, 1899, to June 30, 1908, and expenditures to June 30, 1907.*

NOTE.—In a number of instances appropriations for the census have been made "immediately available" and unexpended balances have been "reappropriated." In this statement such appropriations are charged against the fiscal year for which they were primarily made, notwithstanding they were used in part for a preceding or a succeeding fiscal year. This accounts for the seeming discrepancy between the appropriations and expenditures for certain fiscal years.

APPROPRIATIONS.

Object.	March 3, 1899, to June 30, 1903.	1904	1905	1906
Total	$13,516,210.00	$1,176,460.00	$1,424,260.00	$1,605,340.00
Expenses of the Twelfth Census	[1] 13,516,210.00	.....	.....	.....
Salaries	.....	685,860.00	711,760.00	745,760.00
Collecting statistics	.....	[2] 174,000.00	438,400.00	[3] 625,000.00
Tabulating statistics	.....	[4] 10,000.00	50,000.00	[5] 40,000.00
Stationery	.....	10,000.00	10,000.00	8,000.00
Library	.....	5,000.00	2,500.00	2,500.00
Rent	.....	26,600.00	26,600.00	22,080.00
Miscellaneous expenses	.....	15,000.00	15,000.00	12,000.00
Printing allotment	.....	250,000.00	170,000.00	150,000.00

Object.	1907	1908	Total.
Total	$1,136,600.00	$1,490,940.00	$20,349,810.00
Expenses of the Twelfth Census	.....	.....	13,516,210.00
Salaries	717,020.00	700,860.00	3,567,260.00
Collecting statistics	250,000.00	[6] 525,000.00	2,012,400.00
Tabulating statistics	(5)	30,000.00	130,000.00
Stationery	6,000.00	6,000.00	40,000.00
Library	1,500.00	1,000.00	12,500.00
Rent	22,080.00	22,080.00	119,440.00
Miscellaneous expenses	15,000.00	15,000.00	72,000.00
Printing allotment	125,000.00	185,000.00	880,000.00

[1] Acts of March 3, 1899 ($1,000,000), June 6, 1900 ($9,000,000), March 3, 1901 ($3,516,210). Available for general Census purposes to June 30, 1905.
[2] Two appropriations, viz, "Special Agents" ($160,000) and "Transcripts of Registration Records" ($14,000).
[3] Made "immediately available" and unexpended balance on June 30, 1906, reappropriated for the fiscal year 1907, was therefore available during the fiscal years 1905, 1906, and 1907.
[4] Title of appropriation was "Rent of Tabulating Machines."
[5] Unexpended balance on June 30, 1906, reappropriated for fiscal year 1907.
[6] $150,000 made "immediately available."

2. *Appropriations for the census from March 3, 1899, to June 30, 1908, and expenditures to June 30, 1907*—Continued.

EXPENDITURES.

Object.	March 3, 1899, to June 30, 1902.	1903	1904	1905
Total	$11,770,051.78	$1,350,271.08	$1,318,710.78	$1,590,356.99
Expenses of Twelfth Census	11,770,051.78	1,350,271.08	293,442.08	101,398.11
Salaries			634,950.49	697,026.44
Collecting statistics			[1] 168,887.54	[2] 558,991.71
Tabulating statistics			[3] 10,000.00	30,087.00
Stationery			9,429.93	8,596.06
Library			4,996.61	2,495.76
Rent			26,600.00	26,585.29
Miscellaneous expenses			14,982.60	14,998.44
Printing allotment			155,421.53	150,178.18

Object.	1906	1907	Total.
Total	$1,248,612.45	$1,362,173.93	$18,640,177.01
Expenses of Twelfth Census			13,515,163.05
Salaries	711,550.62	698,710.84	2,742,238.39
Collecting statistics	354,392.29	[4] 464,980.67	1,547,252.21
Tabulating statistics	9,068.87	[5] 29,000.00	78,155.87
Stationery	7,844.47	6,000.00	31,870.46
Library	2,345.09	1,500.00	11,337.46
Rent	22,080.00	22,080.00	97,345.29
Miscellaneous expenses	11,971.55	15,000.00	56,952.59
Printing allotment	129,359.56	124,902.42	559,861.69

[1] Expended from appropriation "Special Agents" ($159,977.54) and "Transcripts of Registration Records" ($8,910).
[2] Expended from the appropriation for the fiscal year 1905 ($438,364.67) and from the appropriation for the fiscal year 1906 which was made "immediately available" ($120,627.04).
[3] Expended from the appropriation "Rent of Tabulating Machines."
[4] Expended from the appropriation for 1906 which was "reappropriated" ($149,980.67) from the appropriation 1907 ($250,000) and from the appropriation for 1908 which was made "immediately available" ($65,000).
[5] Expended from the appropriation for 1906 which was "reappropriated."

UNEXPENDED BALANCES.

	1904	1905	1906	1907	Total.
Total	[1] $151,191.30	[1] $56,975.11	[2] $55,188.71	[2] $20,337.87	$283,692.99
Expenses of the Twelfth Census		1,046.95			1,046.95
Salaries	50,909.51	14,733.56	34,209.38	18,309.16	118,161.61
Collecting statistics	[3] 5,112.46	35.33			5,147.79
Tabulating statistics		19,913.00		1,931.13	21,844.13
Stationery	570.07	1,403.94	155.53		2,129.54
Library	3.39	4.24	154.91		162.54
Rent		14.71			14.71
Miscellaneous expenses	17.40	1.56	28.45		47.41
Printing allotment	94,578.47	19,821.82	20,640.44	97.58	135,138.31

[1] Covered into the General Treasury (surplus fund), $208,166.41.
[2] To be covered into the General Treasury (surplus fund), $75,526.58.
[3] Of appropriation "Special Agents" ($22.46) and of appropriation "Transcripts of Registration Records" ($5,090).

APPENDIX B.

Clerical and subclerical force.

Chief clerk	William S. Rossiter.	
Disbursing and appointment clerk	Thomas S. Merrill.	
Chief statisticians:		
Population	William C. Hunt.	
Manufactures	William M. Steuart.	
Agriculture	Le Grand Powers.	
Vital statistics	Cressy L. Wilbur.	
Geographer	Charles S. Sloane.	
Expert chiefs of division:		
Population	Edward W. Koch.	
Manufactures	Joseph D. Lewis.	
	Daniel C. Roper.	
	Frank L. Sanford.	
	Jasper E. Whelchel.	
Agriculture	Hart Momsen.	
Vital statistics	Richard C. Lappin.	
Revision and results	Joseph A. Hill.	
Publication	William S. Rossiter.	
Total		15
Stenographer	1	
Clerks, class 4	4	
Clerks, class 3	7	
Clerks, class 2	25	
Clerks, class 1	300	
Clerks, $1,000	198	
Clerks, $900	17	
Expert map mounter	1	
Engineer	1	
Electrician	1	
Skilled laborers, $1,000	2	
Skilled laborers, $900	5	
Watchmen	10	
Messengers	6	
Firemen	2	
Assistant messengers	10	
Skilled laborers, $720	12	
Unskilled laborers, $720	8	
Charwomen	24	
		634
Total		649

SPECIAL AGENTS.

Expert special agents	5	
Regular fieldwork	17	
Cotton agents	718	
Experts appointed in connection with the development of tabulating machinery	8	
		748
Total number of employees		1,397