

it should be taken, the extent to which the investigations of the character and condition of the people should be carried, were prominent among the manifold objects of interest and discussion.

COMPOSITION AND CHARACTER OF THE CONGRESS.

The international statistical congress is composed principally of men from all civilized nations, who, at their several homes, are members, leaders, and chiefs of their government bureaus of statistics, and have charge of the censuses, and of the registration of births, marriages, and deaths. Through the appointed agents in the provinces, towns, and localities of their countries, these men gather the facts in respect to population, living and dead, digest them into their reports to their governments, and show the condition and progress of their people.

These men, competent from education and experience, have, in the course of their official work, studied and observed the various plans of ascertaining and reporting the vital condition and power of their countries. They have sought out improvements from their own observations at home, and from the experiments of others. All these are brought and offered to these statistical congresses. There they are first carefully considered and discussed in the section especially devoted to census and population, and then their conclusions are reported to the whole congress, where, after still further discussion, they have been rejected or adopted by the whole body.

Feeling the difficulties and the want of a scheme as perfect and as practicable as possible, this was one of the earliest and most absorbing subjects of consideration at the first meeting of the congress at Brussels, in 1853, and after examination, by the census section, the congress recommended the following list of topics of inquiry as to persons. They voted that the census should comprise :

- Name and surname.
- Age.
- Birthplace.
- Language spoken.
- Religion.
- Civil or conjugal condition.
- Profession or occupation.
- Persons permanently or temporarily resident, and travelers.
- Children educated in public or private schools.
- Distribution of houses by stories.
- Gardens attached to the houses.
- Apparent maladies or infirmities.
- Blind.
- Deaf and dumb.
- Lunatics at home and in public or private asylums.
- Cretins.

These were taken up and considered by the congress at Paris, 1855; Vienna, 1857; London in 1860; Berlin in 1863; and Florence in 1867.

The preliminary programme of the London congress, 1860, gives a statement of the exact condition of the census movement at that time, and what nations had adopted the several recommendations of the previous congress for their plan and practice in enumerating the people.

From this statement the following table is constructed :

Subjects of inquiry as to persons, in the enumeration of the people, proposed by the International Statistical Congress, at Brussels, 1853, and adopted by the following nations, previous to 1860.

Subjects.	Austria.	Bavaria.	Belgium.	Denmark.	France.	Great Britain.	Holland.	Prussia.	Saxony.	Sweden.	United States.	Wurtemberg.
Name.....	Adopted.	Adopted.	Adopted.	Adopted.	Adopted.	Adopted.	Adopted.	Adopted.	Adopted.	Adopted.	Adopted.	Adopted.
Age.....	do	do	do	do	do	do	do	do	do	do	do	Do.
Birthplace.....	do	do	do	do	do	do	do	do	do	do	do	Do.
Language spoken.....	do	do	do	do	do	do	do	do	do	do	do	Do.
Religion.....	do	do	do	do	do	do	do	do	do	do	do	Do.
Civil or conjugal condition.	do	do	do	do	do	do	do	do	do	do	do	Do.
Profession or occupation.	do	do	do	do	do	do	do	do	do	do	do	Do.
Permanent or temporary	do	do	do	do	do	do	do	do	do	do	do	Do.
or travelers.....	do	do	do	do	do	do	do	do	do	do	do	Do.
Children in school.....	do	do	do	do	do	do	do	do	do	do	do	Do.
Houses, stories, rooms.....	do	do	do	do	do	do	do	do	do	do	do	Do.
Gardens attached to the house.....	do	do	do	do	do	do	do	do	do	do	do	Do.
Maladies; deformities; blind, deaf and dumb, lunatics.....	do	Adopted.	Adopted.		Adopted.	Adopted.	Blind, deaf and dumb.	do †	Blind, deaf and dumb. §	Adopted §	Adopted	

* Language in Ireland.
 † Holland asks and records year of birth, and deduces the age.
 ‡ Prussia has a special census of blind and deaf and dumb.
 § Also cretins in Saxony and in Sweden.
 || United States asks idiots.

The preceding list of inquiries were those adopted in 1853, and were again brought officially and formally before the congress at London in 1860. With other and collateral questions, they were thoroughly discussed in the census section, and afterward by the whole congress. Some suggestions and improvements arising out of the further experience in the several nations were proposed, and some of them adopted.

As thus improved, the propositions for the personal census stand thus :

" 1. It is desirable that the census should be *by names*, and based upon the principle of the actual population; but special returns should also be obtained to establish the legal population, which should include the army, navy, merchant seamen, fishermen, and other persons temporarily absent from the country at the time of the enumeration.

" 2. The census should be taken *at least* decennially; and where the enumerations have taken place regularly at quinquennial or triennial periods, it is not desirable that the intervals should be altered.

" 3. It is found, by experience, that the enumeration of the population on a *single day* is greatly conducive to the accuracy of the returns. In countries wherein for a particular reason the census cannot be taken in one day, it is desirable that the agents who have charge of the census be held responsible to carry it out within a given period, and in as short a time as possible. If a certain number of days be granted to the census agents to carry out their instructions, it is important that the population be enumerated with reference to *one fixed day*, and that such day be the same for the whole country.

" 4. Although the population in most countries is generally in a settled state in the month of December, yet, where it may be practicable to take the census in one day, the accomplishment of that object must be considered as of paramount importance in determining the season and period of the year in which the enumeration should be made.

" 5. There should be a separate schedule or bulletin, to be filled up with the particulars relating to each family or household.

" 6. The special agents or enumerators charged with the distribution and collection of the schedules will see that they are correctly filled up, or will fill them up themselves from the information given by the occupiers of houses. In order to insure, as far as possible, accuracy in the enumeration of the particulars which have been decided upon as necessary for collection, it is important that the law under which those particulars are to be obtained should levy a penalty upon such individuals as may refuse to furnish them, or who may give them in a wilfully incorrect manner.

" 7. In order that a definite meaning may be attached to the term 'family,' it shall be held that the occupier of the whole or part of a house shall be deemed the head of the family, and that the term 'occupier' shall be applicable to (1) a resident owner, or (2) the person paying rent, whether as a tenant for the whole of the house, or (3) as a lodger for any distinct floor or apartment.

" 8. It is desirable that the subjects of inquiry should be divided into two categories: the first to embrace those indispensable in every State; and the second, those proper to be included in the census of all the countries in which it may be expedient or practicable to obtain the returns.

" 9. The following heads of inquiry relating to *persons* shall be considered as *indispensable* in the census of every State:

" (a) Name.

" (b) Sex. (This fact, although generally indicated by the Christian name, should be expressly stated, as a check upon other details in the return.)

" (c) Age (last birthday) or date and year of birth. The governments are invited to seek the means of insuring as much as possible the exactness of the declaration as to age, and particularly to examine if it be not possible to take measures in order that, on the occurrence of the census, the age be proved by the production of an extract from the certificate of birth.

" (d) Relation to head of family.

" (e) Civil or conjugal condition.

" (f) Profession or occupation.

" (g) Birthplace. Number of foreigners (*not naturalized*) and statement of the countries to which they respectively belong.

" (h) Whether blind, or deaf and dumb.

" And information on the following subjects, although not indispensable in every State, should be obtained where expedient and practicable:

" (a) Language spoken.

" (b) Religion.

" (c) Residence, whether usual or temporary.

" (d) Children receiving instruction at school or at home.

"(e) Persons of unsound mind. The census of persons of unsound mind to be confined to those in public or private asylums, hospitals, and establishments.

"(f) It is desirable that in all countries in which the obstacles are not insurmountable, there should be established local registers of population, to be constantly kept corrected to the current date.

"10. The information to be collected respecting *houses* should include:

"(a) Whether inhabited, uninhabited, or building.

"(b) With respect to *inhabited houses*: The number of stories, dwelling-rooms, and windows; whether a private house or in part used as a shop, warehouse, work-room, or for any other industrial purpose; and by how many families occupied. Hotels, inns, public houses, and public institutions of every kind should also be distinguished.

"(c) With respect to *uninhabited houses*: Whether uninhabited by reason of their recent construction, or their dilapidated condition; all others.

"(d) Separate buildings not used for the purposes of habitation, as churches and other places of worship, manufactories, mills, &c., should be noted by the enumerator in books provided for the purpose.

"11. In order that a definite meaning may be attached to the word "house," it shall be held to comprise all the space between the external and party walls of the building.

"12. It shall be considered unnecessary to include in the tables relating to *towns* any place which shall not contain, within strictly urban limits, 2,000 inhabitants.

"13. Where, in addition to the returns relating to persons and houses, other information necessary for the elucidation of social and economical questions can be collected by means of the special machinery of the census without any great augmentation of expense, it is desirable to utilize it for such collateral inquiries, as far as may be done with due regard to the paramount importance of obtaining complete and accurate returns of the essential particulars." (Trans. Statistical Congress, London, 1860, p. 149.)

SEX.

The sex was not included in the list of inquiries by the congress at Brussels, on the supposition that the name would designate it. But names are not exclusively appropriated by either male or female. Sidney and Florence are common to both. A remarkable instance of this is that of Lord Anne Hamilton, who was born in the reign of Queen Anne, and by being her godson was called Anne after her, which name he bore through life. Some other names are so nearly alike in sound and spelling as to give great chance of being misunderstood when orally reported. Francis and Frances, most of the Roman names given to both sons and daughters, were distinguished only by the terminal syllables used to designate the masculine and feminine gender of nouns and adjectives, as Julius and Julia, Augustus and Augusta, &c. It had, however, been the practice of nearly all nations to distinguish the sexes in their inquiries and reports. And it was formally adopted by the statistical congress at London.

OPINIONS OF THE STATISTICAL CONGRESS.

In all the discussions by the congress at the several meetings, there was a perfect harmony of opinion as to the great purposes and necessity of the census. All considered it as a necessary means of showing, as nearly as possible, the exact personal condition of the people; their amount of vitality; their value of life; their capacity for labor, of production and self-sustenance, and what progress has been made, and whether there be any obstacle to the advancement of human life which may be learned and overcome.

In regard to the greater points, name, sex, age, civil condition, and occupation, there was a perfect unanimity.

All the topics proposed at Brussels and London were considered as desirable, and should be obtained if possible, but they were not all equally necessary, nor equally practicable in all countries. The congress therefore divided these into two classes, placing in the first those which were indispensable to show the state of the people and country; and in the second, those which were desirable to show the condition and vitality and power of the people more completely.

ACTUAL AND LEGAL POPULATION.

The matter was again considered at Berlin, and all the details, before accepted, were again brought up for consideration and reaffirmed, with a single exception, that of the question whether the actual present population, and that only, should be taken and included, or the legal population, those who have legal residences in the houses and places examined.

The British and Irish system take the former. They require the families to enter into the family schedule only those who were there the night before.

Thus in the English census of 1861: "The enumerator was to deliver, in the course of the week preceding the 8th of April, to every occupier of a house or tenement or householder, a schedule to be filled up by or on behalf of such occupier with the following particulars respecting himself and family, viz: name, age, sex, rank or occupation, condition as respects marriage, relation to head of family, and birthplace; noting also whether any were blind or deaf and dumb." (*Census, 1861, III, 2.*)

"The schedule was to be [and was] filled up by the occupier with the requisite information concerning every person who abode in the house or apartment on the night of Sunday, April 7, 1861. No members of the family absent on that night was to be entered, except in case of persons who were engaged at their usual labor during the night, and also who regularly returned home in the morning. Persons traveling by railways or otherwise were in like manner to be enumerated at the hotels or house at which they might stop the following day." (*Census, 1861, III, 2.*)

"The enumerators were directed to make diligent inquiry, for the purpose of ascertaining the number of persons not in any dwelling-house on the night of the 7th of April, but sleeping in barns, sheds, caravans, tents, &c., or in the open air, and to enter such particulars as might be obtained respecting them in a form provided for the purpose." (*Census, III, 2.*)

"On Monday, the 8th April, 1861, the enumerators had to visit [and did visit] every dwelling-house in England and Wales in order to collect the schedules which they had left in course of the week preceding. When the schedule was already filled up the enumerator had to see that the entries were made in a proper manner, and to satisfy himself that the particulars were likely to be correct. If from any cause the schedule was not filled up, it was his duty to fill it up himself from the verbal information of the occupier, or some other competent member of the family. He was directed, in all cases, to ascertain carefully that no person who abode in the house or lodging the previous night was omitted, and that no person then absent was included except those traveling or out at work during that night and who returned home on the following morning." (*Census, 1861, III, 2.*)

These extracts from the report of the last English census explain the nature and practice of the system of *actual* population, which shows only those actually present or absent in the night, but present in the day, and those traveling. This includes visitors, temporary sojourners for health, business, or other purposes in any place.

LEGAL POPULATION SYSTEM.

The other system which is practiced here in the United States, includes all those, and only those, who *belong to or reside in any place*—that is, the legal population. Neither of these systems offer all that is desirable.

The census is taken but once in a long period, three, five, ten, or more years, and the persons who are thus enumerated and recorded in any place are presumed to represent a permanent population, and it is inferred that they or others like them have been and will be there, for months previous and following:

The actual present population system includes visitors, who may be many, persons present for temporary purposes, health, business, &c., who are no part of the permanent population of the town or place, and cannot represent its permanent life, power, character, or wealth. These accidental accessions to any place may be very great, so great as to give the town a factitious character, widely different from its natural and permanent one; as at watering-places, sea-beaches, springs, mountains, and others, places of fashionable resort. So also occasions of a still more fleeting nature, the sessions of courts in country shires, musters, the occasion of the peace jubilee at Boston, festivals, holiday seasons, college commencement week. If the census should fall upon any of these, and all the lodgers who then were in the town should be included, these places would show a large population, multiplied, in some instances, manifold beyond that which belongs to them. While thus these transient visitors give a momentary expansion to the population and an exaggerated fullness of numbers to the places where they happen to be, on the contrary, they take so many away from the places where they habitually reside and really belong; and being counted elsewhere, they diminish the apparent, though not the real, population of their own towns; thus they give false ideas of the character and importance of both the places where they happen to be for a few days or a week, and where they spend the greatest part of their time.

If the census had only regard to the whole country, without respect to any of its parts, towns, and States, if it were only desirable to ascertain the whole number of the people, wherever they might be, and if it were of no consequence where any one or any number of persons should be found and counted, provided only that they all are included in the general results, this system of actual population would answer all the purposes of the enumeration. But beside ascertaining the total number of the people of the nation, it is equally important to know their distribution in States, counties, towns and villages; it is necessary to know the numbers in each of the localities, the extent and the constituent elements of their general and permanent population.

There are difficulties in either way that may be adopted. Both systems have faults of excess and of deficiency. There are many who have a divided residence; they are partly in one place, and partly in another, and in neither constantly. There are many who spend all their days at their places of business in cities, and all their nights at their houses or lodging places in the neighboring country. Some spend all the business season at the south, sojourners only, living at hotels, and the warm season at their homes in the north. Some are moving constantly, without fixed homes, on the western rivers, at sea, &c. A friend who was captain of a steamboat, that generally ran from Louisville, Kentucky, to New Orleans, was on the rivers from the rise of the waters in the autumn until their fall in July, and then laid up his boat for the season at Louisville, and there remained himself, principally through the warm season. Yet, as he could take his choice, he claimed New Orleans, as his legal place of residence, paid his taxes there, and had the privilege of voting there, and refused to vote in Louisville, where he usually was at the time of the election in August.

There are also many who live mostly at sea, yet claim some place, port, or city, as their home, however little they may be there. Many of them go to the same boarding-house when on shore, and perhaps leave some of their property there when they go abroad. In some of the former censuses the marshals were instructed, when inquiring at these sailor boarding-houses, to take account not only of all the boarders at home, but of all who usually boarded there when on shore, but were then at sea. In this way some houses reported enormous families. As seamen are at home only for short periods in the intervals of their voyages, and absent the largest part of the time, the members of these families changed frequently; and if the house is constantly full, and all these transient lodgers are claimed as permanently belonging to it, the total numbers must be very great. If a house has accommodation for twenty, and is always filled with sailors who are absent five months and at home one, on an average it would have one hundred and twenty who made their home there and were, constructively, boarders, and, as such, returned to the marshals, while the actual number present were only twenty.

A few years ago the State of Massachusetts and the United States took the census in the same year—one in May, the other in June. In Boston it was found that there was a difference of several hundreds between the results of these two enumerations, made within a month of each other. This difference was principally in that part of the city where the sailor boarding-houses were, and was due to the fact that one enumerator took only the seamen who were found in port, while the other included all that made their homes in these when on shore.

Very many seamen have no fixed, or a doubtful residence. They are most of the time out of the country, and carry all their goods with them; when they return, they land wherever the vessel, over which they have no control, leaves them—Boston, New York, Baltimore, New Orleans—and there they rest and make their temporary home until they find another voyage and go abroad again, to return perhaps to another place and there make another home. These have no permanent place to which they cling. They pay no taxes; they have no right of voting anywhere; they have no legal residence; yet they belong to the nation; they are members of the body politic. They constitute a part of the national force, and should be included in the national enumeration; and if found in any place at the time of the census they would be counted there.

AMERICANS ABROAD, FOREIGN TRAVELERS.

Besides those Americans who are away from their homes, either within their own or in other countries, there are foreigners temporarily here for purposes of business or travel. By the actual population system the former would not be enumerated, if the census should be taken during their absence; the latter would be included among our own population, if the people should be counted while they were among us.

STATISTICAL CONGRESS AT BERLIN.

This matter was discussed again at Berlin, and the same difficulties presented themselves; all saw the very great ease and convenience in counting only the persons present, but were convinced of the importance of determining the legal population.

Not willing to forgo either advantage, they came to no conclusion, but referred it to the next congress at Florence, in 1867, when and where it should receive especial attention.

STATISTICAL CONGRESS AT FLORENCE.

At Florence, the census section, after surveying all the other points and finding them satisfactorily settled, considered this question in all its bearings, and the delegates from the various nations severally gave their experience and practice at home, and expressed their opinions as to the way which should be pursued.

The following conclusions were adopted unanimously, both by the census section, and by the whole congress:

"1. The actual population (*de fait*) is the basis of the enumeration.

"2. It is necessary to ascertain and record the manner and duration of residence of each person enumerated. For this purpose, instead of the column headed '*Residence, transitory, short or permanent,*' there should be headed '*Mode of residence in the place.*'

"(a.) Born in the towns to be answered by *yes* or *no*.

"(b.) Born in any other town.

"What town?"

"How long resident in this town, to be answered in days, weeks, months or years.

"3. As to the absent. The enumerator should learn the length of absence, the place of present sojourn. This should be recorded at the bottom of the schedule, separately from the record of the persons present. Information should be obtained from the family or relations of the absent, as to

"Duration of absence, in days, weeks, months or years.

"Place of his present sojourn.

"None of the absent should be thus registered, except the heads of the family.

"Their wives

"Their children, who have not established homes or families elsewhere.

"Or relations who yet belong to the household or family.

"4. The census should be taken at the time when the smallest number of people are away from home—that is, at the end of the year.

"5. There should be in the schedule a column in which the degree of blood relationship between the father and mother may be entered.

"6. There should be another column for the record of the foundlings."—(Rep. Stat. Cong., Florence, 1867, 470.)

These are the final resolutions of the Congress in respect to the personal inquiries in the census. Those which refer to the actual and legal population are in harmony with the practice of a large part of the nations, whose delegates reported that they not only enumerated the population actually present, and so made the record, but also made such inquiries as to the absent, and such other inquiries concerning the present, as to enable them to determine the legal population.

PRACTICE OF VARIOUS COUNTRIES.

I have now here the latest census of twenty-seven different States and nations showing how far they have been able to adopt the suggestions of the congress. I have analyzed these, and copied all the personal inquiries made by any and all of them, and designated such as each of the several States and nations adopted and used in the enumeration of their people and published in their census reports. With these facts, I have constructed the following table, which shows at a glance the points of inquiry as to personal condition which each country has made:

Beside these inquiries some others have been made by some nations.

As to persons present, whether they were transient, as visitors or accidental sojourners, or constant members of the household and residents in the town. Also as to the absent, whether away for a day, or week, &c., or longer period, as visiting or on temporary business, or traveling for health or other purposes, or at sea.

As to houses, some ask whether inhabited or empty; and if the last, whether by reason of unfinished state, or decay. Some obtain the number of rooms, some of windows, some whether the house is partly used for dwelling and partly for store, shop, office, or other purposes; whether inhabited by more than one family, and how many.

Especial note is made as to such as are used for larger purposes than ordinary dwellings, as taverns, hotels, boarding-houses, and all institutions used as dwelling or lodging places, hospitals, asylums, colleges, prisons, &c.

All of these were recommended by the statistical congress at Berlin.

Several states made the inquiry as to number of convicts.

Looking at the table of inquiry, it is seen that every nation inquires the sex, and all but Russia inquire the age.*

Nearly all took note of the name, birthplace, civil condition, occupation, families, houses, religion, and the number of the blind, and deaf and dumb. These eleven elements seem to be admitted by all or nearly all nations to be necessarily included in the representation of human life and condition.

In respect to age, which would seem to be clear in every one's mind, but which is far otherwise in many cases, several nations require the statement of the birth or year, and more than this, they require a copy of the town, municipal or parish, or family record of the fact. In some countries the law requires every person to be thus recorded as to his or her birth, and when he or she removes to another town, he or she must obtain a copy of this record, and have it entered on the municipal books of the new place of residence, and thus there is ever present proof of his or her birth.

Consequently, we find in the censuses of some nations, as those of Prussia, Holland, Bavaria, &c., in the general table of population, by ages, a column of year of birth, beginning with the year next preceeding the date of the enumeration and going back to the year in which the oldest living person was born. In Holland, at the census taken in December, 1859, there were 48,199 females born in that year and then living, of course under one year old, and 39,060 born in 1858, and thus over one year old, and so for every year backward to 1760, when three, then surviving, were born, and of course 99 years of age.

In the census of Prussia, taken 3d December, 1864, there is a record of 576,702 then living who were born in that year, and were under one year. The record is made also of those born in each year backward to 1764, when 108 of the survivors were born.

The term "*absent*" in the tables of census refers to those who, without giving up their homes, were away, either within their own or in other countries; but, in some of the censuses, account is taken and record made of all the natives of the country who were abroad without being naturalized in the strange land.

In the primary inquiries, the answer to the question of birthplace includes those born in other countries, as well as natives of the land, though of other towns, and thus the number of all the foreigners and immigrants was ascertained.

Although the nations are so nearly unanimous in regard to the importance of information upon these eleven points, yet in regard to the others they differ. They severally select such as seem necessary to represent their people according to their own ideas. Yet sex and age are the only points which every nation inquired into; and of the thirty-eight or more others, none received universal attention. Ireland seems to have been the most inquisitive; France, Italy, and the United States came next in the order of minuteness of investigation.

INQUIRIES OF THE CENSUS OF THE UNITED STATES.

The question now presents itself whether we shall, in the next census of the United States, make all these inquiries, which have been made by any and all other nations; and if not, what shall be asked to obtain that information which will best show the life, condition, and progress of the people of this nation.

In concurrence with nearly all the civilized world, and with our own past experience, we should learn the ten facts of name, sex, age, birthplace, civil condition, occupation, whether deaf and dumb, or blind, the number of families and houses, which are generally asked.

As the inquiries are all to be made in regard to each person individually, the name is the first essential, fixing upon and retaining his or her identity through the whole of the subsequent examination. Sex, age, and color are the first and most obvious points that distinguish humanity, and the only qualities that naturally and inseparably

* Here let me say that this is not an analysis of the Russian census, which I have, but am unable to read or even understand the tables, but these three facts here quoted are taken from the report which M. Semenov, the Russian delegate, made to the statistical congress at Florence.

belong to all. All the others are artificial, yet necessarily connected with any complete investigation of population and of human progress, and few or none of them should be omitted.

To these should be added as many other questions as can be asked and reliably answered, without so encumbering the enumerator or disturbing the informant as to peril the accuracy and value of the whole. Color here belongs to the necessary category of inquiry.

Children in schools, and whether able to read and write, are indications of the general advancement of population, and the prospect of the future.

HEALTH INQUIRY.

The last personal inquiry relates to the mental and physical health of the individual. In determining the power of any people, their capacity of labor and production, their ability to contribute to the power and wealth of the whole, and the value of each to the body politic, it is not sufficient merely to count them and ascertain their sex and age; they differ widely in their personal force—one is weak and contributes nothing even for his own support, still less for the support of others; another is strong, and not only creates sufficient for his own and his family's sustenance, but also a surplus to increase his own and the national capital. Estimating, then, the power of any nation by counting the individuals, is like endeavoring to determine the general wealth by counting the estates. In both cases these must be measured, examined, and analyzed, in order to learn how much each is worth, and how much each contributes to the general whole.

For this purpose, then, the inquiry should be made, whether he or she is in the fullness of manhood, womanhood, or childhood; whether he or she is in the enjoyment of the average or usual health and strength of one of his or her age, or has any sickness or infirmity that diminishes his or her power to do or accomplish as much as others of his or her age.

If the person is in good health and strength, and has no disability or disease, the record may be made against his name simply by a mark, to show that the question has been asked and answered. But if the answer is in the negative, then the further question will follow, What is the disability or infirmity? If the answer be fever, consumption, erysipelas, broken leg, loss of arm, blind, deaf and dumb, insane, idiots, &c., the record will be so made. The whole sum of these answers, when finally digested, will show the amount and kind of disability that exists in the whole country and in each of its parts, and what diseases and physical or mental impairments are then present.

From this can be determined the amount of loss of human force the nation suffers, and what discount must be made from the presumptive force, apparent from the total numbers, in order to reach the measure of actual and available force that belongs to it.

This was tried in the census of Ireland in 1861, and with good success. The volume on the status of disease shows the amount of sickness, infirmity, and disability of every sort that existed at that time in Ireland.

Portugal and Australia also made the same inquiry. In their census reports nothing is said of any more objection to these questions, or of any difficulty in obtaining proper answers, than in regard to other inquiries.

In the last three enumerations of the United States, and those of New York and Massachusetts, the inquiries were made as to the insane and idiots. Eight European nations asked for the insane, and six for the idiots, and all reported them. These are among the diseases and disabilities concerning which families and friends are the most sensitive, which touch their personal or family pride more than others, and which they are most unwilling to speak of beyond their own circles. Yet no complaint is heard from families of the improper interference with their private affairs, nor from the marshals of especial difficulty in obtaining this information. No doubt there was concealment of these facts in many cases, and the reports are far from being complete. Yet the failure was not sufficient to induce our or any other government to give up these inquiries in subsequent censuses. In regard to these and other common evils attendant on human life, the people are generally coming to consider them as parts of the condition of their being, as matters of which they may speak as freely for help or sympathy as they would of consumption or a lost limb. The people are more and more willing to tell of these matters, and the reports in regard to them are more full and make nearer approach to the probable truth.

It will be the same with the more extended and complete inquiry as regards bodily ailments. The report of many and even most of these human ills will be as full, or as nearly full, as of any other subject of inquiry; fever, consumption, pneumonia, broken limbs, will be faithfully returned, but some other, as ages, birthplace, or occupation, ailments less agreeable to personal pride or delicacy, will fall short of the truth. Yet the whole will be a valuable aid in the estimate of public health and force, and each successive enumeration will make nearer and nearer approach to completeness.

This matter was reported and urged at the statistical congress at London. The report was too late for action at that session, but was printed at length in the transactions. The subject is gradually coming into favor, and nations are extending the inquiry

beyond the original questions of blindness and deaf-mutes, to "insanity," "idiocy," "goiter," "cretinism," and "other grave diseases." The last item is very elastic, and comprehends as much as the enumerator has courage to ask for and the informant is willing to give.

We have little conception of the amount of sickness constantly prevailing in any community, however healthy, and the extent of the loss of national force on that account.

There are in Great Britain associations called benefit societies. They are mutual health insurance associations. Each member pays a certain small sum weekly, or monthly, on condition of receiving certain sums weekly, when sick or disabled.

A register is kept of all the sickness and inability to labor, and of the ages of the persons who claim, on this ground, and receive the bounty. These societies have been in operation many years, and they embrace many hundred thousand members. Their experience is therefore a good means of determining the average liability of the people to sickness and impairment, to loss of productive force in each period of life.

Some time ago the British government gathered all the records of these societies, and put them in the hands of Mr. Alexander G. Finlaison, one of the most accomplished actuaries of the kingdom. He calculated the exact average number of days of sickness which persons of each sex and each age suffered, and their loss of time in consequence in each year, and also the average proportion per thousand of the same who were constantly sick or disabled.

From the experience of our health insurance companies, it is probable that we have, at least, as much sickness in this country as the people of Great Britain.

Applying these proportions to the United States we can approximate the probable number and proportion of our own people, who are constantly sick and constantly withdrawn from productive labor.

I have not the time now to make these calculations, but I made them several years ago, for Massachusetts, when its population numbered about 950,000.

The result of the calculation showed that, at that time in this State, of the persons at the ages of—

15 to 20, there were constantly sick.....	1, 188
20 to 30, there were constantly sick.....	3, 029
30 to 40, there were constantly sick.....	2, 816
40 to 50, there were constantly sick.....	2, 203
50 to 60, there were constantly sick.....	2, 262
60 to 70, there were constantly sick.....	2, 933

14, 421

And in the working period, 15 to 70, there were 14,421 constantly sick and unable to labor.

Without doubt, the loss of time from this cause in proportion to the population of Massachusetts is as great now as it was then, and as great in the other States as in this.

So great an interest and so great a loss of productive force is worthy of consideration and of inquiry through the census.

METHOD OF INQUIRY.

In all the former censuses of the United States, and in those of the individual States, the inquiry was made by the marshals, who carried a schedule on sheets divided into columns, one for each topic of investigation, and one for the names of each person. The sheets for population had pages with forty lines on each, and some for one hundred and sixty names, on the whole sheet. With these the marshals went from house to house, asking each question concerning each individual and making the record himself. The families were numbered in the order of visitation and were placed successively on the same sheet, until it was filled and then another was taken and used in the same way.

This was formerly the custom in all Europe, but it is now generally abandoned and the family schedule adopted. In this the vertical columns are arranged and headed in the same way, but this form is only large enough for one family.

The next following is one of the schedules used in England in 1861:

GENERAL INSTRUCTION.

This paper is to be filled up by the occupier or person in charge of the dwelling. If the house is let or sub-let to different families or lodgers, each occupier or lodger must make a return for his portion of the house upon a separate paper. (See examples of the mode of filling up the return.)

INSTRUCTIONS FOR FILLING UP THE COLUMN HEADED "RANK, PROFESSION, OR OCCUPATION."

The superior titles of peers, and other persons of rank, to be inserted, as well as any

high office which they may hold. Magistrates, aldermen, and other important public officers, to state their profession after their official title.

Army and Navy.—Add, after the rank, "Army," "Artillery," "Royal Navy," "Royal Engineers," "Marines," "East India service," as the case may be. Officers on "half-pay," or "retired," to be so described. Chelsea, Greenwich, and other pensioners, to be so designated.

Persons in the *civil service* to state the department to which they are attached, after their rank; those on the superannuation list to be so distinguished.

Clergymen of the church of England to return themselves as "Rector of _____," "Vicar of _____," "Curate of _____," &c., or "without cure of souls." They are requested not to employ the indefinite term "Clerk." Roman Catholic priests, and ministers of foreign churches, to return themselves as such, and to state the name of the church or chapel in which they officiate. Dissenting ministers to return themselves as "Independent minister, of _____ Chapel," "Wesleyan minister, of _____ Chapel," &c. Local or occasional preachers must return their ordinary occupations; but may add "Local Methodist preacher," &c.

Legal profession.—Barristers to state whether or not in actual practice; officers of any court, &c., to state the description of office and name of court. The designation "Attorney" or "Solicitor" to be confined to those whose names are actually upon the roll. Clerks in solicitors' offices should state whether solicitor's managing, articulated, or general clerk.

Members of the *medical profession* to state the university, college, or hall, of which they are graduates, fellows, or licentiates; also whether they practice as physician, surgeon, dentist, oculist, general practitioner, &c., or are "not practicing."

Professors, teachers, public writers, authors, and scientific men—to state the particular branch of science or literature which they teach or pursue; artists, the art which they cultivate. Graduates should enter their degrees in this column.

Persons engaged in commerce, as merchants, brokers, agents, commercial travelers, or the staple in which they chiefly deal. Members of the stock exchange, East India merchants, &c., may be so described.

Commercial clerk—always add in what branch of business. [NOTE.—Clerks in the civil service, and solicitors' offices, should be distinguished as above directed.]

The term *farmer* to be applied only to the occupier of land. Example: "Farmer of 317 acres, employing 8 laborers and 3 boys;" the actual number of acres, and of men and boys employed on the farm, on April 8th, being in all cases inserted. Sons or daughters employed at home, or on the farm, may be returned "Farmer's son," "Farmer's daughter." *Farm servants* sleeping in the farmer's house must be described in his schedule as "Carter," "Dairymaid," &c., as the case may be.

An out-door *laborer*, working on a farm, must be described as "Agricultural laborer," "Shepherd," &c., as the case may be.

In *trades, manufactures, or other business, the employer must, in all cases, be distinguished; example: "Carpenter—Master, employing 6 men and 2 boys;" inserting always the number of persons of the trade in his employ, if any, on April 8th. In the case of firms, the number of persons employed should be returned by one partner only.*

In the case of *workers in mines, or manufactures, and generally in the arts, the particular branch of work, and the material, are always to be distinctly expressed if they are not implied in the names, as in "Coal miner," "Brass founder," "Silk throwster." Where the trade is much subdivided, both trade and branch are to be returned thus: "Watchmaker—Finisher;" "Printer—Compositor."*

Artisans and mechanics should invariably state their particular branch of art or business.

Weaver should always write "Silk," "Wool," "Worsted," "Cotton," &c., before this general term, so as to express distinctly the material which he weaves, thus—"Silk weaver."

Messengers, porters, laborers, and servants, to be described according to the nature of their employment on the day of the census.

A person following more than one distinct business should insert his several occupations in the order of their importance.

Persons following no profession, trade, or calling, and holding no public office, but deriving their incomes chiefly from land, houses, mines, dividends, interest of money, annuities, &c., may designate themselves: "Landed proprietor," "Proprietor of iron mines," "Proprietor of houses," "Fund-holder," &c., as the case may be. Persons who have retired from business may be entered thus—"Retired farmer," "Retired grocer."

Persons in almshouses, after being described as such, should state their previous occupations.

Women and children to be entered according to the above instructions. The occupations of those who are regularly employed from home, or who follow any business at home, to be distinctly recorded. Against the names of children, daily attending school, or receiving regular tuition at home, write "Scholar."

List of the members of this family, of visitors, and of servants, who slept or abode in this dwelling on the night of Sunday, April 7th, 1861.

NAME AND SURNAME.	RELATION TO HEAD OF FAMILY.	CONDITION.	SEX.	AGE LAST BIRTHDAY.	RANK, PROFESSION, OR OCCUPATION.	WHERE BORN.	IF DEAF AND DUMB, OR BLIND.
No person absent on the night of Sunday, April 7th, to be entered here; except those who may be traveling or out at work during that night, and who return home on Monday, April 9. Write after the name of the head of the family the names of his wife, children, and other relatives; then visitors, &c., and servants.	State whether wife, son, daughter, or other relative, visitor, boarder, &c., or servant.	Write either "married," "widow," or "unmarried," against the names of all persons except young children.	Write "M" against males, and "F" against females.	For infants under one year, state the age in months; "under 1 month," "1 month," "2 months," &c.	(Before filling up this column, you are requested to read the instructions on the other side.)	Opposite the names of those born in England, write the county, and town or parish. If born in Scotland, Ireland, the British colonies, or the East Indies, state the county. If born in foreign parts, state the country; and if also a British subject, add "British subject," or "naturalized British subject," as the case may be.	Write "deaf and dumb," or "blind," opposite the name of the person; and if so from birth, add "from birth."
1							
2							
3							
4							
5							
6							
7							
8							
9							
10							
11							
12							
13							
14							
15							

I declare the foregoing to be a true return, according to the best of my knowledge and belief.
Witness my hand,

(Signature.)

Examples of the mode of filling up the return.

Name and surname.	Relation to head of family.	Condition.	Sex.	Age last birthday.	Rank, profession, or occupation.	Where born.	If deaf and dumb or blind.
1 George Wood	Head of family	Married	M.	48	Farmer of 317 acres, employing 8 laborers and 3 boys.	Surrey, Godstone.	
2 Maria Wood	Wife	Married	F.	44	Farmer's wife	Scotland	
3 Alan Wood	Son	Unmarried	M.	30	Farmer's son	Surrey, Godstone	
4 Flora Jane Wood	Daughter	Unmarried	F.	12	Scholar	Kent, Ramsgate	
5 Ellen Macdonald	Visitor	Widow	F.	61	Funholder	Canada	
6 Etiza Edwards	Servant	Unmarried	F.	24	House servant	Middlesex, Paddington	
7 Ann Young	Servant	Unmarried	F.	32	Dairymaid	Surrey, Croydon	
8 Thomas Jones	Servant	Unmarried	M.	21	Carter	Essex, Epping	
1 Janet Cox	Head of family	Widow	F.	49	Staymaker	Scotland	
2 Sophia Cox	Daughter-in-law	Married	F.	24	Dressmaker	Middlesex, Poplar	
3 Alexander Cox	Grandson	Unmarried	M.	1 month		Surrey, Lambeth	
4 William Cox	Son	Unmarried	M.	18	Basket maker	Ireland	
5 Margaret Cox	Mother-in-law	Widow	F.	73	Formerly laundress	France (British subject)	Blind (from birth)
6 John Butler	Boarder	Widower	M.	42	Printer-compositor		
1 Walter Johnson	Lodger	Unmarried	M.	23	Ship carpenter	Durham, Sunderland	

No. _____ CENSUS OF ENGLAND AND WALES, 1861.

HOUSEHOLDER'S SCHEDULE.—Prepared under the direction of one of Her Majesty's principal Secretaries of State, pursuant to the act of 23 and 24 Vict., c. 61.	
Parish or township.	
City, town, village, or hamlet.	
Street, square, &c., or road.	
Name or number of house.	
Name of occupier.	

TO THE OCCUPIER.—You are requested to insert the particulars specified on the other page, in compliance with an act which passed the House of Commons, and the House of Lords, in the last session of parliament, and received the assent of Her Majesty, the Queen, on the 6th of August, 1860.

This paper will be called for on Monday, April 8th, by the appointed enumerator, and it is desirable that you should have the answers written in the proper columns by the morning of that day, in order that his progress may not be delayed. It will be his duty, under the act, to complete the return if it be defective, and to correct it if erroneous. Any person authorized by you may write in the particulars if you are yourself unable to do so.

Persons who refuse to give correct information are liable to a penalty of five pounds; besides the inconvenience and annoyance of appearing before two justices of the peace, and being convicted of having made a wilful mis-statement of age, or of any of the other particulars.

The return is required to enable the Secretary of State to complete the seventh census; which is to show the exact numbers, ages, and condition of the people—their arrangement by families in different ranks, professions, and trades—their distribution over the country in villages, towns, and cities—their increase and progress during the last ten years.

The facts will be published in general abstracts only, and strict care will be taken that the returns are not used for the gratification of curiosity.

GEORGE GRAHAM,
Registrar General.

Approved,
G. C. LEWIS,
Home Office, Whitehall, November 13, 1860.

The next is a translation from the Italian copy of the schedule proposed by the statistical congress at Florence for families or householders.

FAMILY SCHEDULE.
State of Massachusetts, town of Dorchester.

Person—name.	Sex.	Age.			Single, married, widowed.	Educa- tion.		Condition or profession.	Relation to head of family.	Birthplace.	Duration, presence or absence.		Language spoken.	Religion pro- fessed.	Infirmity—deaf, mute, blind.
		Year.	Month.	Read.		Write.	Transient.				Fixed.				
1	2	3	4	5	6	4	8	9	10	11	12	13	14	15	16
Smith	M.	45	6	1	1	1	1	Goldsmith	Husband	Milton			English	Trinitarian.	
Smith	F.	44	2	1	1	1	1	Seamstress	Wife	Quincy			English	Unitarian.	
Smith	F.	20	1	1	1	1	1	Seamstress	Daughter	Dorchester			English	Unitarian	
Smith	M.	10	3	1	1	1	1		Son	Dorchester			English	Unitarian	
Smith	F.	7	9	1	1	1	1		Son	Dorchester			English	Unitarian	
Brown	F.	29	6	1	1	1	1	Laundress	Sister	Milton			English	Unitarian	Deaf and dumb.
Brown	F.	29	6	1	1	1	1	Laundress	Sister	Milton			English	Unitarian	Blind.
Brown	F.	40	7	1	1	1	1	Servant	Domestic	Ireland			English	Catholic	
Persons present in the family on the night of the enumeration:															
Jones	M.	27	1	1	1	1	1	Wife of James.	Visitor	Quincy			English	Methodist	
Allen	M.	19	10	1	1	1	1	Student.	Visitor	Boston			English	Baptist	
Wanell	M.	25	1	1	1	1	1	Painter.	Boarder	Germany			German.	Lutheran.	
Members of the family absent on the night of the enumeration:															
Smith	M.	18	3	1	1	1	1	College student.	Son	Dorchester	7		English	Unitarian	
Smith	F.	16	1	1	1	1	1	Merchant	Daughter	Dorchester	7		English	Unitarian	
Bland	M.	24	1	1	1	1	1		Nephew	Hingham	7		English	Episcopal	

JAMES SMITH, Head of the Family.

These family schedules are prepared in advance at the central office, and sent to the several enumerators, in all the districts of the country, in sufficient numbers to supply each family with one. Each of these local agents leaves one with every family in his district, and they are directed to fill the blanks with answers to the several questions in respect to each person in the family or household, and have them ready for delivery on a certain day.

On the day appointed, the enumerator calls on each family, examines the schedule in company with the most intelligent member he can find, to see if it is completely and apparently correctly filled. If any part is deficient, or if none of the questions are answered, he either aids the family to do so, or taking their oral testimony, fills the blanks himself.

In England, there were two sizes of schedules, the smaller adapted for ordinary families, containing spaces for fifteen names, and the other adapted for large establishments and schools, affording room for fifty-five. An adequate supply of each description, with a liberal allowance for waste, was forwarded from the census office to the local registrars, and by them supplied to the enumerators. The total number of separate forms thus distributed being nearly 6,000,000 in 1861.

"The large public institutions were not furnished with schedules, but the governor or principal resident officer received from the registrar an enumeration book in which to enter the particulars required by the act. For the use of the enumerator in delivering and collecting the schedules, a memorandum book was provided,* in which he was required to note the description of dwellings, whether private house, lodging house, hotel, &c., the number of occupiers or separate families, and of schedules left with other particulars. The whole weight of the schedules, blank enumeration books, and other forms dispatched from the central office, at London, prior to the 8th of April, exceeded fifty tons."—Census of England, 1861, I. 2.

This plan of family schedules was unanimously recommended by the statistical congress at London, in 1860, who voted that "there should be a separate schedule or bulletin, to be filled with the particulars relating to each family or household."

The plan is put in practice by England, Scotland and Ireland, Norway, Sweden, Denmark, Prussia, Saxony,† Hanover, Bavaria, Baden, Wurtemberg, Saxe-Gotha, Saxe-Coburg, Austria, Hamburg, Holland, Belgium, France, Italy, Spain, Portugal, and perhaps by other nations, whose reports do not speak of the fact.

None of the reports of these nations speak of any difficulty or objection to the practice of this method. On the contrary, the Baden report says: "The use of these family schedules was completely successful, and facilitated exactness and execution," and this seems to be the opinion of the census bureaus of the other nations of Europe.

This plan has several advantages. The schedule being left in the house for several days, the probability of being seen by the head is increased almost to a certainty, whereas, in the other system, in which the enumerator calls from house to house, from morning to night, he will, in a large part of the families, fail to find the heads at home, as during the business and working hours they are away at their shops, offices, and farms. Moreover, it gives the family time and opportunity to consult and think over the matter, and if need be, to call in some friend or neighbor to aid in forming the answers, and in writing them down.

OBJECTION OF IGNORANCE.

A natural and a very ready objection arises to this plan of family schedule, from the ignorance of some families who can neither read nor write, and some of whom cannot comprehend a question until it is put to them in many forms, and explained with much patience and clearness. It is feared that this will operate with insurmountable force at the South, among the colored people. This is not an unreasonable objection, nor is it an insuperable one; certainly it has not been such in the practice of other nations, where ignorance is as great, and the people are as stolid as they are here. They have tried the plan in successive enumerations, and yet no complaint is made of it there as a system; no hint of its impracticability: no proposition to return to the old plan in future enumerations.

In Scotland, in 1861, the year of the census, 10.60 per cent. of the men, and 21.33 per cent. of the women, when married, were unable to write, and signed the registers with their mark. In the northwestern division of Scotland, the proportion of ignorance was 56.70 of the females, yet the census was taken by family schedules throughout all Scotland, and even these dark districts, without failure.

In seven counties of England and in Wales, in course of seventeen years, from 1838 to 1854 inclusive, there were 749,927 marriages. In these marriages, 472,907, or 63.06 per cent. out of the females signed their names with their marks. This calculation was made some years ago for another purpose, and did not include the males. I have now examined the report for 1861, and find that in that year twenty-nine per cent. of

* A copy of this English enumerator's book is appended to this report.

† Prussia and Saxony have schedules for each house, including all the families resident therein.

the males and forty-nine per cent. of the females, in these seven counties, signed with their marks. Some single counties and towns showed a larger proportion of ignorance. This was the year of the census, when it was taken by family schedules. It was taken in the same way in 1851. These marrying men and women were the heads of families thereafter. Yet the census did not fail.

The same ignorance was found in Ireland. In one class of counties, containing about one-quarter of the population, thirty-three to sixty-six per cent. of the females over five years old could neither read nor write. In another and smaller class of counties, containing about one-fifteenth of the people of Ireland, sixty-seven per cent. and over of those who were of the same age were in the same ignorance. The census was taken by family schedules, and the census board speak with satisfaction of the success. In all these cases, the ignorance was a block in the way of easy work; but it was not a stumbling-block in the way of success. The census did not fall over it. The difficulty from inability of the families to read and write was in many overcome by the co-operation of friends and neighbors, who lent their aid to fill the papers; and if this was not done, the enumerator had a little trouble, and accomplished his purpose as easily as in the old system.

So it will be here. There are some ignorant families in all parts of this country, and in some parts they are many. But on the contrary, we have a larger proportion of intelligent families, and especially at the North, than is found in any other nation. Our people are more ready to co-operate with the government, in all its plans, than any other. They feel that the government is theirs, and its purposes are by their own consent and for their own benefit. They obey the law from the love of it. While in the European nations the people feel that they belong to the government and not the government to them, and they obey the law from fear of it.

There are in this country more mutual sympathy and co-operation; people are more ready to aid each other, the strong to sustain the weak, and the intelligent to help the ignorant. The families that cannot write and fill their schedules, will more readily here than in other countries find those who will help them to do this work in aid of the census.

Considering the great advantage to accuracy and certainty of execution by having this information carefully digested and prepared by the best intelligence of the family, instead of any one whom the enumerator may chance to find when he happens to call at the door; considering the almost universal intelligence and readiness of co-operation in most of the States, and the large intelligence and willingness of the rest; considering also that while the work of the enumerator is greatly diminished and the information more reliable in the intelligent families, the labor is not increased nor the answers less reliable in the other families, there seems to be no doubt that the family schedule system should be adopted in our future enumerations.

For this purpose I have prepared and offer a schedule which will be easily understood and answered by the families, and will obtain all the information that is desirable or expedient to require.

ONE-DAY SYSTEM.

We have been accustomed, in our former enumerations, to have few and large districts, few enumerators, each of whom had a very large work, and for this a long time was allowed. In some three months, and in some cases a much longer time was granted.

In 1860 one month only was allowed. As the census is intended to be taken in reference to one and the same day throughout the nation, including all persons belonging to the family and facts occurring on the 1st of June, or other day appointed, the nearer to this day the inquiry is made, the nearer will the answers be to the exact truth. Within a quarter, a month, a week, there are changes made; persons change their residence, and may fail of being counted, or may be counted more than once, by those who make the inquiry at different times in different places. Persons in families of little intelligence may forget, or may have understood the inquiry to refer to the day on which it was made. In these and in many other ways there is danger of inaccuracy, for any delay after the day in reference to which the inquiry is made. The safest way is to make the inquiry on the day in which the facts and circumstances inquired about exist. Hence the one-day system is best. This requires more minute division of the country and people into many more districts, and a greater number of enumerators. The work of preparation is greater. It needs a greater discipline and energy in the managers of the census, to divide the territory in such districts, to find such a number of enumerators, and to prepare them for the work.

It will be necessary to divide the whole country into districts so small that one man in each can visit every family and examine the schedule, correct such as are incorrect, fill up such as are not filled, in course of one day.

All this is to be previously arranged at Washington, and by the aid of trustworthy superintending agents in all parts of the country, and in the probably short period that can be allowed by Congress, in the census of 1870.

This has been done in other nations, with less territory, yet with large population. The same intelligence, discipline, and energy, would have done the work with equal success, if it had been extended over a larger country and included a larger population.

If, as is probable, the law be passed by Congress in December, and the census department be organized and put into operation by the first of January, there will then be five months for the preparation, division of territory, printing and distributing schedules, finding and instructing the enumerators.

If, as seems now to be the best way, the internal revenue assessors be enlisted, the department will find a corps of intelligent and disciplined men already in every part of the field, who, knowing the districts and people, will be able to appoint such men to do the work as can be relied upon for faithfulness and accuracy.

The assessors and their deputies are few, compared with the numbers required to collect the facts. They will therefore not be able, themselves, to visit and enumerate the people, nor will they come in personal contact with them. The enumerators will have no other office, no other official connection with the people than that of leaving the schedules, and of seeing that they are filled.

To remove the objections that some, fearing a tax, would be unwilling to give the information to any officer known as assessor or collector, it may be well for the law to authorize the assessors to appoint the enumerators and superintend the work, but order that neither assessor nor collector should be enumerator.

With this corps, the preliminary work of preparation and execution may be done, even in the short period of five months.

If, however, between the organization of the census department and the time appointed for the enumeration, there be insufficient time to divide the country into small districts, and to find and instruct as many enumerators as may be necessary to take the census on the British plan, in one day, or if for any other reason it be thought best to allow a more extended time for this purpose, this time should be made as short as possible.

In the early censuses three months were allowed by law, and this period was extended in some cases by grace, and very greatly in a few, by sufferance.

The time allowed was gradually shortened until, in 1850 and 1860, one month was its limit, and in that period the work was done without lessening the fullness of the returns, or increasing the number and proportion of the delays beyond the allotted time. On the contrary, the shorter the period allowed for this work the more prompt were the enumerating officers, the marshals, in accomplishing their tasks within the prescribed time. Taking counsel of this experience, it may be assumed that the government can safely take another step in the progress of promptness, and if the way is not clear to the full stride to the one-day system, then, at least, the law may require that the enumerators shall gather all their facts in one week, which is the longest period that should be allowed for this work.

In aid of this promptness, as well as of accuracy, the family schedules will render essential service, and should not be dispensed with, whatever plan may be adopted for the collection of the facts.

BIRTHS, MARRIAGES, AND DEATHS, WITHIN THE YEAR NEXT PRECEDING THE DATE OF CENSUS.

For this purpose, the family schedule should contain forms for the entry of these events, with such attending circumstances as are necessary to describe them, and such as it will be expedient to inquire. A schedule is therefore appended, containing the forms for—

- The living,
- The births,
- The marriages,
- The deaths.

All of which the family will easily fill, and give a much more full and reliable report. I now append to this report several schedules, which are to be left with the heads of the respective private families, and of the hotels and boarding-houses, and also of the several institutions, almshouses, asylums, hospitals, parishes, &c., where any dwellers or lodgers are to be found.

The schedules are prepared with a column for the entry of the name of each person, and of all the facts and circumstances that have been mentioned in this report as necessary to describe the person, and show his condition and vitality.

On the back of each schedule there are instructions and explanations to guide the families in their work in filling the paper. There are also condensed forms which are filled, to show the manner of doing it.

The schedules which will be used by most families have lines for the entry of fifteen persons or names, which will be generally sufficient. But for larger families, another schedule is prepared with lines for fifty names. If any family should be found with more than fifty members, more schedules will be left.

Besides these schedules for private families, I have prepared and appended others for almshouses, asylums, hospitals, prisons, in which, besides the columns for the entry of facts required in the private families, are also other columns for the record of some facts peculiar to their respective conditions.

Lastly, I have prepared and appended to this report a specimen of an enumerator's memorandum book. In this are instructions as to his duty and manner of performing it, the definitions of house and of family. There are also tables in which the enumerator will record his work as he goes along, with column for the entry of the street, road or place, and the house, its description, the number of families, and the schedules which he leaves to be filled in each: and also, of those which he afterwards collects, and for the names of the absent members of the family.

One of these tables is filled, to show the manner of making his record.