

ANNUAL REPORT

OF THE

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DIRECTOR OF THE CENSUS

TO THE

SECRETARY OF COMMERCE

FOR THE

FISCAL YEAR ENDED JUNE 30, 1915



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1915

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REPORT
OF THE
DIRECTOR OF THE CENSUS.

DEPARTMENT OF COMMERCE,
BUREAU OF THE CENSUS,
Washington, October 2, 1915.

SIR: There is submitted herewith the following report upon the operations of the Bureau of the Census during the fiscal year ended June 30, 1915, and upon the work now in progress.

My oath of office was taken March 16, 1915, so that during the greater part of the period covered by this report the Census Bureau was under the management of my predecessor, Hon. William J. Harris; and I am fortunate in being associated with his well-organized and capable official force.

During the fiscal year the Bureau completed its decennial inquiry relating to wealth, debt, and taxation; issued its decennial reports on insane and feeble-minded, paupers, and Indians in the United States; published a decennial bulletin on Negroes in the United States and carried on the compilation of a detailed report on the same subject; completed and issued its decennial "statistical atlas"; completed its quinquennial census of electrical industries; conducted and brought well toward completion its quinquennial canvass of manufacturing industries; carried on its regular annual investigations relating to mortality, municipalities, and cotton and cottonseed; made its semiannual collections and publications of tobacco statistics; undertook a new line of work, the collection of financial statistics of States; took two special censuses of municipalities; and complied with numerous mail requests for information contained in its records.

Since the close of the fiscal year the Bureau has been engaged in compiling the results of the census of manufactures, in the preparation of the Official Register of the United States, which is issued biennially, and in the conduct of annual and special inquiries.

The publications issued during the fiscal year and since its close are listed in Appendix I.

PROGRESS OF ROUTINE WORK.

CENSUS OF MANUFACTURES.

The largest single task undertaken by the Bureau of the Census in the past fiscal year was the quinquennial census of manufactures, relating to the calendar year 1914. In making the preparations for this census, some little inconvenience was caused by the lack of an appropriation for the purchase of city directories from which to

obtain the names and addresses of manufacturers. With the assistance of the Secretary of Commerce arrangements were finally made by the Bureau to borrow directories from mayors and other officials of some of the cities and to obtain them for other cities from the Library of Congress. This not only facilitated the work, but resulted in a material saving.

A force of more than 1,300 special agents was organized during December, 1914, to collect reports concerning capital invested, persons employed, cost of materials, value of products, character and quantity of power used, and quantity of fuel consumed from every manufacturing establishment in the United States. The proper administration of this force required a great deal of preliminary detail work. The entire United States was laid out into suitable districts. The agents were appointed, received the necessary instructions, and during the latter part of January began their work. The canvass proceeded rapidly—in fact, more rapidly than at any preceding census—and virtually the entire force of local agents was dispensed with by the first of July. In point of rapidity and accuracy of work the record of this investigation promises to be more satisfactory than that of any preceding one.

At present the work of compiling the manufactures statistics is proceeding rapidly. The value of promptness in placing the results of this important inquiry in the hands of the public is fully appreciated, and every effort is being made to expedite the work. Already a large number of press summaries have been issued giving statistics for individual cities.

ELECTRICAL INDUSTRIES.

The compilation of the quinquennial census of electrical industries, relating to the year 1912, which covered central electric light and power stations, street and electric railways, telephones, telegraphs, and municipal electric fire-alarm and police-patrol signaling systems, was completed in August, 1914. The printing, proof reading, checking, and various other detail work in connection with printing, however, consumed so much time that the reports were not issued until April, 1915. Two volumes were published, the first relating to central electric light and power stations and street and electric railways and the second to the remaining subjects named.

WEALTH, DEBT, AND TAXATION.

This decennial inquiry, which related to the fiscal year 1913, was completed during the period covered by this report. The results were published in the form of eight separate bulletins and an abstract. The final copy was sent to the printer on March 15, 1915—less than a year and a half from the beginning of the office work and about a year from the commencement of the field canvass. This establishes a record for rapidity of work.

After the issuance of the entire series of bulletins, their contents were bound together in two volumes having a total of 1,642 pages. The subjects covered comprise the following: Estimated valuation of national wealth, 1850-1912; national and State indebtedness and funds and investments, 1870-1913; county and municipal indebted-

ness, 1913, 1902, and 1890, and sinking fund assets, 1913; taxation and revenue systems of State and local governments; assessed valuation of property and amounts and rates of levy, 1860-1912; national and State revenues and expenditures, 1913 and 1903, and public properties of States, 1913; county revenues, expenditures, and public properties, 1913; and municipal revenues, expenditures, and public properties, 1913.

The investigation relating to wealth, debt, and taxation is one of the most important made by the Census Bureau during "intercensal" years; and its results have attracted widespread attention, including much press comment.

FINANCIAL STATISTICS OF CITIES.

The preparation of Bulletin 126, presenting financial statistics of cities for the fiscal year 1913, was completed July 30, 1914, and the bulletin was issued in the following September.

The field work on the current investigation under this head, which relates to the latest fiscal period terminating prior to July 1, 1915, was begun early in the present calendar year and is being rapidly completed. It is proposed to have the results of this inquiry in the hands of the printer by December 15 or January 1—an advance of nearly a year as compared with most of the similar reports previously issued.

The cities covered by this investigation, of which there are 204, are those estimated to have over 30,000 inhabitants on the median dates of their fiscal years. The equivalent of about 4,000 days of field work for one employee is required to collect the statistics. As many of the data as possible are secured from printed reports of various cities, thus reducing the cost of field work considerably without impairing the accuracy of the figures obtained.

GENERAL STATISTICS OF CITIES.

This investigation, which relates to the latest fiscal period terminating prior to July 1, 1915, is carried on in connection with the collection of financial statistics of cities, and pertains to the same municipalities, namely, those having over 30,000 inhabitants. The current investigation covers (a) character of government—mayor and council or commission, annual salaries of principal officers, etc.; (b) police departments—organization, salaries, equipment, requirements for appointment, civil-service regulations, systems of retirement, pensions, etc.; (c) liquor licenses and taxes—number of saloons and annual licenses, disposition of receipts, regulations, results of elections on this subject, etc.; and (d) water-supply systems—equipment, description of system, purification process, earnings, rates to consumers, etc. Similar statistics were collected for the years 1902, 1903, 1905, 1907, and 1909, but, because of the pressure of the Thirteenth Census work, it was decided not to compile the reports for 1911 and 1913. The annual reports on financial statistics of cities, however, have carried a few statistics of a general character, and it is the purpose to make annual collections hereafter of general statistics on certain subjects for cities of over 30,000.

REPORT OF THE DIRECTOR OF THE CENSUS.

COTTON AND COTTONSEED.

During the year the Census Bureau gathered and published statistics relating to cotton ginned, to cotton consumed, imported, exported, and on hand, and active spindles, and to cottonseed and linters. As shown by the official report, the cotton crop of 1914 amounted to over 15,900,000 bales. This was the largest crop ever grown, and in view of the disturbed conditions in foreign countries its disposition was one of the most serious problems confronting the cotton market. Special importance was attached, therefore, to the census statistics relating to cotton.

Notwithstanding the unusual difficulties attending the movement of the crop of 1914, there was no delay in the collection and publication of the data. All of the reports were issued on dates corresponding with those on which they were published in preceding years.

Special attention is called to the consumption of linters for the manufacture of explosives. There is no definite provision of law for the collection of statistics in regard to linters, but the Bureau has acted on the theory that linters properly form a part of the cotton crop, and the data concerning them have been collected in connection with statistics relating to the quantity of cotton ginned. It would be of considerable assistance to the Bureau in carrying on this work if there were a special provision of law requiring the Director of the Census to collect statistics of the quantity of cottonseed crushed and linters obtained and of the distribution of linters. A recommendation to this effect is made on p. 22.

TOBACCO.

Under authority of an act of Congress approved April 30, 1912, the Bureau makes semiannual collections and publications of statistics of stocks of leaf tobacco held by manufacturers and dealers. The reports for the fiscal year 1915 related to October 1, 1914, and April 1, 1915, and were issued November 9, 1914, and May 5, 1915, respectively. The Bureau of Internal Revenue of the Treasury Department collects statistics on this subject, and it has recently made some changes in its methods of conducting this work so as to permit it to secure more promptly data concerning stocks of tobacco on fixed dates. The Bureau of Crop Estimates of the Department of Agriculture also collect statistics concerning tobacco, and the Bureau of Foreign and Domestic Commerce of the Department of Commerce has published reports in regard to the tobacco industry of the world. There will necessarily be considerable duplication in the work of the Census Bureau and that of the Bureau of Internal Revenue, and more or less confusion will arise because of the publication of statistical and other information concerning tobacco by the four bureaus referred to.

In order to avoid this duplication, to systematize the work, and to make it possible to publish an authoritative report concerning the production, consumption, and stocks of tobacco, an interdepartmental committee was appointed to consider the entire subject. This committee held several meetings and conferred with representatives of the Tobacco Association of the United States and the National Cigar Leaf Tobacco Association. The report of the committee, which is

given in full as Appendix II, included recommendations to the effect that the act of April 30, 1912, be repealed and that the Bureau of the Census discontinue the collection of statistics concerning tobacco, except such as are incident to the decennial census of agriculture and the quinquennial census of manufactures; that legislation be enacted providing for the collection and publication, by the Bureau of Internal Revenue, of statistics in regard to the principal types of tobacco held by dealers at the end of each quarter and by manufacturers at the end of each year; and that an annual report containing all the statistical information concerning tobacco collected by the several Federal bureaus be prepared by the Bureau of Crop Estimates.

I concur in these recommendations. (See p. 23.)

VITAL STATISTICS.

The annual report on mortality statistics for 1913 was completed and published early in the present calendar year. In this report there were included, for the first time, mortality statistics for the State of Virginia, which was added to the death-registration area for 1913.

The Index of Joint Causes of Death, intended for use of registrars of mortality statistics, showing the assignments to the preferred title of the international list of causes of death when two or more causes are simultaneously reported, was issued in August, 1914. This publication, an octavo volume of over 300 pages, was "printed as proof," in order to enlist constructive criticism from registrars and others concerned or interested in the recording, transcription, compilation, and publication of mortality data.

The work of preparing the annual report on mortality statistics for 1914 has been somewhat delayed by the sending of about 37,000 circular letters to attending physicians in cases in which the deaths were reported as due to cancer in order to ascertain whether the diagnoses were based on clinical findings or whether autopsies or surgical operations were performed. It is expected, however, that a considerable part of the time thus lost will be made up, and that the report will be ready for the printer by January 1, 1916, or very shortly thereafter.

The Census Bureau's reports relating to vital statistics are constantly being brought to a higher standard of usefulness. Separate statistics are now shown with reference to the white and colored races for all localities in the registration area in the south and for all cities in any part of the country having a colored population of 10,000 or over in 1910. In the report for 1914 data for deaths of nonresidents will be shown separately, so far as it is possible to do so, thus avoiding the injustice which is now done certain cities for which high death rates, due in considerable part to deaths of nonresidents, are shown. This is particularly the case with respect to cities having unusually healthful climates, by reason of which consumptives and other invalids are attracted thither, and with respect to cities as compared with rural localities, since an appreciable percentage of the deaths in city hospitals are of persons resident in near-by small towns and rural territory.

DEFECTIVE, DEPENDENT, AND DELINQUENT CLASSES.

The law establishing the permanent Census Bureau authorizes the collection decennially of statistics relating to defective, dependent, and delinquent classes. Under this authorization the Bureau has taken special censuses of the insane and feeble-minded in institutions, of paupers in almshouses, of prisoners and juvenile delinquents, and of the blind and the deaf. The work on the censuses of the insane, feeble-minded, and paupers has been completed, and the reports were published early this calendar year. A bulletin on the blind population of the United States was published in February, and more recently a brief bulletin or preliminary statement was issued regarding the census of the deaf. There remain still to be published in this series the complete or final reports on the blind and the deaf and on prisoners and juvenile delinquents. A bulletin giving statistical tables relating to prisoners and juvenile delinquents enumerated on January 1, 1910, has already been published, but the final report to be issued will be much more comprehensive, as it will include, and, in fact, will relate mainly to, offenders sentenced to prisons, jails, or reformatories in the course of the year as distinguished from those confined in such institutions on a given day. The statistics thus obtained, relating as they do to convictions occurring within a definite period, are beyond question more valuable and significant than those of the prison population on a particular date. The latter, considered as an index of criminality, not only do not relate to a definite period of time but distort the relative frequency of different crimes or offenses for the reason that the accumulation of prisoners sentenced for serious crimes and serving long-term sentences extends back for many years, while the minor or less serious misdemeanors as represented in the prison population are all of recent dates. The tabulation of the data for this report has already been completed. In this work the 493,934 persons sentenced to prisons, jails, workhouses, or reformatories in one year are classified according to offense for which committed (homicide, assault, larceny, vagrancy, etc.) and according to sentence (death, life, and years or months of imprisonment), and these facts are further tabulated in combination with the ages of the offenders and their nativity (country in which born), race (white or colored), illiteracy (whether able to read and write), and former occupations. The material thus obtained is of great interest in many ways. The statistics, it is true, can not be regarded as an index of criminality in the sense of showing the volume of crime committed—we have no statistics in this country that will show that—but they do show the amount of crime detected and punished, and they indicate the classes from which the prison population is recruited.

In publishing the data relative to the defective, dependent, and delinquent classes it has been the aim of the Bureau to make its reports something more than a collection of elaborate statistical tables or a mass of figures. The intention has been to present the statistics in such a way that their significance may be readily perceived and to bring out features of special interest by means of text discussion and analysis and summary tables. The reception accorded the publications already issued in this series, especially the reports relating to the insane and paupers and the bulletin on the blind,

encourages the Bureau to believe that it is meeting with a good degree of success in this undertaking.

As an incident to this work the Bureau is publishing a statistical directory of the State institutions for the care or custody of defective, dependent, and delinquent classes. This directory is described on p. 16 in the section relating to new work undertaken during the year and since its close.

NEGROES IN THE UNITED STATES, 1910.

In the last annual report of the Director of the Census reference was made to the plans for a special census report on Negroes in the United States. A bulletin on this subject was issued last April. It was a publication of about 200 pages, which was prepared in order to meet, without further delay, the demand for census statistics relative to the Negro, a demand which before could only be met by sending out several large volumes of census reports in which the statistics for Negroes were more or less buried in a mass of data relating to all classes of population. This bulletin has been a very popular publication, and already more than 12,000 copies have been distributed.

This bulletin, however, is to be followed by a more carefully prepared and complete report which will contain many additional data derived both from published census reports and from manuscript records in the Bureau. The statistics will be compiled and presented with a view to bringing out features of interest and throwing as much light as possible upon the conditions under which the Negroes live and the progress they have made during the past 60 years. The report will show, for the Negro population, growth, 1790-1910; geographical distribution; migration; dispersion and segregation; marriage and divorce; fecundity; intermixture with whites; mortality; educational progress; occupations; agricultural conditions; economic progress; religious affiliations; and criminality, insanity, and pauperism. This report should be a most useful publication and of great permanent statistical value. The Bureau anticipates a widespread demand for it.

INDIANS IN THE UNITED STATES, 1910.

The work on this report, which is based largely on data contained on the special Indian schedule used at the Thirteenth Census, was discontinued in February, 1912, because of the large reduction in the temporary Thirteenth Census force, and little more was done on the report until the close of April, 1914. A bulletin embodying the results of the work already done, however, was issued in June, 1913. The last section of the report was released for printing in October, 1914. There was considerable delay, however, in checking and proof reading, on account of the limited force of clerks available for this work. The report was finally issued on July 3, 1915.

This report covers twelve subjects, namely, population, stock and tribe, blood, sex, age, marital condition, school attendance, illiteracy, inability to speak English, occupations, fecundity and vitality, and Indians taxed and not taxed.

OCCUPATIONS.

Work was done in preparation of supplementary occupation statistics, showing certain details not brought out in the general report on occupations. This work, however, was suspended early in October, 1914, in order to advance the work on the census of manufactures, and has not since been resumed. The plans for future work on these statistics are discussed on page 18.

STATISTICAL ATLAS, 1914.

The Statistical Atlas, which is issued decennially, was prepared and the great bulk of the copy sent to the printer before the beginning of the fiscal year, but the printing, proof reading, checking, etc., took up so much time that it was not issued until January, 1915. The current edition is a quarto volume containing 99 pages of text and 503 plates carrying maps, charts, and diagrams presenting graphically the more important facts brought out by the various decennial and other census inquiries. It covers the subjects of population, agriculture, manufactures, mines and quarries, cotton production and consumption, financial statistics of cities, vital statistics, religious bodies, marriage and divorce, and insane in hospitals. The purpose of this volume is the presentation of the more significant data collected by the Bureau of the Census in such form that they may be readily grasped and understood by the nonstatistical reader.

OFFICIAL REGISTER OF THE UNITED STATES.

The Official Register of the United States is being prepared in accordance with the requirements of law and will be issued in December.

In this connection I again call attention to the need of a revision of the law relating to this publication. The preparation of the Official Register in its present form involves a considerable amount of work on the part of the executive departments, particularly those which have a large number of outlying services, especially in foreign countries or the dependencies of the United States. Furthermore, each edition of this publication relates to a date some five months earlier than that upon which it is issued, and is about two years and five months out of date by the time the next edition is published. Meanwhile appointments, resignations, transfers, promotions, and other changes in status are continually occurring throughout the Government service. The Official Register, as now published, consists principally of an alphabetical list of all officers and employees in the Federal civil service, exclusive of the Postal Service, together with commissioned officers of the Army, Navy, and Marine Corps, with brief data as to department and bureau or service in which employed, compensation; State or country of birth; congressional district, State, and county from which appointed; and place of employment. The information presented by departments, bureaus, and divisions is restricted to the names, positions, and salaries of the officials. The register is useful, therefore, only to show the superclerical organiza-

tion and personnel of each department or bureau and to serve as a book of reference in which may be found, under the name of each clerk or other employee, the above-mentioned facts as to location, compensation, etc., on the date to which the register relates. If it is desired to ascertain how many clerical positions at \$900, \$1,000, \$1,200, etc., there are in a given department or office, or the numbers of persons employed at various rates of compensation under lump-sum appropriations, or the present status of a particular individual, it is necessary to obtain the information elsewhere. The changes in status which occur in the Federal service in the course of two years are many thousands in number.

For these reasons I renew the recommendation in reference to the Official Register made by my predecessor in his annual reports for the fiscal years 1913 and 1914. (See p. 23.)

METHOD OF DISTRIBUTING THE BUREAU'S STATISTICS.

The usefulness of the statistical work done by the Census Bureau depends to a large extent upon the manner in which its results are disseminated. The easiest way, of course, would be to print the reports and let them remain in the Government Printing Office until they were asked for by persons interested in them. Another way would be to send them, without previous inquiry, to persons whose names were already on the department's mailing lists and also to members of statistical and other associations who might be presumed to have an interest in the subjects covered. The method employed by the Bureau, however, is to send each of the more important of its publications to persons by whom or in whose behalf the publication has been specifically requested and to persons whose names are on the departmental mailing lists and who, upon receipt of an inquiry from the department, express their desire for the particular publication in question. In these cases a printed or multigraphed mailing card with return card attached is used, so that all the recipient has to do is to detach the return portion of the card, sign his name, and mail it, no postage being required. It is assumed that any one who does not care to take this small amount of trouble would have little use for the report.

In some cases another method is employed. This consists in sending a multigraphed circular letter to members of associations, etc., who are presumed to have an interest in the subjects covered by the report. The letter gives a brief description of the report and requests the addressee to notify the Bureau in case he wishes to receive it. This plan was employed, with most gratifying results, in distributing the reports on electrical industries, the insane and feeble-minded, the blind population of the United States, and Indians in the United States. A large percentage of letters thus sent out elicit affirmative replies.

The bureau's periodical reports on cotton, of which 25 are issued annually, and its semiannual reports on tobacco are sent out in the form of mailing cards to vast numbers of growers, dealers, and manufacturers.

Press summaries.—The preparation and distribution of press summaries of the Bureau's reports and bulletins is a matter of no small

importance, since through this medium the census statistics are placed before millions of readers, whereas the reports and bulletins themselves reach only thousands. These summaries are carefully prepared, with the view of making them readable and easily comprehensible by nontechnical persons, and at the same time preserving absolute accuracy. They range from three-fourths of an ordinary newspaper column to a column or more in length, and most of them are given a very wide circulation. They are often printed in full, but when a paper can not spare sufficient space for the entire summary it usually omits certain paragraphs or parts of paragraphs and prints the remainder verbatim. In this way the danger of presenting garbled and misleading statements of census statistics, hastily prepared by newspaper men unfamiliar with the subjects covered, is practically eliminated.

INFORMATION FURNISHED BY CORRESPONDENCE.

An important branch of the Bureau's work is the furnishing of information by correspondence. Many thousands of requests for population data have been received and complied with since the Thirteenth Census was taken. A great many requests are also received for genealogical data and for transcripts of census records regarding ages of soldiers, to be used in connection with applications for pensions and increases of pensions.

WORK IN THE MACHINE SHOP.^a

A new-model tabulator head has been constructed in the machine shop. This machine in its present form has been in use for several weeks in the tabulation of mortality statistics and has operated in a very satisfactory manner. It presents a number of advantages as compared with the earlier model.

NEW WORK UNDERTAKEN DURING THE YEAR AND SINCE ITS CLOSE.

FINANCIAL STATISTICS OF STATES.^b

The collection of financial statistics of States, similar in scope to the financial statistics of cities which are gathered annually by the Bureau, was authorized by the Secretary of Commerce on June 20, 1915, and the work was immediately begun. The statistics cover (1) total and per capita receipts from revenues, in detail; (2) total and per capita payments for expenses, interest, and outlays, in detail; (3) assets and liabilities; and (4) total and assessed valuations of property subject to taxation, tax levies, methods of assessment, etc. The statistics will relate to the latest fiscal period terminating prior to July 1, 1915, and it is the purpose to have them ready for distribution in January, 1916.

This work was taken up at the request of many prominent associations, State officials, and accountants, and there is no question that the statistics obtained will be of great value, not only on their own account, but also in connection with those relating to municipalities of 30,000 or over.

^a See also p. 19.

^b See also p. 22.

LIFE OR MORTALITY TABLES.

An important piece of work now nearing completion is the preparation of a series of life, or mortality, tables, based on the population of 1900 and 1910, and the mortality statistics of 1900, 1901, and 1902, and of 1909, 1910, and 1911. These tables present data for various elements of the population—male and female, white, Negro, urban, rural, etc.—in the original registration States (Connecticut, Indiana, Maine, Massachusetts, Michigan, New Hampshire, New Jersey, New York, Rhode Island, Vermont, and the District of Columbia) as they existed in 1900, taken as a group. Certain of these States, ranking high in population, such as New York, Massachusetts, Michigan, Indiana, and New Jersey, as well as the cities of Boston, Chicago, New York, and Philadelphia, will also be represented individually. Among the results shown in the tables will be the death rate and expectation of life at each age. These tables are similar to those published by the European countries, and their preparation, which is under the charge of Prof. James W. Glover, of the University of Michigan, involves actuarial computation of an intricate character. This will be the first time that life tables of such an extensive nature have been published by any Federal or State bureau. It is expected that these tables will be ready for the printer by February 1, 1916.

MONOGRAPH ON CANCER.

A statistical monograph on cancer, relating to the calendar year 1914, is being compiled and will probably be ready for the printer by the close of the present calendar year. In addition to showing the number of deaths from cancer throughout the registration area and in each of its subdivisions, this monograph will present information of a more detailed character than that given in the Bureau's annual reports on mortality.

The American Public Health Association, which has always been active in cooperating with the Census Bureau in connection with its work on vital statistics, is especially interested in this bulletin. At the recent meeting of that association in Rochester, N. Y., held early in September, 1915, the section on vital statistics adopted the following resolution:

Whereas the American Public Health Association at its last annual meeting recommended the closest possible cooperation between the Bureau of the Census and the registration officials of the several States in order to improve the collection and publication of vital statistics in the United States; and

Whereas the Director of the Census, at the suggestion of students of the cancer problem, has recently undertaken with commendable interest and zeal the improvement of cancer mortality statistics and the publication of detailed tables in a special report thereon for the year 1914, which promises to be a notable contribution to the study of malignant disease, indicating that similar special tabulations of other diseases will be made in the future; and

Whereas certificates of death from cancer and other diseases are frequently so incomplete as to necessitate query letters to the medical attendant to obtain fuller details, and it is desirable to avoid delay and duplication of effort by coordinating the work of the Federal and State authorities in a uniform administrative plan which will insure the earliest possible receipt of accurate statements of causes of death and the prompt sending of a uniform query for fuller details when necessary; Therefore, be it

Resolved, That the section on vital statistics and the section of public health officials recommend that a committee of the American Public Health Association be appointed to confer with the Director of the Census relative to the appointment of appropriate

State officials as cooperating statisticians of the Bureau of the Census, who as Federal agents shall be empowered to use the franking privilege of the Federal Government for the sole purpose of obtaining necessary supplemental information on certificates of death in the fulfillment of Federal requirements, and further recommends that the Federal and State authorities cooperate in such other procedures as will contribute to the better registration of vital statistics in the United States.

DIRECTORY OF INSTITUTIONS.

The Bureau is publishing a statistical directory of State institutions for the care and custody of defective, dependent, and delinquent classes. This directory will show for each institution the number of inmates; cost of maintenance; number of officials, assistants, or employees; acreage of grounds or land; and other data, all of which have been supplied by the officials of the institutions and will be published with their knowledge and consent. It will show the cost of maintenance per inmate and the total cost of maintaining such institutions in each State computed as a per capita of the total population of the State and also as a ratio of the total wealth of the State.

INDEX TO OCCUPATIONS.

A revised occupation index was issued, showing in alphabetical order the 9,000 or more occupational designations covered by the work of the Thirteenth Census and classifying these occupational designations into the 428 occupations and occupation groups listed in the occupations report of that census. This index will be used by the Bureau of the Census, by other Federal and State bureaus, and by associations, societies, institutions, etc., which desire to classify occupations in conformity with the classification followed by the Census Bureau.

CENSUSES OF TULSA, OKLA., AND HAMTRAMCK, MICH.

A special census of Tulsa, Okla., was taken in April, 1915, by direction of the President, at the request of the Tulsa Commercial Club. The work was done by local enumerators under the supervision of an official of the Census Bureau, and the entire expense was met by the city. This census established a precedent, in that it was the first Federal enumeration of the population of a city, separately from that of the State in which located, ever made between decennial census years. A similar census of Hamtramck, Mich., was taken in June, 1915.

PLANS FOR FUTURE WORK.

RELIGIOUS BODIES.

Preparatory work on the decennial census of religious bodies, relating to the calendar year 1916, will be begun as soon as possible. A widespread interest in this census is already being manifested. At the conference of the committees of the Federal Council of the Churches of Christ in America, recently held at Atlantic City, N. J.,

the subject of a church census was discussed, representatives of the Bureau being present by invitation, and as a result of this discussion the conference adopted the following special finding:

It is the judgment of this conference that the administrative committee of the Federal Council should take up with the constituent bodies of the council, the various commissions of the council, and the organizations here represented the matter of making suggestions to the Bureau of the Census at Washington concerning information on religious subjects that might, if gathered in the religious census of 1916, prove valuable to the various religious agencies of the country.

Preparations for taking this census will be made as rapidly as possible, in order that there may be no delay when the time arrives to begin the actual canvass.

FOREST PRODUCTS.

The Bureau desires to take up again the annual collection of statistics of forest products, which was discontinued after the publication of the report for 1912, by reason of the absence of any specific provision of law authorizing the inquiry. These statistics were collected by the Census Bureau in cooperation with the Forest Service of the Department of Agriculture for the years 1907 to 1912, inclusive. The Forest Service thereupon undertook the task of collecting the statistics for 1913. Those for 1914 have been gathered in connection with the quinquennial census of manufactures, but in the absence of legislation it will be impossible for the Census Bureau to obtain them for 1915 or any subsequent year in which a census of manufactures is not taken.

These statistics are in great demand by large consumers of forest products and others interested in the conservation of natural resources. The Forest Service has requested the renewal of this annual work and has recommended legislation authorizing it. Under the head of "Legislation needed" (p. 22) I am making a similar recommendation.

MARRIAGE AND DIVORCE.

The first Federal investigation of marriage and divorce as a distinct subject was made in 1887 by the Department of Labor and covered the 20 years from 1867 to 1886, inclusive. The next was made 20 years later by the Bureau of the Census and covered the period from 1887 to 1906, inclusive. Each of these investigations was specifically authorized by Congress, but no provision was made for future inquiries relating to this highly important subject. No argument is needed to demonstrate the desirability of making this inquiry at regular intervals. Legislation is therefore recommended (see p. 22) authorizing the decennial collection of statistics of marriage and divorce, beginning in 1917. The period covered by the next inquiry would thus be 1907 to 1916, inclusive, making a total of 50 years—from 1867 to 1916, inclusive—for which these statistics would be available.

WATER TRANSPORTATION.

The next decennial census of water transportation will relate to 1916. The work of preparing schedules and organizing a field force will begin shortly before or immediately after the close of the current fiscal year.

MONOGRAPH ON TUBERCULOSIS.

A statistical monograph on tuberculosis, relating to the calendar year 1915, is to be prepared. This monograph, like that on cancer, will show, in addition to the number of deaths from tuberculosis in the registration area and in each of its subdivisions, various detailed statistics not given in the regular report on mortality.

SUPPLEMENTARY STUDIES OF OCCUPATION STATISTICS.

As stated under the heading "Occupations" (p. 12), some work has been done in the compilation of occupation statistics supplemental to those published in Volume IV of the Thirteenth Census reports. This work was begun in March, 1914, but was suspended early in October, 1914, and has not since been resumed. These statistics cover (a) a more detailed age classification, to be presented in connection with the classification by color or race, nativity, and parentage; (b) a tabulation by marital condition; (c) data as to unemployment, showing unemployment on census day (Apr. 15, 1910), and number of weeks unemployed during the year 1909; (d) status of worker—that is, whether an employer, working on own account, or a wage earner. So much work has already been done in the compilation of these data that it is deemed desirable to finish the undertaking. The Bureau is still receiving, even at this late date, many inquiries for statistics of this character from associations and individuals. Not only will such statistics have some considerable value in themselves, but they will furnish a basis for the compilation of data regarding child labor. Furthermore, these statistics, together with those already compiled and published, will provide a complete basis for comparison with the occupation statistics derived from the census of 1900, as well as with those which will be obtained at future censuses.

It is not the intention to take up this special study of Thirteenth Census statistics at the expense of delaying the tabulation of the current manufactures census, now under way; but it is deemed desirable to resume the occupation work in the near future if this can be done without hampering the Bureau in the performance of the duties devolved upon it by law and for the discharge of which its annual appropriations are made.

CHILD LABOR.

The Bureau desires, if the pressure of other work is not too great, to issue a bulletin on child labor, based on the occupation statistics of the Thirteenth Census. There were in 1910 about 2,000,000 children under 16 years of age who were employed in gainful occupations, and statistics showing the distribution of these children according to color and nativity in connection with age expressed in single years will be of great significance and value as a basis for legislation and child-welfare work.

CHILDREN BORN AND LIVING.

An important special tabulation which the Bureau of the Census is planning to make in the near future will show, for various race and nativity classes and age groups, for urban and rural localities, etc., the number of children borne by women enumerated at the last census and the number still living on the census date. Statistics of this character will throw much light on such subjects as the decline in the birth rate, fecundity of native as compared with foreign-born women, vitality of native stock as compared with foreign, infant and child mortality, etc.

MACHINE SHOP.

It will be necessary soon to begin the construction of new tabulating machinery and the remodeling and repair of machinery already on hand in order that the Bureau may be prepared to tabulate the results of the Fourteenth Census, to be taken in 1920. Although more than four years will elapse before this tabulation will commence, the amount of work to be done in constructing new machines and remodeling and repairing old ones is so great that it should be begun at an early date. A portion of the Bureau's tabulating equipment—namely, the sorting machines and automatic tabulating machines—has been brought to a high state of perfection. The number of sorting machines (17) is sufficient, but these machines require a thorough overhauling. Of the automatic tabulating machines, however, the Bureau will need 25 more. Several of these machines were used in tabulating the results of the Thirteenth Census, and their efficiency was thoroughly demonstrated. Four of them are now in use in tabulating mortality statistics, including one with the new-model head (p. 14), which has proved highly satisfactory. The automatic punching machines used at the last census must be not only overhauled but in some respects remodeled, in order to eliminate certain defects.

A very considerable increase in the force of the machine shop will be needed to take care of this extra work, but it is believed to be preferable to do the work at the Bureau rather than elsewhere, for the reason that an exact knowledge of what is required, coupled with direct supervision, must necessarily result in a better product.

The employment of the Bureau's own tabulating machinery in preference to renting such machinery from outside firms results in a material saving.

OFFICE ACCOMMODATIONS AND STORAGE SPACE.

Although the increase in the Bureau's office force incident to the next census of population will not take place until 1919, the tabulation of the manufactures census—a very large piece of work—is now under way, and several other very important investigations—the censuses of religious bodies and water transportation, as well as the inquiry relating to marriage and divorce, in case that is authorized by law—will begin in the near future. It becomes necessary, therefore, to give immediate and serious consideration to the matter of an increase in office accommodations.

More storage space is also needed. At present most of the Bureau's tabulating machinery is stored in the Department's stables; and the agricultural schedules for 1910, as well as a large number of records

and files, are stored in the Washington Light Infantry Armory Building, at the corner of Fifteenth and E Streets NW. While it is not necessary to consult these records and files frequently, reference is occasionally made to them. The population schedules, which form a portion of the Bureau's permanent records, are stored in the Commerce Building. All these schedules, excepting those for 1890 and 1910, are bound and are so arranged as to be readily accessible. About five-sixths of the 1890 schedules, although unbound, are properly filed, and the remainder are so arranged that a given schedule can be found in a comparatively short time. The 1910 schedules are in order, but not in convenient form for easy reference. These schedules are consulted frequently for the purpose of supplying information as to ages of pension applicants, genealogical data, etc. It is important, therefore, that they be readily accessible. All the space available for them is now occupied, leaving none for the schedules of the next census.

OFFICE FORCE.

The appropriation act for the fiscal year 1915 provided for 589 permanent officials and employees of the Census Bureau; the number provided by the act for 1916, under which the Bureau is now operating, is 569.

The Census Bureau is seriously handicapped in carrying on its work not only by reason of the inadequacy of its force at times, as during a quinquennial census of manufactures, but also because of its exceedingly low average salary scale. The percentage of the Bureau's force receiving more than \$1,200 per annum, as provided for by the appropriation act for the fiscal year 1916, is only 14.8. This percentage is hardly more than three-fifths as high as that for the other bureaus and offices of the Department of Commerce taken as a group (24), and is much lower than that for any other individual bureau or office of the Department.

With respect to other departments and bureaus, the latest figures in the possession of the Census Bureau relate to February, 1912, at which time the percentage for positions above \$1,200 in all the executive departments combined, exclusive of the Census Bureau, was 36.1. The corresponding percentage in the Census Bureau at the present time is only 14.8, or a little more than two-fifths of the February, 1912, percentage for the remainder of the departmental service. These percentages are based on the number of employees in the District of Columbia only. It is safe to say that in no other Federal bureau or office of equal or greater size is the salary scale for the official and clerical forces so low as in the Census Bureau.

During the past fiscal year the Bureau lost 34 clerks by transfer to other Government offices, one official and 15 clerks by resignation, and 2 officials and 4 clerks by death. Of the clerks transferred, 2 were receiving \$1,600 per annum; 3, \$1,400; 18, \$1,200; 2, \$1,000; and 9, \$900. Of these 34 clerks, 1, whose salary in the Census Bureau had been \$1,600, was transferred to an \$1,800 position; 2, receiving \$1,200 in the Census Bureau, were transferred to \$1,600 positions; 2, receiving \$1,200 in the Census Bureau, were transferred to \$1,400 positions; and 1, whose salary in the Census Bureau had been \$1,000, was transferred to a \$1,200 place. In three cases the salary paid the transferred

employee in his new position is not known to the Bureau. In the other 25 cases the employee was transferred at the salary he had been receiving, but in most, if not all, of these cases the prospects of promotion appeared brighter in the new position than in the Census Bureau.

Of the 16 persons who resigned, 1 was a chief statistician at \$3,000, 1 a clerk at \$1,400, 4 were clerks at \$1,200, 2 were clerks at \$1,000, and 8 were clerks at \$900. Of these 16 resignations, 7 were of men and 9 were of women. Although in many cases the Bureau has no official knowledge of the work in which these persons are at present engaged, it may be safely assumed that all or nearly all the men, and probably some of the women, have obtained more lucrative positions—or, at least, positions which offered better prospects of advancement—than those which they had at the Census Bureau. Of the 6 deaths, 2 were of chiefs of division at \$2,000, 3 of clerks at \$1,200, and 1 of a clerk at \$900.

It is impossible to lay too great stress on the injustice, both to the Bureau as an office and to its personnel as individuals, which results from this state of affairs. On the one hand, the Bureau has lost a considerable number of its experienced employees, and has thus become, to that extent, a training school for governmental bureaus and commercial institutions with more liberal salary scales. Many of these employees had become especially valuable and efficient as a result of their long service, and their places can not be adequately filled by the simple process of promotion or appointment. Months, and even years, of training will be necessary to fit their successors to discharge their duties with the desired degree of efficiency. On the other hand, the employees who remain are, in many cases, drawing far less pay than is given for comparable service in other bureaus in this and other departments. From the standpoint of the employees, this is unjust; and from the standpoint of the Bureau, it is a disadvantage, in that it tends to engender a spirit of discontent and indifference. Most employees will not develop their maximum possible efficiency when they believe themselves to be illtreated.

In addition to being handicapped by a low salary scale, the Census Bureau's statutory force is too small to handle the constantly increasing amount of work devolving upon it. Not only are new lines of work assigned to the Bureau from time to time by congressional enactment and by direction of the President or the Secretary of Commerce, but the amount of work represented by each of the old lines is constantly increasing with the growth of the country. Yet the Bureau's statutory force for the fiscal year 1916 numbers only 569, whereas 10 years ago, in the fiscal year 1906, it had 691 statutory employees. At that time, as at the present, the Bureau was busily engaged in taking and tabulating a census of manufactures. Since the fiscal year 1906, however, two new lines of work—the biennial compilation of the Official Register of the United States and the semi-annual collection and publication of tobacco statistics—have been assigned by Congress to the Census Bureau. Furthermore, as just stated, the work of carrying on the original investigations, such as the censuses of population, manufactures, agriculture, etc., is materially greater than it was 10 years ago, by reason of the increases in population and industry which have taken place during the past decade. Fortunately, the Census Bureau has been able, through improve-

ments in organization and methods, to neutralize in part the disadvantage under which it labors in respect to the size of its force. The difficulty is, nevertheless, a grave one, and its seriousness is steadily increasing.

In its estimates for appropriations for the fiscal year 1917 the Bureau has not asked for an increase in its force or in its total appropriation for salaries, although both are sorely needed. It has, however, recommended a change in the distribution of the amount appropriated so as to provide a greater number of places at \$2,000, \$1,800, \$1,600, \$1,400, \$1,000, and \$900, and a smaller number at \$1,200. The present \$1,200 class is inordinately large in comparison with the others. In fact, the line between this and the \$1,400 class constitutes a sort of "dead line" which a great many of the Bureau's employees have little or no hope of passing. The present and proposed classifications are shown in Appendix III. Under the proposed plan, if it is put into effect, it will be necessary to make a number of reductions from \$1,200 to \$1,000 and from \$1,000 to \$900 on July 1, 1916. The Bureau will, however, prepare for the change by making temporary instead of permanent promotions to vacancies occurring in the \$1,200 and \$1,000 classes before the close of the present fiscal year. The persons so promoted will then accept reduction on July 1 as a matter of course. Others will have to be reduced also, but these will be restored to their former salaries at the earliest opportunity. A total of 45 promotions of \$200 per annum will be provided for by this plan, and they can not fail to have an immediate and regenerative effect on the Bureau's personnel. While, as has already been pointed out, the present force is too small, a still more serious handicap is the tendency of the officials and clerks to leave for more profitable employment elsewhere; and this tendency will be materially checked by the adoption of the plan described.

The nature and distribution of the Bureau's office and field force on September 30, 1915, are shown in Appendix IV.

LEGISLATION NEEDED.

MARRIAGE AND DIVORCE.^a

The decennial collection of statistics of marriage and divorce should be authorized.

FOREST PRODUCTS.^a

The annual collection of statistics of forest products should be provided for by law.

STATE FINANCE.^b

The annual collection of statistics of State finance should be authorized by appropriate legislation.

COTTONSEED AND COTTONSEED PRODUCTS.^c

The collection of statistics of cottonseed and cottonseed products at intervals during the ginning and crushing season should also be authorized. A bill for the collection of such statistics was introduced in the Sixty-third Congress.

^a See also p. 17.

^b See also p. 14.

^c See also p. 8.

OFFICIAL REGISTER OF THE UNITED STATES.

For the reasons stated on pages 12 and 13, I renew the following recommendation of changes in the scope of the Official Register, made by my predecessor in his annual reports for the fiscal years 1913 and 1914:

The enactment of legislation authorizing—

(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 Coast Guard. (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 Coast Guard) 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.

The proposed plan, if adopted, will result in very material saving to the Government, will at the same time 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) in such form that the Bureau of the Census, by the aid of its tabulating machinery, can quickly and accurately compile statistics relative to Federal employees when called upon to do so by the President or by Congress.

STATISTICAL COMPILATIONS FOR STATE OFFICIALS AND PRIVATE INDIVIDUALS.

Express, rather than implied, authority should be given the Director of the Census to furnish transcripts of tables and other records and to prepare special statistical compilations for State officers and private individuals, and the provision should be so drawn as to make the amounts received for work thus done for outside parties actually serviceable to the Bureau, instead of only nominally so, as at present. The authority under which the Bureau now performs this work is found in section 32 of the Thirteenth Census Act.

TOBACCO STATISTICS.^a

The act of April 30, 1912, providing for the collection of statistics of stocks of leaf tobacco in the hands of manufacturers and dealers on April 1 and October 1 of each year should be repealed and legislation should be enacted authorizing the Bureau of Internal Revenue of

^a See also p. 8.

the Treasury Department to collect statistics in regard to the principal types of tobacco held by dealers and manufacturers.

EXPRESS BUSINESS.

The requirement of the decennial collection of statistics relating to the business of express companies, now contained in the act of June 7, 1906, should be repealed. Annual statistics of this character are collected and published by the Interstate Commerce Commission, and the decennial conduct of a similar investigation by the Census Bureau is wholly unnecessary.

APPROPRIATIONS AND EXPENDITURES.

FINANCIAL STATEMENT, FISCAL YEAR 1915.

In Appendix V is presented a financial statement for the Bureau of the Census, covering the fiscal year ended June 30, 1915.

APPROPRIATIONS, FISCAL YEAR 1916.

The appropriations for the fiscal year 1916 amounted to \$1,198,740. The appropriation for salaries was decreased from \$690,846.67 to \$674,740 because of the transfer of 7 clerical and 13 subclerical positions to the roll of the Department of Commerce.

The item for tabulating machines remained unchanged, at \$12,000.

The appropriation for collecting statistics was reduced from \$835,000 to \$512,000, of which amount \$150,000 was made immediately available for the completion of the manufactures canvass.

The item for the purchase of books and periodicals was discontinued, all expenses connected with the library now being paid from the appropriation for the Department of Commerce.

Respectfully,

SAM. L. ROGERS,
Director of the Census.

To Hon. WILLIAM C. REDFIELD,
Secretary of Commerce.

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APPENDIXES.

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APPENDIX I.

PUBLICATIONS ISSUED.^a

JULY 1, 1914, TO JUNE 30, 1915.

Class and title.	Date issued.	Pages.	Edition.
Bound volumes:			
Occupation statistics, 1910 (Vol. IV, Thirteenth Census reports) (quarto).....	July 7, 1914	615	6,000
Insane and feeble-minded, 1910 (quarto).....	Jan. 8, 1915	217	6,000
Paupers in almshouses, 1910 (quarto).....	Mar. 10, 1915	141	5,000
Central electric light and power stations and street and electric railways, 1912 (quarto).....	Apr. 13, 1915	440	6,500
Telephones and telegraphs and municipal electric fire-alarm and police-patrol signaling systems, 1912 (quarto).....	Apr. 17, 1915	208	5,500
Statistical Atlas of the United States, 1914 (quarto).....	Jan. 7, 1915	642	7,500
Summary of State laws relating to dependent classes, 1913 (octavo).....	Dec. 17, 1914	346	6,000
Mortality statistics, 1913 (quarto).....	Feb. 18, 1915	631	6,000
Index of joint causes of death (octavo).....	Aug. 27, 1914	308	1,000
Total.....		3,548	49,500
Unbound quarto bulletins:			
Thirteenth Census (unnumbered)—			
Age of farmers, by color of operator, character of tenure, and size of farm.....	Aug. 13, 1914	35	5,000
Occupation statistics (abstract of full report).....	Aug. 14, 1914	107	3,000
Occupation statistics—Cities of 100,000 inhabitants or more (reprint of Table III from full report).....	July 21, 1914	57	1,000
Occupation statistics—Cities of 25,000 to 100,000 inhabitants (reprint of Table IV from full report).....do.....	85	1,000
Occupation statistics—Alaska, Hawaii, and Porto Rico (reprint of Tables V and IX from full report).....	July 10, 1914	18	500
Wealth, debt, and taxation (unnumbered)—			
Abstract of special bulletins, 1913.....	Feb. 24, 1915	63	20,000
National and State indebtedness and funds and investments, 1870-1913.....	July 10, 1914	203	6,000
Taxation and revenue systems of State and local governments. National and State revenues and expenditures, 1913 and 1903; and public properties of States, 1913.....	Oct. 30, 1914	275	18,000
County and municipal indebtedness, 1913, 1903, and 1890, and sinking fund assets, 1913.....	Dec. 17, 1914	44	5,000
County revenues, expenditures, and public properties, 1913.....	Apr. 10, 1915	228	9,000
Assessed valuation of property and amounts and rates of levy, 1860-1912.....	Apr. 20, 1915	388	5,000
Municipal revenues, expenditures, and public properties, 1913.....do.....	176	10,000
Estimated valuation of national wealth, 1880-1912.....	May 1, 1915	378	7,000
Annual and decennial (numbered)—	May 22, 1915	20	10,000
Bulletin 125. Cotton production, 1913.....	July 23, 1914	79	60,000
Bulletin 126. Financial statistics of cities, 1913.....	Sept. 14, 1914	73	8,000
Bulletin 127. Chinese and Japanese in the United States, 1910.....	Nov. 5, 1914	50	5,500
Bulletin 128. Supply and distribution of cotton for the year ending Aug. 31, 1914.....	Dec. 17, 1914	30	60,000
Bulletin 129. Negroes in the United States, 1910.....	Apr. 23, 1915	207	15,000
Bulletin 130. The blind population of the United States, 1910.....	June 24, 1915	52	7,000
Total.....		2,518	256,000
Miscellaneous publications:			
Index to occupations, alphabetical and classified (octavo).....	May 28, 1915	414	725
The Story of the Census, 1790-1915 (octavo).....	Apr. 6, 1915	36	20,000
List of publications—Circular of information, No. 2 (octavo).....	Oct. 28, 1914	91	5,000
Annual report of the Director of the Census to the Secretary of Commerce, fiscal year 1914 (octavo).....	Oct. 31, 1914	29	2,000
25 reports, in card form, relating to cotton and cottonseed.....	July 14, 1914 June 14, 1915	25	1,000,000
2 reports, in card form, relating to stocks of leaf tobacco.....	Nov. 9, 1914 May 5, 1915	2	47,500
Total.....		597	1,075,225
Grand total.....		6,663	1,380,725

^a In addition to the publications listed, the Bureau has issued during the fiscal year and since its close a large number of press summaries of its reports and bulletins. (See p. 13.)

Publications issued—Continued.

JULY 1, 1915, TO SEPTEMBER 30, 1915.

Class and title.	Date issued.	Pages.	Edition.
Bound volumes (quarto):			
Indians in the United States, 1910.....	July 3, 1915	285	5,000
Wealth, debt, and taxation, 1913—Vol. I.....	July 9, 1915	886	2,500
Wealth, debt, and taxation, 1913—Vol. II.....	July 20, 1915	756	2,500
Total.....		1,927	10,000
Unbound bulletins and pamphlets:			
Leaf tobacco held by manufacturers and dealers, Apr. 1, 1915 (octavo).....	July 1, 1915	22	12,500
Special census of the population of Tulsa, Okla., taken Apr. 15, 1915 (octavo).....	Aug. 3, 1915	15	2,000
Advance tables of cotton ginned from the crop of 1914 (quarto)...	July 10, 1915	30	42,500
Census of the deaf and dumb (quarto).....	Sept. 3, 1915	8	2,500
Total.....		75	59,500
Grand total.....		2,002	69,500

APPENDIX II.^a

REPORT OF THE INTERDEPARTMENTAL COMMITTEE.

We have examined the reports issued by the Federal Government which contain statistics and other information in regard to the growth, harvesting, warehousing, manufacturing, exports, and imports of tobacco, also the reports which contain information in regard to the tobacco industry of the world.

We have conferred with representative committees of the Tobacco Association of the United States and of the National Cigar Leaf Tobacco Association, who made recommendations for the improvement of the statistical reports concerning tobacco now being published by the Federal Government.

We have examined the laws authorizing the collection of statistical and other information concerning tobacco. The statistics being compiled by the Bureau of the Census, of the Department of Commerce, in compliance with the act of Congress approved April 30, 1912, are incomplete and, to a certain degree, misleading because they do not relate to the tobacco held by all dealers and manufacturers or by the original growers. These statistics are supposed to represent the stocks of tobacco held April 1 and October 1 of each year—the stocks being distributed by the principal types. The Bureau of Internal Revenue, of the Treasury Department, collects quarterly complete statistics of the stocks held by dealers in leaf tobacco. The work of the Bureaus of the Census and Internal Revenue, therefore, in so far as it relates to the total stocks of tobacco, is a duplication, and the incomplete statistics compiled by the Bureau of the Census can not agree with the complete report of the Bureau of Internal Revenue; therefore the publication of the two totals, both of which purport to show stocks of tobacco, is misleading to the public and necessarily will result in adverse criticism of the statistical reports of the Federal Government.

We find that the Treasury Department and the Departments of Agriculture and Commerce publish reports containing statistical and other information in regard to the tobacco industry. These reports, in some instances, are issued at fixed times and relate to definite periods. Some of them, however, are issued to meet what is supposed to be a demand for information concerning certain phases of the tobacco industry and are issued at such times as they can be most conveniently prepared. The information contained in these reports is, to a certain extent, a reproduction of the data contained in other Government reports.

After considering all of these matters, the committee make the following recommendations:

First. That the act of Congress approved April 30, 1912, be repealed and that the Bureau of the Census discontinue the collection of statistics concerning tobacco, except such as are incidental to the decennial census of agriculture and the quinquennial census of manufactures.

^a See p. 8.

Second. That arrangements be made by the enactment of additional legislation for the Bureau of Internal Revenue, of the Treasury Department, to so extend the statistics collected by it as to secure data in regard to the principal types of tobacco held by dealers at the end of each quarter and by manufacturers at the end of each year; also that the Bureau of Internal Revenue arrange to publish this information as quickly as possible after it has been secured.

Third. That an annual report be prepared by the Bureau of Crop Estimates, of the Department of Agriculture, which shall contain in quite elaborate form all of the statistical information concerning tobacco collected by the several bureaus of the Federal Government.

APPENDIX III.

PROPOSED CHANGE IN DISTRIBUTION OF APPROPRIATION FOR SALARIES.

Grade.	Office force, 1916.			Estimates, 1917.		
	Number.	Salary.	Amount.	Number.	Salary.	Amount.
Director.....	1	\$6,000	\$6,000	1	\$6,000	\$6,000
Chief statisticians.....	4	3,000	12,000	4	3,000	12,000
Chief clerk.....	1	2,500	2,500	1	2,500	2,500
Geographer.....	1	2,000	2,000	1	2,000	2,000
Stenographer.....	1	1,500	1,500	1	1,500	1,500
Expert chiefs of division.....	8	2,000	16,000	10	2,000	20,000
Clerks.....	11	1,800	19,800	15	1,800	27,000
Clerks.....	20	1,600	32,000	27	1,600	43,200
Clerks.....	37	1,400	51,800	48	1,400	67,200
Clerks.....	300	1,200	360,000	236	1,200	283,200
Clerks.....	83	1,000	83,000	113	1,000	113,000
Clerks.....	82	900	73,800	92	900	82,800
Clerks.....	3	900	2,700	3	900	2,700
Skilled laborers.....	2	720	1,440	2	720	1,440
Skilled laborers.....	3	840	2,520	3	840	2,520
Messengers.....	5	720	3,600	5	720	3,600
Assistant messengers.....	3	720	2,160	3	720	2,160
Unskilled laborers.....	4	480	1,920	4	480	1,920
Messenger boys.....						
Total.....	509		674,740	509		674,740

APPENDIX IV.

STATEMENT SHOWING NATURE AND DISTRIBUTION OF OFFICE AND FIELD FORCE, SEPTEMBER 30, 1915.

OFFICIALS.

Director.....	SAM. L. ROGERS.
Chief clerk.....	WILLIAM L. AUSTIN.
Chief statisticians:	
Population.....	WILLIAM C. HUNT.
Statistics of cities.....	STARKE M. GROGAN.
Manufactures.....	WILLIAM M. STEUART.
Vital statistics.....	RICHARD C. LAPPIN.
Expert special agent in charge of revision and results.....	JOSEPH A. HILL.
Geographer.....	CHARLES S. SLOANE.
Expert chiefs of division:	
Administrative.....	EUGENE F. HARTLEY.
Population.....	WILLIAM H. JARVIS.
Statistics of cities.....	EDWARD W. KOCH.
Manufactures.....	ARTHUR J. HIRSCH.
Vital statistics.....	FRANK L. SANFORD.
Revision and results.....	GEORGE E. OLLER.
Chief, mechanical laboratory.....	GEORGE H. VAN BUREN.
	HARRY H. PIERCE.
	E. M. LABOITEAUX.

CLERICAL FORCE.

Stenographer, \$1,500.....	1	Clerks:	
Clerks:		\$1,000.....	83
Class 4.....	11	\$900.....	82
Class 3.....	20		
Class 2.....	37	Total.....	534
Class 1.....	300		

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SUBCLERICAL FORCE.

Skilled laborers:		Assistant messengers, \$720.....	5
\$900.....	3	Messenger boys, \$480.....	4
\$720.....	2		
Unskilled laborers, \$720.....	3	Total.....	20
Messengers, \$840.....	3		

MECHANICAL LABORATORY FORCE.

Expert, \$1,600.....	1	Electrician, \$1,200.....	1
Electrical expert, \$1,600.....	1	General mechanic, \$1,000.....	1
Mechanical expert, \$1,400.....	1		
Mechanician, \$1,400.....	1	Total.....	6

SPECIAL-AGENT FORCE.

Expert agents for general field work, etc.....	22
Temporary agents for census of manufactures.....	141
Total.....	163

SUMMARY OF CENSUS FORCE.

Officials.....	17	Special agents (general force).....	22
Clerical.....	534	Special agents (temporary force).....	141
Subclerical.....	20		
Machine shop.....	6	Total.....	740
Special agents to collect statistics of cotton.....			740

APPENDIX V.

FINANCIAL STATEMENT, FISCAL YEAR 1915.

Administrative:			
Salaries for administrative places.....	\$39,294.12		
Salaries for division of correspondence and mail.....	16,457.34		
Salaries for labor force.....	4,303.16		
Stationery.....	9,855.19		
Miscellaneous expenses.....	5,511.77		
Books and periodicals.....	500.00		
		\$75,981.53	
Machine shop:			
Salaries.....	11,711.11		
Materials, supplies, etc.....	165.47		
		11,876.58	
Population division:			
Supervision.....	7,322.21		
Occupations.....	17,209.02		
Miscellaneous.....	9,149.14		
		33,680.37	
Manufactures division:			
Supervision.....	9,675.30		
Quinquennial census of manufactures.....	743,511.04		
Cotton statistics.....	256,983.37		
Tobacco statistics.....	11,695.40		
Electrical industries, completion of.....	2,879.42		
		1,024,744.53	
Division of vital statistics:			
Supervision.....	3,885.55		
Mortality statistics.....	85,250.21		
Life tables.....	8,417.35		
		97,559.11	
Division of statistics of cities:			
Supervision.....	9,566.30		
Financial and general statistics.....	21,809.24		
Wealth, debt, and taxation, completion of.....	129,166.26		
Miscellaneous.....	533.53		
		161,075.33	
Division of revision and results:			
Supervision.....	7,280.54		
Publications.....	6,355.04		
Dependent, defective, and delinquent classes.....	22,512.66		
Negroes in the United States.....	10,499.22		
Chinese and Japanese.....	233.34		
Official Register.....	126.66		
		47,007.46	
Geographer's division: Salaries.....		19,010.15	
Salaries of employees detailed to Department of Commerce.....		19,812.38	
Grand total.....		1,400,747.46	

REPORT OF THE DIRECTOR OF THE CENSUS.

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Title of appropriation.	Appropriation.	Expenditure.
Salaries, Bureau of the Census, 1915.....	\$690,846.87	\$674,249.93
Collecting statistics, Bureau of the Census, 1915.....	835,000.00	738,754.02
Tabulating machines, Bureau of the Census, 1915.....	12,000.00	11,876.53
Purchase of books of reference and periodicals, Bureau of the Census, 1915.....	500.00	500.00
Printing and binding ^a	122,302.82	122,302.82
Contingent expenses ^a	15,366.93	15,366.93
Total.....	1,676,016.42	1,613,050.28

^a Paid from appropriation for Department of Commerce; no separate appropriation for Bureau of the Census.