

CHAPTER VIII

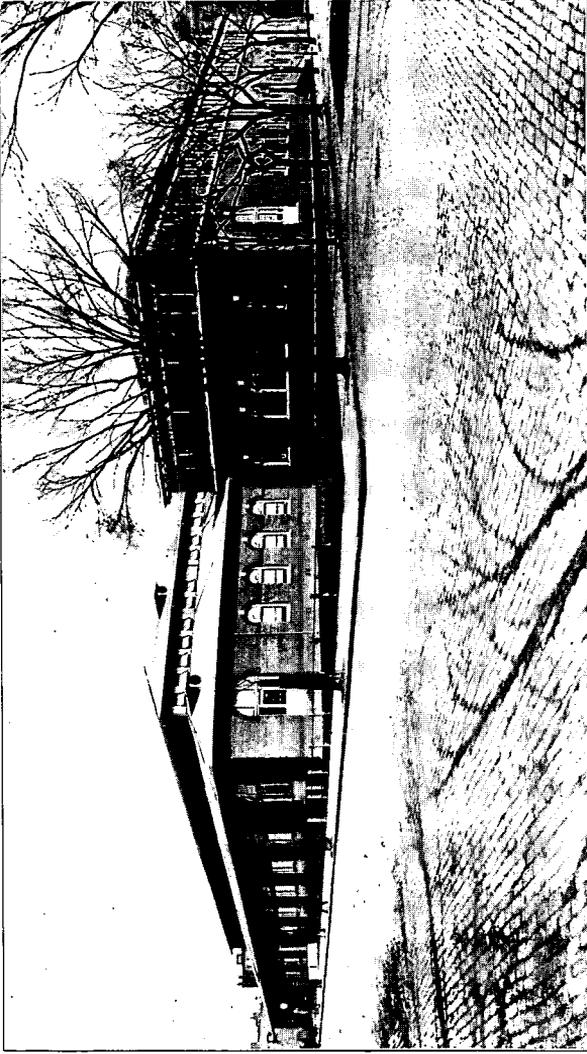
BUREAU OF THE CENSUS

Before the adoption of the Constitution, which provided for a decennial enumeration on which to base representation and direct taxation, estimates of the colonial population had been purely conjectural. The first enumeration after the establishment of our present form of government, was under the act of March 1, 1790, which provided that it should be taken by United States marshals, who were to make returns to the President. The agency of United States marshals was used until the census of 1880. Beginning with the second enumeration (1800), the Secretary of State had general supervision, until the establishment of the Department of the Interior (1849), when the Census Office was placed under that Department to remain until it was transferred by the act approved February 14, 1903, to the Department of Commerce and Labor, from and after July 1, 1903. By order of the Secretary, July 1, 1903, the name "Bureau of the Census" was adopted.

In January, 1800, two learned societies memorialized Congress to enlarge the scope of census inquiry, and in the third enumeration (1810), Congress provided for the collection by the marshals of certain industrial statistics upon schedules prepared by the Secretary of the Treasury. In this enumeration "an actual inquiry at every dwelling house" was prescribed.

The fourth enumeration (1820) included a limited number of industrial and occupation statistics. The fifth enumeration (1830) related to population only, and for the first time uniform printed schedules were used. The Sixth Census (1840) extended its inquiries to occupations of the people and included industrial and commercial statistics. The census of 1840 marks the beginning of an effort to make the decennial enumeration the instrument for ascertaining something beyond the mere number of persons of each sex and the various ages of the population. Prior to that nothing had been done systematically to show the growth and development of the country's industries and resources. The Interior Department took up the supervision of the census in 1849, the first one to be taken under its direction being the Seventh (1850): This census was taken on six schedules—(1) free inhabitants, (2) slave inhabitants, (3) mortality, (4) productions of agri-

Organization of Department of Commerce and Labor



BUREAU OF THE CENSUS

culture, (5) products of industry, and (6) social statistics. This radical amplification of statistics marks an epoch in the history of census taking in the United States. This was the first census to be taken under a Superintending clerk.

In 1857 Congress provided for a census of Minnesota prior to its admission as a State.

The act of May 23, 1850, under which the Seventh Census was taken was the law under which the Eighth (1860) and Ninth (1870) Censuses were taken. The work of the Eighth Census was completed under the Commissioner of the General Land Office. Tallying machines were first used in the Ninth Census (1870).

In 1869 and 1870 a special committee of Congress investigated in detail census needs, and the report of its chairman, General Garfield, formed the groundwork of the Tenth Census. An unsuccessful effort to establish a quinquennial census was made in 1875. The Superintendent of Census was first appointed by the President, by and with the advice and consent of the Senate, in the Tenth Census (1880), this official having theretofore been a superintending clerk, appointed by the Secretary of the Interior, under the law of 1850. In this census (1880) the services of United States marshals were dispensed with, and supervisors of census were appointed by the President and confirmed by the Senate, while the supervisors, in turn, nominated enumerators in their respective districts. Provision was made in the census act of 1880 for an interdecennial census, in 1885, by any State or Territory, the Federal Government to bear a portion of the expense. Three States and two Territories availed themselves of this opportunity.

The census of 1880, in the variety of its investigation and in completeness of detail, marks the beginning of the third era in census taking in this country. The enumerations prior to the law of 1850 had in effect amounted to nothing more than a count of the population, though some advance along the line of industrial statistics had been made. The three censuses taken under the law of 1850, although decided improvements over the earlier enumerations, were deficient in many respects. The census of 1880, by its change in the methods of supervising and collecting data, and the employment of experts in making special investigations, enabled the nation to know more accurately the facts concerning its population, wealth, industries, and varied resources.

The census of 1890 was taken along the same comprehensive lines as the preceding census. It was not intended originally to follow the plan of the Tenth Census, but the law of March 1, 1889, under which the Eleventh Census was taken, supplemented by later legislation requiring information as to "farms, homes, and mortgages," resulted practically in as many different subjects of inquiry, and as many vol-

umes constituting the final report. The work of the census was assigned to twenty-five divisions, each devoted to some special branch or feature. An electrical system of tabulation was used for the first time in compiling the statistics relating to population and mortality, and to crime, pauperism, and benevolence. The work was completed by the Commissioner of Labor, by direction of Congress.

The census of 1900 was taken under the act of March 3, 1899, by which the Director of the Census was given entire control of the work, including the appointment of the statisticians, clerks, and other employees of the Census Office. The decennial work was limited to inquiries relating to population, mortality, agriculture, and manufactures, but provision was made for the collection of statistics relating to various special subjects after the completion of the decennial work. This division of the work constituted a radical departure from the course pursued at the two preceding censuses, at which the effort was made to carry on, practically simultaneously, the work relating to twenty or more distinct subjects of investigation. The general reports of the Twelfth Census, comprised in ten quarto volumes, were published, in conformity with the requirements of the census act, on or before July 1, 1902, or within two years from the date set for the legal termination of the enumeration work. The system of electrical tabulation was again employed in the work of the Twelfth Census, after a competitive test, and was utilized to advantage in the tabulation of the statistics of population, mortality, and agriculture.

The necessity for the establishment of a permanent statistical bureau to which the work of the decennial census might also be intrusted, was recognized, indirectly at least, as early as 1845, and beginning with 1860 recommendations for the establishment of a national bureau of statistics were embodied in the annual reports of the Secretary of the Interior up to and including the year 1865.

Similar suggestions were made after that date for the establishment of a central bureau of statistics at Washington, but no direct action toward providing for a permanent census office, as such, was taken by Congress until February 16, 1891, when the Senate directed the Secretary of the Interior to consider and report on the expediency of the establishment of a permanent census bureau. No final action in the matter was taken by Congress, however, and nothing more was done until March 19, 1896, when the Commissioner of Labor was directed to report to the Congress for its consideration, as soon as practicable, a plan for a permanent census service. The Commissioner of Labor, under date of December 7, 1896, reported, as thus directed, a tentative organic administrative act by which an independent census office was to be established, leaving the details of the Twelfth and subsequent censuses to the officers having them, respectively, in charge. Nothing came of this effort, however, and no provision was made for a

permanent census office until the passage of the act of March 6, 1902. This act, under which the permanent Census Office was organized July 1, 1902, provides, in addition to the collection of statistics of population, mortality, agriculture, and manufactures at the decennial period, for (a) the collection decennially of statistics relating to special classes, including the insane, feeble-minded, deaf, dumb, and blind; to crime, pauperism, and benevolence, including prisoners, paupers, juvenile delinquents, and inmates of benevolent and reformatory institutions; to social statistics of cities; to public indebtedness, valuation, taxation, and expenditures; to religious bodies; to electric light and power, telephone, and telegraph business; to transportation by water, express business, and street railways; to mines, mining, quarries, and minerals; (b) the collection annually of statistics of births and deaths in registration areas; and of the statistics of cotton production of the country as returned by the ginneries; (c) the collection in 1905, and every ten years thereafter, of the statistics of manufactures under the factory system; and (d) the collection from time to time of additional statistics relating to agriculture, manufactures, mining, transportation, fisheries, or any other branch of industry that may be required by Congress.

Superintendents and Directors of the Census with dates of service.

	From—	To—
<i>Superintending clerk.</i>		
Joseph C. G. Kennedy	May 31, 1850	Mar. 18, 1853
James D. B. De Bow	Mar. 18, 1853	Dec. 31, 1854
Do	1855 ^a	
Joseph C. G. Kennedy	July 1, 1858 ^b	May 31, 1860
Do	June 1, 1860	May 31, 1865
Francis A. Walker	Feb. 7, 1870	Nov. 21, 1871
<i>Superintendent.</i>		
Francis A. Walker	Apr. 1, 1879	Nov. 3, 1881
Charles W. Scaton	Nov. 4, 1881	Mar. 3, 1885
Robert P. Porter	Apr. 17, 1889	July 31, 1893
<i>Commissioner of Labor in charge Eleventh Census.</i>		
Carroll D. Wright	Oct. 5, 1893	Oct. 5, 1897
<i>Director.</i>		
William R. Merriam	Mar. 7, 1899	June 8, 1903
S. N. D. North	June 9, 1903	

^a To prepare report on mortality.

^b To prepare digest of manufactures.

LAW PERTAINING TO THE BUREAU OF THE CENSUS

[As modified by act of February 14, 1903.]

The actual enumeration shall be made within three years after the first meeting of the Congress of the United States, and within every subsequent term of ten years, in such manner as they [Congress] shall by law direct.

Constitution.
Art. I, Sec. 2.

Bureau of the
Census made
permanent.
March 6, 1902.
(32 Stat., 51.)
Sec. 1.

The Census Office temporarily established in the Department of the Interior in accordance with an Act entitled "An Act to provide for taking the Twelfth and subsequent censuses," approved March third, eighteen hundred and ninety-nine, is hereby made a permanent office.

Twelfth Cen-
sus ends.
P e r m a n e n t
Census Bureau.
Sec. 2.

The work pertaining to the Twelfth Census shall be carried on by the Census Office under the existing organization until the first day of July, nineteen hundred and two, when the permanent Census Office herein provided for shall be organized by the Director of the Census.

Director.
Sec. 3.

The permanent Census Office shall be in charge of a Director of the Census, appointed by the President, by and with the advice and consent of the Senate, who shall receive an annual salary of six thousand dollars. It shall be his duty to superintend and direct the taking of the Thirteenth and subsequent censuses of the United States and to perform such other duties as may be imposed upon him by law.

Organization.
Sec. 4.

There shall be in the Census Office, to be appointed by the Director thereof, with the approval of the head of the Department to which the said Census Office is attached,

Chief statisti-
cians.

four chief statisticians, who shall be persons of known and tried experience in statistical work, at an annual salary of

Chief clerk.

two thousand five hundred dollars each; a chief clerk, at an annual salary of two thousand five hundred dollars,

Acting direct-
or, when
Disbursing
clerk.

who, in the absence of the Director, shall serve as acting director; a disbursing clerk, who shall also act as appointment clerk, at an annual salary of two thousand five hundred dollars; one stenographer, at an annual salary of

Chiefs of divi-
sion.

one thousand five hundred dollars; four expert chiefs of division, at an annual salary of one thousand eight hundred dollars each; six clerks of class three; ten clerks of class two; and such number of clerks of class one,

Clerks, etc.

and of clerks, copyists, computers, and skilled laborers, with salaries at the rate of not less than six hundred dollars nor more than one thousand dollars per annum, messengers, assistant messengers, watchmen, unskilled laborers,^a and charwomen as may be necessary for the proper and prompt performance of the duties required by law. The disbursing clerk herein provided for shall, before entering upon his duties, give bond to the Secretary of the Treasury in the sum of twenty-five thousand dollars, which bond shall be conditioned that the said officer shall render a true and faithful account to the proper accounting officers of the Treasury quarter yearly of all moneys and properties which shall be received by him by virtue of his office, with surety, to be approved by the Solicitor of the Treasury. Such bond shall be filed in the office of the Secretary of the Treasury, to be by him put in suit upon any breach of the conditions thereof.

Disbursing
clerk, bond of.

Temporary em-
ployees eligible
for appointment.
Sec. 5.

All employees of the Census Office, at the date of the passage of this Act, except unskilled laborers, may be appointed by the Director of the Census with the approval

^aAs amended June 30, 1902 (32 Stat., 506).

of the head of the Department to which said Census Office is attached, and when so appointed shall be and they are hereby placed, without further examination, under the provisions of the civil service Act approved January sixteenth, eighteen hundred and eighty-three, and the amendments thereto and the rules established thereunder; and persons who have served as soldiers in any war in which the United States may have been engaged, who have been honorably discharged from the service of the United States, and the widows of such soldiers, shall have preference in the matter of employment; and all new appointments to the permanent clerical force in the Census Office hereby created shall be made in accordance with the requirements of the civil service Act above referred to.

All the provisions of the Act of March third, eighteen hundred and ninety-nine, relating to the Twelfth Census, not inconsistent with the provisions of this Act, shall remain in full force and effect for the taking of the Thirteenth and subsequent censuses.

Section eight of the Act of March third, eighteen hundred and ninety-nine, is hereby amended so as to read as follows: That after the completion and return of the enumeration and of the work upon the schedules relating to the products of agriculture and to manufacturing and mechanical establishments provided for in section seven of this Act, the Director of the Census is hereby authorized decennially to collect statistics relating to special classes, including the insane, feeble-minded, deaf, dumb, and blind; to crime, pauperism, and benevolence, including prisoners, paupers, juvenile delinquents, and inmates of benevolent and reformatory institutions; to social statistics of cities;^a to public indebtedness, valuation, taxation, and expenditures; to religious bodies; to electric light and power, telephone, and telegraph business; to transportation by water, express business, and street railways; to mines, mining, quarries and minerals, and the production and value thereof, including gold in divisions of placer and vein, and silver mines, and the number of men employed, the average daily wage, average working time, and aggregate earnings in the various branches and aforesaid divisions of the mining and quarrying industries until July first, nineteen hundred and four. And the Director of the Census shall prepare schedules containing such interrogatories as shall in his judgment be best adapted to elicit the information required under these subjects, with such specifications, divisions, and particulars under each head as he shall deem necessary to that end; and all reports prepared under the provisions of this section shall be designated as "Special reports of the Census Office." For the purpose of securing the statistics required by this section, the Director of the Census may appoint special agents when necessary, and such special agents shall receive compensation as hereinafter provided: *Provided*, That the

Soldiers, preference.

Soldiers' widows, preference. New appointments.

Census act, Mar. 3, 1899. (30 Stat., 1015.)
Sec. 6.

Census act, Mar. 3, 1899, sec. 8 amended. (30 Stat., 1015.)
Sec. 7.

Decennial statistics. Special classes.

Cities, etc.

Schedules.

Designation of reports.

Special agents.

^a Department Circular No. 3 transferred to the Bureau of the Census from the Bureau of Labor statistics of cities of 30,000 and over; act of July 1, 1898, see page 64.

- Special classes restricted. statistics of special classes, and of crime, pauperism, and benevolence specified in this section, shall be restricted to institutions containing such classes and the Director of the Census is authorized and directed to collect statistics relating to all of the deaf, dumb, and blind, notwithstanding the restrictions and limitations contained in section eight of said Act entitled "An Act to provide for taking the Twelfth and subsequent censuses": *Provided*, That in taking the census of said classes the inquiries shall be confined to the following four questions, namely: Name, age, sex, and post-office address.
- Deaf, dumb, and blind. ing to all of the deaf, dumb, and blind, notwithstanding the restrictions and limitations contained in section eight of said Act entitled "An Act to provide for taking the Twelfth and subsequent censuses": *Provided*, That in taking the census of said classes the inquiries shall be confined to the following four questions, namely: Name, age, sex, and post-office address.
- Inquiries limited. There shall be a collection of the statistics of the births and deaths in registration areas for the year nineteen hundred and two, and annually thereafter, the data for which shall be obtained only from and restricted to such registration records of such states and municipalities as in the discretion of the Director possess records affording satisfactory data in necessary detail, the compensation for the transcription of which shall not exceed two cents for each birth or death reported.
- Births and deaths. *Sec. 8.*
- Compensation. In the year nineteen hundred and five, and every ten years thereafter, there shall be a collection of the statistics of manufactures, confined to manufacturing establishments conducted under what is known as the factory system, exclusive of the so-called neighborhood and mechanical industries; and the Director is hereby authorized to prepare such schedules as in his judgment may be necessary to carry out the provisions of this section; and that in addition to the statistics now provided for by law the Director of the Census shall annually collect the statistics of the cotton production of the country as returned by the ginners and bulletins giving the results of the same shall be issued weekly beginning September first of each year and continued till February first following; and that the Director of the Census shall make, from time to time, any additional special collections of statistics relating to any branch of agriculture, manufacture, mining, transportation, fisheries, or any other branch of industry that may be required of him by Congress.
- Manufactures, intermediate statistics of. *Sec. 9.*
- Schedules. Section seventeen of the Act of March third, eighteen hundred and ninety-nine, is hereby amended so as to read as follows:
- Cotton production, annual statistics of. Bulletins. "SEC. 17. That the special agents appointed under the provisions of this Act have like authority with the enumerators in respect to the subjects committed to them under this Act and shall receive compensation at rates to be fixed by the Director of the Census: *Provided*, That the same shall in no case exceed six dollars per day and actual necessary traveling expenses and an allowance in lieu of subsistence not exceeding three dollars per day during their necessary absence from their usual place of residence: *And provided further*, That no pay or allowance in lieu of subsistence shall be allowed special agents when employed in the Census Office on other than the special work com-
- Statistics, additional special collections of.
- Census act, Mar. 3, 1899. (30 Stat., 1019.) Amended. *Sec. 10.* Special agents.
- Compensation. Expenses.

mitted to them, and no appointments of special agents shall be made for clerical work: *And provided further*, That the Director of the Census is hereby authorized in his discretion to employ the clerical force of the Census Office for such field work as may be required to carry out the provisions of sections seven, eight, and nine, in lieu of employing special agents for that purpose; and such employees when so employed shall be allowed, in addition to their regular compensation, actual necessary traveling expenses and an allowance in lieu of subsistence not exceeding three dollars per day during their necessary absence from the Census Office. All employees of the Census Office shall be citizens of the United States."

Clerical force may be employed for field work.

Expenses.

Employees.
Citizenship.

Printing office abolished.
Sec. 11.

Printing and publishing.
Distributed.

The printing office established in the Census Office is hereby abolished to take effect July first, nineteen hundred and two, and the outfit and equipment therein shall be turned over to the Public Printer; and the Director of the Census is hereby authorized and directed to have printed, published, and distributed, from time to time, bulletins and reports of the preliminary and other results of the various investigations authorized by law; and all of said printing and binding shall be done by the Public Printer at the Government Printing Office.

Acts repealed.
Sec. 12.

The supplemental acts amendatory of the Act of March third, eighteen hundred and ninety-nine, approved February first, nineteen hundred, May tenth, nineteen hundred, June second, nineteen hundred, February twenty-third, nineteen hundred and one, are hereby repealed; and all provisions of the Act of March third, eighteen hundred and ninety-nine, inconsistent with this Act are hereby repealed.

Provisions inconsistent repealed.

The Director of the Census be, and hereby is, authorized and directed, upon the completion of the volume of agricultural statistics, the year eighteen hundred and ninety-nine, to complete and bring up to date of the crop year of nineteen hundred and two, the statistics relating to irrigation, the area of land reclaimed, the cost and value of the works, and such other information as can be obtained bearing upon the present condition of irrigation.

Irrigation statistics.
June 30, 1902.
(32 Stat., 747.)

The unexpended balance of the appropriation made by the sundry civil appropriation Act approved March third, nineteen hundred and one, for salaries and necessary expenses for taking and compiling results of the Twelfth Census is hereby reappropriated and made available for continuing the work of taking the Twelfth Census, and for all expenses, including cost of all printing, arising under and authorized by the Act to provide for a permanent Census Office, approved March sixth, nineteen hundred and two, including the purchase of necessary law books, books of reference and periodicals, and manuscripts: *Provided*, That estimates in detail for the expenses of the permanent Census Office for the fiscal year nineteen hundred

Appropriation continued.
June 28, 1902.
(32 Stat., 456.)

Detailed estimates.

and four and annually thereafter shall be submitted in the regular Book of Estimates.

Repeal of amendatory acts construed.
July 1, 1902.
(32 Stat., 571.)

The repeal of the supplementary acts amendatory of the Act of March third, eighteen hundred and ninety-nine, enumerated in section twelve of the Act of March sixth, nineteen hundred and two, entitled "An Act to provide for a permanent Census Office," shall not be construed to take effect until the termination of the temporary organization of the office as provided in the last-named Act: *And provided further*, That the disbursing clerk of the Census Office may pay out of the census fund on or after June thirtieth, nineteen hundred and two, to employees of the office who are not to be reappointed on July first, for whatever leave of absence the Director of the Census may, in his discretion, allow them, not to exceed, however, the annual leave authorized by existing law; such payment to be in addition to the salary due them for services rendered to that date.

Effective, when.

Employees not reappointed allowed pay for leave.

Philippine census by Philippine Commission. Inquiries.
July 1, 1902.
Sec. 6 (32 Stat., 693).

Whenever the existing insurrection in the Philippine Islands shall have ceased and a condition of general and complete peace shall have been established therein and the fact shall be certified to the President by the Philippine Commission, the President, upon being satisfied thereof, shall order a census of the Philippine Islands to be taken by said Philippine Commission; such census in its inquiries relating to the population shall take and make so far as practicable full report for all the inhabitants, of name, age, sex, race, or tribe, whether native or foreign born, literacy in Spanish, native dialect or language, or in English, school attendance, ownership of homes, industrial and social statistics, and such other information separately for each island, each province, and municipality, or other civil division, as the President and said Commission may deem necessary: *Provided*, That the President may, upon the request of said Commission, in his discretion, employ the service of the Census Bureau in compiling and promulgating the statistical information above provided for, and may commit to such Bureau any part or portion of such labor as to him may seem wise.

President may employ Bureau of the Census.

Census to comprehend.
Mar. 3, 1899.
(30 Stat., 1014.)
Sec. 1.

"A census of the population, of deaths, and of the manufacturing, mechanical, and agricultural products of the United States shall be taken in the year nineteen hundred, and once every ten years thereafter.

Transferred employees.
Sec. 5.

And provided further, That employees in existing branches of the departmental service, whose services may be specially desired by the Director of the Census, not exceeding six in all, may be transferred without examination, and at the end of such service the employees so transferred shall be eligible to appointment in any department without additional examination, when vacancies exist.

^aSee sec. 6, page 83; sec. 12, page 85.

The collection of the information required by this Act shall be made, under the direction of the Director of the Census, by supervisors, enumerators, and special agents, as hereinafter provided.

Information,
how collected.
Sec. 6.

The Twelfth Census shall be restricted to inquiries relating to the population, to mortality, to the products of agriculture and of manufacturing and mechanical establishments. The schedules relating to the population shall comprehend for each inhabitant the name, age, color, sex, conjugal condition, place of birth, and place of birth of parents, whether alien or naturalized, number of years in the United States, occupation, months unemployed, literacy, school attendance, and ownership of farms and homes; and the Director of the Census may use his discretion as to the construction and form and number of inquiries necessary to secure information under the topics aforesaid. The mortality schedules shall comprehend for each decedent the name, sex, color, age, conjugal condition, place of birth, and birthplace of parents, occupation, cause and date of death, and, if born within the census year, the date of birth. The form and arrangement of the schedule and the specific questions necessary to secure the information required shall be in the discretion of the Director. The schedules relating to agriculture shall comprehend the following topics: Name of occupant of each farm, color of occupant, tenure, acreage, value of farm and improvements, acreage of different products, quantity and value of products, and number and value of live stock. All questions as to quantity and value of crops shall relate to the year ending December thirty-first next preceding the enumeration. The specific form and division of inquiries necessary to secure information under the foregoing topics shall be in the discretion of the Director of the Census. The schedules of inquiries relating to the products of manufacturing and mechanical establishments shall embrace the name and location of each establishment; character of organization, whether individual, cooperative, or other form; date of commencement of operations; character of business or kind of goods manufactured; amount of capital invested; number of proprietors, firm members, copartners, or officers, and the amount of their salaries; number of employees, and the amount of their wages; quantity and cost of materials used in manufactures; amount of miscellaneous expenses; quantity and value of products; time in operation during the census year; character and quantity of power used, and character and number of machines employed. The form and subdivision of inquiries necessary to secure the information under the foregoing topics relating to manufacturing and mechanical industries shall be in the discretion of the Director of the Census. The information collected shall be of and for the fiscal year of such corporations or establishments having its termination nearest to

Inquiries com-
prehended in
(Twelfth) Census
proper.
Population
schedules.
Sec. 7.

Mortality
schedules.

Agricultural
schedules.

Manufacturing
schedules.

Schedules with-
drawn from enu-
merators.
Manufactures.

Mortality.

Alaska and
Hawaiian Is-
lands.

Census reports
defined.

Tables includ-
ed in population
report.

English terms
to be used.

Supervisors.
Sec. 9.

Number limit-
ed to 300.
Districts.

Supervisor's
duties.
Sec. 10.

Enumeration
districts.

and preceding the first of June, nineteen hundred. Whenever he shall deem it expedient, the Director of the Census may withhold the schedules for said manufacturing and mechanical statistics from the enumerators of the several subdivisions in any or all cases, and may charge the collection of these statistics upon special agents, to be employed without respect to locality. In cities or states where an official registration of deaths is maintained the Director of the Census may, in his discretion, withhold the mortality schedule from the several enumerators within such cities or states, and may obtain the information required by this Act through official records, paying therefor such sum of money as may be found necessary, not exceeding two cents for each death thus returned. The Director of the Census is also authorized and directed to make suitable provisions for the enumeration of the population and products of Alaska and the Hawaiian Islands, for which purpose he may employ supervisors and enumerators or special agents as he may deem necessary. The only volumes that shall be prepared and published in connection with the Twelfth Census, except the Special Reports hereinafter provided for, shall relate to population, mortality and vital statistics, the products of agriculture, and of manufacturing and mechanical establishments, as above mentioned, and shall be designated as and constitute the Census Reports, which said reports shall be published not later than the first day of July, nineteen hundred and two. The report upon population shall include a series of separate tables for each state, giving by counties the number of male persons below and above the age of twenty-one years, their color, whether native or foreign born, whether naturalized or not, and their literacy or illiteracy. All terms expressing weight, measure, distance, or value shall be expressed in the terms of the English language as spoken in this country.

The Director of the Census shall, at least six months prior to the date fixed for commencing the enumeration at the Twelfth and each succeeding decennial census, designate the number, whether one or more, of supervisors of census to be appointed within each state and territory, the District of Columbia, Alaska, and the Hawaiian Islands, who shall be appointed by the President, by and with the advice and consent of the Senate: *Provided*, That the whole number of such supervisors shall not exceed three hundred: *And provided further*, That wherever practicable and desirable the boundaries of the supervisors' districts shall conform to the boundaries of Congressional districts.

Each supervisor of census shall be charged with the performance, within his own district, of the following duties: To consult with the Director of the Census in regard to the division of his district into subdivisions most convenient for the purpose of the enumeration, which

subdivisions shall be declared and the boundaries thereof fixed by the Director of the Census; to designate to the Director suitable persons, and, with the consent of said Director, to employ such persons as enumerators within his district, one or more for each subdivision and resident therein; but in case it shall occur in any enumeration district that no person qualified to perform and willing to undertake the duties of enumerator resides in that subdivision the supervisor may employ any fit person to be the enumerator of that subdivision; to communicate to enumerators the necessary instructions and directions relating to their duties; to examine and scrutinize the returns of the enumerators, and in event of discrepancies or deficiencies appearing in the returns for his district, to use all diligence in causing the same to be corrected and supplied; to forward to the Director of the Census the completed returns for his district in such time and manner as shall be prescribed by the said Director, and to make up and forward to the Director the accounts required for ascertaining the amount of compensation due to each enumerator in his district, which accounts shall be duly sworn to by the enumerator, and the same shall be certified as true and correct, if so found, by the supervisor, and said accounts so sworn to and certified shall be accepted by the said Director, and payment shall be made thereon by draft in favor of each enumerator. The duties imposed upon the supervisor by this Act shall be performed, in any and all particulars, in accordance with the instructions and directions of the Director of the Census: *Provided*, That if the supervisor of any district has not been appointed and qualified on the ninetieth day preceding the date fixed for the commencement of the enumeration, the Director of the Census may appoint a special agent, who shall be a resident of the same district, to perform the work of subdivision into enumeration districts: *And provided*, That any supervisor who may abandon, neglect, or improperly perform the duties required of him by this Act may be removed by the Director of the Census, and any vacancy thus caused or otherwise occurring during the progress of the enumeration may be filled by the Director of the Census.

Each supervisor of census shall, upon the completion of his duties to the satisfaction of the Director of the Census, receive the sum of one hundred and twenty-five dollars, and in addition thereto, in thickly settled districts, one dollar for each thousand or majority fraction of a thousand of the population enumerated in such district, and in sparsely settled districts one dollar and forty cents for each thousand or majority fraction of a thousand of the population enumerated in such district; such sums to be in full compensation for all services rendered and expenses incurred by him, except that in serious emergencies arising during the progress of the enumeration in his dis-

Employment of enumerators.

Instruct enumerators.
Examine returns.
Correct defects in returns.

Make up and certify enumerators' accounts.

Performed in accordance with instructions.

Failure in qualification of supervisor.

Special agent may be appointed to subdivide district.

Removal of supervisor for neglect.

Vacancies.

Compensation of supervisors.
Sec. 11.

Traveling ex- penses. Subsistence.	<p>strict, or in connection with the reenumeration of any subdivision, he may, in the discretion of the Director of the Census, be allowed actual and necessary traveling expenses and an allowance in lieu of subsistence not exceeding three dollars per day during his necessary absence from his usual place of residence, and that an appropriate allowance</p>
Clerk hire.	<p>for clerk hire may be made when deemed necessary by the Director of the Census: <i>Provided</i>, That in the aggregate no supervisor shall be paid less than the sum of one thousand dollars. The designation of the compensation per thousand, as provided in this section, shall be made by the Director of the Census at least one month in advance of the date fixed for the commencement of the enumeration.</p>
Minimum com- pensation \$1,000.	<p>no supervisor shall be paid less than the sum of one thousand dollars. The designation of the compensation per thousand, as provided in this section, shall be made by the Director of the Census at least one month in advance of the date fixed for the commencement of the enumeration.</p>
Enumerator's duties. <i>Sec. 12.</i>	<p>Each enumerator shall be charged with the collection, in his subdivision, of facts and statistics required by the population schedule, and such other schedules as the Director of the Census may determine shall be used by him in connection with the census, as provided in section</p>
Visit each fam- ily.	<p>seven of this Act. It shall be the duty of each enumerator to visit personally each dwelling house in his subdivision, and each family therein, and each individual living out of a family in any place of abode, and by inquiry made of the head of each family, or of the member thereof deemed most credible and worthy of trust, or of such individual living out of a family, to obtain each and every item of information and all particulars required by this Act as of date June first of the year in which the enumeration</p>
Obtain infor- mation from oth- er persons.	<p>shall be made. And in case no person shall be found at the usual place of abode of such family, or individual living out of a family, competent to answer the inquiries made in compliance with the requirements of this Act, then it shall be lawful for the enumerator to obtain the required information, as nearly as may be practicable, from the family or families or person or persons living nearest to such place of abode; and it shall be the duty of each enu-</p>
Certify and for- ward schedules.	<p>merator to forward the original schedules, duly certified, to the supervisor of census of his district as his returns under the provisions of this Act; and in the event of discre-</p>
Supply def- iciencies and cor- rect errors.	<p>pancies or deficiencies being discovered in his said returns he shall use all diligence in correcting or supply-</p>
Distinguish in- habitants of cit- ies, villages, etc.	<p>ing the same. In case the subdivision assigned to any enumerator embraces all or any part of any incorporated borough, village, town, or city, and also other territory not included within the limits of such incorporated borough, village, town, or city, or either, it shall be the duty of the enumerator of such subdivision to clearly and plainly distinguish and separate, upon the population schedules, the inhabitants of all or any part of such borough, village, town, or city, as may be embraced in the subdivision assigned to such enumerator, from the inhabitants of the territory not included therein. No enumerator shall be deemed qualified to enter upon his duties until he has received from the supervisor of census of the district to which he belongs a commission, under his hand, authoriz-</p>
Supervisors commission enu- merators.	<p>ing the same. In case the subdivision assigned to any enumerator embraces all or any part of any incorporated borough, village, town, or city, and also other territory not included within the limits of such incorporated borough, village, town, or city, or either, it shall be the duty of the enumerator of such subdivision to clearly and plainly distinguish and separate, upon the population schedules, the inhabitants of all or any part of such borough, village, town, or city, as may be embraced in the subdivision assigned to such enumerator, from the inhabitants of the territory not included therein. No enumerator shall be deemed qualified to enter upon his duties until he has received from the supervisor of census of the district to which he belongs a commission, under his hand, authoriz-</p>

ing him to perform the duties of an enumerator, and setting forth the boundaries of the subdivision within which such duties are to be performed by him.

The subdivision assigned to any enumerator shall not exceed four thousand inhabitants as near as may be, according to estimates based on the preceding census or other reliable information, and the boundaries of all subdivisions shall be clearly described by civil divisions, rivers, roads, public surveys, or other easily distinguished lines: *Provided*, That enumerators may be assigned for the special enumeration of institutions, when desirable, without reference to the number of inmates.

Districts not to contain more than 4,000 inhabitants.
Sec. 13.

Institution enumerators.

Any supervisor of census may, with the approval of the Director of the Census, remove any enumerator in his district and fill the vacancy thus caused or otherwise occurring. Whenever it shall appear that any portion of the enumeration and census provided for in this Act has been negligently or improperly taken, and is by reason thereof incomplete or erroneous, the Director of the Census may cause such incomplete and unsatisfactory enumeration and census to be amended or made anew under such methods as may, in his discretion, be practicable.

Removal of enumerators.
Sec. 14.

Incomplete or erroneous returns.

The Director of the Census may authorize and direct supervisors of census to employ interpreters to assist the enumerators of their respective districts in the enumeration of persons not speaking the English language. The compensation of such interpreters shall be fixed by the Director of the Census in advance, and shall not exceed four dollars per day for each day actually and necessarily employed.

Interpreters employed.
Sec. 15.

Compensation.

The compensation of the enumerators shall be ascertained and fixed by the Director of the Census as follows: In subdivisions where he shall deem such allowance sufficient, an allowance of not less than two nor more than three cents for each living inhabitant and for each death reported; not less than fifteen nor more than twenty cents for each farm; and not less than twenty nor more than thirty cents for each establishment of productive industry enumerated and returned may be given in full compensation for all services. For all other subdivisions per diem rates shall be fixed by the Director of the Census according to the difficulty of enumeration, having reference to the nature of the region to be canvassed and the density or sparseness of settlement, or other considerations pertinent thereto; but the compensation allowed to any enumerator in any such district shall not be less than three dollars nor more than six dollars per day of ten hours' actual field work each. The subdivisions to which the several rates of compensation shall apply shall be designated by the Director of the Census at least two weeks in advance of the enumeration. No claim for mileage or traveling expenses shall be allowed any enumerator in either class of subdivisions, except in extreme cases, and then only when authority has been previously granted by

Enumerators' compensation.
Sec. 16.

Per capita rates.

Per diem rates.

Fixed in advance.

Traveling expenses.

the Director of the Census, and the decision of the Director as to the amount due any enumerator shall be final.

[Sec. 17 omitted here, is given on page 84.]

- Oath of office.
Sec. 18. No supervisor, supervisor's clerk, enumerator, interpreter, or special agent shall enter upon his duties until he has taken and subscribed to an oath or affirmation, to be prescribed by the Director of the Census; and no supervisor, supervisor's clerk, enumerator, or special agent shall be accompanied by or assisted in the performance of his duties by any person not duly appointed as an officer or employee of the Census Office, and to whom an oath or affirmation has not been duly administered. All appointees and employees provided for in this Act shall be appointed or employed, and if examined, so examined, as the case may be, solely with reference to their fitness to perform the duties herein provided to be by such employee or appointee performed, and without reference to their political party affiliations.
- Employees not to be accompanied or assisted.
Employees, how appointed. The enumeration of the population required by this Act shall commence on the first day of June, nineteen hundred, and on the first day of June of the year in which each succeeding enumeration shall be made, and be taken as of that date. And it shall be the duty of each enumerator to complete the enumeration of his district and to prepare the returns hereinbefore required to be made, and to forward the same to the supervisor of census of his district, on or before the first day of July in such year: *Provided*, That in any city having eight thousand inhabitants or more under the preceding census the enumeration of the population shall be taken and completed within two weeks from the first day of June as aforesaid.
- Enumeration.
Sec. 19. Time of commencement. Time of completion. If any person shall receive or secure to himself any fee, reward, or compensation as a consideration for the appointment or employment of any person as enumerator or clerk or other employee, or shall in any way receive or secure to himself any part of the compensation provided in this Act for the services of any enumerator or clerk or other employee, he shall be deemed guilty of a misdemeanor, and on conviction thereof shall be fined not more than three thousand dollars, or be imprisoned not more than one year, or both, in the discretion of the court.
- Penalties.
Sec. 20. Any supervisor, supervisor's clerk, enumerator, interpreter, special agent or other employee, who, having taken and subscribed the oath of office required by this Act, shall, without justifiable cause, neglect or refuse to perform the duties enjoined on him by this Act, or shall, without the authority of the Director of the Census, communicate to any person not authorized to receive the same any information gained by him in the performance of his duties, shall be deemed guilty of a misdemeanor, and upon conviction shall be fined not exceeding five hundred dollars; or if he shall willfully and knowingly swear or affirm falsely, he shall be deemed guilty of perjury, and upon conviction
- Refusal to perform duties.
Sec. 21. Communicating information. False oath.

thereof shall be imprisoned not exceeding three years and be fined not exceeding eight hundred dollars; or if he shall willfully and knowingly make a false certificate or a fictitious return, he shall be guilty of a misdemeanor, and upon conviction of either of the last-named offenses he shall be fined not exceeding five thousand dollars and be imprisoned not exceeding two years.

False certificate or fictitious return.

Each and every person more than twenty years of age belonging to any family residing in any enumeration district or subdivision, and in case of the absence of the heads and other members of any such family, then any representative of such family, shall be, and each of them hereby is, required, if thereto requested by the Director, supervisor, or enumerator, to render a true account, to the best of his or her knowledge, of every person belonging to such family in the various particulars required, and whoever shall willfully fail or refuse to render such true account shall be guilty of a misdemeanor, and upon conviction thereof shall be fined in a sum not exceeding one hundred dollars. And every president, treasurer, secretary, director, agent, or other officer of every corporation, and every establishment of productive industry, whether conducted as a corporate body, limited liability company, or by private individuals, from which answers to any of the schedules, inquiries, or statistical interrogatories provided for by this Act are herein required, who shall, if thereto requested by the Director, supervisor, enumerator, or special agent, willfully neglect or refuse to give true and complete answers to any inquiries authorized by this Act, or shall willfully give false information, shall be guilty of a misdemeanor, and upon conviction thereof shall be fined not exceeding ten thousand dollars, to which may be added imprisonment for a period not exceeding one year.

Penalties. Sec. 22.

Refusing information. Individuals.

Officers of corporations.

All fines and penalties imposed by this Act may be enforced by indictment or information in any court of competent jurisdiction.

Enforcement of penalties. Sec. 23.

The Director of the Census may authorize the expenditure of necessary sums for the traveling expenses of the officers and employees of the Census Office and the incidental expenses essential to the carrying out of this Act as herein provided for, and not otherwise, including the rental of sufficient quarters in the District of Columbia and the furnishing thereof.

Traveling expenses. Sec. 24.

Incidental expenses.

Rent.

In case the Director of the Census deems it expedient he may contract for the use of electrical or mechanical devices for tabulating purposes: *Provided*, That in such case due notice shall be given to the public, and no system of tabulation shall be adopted until after a practical test of its merits in competition with other systems which may be offered.

Tabulating devices. Sec. 26.

All mail matter, of whatever class, relative to the census and addressed to the Census Office, the Director of the

Mail transmitted free. Sec. 27.

Penalty for im-
proper use of
frank.

Census, [Assistant Director,] chief clerk, supervisors, enumerators, or special agents, and indorsed "Official business, Department of Commerce and Labor, Census Office," shall be transmitted free of postage, and by registered mail, if necessary, and so marked: *Provided*, That if any person shall make use of such indorsement to avoid the payment of postage or registry fee on his or her private letter, package, or other matter in the mail, the person so offending shall be guilty of a misdemeanor and subject to a fine of three hundred dollars, to be prosecuted in any court of competent jurisdiction.

Information
from other De-
partments.
Sec. 28.

The Secretary of Commerce and Labor, on request of the Director of the Census, is hereby authorized to call upon any other department or office of the Government for information pertinent to the work herein provided for.

Records, etc.,
of preceding
censuses trans-
ferred.
Sec. 29.

Such records, books, and files as relate to preceding censuses, and the printing-office outfit used in the Eleventh Census, and such furniture and property of whatever nature used at the Eleventh Census as may be necessary in conducting the work of the Census Office and can be spared from present uses, shall be transferred to the custody and control of the Census Office created by this Act.

Inventory of
property trans-
ferred.

The said furniture and property shall be inventoried by the proper officers of the Department of the Interior when such transfer is made, and a copy of the inventory filed and preserved in the office of the Secretary of the Interior and of the Director of the Census.

Copies of pop-
ulation returns
furnished States.
Sec. 30.

Upon the request of the governor of any state or territory, or the chief officer of any municipal government, the Director of the Census shall furnish such governor or municipal officer with a copy of so much of the population returns as will show the names, with the age, sex, color, or race, and birthplace only of all persons enumerated within the territory in the jurisdiction of such government, upon payment of the actual cost of making such copies; and the amounts so received shall be covered into the Treasury of the United States, to be placed to the credit of, and in addition to, the appropriations made for taking the census.

Official seal.
Sec. 31.

The Director of the Census shall provide the Census Office with a seal containing such device as he may select, and he shall file a description of such seal with an impression thereof in the office of the Secretary of State. Such seal shall remain in the custody of the Director of the Census, and shall be affixed to all certificates and attestations that may be required from the Census Office.

Appropriation
to continue
available.
Sec. 32.

For the organization and equipment of the Census Office to perform the preparatory work necessary to carry out the provisions of this Act, the sum of one million dollars, to be available on the passage of this Act, is hereby appropriated, out of any money in the Treasury not otherwise appropriated, and to continue available until exhausted. * * *

The Act entitled "An Act to provide for the taking of the Eleventh and subsequent censuses," approved March first, eighteen hundred and eighty-nine, and all laws and parts of laws inconsistent with the provisions of this Act are hereby repealed.

Census act,
Mar. 1, 1889.
Inconsistent
provisions re-
pealed.
Sec. 53.

For a clerk of class four, to act as census clerk, and for rent, salaries, heat, and light incident to the proper care and preservation of the records of the Eleventh and previous censuses, six thousand eight hundred dollars.

Census clerk.
Feb. 25, 1903.

The unexpended balance of the census appropriation, which by the proviso in the Act approved June twenty-eighth, nineteen hundred and two, entitled "An Act making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, nineteen hundred and three, and for other purposes," which was reappropriated and made available for continuing the work of taking the Twelfth Census, and for all expenses arising under and authorized by the Act to provide for the permanent Census Office, approved March sixth, nineteen hundred and two, be, and the same is hereby, made available for the purposes indicated in said proviso during the fiscal year nineteen hundred and four; and that said balance, or so much thereof as may be needed for the purpose, be, and the same is hereby, also made available for such expenditures as may become necessary in complying with the proclamation of the President, dated September thirtieth, nineteen hundred and two, pursuant to the provisions of section six of the Act of July first, nineteen hundred and two, entitled "An Act temporarily to provide for the administration of the affairs of civil government in the Philippine Islands, and for other purposes," including the cost of temporarily employing such number of persons as may be necessary for the performance of said work, at a compensation not to exceed that which has heretofore been paid employees in the Census Office for doing similar work, such persons to be selected and employed by the Director at such dates and for such periods of time as he may deem proper.

Balance reap-
propriated for
Philippine
census.
Mar. 3, 1903.
(32 Stat., 1059.)

The Secretary of the Interior be, and he hereby is, authorized and directed to transfer to the Census Office all of the schedules, records, and volumes of reports of the eleven decennial enumerations from seventeen hundred and ninety to eighteen hundred and ninety, inclusive, that may be in the possession of the Department of the Interior, which transfer shall not change the allotment of such reports heretofore made to Senators and Representatives; and the Director of the Census is hereby authorized, upon the request of a governor of any State or Territory, or the chief officer of any municipal government, to furnish such governor or municipal officer with copies of so much of

Transfer of rec-
ords.
Jan. 12, 1903.
(32 Stat., 767.)

said files or records as may be requested, at the discretion of the Director of the Census, upon payment of the actual cost of making such copies; and the amounts so received shall be covered into the Treasury of the United States, to be placed to the credit of and in addition to the appropriation made for the taking of the census.

Resolution re-
questing State
authorities to co-
operate with
Bureau of the
Census.

Feb. 11, 1905.
(32 Stat., 1231.)

Whereas the registration of deaths at the time of their occurrence furnishes official record information of much value to individuals; and

Whereas the registration of births and deaths, with information upon certain points, is essential to the progress of medical and sanitary science in preventing and restricting disease and in devising and applying remedial agencies; and

Whereas all of the principal countries of the civilized world recognize the necessity for such registration and enforce the same by general laws; and

Whereas registration in the United States is now confined to a few States, as a whole, and the larger cities, under local laws and ordinances which differ widely in their requirements; and

Whereas it is most important that registration should be conducted under laws that will insure a practical uniformity in the character and amount of information available from the records; and

Whereas the American Public Health Association and the United States Census Office are now cooperating in an effort to extend the benefits of registration and to promote its efficiency by indicating the essential requirements of legislative enactments designed to secure the proper registration of all deaths and births and the collection of accurate vital statistics, to be presented to the attention of the legislative authorities in nonregistration States, with the suggestion that such legislation be adopted; Now, therefore,

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the Senate and House of Representatives of the United States hereby expresses approval of this movement and requests the favorable consideration and action of the State authorities, to the end that the United States may attain a complete and uniform system of registration.