ANNUAL REPORT

OF THE

DIRECTOR OF THE CENSUS

TO THE

SECRETARY OF COMMERCE

FOR THE

FISCAL YEAR ENDED JUNE 30, 1913

WASHINGTON
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1913
REPORT
OF THE
DIRECTOR OF THE CENSUS.

DEPARTMENT OF COMMERCE,
BUREAU OF THE CENSUS,
Washington, November 26, 1913.

Sr: There is submitted herewith the following report upon the operations of the Bureau of the Census during the fiscal year ended June 30, 1913, and upon the work now in progress. As I did not take the oath of office until July 1, 1913, the work of this Bureau during the entire fiscal year 1913 was under the charge of my predecessor, Director E. Dana Durand.

A very considerable part of the Bureau's force was engaged during the fiscal year upon the deferred work of the Thirteenth Decennial Census, but the usual annual investigations regarding financial statistics of cities, production and consumption of cotton, vital statistics, and forest products were carried on, and in addition work was done on the tobacco inquiry (authorized by act of Congress approved Apr. 30, 1912) and the quinquennial census of electrical industries.

PROGRESS OF DEFERRED THIRTEENTH CENSUS WORK.

POPULATION.

The Division of Population was engaged during the fiscal year ended June 30, 1913, wholly on work in connection with the Thirteenth Census. This work comprised, first, the preparation and, in large part, the completion of the text and tables for the general and State reports on population (Vols. I, II, and III of the Thirteenth Census reports), and second, the practical completion of the machine tabulation and other work preceding the actual preparation of the tables for the occupation report (Vol. IV).

Publications issued.—The State bulletins giving the composition and characteristics of the population had been issued at the close of June, 1912, for Alabama and Indiana and were issued for the remaining States of continental United States by the end of June, 1913.

These State Bulletins, together with the series giving for each State the population by minor civil divisions, were bound up together to form Volumes II and III of the Thirteenth Census reports. Volume II, covering in alphabetical order the States from Alabama to Montana, inclusive, was released for printing in May, 1913, and
issued in August, 1913. Volume III, covering the States from Nebraska to Wyoming, together with Alaska, Hawaii, and Porto Rico, was in process of verification at the close of June, 1913, but was not released for printing until the following August, and was issued in September.

The following-named Abstract bulletins—that is, bulletins reprinted from the Abstract—were also issued during the fiscal year:

- State of Birth of Native Population.
- Age and Marital Condition.
- Country of Origin and Date of Immigration.
- Color or Race, Nativity, Parentage, and Sex.
- School Attendance and Illiteracy.

The following branches of work were deferred in February, 1912, after the discontinuance of the temporary Thirteenth Census force, in order that the general and State reports on population might be completed as soon as possible: Occupations; ownership of homes; Indian population; foreign stock; and birthplace of mother, for vital-statistics purposes. The occupation work and the tabulation of ownership of homes are the only branches of the deferred work which have since been resumed (in September, 1912, and April, 1913, respectively), although a bulletin, Statistics of the Indian Population, based on the material already prepared for the first section of the Indian report, was compiled and issued on June 26, 1913.

The preparation of the tables and text for the general report on population, covering a total of 16 chapters, was not actively begun until December, 1912, and the first copy, covering three chapters, was sent to the printer in March, 1913; but by the close of June, 1913, copy was in the hands of the printer for 12 chapters, and for 10 of them proofs, in whole or in part, had been received.

The work of preparing the tables for the general and State reports, as originally outlined, included the computation (in duplicate) of very nearly 600,000 percentages, but in the revision of the tables this number was reduced to a little more than 400,000. These percentages were largely computed on slide-rule machines, an average of five machines being in operation during the fiscal year. At the close of June, 1912, the percentage work for the general tables had been completed for 21 States and partially completed for 10 other States. It was substantially completed for all the general and text tables for the Abstract in December, 1912, and for the general and State reports in June, 1913.

The tables and text for the entire 16 chapters are now (Nov. 26, 1913) in proof. The material for 15 chapters is substantially ready to be released for printing, and it is expected that the material for the remaining one will be ready early in December. This will complete the publication of the Thirteenth Census reports on population.

**OCCUPATIONS.**

The work on occupations was begun in May, 1911, but was suspended in the following January, owing to the large reduction in the temporary force. It was resumed on September 4, 1912, when temporary clerks were again employed. The revision and correction work with respect to this subject had been completed at the close of June, 1913, for 13 States, but the necessity of providing for the com-
completion of the general report on population and the requirements of
the occupation work in other directions made it impossible to give
much attention to the results of the occupation count in these States
up to that time, but this work was actively taken in hand in Septem-
ber, 1913, and it is expected to complete and publish the report on
occupations by the end of the present calendar year.

INSTITUTIONAL POPULATION.

The tabulation of statistics of the institutional population—that is,
insane, feeble-minded, paupers, and prisoners and juvenile delin-
quents—was practically suspended early in the calendar year 1912
because of the great reduction made necessary in the temporary force
of the Bureau, and was not resumed until September 4 of that year,
when the temporary clerks, reappointed under authority of the appro-
priation act for 1913, became available. During the remainder of
the fiscal year this work was carried on, and by June 30, 1913, the
statistics of insane and feeble-minded in institutions had been tabu-
lated and those for paupers in almshouses had been partly tabulated,
while a part of the preliminary work (editing and card punching)
had been done on the schedules for prisoners and juvenile delin-
quents.

BLIND AND DEAF.

In the regular population census the enumerators were instructed
to make a return for all persons who were either blind or deaf and
dumb. Special schedules for obtaining information relative to these
classes were then mailed to the appropriate names and addresses
given on the regular population schedules. Most of these special
schedules which have been returned were in possession of the Bureau
before the beginning of the fiscal year 1912-13. During that year,
however, owing to the pressure of other work, very little was done on
this inquiry beyond examining and filing such schedules as continued
to come in, and preparing lists of the blind or deaf and dumb for the
use of institutions for these classes.

BENEVOLENT INSTITUTIONS.

During the fiscal year the principal tabulations relative to benevo-
 lent institutions were completed, and considerable work was done on
the preparation of derivative or text tables.

MANUFACTURES.

State bulletins (Vol. IX, Thirteenth Census reports).—State bul-
letins giving the principal statistics of manufactures were issued for
all States except Illinois, Ohio, and Pennsylvania prior to July 1,
1912. The bulletins for these three States were printed during the
fiscal year, and the entire series was assembled and bound together in
one volume, constituting Volume IX of the Thirteenth Census reports.

General report on manufactures (Vol. VIII, Thirteenth Census
reports).—Practically all of the copy for this volume was sent to the

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a For present status and plans for future work on this subject, see p. 13.
b For present status and plans for future work on this subject, see p. 14.
printer before the close of the fiscal year; it was printed and distributed during September, 1913. This report assembles the statistics for each industry, gives a detailed description of the scope of each classification, and analyzes the statistics of manufactures for all industries. The data for each industry are summarized by States. Separate chapters are presented discussing manufactures in cities, localization of manufacturing industries, character of ownership, size of establishments, expenses, persons employed in manufacturing industries, power used, and fuel consumed.

Bulletins on selected industries (Vol. X, Thirteenth Census reports).—Copy for some of the separate bulletins on the principal industries was sent the printer during the fiscal year, and a large number of these bulletins were printed and distributed. In addition to the general statistics concerning capital, employees, wages, and expenses most of these bulletins contain detailed statistics in regard to the quantity and cost of the principal materials used and the quantity and value of the different classes of products, and in some cases in regard to the equipment employed. These bulletins will be assembled and printed as Volume X of the final reports. This volume will be ready for distribution before the close of the calendar year.

MINES AND QUARRIES.

A bulletin giving the statistics for the mining and quarrying industries for the United States and for each State, and also giving separate totals for each mining industry, was printed during the fiscal year. The bulletin giving detailed statistics for the production of anthracite and bituminous coal was also printed and distributed. Copy for the bulletin on iron mines was sent to the printer before the close of the fiscal year, and the bulletin was issued in the following September.

AGRICULTURE.

Abstract bulletins.—A series of Abstract bulletins was issued, each pertaining to a given branch of agriculture and including data for the United States as a whole and for divisions and States. Some of these were published prior to July 1, 1912; others were issued during the last fiscal year. All were later included as chapters in the Abstract of the Thirteenth Census.

State bulletins—Agriculture.—A preliminary series of State bulletins was issued prior to July 1, 1912. A second series of State bulletins, giving the complete statistics for each State and for each of the outlying possessions—Alaska, Hawaii, and Porto Rico—was issued between July 1, 1912, and June 30, 1913. The last of the bulletins issued for continental United States were those for Texas and West Virginia, which appeared in February. The bulletin for Hawaii was issued in March and that for Porto Rico in April, these being the last of the series.

Irrigation bulletins.—Only one series of bulletins pertaining to irrigation was issued. These bulletins were for the various Western and Southern States where irrigation is practised to a considerable

* For present status and plans for future work on this subject, see p. 13.
extent. Some of the bulletins of this series were issued prior to July 1, 1912, and the remainder during the last fiscal year.

Thirteenth Census reports, Volumes VI and VII.—The series of State bulletins pertaining to agriculture and irrigation were also assembled, arranged, consolidated, and bound during the last fiscal year, appearing as Volumes VI and VII of the Thirteenth Census reports.

Thirteenth Census reports, Volume VIII.—The agricultural statistics obtained at the Thirteenth Census are contained in Volumes V, VI, and VII of the Thirteenth Census reports. The preparation of Volume V, referred to as “General report and analysis,” was undertaken and completed during the last fiscal year, all the copy having been sent to the printer by June 30, 1913. On account of the inclusion of a very comprehensive series of maps and charts, and by reason of the necessity for thorough verification of data, the volume did not come from the press until November 21. This completes the Thirteenth Census reports on agriculture.

ABSTRACT OF THE THIRTEENTH CENSUS.

The Abstract of the Thirteenth Census was published in December, 1913. This volume presents the principal statistics gathered at the census of 1910, covering the subjects of population (with the exception of occupation data), agriculture, manufactures, and mining. It contains a condensed but comprehensive text analysis of the data; many diagrams and maps; and many tables which include, for comparison, the statistics of prior censuses and give innumerable averages and percentages without which it would be difficult or impossible to grasp the significance of the data presented. It also includes a supplement giving complete and detailed statistics for some one State.

The abstracts of former censuses contained no State supplement, no text, no diagrams or maps, and very few averages, percentages, or comparative statistics. Any person possessing a copy of the Abstract of the Thirteenth Census will find in it the main results of that census for the United States, for the individual States, and for all principal cities. He will have, furthermore, the statistics for the counties and minor civil divisions of the State of which he is a resident—assuming that he has selected the edition for that State. He will find in it, for the county in which he lives, and of course for any other county in the State, such facts as the population at each census from 1870 to 1910, inclusive; the number of whites, negroes, foreign-born whites, native whites of native parentage, and native whites of foreign or mixed parentage; a classification of the foreign white element according to country of origin; the number of males of voting age classified by color and nativity; the number and percentage of illiterates; the number and percentage of children attending school; and the number of dwellings and families. He will also find the number of farms, classified according to size; the farm acreage and the value of farm property, distinguishing land, buildings, implements and machinery, and domestic animals; the number and value of cattle, horses, swine, sheep, and other domestic animals kept on farms; the number of farms operated by owners, by tenants, and by managers,
respectively; the mortgage debt of farms; the acreage and value of the principal farm crops; the quantity and value of the principal classes of live-stock products, etc. For each of the principal cities in the State the supplement presents population details similar to those given for counties, and also statistics for manufacturing industries giving number of wage earners, horsepower, expenditures for wages, cost of materials, value of products, etc.

The Abstract was prepared with the idea of making it possible to supply, in one volume, complete and detailed information regarding all States and principal cities of the United States. Therefore this volume furnishes all the census information which ninety-nine persons in a hundred desire to have, and thus to a great extent takes the place of the large volumes issued at previous censuses. With the belief that this was, for the general public, the most important volume to be issued in connection with the Thirteenth Census, it was given precedence and the right of way over the main reports, and consequently, instead of being one of the last volumes to appear, as has been the case at most censuses, it was the first.

WORK OF THE PERMANENT CENSUS BUREAU.

VITAL STATISTICS.

Annual Report, 1909.—The annual report on mortality statistics for 1909 was published in September, 1912. The delay in the publication of this report was due chiefly to two causes—(1) interference of the Thirteenth Census work with the annual work of the Bureau; and (2) the revision of the mortality rates for the 10 years of the intercensal period on the basis of the population statistics available from the census of 1910. The report for 1909 is more than a mere annual report, and constitutes a permanent volume for reference concerning rates for each of the years 1900–1909.

Annual Report, 1910.—Work on the annual report for 1910 was also delayed by the Thirteenth Census work. This report was published in October, 1913.

Annual Report, 1911.—The compilation of the annual report for 1911 was under way on July 1, 1912, and was carried on during the fiscal year. It will be published in December, 1913, as will the annual report for 1912. Bulletin 112, Mortality Statistics, 1911, containing some of the more important data and text, with standardized and specific death rates, was issued in May, 1913.

Registration area.—The extension of the registration area is a very important part of the vital-statistics work of the Census Bureau, and it is very gratifying to be able to state that satisfactory laws, based on the model bill recommended by the Census Bureau, or laws which, with slight revision, should give good results, have been adopted in Arkansas, North Carolina, and Tennessee during the year just closed and are soon to go into effect.

The model registration law recommended by the Bureau of the Census was adopted and put into practical operation in Mississippi and Virginia in 1912, and is giving excellent results, although the difficulties of registration are very great, especially in Mississippi, in which State the law has been in force for less than a year. The results in Virginia, although registration is evidently defective in
certain parts of the State, were on the whole sufficiently good to
warrant the admission of that State to the registration area for
deaths in the year 1913.

New York, one of the registration States, has also recently adopted
the model law as a substitute for the legislation formerly in force.
Louisiana is preparing to enforce the registration of vital statistics
under regulations adopted by the State Board of Health, based on
the model law. Earnest efforts have been made during the past
year in Georgia, Illinois, Iowa, and other States to secure adequate
legislation.

The progress of this movement is, on the whole, satisfactory,
although it is unfortunately true that the enforcement of registration
laws does not advance as rapidly as their enactment.5

STATISTICS OF CITIES.

Annual Reports, 1909, 1910, 1911, and 1912.—The field and most of
the office work on the reports on general statistics of cities and on
financial statistics of cities for 1909 and on the report on financial
statistics of cities for 1910 had been finished before June 30, 1912.
Owing to the pressure of the Thirteenth Census work, however, and
to the probability that the Bureau's appropriations for printing
would be insufficient to permit the prompt publication of these re-
ports without delaying those of the Thirteenth Census, the final work
on them was suspended for a time. In order not to delay the Thir-
teenth Census work, the field work for the report on financial sta-
tistics of cities for 1911, which would ordinarily have been begun
early in 1912, was postponed until September of that year. This
work was completed in April, 1913, and during the same month the
field work was begun on the 1912 report.

The office work on the reports on financial statistics of cities for
1909 and 1910 was completed early in the fiscal year 1913, and these
two reports were issued during that year, the former in February
and the latter in April. At the close of the fiscal year the office was
engaged in completing the tabulation and preparing the text for the
1911 report. The revised page proof for this report was returned to
the printer for platting about November 1.

The field work for the 1912 report had been completed for 42 cities
by June 30, 1913, and was making commendable progress elsewhere,
considering the smallness of the force available for this work.6

The report on general statistics of cities for 1909 was in page proof
on June 30, 1913, and was issued soon thereafter. It had been the
custom of the Bureau up to 1900 to issue this report biennially. By
reason, however, of the necessity for concentrating the force of the
office so far as possible on Thirteenth Census work, no data for a
report on general statistics of cities were collected for 1911.

ELECTRICAL INDUSTRIES.

The preliminary work on this inquiry was begun in the latter part
of the calendar year 1912. The field work was started in the spring of

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5 For present status of vital-statistics work, see pp. 14 and 37.
6 For the present status of the work on Financial Statistics of Cities, see p. 14.
1913, and was finished in the following October. The examination of
the returns is now (Nov. 26) in progress, and the tabulation has
been begun. It is expected that the preliminary report will be ready
for publication some time in February, 1914, and that the final
report will be ready for the printer early in the following spring.

MECHANICAL LABORATORY.

Operations in the mechanical laboratory during the past year com-
prised the completion of seven automatic and four semiautomatic
tabulating machines to such an extent that they may be used upon
work requiring not more than 33 per cent of their total capacity in
counters; maintenance and repairs of machines of the old type, for
use on vital-statistics work; maintenance of sorting machines en-
gaged upon the sort for statistics of occupations, representing the
handling of 150,000,000 cards; maintenance of the Bureau of Immi-
igration tabulating equipment; and repairs to adding and computing
machines and machines in general.

The remaining counters and parts necessary to a full equipment for
the above-mentioned tabulating machines were 60 per cent complete
at the end of the fiscal year. Construction of three of the original
number of machines of the semiautomatic type was about 30 per cent
complete.

The results attained by the aid of devices and accessories originated
and placed upon a practical working basis by the mechanical labo-
atory during the past two years stand as ocular proofs of consistent
progress. The increase in speed and efficiency of the tabulating work
of the Bureau, together with the added economy resulting from the
work of the mechanical laboratory, entitles this branch of the
Bureau's work to the fullest consideration.

ESTIMATES OF POPULATION.

The work of preparing estimates of the present population of the
United States, of the various States and counties, and of cities of
8,000 or more population in 1910 was carried on as usual. These
estimates are used in the annual reports on mortality statistics and on
statistics of cities, and are furnished to health officers and other
State, county, and municipal officials. Estimates of the population
of a specified list of townships, cities, and villages as of November 24,
1913, have been made for the State Liquor Licensing Board of Ohio,
in accordance with the provisions of the liquor licensing law of that
State.

The preparation of estimates of population of cities involves
considerable correspondence with city officials each year in order to
ascertain the changes in area which have been made during the year.
These estimates are based upon the population at the last census, the
rate of growth during the period between the last two censuses, and
the changes in area, if any, which have been made.

FOREST PRODUCTS.

The annual collection of statistics of forest products was made. a

a For discussion of the origin and present status of this inquiry, see p. 34.
In July, 1912, Congress passed an act providing that statistics of the consumption, stocks, exports, and imports of cotton and of the number of cotton-consuming spindles should be collected by the Bureau of the Census monthly, instead of quarterly, as had been the practice, and making certain minor changes in the method of publishing the statistics of cotton production. The purpose of this legislation was to furnish producers with information concerning demand as frequently as consumers are furnished with statistics concerning supply. The first report made under the authority of this act was issued in August, 1912.

There were published during the year the usual reports, 10 in number, showing the amounts of cotton ginned to specified dates during the ginning season.

In January, 1913, there was issued a mid-season report showing the amount of cottonseed crushed and linters obtained during the ginning season up to December 31. Theretofore such data had been published annually at the end of the cotton season.\textsuperscript{2}

\textbf{Tobacco Statistics.}

In April, 1912, Congress passed an act providing for the collection, as of April 1 and October 1 of each year, of statistics regarding the stocks of leaf tobacco held by manufacturers and dealers. The first report under this act was made on November 27, 1912, and was received with much interest by those engaged in the tobacco trade. The second report, relating to April 1, 1913, was made on May 26 of that year. The third report, relating to October 1, 1913, was issued on November 13 of the present year.\textsuperscript{3}

\textbf{Increase of Work Imposed by Recent Legislation.}

The two acts of Congress just referred to have materially increased the work of the Census Bureau. The appropriations for carrying on this additional work have been much less than were requested, but the Bureau has endeavored to make the best use possible of the funds provided.

\textbf{Work for the Fiscal Year 1914.}

In view of the delay in the publication of the results of the Thirteenth Census, the Director, early in the fiscal year 1914, appointed a committee consisting of the Chief Statistician for Manufactures, the Chief Clerk, and the Expert Special Agent in charge of the Division of Agriculture, to investigate the work in all the divisions of the Bureau and to make recommendations which would lead gradually to a complete reorganization. This committee accumulated a large quantity of material and made a number of recommendations which resulted in great improvement in certain branches of the Bureau's work.

It has also been the earnest desire of the Director to bring the work up to date, and to this end he deemed it desirable to have the assistance and advice of persons who were outside of the Census Bureau.

\textsuperscript{2} For present status and plans for future work on this subject, see p. 15.

\textsuperscript{3} For present status and plans for future work on this subject, see p. 16.
but who were familiar with its work. He accordingly selected for this purpose Hon. S. N. D. North and Hon. W. R. Merriam, former Directors of the Census; Prof. Walter F. Wilcox, of Cornell University, who had been a chief statistician in the Bureau during the census of 1900, and who for the greater part of the time since has been connected in some capacity with the work of the office; Mr. W. S. Rossiter, who had been a chief of division and later Chief Clerk of the Bureau; and Hon. Daniel C. Roper, First Assistant Postmaster General, who had been an expert special agent and chief of division in the Census Bureau. These gentlemen, with the exception of Mr. Roper, were given appointments as expert special agents. After examining the material and recommendations made by the committee of the regular employees of the office, they conducted an independent investigation of conditions in the Bureau, conferring with the chief statisticians and other officials in charge of the different branches of the work. They found that, while the larger proportion of the work of the Thirteenth Census had been finished and published, nevertheless a considerable quantity of statistical information collected at that census still remained to be tabulated and published. The most serious delay was in the work on statistics of occupations. This, however, as already stated, had been deferred, along with certain other branches of the work, in order to permit the publication of the balance of the reports at the earliest possible date. The work on some of the annual reports of the Bureau—in particular, Financial Statistics of Cities, 1912, and Mortality Statistics, 1911 and 1912—was also far in arrears.

The expert special agents advised the Director that no additional tabulations or analyses should be undertaken in connection with the unfinished branches of the Thirteenth Census work, and that the work on those branches and on the delayed annual reports could and should be curtailed so as to insure their publication not later than December 31, 1913.

The recommendations of the expert special agents were as follows:

1. That the proposed second machine run of the cards for the purpose of tabulating occupations be abandoned, thus expediting the time of production by about six months and reducing the cost of finishing that branch by about $65,000; and that the tables yielded by the first run of the cards be printed without derivative tables or text. These tables give the number of persons of each sex in each occupation, and classify them by race, nativity, and parent nativity, and five age periods, thus insuring the publication of the primary classification of occupational data as reported at previous censuses.

2. That the report upon native tongues be limited to the chapter to appear in the forthcoming final volume on population.

3. That the tables relating to mines and quarries now in the form of printed bulletins, proofs, or manuscript be sent to the Public Printer at once, the same to constitute the final report on mines and quarries, and that no further tabulation or text be prepared in connection with that report.

4. That tables for the benevolent institutions, and for the institutional population—namely, prisoners, insane and feeble-minded, and paupers—be prepared and published without further percentage or other derivative tables and without analytical text.

5. That the annual compilation of the statistics of forest products be abandoned. There appears to be no authority of law for an annual inquiry of this character, which the records show to have cost from $20,000 to $40,000 a year.

6. That the annual report on financial statistics of cities for 1912 be compiled and published by January 1, 1914, by curtailing the amount of detail to be included; that the schedules and report for 1913 be similarly curtailed; that the reports for the years 1912 and 1913 be printed without text, except such
It is necessary for explanation and definition, and that until the annual reports on the financial statistics of cities are brought up to date no attempt be made to prepare a report on general municipal statistics. This recommendation is based on the fact that delay in the compilation and publication of the annual municipal reports detracts seriously from their value.

7. That reports on mortality statistics for the years 1911 and 1912 be published before the close of the present calendar year. To make this possible, the text of these reports should be reduced to a minimum or omitted, the tables condensed, and no effort made to publish a report on births until the mortality reports are published.

8. That work upon the standardization of death rates, life tables, and occupational mortality be suspended until the above reports have been published.

There is no reason why the mortality report for each year should not be compiled and published prior to the close of the succeeding calendar year.

9. That the emergency presented by the delay in completing the Thirteenth Census justifies the Director in requesting the Secretary of Commerce to lay the matter before the President, with the view of securing his instructions to the Public Printer to give precedence so far as practicable to the remaining publications of the Thirteenth Census and the annual reports long overdue.

OCUPATIONS.

In accordance with recommendation 1, the report on occupations will be based upon the results of the first machine count of the cards. It is expected that all the copy will be in the hands of the printer before the close of the calendar year.

NATIVE TONGUES.

Recommendation 2 is being carried out.

MINES AND QUARRIES.

In accordance with recommendation 3, no further tabulation or text is being prepared in connection with the report on mines and quarries. The work on this branch of the Thirteenth Census work was very much in arrears, and it became evident that in order to print the report within any reasonable time it would be necessary to abandon some of the bulletins and monographs which had been contemplated. The copy for the final report, which will be Volume XI of the reports of the Thirteenth Census, is now in the hands of the printer, and the proof is being compared as rapidly as possible.

INSTITUTIONAL POPULATION.

In order to carry out recommendation 4, the work on the census of institutional population was restricted to the publication of the general tables, without percentages and without interpretative text. After the expert special agents had made their recommendations, however, it was found necessary to make a further very material curtailment of the work on the census of prisoners and juvenile delinquents, in order to limit it to tabulations which could be completed before January 1, 1914. The work authorized now includes only the completion of the tables giving the number present in each prison, jail, or reformatory on January 1, 1910, classified by sex, color, and nativity, and by offense and sentence, together with the number committed and discharged during the year, classified only by sex, color, and nativity.
The report on benevolent institutions will be published by the close of the year in accordance with the original plan, without any substantial curtailment.

**FOREST PRODUCTS.**

In accordance with recommendation 5, no further compilation of statistics of forest products will be undertaken in the absence of legislation authorizing it.

The first collection of annual statistics concerning the production of lumber, lath, shingles, cooperage stock, and other forest products was made for the year 1906, in compliance with authority contained in a letter dated September 18, 1906, from the Assistant Secretary of Commerce and Labor to the Director of the Census. A letter dated September 26, 1907, from the Secretary of Commerce and Labor authorized the Director to collect these statistics for the year 1907. There appears to have been no further authorization for the annual collection of such statistics. The work, however, has been continued annually and reports have been issued for every year up to and including 1911. The report for 1912 is now being prepared. It is evident from the correspondence and records that it was not the original intention to establish a permanent annual investigation of this character. All other inquiries undertaken by the Bureau of the Census are based upon acts or resolutions of Congress, and in the absence of such specific legislation with reference to forest products the Director and the expert special agents concluded that the Bureau was not justified in continuing this annual investigation. The Director, accordingly, ordered that it be discontinued after the issuance of the report for 1912.

A number of lumber manufacturers and associations of manufacturers have protested against the discontinuance of these annual reports. In reply the Director has stated that there was no direct provision of law authorizing an annual expenditure of from $20,000 to $40,000 to collect the statistics and that without such authority he did not feel justified in continuing this work, but that he would be perfectly willing to renew it if authorized to do so by appropriate legislation.

**STATISTICS OF CITIES.**

In compliance with recommendation 6, the 1912 financial statistics of cities will be completed and published by January 1, 1914. In order to insure the publication of these statistics by the close of the calendar year the tabulation has been arranged so as to make a bulletin of about 70 pages, whereas the report for 1911 contained 400 pages. The other provisions of this recommendation are also being carried out.

**MORTALITY STATISTICS.**

In accordance with recommendation 7, the reports on mortality statistics for 1911 and 1912 have been sufficiently curtailed to make possible their publication before the close of the calendar year, and the bulletin for 1912 has been abandoned. This practically clears the
way so that the annual report for 1913 will be fully up to date. The Bureau anticipates no difficulty in issuing this report by about November 1, 1914.

Recommendation 8 is being carried out.

ARRANGEMENTS FOR PRINTING THIRTEENTH CENSUS REPORTS.

In compliance with recommendation 9 arrangements have been made with the Public Printer whereby the printing of the reports of the Thirteenth Census will be expedited so far as possible without undue interference with the work on other Government publications.

AGRICULTURE.

A number of subjects pertaining to agriculture were considered from time to time as proper for future analysis and special reports. After the Thirteenth Census reports, as such, had been completed, it was deemed wise to undertake the preparation of two bulletins, each covering a special subject which had been considered only briefly, or not referred to at all, in the general reports. Such a bulletin, pertaining to "Plantation systems of conducting agriculture in the Southern States," is now in course of preparation. A chapter on this subject was included in Volume V of the Thirteenth Census reports, previously referred to. The other special bulletin, which shows character of tenure and size of farm operated, classified by age of farmer, is also in course of preparation. This latter bulletin contains a section relating to the stability of the agricultural population, showing, for white and colored farmers separately, by character of tenure, the length of the average period of occupancy of farms.

COTTON STATISTICS.

During the fiscal year beginning July 1, 1913, there will be issued 10 reports showing the quantity of cotton ginned up to specified dates during the ginning season; twelve—one for each month—showing the quantity of cotton consumed, stocks of cotton on hand, and number of active spindles; three giving statistics of cottonseed crushed and limiters obtained; one summarizing the statistics for the production of cotton as reported by the ginner; and one summarizing the statistics for the consumption of cotton, stocks on hand, and spindles. These 27 reports will constitute a complete statistical presentation of the production and consumption of cotton in the United States during the year.

The Bureau has made arrangements for the more frequent publication of county statistics of cotton ginned. It had been the practice to publish county figures only for December 13 of each year and at the end of the season, the State totals alone being given at other times. There was, however, a great demand for information as to the quantity of cotton ginned in the individual counties up to the date of each ginning report, and the Census Bureau, accordingly, gave the local special agents permission to publish this information in the county newspapers just as soon as their reports could be received at the office in Washington and the data verified. The local papers throughout the Southern States have been greatly pleased by this action, and
many of them have written the Bureau expressing their appreciation of it.

Requests have been made of ginners for suggestions in regard to improving the method of collecting and publishing statistics of the quantity of cotton ginned, and almost invariably the replies have indicated complete satisfaction with the way in which the work is now being done.

The Bureau of the Census has also arranged for an additional report on cottonseed and linters, which will show the quantity of seed crushed and linters obtained from the crop prior to December 1 of each year. Heretofore there have been only two reports issued annually on this important subject, one showing the quantity of seed crushed prior to January 1, and the other, published at the end of the crushing season, showing statistics of the total quantity treated; and prior to January, 1913, only one such report, issued at the end of the cotton season, had been made annually.

Before deciding to make an additional report on this subject the Bureau communicated by letter with all of the cottonseed-oil mills throughout the entire country. The replies indicated a great diversity of opinion in regard to the date to which the report should relate. Some of the mills even contended that the collection of these statistics was not desirable, and recommended that the work be abandoned. A vast majority of them, however, were of the opinion that the figures should be published at more frequent intervals, and some went so far as to recommend that they be collected and published monthly during the active season.

From these letters and other recommendations which have been received, the Bureau is satisfied that the publication of official statistics concerning the quantity of cottonseed crushed and linters obtained tends to reduce speculation in these commodities and to make for greater stability in price. The decision to publish another report showing the quantity of seed crushed and linters obtained from each crop prior to December 1 was based upon the recommendations of the majority of the mills.

**TOBACCO STATISTICS.**

The Bureau of the Census has been able to make more satisfactory cooperative arrangements with the Internal-Revenue Service in connection with the collection of statistics of stocks of leaf tobacco for the report issued November 13, 1913 (relating to October 1), than it was able to make for either of the two preceding ones, so that it is now possible for the Bureau to secure, by correspondence with collectors of internal revenue, the names and addresses of the establishments covered by the law, together with all the information it requires in regard to delinquent establishments and establishments whose mail has been returned by the post offices as undelivered. The collectors have responded very promptly to the Bureau's requests for information of this character.

This arrangement obviates the necessity of sending special agents into the field to secure the information, thus materially reducing the cost of the work and enabling the Bureau to complete the canvass for the reports showing the quality of tobacco on hand October 1, 1913, at a much earlier date than was possible in the case of prior reports. The field work incident to the collection of the statistics was virtually
completed on November 4 and, as already stated, they were made public November 13. The corresponding dates for the report of April 1 were May 22 and May 26, respectively.

Under the law tobacco dealers and manufacturers are allowed 10 days after the first day of April and the first day of October of each year in which to make their reports. The law further provides that the Director of the Census shall make a demand in writing of all persons who have failed to furnish the statistics within this time, and that such persons shall be given an additional 20 days. It, therefore, requires from 30 to 40 days to collect the reports of the quantity of tobacco on hand, so that it is virtually impossible to publish the statistics at a much earlier date than that at which they were published for the report of October 1, 1913.

IMPROVEMENT IN METHODS OF REPORTING VITAL STATISTICS.

In connection with the extension of the registration area for vital statistics, it is desirable to increase the accuracy of the information received. It is also important that the methods of reporting and the presentation of the data in the registration States be standardized. With these objects in view, a second edition of the Physicians' Pocket Reference to the International List of Causes of Death has recently been prepared and is now in course of distribution to all physicians in the United States, accompanied by a special circular letter signed by the Director, and by additional multigraph letters to the physicians in certain States. A reprint of the Manual of the International List of Causes of Death, prepared for the use of registration offices in the compilation of State and city reports, has also been published since the close of the fiscal year 1913.

OFFICIAL REGISTER OF THE UNITED STATES.

Work on the Official Register of the United States is progressing rapidly. The necessary information has been obtained from the several departments and offices, as provided by law, and its compilation is now well toward completion.

The Census Bureau encountered increasing difficulty in the preparation of Volume II (relating to the Postal Service) of each succeeding issue of the Official Register. This volume in 1911 contained 774 pages, and the cost of printing alone was $13,600. It was necessary to obtain the names of the employees in the Postal Service by correspondence with each postmaster in the United States. The number of such employees on June 30, 1913, was 290,005. The task of preparing this volume was of such magnitude that a period of at least six months usually elapsed between the date to which it related and the date of its publication.

In view of these facts it was believed by the officials of the Census Bureau and of the Post Office Department that the practical value of this volume was not sufficient to justify the labor and expense involved in its preparation; and in compliance with recommendations made by those officials, the following provision was incorporated in the urgent deficiency act for 1914, approved October 22, 1913:

Hereafter the Official Register of the United States shall not contain the names of those persons heretofore published in Volume II relating to the postal service, namely, postmasters, assistant postmasters, clerks in post offices, city
and rural carriers, employees of the sea-post service, employees of the Railway Mail Service, employees of the mail messenger service, and mail contractors; nor shall it contain the statement of allowances made to contractors for carrying the mails or the list of ships and vessels belonging to the United States, as heretofore published in the said Official Register; and all Acts or parts of Acts inconsistent with the foregoing provision are hereby repealed.

This legislation will greatly simplify the preparation of the Official Register and will very materially decrease the expense of the work.

The Director of the Census has called attention to the fact, already pointed out by his predecessor, that the Official Register in its present form is unnecessarily cumbersome and expensive. The volume as now published contains an alphabetical list or directory of all Government employees except those in the Postal Service, the name of each employee being followed by data showing the department and bureau or office in which employed; the official title; compensation; State or country of birth; congressional district, county, and State from which appointed; and place of employment. The information is presented in so abbreviated a form that in nearly all cases it occupies but a single line following the name of the person to whom it relates. Preceding the directory are lists, arranged by departments and offices, showing the principal officials in each, without clerical or other minor employees. This form is very compact and permits the presentation of the data in the smallest possible space. Nevertheless, the directory volume of the Official Register for 1911 contained 878 quarto pages.

The preparation of the Register is becoming more and more difficult with the growth and increasing complexity of the Government service; and the task of furnishing the required information is becoming more and more onerous for the executive departments and offices, especially in the cases of those departments which have services in the outlying possessions of the United States and in foreign countries. It is, therefore, very difficult to compile and issue the Register before the assembling of the regular session of Congress in December and during the period between July 1 and the following December many changes—of which it is impracticable to make any record in the Register—are bound to occur.

In view of these conditions the adoption of the following plan, which modifies slightly the one proposed by the former Director, is recommended:

1. The establishment of a card directory, prepared and maintained by the Civil Service Commission from information furnished by the executive departments and independent offices, showing the name and status of every person in the Government service except the officers and enlisted men of the Army, Navy, Marine Corps, and Revenue Cutter Service. Lists of officers of the Army, Navy, and Marine Corps are already published annually in the Army Register and Navy Register, issued by the War and Navy Departments, respectively.

2. The elimination from the Official Register of detailed lists of all employees, by name.

3. The publication annually by the Bureau of the Census of an Official Register containing—

(a) A list of all employees of the Government (except officers and enlisted men in the Army, Navy, Marine Corps, and Revenue Cutter
Service) whose duties are of an executive, supervisory, technical, or professional character, and whose compensation is $2,000 or more per annum.

(b) Statistics relating to the Government service, to be prepared from the Civil Service Commission’s card directory.

This plan, if adopted, will result in very material saving to the Government, will preserve all the valuable features of the present Official Register, and will provide for a complete and up-to-date record of the entire personnel of the Government in one central office (the Civil Service Commission), from which the Census Bureau will be able to prepare accurate statistical statements when called upon to do so by the President or by Congress.

A bill substantially embodying the foregoing plan (except that $1,500 instead of $2,000 was fixed as the lowest compensation of employees whose names should be included in the Official Register) was introduced in the House of Representatives on August 8, 1913, by Hon. W. C. Houston, of Tennessee.

WEALTH, DEBT, AND TAXATION.

An important and extensive intercensal investigation which has been planned for the fiscal year 1914 is that relating to wealth, debt, and taxation. The permanent census act authorized a decennial investigation of “All public indebtedness, values, taxation, and expenditures.” An inquiry relating to the year 1902 was made under the authority of this act. In view of the fact that the great body of data contained in the report based upon that inquiry covered, for the various governmental units, the period of one fiscal year closing at some time between July 1, 1902, and June 30, 1903, it seemed wise to make the investigation now under consideration for the fiscal year ending between July 1, 1912, and June 30, 1913. This is six months earlier than recommended in the annual report of the former Director of the Census. The change has been decided upon for the two following reasons: (1) that the data contained in the report will thus relate, as nearly as possible, to a period 10 years later than that covered by the last report, and will therefore be more nearly comparable in all details; and (2) that it will thus be possible to compile a very large part of the report from published reports of the various governmental units to be investigated, with the result of effecting a very material saving to this Bureau.

Prior estimates made by the Bureau of the Census called for an appropriation of $100,000 to provide for travel and subsistence of clerks engaged in this investigation. The urgent deficiency act for the fiscal year 1914, however, authorized the use, during that year, of only $50,000 of the unexpended balances for collecting statistics for the fiscal year 1913; and the Bureau will make the best use possible of this sum in conducting the inquiry on wealth, debt, and taxation. So far as practicable the printed reports of the United States and of the various States and other governmental units, and such other data as may be available, will be used by the Census Bureau as sources of information. The Bureau is now engaged in collecting such of these reports as can be secured without cost, and has already accumulated a considerable amount of material. A careful
analysis of the data at hand is being made, with a view to ascertaining just what can be done with printed reports and other available data before Census employees enter the field to make the actual canvass. While the investigation of wealth, debt, and taxation is an extensive one, it is not proposed to employ any additional clerks or any considerable number of special agents to perform any part of the work. Aside from the use of published reports and other material which is being accumulated, the statistics will be collected largely by sending clerks from the regular permanent force of the Bureau into the field. A small number of special agents will be necessary to supplement the regular permanent force. The Post Office Department has been requested to cooperate with the Department of Commerce by directing postmasters in small towns, to which it would not be feasible to send agents of the Census Bureau, to furnish certain of the data needed. All of the results of this inquiry will be tabulated by the regular force in the office.

The scope of the forthcoming report on wealth, debt, and taxation will be substantially the same as that of the preceding one, which was prepared some 10 years ago.

USE OF RECORDS FOR GENEALOGICAL PURPOSES AND TO DETERMINE AGES OF APPLICANTS FOR PENSIONS.

Constant use is made of the schedules of former censuses for genealogical purposes. Of late the records of the censuses of 1850 and 1860 have been proving of immense value to applicants for pensions who are unable to furnish other satisfactory evidence of their ages; and the labor of examining the schedules in order to secure such evidence has become so great that it has been found necessary to obtain the detail of a force of 28 clerks from the Pension Bureau to perform this work.

ESTIMATES OF POPULATION.

The Bureau contemplates the issuance, early in the calendar year 1914, of a bulletin giving estimates of the population of the United States, of the various States and counties, and of cities of 8,000 population or over in 1910, for the years 1911, 1912, 1913, and 1914. Two similar bulletins were issued during the period between the Twelfth and Thirteenth Censuses.

CENSUS OF MANUFACTURES, 1914.

Under the existing law a census of manufactures is taken every fifth year. The canvass is made in the fifth and tenth years of each decade and relates in each case to the calendar year preceding the one in which the statistics are collected. The next report will, therefore, cover the year 1914 and the canvass will be made in 1915.

The delay in compiling and publishing the statistics for previous censuses of manufactures has been due largely to the fact that the preliminary work incident to the canvass was not finished in time to have the field work begun promptly at the beginning of the year. While the field work can not start until January 1, 1915, it is the purpose of the Bureau to begin at once to make the preparatory arrangements. The preliminary work will be done thoroughly and
everything will be in shape to put a large force of special agents and clerks in the field promptly with the beginning of 1915, so that the canvass can be pushed to completion and the results printed at a much earlier date than has been possible heretofore.

CENSUS OF AGRICULTURE, 1915.

The Thirteenth Census act contains the following provision:

That there shall be in the year nineteen hundred and fifteen, and once every ten years thereafter, a census of agriculture and live stock, which shall show the acreage of farm land, the acreage of the principal crops, and the number and value of domestic animals on the farms and ranges of the country. The schedule employed in this census shall be prepared by the Director of the Census. Such census shall be taken as of October first, and shall relate to the current year. The Director of the Census may appoint enumerators or special agents for the purpose of this census, in accordance with the provisions of the permanent Census Act.

This section undoubtedly gives the Director of the Census all of the necessary authority, providing proper appropriations are made, for the taking of the census of agriculture in 1915. It is probable that a few slight changes in the law will be desirable, particularly with reference to scope, the method of taking the census, and the time of the year at which it shall be taken. But no legislation will be necessary prior to the regular session of Congress beginning in the early part of December, 1914, when estimates for appropriations needed will be submitted, as well as requests for such slight changes in regard to date of enumeration, scope, and method as may seem desirable at that time.

OFFICE FORCE.

CHANGES IN ADMINISTRATIVE FORCE.

At the beginning of the fiscal year a number of important changes were made in the administrative force of the Bureau. During the period between the Twelfth and Thirteenth Censuses the Bureau had its own Disbursing Office and Appointment Division, under the supervision of the disbursing clerk. During the Thirteenth Census period the work of these two divisions was, of course, very much heavier, and provision was made for a separate appointment clerk to take charge of the Appointment Division. The administrative force also included an Assistant Director during the Thirteenth Census period. At the close of this period, however, the positions of Assistant Director, appointment clerk, and disbursing clerk ceased to exist. As much as possible of the work which had been performed by the Disbursing and Appointment Divisions was transferred to the corresponding divisions of the Department, the remainder of their duties being placed under the supervision of the Chief Clerk of the Bureau.

At the close of the Thirteenth Census period the number of chief statisticians, which had been increased to five during that period, was again reduced to four. Several reductions were made at the same time in the salaries of administrative officials.

The appropriations for the compensation of administrative officials for the fiscal year 1914 were the same as those for 1913.
During the Thirteenth Census period the Bureau operated under a lump-sum appropriation. The Thirteenth Census act, however, limited the number of clerical positions at salaries above $1,200 to 116. For several years prior to that period the number of such positions had been, under the appropriation acts, only 36. The appropriation act for the fiscal year 1913 provided for a total of 610 permanent employees, or a slightly smaller number than the Bureau had had during the fiscal year 1893 (626), prior to the Thirteenth Census period. Sixty-three clerks at salaries above $1,200 were authorized. This number, while much greater than the number of such clerks prior to the Thirteenth Census period, was still only a little more than half as great as the corresponding number (116) during that period. It became necessary, therefore, to demote a large proportion of the employees in the higher salary classes, together with some of those in the lower ones; the total number of demotions was 185 (this number including 5 demotions of special agents and 15 of subclerical employees). The Census Bureau, when opportunities for promotion have arisen, has in nearly all cases given preference to these demoted employees. Vacancies in the higher-paid positions occur but slowly, however, and during the fiscal year it was possible to restore, in all, only 55 employees to their former salaries; and only 9 of the 77 employees who had been demoted from salaries of $1,400 or more were restored to their former compensation.

The appropriation act for 1913 provided that the Civil Service Commission, in certifying eligibles from the examination registers for appointment to positions on the permanent roll of the Bureau during the fiscal year 1913, at salaries of $1,200 or less, should, so far as practicable under the law of apportionment, give preference to those who had had at least one year’s experience in census work. A statistical-clerk register was established by the Civil Service Commission for the special use of the Census Bureau. Prior to the establishment of this register, appointments to the Bureau’s permanent force were made principally from the departmental-clerk register, but later, after the statistical-clerk register had been established, most of the permanent appointments were made therefrom. The majority of the clerks drawn from these two registers had been temporary Thirteenth Census employees, and were given preference in certification under the provision of law just mentioned.

The appropriation act for 1914 created 7 additional positions at $1,400 and 5 at $1,200, and reduced the number of $900 places by 1, thus increasing by 11 the total number of positions on the permanent roll of the Bureau, and bringing the number of places above $1,200 up to 70, equal to 13 per cent of the total number of clerical positions, as compared with from 24 to 55 per cent in other branches of the departmental service.

One of the objects which it was desired to attain by the establishment of a permanent Census Bureau was the maintenance of a nucleus for the large force which must be employed during the decennial census periods. A considerable part of this nucleus must consist of employees thoroughly trained in census work and qualified to discharge responsible supervisory duties. Persons so qualified can demand larger salaries than the average clerk; and if they are unable to
obtain them in the Census Bureau, will seek them elsewhere. For this reason the Bureau is constantly losing some of its most valuable employees and is obliged to train, at Government expense, others to take their places. The very fact that the Bureau must expand so greatly at each decennial census period constitutes a strong argument in favor of granting it a larger, rather than a smaller, proportion of high-salaried employees than is found in other branches of the Government service. During the fiscal year 1913, following the reorganization of the force and the enforced demotion of so large a proportion of the high-salaried employees, 51 experienced clerks resigned to seek employment elsewhere, where the prospects for advancement were superior to those in the Census Bureau.

With a view to remedying this condition so far as possible without asking for a material increase in the appropriation for salaries, a proposal for reclassification will be submitted to Congress. The present and the proposed constitution of the office force of the Bureau, exclusive of special agents, are shown in Appendix I.

The object of this proposed change is twofold: First, to provide a larger proportion of places in the higher-salaried classes; and second, by increasing the number of salary classes to make possible more frequent promotions.

As already indicated, an unduly large proportion of the Bureau's employees are in the $1,200 class. The proposed reclassification, while calling for only a slight increase in the total appropriation for salaries, provides for a material increase in the number of higher-salaried positions. The estimate calls for 12 clerks at $1,800, as compared with 11 at present; for 19 at $1,680 and 15 at $1,560, or 27 at an average salary of about $1,620, as compared with 20 at $1,600 in the present classification; and for 18 at $1,440, 23 at $1,380, and 34 at $1,320, or an aggregate of 75 at salaries ranging from $80 below to $40 above $1,400, as compared with 39 at $1,400 in the present classification. The estimate calls for 559 officials and employees (exclusive of special agents) above the subclerical grade, as compared with 500 such officials and employees in the force as at present constituted.

Furthermore, as already stated, the proposed reclassification, if carried into effect, will, by providing so many more salary classes, make possible more frequent promotions, with a resultant improvement in the esprit de corps.

TEMPORARY FORCE.

The Census Bureau's appropriations for the fiscal year 1912 were insufficient to enable it to maintain its force of temporary Thirteenth Census employees throughout the fiscal year. Immediately upon the passage of the urgent deficiency act in December, 1911, steps were taken to drop the temporary force as rapidly as possible, and by February 29, 1912, practically all of these employees had been dropped from the Bureau's roll. In view of the unfinished condition of much of the Thirteenth Census work, an appropriation of $120,000 for temporary clerical service was requested for the fiscal year 1913, in order that this work might be brought to completion as rapidly as possible. On August 28, 1912, this amount was appropriated by Congress, it being stipulated that not to exceed 175 clerks should be employed, at salaries
not to exceed $900 per annum, that their terms of service should expire on June 30, 1913, and that they should be appointed from among former Thirteenth Census employees. The Bureau appointed these 175 temporary clerks at $720 per annum, apportioning them (although not required to do so by the terms of the appropriation act), so far as practicable, among the States on the basis of their population, but, in order to avoid bringing persons to Washington from a distance for a comparatively short period of service, preference was given to those locally available. It was possible in most cases to give a State its quota of appointments from among persons who, while legal residents of that State, were actually living in or near Washington at the time.

Inasmuch as the appropriation act did not become a law until late in August, it was not possible to appoint any of these temporary clerks before September 1, and many were not appointed until about October 1. Consequently, the appropriation of $120,000 was considerably more than sufficient to compensate these 175 employees until the end of the fiscal year. The Bureau, therefore, asked for authority to increase the number of temporary clerks without an increase in the amount of the appropriation. This authority was granted by the appropriation act for the fiscal year 1914, which was approved March 4, 1913. The temporary force was, accordingly, increased until it reached a maximum of 265 in May and June, 1913. On June 30, 1913, all these temporary positions lapsed under the terms of the act creating them.

**DISTRIBUTION OF FORCE.**

The distribution of the office and field force of the Bureau of the Census on October 31, 1913, is shown in Appendix II.

**QUARTERS.**

The building in which the Census Bureau is at present housed is unsatisfactory in respect to sanitary and lighting conditions and in respect to danger from fire. Greater space for the storage of records and equipment is also highly desirable. A fireproof building, erected with proper regard for lighting and sanitary conditions, and having ample storage space, would facilitate the work of the Bureau and would greatly increase the comfort and well-being of its employees. In view of the vast quantity of valuable records which must be stored, many of which could not be replaced if destroyed, the need of a fireproof building is especially pronounced; and while the Census Bureau remains in its present quarters there is great need of a larger fireproof vault for the storage of population schedules of past censuses, as the capacity of the vault now in use is insufficient to meet the Bureau's requirements.

In this connection the Director of the Census, on September 27, 1913, wrote the Secretary of Commerce as follows:

There are in my custody in the Census building a number of volumes of the returns of the census from 1790 to 2000, which are of great value, and it would be impossible to replace them if they were destroyed. The names of the heads of families returned at the census of 1790 were considered of such great value that they were published, in order that they might be placed on record in different libraries and render it impossible for all to be destroyed.
These returns, however, are incomplete, as we have no returns for the State of Delaware for 1790; none for the State of Georgia for 1790, 1800, and 1810; Kentucky is missing for 1790 and 1800; New Jersey from 1790 to and including 1820; Tennessee from 1790 to and including 1810, and Virginia for 1790 and 1800. A number of the missing returns referred to were destroyed when the Capitol was burned by the British, and the others by fires in the Patent Office.

In addition to the records of population, we have the following-named bound volumes:

<table>
<thead>
<tr>
<th>Subject</th>
<th>Number of volumes</th>
</tr>
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<tbody>
<tr>
<td>Agriculture</td>
<td>644</td>
</tr>
<tr>
<td>Morality</td>
<td>121</td>
</tr>
<tr>
<td>Social statistics</td>
<td>43</td>
</tr>
<tr>
<td>Industries</td>
<td>107</td>
</tr>
<tr>
<td>Defectives</td>
<td>65</td>
</tr>
<tr>
<td>Total</td>
<td>1,063</td>
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</tbody>
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The total number of volumes from 1790 to 1880 comprised 4,882. In 1890, when the schedules were not bound, we had approximately 44,000 bundles of schedules. For 1800, we have 2,312 volumes. The population returns for 1910 are in a fireproof vault and all it completely. They have not been bound and are constantly referred to. The census returns from 1790 to and including 1800 are continually referred to for genealogical purposes, and the returns for 1850 and 1860 are constantly being examined to secure data showing the ages of pensioners, as they are unable to obtain any other record evidence of their ages. These volumes, especially, are proving invaluable and could not, of course, be replaced if they were destroyed, and as time passes by the census returns will prove of greater value, as it is the only list to which individuals can refer in order to establish relationship in their families, often required in settling estates.

In addition to the census returns, we have many division records, the loss of which would cause great embarrassment and thousands of dollars would have to be expended to attempt to replace them. For instance, the Geographer's Division has the plans of division into enumeration districts, into which the country was divided in 1810. These official records, if lost, could not be replaced and would involve great expense in the preparation for the Fourteenth Census. There are in all the divisions of the Census Bureau division records that are essential in preparing for another census, and they would all be lost if there was a fire which destroyed the present building occupied by the Census Bureau. As a precautionary measure, I have had the chief clerk post "No smoking" placards throughout the building and have issued an order positively prohibiting smoking in any part of the present building. While orders against smoking were previously issued by my predecessors, I have been informed that no action was taken to enforce them in toilet rooms and among the higher officials. It will probably be necessary for me to take drastic action in some case in order to show, by example, that there must be no smoking in the present Census building.

The necessity for a fireproof vault to inclose these records has been conceded at every enumeration, and when the present Census building was built a vault was placed therein, which was large enough to hold all the returns of population from 1790 to 1900, except the schedules for 1890. This vault now contains only the unbound population schedules for 1910. The bound volumes containing the returns of the other censuses, except 1850, have been placed on metallic shelves in the northern part of the large east room. The census schedules from 1790 to 1900, except those of 1890, now occupy in the Census Bureau a space 45 by 20 feet, 12 feet high. The population returns for the census of 1890 require about as much space as the returns for the other enumerations; that is, if we attempted to place the returns in a vault, it would have to have approximately 2,540 square feet for cases at least 12 feet high.

To the foregoing letter the Secretary of Commerce, on October 8, 1913, replied as follows:

Referring to your communication of the 27th on conditions as regards the fire risk to valuable records in the building at present occupied by your Bureau,
let me say that your instructions prohibiting smoking are approved, as is also your intention to enforce them strictly. Kindly give consideration to any other precautions that may further provide safety, such as absolute cleanliness in out-of-the-way places, supervision of the night watchmen, provision of fire-extinguishing appliances readily accessible, arrangements for the prompt removal of the more valuable part of the records in case of fire. In short, take whatever steps your judgment suggests and the means at your disposal permit to prevent loss.

Take a note to bring the matter again to my attention the latter part of November that I may bring the subject before both Houses of Congress in the hope that they may provide funds which will permit our putting these invaluable records into a condition of safety. In the meantime I suggest your sending a copy of your letter to me and of this, my reply, to the Chairman of the House Committee on the Census and the Senate Committee on the Census, in order that they may be fully informed.

APPROPRIATIONS, EXPENDITURES, ETC.

In Appendix III is presented a financial statement for the permanent Census Bureau for the fiscal year 1913 and for the Thirteenth Decennial Census from July 1, 1909, to June 30, 1913.

COMPARATIVE COST OF PRINTING FOR TWELFTH AND THIRTEENTH CENSUSES.

It is impossible to make an exact comparison of the printing costs of the Twelfth and Thirteenth Censuses, owing to the radical difference between the methods of printing employed at the two censuses. A rough comparison may be made, however.

There was spent for Thirteenth Census printing up to June 30, 1912, out of the lump-sum appropriations available for the expenses of the Thirteenth Census, $803,349.73. In February, 1912, an estimate of $272,000 to complete the printing of the results of the Thirteenth Census was submitted to Congress. This item was included in the legislative, executive, and judicial appropriation act for the fiscal year 1913, and the same act for 1914 reappropriated the unexpended balance of this amount, all or substantially all of which will be spent. The total cost of printing the results of the Thirteenth Census will not, therefore, exceed the sum of these two amounts, or $875,349.73. The approximate cost of the Twelfth Census printing, as given on page 20 of the Annual Report of the Director of the Census for the Fiscal Year 1908, was $820,000.

Careful computations have been made for the purpose of verifying this figure, so far as it was possible to do so, and it is found to be substantially correct. There will be, therefore, a decrease of about $248,000, or almost 30 per cent, in the printing cost of the Thirteenth Census as compared with that of the Twelfth.

In this connection it may be stated that the estimated cost of printing Thirteenth Census publications was given as $800,000 on page 20 of the Annual Report of the Director of the Census for the Fiscal Year 1908, already referred to.

It may not be inappropriate here to mention briefly a few of the more salient points of difference between the methods of publishing and distributing the results of the two censuses.

At each census the Abstract has been published in much larger numbers than any of the other volumes. In all, 66,000 copies of the
Abstract of the Twelfth Census were printed, 35,000 of which had been printed up to January 1, 1904, as compared with 58,425 copies of the Abstract of the Thirteen Census up to January 1, 1914. The Abstract of the Thirteen Census contains about three times as much material relative to the United States as a whole as was contained in the Abstract of the Twelfth Census.

Five thousand copies of each of the large final volumes of the reports of the Thirteenth Census have been or will be printed, as compared with from 5,000 to 25,000 each of the volumes constituting the Twelfth Census reports.

Greater care has been taken at the Thirteenth Census than ever before in respect to the distribution of publications, an earnest effort having been made to furnish them only to such persons and institutions as really desire them.

The most important feature of the Thirteenth Census series of publications, and one which is not found in those of any previous census, is the provision of State supplements to the Abstract containing complete and detailed statistics, more comprehensive in some respects than those found even in the large volumes constituting the final reports of former censuses. The local statistics of previous censuses could be secured only in the preliminary bulletins or in the final reports. Comparatively few could obtain access to the final reports, and even then it was difficult to assemble all the data with reference to any one locality from the numerous tables scattered through the various volumes.

It will be seen, therefore, that, although smaller editions of the final reports of the Thirteenth Census have been issued than were issued of those of the Twelfth, the substantial results of the last census, in such form as to be readily grasped, have been placed in the hands of a much larger number of persons than received the reports of the Twelfth Census, and at the same time at a materially reduced cost for printing.

FISCAL YEAR 1914.

The appropriation for 1914 was $1,122,820. The item for salaries was increased to $711,240, the item for collecting statistics reduced to $354,000 (as compared with $387,000 in 1913), this amount including $45,000 for collecting statistics of cotton and tobacco, and the item for tabulating machines reduced to $10,000. No new appropriation was made for printing and binding the results of the Thirteenth Census, but the unexpended balance of the 1913 appropriation for Thirteenth Census printing was reappropriated and made available for 1914.

FISCAL YEAR 1915.

The amount estimated for the fiscal year 1915 is $1,799,720. The estimate for salaries has been increased to $732,140 (see Appendix I, and discussion under "Office force—Permanent employees"), that for tabulating machines to $15,000, and that for collecting statistics to $925,000. The estimates for the other items are the same as the amounts appropriated for 1914.

* For description of the Abstract, see p. 7.
The increase of $5,000 in the estimate for tabulating machines is made because of the increase of work in the mechanical laboratory incident to the census of manufactures.

The large increase ($871,000) in the estimate for collecting statistics is accounted for mainly by the item of $566,400 for the quinquennial census of manufactures, which will relate to the calendar year 1914. The last previous census of manufactures, relating to the calendar year 1909, was taken at a cost for field work of $517,044. The increase in the estimated cost is due largely to the fact that the census of 1909 was taken in connection with other field work, so that the cost of each branch was greatly reduced.

An item of $18,000 is included for transcripts of birth records. No corresponding appropriation was made for 1914. Slight increases are made in the items for transcripts of death records and statistics of cities, and slight decreases appear in the items for cotton statistics and tobacco statistics.

A reduction of $4,400 is made in the estimate for salaries of expert special agents to offset an item of that amount for salaries of two assistant statisticians (new positions) at $2,200.

Respectfully submitted.

Wm. J. Harris,
Director of the Census.

To Hon. William C. Redfield,
Secretary of Commerce.
### APPENDICIES.

#### APPENDIX I.

**PROPOSED RECLASSIFICATION OF FORCE.**

<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Director</td>
<td>$9,000</td>
</tr>
<tr>
<td>Chief Clerk</td>
<td>2,500</td>
</tr>
<tr>
<td>4 chief statisticians at $3,000</td>
<td>12,000</td>
</tr>
<tr>
<td>Geographer</td>
<td>2,000</td>
</tr>
<tr>
<td>Stenographer</td>
<td>1,600</td>
</tr>
<tr>
<td>8 expert chiefs of division at $2,000</td>
<td>16,000</td>
</tr>
<tr>
<td>11 clerks at $1,800</td>
<td>15,800</td>
</tr>
<tr>
<td>20 clerks at $1,600</td>
<td>23,000</td>
</tr>
<tr>
<td>33 clerks at $1,400</td>
<td>54,600</td>
</tr>
<tr>
<td>305 clerks at $1,200</td>
<td>386,000</td>
</tr>
<tr>
<td>83 clerks at $1,000</td>
<td>83,000</td>
</tr>
<tr>
<td>65 clerks at $900</td>
<td>75,100</td>
</tr>
<tr>
<td>Sub clerical force</td>
<td>88,240</td>
</tr>
<tr>
<td>Total</td>
<td>713,140</td>
</tr>
<tr>
<td></td>
<td>Total</td>
</tr>
<tr>
<td></td>
<td>722,140</td>
</tr>
</tbody>
</table>

#### APPENDIX II.

**STATEMENT SHOWING NATURE AND DISTRIBUTION OF OFFICE AND FIELD FORCE, OCTOBER 31, 1913.**

**OFFICIALS.**

<table>
<thead>
<tr>
<th>Position</th>
<th>Name</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chief Clerk</td>
<td>WILLIAM L. AUSTIN</td>
</tr>
<tr>
<td>Chief statisticians:</td>
<td></td>
</tr>
<tr>
<td>Population</td>
<td>WILLIAM C. HUNT</td>
</tr>
<tr>
<td>Statistics of cities</td>
<td>LE GRAND POWERS</td>
</tr>
<tr>
<td>Manufactures</td>
<td>WILLIAM M. STEWART</td>
</tr>
<tr>
<td>Expert special agent in charge of agriculture</td>
<td>JOHN LEE COURTIS.</td>
</tr>
<tr>
<td>Expert special agent in charge of revision and results</td>
<td>JOSEPH A. HILL.</td>
</tr>
<tr>
<td>Geographer</td>
<td>CHARLES S. ELDERS</td>
</tr>
<tr>
<td>Expert chiefs of division</td>
<td>WILLIAM H. JARVIS</td>
</tr>
<tr>
<td>Publications</td>
<td>E. W. KOCH</td>
</tr>
<tr>
<td>Agriculture</td>
<td>JEROME J. HIRSCH</td>
</tr>
<tr>
<td>Statistics of cities</td>
<td>CHARLES M. CHILDERS</td>
</tr>
<tr>
<td>Manufactures</td>
<td>JOSIAH P. LEWIS</td>
</tr>
<tr>
<td>Expert special agent in charge of agriculture</td>
<td>FRANK L. SANFORD.</td>
</tr>
<tr>
<td>Vital statistics</td>
<td>RICHARD C. LAPPIN</td>
</tr>
<tr>
<td>Sub clerical force</td>
<td>HARRY H. FISHER</td>
</tr>
<tr>
<td>Chief mechanic</td>
<td>F. M. LABITTEAU</td>
</tr>
</tbody>
</table>

* The two assistant statisticians at $2,200 are in lieu of two office special agents at $6 per day, whose compensation would be paid from the appropriation for collecting statistics. A corresponding reduction has been made in the estimate for this item, so that, while the increase in the estimate for salaries as compared with the appropriation for 1914 is $10,000, the net increase in the estimate for compensation of office employees, including special agents, is only $5,000.
REPORT OF THE DIRECTOR OF THE CENSUS.

CLERICAL FORCE.

Stenographer, $1,500
Clerks:
- Class 4: $1,000
- Class 3: $900
- Class 2: $800
- Class 1: $700

Total clerical force: 638

SUBCLERICAL FORCE.

Engineer: $1,000
- Assistant messenger: $720
- Messenger boys: $450
- Firemen: $720
- Charwomen: $240

Total sub clerical force: 69

MACHINE-SHOP FORCE.

Electrical expert, $1,600
- Mechanical expert, $1,200

Total machine-shop force: 5

SPECIAL-AGENT FORCE.

Experts, agents for general field work, etc.: 31

SUMMARY OF CENSUS FORCE.

Officials: 17
Clerical: 536
Sub clerical: 90
Machine shop: 5
Total office force: 638

Special agents to collect statistics of cotton: 750

APPENDIX III.

FINANCIAL STATEMENT.

FISCAL YEAR 1913.

Administrative:
- Salaries for administrative places: $25,179.15
- Salaries for division of correspondence and mail: $20,026.50
- Salaries for library: $4,987.24
- Salaries for watch, labor and char forces: $20,580.07
- Rent: $21,000.00
- Stationery: $9,000.00
- Miscellaneous expenses: $14,787.30
- Books and periodicals: $387.72

Total: $133,897.17

Geographer's division: Salaries:
- Machine shop: $28,245.00
- Materials, supplies, etc.: $5,843.12

Total: $34,088.12

Thirteenth Census work:
- Population:
  - Supervision: $11,518.55
  - General and State reports: $9,468.32
  - Occupations: $177,085.38
  - Foreign-born: $445.12
  - Tenure of homes: $15,135.50

Total: $204,545.76

Agriculture:
- Supervision: $8,392.88
- General and State reports: $21,835.73
- Color, tenure, and size: $10,951.42
- Plantations and ownership of tenant farms: $14,913.17
- Irrigation: $2,881.20

Total: $74,154.99
### 1913

#### REPORT OF THE DIRECTOR OF THE CENSUS.

<table>
<thead>
<tr>
<th>Item</th>
<th>Appropriations</th>
<th>Expenditures</th>
<th>Balance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Expenses of the Thirteenth Census, 1913</td>
<td>$362,283.30</td>
<td>$26,586.00</td>
<td>$32,546.23</td>
</tr>
<tr>
<td>Temporary clerks, Bureau of the Census, 1913</td>
<td>170,000.00</td>
<td>110,161.66</td>
<td>3,838.34</td>
</tr>
<tr>
<td>Traveling expenses, Bureau of the Census, 1913</td>
<td>26,543.59</td>
<td>25,356.12</td>
<td>1,187.47</td>
</tr>
<tr>
<td>Collecting statistics, Bureau of the Census, 1913</td>
<td>324,268.00</td>
<td>203,147.22</td>
<td>50,620.78</td>
</tr>
<tr>
<td>Tobacco statistics, Bureau of the Census, 1913</td>
<td>15,000.00</td>
<td>14,020.03</td>
<td>979.97</td>
</tr>
<tr>
<td>Census statistics, Bureau of the Census, 1913</td>
<td>30,000.00</td>
<td>26,443.57</td>
<td>3,556.43</td>
</tr>
<tr>
<td>Rent, Bureau of the Census, 1913</td>
<td>25,000.00</td>
<td>21,000.00</td>
<td>4,000.00</td>
</tr>
<tr>
<td>Continuance expenses, Department of Commerce and Labor, 1913</td>
<td>25,339.00</td>
<td>25,020.72</td>
<td>318.28</td>
</tr>
<tr>
<td>Total</td>
<td>1,277,385.61</td>
<td>1,197,840.81</td>
<td>79,545.70</td>
</tr>
</tbody>
</table>

**Cost of Thirteenth Decennial Census to June 30, 1913:**

- Paid to Dec. 31, 1912: $15,271,695.25
- Paid Jan. 1, 1913, to June 30, 1913: $1,228.72
- Appropriations for fiscal year 1913:
  - Salaries of employees on Thirteenth Census work: $523,743.00
  - Printing: $192,816.47
- Total: $15,849,591.44

**Cost of Thirteenth Census Printing:**

- Payments to June 30, 1912: $205,349.73
- Payments from 1913 appropriation: $152,916.41
- Balance of appropriation for Thirteenth Census printing (all will probably be used): $110,083.69
- Estimated total Dec. 31, 1913: $575,549.73

*Includes cost of supervision for forest products, cotton, tobacco, and electrical industries.

*Because of complications arising from the fact that the Bureau operated under joint resolutions of Congress from July 1 to Aug. 22, 1913, inclusive, the appropriation for "Salaries, Bureau of the Census, 1913," was divided by the Treasury Department into two parts: one, under the head "Expenses of the Thirteenth Census, 1913," amounting to $109,359.36; and the other, under the original head "Salaries, Bureau of the Census, 1913," amounting to $205,129.83. The sum of these two items, $314,489.29, is a little less than the amount originally appropriated, $367,346.

*Includes $443.56 reimbursement for work done for Bureau of Immigration.